

# MILFORD – 2022



## *Plan of Conservation and Development Milford, Connecticut*

*December, 2012*



**Prepared by:  
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Planning & Zoning Board**

**With consultant services provided by the Yale Urban Design Workshop**

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# City of Milford, Connecticut

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## Introduction

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The Plan of Conservation and Development (POCD) is required by Connecticut General Statutes (§ 8-23) to be updated every ten years. Milford's last plan was adopted in September 2002. The Plan, as defined by statute, shall be "a Statement of policies, goals and standards for the physical and economic development of a municipality" that shall identify the following:

- provide for a system of principal thoroughfares, parkways, bridges, streets, sidewalks, multi-purpose trails and other public ways as appropriate, be designed to promote with the greatest efficiency and economy,
- the coordinated development of the municipality and the general welfare and prosperity of its people and identify areas where it is feasible and prudent to have compact, transit accessible, pedestrian-oriented mixed use development patterns and land reuse, and to promote such development patterns and land reuse,
- recommend the most desirable use of land within the municipality for residential, recreational, commercial, industrial, conservation, and other purposes and include a map showing such proposed land uses,
- recommend the most desirable density of population in several parts of the City of Milford
- note any inconsistencies with the following Growth Management principles:
  - Redevelopment and revitalization of commercial centers and areas of mixed land use with existing or planned infrastructure;
  - Expansion of housing opportunities and design choices to accommodate a variety of household types and needs;
  - Concentration of development around transportation nodes and along major transportation corridors to support the viability of transportation options and land reuse;
  - Conservation and restoration of the natural environment, cultural and historic resources, and existing farmlands;
  - Protection of environmental assets critical to public health and safety;
  - Integration of planning across all levels of government to address issues on a local, regional, and state-wide basis;
  - Make provision for the development of housing opportunities, including multi-family dwellings, consistent with soil types, terrain, and infrastructure capacity, for all residents of the municipality and the planning region in which the municipality is located, as designated by the Secretary of the Office of Policy and Management under section 16 a-4a;

- Promote housing choice and economic diversity in housing, including housing for both low and moderate income households, and encourage the development of housing which will meet the housing needs identified in the housing plan prepared pursuant to 8-37t and in the housing component and the other components of the state plan of conservation and development.
- In preparing [the] plan, the [Planning & Zoning Board] shall consider focusing development and revitalization in areas with existing or planned physical infrastructure.

In addition, due to Milford's location adjacent to Long Island Sound, the plan must also show that it is:

- Consistent with the Coastal Management Act
- Considers restoration and protection of the ecosystem and habitat of Long Island Sound, and
- Reduces hypoxia, pathogens, toxic contaminants and floatable debris in Long Island Sound.

The Planning & Zoning Board kicked off its outreach process for the Plan Update with a public comment meeting in October 2010. Since then, the Planning & Zoning staff has conducted extensive outreach to City Departments, Advisory Boards and Commissions, and constituent groups with meetings and collection of data and reports, including the following:

Borough of Woodmont  
 City Historian  
 Chamber of Commerce  
 Conservation Commission  
 Engineering Department  
 Environmental Concerns Coalition  
 Fire Department  
 Health Department  
 Inland Wetlands Commission

Mayor's Office  
 Mayor's Open Space Advisory Committee  
 Milford Ped Committee  
 Milford Public Schools  
 Milford Transit District  
 Police Department  
 Public Works Department  
 Recreation Department  
 Walnut Beach & Devon Revitalization Committee

Yale Urban Design Workshop held workshops on June 25, 27, and 28, 2012 for input on the special study areas and the Planning and Zoning Board held public hearings on August 21<sup>st</sup> and 28<sup>th</sup> and September 4, 2012. Milford's last Plan of Conservation and Development, completed in 2002, was the first POCD since 1973 and was representative of the development pressures at the time.



Significant suburbanization and subdivision in Milford's northern forested and farmland areas led to a focused natural resource inventory that targeted several large parcels that the City has been successful in purchasing and preserving as open space. The jewel of this effort is the 100± acre Solomon Woods property – a passive recreation parcel with unique wetland habitats adjacent to Eisenhower Park, the City's largest park property. From a development perspective, the Plan also extensively categorized the City's commercial corridors and was a critical resource in establishing the Commercial Design Districts in the City's current Zoning Regulations. Since adoption of the last plan, there have been several notable development successes. At a smaller scale in the City's cultural heart, several mixed-use and multi-family residential developments were constructed in the transit-oriented development center near the train station. Along the City's regional shopping corridor along the Boston Post Road, a 400,000 square foot expansion to the Connecticut Post mall was completed which firmly anchored additional development along this state road including Milford Crossing and Milford Marketplace. In Devon Center at the City's west end, streetscape improvements have beautified the area and inspired several property owners to initiate façade improvements that are still ongoing.

Today, Milford's vacant, undeveloped land resources are limited. There are few vacant parcels to identify for preservation and even fewer parcels to target for brand new development.

Building on the “good bones” of the last plan, the current plan update first identifies new parcels for preservation, but also seeks to better categorize existing open space parcels (i.e. active or passive recreation) and establish best management practices for these properties in a way that allows for appropriate use and better protection over time. Secondly, the development-oriented chapters seek to identify infrastructure improvements needed for multi-modal transportation connections, identify additional Transit Oriented Development (TOD) housing opportunities along the Boston Post Road, and to refine urban design guidelines for Milford Center, Devon Center, and Walnut Beach, with the hopes of spurring additional economic growth in these areas of the City.

New to the POCD are chapters on Agriculture, Long Island Sound, Public Infrastructure capacity and proposed improvements, and identifying the City's current policies and strategies regarding Sustainability.

Lastly, the Plan comparison matrix demonstrates that Milford's POCD is consistent with the Regional and State Plan of Conservation and Development and with the Growth Management Principles identified by both.



## Land Use

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The city of Milford is an old, well-established shoreline community with many diverse Land Uses.

### **Current Distribution and Location**

The City maintains a diverse industrial and manufacturing sector, which has historically been located within close proximity to the interstate highway system, rail lines, Route 1, and the Housatonic River.

Historically, the retail, medical, and civic land uses have been located in Downtown Milford, but have spread and intensified along the Boston Post Road (Route 1) corridor.

To the West, along the Housatonic River, Utility generation and distribution facilities serving the region can be found. To the East, a mixture of retail, industrial, and manufacturing can be found in the areas between the Boston Post Road and vicinity of I-95.

The majority of the southern portion of the City is made up of older housing stock on smaller parcels within close proximity to Long Island Sound with more urban-like densities, while the Northern portion of the City is comprised of more recent housing stock on larger parcels, lower in density with a more suburban feel.

While the population has remained relatively stable over the last 40 years, the expansion and construction of new and more diverse housing stock has continued, providing new housing choices as family sizes have decreased.

Opportunities for recreation can be found in our extensive network of parks and open spaces, as well as City and State beaches.

The continued development and intensification of new retail and service sector business along the Boston Post Road and in the center of Milford indicates that the City continues to expand its role as a regional destination for consumer goods and services.

### Milford's Land Uses

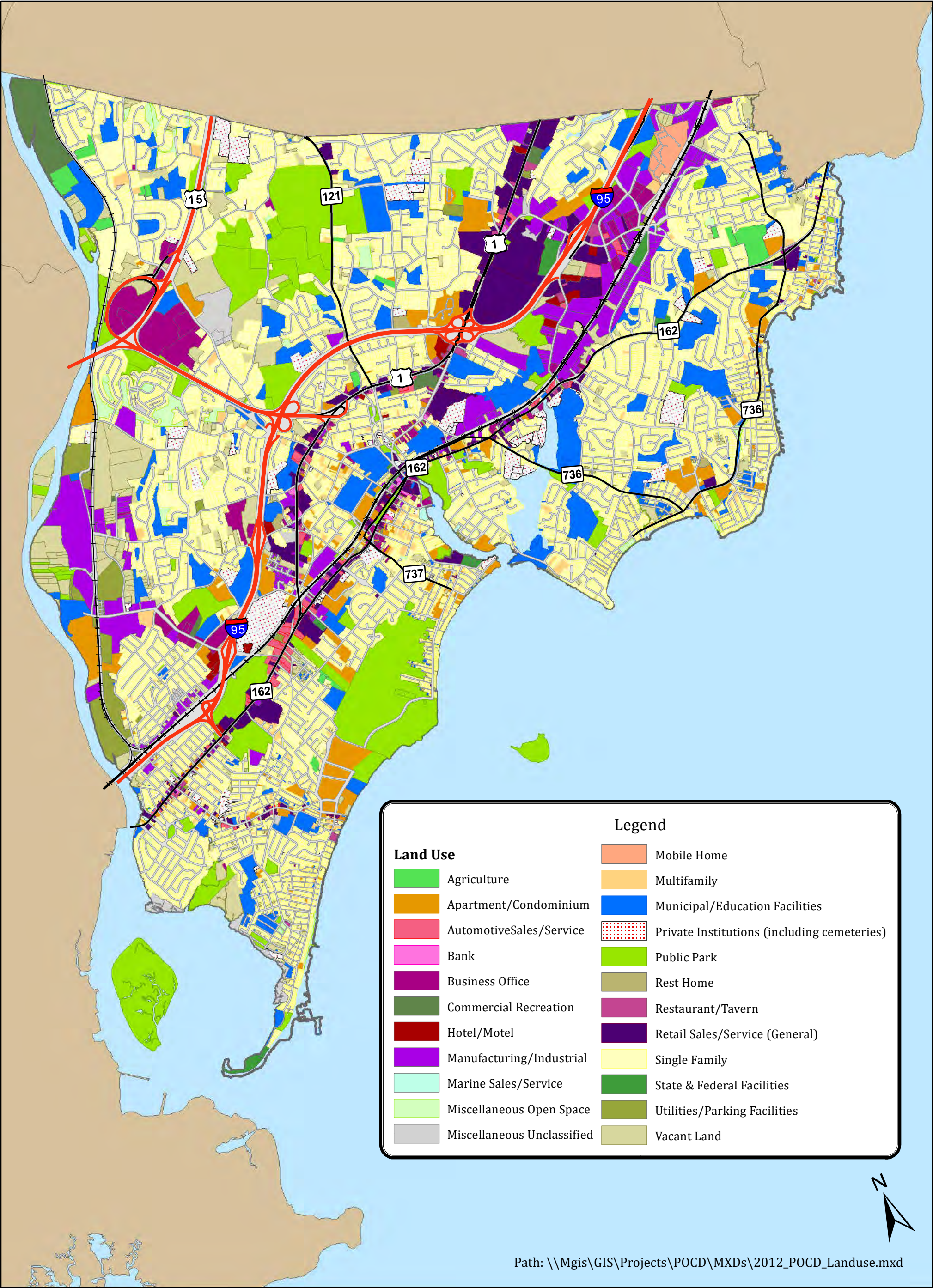
| Land Use                                    | Number of<br>Parcels | Acres            | Percentage of<br>Land Area |
|---------------------------------------------|----------------------|------------------|----------------------------|
| Automotive Sales/Service                    | 79                   | 75.46            | 0.65%                      |
| Bank                                        | 13                   | 8.94             | 0.08%                      |
| Business Office                             | 180                  | 317.15           | 2.74%                      |
| Commercial Recreation                       | 6                    | 115.47           | 1.00%                      |
| Hotel/Motel                                 | 19                   | 48.02            | 0.41%                      |
| Manufacturing/Industrial                    | 257                  | 693.56           | 5.98%                      |
| Marine Sales/Service                        | 4                    | 5.01             | 0.04%                      |
| Miscellaneous Open Space                    | 58                   | 121.36           | 1.05%                      |
| Miscellaneous Un-Classified                 | 125                  | 61.95            | 0.53%                      |
| Mobile Home                                 | 3                    | 0.40             | 0.00%                      |
| Multifamily                                 | 529                  | 158.22           | 1.37%                      |
| Municipal/Education Facilities              | 516                  | 1,082.06         | 9.34%                      |
| Private Institutions (including cemeteries) | 116                  | 357.14           | 3.08%                      |
| Public Park                                 | 125                  | 1,318.46         | 11.38%                     |
| Assisted Living Facilities/Rest Home        | 5                    | 14.60            | 0.13%                      |
| Restaurant/Tavern                           | 51                   | 38.69            | 0.33%                      |
| Retail Sales/Service (General)              | 329                  | 521.27           | 4.50%                      |
| Single Family                               | 15,531               | 5,012.75         | 43.25%                     |
| State & Federal Facilities                  | 13                   | 51.73            | 0.45%                      |
| Utilities/Parking Facilities                | 61                   | 164.62           | 1.42%                      |
| Vacant Land                                 | 972                  | 847.74           | 7.31%                      |
| <b>TOTAL</b>                                | <b>19,385</b>        | <b>11,589.50</b> |                            |



# Land Use by Type

Assessor's land use codes merged by type

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







### **Future Land Use Trends**

With vacant residentially zoned land availability at a minimum, there will be increased pressure for in-fill development and more intensive development on developed properties with less development constraints. With limited land left for traditional single family home development, the only available areas for expansion (without changing zoning) will be in the Corridor Zones that allow for residential development under specific conditions, and within Milford Center.

The development and redevelopment of commercial properties along the Route 1 corridor will continue, as older less marketable buildings and sites will be replaced with newer more desirable spaces. Continued greening of these sites should occur through conformity to new site plan and environmental standards, which promote improvements in buffering and landscaping.

Industrial areas will continue to feel pressure from abutting less intensive land uses such as commercial and residential, but these industrial areas should be preserved since they often house uses that are otherwise impossible to locate elsewhere, are vital to the functioning of the City, and generally provide good municipal tax revenue, while needing minimal city services.

Climate Change and a documented historical sea level rise, per sources such as the US Environmental Protection Agency, National Oceanic and Atmospheric Administration and the State Department of Energy and Environmental Protection, will have an adverse impact on the future development and viability of the shoreline as a place to locate non-water dependant structures. Recent storm experiences along the Gulf Coast and the Atlantic coastline have federal policy makers, as well as state policy makers, looking at ways to discourage or prohibit future shoreline development while continuing to support water dependant uses.

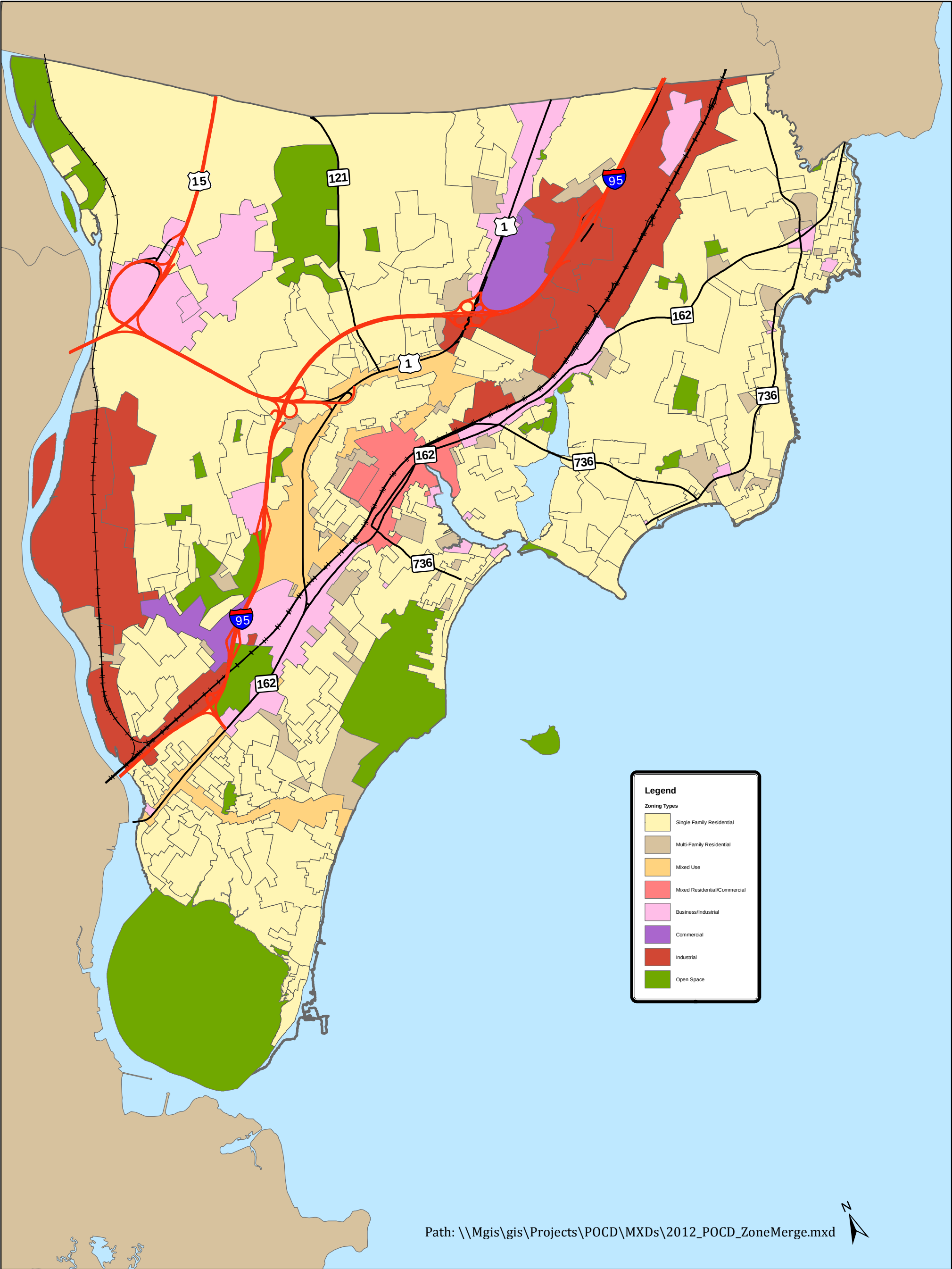
As has occurred in the past, Mother Nature will, in time, redevelop Milford's shoreline. This redevelopment is occurring through the actual loss of land into Long Island Sound, as well as the destruction of man-made structures. The rate of this redevelopment will increase as sea levels continue to rise, flood zones expand, and more extensive damage occurs from smaller weather events that previously did not damage property.





# Zoning Types

Plan of Conservation and Deveopment  
City of Milford - 2012  
GIS maps provided by MIS Department





## Open Space and Recreation

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As a fully developed 1<sup>st</sup> ring suburb with concentrated urban neighborhoods, open spaces are important to maintaining the balance necessary for the City's high quality of life. Information for this Chapter was gathered through meeting with the Mayor's Open Space Advisory Committee, the Conservation Commission, the Environmental Concerns Coalition, and the Recreation Department. Although historically open space has been a discussion exclusive to the "open space" boards, this plan recognizes that maintenance, improvements, and ongoing management of City-owned recreation properties - including passive recreation properties - is the jurisdiction of the Park, Beach, and Recreation Commission and their input is integral to long-term planning for these sites. This Chapter is divided into two sections: Passive Open Space and Active Recreation. Discussion of farmland preservation and potential expansion of the City's community garden program can be found in the Agriculture Chapter and Beaches, shoreline protection and coastal access has been moved to the Chapter on Long Island Sound.

The City's open spaces are diverse and fall into a wide category of uses –

- active programmed parks such as ball fields, basketball and tennis courts,
- passive, yet maintained open spaces such as the Green, duck ponds with limited programming,
- natural sites with passive activities such as hiking trails, including the City's many public beaches and tidal marshland areas.

### Passive Open Space



The goal of this section is three fold - first to recognize the City's strengths in its current open space corridors, outline areas of potential expansion or acquisition as ways of improving these corridors, and lastly to provide a framework for better management of these properties.

Since the last Plan of Conservation and Development was published in 2002, the City has been successful in purchasing many open space properties that protect natural resources and expand existing open space properties including:

- Solomon Woods (shown left)

- Former Regional Water Authority site on Burnt Plains Road
- Oronoque Road parcel adjacent to River Crest Farm

Passive Open Space can be defined as meeting the following categories:

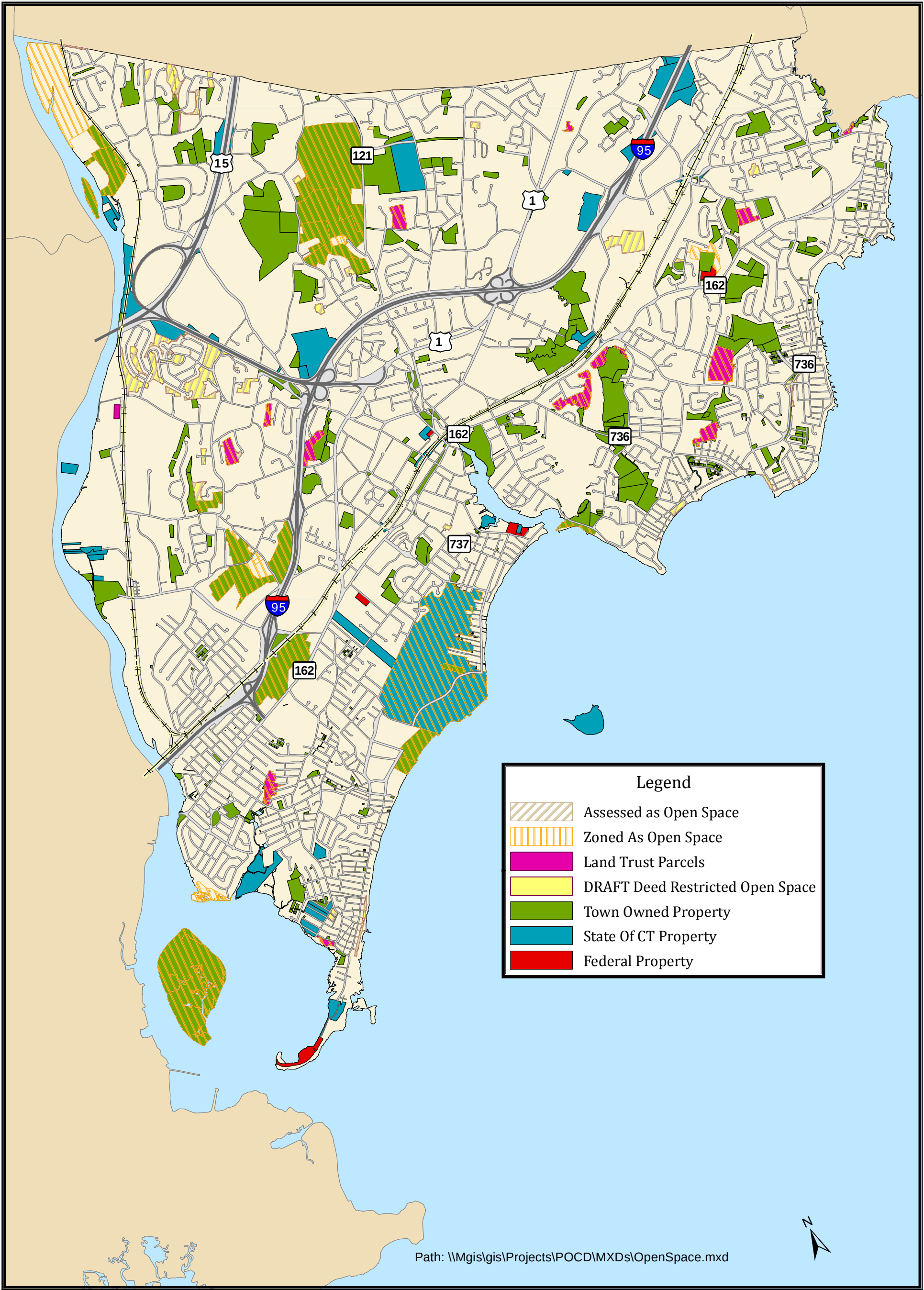
| <b>Type</b>                                | <b>Description</b>                                                                                                                                                                                                        | <b>Properties</b>                                                                                                                                                                                                                                                   |
|--------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Perceived Open Space                       | Land currently free from development, but not restricted from future development. No public use.                                                                                                                          | Vacant properties both publically and privately held, but not deed restricted.                                                                                                                                                                                      |
| Naturalized Open Space                     | Preserved in perpetuity by deed restriction or other mechanism such as approval by the Planning Zoning Board as required open space. In Milford, public use of these areas is usually allowed, but may not be accessible. | Wilcox Park, Wheeler Wildlife Area/Audubon Coastal Center, Mondo Ponds, Red Root Lane Nature Trails, Milford Land Conservation Trust properties, Solomon Property, Heritage Sound berm, open space dedications as part of subdivisions, and conservation easements. |
| Managed Public Open Spaces (Publicly held) | Maintained lands presently used for public purpose.                                                                                                                                                                       | Town Green/Arboretum, Fowler Field, portions of Eisenhower Park, Upper and Lower Duckponds/Wepawaug River. Also includes coastal properties such as Walnut Beach, Silver Sands State Park, and other coastal access points. Non-programmed City Parks.              |
| Managed Open Space (Privately Held)        | Land actively managed that leaves the land open, but not specifically protected from future development.                                                                                                                  | Private golf courses, cemeteries, and utility company lands.                                                                                                                                                                                                        |

As with the last plan, a high priority for conservation is given to those sites containing resources that are unique to Milford or significant or fragile natural environments that require additional protection. The State has categorized some of these areas through their Natural Diversity Database delineations (shown on attached map.) The Natural Diversity Data Base maps represent approximate locations (“blobs”) of endangered, threatened and special concern species and significant natural communities. The



# Classifications of Open Space

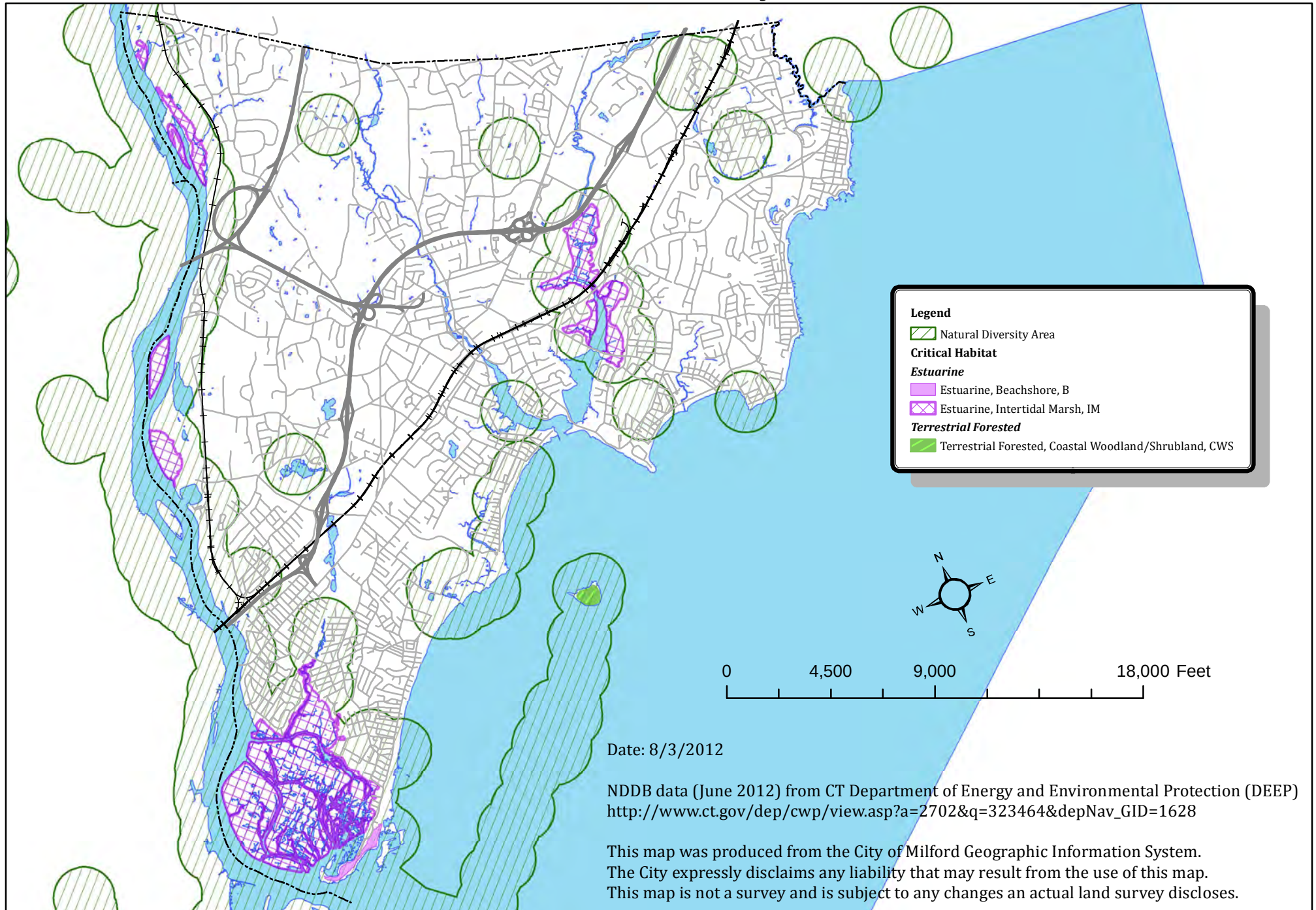
Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







# Milford Natural Diversity Database



general locations of species and natural communities depicted on the maps are based on data collected over the years by DEEP staff, scientists, conservation groups, and landowners. The maps are intended to be a pre-screening tool to identify potential impacts to state-listed species and to identify areas of potential conservation concern. The DEEP updates the maps periodically (every 6 months or so) and new information is continually being added to the database.<sup>1</sup>

### **Greenways and Greenbelts**

As Milford is a coastal community at the base of several watersheds, the City's greenways are defined by waterways. Nine (9) areas were targeted in the City's last two plans (1973 and 2002) for preservation and conservation. These areas continue to have lasting importance as greenway corridors targeted for preservation, although some have been consolidated in this Plan resulting in just seven (7) combined resource/greenway corridors. Greenbelts are defined as the entire preserved corridor left in its natural state for habitat preservation and greenways are paths or connected access points that provide public access which can be located within these corridors. Where possible, greenways should be identified within the greenbelt areas to provide better passive recreation oversight and so that Milford's citizens can experience these unique natural environments.

1. ***Wepawaug River and Watershed Corridor*** – The City's centrally located river system extends from the Orange Border and drains into Milford Harbor. Several important sections are already preserved through municipal purchase and ownership including Solomon Woods and Eisenhower Park. The corridor should be expanded to provide additional floodway/flood plain protection. Additional conservation easements or purchases along private property could be possible.
2. ***Housatonic River Corridor/Lower Turkey Hill Brook Greenbelt*** – The Housatonic River defines the City's westerly border, but there are limited public access points to this water body and land along the river is predominantly privately held. The mouth of the river is protected as part of the Stewart B. McKinney National Wildlife Refuge designated by congress in 1972. This area is currently managed by collaboration between the US Fish and Wildlife Service, the State DEEP, and the Audubon Coastal Center and is a primary area of concern for the endangered piping plover. The next access point is the Housatonic River Overlook Park in Devon which has a wonderful view of the 1920s Washington Bridge, followed by the State boat ramp under I-95 (Moses Wheeler Bridge), City fishing area and boat launch at Caswell Street, and finally a river overlook in the Great River Golf Course that was required as part of their Coastal Site Plan review. Through the Sikorsky Bridge replacement

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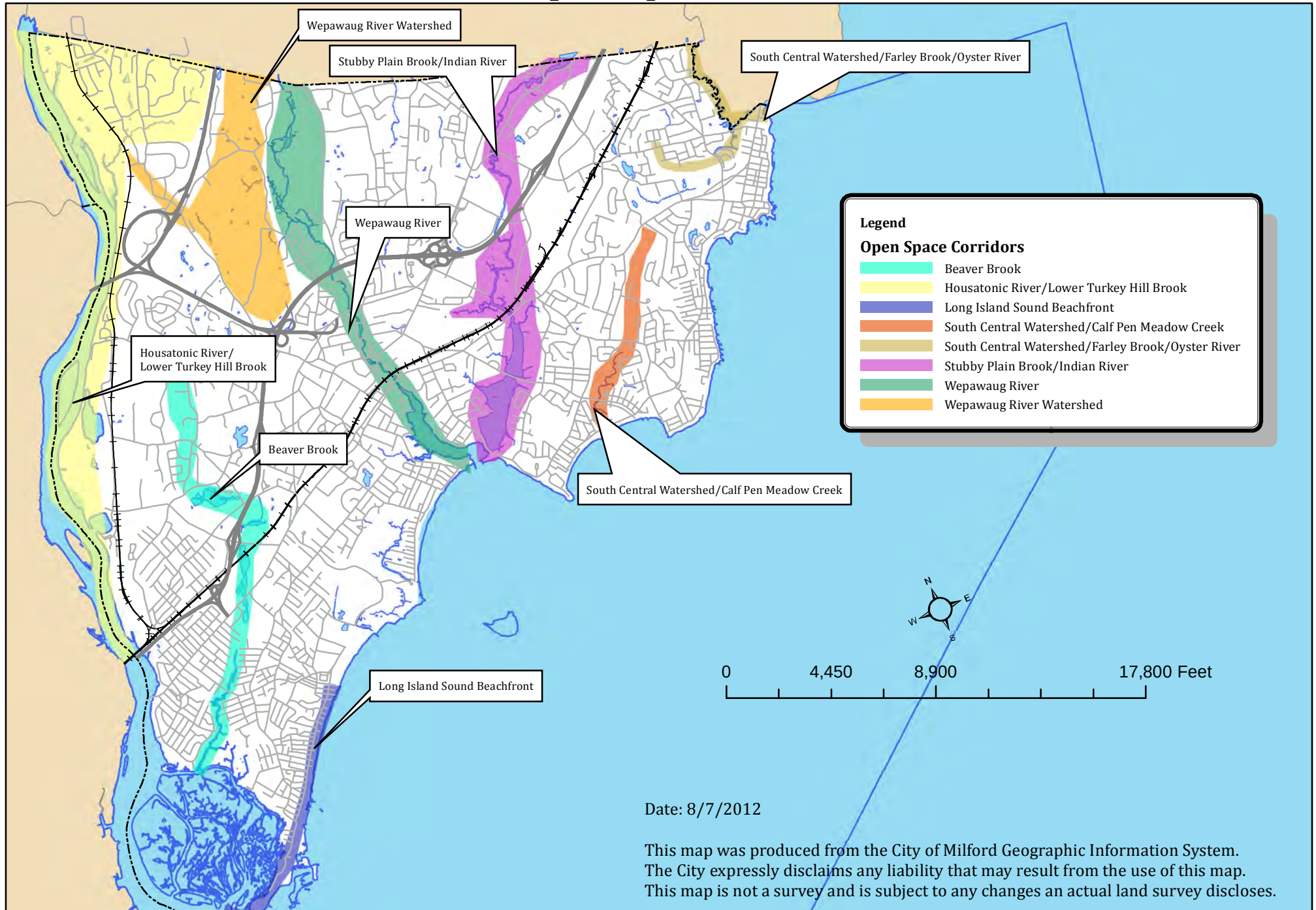
<sup>1</sup> Excerpted from the State Department of Energy and Environmental Protection website - [http://www.ct.gov/dep/cwp/view.asp?a=2702&q=323464&depNav\\_GID=1628](http://www.ct.gov/dep/cwp/view.asp?a=2702&q=323464&depNav_GID=1628)



project, the State incorporated a pedestrian and bike path over the Housatonic River along Route 15, which has limited parking on the Milford side. The Lower Turkey Hill Brook greenbelt identified in the prior two plans has been extensively subdivided with a few wetland parcels donated and deed-restricted, but no additional land available for preservation or purchase. As such, this section is now incorporated with the Housatonic River Greenbelt.

3. **Beaver Brook Corridor** – This corridor starts with the open space area at Lexington Green and traverses several neighborhoods through City and private open space leading to the Mondo Pond area behind JFK Elementary School and includes the privately-owned, but deed restricted Beaver Brook trails off West Avenue that was recently damaged by fire. It should be a high priority to reconstruct the boardwalk that crossed these wetlands so the public can continue to enjoy this unique natural environment. The Beaver Brook watershed continues to the former Regional Water Authority Reservoir adjacent to Jonathan Law High School (north and south of Bridgeport Avenue/Route 1) and extends through the Devon neighborhood into Long Island Sound.
4. **Long Island Sound Beachfront/Tidal Marshland Protection** – The last POCD recommends purchasing properties to extend existing public holdings to protect scenic view areas with fishing access. While acquisitions would accomplish this goal, the strongest argument for purchasing lands along Long Island Sound Beachfront and Tidal Marshlands is increased flood protection and adaptation to anticipated sea level rise.
5. **Stubby Plain Brook/Indian River Corridor** – The Indian River begins near the border with Orange and continues south parallel to the Boston Post Road until it drains into Gulf Pond. Along the way, the Clark Pond fish ladder allows alewife populations to breed upstream and the entire corridor serves as an important bird habitat corridor with several Osprey platforms in place in the tidal marshland areas. Since the last POCD, two public access points have been added to the Indian River greenbelt - a public access walkway behind the Milford Crossing shopping Center and a conservation easement to the rear of an Old Gate Lane property. In 2011, Yale interns from the School of Forestry and Environmental Studies studied the Indian River Corridor and recommended better maintenance for the Milford Crossing trail and identifying a connection through other private properties that lead to the Clark Fish ladder. Their analysis showed that much of this corridor is privately owned (both residentially and commercial) where conservations easements might be possible. As most of the southerly portion of the corridor is tidal wetlands – greenway access is difficult, but greenbelt protection should be a high priority given its sensitive environmental features.
6. **Calf Pen Meadow Creek Corridor** – Starting at the open space area at Settlers Ridge, the Calf Pen Meadow Creek corridor extends westerly to its outfall to the tidal marshlands on Melba Street to Long Island Sound. It winds behind both Foran High

# Milford Open Space Corridors



School and Calf Pen Meadow Elementary School. As indicated in the prior POCD, the adjacent location to both education facilities lends itself to an access point with educational installations. Preservation for vista and habitat protection only. Public access is and should continue to be limited.

7. ***Oyster River and Farley Brook Corridor*** – These corridors are characterized by tidal marshlands, however the headwaters for this system start in Bethany. There are significant water quality issues for these marshlands that will be addressed by the pending sewer infrastructure expansion. A Scenic Vista may be possible if parcels can be connected between New Haven Avenue and Anderson Avenue that used to be prior trolley right of way. Utilizing state funds and partnering with West Haven, a phragmites control project has reintroduced native species.

It should be a high priority to acquire properties where possible within these seven (7) designated greenbelt/greenway areas and to locate public access point and greenways where possible.

### **Preservation and Acquisition**

In purchasing prior open space properties, the City has relied heavily on the State DEEP Open Space Grant program. The program has specific criteria for land that may be purchased as part of the program. Properties need to meet one of the following open space characteristics:

Land that is:

- 1) valuable for recreation, forestry, fishing, conservation of wildlife or natural resources;
- 2) a prime natural feature of the state's landscape;
- 3) habitat for native plant or animal species listed as threatened, endangered or of special concern;
- 4) a relatively undisturbed, outstanding example of an uncommon native ecological community;
- 5) important for enhancing and conserving water quality;
- 6) valuable for preserving local agricultural heritage; or
- 7) eligible to be classified as Class I or Class II watershed land.

The City has additional open space acquisition goals that include:

1. Areas adjacent to City-owned, State or Milford Conservation Land Trust properties open space properties.
2. Areas adjacent to other open space parcels that could provide connected passive recreation opportunities.

3. Areas within the 100-year floodplain or the floodway.
4. Areas within the seven (7) greenbelts/greenways identified in the POCD.

The City should continue to apply for the DEEP Open Space grant program and other grant programs if property becomes available that meets the State or Local criteria as identified in this section. In addition to utilizing DEEP grant funds, the City can also purchase property through a local Open Space fund. The Open Space fund's revenues are generated through the Planning & Zoning Board's subdivision approval process. Developers have the option of paying into the Open Space fund instead in lieu of providing physical open space as part of a subdivision development.

#### **Open space Tax Credit**

Private Open Space Land can also be deed restricted or encumbered with a conservation easement. Public Act 490 provides the City with an additional tool for defining Open Space and adopting a local open space tax credit as a means of preservation. The City does not currently participate in the PA 490 Open Space tax credit, but does participate in the tax credit for agriculture.

PA 490 for Open Space requires:

- o Land must be recommended for preservation as open space in the town's Plan of Conservation and Development by the town's Planning Commission
- o Geographic areas designated as being recommended for open space in the Plan of Conservation and Development must be approved by the legislative authority within the municipality.
- o The municipality adopts an Open Space Assessment Ordinance which stipulates the qualification criteria for the open space classification in that municipality. The criteria establish the minimum acreage as well as requiring that the land be completely unimproved and undeveloped. For example, the City of Milford is fairly urbanized and might want to establish a minimum 1 acre whereas more rural communities might designate a 50 acre minimum.

Additional information can be found on the Connecticut Farm Bureau Associations website at:

[http://www.cfba.org/images/resources/complete\\_490guide\\_cfba.pdf](http://www.cfba.org/images/resources/complete_490guide_cfba.pdf)

#### **Open Space Property Maintenance**

The Mayor's Open Space Advisory Committee, the Conservation Commission, Environmental Concerns Coalition (ECC), as well as other constituents have expressed concern that although the City has success at purchasing open space properties – that the management and oversight of these spaces has been limited - leading to irreparable damage by motorized vehicles such as ATVs, motorbikes, and other off-road vehicles.

Land Management goals must include:

- Systematic inventory and categorization of open space properties and their natural feature values (mapping, size, resources, uses allowed and restricted).
- Property Management Plan including timelines, protocols, and identifying resources (staff and equipment) needed for adequate property oversight.
- Property Improvement Plan including installation of signage, trail blazes, property delineations such as property postings and fencing where appropriate, educational signage, parking areas where possible.
- Restoration Plans for degraded open space properties for invasive species removal, trail maintenance, and wetlands and habitat restoration as appropriate.
- Property maps available to public that clearly show allowed and prohibited uses, access and restricted areas, trail heads, trails, and amenities such as parking, restrooms, etc. (such as the Regional Water Authority recreation permit holders maps)
- Coordinate with local schools and other organizations (Boy Scouts, Girl Scouts, Conservation organizations, etc.) to provide educational opportunities that reinforce the importance of natural environments to the City's future generations.
- Must have staff resources to coordinate volunteer efforts on Open Space properties such a trail maintenance and invasive species removal.

The City must make it a high priority to better protect its open space properties and protected natural environments. The City needs to locate funds or designate funding to adequately provide oversight of its open space properties to ensure that they are not only safe for the general public, but their unique natural features are protected and remain intact.

### **Zoning Map Open Space Designations**

As indicated in the last POCD, the City's Open Space parcels whether State- and Federally-owned, City-owned, deed restricted, Milford Conservation Land Trust, or subdivision set-aside - need to be designated as Open Space on the Zoning Map to clearly show its conservation status. Following the POCD adoption, this project should be a high priority for Planning & Zoning and GIS staff and

the Planning and Zoning Board for adoption. Specifically, mixed City-owned properties such as Fowler Field, need to have its naturalized portions such as Wilcox Park shown as Open Space to ensure their protection, and to better identify future open space linkages and areas to target for acquisition.

### **Active Recreation**

The City's Park, Beach, and Recreation Commission in conjunction with the Recreation Department and Public Works, oversees a diverse portfolio of properties - from a public 9-hole golf course, baseball and softball fields, soccer fields, basketball and tennis courts, a skate park, multi-purpose gymnasiums (located both in public buildings and schools), the City's public beaches, fishing piers, and boat and canoe launches, playgrounds, bocce courts, swimming pools, and the City's dog park, community garden, and the equestrian ring at Eisenhower Park. The Park, Beach and Recreation Commission also have jurisdiction over some of the City's open space properties like Eisenhower Park, the Boardwalk at Walnut Beach, Beaver Brook Nature Trails, Mondo Pond Nature Trails, Red Root Natural Trail, and the Solomon Woods site.

As indicated in the Land Use table, the City has 125 park parcels equaling approximately 1,318 acres or 11.38% of Milford's land area. Since the last POCD, the City has also acquired additional property adjacent to the YMCA on Orange Avenue and a parcel adjacent to River Crest Farms on Oronoque Road. The Orange Avenue parcel is intended for additional playing fields, but the budget for improvements has not yet been allocated. The Oronoque Road site has not yet been programmed.

### **Eisenhower Park Plan Improvements**

Since the last POCD, a large scale planning effort was completed for the City's largest recreation property – the Eisenhower Park Master Plan was released in 2007. Eisenhower is 333 acres with natural features and habitat, passive and active recreation. The Solomon Woods area (100 acres) is also included as part of the land area of the study.

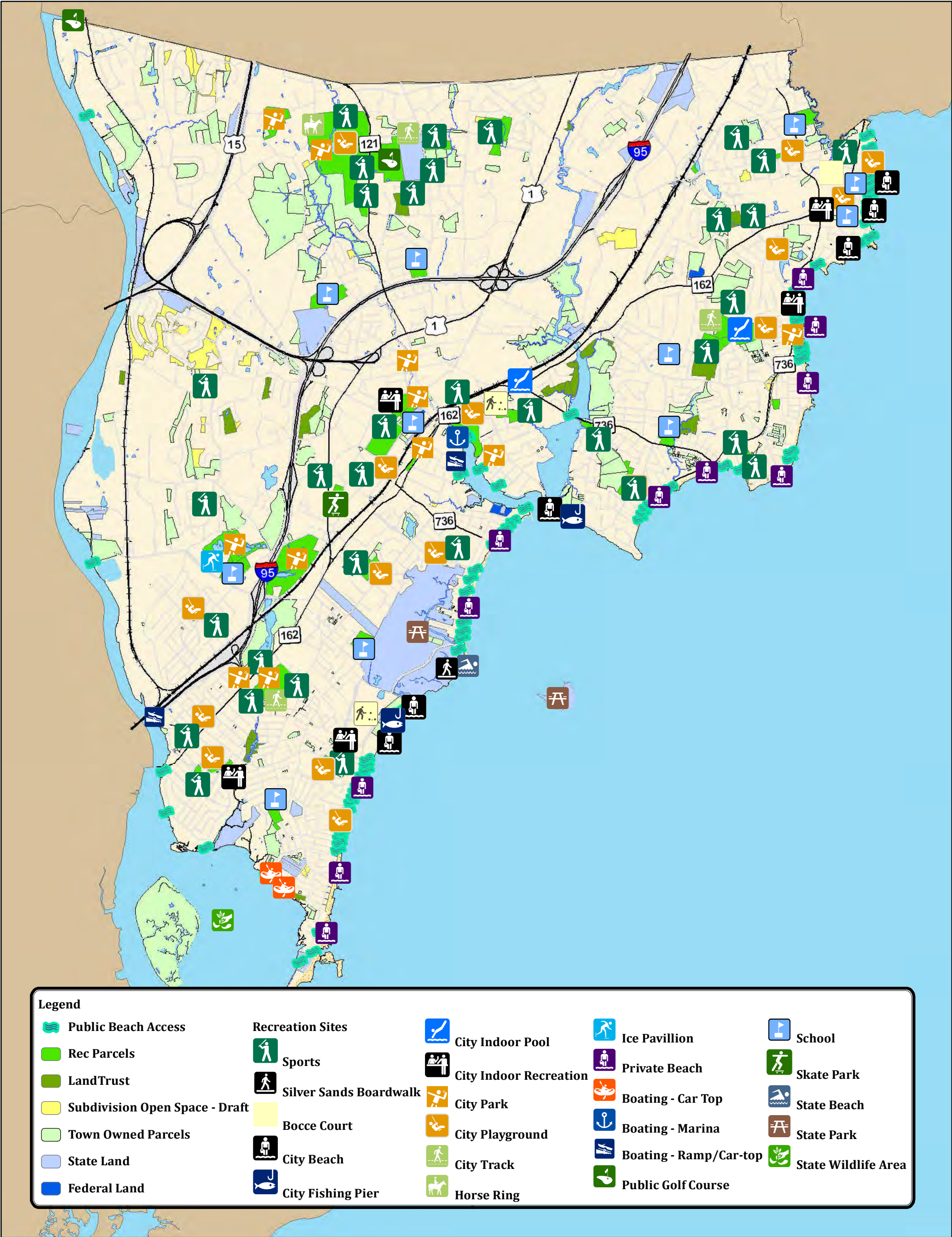
The Park Plan (p. 74-75) includes the following goals:

- Improved pedestrian connectivity and circulation between all Park areas
- Ability for the Park to provide Day-long, four-season, family oriented activities
- Bring back prior activities such as Day Camp venues
- Improve existing restroom and other facilities
- Enhance and protect the naturalized forest, wetland, and watercourse areas of the Park



# City Recreation Facilities

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







Provide a hierarchy of trails/trail network

- Restrict unauthorized and destructive vehicle access
- Provide an efficient network of paths to support Park maintenance, security and operations.
- Create new facilities to meet City-wide recreation needs that complement
- Overall aesthetic improvements and entrance enhancements to better organize the Park's uses
- Propose appropriate recreational amenities that support desirable activities that could generate revenue for Park operations for a future self-supporting park.
- Establish areas for safe and quiet enjoyment of the Park



Since 2007, the Connecticut Light & Power overhead transmission lines have been installed through the Park and the associated wetland improvements required as part of this work have been completed.

The Bodie's Place playground was opened in May 2011 and was constructed with public and private dollars including local fundraising efforts by the Milford Rotary, community organizations, schools, and other charitable donations. The accessible playground can be enjoyed by all children.

It should be a high priority to institute the recommendations of the Eisenhower Park Master Plan to make Park improvements in Phases as funding allows. The Park can and should be the City's premier Park property and as outlined in the plan, has the potential to be revenue generating for the Recreation Department. Currently the property, while extensive and diverse does not live up to this potential.

### **Fowler Field**

As part of the special study areas for the Plan of Conservation and Development, the Yale Urban Design Workshop (YUDW) held a workshop on July 25, 2012 to discuss with the general public the potential redevelopment opportunities for Fowler Field. Overwhelmingly, the public felt that Fowler Field must remain a public open space property. Commercial development of Fowler Field was almost unanimously opposed and YUDW indicated that there would be several challenges to commercial development

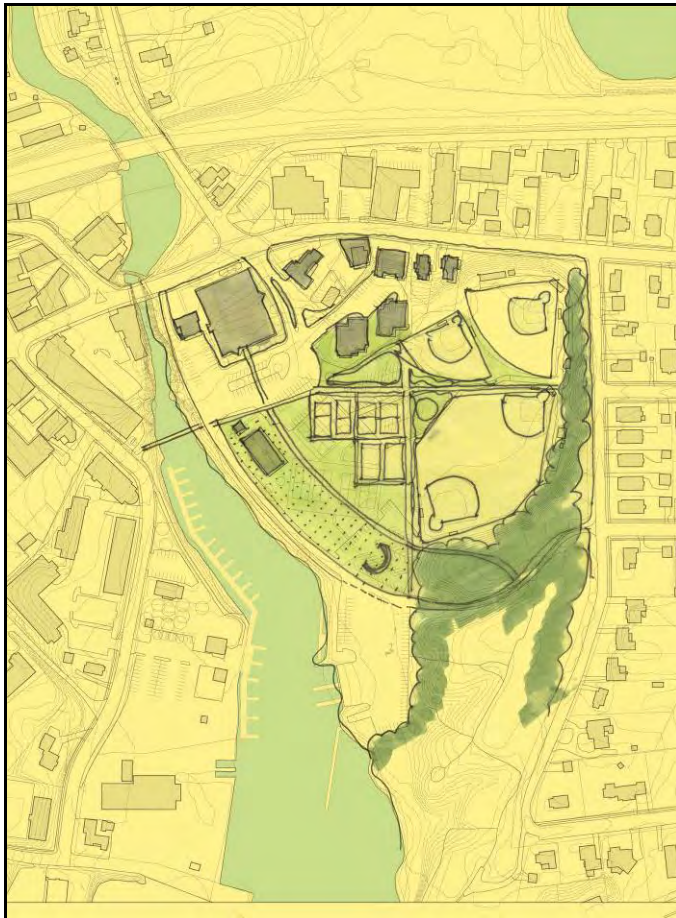
most specifically related to soils quality, cost of foundations, and flood zone issues due to its history as filled tidal wetlands. While these challenges are not insurmountable, they add considerable cost to any development proposed on the Fowler Field site and since the general public is not supportive, this proposal is not likely.



As an open space property, the general public did agree with YUDW's assessments that Fowler Field's current configuration of uses (commuter parking, Library parking, Little League fields, Pavilion, playgrounds, tennis courts, basketball court as shown above) is



haphazard, confusing, and potentially unsafe. In addition, the current configuration and mixture of uses do little to maximize the Park's unique location adjacent to Milford Harbor.



Reconfigured circulation



Reconfiguration with Parking Structure and Residential

YUDW suggested that the City could reconfigure Fowler Field to relocate the driveway access to the boat launch on the other side of Fowler Pavilion in order to allow for better pedestrian access to the Harbor. This would result in a safer configuration for summer programming such as the summer concert series and the possibility of using this open space for other year round programming. Reconfiguration can be achieved with or without adding a parking structure as shown on the right (above). However it should be noted that adding the parking structure results in the loss of one of the baseball fields. It is highly recommended that, at minimum, the Wilcox Nature Preserve be split off and zoned specifically as Open Space.

#### **Future programmatic and facility needs**

The Recreation Department has identified some additional programmatic and facility needs to include the following:

- Lacrosse Fields
- Additional lighted ball fields
- Dog parks (potentially at Edgemont Park in Devon and Melba Street Park) and reconfigured at Eisenhower Park
- Additional Community Gardens (discussed in Agriculture Chapter)
- Eisenhower Park improvements (as indicated above)

Providing active recreational facilities to meet the needs of the Milford's diverse populations – young, old, and in between - improves the City's quality of life. It should be a high priority to pro-actively provide the Recreational facilities necessary to meet these needs.

## Coastal Resources and Long Island Sound

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Milford is first and foremost a coastal community. It is bordered by 17 miles of shoreline – the second largest in the State of Connecticut. The City's development patterns are shaped by its historic prominence as a summer beach community. Milford's watersheds all drain directly into Long Island Sound and many of the City's most densely developed neighborhoods are directly adjacent to the shore and tidal marshlands. Some neighborhoods are located in filled historic tidal marshlands. As a result, flooding is a high risk for the community, particularly at the shoreline, but also along its riverine corridors. The interface of urban neighborhoods and water bodies also means that the City has to more aggressively work individually at the local level and as a partner at the regional level to improve Long Island Sound's water quality and maintain its ecosystems and Aquaculture industry.



State Statute requires that for “any municipality contiguous to Long Island Sound, such plan [of Conservation and Development] shall be A) consistent with the municipal coastal program requirements of the Coastal Management Act sections 22a-101 to 22a-104, B) make reasonable consideration for restoration and protection of ecosystem of Long Island Sound, and C) designed to reduce hypoxia, toxic contaminants and floatable debris in Long Island Sound.”

In addition, Public Act 12-101 also requires that the State Plan of Conservation and Development consider sea level rise effective October 2012. As a coastal community, it is important that Milford begin to look at the short term and long range effects of sea level rise to develop strategies to address the increased risks of flooding, coastal surge, and inundation.



### Coastal Management Act Consistency

| Statutory Requirement                                                                                                                                                            | Milford Conditions                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>22a-101b(1) Identify and describe major coastal related issues and problems immediate and short term such as:</p> <ul style="list-style-type: none"> <li>• Erosion</li> </ul> | <p>Milford is subject to annual beach erosion in several places along the shoreline. However, beach restoration/remediation occurs most frequently in the following areas where joint ownership/oversight is available: Bayview Beach (private), Laurel Beach (private), Gulf Beach (Milford), and Woodmont Beach (Milford &amp; Borough of Woodmont). Along Cedar Beach, Wildemere Beach, Silver Beach and along western Walnut Beach – coordination among multiple private property owners for beach restoration is difficult.</p> <p>Bluff erosion occurs as a result of significant storm events along Point Lookout, Pelham Street, and limited properties in the Morningside neighborhood.</p>                                                                                                                         |
| <ul style="list-style-type: none"> <li>• Flooding</li> </ul>                                                                                                                     | <p>Flooding is a serious and repetitive issue for Milford (see section below)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
| <ul style="list-style-type: none"> <li>• Recreational facilities</li> </ul>                                                                                                      | <p>Active: Milford Landing, Housatonic Overlook Park, Fishing Piers at Gulf Beach and Walnut Beach, public beaches at most public ROW endings plus the additional life-guarded beach areas Anchor Beach, Gulf Beach, Hawley Avenue Beach, and Walnut Beach. Boardwalk that connects Silver Sands State Park and Walnut Beach.</p> <p>Protected Habitat: Audubon Coastal Center (private non-profit), Wheeler Wildlife Sanctuary (State/Federal), Silver Sands State Park (State), Charles Island Bird Sanctuary (State)</p> <p>CAM Act added through project review: canoe launch on Deerwood Avenue, viewing area at Great River Golf Course overlooking the Housatonic River, Platt Street Beach access point, walking path on Indian River (Milford Crossing), conservation easement on Indian River (Old Gate Lane).</p> |
| <ul style="list-style-type: none"> <li>• Utilization of port facilities</li> </ul>                                                                                               | <p>Public: Milford Harbor – Public Boat launch at the end of Shipyard Lane, Lisman Landing/US Coast Guard Building on Hellwig Street, Public Dock at the end of High Street/Helwig Street used since colonial times for the general public and commercial shell fish industry, and NOAA Research Facility. Housatonic River - small craft launch and fishing area at Caswell Street and State Boat launch at Moses Wheeler Bridge.</p> <p>Private: Milford Harbor - Boating business area along the east shore (Spencer’s Marina, Briarpatch) along the west shore Milford Yacht Club. Housatonic River - Flagship Marina, Housatonic Yacht Club.</p>                                                                                                                                                                        |

|                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Municipal boards &amp; commissions who enforce Coastal Program</li> </ul>                                                   | <p>Planning &amp; Zoning Board, Harbor Commission, Flood Erosion Control Board</p> <p>Municipal agencies consult with the DEEP's Office of Long Island Sound Programs (OSLIP)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <p>22a-102(b) – the following criteria shall be considered:</p> <ol style="list-style-type: none"> <li>1. character and distribution of coastal resources</li> </ol> | <p>Excluding the City's westerly border along the mouth of the Housatonic River which is predominantly private and partially industrial, 2.5 miles of the land along Long Island Sound is in public ownership while 7.2 miles is private property. The City's shoreline varies from sandy beaches to bluffs and escarpments to armored shoreline with embankments and seawalls. Tidal marshlands are prevalent in several areas: in the mouth of the Housatonic, Milford Point, Beaver Brook, Silver Sands State Park, Gulf Ponds, Calf Pen Creek, Melba Street, Indian River, and the Oyster River.</p>                                               |
| <ul style="list-style-type: none"> <li>▪ capacity and limitations to support development</li> </ul>                                                                  | <p>Milford is an old, established community with pre-established neighborhoods, street network, and both public sewer and water supply along most of its shoreline. The limited areas along the shore that do not have public sewers are either targeted for infill sewer projects (Grove Street near the Oyster River) or are at elevations too low to accommodate sewer infrastructure (Smith's Point Road). The City's two sewer treatment plants are located along the Housatonic River.</p>                                                                                                                                                       |
| <ul style="list-style-type: none"> <li>▪ Types and methods of development compatible with the wise use, protection, and enhancement of such resources.</li> </ul>    | <p>Through the Coastal Site Plan Application review process, projects are thoroughly reviewed for appropriateness given their coastal location and proposed use and in compliance with Flood Hazard Mitigation construction standards as dictated by the City's Zoning Regulations.</p>                                                                                                                                                                                                                                                                                                                                                                |
| <ol style="list-style-type: none"> <li>2. Nature and pattern of existing development</li> </ol>                                                                      | <ul style="list-style-type: none"> <li>• Along Housatonic River: Active Recreation (Golf Course), Detached Single-Family Residential, Industrial, Public Utility, and Boating Business</li> <li>• Milford Point to Milford Harbor: Predominantly high density detached residential with limited commercial and two significant public beach areas (Walnut and Silver Sands)</li> <li>• Milford Harbor: Predominantly Boating business with a Federal research facility, public access areas and Fowler Field, and limited residential. Inland commercial at the center.</li> <li>• Gulf Pond: Residential with public access at Gulf Beach.</li> </ul> |

|                             |                                                                                                                                                                              |
|-----------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                             | <ul style="list-style-type: none"> <li>• Point Lookout to Woodmont: Residential</li> </ul>                                                                                   |
| 1. Need for public services | Housatonic River access is limited, passive access to the Milford Harbor could be improved with a reconfiguration of Fowler Field for more non-programmed public park space. |

The attached map of Coastal Access Points shows areas for the general public to gain access to tidal wetlands, beaches, tidal riverfront and other coastal environments. It should remain a high priority for the City to maintain this access for all of its residents and to provide adequate signage so that the public knows this amenity is available to them.



### Flood Hazards

Milford is surrounded and intersected by water bodies. It is bordered on the south and south east by Long Island Sound (LIS) and on the west by the mouth of the Housatonic River. It is centrally bisected north to south by the Wepawaug River; easterly bisected by the Calf Pen Creek and Farley Brook/Oyster River systems; and westerly bisected by the Beaver Brook system as shown in the diagram to the left.

As a result of its geography and topography, the City has strong potential for flooding. Hurricanes and Coastal Storms can and have caused severe coastal flooding as well as flooding along the Wepawaug River. Milford's shoreline juts into Long Island Sound making it even more vulnerable.

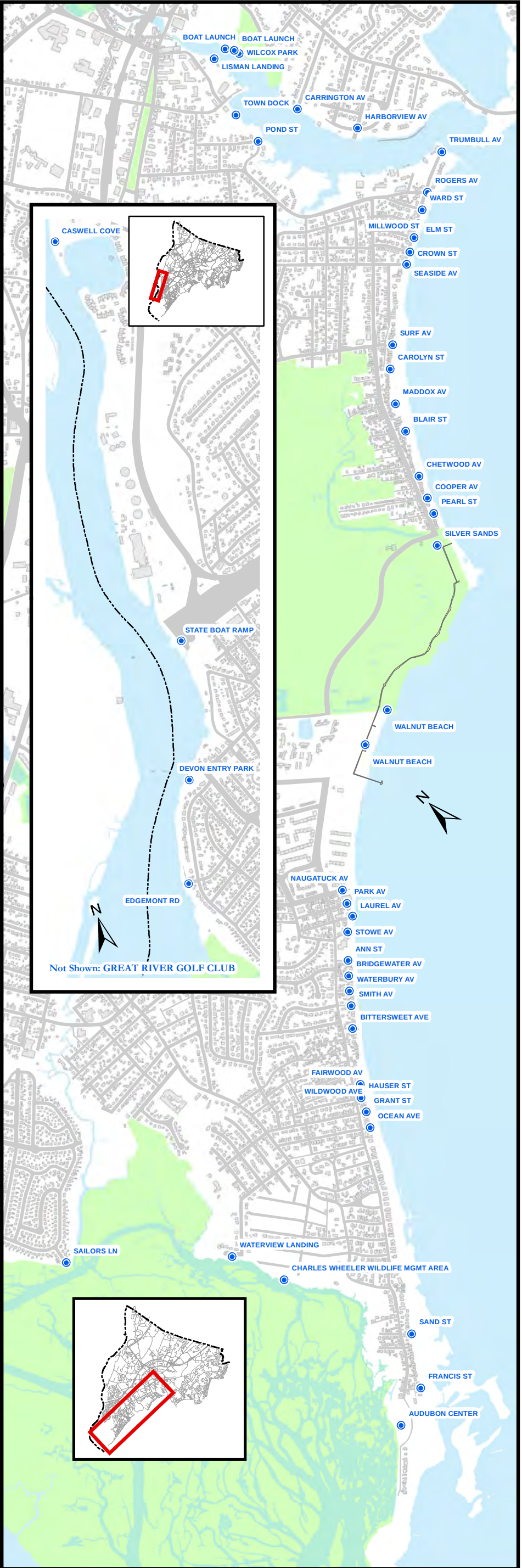
Flooding is the most common type of disaster that occurs in Milford. Milford's most significant development occurred in the early 1900s when it rose to prominence as an affordable summer beach cottage community for New York families who would take the train and then the trolley out to the shore. In the 1950s in conjunction with the post-



# Coastal Access

Plan of Conservation and Development  
City of Milford - 2012

GIS maps provided by MIS Department  
Beach Access data collected by Mr. Steve Kraffmiller







war housing boom, many of the summer cottages, which were modest homes located on small plots of land along the coastal areas of Milford, were converted to year round homes. This has resulted in some of the City's highest density residential neighborhoods being the most vulnerable to storm event flooding. These neighborhoods either front directly on Long Island Sound (LIS), are adjacent to tidal marshlands for the water bodies that drain into LIS, or in in-filled development areas that were formerly tidal marshland. The tidal marshland adjacent sites are often at extremely low elevations where flooding occurs even with regular seasonal storms and can also occur as regularly as the monthly lunar high tide.



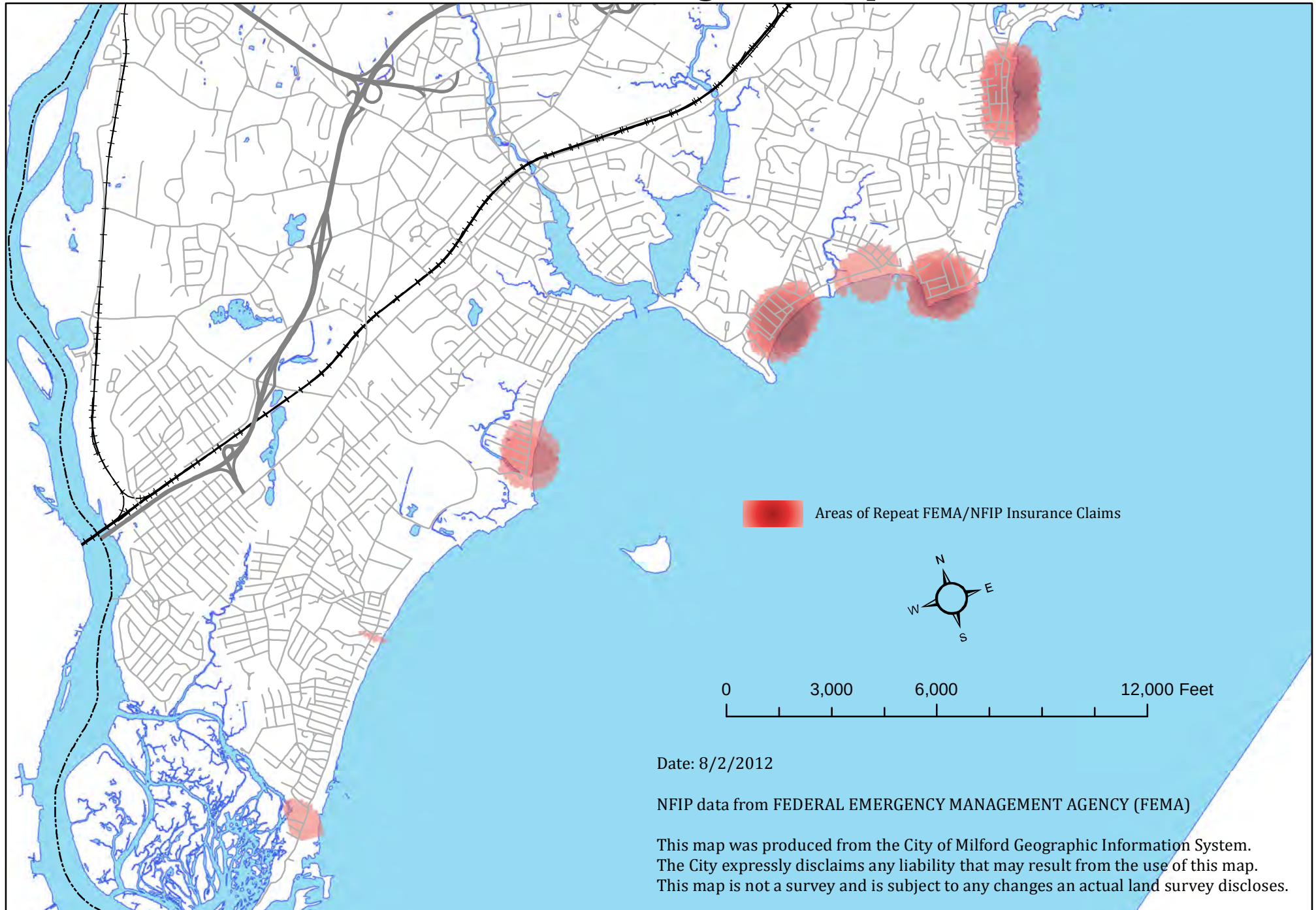
Melba Street



Merwin Avenue

As a flood-prone community, the City participates in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP). The NFIP maps show that the City's shoreline is subject to two different types of flooding. High Velocity (VE) Flood

# Milford National Flood Insurance Program - Repeat Claims Locations



Zones have significant wave and wind action as shown on Melba Street and Special Flood Hazard (AE) Zones are characterized by still rising flood water as shown on Merwin Avenue. Both photographs were taken during the Tropical Storm Irene flood event that occurred on August 28, 2011 during which over 500 (mostly residential) structures were damaged.

Inland, several of the City's rivers have identified floodways within its channels that are characterized by dangerous rushing water and debris when subject to flooding conditions with floodplains that extend out from the floodway once the flood waters exceed the identified channel areas. The Wepawaug River, in particular, that runs through the center of the City is vulnerable to spring time flooding and can isolate the City into two sections when this flooding occurs.

As required by the NFIP, the City mandates Flood Hazard Reduction requirements on new construction and substantial repair/improvement of existing structures to prevent future flood damage. There are, however, almost 3,800 structures that remain susceptible to serious damage as a result of coastal flooding, some of which experience repetitive property damage. The attached map shows the coastal neighborhoods in Milford that experience repetitive flood damage. Approximately 45 structures must be retrofit to be made flood compliant from the Storm Irene event alone. The City will continue to make it a high priority to prevent flood damage through mandating flood-compliant design for new and substantially improved structures within the flood zone and will assist homeowners in applying for grants to achieve this goal where possible.

Although structure elevations are effective in limiting property damage, the City should also seek to acquire properties within the flood zone when they become available and retain the open space parcels within the Flood zone that it does have. The City should also prioritize the purchase of severe and repetitive loss properties that are subject to multiple flood insurance claims due to their specific locations relative to the water and/or particularly low site elevations.

### **Improvements to Long Island Sound Water Quality**

Sections B and C of the State Statute both relate to improving water quality in Long Island Sound (LIS). In Milford, this is primarily achieved through improving the water quality for the waterways that drain into LIS. However, as indicated at the beginning of this Chapter, regional partnerships need to be fostered to more effectively address the problems that affect these watersheds along its entire route in addition to local efforts.

Consultation with the Health Department, Conservation Commission, Inland Wetlands Officer and Commission, and Engineering has provided several recommendations for improving the quality of the City's water ways including:

Continue existing water quality efforts including:

- Per State Statute, continued Inland Wetlands Agency review of development projects to ensure that inland wetlands and watercourses are protected.
- Continue to review projects per current Stormwater Management requirements to ensure that new and adaptively reused development sites integrate storm water quality measures.
- Utilize Low Impact Design (LID) Stormwater Management Practices where practicable for new projects and adaptive re-use of existing development sites.
- Maintain existing public storm water infrastructure per State Stormwater Management requirements.
- Continue to add sewer infill projects water quality issues are recognized and where sewer infrastructure is available— i.e. near the Oyster River.
- Reducing the Canadian geese population near the upper and lower Duck Ponds of the Wepawaug River, in particular, and other identified waterways as necessary, in order to reduce e.coli bacteria levels in local waterways before it reaches LIS.
- Add Green Infrastructure retrofits where possible in both public and private projects to decrease the demands on the current Storm drain system and to allow for better Stormwater Management through more naturalized ground water percolation and recharge.
- Promote organic lawn-care practices to reduce high nitrogen run-off into the City's storm drain systems that lead to LIS.
- Dredge existing waterbodies where over-silting/deposition has become problematic to improve the quality of these waterbodies and to ensure that they maintain their habitat value.

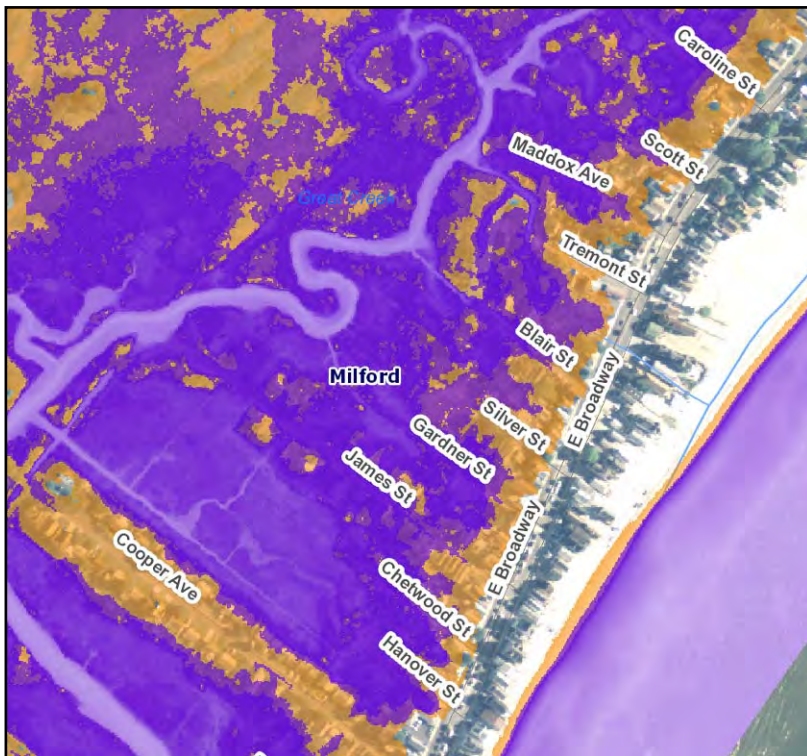
Proposed additional efforts including:

- Coordination with the State Department of Energy and Environmental Protection (DEEP) and the Department of Transportation (DOT) to install sedimentation ponds adjacent to I-95 and the Wilbur Cross Parkway to reduce sand, salt, petroleum products, and trash from the highways. Currently there are no Storm water management measures from the highway that perform this function, which adversely affects the Beaver Brook, Wepawaug, and Indian River systems.



## Sea Level Rise

Public Act 12-101 (An Act concerning the Coastal Management Act and Shoreline Flood and Erosion Control Structures) adopted by the State Legislature and effective October 1, 2012, places new focus on sea level rise (SLR) in the State of Connecticut.



Science appears to support the state's concerns as a recent study released by the U.S. Geological Survey on June 24, 2012 ([www.usgs.gov](http://www.usgs.gov)) (USGS) indicates that portions of the U.S. Atlantic Coast, including Long Island Sound, have been designated as SLR "hotspots" that are increasing in SLR three to four times faster than other parts of the world. The USGS study concludes that since 1990, Long Island Sound has increased approximately 2.8 inches as measured by tidal gages in these areas. The National Oceanic and Atmospheric Administration (NOAA) in its publication, *Incorporating Sea Level Change Scenarios as the Local Level (2012)*, indicates that global sea level rise is caused by the melting of land-based ice that increases the volume of ocean water and the thermal expansion of ocean water as it increases in temperature.

Increased sea levels are expected to result in more flooding and increased height of storm surge for coastal cities such as Milford. In addition, because some of the shoreline construction is at extremely low elevation adjacent to tidal marshlands, these lands may be lost when sea level rise increases.

The State DEEP has developed a Coastal Mapping Tool to assist with understanding SLR projections which is available at <http://ctecoapp1.uconn.edu/ctcoastalhazards/> that depicts estimates of inundation due to sea level rise across all Connecticut towns with direct frontage on Long Island Sound. The image above shows regular tidal inundation for mean high water (MHW) in purple and for average monthly maximum water level (AMM) or the full moon perigee tide in orange in the low-lying areas adjacent



to Silver Sand State Park due to an estimated increase of sea level rise of 6 inches by the year 2020. The scenario shown is based on a climate change study done by the Environmental Defense Fund in 2004. These low lying areas already experience regular tidal flooding at higher tides of the month and year and some properties and the public right of way may be inaccessible should these trends continue.

While the model provides only an estimate of inundation area, its inland progression suggests that Milford should begin examining its entire shoreline with sea level rise impacts in mind and start planning for Climate Change and Sea Level Rise. The National Oceanic and Atmospheric Administration (NOAA) in the publication referenced above, suggests the following:

- 1) Understand the SLR risk for your community
- 2) Assess the properties at risk
- 3) Research what other communities are doing
- 4) Consider potential impacts including flood frequency and duration, marsh migration, habitat loss, social and economic impacts, saltwater intrusion, bank and bluff failure, and coastal erosion.
- 5) Develop adaptive scenarios for measured and predicated outcomes
- 6) Communicate the impacts

Milford should analyze the benefits and costs of a retreat policy as recommended by many in the scientific and environmental community in addition to identifying areas that should be designated as a priority for protection. Priority areas such as the City's waste water treatment facility or public utilities may warrant infrastructure investment to deter the effects of Sea Level Rise, however it should be noted that these efforts will have significant cost both financially and potentially ecologically. Milford can also begin to focus some of its Hazard Mitigation Grant applications for property acquisitions where ambient grades show properties may be inundated in the future.

## Agriculture

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The City of Milford was founded as an agricultural settlement that split off from the original New Haven colony in 1669. Agriculture was a high percentage of the local land area until the completion of the Wilbur Cross Parkway in the late 1940s and Interstate 95 in the mid-1950s secured Milford's place as a 1<sup>st</sup> ring-suburb leading to rapid subdivision and new single family home construction. Railway access to the burgeoning financial and other employment markets in lower Fairfield County and the greater metropolitan New York area contributed to conversion of the last of Milford's significant farm tracts in the 1980s through the early 2000s.



Today, farmland is scarce in the City of Milford. However, the farms that remain provide a unique reminder of Milford's agricultural heritage. The most successful of these have visible farm stands and loyal neighborhood followings. Protecting these farms remains a priority for preserving a portion of Milford's history and ensuring a small, yet valuable local food supply.

In consultation with the Farmland Preservation Trust, the Mayor's Open Space Advisory Committee requested guidance as to how to best preserve Milford's farms. As a result of their recommendations, this Chapter of the POCD seeks to re-emphasize the City's desire to see these farms continue to operate and thrive and therefore for this land and these farm uses be protected by their financial success. Currently, farmland property owners have unequivocally stated that they do not wish to encumber their

properties with easements or deed restrictions, but the City should continue to recognize this as a farmland preservation option should individual landowner opinion change.

### **Identify Milford's Farms and Agricultural Lands**

Milford's remaining farms are located predominantly in the northern area of the City, but Robert Treat Farm (shown above) is located fairly close to the shoreline near the Borough of Woodmont. The property owners have recently reinvested in their business

with an Agricultural Viability Grant from the state to reconstruct and expand the farm stand. Milford's farms range in activity from regional serving bedding flower nurseries, three horse stables, small farms that provide farms stands and/or Community Supported Agriculture (CSA) subscription programs, a goat keeper, and a bee keeper.

#### **Continue to Participate in PA-490**

In 1963, the Connecticut's state legislature passed Public Act 490 (PA 490). PA 490 provides for four major types of land use classification: farmland, forest land, open space, and maritime heritage land. Land classified under PA 490 as farm, forest, open space, or maritime heritage is assessed based on the current "use value" of the land rather than what its zoning designation might translate to in terms of market value. Given the low density nature of its use, the public tax expenditures for farm land properties which require fewer public services such as education, emergency services, etc. justifies a lower tax payment rate. The City currently has 38 properties and 256 acres designated under this program as shown on the attached map.

#### **Promote Milford's Farms through Economic Development initiatives**

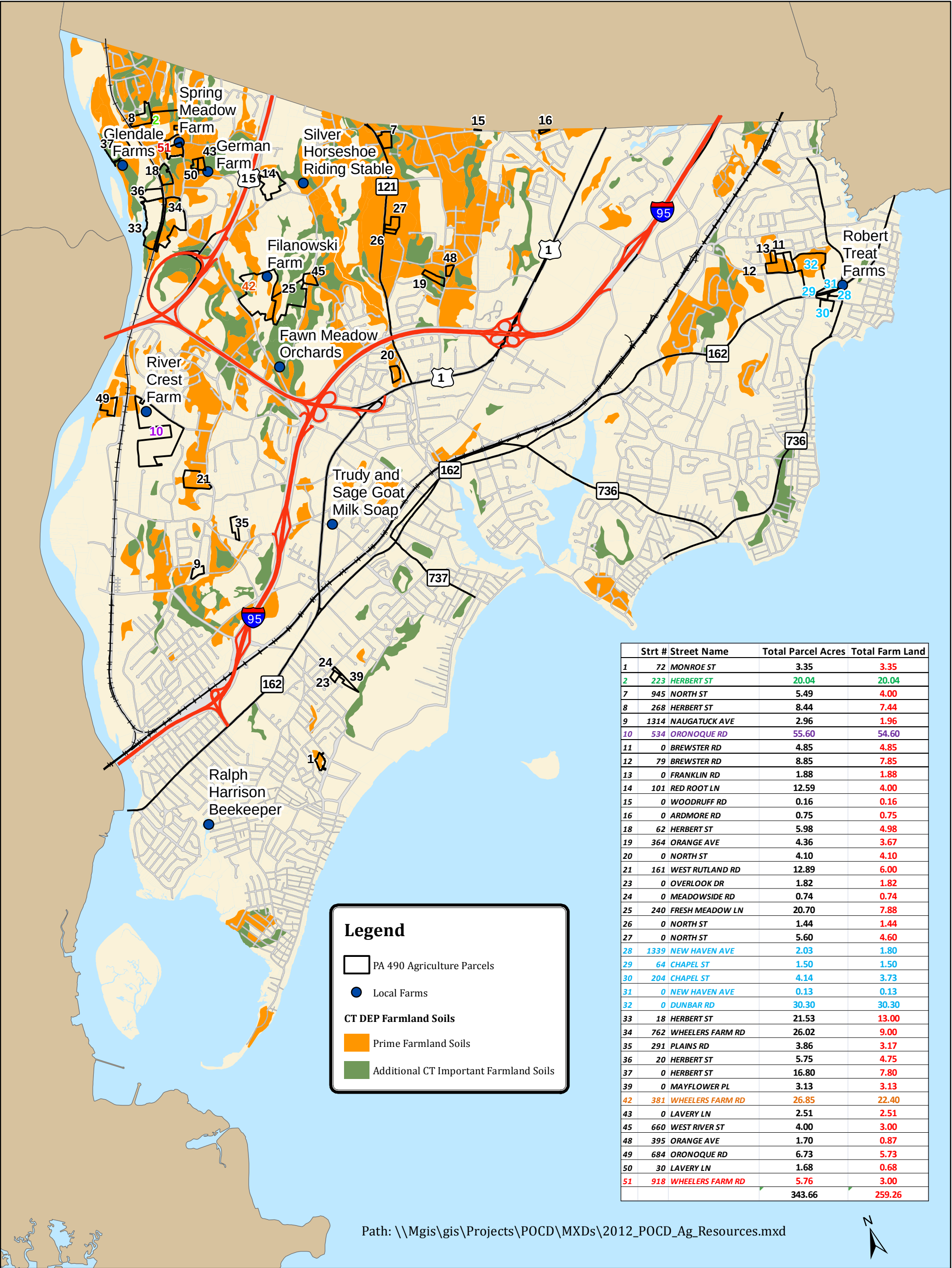
Through an Agricultural Viability Grant from the State of Connecticut, the Mayor's Open Space Advisory Committee, created a Milford Farms Brochure that provides a listing of the farms, their products, and contact information. Efforts like this that promote Milford's local farms should be continued on an annual basis at the start of the growing season to ensure that Milford's farms experience the financial success that is essential for their survival. In addition, the farmers should be surveyed to determine whether any additional economic development activities would assist them.

#### **Prioritize farmland parcels for open space acquisition with leasing agreements for farming**

Should farmers have the need to sell their land, Milford should prioritize these parcels for open space purchase either through the State's Open Space Acquisition grant program or local bonding initiatives. Parcels purchased through the State's grant program would need to be publicly held, but can be leased to farmers to remain agricultural. Alternatively if land is directly purchased by the City, the property can be deed restricted for agricultural use and resold to a private property owner and remain on the tax roles at a reduced agricultural rate. The City can also target available sites that have Prime Farmland Soils and CT Important Farmland Soils for acquisition even if not currently farmland for future farmland use. These properties are also shown on the attached Agricultural Resources Map.

# Agriculture Resources

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







### **Preserve the current Zoning Regulations that permit farms and farming uses**

An interest in organic and local food supply has created an awareness of urban agriculture. According the USDA's website, urban agriculture means "to establish and perform an agricultural practice in or near an urban or city-like setting."<sup>1</sup> Farms are currently an allowed use in the City's single family residential zoning districts. Farms must be located on a minimum three (3) acre parcel. The designation as a farm allows for the use of Farm equipment whereas smaller hobby farms under (3) acres would have limited use of large farm equipment. Hobby farming or personal use vegetable gardens on single family residential lots without use of "farm equipment" has no minimum lot size limitation in the City of Milford. In addition, residents in any single family residential zone can keep up to twenty (20) chickens by Site Plan review and approval before the Planning & Zoning Board.

### **Community gardens**

A relationship with food production and farming history can materialize in several different ways. In many urbanized communities across the country, community gardens have become a popular solution for introducing local food supply and an appreciation for the outdoors and farming in small lot neighborhoods. The American Community Garden Association ([www.communitygarden.org](http://www.communitygarden.org))

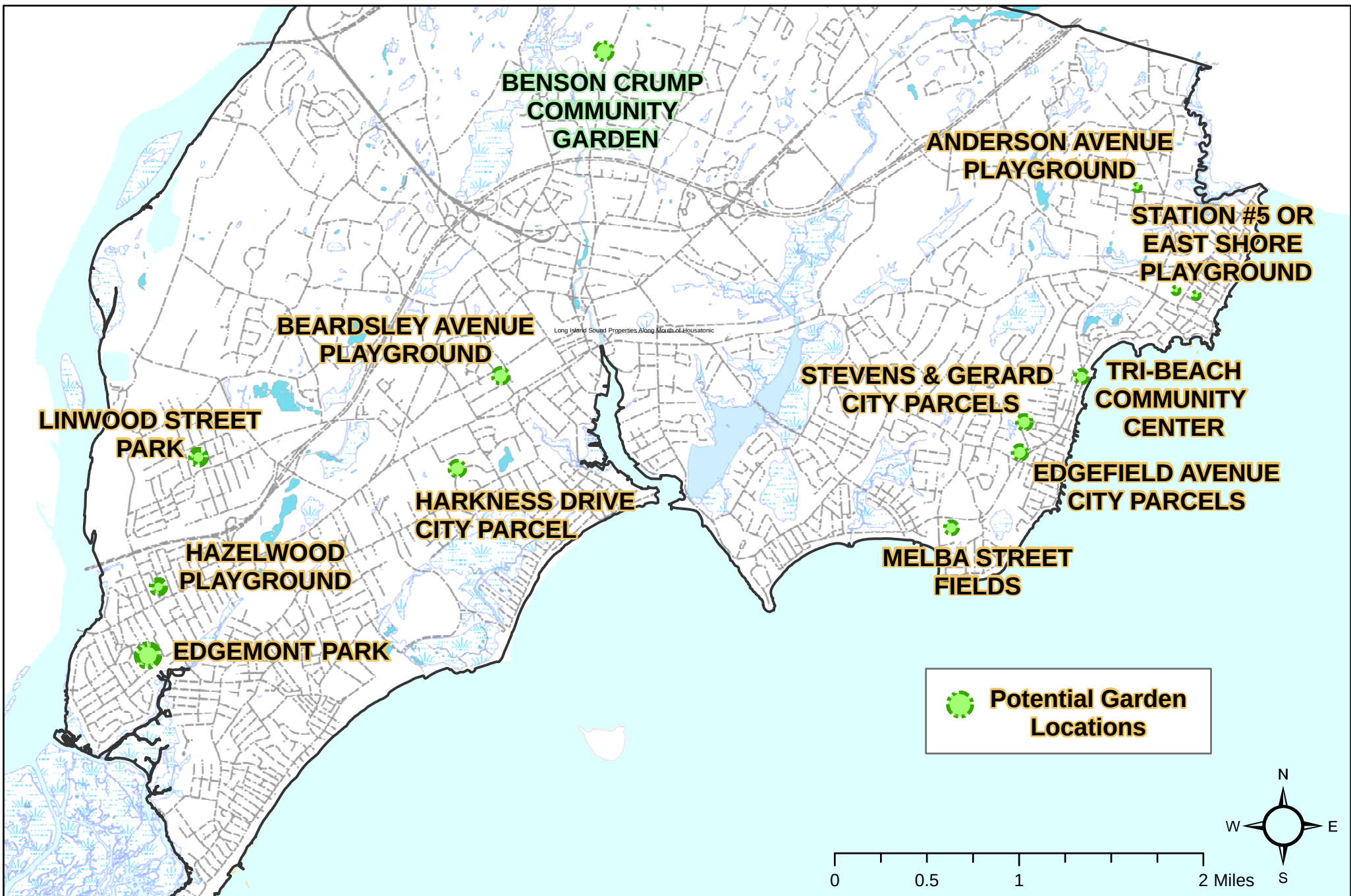
cites the following benefits of community gardens:

- Improves the quality of life for people in the garden
- Provides a catalyst for neighborhood and community development
- Stimulates Social Interaction
- Encourages Self-Reliance and potential for income
- Beautifies Neighborhoods
- Produces Nutritious Food/Reduces Family Food Budgets
- Conserves Resources
- Creates opportunity for recreation, exercise, therapy, and education
- Reduces Crime/Preserves Green Space
- Reduces city heat from streets and parking lots
- Opportunities for intergenerational and cross cultural connections



<sup>1</sup> [http://www.nal.usda.gov/afsic/AFSIC\\_pubs/urbanag.htm](http://www.nal.usda.gov/afsic/AFSIC_pubs/urbanag.htm)

# Potential Community Garden Locations



Milford's community gardens (shown above) are centrally located on North Street on a portion of Eisenhower Park which hosts 152 plots. The garden has been a great success and there is opportunity to expand Milford's community garden program particularly in the City's most densely developed neighborhoods which could benefit from the additional green space area.

There are several city-owned parcels identified through joint review by the Recreation Department and the Mayor's Open Space Advisory Committee that could provide community garden opportunities both large and small. The attached map shows potential locations for community gardens that are City-owned properties. Initially, the three (3) properties that appear to be the most ready to implement a community garden based on size, cleared area, and existing access to an adjacent neighborhood include portions of the following Park properties: Edgemont Park in Devon, Melba Street Park, and the Anderson Avenue Park. The portions of these parks suggested for community gardens are either currently underutilized or non-programmed for other activities.

The other locations shown on the attached map should be further explored to determine access, water supply and/or costs associated with providing water supply, clearing if appropriate, and community interest in each of these neighborhood areas. Currently, no municipal properties for community garden parcels in the high density neighborhoods of Broadway, East Broadway, and Walnut Beach have been located. These areas have very little green space and acquisition of potential community garden space in this area should be a high priority.



## Housing

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As one of the principle land uses in the community, housing and housing-related issues affect all residents. The Connecticut General Statute Section 8-23 which sets standards for municipal plans states that such plans shall take into consideration the need for development of housing opportunities for affordable and multi-family housing, housing that is pedestrian-oriented, housing in mixed-use settings, and housing that is transit accessible. As shown on the attached Land Use Map, residential development comprises a majority of the City's land area.

### Housing permits Issued 2000-2011

| Year         | Total       | Single Family Detached | Single Family Attached | 3-4 Family | 5+ Family   |
|--------------|-------------|------------------------|------------------------|------------|-------------|
| 2000         | 195         | 148                    | 2                      | 0          | 45          |
| 2001         | 198         | 180                    | 0                      | 0          | 18          |
| 2002         | 125         | 121                    | 0                      | 4          | 0           |
| 2003         | 284         | 72                     | 0                      | 8          | 204         |
| 2004         | 286         | 65                     | 0                      | 0          | 221         |
| 2005         | 322         | 62                     | 0                      | 0          | 260         |
| 2006         | 281         | 49                     | 0                      | 0          | 232         |
| 2007         | 276         | 41                     | 0                      | 0          | 235         |
| 2008         | 266         | 26                     | 0                      | 0          | 240         |
| 2009         | 86          | 20                     | 0                      | 0          | 66          |
| 2010         | 90          | 24                     | 0                      | 0          | 66          |
| 2011         | 96          |                        |                        |            |             |
| <b>Total</b> | <b>2505</b> | <b>808</b>             | <b>2</b>               | <b>12</b>  | <b>1587</b> |

*Source: State of Connecticut Department of Economic and Community Development*



Land zoned for single family residential use makes up 43.5% of the land area of Milford, apartments/condominiums adding an additional 4.16% for a total of 5,495 acres. Of these 5,495 acres, only 142 acres is available for residential development after removing land that floods or contains wetlands and steep slopes. This translates into approximately 375 units of additional housing.

The 1990 POCD identified 1,700 acres of available residentially zoned land. The 2002 POCD Identified 1,090 acres of vacant residential land, much of which was impacted by wetlands, flood plans and deep slopes. Improvements in Geographic Information Technology (GIS) allows a more precise picture of potential housing development in residentially zoned areas that can be made by removing parcels with wetlands, steep slopes, non conforming shapes and sizes (such as sliver parcels).

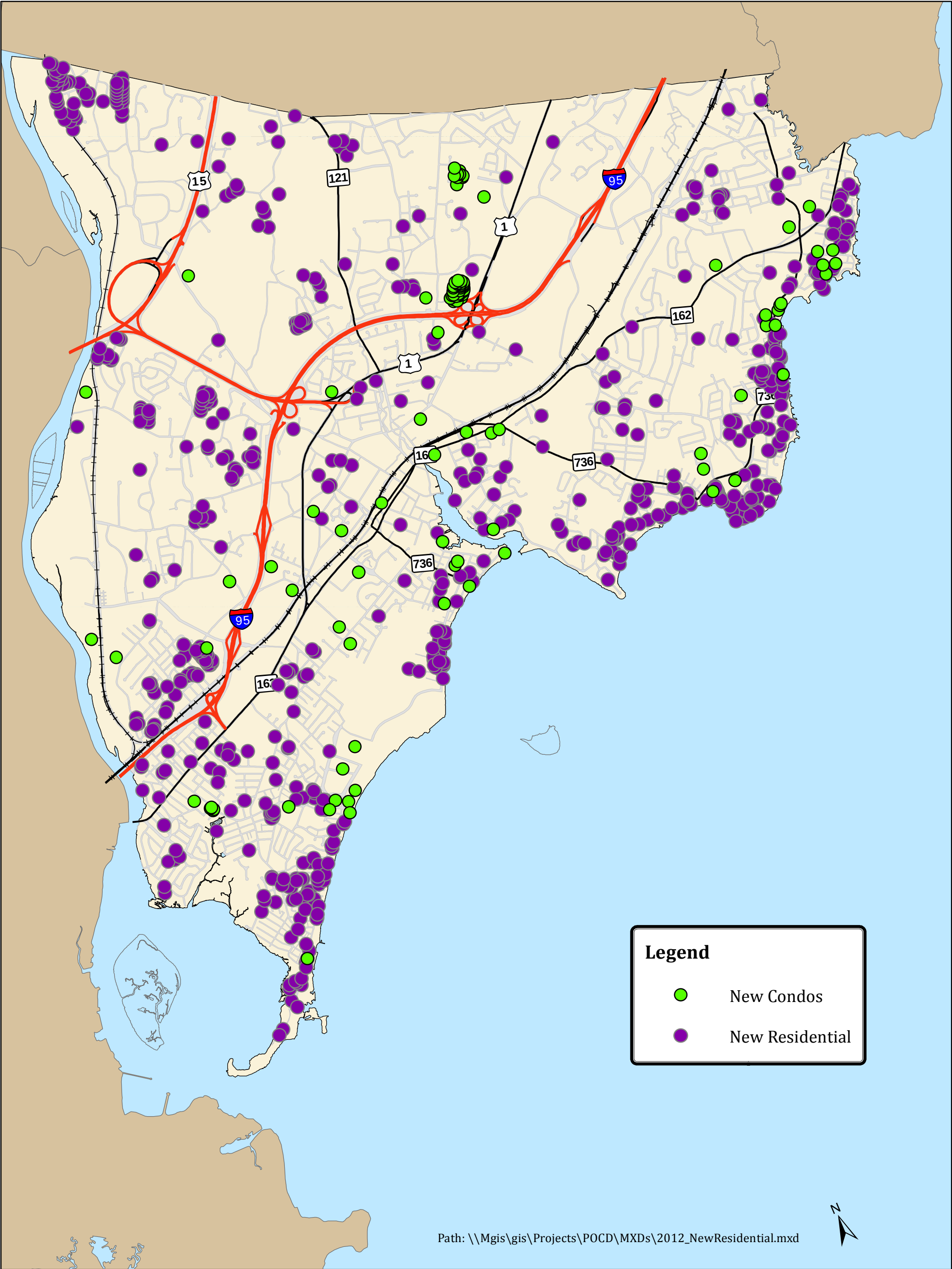
#### Potential Acres by zone for residential development

| Acres By Residential Zone |  |                              |             |
|---------------------------|--|------------------------------|-------------|
| Zone                      |  | Total Area Vacant<br>(Acres) | Unit Amount |
| R-10                      |  | 9.07                         | 40          |
| R-12.5                    |  | 32.47                        | 113         |
| R-18                      |  | 51.43                        | 124         |
| R-30                      |  | 14.77                        | 21          |
| R-5                       |  | 1.46                         | 13          |
| R-7.5                     |  | 6.37                         | 37          |
| R-A                       |  | 25.95                        | 26          |
| SFA-10                    |  | 0.22                         | 1           |
| <b>Total</b>              |  | <b>141.74</b>                | <b>375</b>  |

# New Residential Construction

Data derived from permits taken out for new residential construction.

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department





This when combined with the development that has taken place since the last plan, as well as major open space acquisitions, results in a remaining 142 acres of undeveloped residentially zoned land.

It should be noted that the commercial zones were not included in the potential residential build out. It would be hard to calculate the potential since the ability to do residential is really individual parcel and project dependant, and subject to differing regulations depending on the zone.

Housing development in a community has several impacts related to quality of life issues. These impacts may include: increased demand for community services with resulting fiscal impacts; increased traffic and perceived congestion in the street network; loss of open space and impact on the natural environment; increased economic activity in the area of retail sales and services; increased involvement in community activities; and then perception of community change.

It is interesting to note that dramatic population growth has not occurred as a result in the increase in the number of dwelling units in Milford. In fact, Milford's population has continued to hover in the 50,000 person range over the last several census counts, with only an 11,000 person increase over the last 50 years:

| <b>Census Year</b> | <b>Population</b> |
|--------------------|-------------------|
| 1960               | 41,662            |
| 1970               | 50,858            |
| 1980               | 50,898            |
| 1990               | 49,938            |
| 2000               | 50,594            |
| 2010               | 52,759            |

The increase in the housing stock when coupled with a relatively stable population size indicates that average household size is decreasing. The 2010 census estimates the average household size as 2.42 people. Based upon the trend of smaller household sizes

and the relatively stable population over the last 40 years, it is not anticipated that a more significant population increase will occur over the next couple of decades.

### **Housing Market Conditions**

The 2010 US census estimates that Milford has 22,288 housing units. Of these, 24.4 % of the units are considered multi-family housing of 2 or more units.

Owner occupied units make up 77.3% of the housing stock.

Much of the new single family housing construction occurred because housing prices were considered attractive when compared to housing prices in lower Fairfield County. This, when coupled with easy access to the Metro-North Commuter railroad, has made Milford an attractive place to live.

Since 2000, the development of approximately 400 units of rental housing in the downtown within walking distance of the Commuter rail; and approximately 300 units near the interstate highway and Parkway, has increased the housing options within Milford.

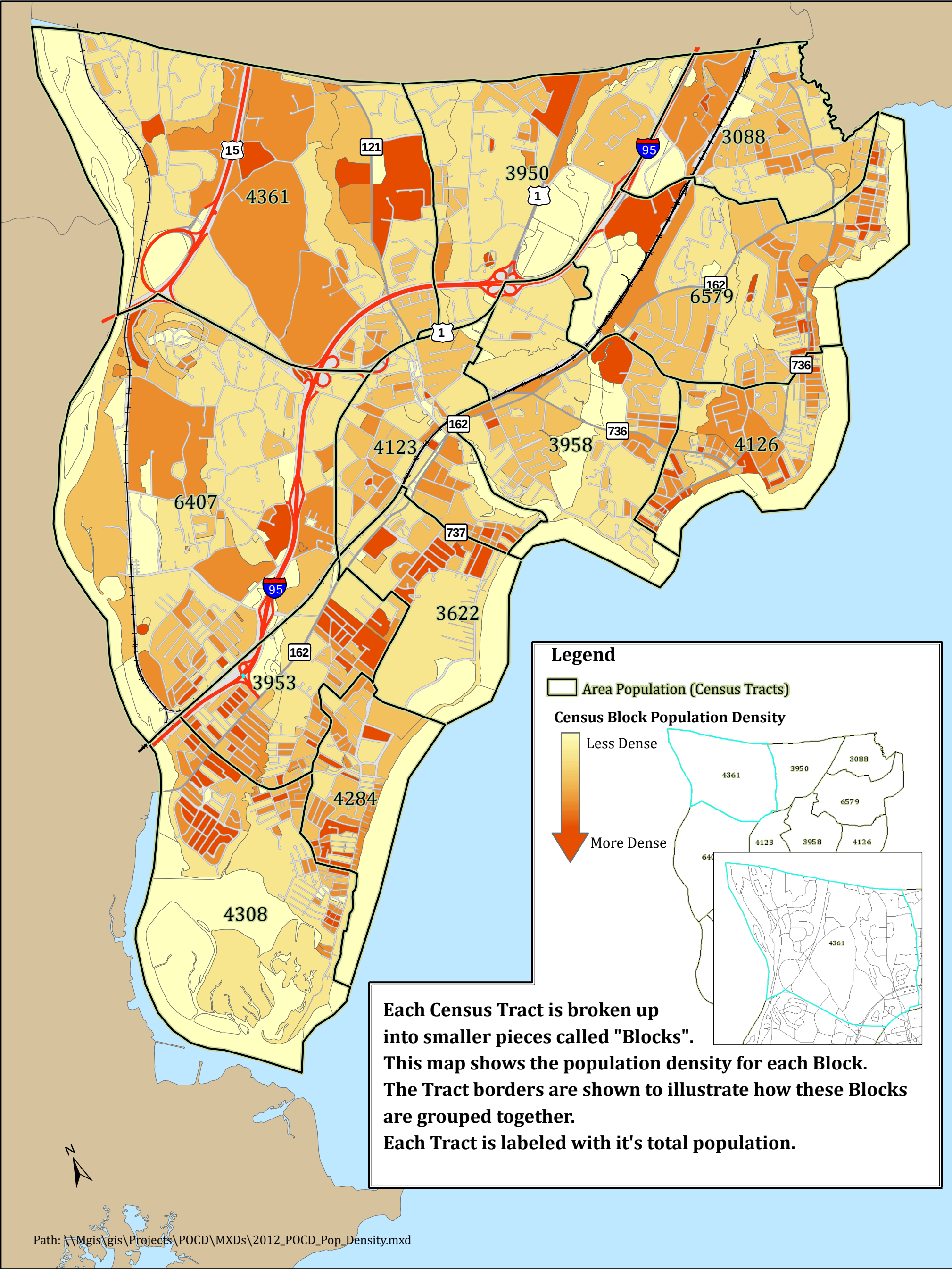
### **Housing affordability**

There continues to be much discussion concerning the issue of housing affordability in Milford. When one discusses affordability it is important to clearly identify the parameters of affordability. One definition of affordability is that included under 8-30g of the Connecticut General Statutes wherein certain units are counted as affordable for purposes of determining a community's exemption from the affordable appeals program. Under that program at least 10% of a communities housing stock must be affordable. Such units include those receiving government assistance for construction or rehabilitation, housing occupied by persons receiving rental assistance, homes financed by the Connecticut Housing Finance Authority and/or Farmers Home Administration mortgages, or deed restricted properties. In the most recent 2011 computation, Milford's percentage of affordable housing is at 1,404 units, or 6.08%, which is up from 5.87% in 2002.



# Population Density by 2010 Census Block

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department





The second type of affordability is market-based in terms of what affordable is based upon the selling price versus median income levels. In Milford, an August 2012 listing of 400 homes on the market included 146 at prices of \$250,000 or less. These homes could be considered affordable to households at or near 80% of the area median (\$65,000 for a family of 4) family income.

The third type of affordability relates to comparable housing in other markets. As described earlier, Milford is experiencing activity in its housing market due the fact that housing prices are more “affordable”. Therefore, housing is being produced which is affordable in certain market terms but not affordable for purposes of the 8-30g Affordable Housing Act, or affordable to moderate income households.

Housing Affordability is affected by a wide variety of factors. Factors such as interest rates, labor and material costs, land costs, environmental constraints, consumer preference, market demand and local economic conditions all influence the availability, cost and affordability of housing. Most of these factors are beyond the control of local government. However, specific actions which permit higher density residential development or the provision of bonuses to projects which include affordable housing, support accessory apartments and or encourage higher density mixed-use commercial/residential use projects in specific sections of the city may create an increase in the variety and affordability of housing in Milford.

Affordability is a relative term with respect to housing. Different income levels and economic or market circumstances determine how affordable the housing stock is. However, the state and federal government defines housing as affordable if it costs less than 30% of a household’s income. Furthermore, the state is most concerned with affordable housing for those earning less than 80% of the median income, usually referred to as “low and moderate income” households.

### **Future Housing Projections**

Due to the lack of developable land, there will increased pressure for in-fill development and more intensive development on developed properties with less development constraints. With limited land left for traditional single family home development, the only available areas for expansion (without changing zoning) will be in the Corridor Zones that allow for residential development under specific conditions, and within Milford Center. Both areas have easy access to mass transit, shopping and other services. Development of higher density housing will require greater architectural standards, greater pedestrian and bicycle friendly infrastructure, site development that is both green and provides real outdoor amenities, usable accessible green roofs, and where located within walking distance to the train station - less onsite parking.

### **Preserving Residential Neighborhood Character**

It is the intent of the Plan of Conservation and Development to allow for the continued development of Single Family Housing in the currently existing “R” districts (R-5, 7.5, R-10, R-12.5, R-18, R-30 and RA). However, every effort should be made to preserve the prescribed density of the underlying zone and promote and preserve the commonly found single family home construction type. Specifically, the character of the RA Zone should be protected since it is a more rural land use. To facilitate preserving this character, rear lot development should either be eliminated, or the size of rear lots should be increased substantially from the current 1 acre requirement.

For newly created lots in all the R zones, both the Zoning regulation and Subdivision regulations should be amended to exclude from land area calculations: all Wetlands, Watercourses and steep slopes.

Multi-family uses should be specifically targeted for mixed-use commercial zones, along Route 1, and within the Downtown (MCDD) or the SFA and RMF zones.

For newly created lots in the CDD and MCDD zones, both the Zoning and Subdivision Regulations should be amended to exclude from land area calculations: all Wetlands, Watercourses, and steep slopes.

## Historic Preservation

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Settled in 1639, Milford has been active in preserving both its architectural and cultural past. Since the Plan of Conservation and Development was last updated in 2002 a second historic district, the “South of the Green” district has been established in addition to the first Historic district in Milford Center. In addition to these two districts, Milford also has the River Park National Historic District which is listed on the National Register of Historic Places in 1986.



The City’s desire for preservation can only be achieved through understanding the properties and structures that are culturally and historically relevant and that are worth preserving. Through a grant from the Connecticut Trust for Historic Preservation, the “Historic and Architectural Resources Survey of Milford” was completed in 2006. The Resources Survey identified 412 sites of Historic, architectural, or cultural significance to the City which includes properties such as the Downs House which was owned by local “minuteman” who fought during the Revolutionary War (shown left). The City should make it a high priority to continue to utilize this document as a guide for its preservation efforts and to update it as needed to ensure that it reflects any new properties that should be added.

The Board of Aldermen also adopted a Demolition Delay Ordinance in 2002 which was revised in 2010. The Ordinance requires the City Historian to examine any structure that is 75 years or older prior to the issuance of a demolition permit in an effort to prevent the loss of historically significant properties.

In the City’s Historic Center, design standards have been incorporated into the Milford Center Design District’s (MCDD) Zoning Regulations standards to ensure better contextual compatibility of new construction with already existing structures. Natural



building materials, architectural details, and building articulation help promote and enhance the historic New England character of the Downtown when new in-fill developments are proposed.

It should be a high priority to further Milford's Historic Preservation goals through the following policies where possible:

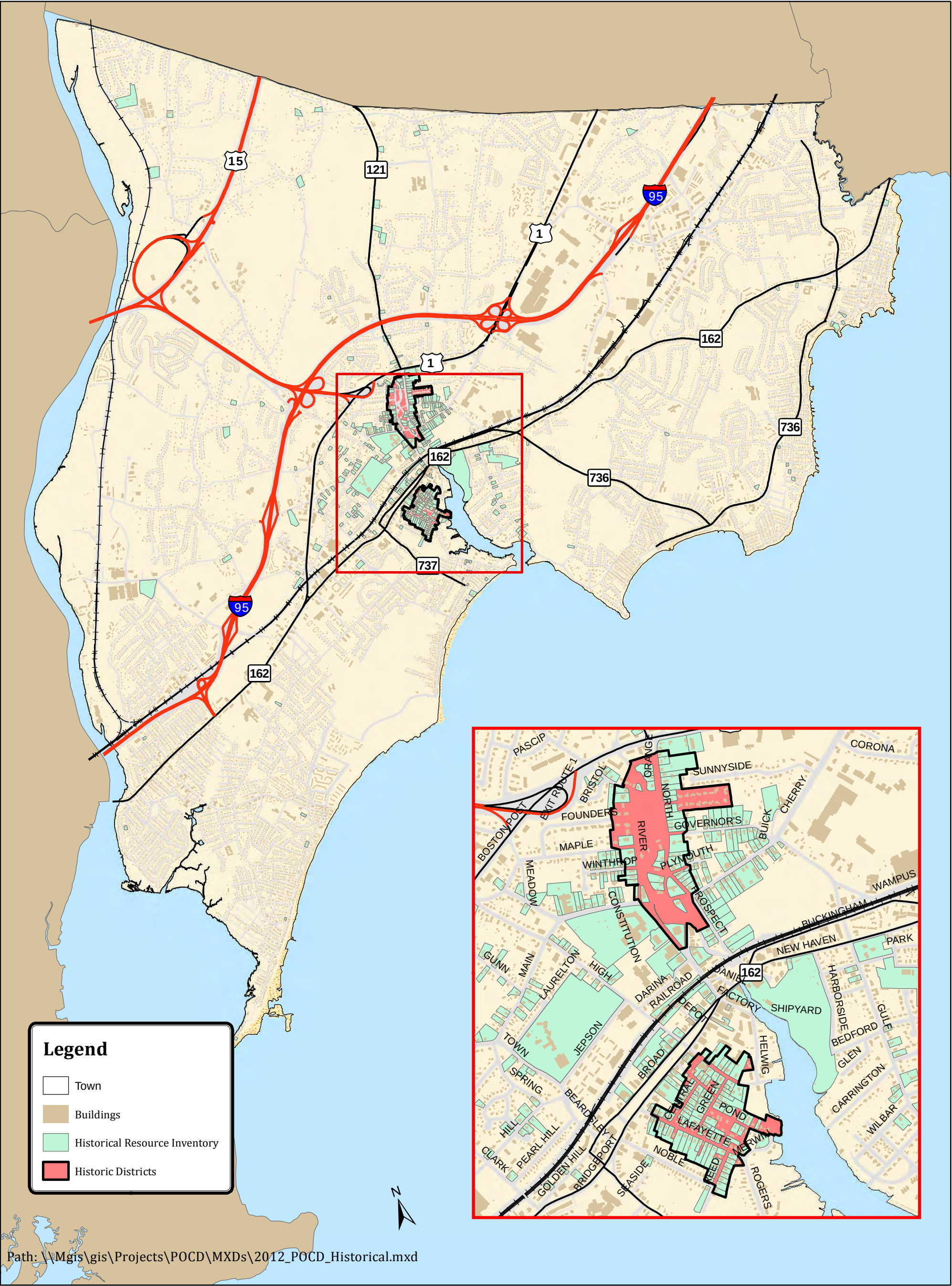
- 1) Where appropriate, create additional historic districts or expand existing districts, where there are concentrations of architecturally significant buildings, such as the Gulf Street corridor, east of New Haven Avenue.
- 2) Encourage owners of historically or architecturally significant properties outside districts to create deed restrictions that guarantee the preservation of their properties or structures.
- 3) All grant opportunities for the preservation of historic properties should be pursued.
- 4) Promote continuing education in support of Milford's historic heritage to ensure that future generations value preservation efforts.



# Historical Resource Inventory

Historical inventory conducted and data complied  
2007 in conjunction with Scheller Preservation Associates

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







## Commercial Corridors

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Historically, Milford's settlement pattern has been based upon its framework of natural resource systems and built infrastructure, particularly the transportation network. The City's natural resources system includes the Housatonic River, the Long Island Sound and the contributing watercourses leading to Long Island Sound. In the earliest days of Milford, this resulted in settlement around the harbor in Milford Center and along the shoreline. Connection to the Region along Route 1 (the Boston Post Road) resulted in growth with an east- west orientation.

East/West corridor growth along the Post Road was further defined with the establishment of the railroad which supported increased development including industrial and distribution uses. The construction of I-95 in the 1950s further established the east-west corridor leading to development patterns including the retail area north of I-95 and a concentration of automobile dealerships with a regional market draw. The balance of the Route 1 corridor and Route 162 (New Haven Avenue) developed with a mix of uses generally serving the local Milford market. Convenience goods and services are generally located in either free-standing establishments or strip centers within a narrow band of frontage within the corridor.

Milford has two major business centers – Milford Center and Devon Center – and two centers of lesser prominence – Naugatuck Avenue at Walnut Beach, and Woodmont Center. The proliferation of retail and service establishments with front door off-street parking located along the Route 1 and Route 162 corridors, combined with increased use of the automobile for in-town trips, has weakened the vitality of Devon Center and to a lesser extent, Milford Center.

The central corridor defined by Route 1/Route 162, the railroad and I-95 also defines the residential development pattern in Milford as it divides two residential areas in terms of age of housing and density.

The area south of the corridor contains older, established neighborhoods with smaller lots resulting in higher density. This situation is particularly true in the shoreline areas where many neighborhoods were originally developed as summer home communities. The area north of the corridor is the more recently developed area with larger lots and lower density.

At the same time, the corridor is common to both areas in that it is a destination for residents for retail goods, services, government and cultural activities, employment, and transportation links for both rail and highway. This results in significant traffic on local streets leading to the corridor as well as continued pressure for development within the corridor.

Recent development within the corridors has most commonly been in the form of additional retail and service establishments at both the large scale such as the Milford Market Place and Milford Hospital Medical Offices, and at the smaller scale with in-fill new construction or renovation of existing establishments. Medical offices, restaurants and regional retailers have been the newest uses coming to the Route 1 and Route 162 corridors over the past decade.

Commercial Corridor zoning was established in 2004 and reflects both the diverse current uses and preferred future uses.

The City's Route 1/Route 162 Corridor contains several distinct areas defined by land usage, location, interstate access and/or function. Each of these areas has a unique, but interconnected function in the overall environment and character that defines the Milford economy.

In order to guide development within the corridor over the next ten years and beyond, it is necessary to define the function of the various areas that comprise the corridor and propose appropriate land use and design controls for each of the areas. Such controls will consider impacts upon natural resources as well as adjacent neighborhoods.



For planning purposes, the City's business corridors have been segmented into five distinct areas and two transitional areas. Each of these areas possesses characteristics and/or serves specific economic development functions which differentiate them from each other. The commercial corridor areas are as follows.

- 1 – Devon Center/Naugatuck Avenue/Walnut Beach Corridor, which includes Bridgeport Avenue from the Milford/Stratford town line to I-95, Exit 34 as well as Naugatuck Avenue between Bridgeport Avenue and Walnut Beach;
- 2 – Bridgeport Avenue Corridor from I-95, Exit 34 to the Route 1/Route 162
- 3 – Boston Post Road from Bridgeport Avenue to I-95, Exit 39 (This areas also includes a small portion of Cherry Street from its intersection with Route 1 to Old Buckingham Avenue);
- 4 – Boston Post Road from I-95, Exit 39 to the Milford/Orange town line; and
- 5 – New Haven Avenue from Buckingham Avenue to Pepe's Farm Road.

The City also has two transition areas from both the Bridgeport Avenue commercial corridor, and the New Haven Avenue commercial corridor, into Milford Center. These areas can be generally defined as the corridors between the Route 1/Route 162 split to Milford Hospital as the western gateway/transitional area, and from Gulf Street to Buckingham Avenue as the eastern gateway/transitional area.

The follow narrative describes each of the segments of the corridor in terms of its present uses and function as well proposed improvement:

### **1) Devon Center/Naugatuck Avenue/Walnut Beach Corridor (Corridor Design District - 2)**

The Devon Center portion of this area extends from the Milford/Stratford town line along Bridgeport Avenue to the I-95, Exit 34 interchange. As a commercial center developed before the proliferation of the automobile, the Bridgeport Avenue right-of-way in this section is narrow and most of the commercial buildings are sited on small lots with little or no off-street

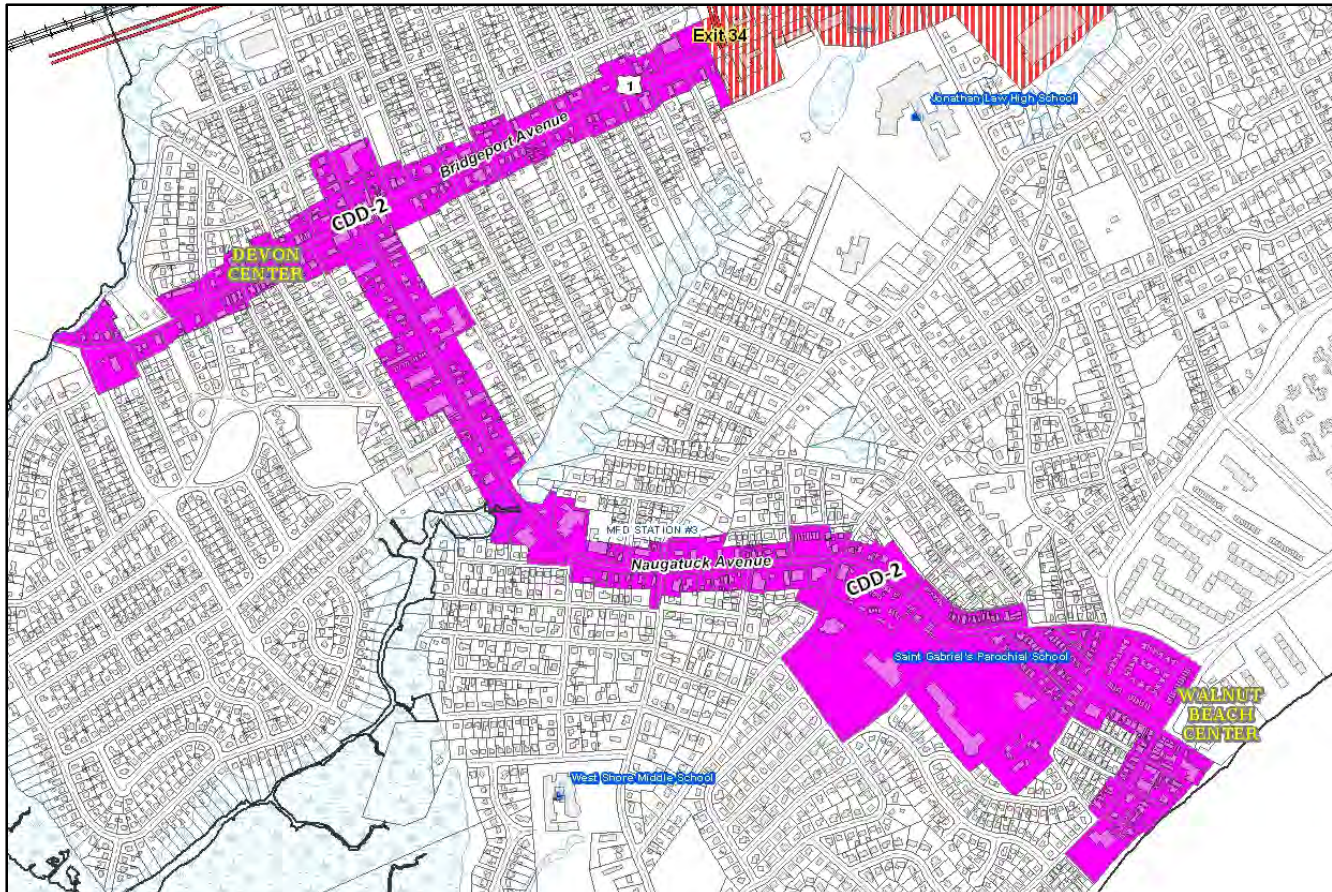
parking. The lots fronting on Bridgeport Avenue are also narrow with limited set-back. Such site limitations are not in keeping with today's development needs and standards. Any major development activity will require site assembly.



In order to accommodate any significant redevelopment in this area it will be necessary to increase the depth of the commercial zone in key areas to allow for off-street parking and in-fill development in keeping with current construction trends. Because the Devon Center commercial area is of a walk-able scale, it is not necessary to provide off-street parking on every site. Shared public parking in a central or near central location could also meet the parking needs of business establishments.

mix of uses to serve the immediately surrounding neighborhoods and to develop a specific market niche through the attraction of unique goods or services.

Due to its size and site limitations, Devon Center will never have the site massing or mix of uses necessary to compete with the regional uses along the City's Route 1 corridor further to the east of Bridgeport/Barnum Avenue in Stratford. Its future focus should be to retain and attract a



Limited infill residential development should be encouraged in edge areas and on sites capable of accommodating multiple family developments at a density compatible with the existing neighborhood. Such development would not only expand the customer base for local merchants but would also provide an alternative to small-scale strip commercial development with potentially marginal consumer draw.



Promote continued streetscape improvements and development design standards which improve the overall appearance of the corridor and encourage development that is in keeping with the scale of the surrounding uses, to continue to unify the area. Continued implementation and maintenance of the streetscape improvement plan developed for Devon Center is a high priority in addition to continued façade improvements in this corridor.

Naugatuck Avenue forms a north-south corridor, running between Devon, the Walnut Beach Redevelopment Area, and the shoreline. Naugatuck Avenue contains a mix of commercial, industrial, civic, institutional and residential uses. Residential properties comprise a significant portion of the properties along the corridor.

The current commercial uses along Naugatuck Avenue are marginal, with the majority being convenience commercial, small office uses or automotive related uses. There is currently no consistency in design along Naugatuck Avenue. Development nodes of clustered commercial uses incorporating streetscape design elements would serve to unify the corridor. Such commercial nodes should be encouraged at key locations along the corridor while infill residential development should be encouraged as unused and underutilized sites are redeveloped and/or reconfigured. Based upon the type of commercial uses in existence and the number of vacancies along Naugatuck Avenue, reduction of commercial square footage at marginal locations would be in keeping with the market demand.

Continued streetscape improvements, which include the screening of automotive uses, and unifying design elements are key to providing a distinctive character and appearance to this area. Development design standards are to ensure infill development is in keeping with its surroundings. Sensitive to environmental constraints, infrastructure capacity has been developed as part of the continued streetscape improvements from Route 1 south zoning to guide future development activity to be pursued.

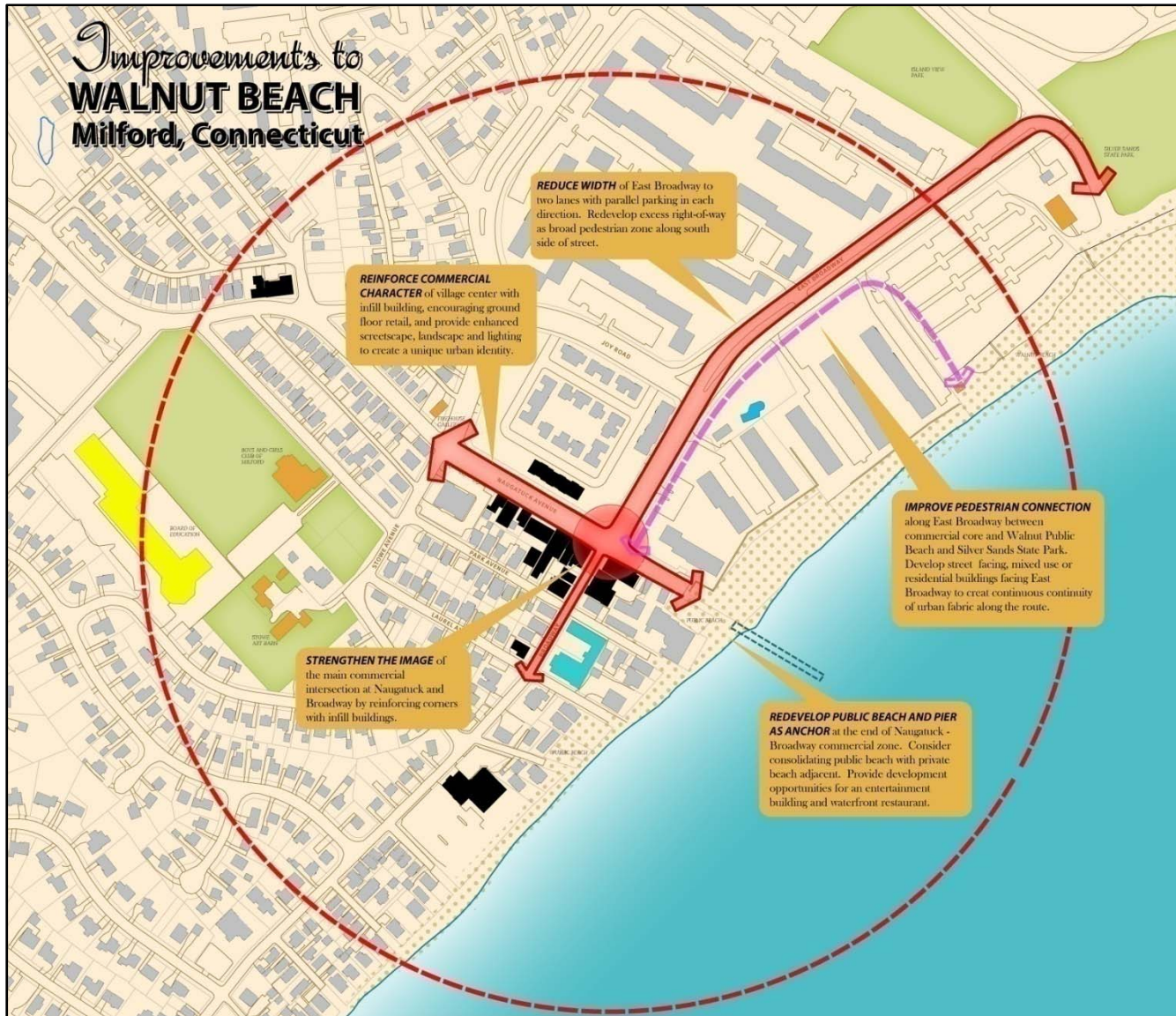
**The Walnut Beach Redevelopment Area** defines the southern end of Naugatuck Avenue. There is currently no consistency in design along Naugatuck Avenue. Development nodes of clustered commercial uses incorporating streetscape design elements would serve

to unify the corridor. Streetscape improvements, which include the screening of automotive uses and unifying design elements, are key to providing a distinctive character and appearance to this area. Such commercial nodes should be encouraged at key locations along the corridor while infill residential development should be encouraged as unused and underutilized sites are redeveloped and/or reconfigured. Improving connectivity between Silver Sands beach, Walnut beach and the commercial area at the End of Naugatuck Avenue should be pursued.

With the proliferation of commercial establishments along Route 1, the need for major retail commercial in the Walnut Beach area is minimal. Reuse of the site to accommodate a mix of commercial and multifamily housing is recommended. The need for some retail, such as limited grocery and convenience shopping to support the high concentration of multi-family unity in the area (many of which are occupied by elderly households) remains. The creation of destination shopping wherein a unique mix of goods and services are offered would also be appropriate for this area. Its location near the shore offers an opportunity for small scale commercial enterprises, such as restaurants, boutiques or galleries which capitalize on the location. The concept of creating an “artists” environment has been discussed as a marketing alternative for this area. Such a use would be in keeping with the scale of the lower Naugatuck Avenue/Broadway/Monroe Street area.

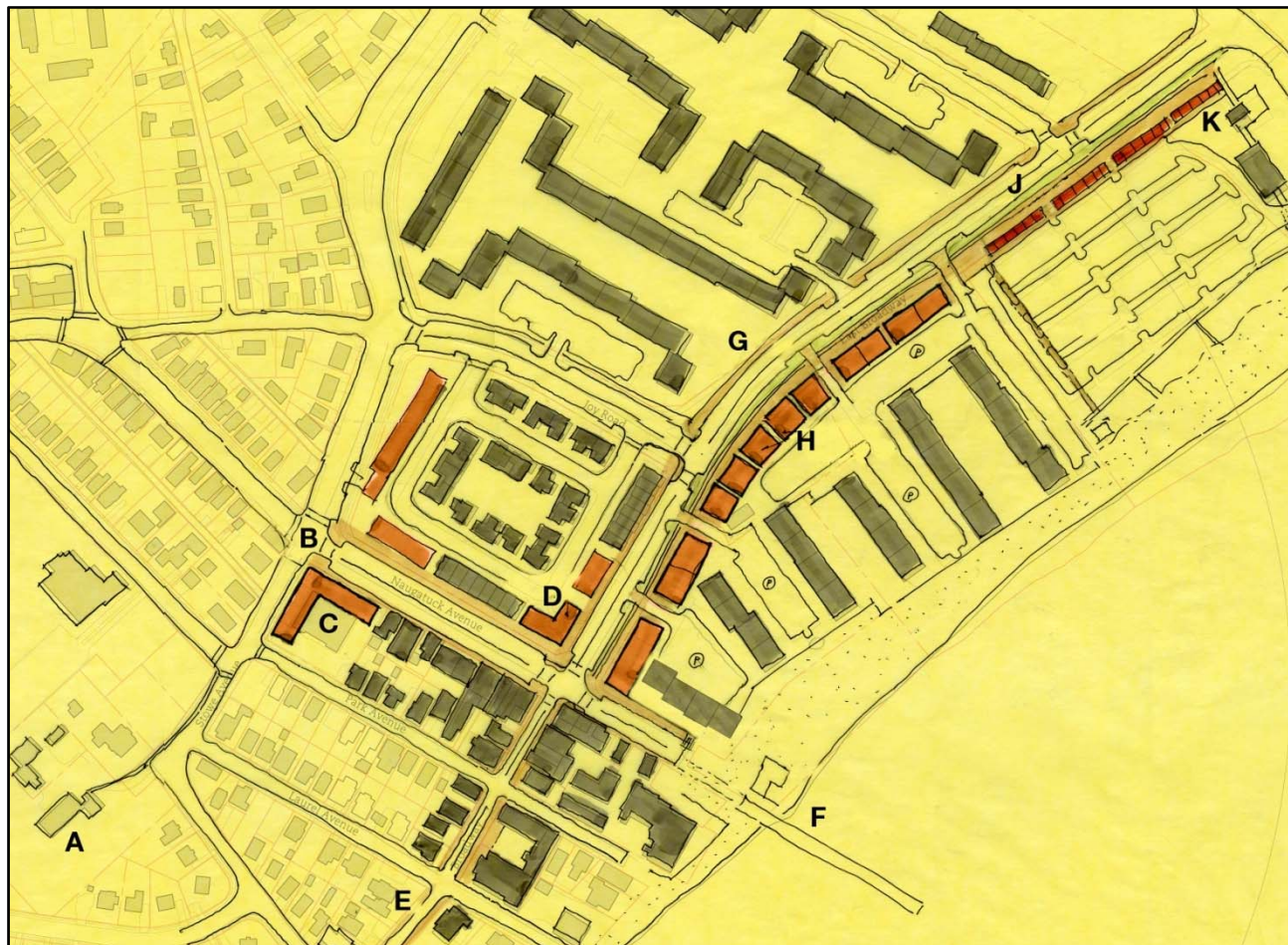
The YUDW was asked to investigate the continuing redevelopment of the commercial area of Walnut Beach around the intersection of Naugatuck Avenue and East Broadway. The area is characterized by a commercial core, extending one block west along Naugatuck Avenue from East Broadway, with storefronts along the west side and new mixed use development along the east side, and extending south along Broadway from Naugatuck Avenue for approximately two blocks. There are local efforts to redefine the area as an arts district which have produced two galleries and the Art Barn, but the area hasn’t reached critical mass as a commercial zone and there is concern about the survival of the commercial enterprises in the area.







The YUDW presented preliminary thoughts about the area in public meeting held at the Margaret Egan Center on July 28, 2012. The area has changed substantially since it was built up in the early part of the 20<sup>th</sup> century, when it was a major hub of entertainment and commercial activity related to waterfront recreation, surrounded by hotels and dense housing. The area to the north of Naugatuck Ave has changed most drastically, as it was largely damaged in a mid-century hurricane, and subsequently became an urban renewal zone with plans for a convention center that never materialized.



#### Walnut Beach Commercial Area

- A - Stowe Art Barn
- B - Shorten crosswalks for pedestrian safety and comfort
- C - New 2 to 3 story mixed use liner buildings addition to existing to strengthen street wall
- D - New mixed use corner building to reinforce street/intersection
- E - Improved streetscape (typical for all color coded areas)
- F - Reconstructed pier and amusement building/waterfront restaurant
- G - Narrow street to two traffic lanes with two lanes of parallel parking
- H - New 2-3 story mixed use liner buildings
- I - Not used
- J - Linear park / green infrastructure / separated bicycle lane
- K - Temporary market stalls

There was consensus that improving the pedestrian link between the commercial zone and the public beach to the north could provide much needed additional traffic to businesses. Currently these two areas are connected along East Broadway, a suburban style four lane divided road originally constructed to support a proposed conference center. The adjacent residential uses are set far back from the street, and the pedestrian environment along East Broadway is unpleasant and uninteresting. It could be possible to reconfigure the street as a more pedestrian-friendly corridor through lane narrowing, expansion of the pedestrian realm with a linear park, and development of new street-facing, mixed-use buildings along the east side of the street.

There was also consensus that completion of new development north of Naugatuck Avenue with ground floor commercial facing Naugatuck and East Broadway should be encouraged. There was also general consensus that the City-owned site on the corner of Naugatuck and East Broadway (currently a park) should be redeveloped as a restaurant or café to reinforce the character of this important intersection.

The YUDW also proposed that the public beach at the end of Naugatuck Avenue could be redeveloped as an entertainment pier and could become an anchor for the commercial district, much as it was in the 1920's.

Streetscape throughout the district should be comprehensively improved, with pedestrian improvements such as bulb outs, new textured crosswalks, directional signage for parking and merchants, lighting, and street trees.

Other specific community comments included:

- Business community is not to the point of critical mass
- It would be great to connect to the beach in multiple ways – with signage, streetscape, public art, and perhaps development
- Parking is inadequate and needs to be organized, signed, and regulations enforced. Conflicts between beachgoers, commercial patrons and residents are an issue

- Events at the beach (like concerts) should be better connected to the commercial area
- Need more commercial – not enough footprints
- Municipal parking should be provided for merchants somewhere away from the beach side, perhaps on the former school site
- Sewer permitting issues prevent businesses and larger residential units from being able to locate here (and in Milford at large)
- How do we plan for the next catastrophic event and climate change?
- The city owned “berm” north of Myrtle beach between Viscount Drive and Silver Sands State Park should be made permanent open space
- Traffic calming should be provided on both streets

#### **Route 1: Devon**

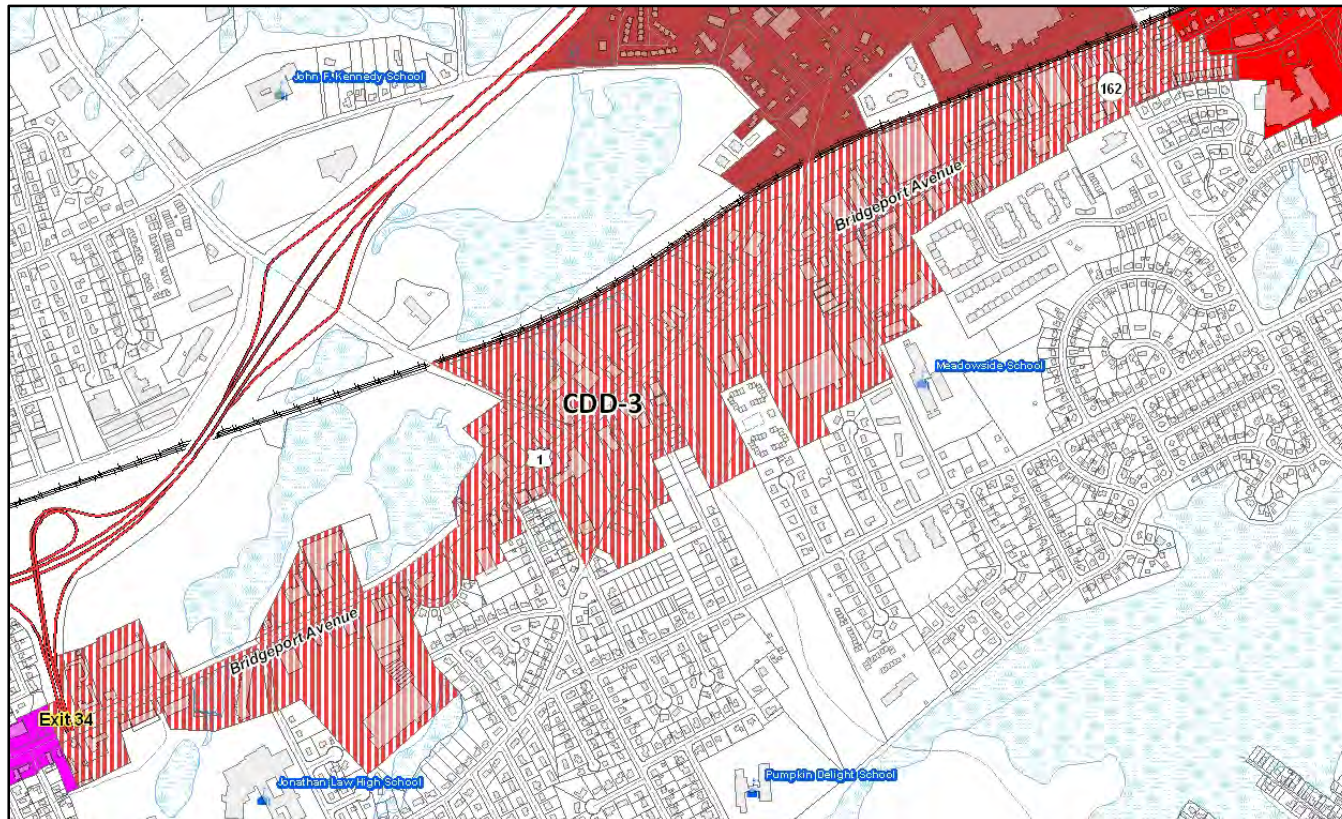
This segment is bordered by the Exit 34 ramp of I-95 on the west, and the intersection of the Boston Post Road (Route 1) and Bridgeport Avenue (Route 162) on the east. The creation of destination shopping wherein a unique mix of goods and services are offered would also be appropriate for this area. Its location near the shore offers an opportunity for small scale commercial enterprises, such as restaurants, boutiques or galleries which capitalize on the location such as McDonalds and some older motels in the vicinity of the Exit 34 ramp.

Land area around interstate interchanges is scarce in Connecticut. Interchange related development and uses which value direct access to the interstate highway system value such locations. The configuration of the exit ramp and the shallow depth of parcels in the immediate vicinity of the exit make the parcels in this segment of Route 1 less desirable for regional draw as compares to other I-95 interchanges in the City. The most prevalent land use in this segment of Route 1 is the series of automotive dealerships that comprise “automobile row.”



## 2.) Bridgeport Avenue Corridor (Corridor Design District - 3)

This area also contains two (2) major retail sites the K-Mart Plaza and the Super Stop & Shop Plaza. Because much of the land area in the City has already been developed, much of the future focus of new development activity in the City will be on infill development, reclamation, reuse or adapted reuse of previously developed property. This portion of the Route 1 corridor



contains a significant natural resource on the northern side of Bridgeport Avenue. This property, known as Milford Reservoir, and its adjacent wetlands represent an area of environmental concern.



Any development or redevelopment which occurs in and around this area must be designed in a manner that does not negatively impact upon the reservoirs, adjacent wetlands and associated watercourses. The protection of these natural resources and the provision of a protective greenway along the watercourses which empty into the Long Island Sound should guide land use planning decisions.

The focus of this area should be to sustain and improve upon its current regional/community-wide market. The concentration of automotive retailers in this location and the major community-wide retail destinations such as Kmart and Stop & Shop define this section of Route 1/ Bridgeport Avenue. The proliferation of automotive uses and older commercial development along this segment of Route 1 has a disorderly, unattractive appearance. Signage of all shapes, sizes and locations; inconsistent set-backs; and limited buffering results in visual chaos and an unattractive appearance as illustrated in the following photographs.

To improve the appearance of this area streetscape improvements including landscaping, plantings, beams and signage improvements are needed. Design guidelines that incorporate these elements into site planning for new development and methods to encourage such improvements throughout the entire corridor should be developed and implemented. Access management is also key to commercial corridor success. An access management plan to reduce the number of curb cuts and left hand turns should be prepared to address traffic and vehicular movements along the corridor. Such a plan should be revisited and revised pending major new development or redevelopment activity.

#### **Bridgeport Avenue Transition Area into Milford Center**

Bridgeport Avenue splits at the intersection of Routes 1 and 162. At this point, Bridgeport Avenue continues eastward as Route 162 toward Milford Center. This stretch of Bridgeport Avenue serves as a gateway to Milford Center. Milford Hospital is a key destination in this transition area. Recent trends in medical care and the expansion of services at Milford Hospital have led to an increase in pressure for medical office space and support services.

Adoptive reuse and redevelopment of existing parcels has taken place. Most recently the expansion of Bridges and the redevelopment of Bridgeport Steel into Show Motion, are slowly improving this area. The Bridgeport Avenue Transition Zone would be a natural location for such medical and support uses. As a Gateway into Milford Center, design standards to ensure that physical design, landscaping and site layout should be consistent with design, signage and streetscape standards of Milford Center.

### **3.) Boston Post Road Western Corridor, (Corridor Design District - 1)**

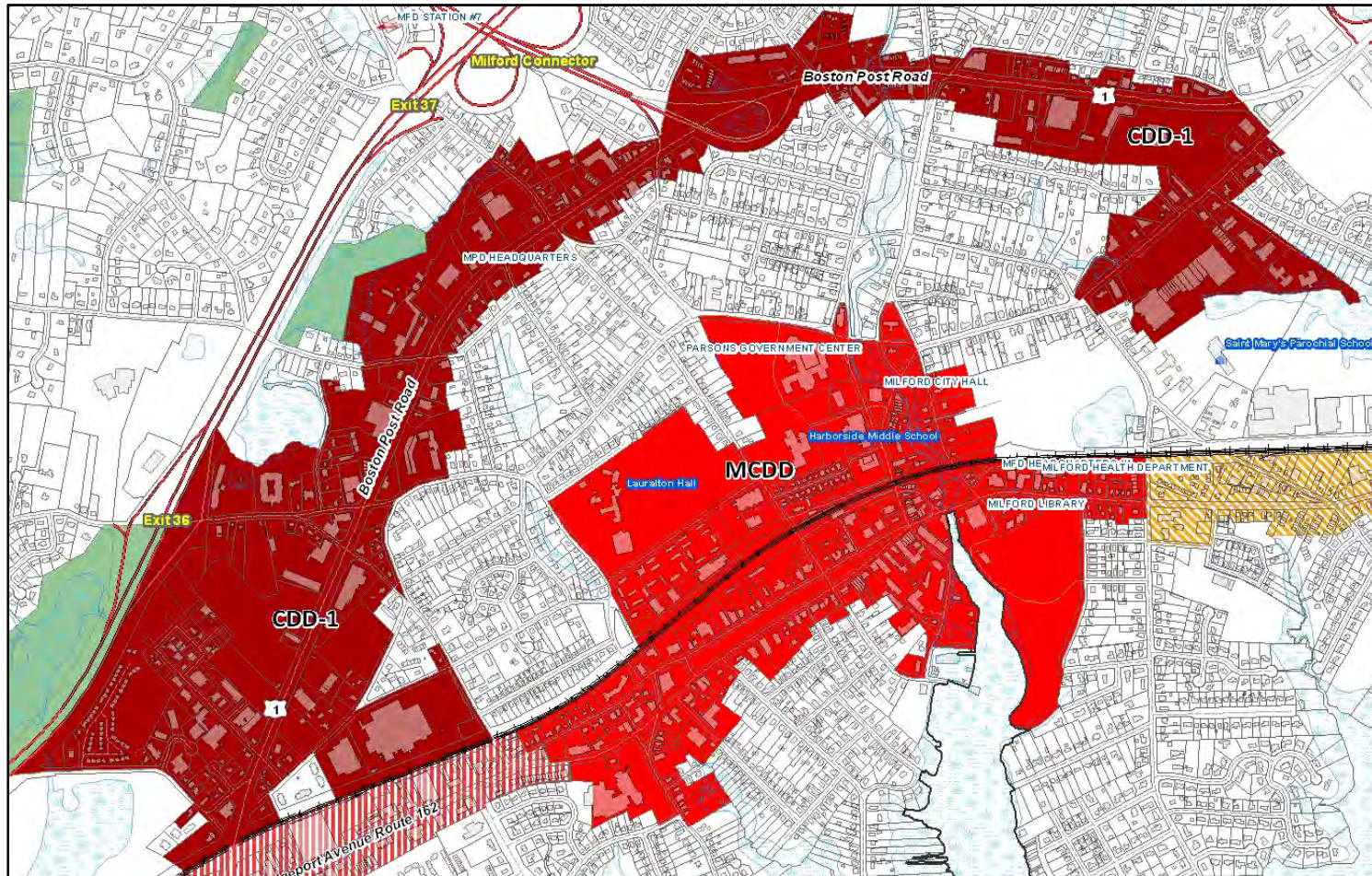
This segment of the Post Road extends from the intersection with Bridgeport Avenue on the west to the intersection with Cherry Street to the east. This portion of Route 1 has no specific or unique identity. At the eastern end of the segment in proximity to Connecticut Post Mall there are some highway related uses including older motels, restaurants and gas stations. At the center portion of this corridor area is the on the off ramp system for the Milford Parkway connector to Route 15, the Merritt/Wilbur Cross Parkway, which further supports some auto related uses. The balance of this corridor segment contains a mixture of uses ranging from community facilities such as the Milford Police Department and Public Works Department Complex to restaurants and smaller convenience/service establishments. Although, this corridor contains some destination uses including Colonial Toyota, Aldi's Market, and Expect Discounts, they do not represent a unified presence.



There are several properties in this area suitable for redevelopment or future reuse. Developments should be targeted for mixed use like the Cherry Street development by local developers Smith Craft shown left. Portions of this corridor segment have sufficient depth to allow for redevelopment in keeping with modern parking and site planning standards. Community oriented development would be the most desirable use for this area. Because the area has sites



suitable for redevelopment, vehicular access to both I-95 and Route 15 and access to mass transportation, residential infill development along this corridor would be appropriate.



The CDD-1 allows residential to be developed without requiring a mix of commercial or office use as part of the development; as long as at least 30% of the units are affordable per 8-30g. Development of parcels along this corridor for residential use is in keeping with development trends and would help to address traffic congestion issues. Generally residential peak traffic is not at the same time as commercial peak traffic offsetting peak hour traffic patterns in this segment of the corridor. The reduction of small service and retail square footage would also benefit the corridor. These small establishments often result in multiple vehicular entries and exits in a busy transportation corridor.

Left hand turns in areas without signalization are also problematic along the entire Route 1 corridor. By allowing residential development in this area combined with a mixed use development, the number of exit and entry curb cuts will be reduced. Recent mixed residential and commercial developments constructed in Milford have illustrated this phenomenon. In recent developments the housing components have rented or leased at a much faster rate than the ground level retail.

This segment of the Route 1 corridor also serves as a gateway to Milford Center from the north. Entry points into Milford Center include Cherry Street, River Street, North Street, High Street and Clark Street. All of these streets intersect with Route 1. The Milford Historic District is also located between Route 1 and Milford Center in this central portion of the city. The relationship of this segment of the corridor to the adjacent neighborhoods and its gateway position to Milford Center are important considerations in future planning for the area.

### **Cherry Street Study**

The YUDW was asked to examine the Cherry Street corridor, from Interstate 95's off-ramps (Exit 39) in the northeast to Gulf Street at the southwest, including the former Showcase Cinema site. This section of Cherry Street, originally part of Boston Post Road





(Route 1), developed over the last 50+ years as an auto-oriented corridor. It is characterized by strip-style commercial development, often set far back from the street, with front yard parking lots.

As such, it provides a distinct contrast to the section of Cherry Street between Gulf Street and the Government Center area. That section is characterized by a mix of older, free-standing structures, many originally residential and now converted to office use, and more recent construction. While there has been some erosion of the historic character of that section of the street, by signage, curb cuts, and unsympathetic renovation, the overall impression is one of well-tended properties, set close together and close to the street, with a largely pedestrian scale and character.



As a gateway to downtown Milford, Cherry Street as a whole is a critical link from both the Interstate and points north along the Post Road in Milford and Orange, and is the first experience of the City for most people coming to Milford. In its current form, the section between the Post Road and Gulf Street is unattractive for motorists, and unpleasant, if not dangerous, for pedestrians and cyclists.

The YUDW proposed a strategy, to be phased in over time, of redeveloping the corridor as a street-oriented environment, more akin to a traditional main street than the strip-style development characteristic of most of the Post Road. This strategy would include encouraging new, mixed use infill development and “liner” buildings of two to three stories along Cherry Street, located against the front

lot line, with rear yard parking, and a comprehensive reconstruction of the streetscape, in line with current best practices for “complete streets.” Cherry Street could be maintained with four lanes of traffic and the existing wide shoulders converted to



separated bicycle lanes or parallel parking, in addition to wider sidewalks, street trees, low level pedestrian lighting, traffic table crosswalks, and repaving. Exclusively auto –oriented uses along Cherry Street would be phased out. All this could be accomplished through a zoning overlay district to encourage appropriate redevelopment.



The large, vacant former Showcase Cinema site offers the opportunity to begin the process of realigning Cherry Street to this new form. The YUDW presented a concept for the site that included mixed use buildings with commercial and residential on the southern, Cherry Street portion of the site, with space reserved in the north part of the site proximal to Boston Post Road for a 50,000 SF box store.

The YUDW presented these ideas in a public meeting on July 25, 2012 at the Public Library. About 40 people attended. The letters shown left represent the following building types: A – Retailer, B – Mixed-use, C – Apartment, D – Apartment, E – Mixed-use, F – Mixed-use, G –

Public comments included:

- Cherry Street is a critical gateway to downtown
- This area is unattractive and should be reconfigured as an attractive gateway for the city
- The area is unfriendly for pedestrians and cyclists

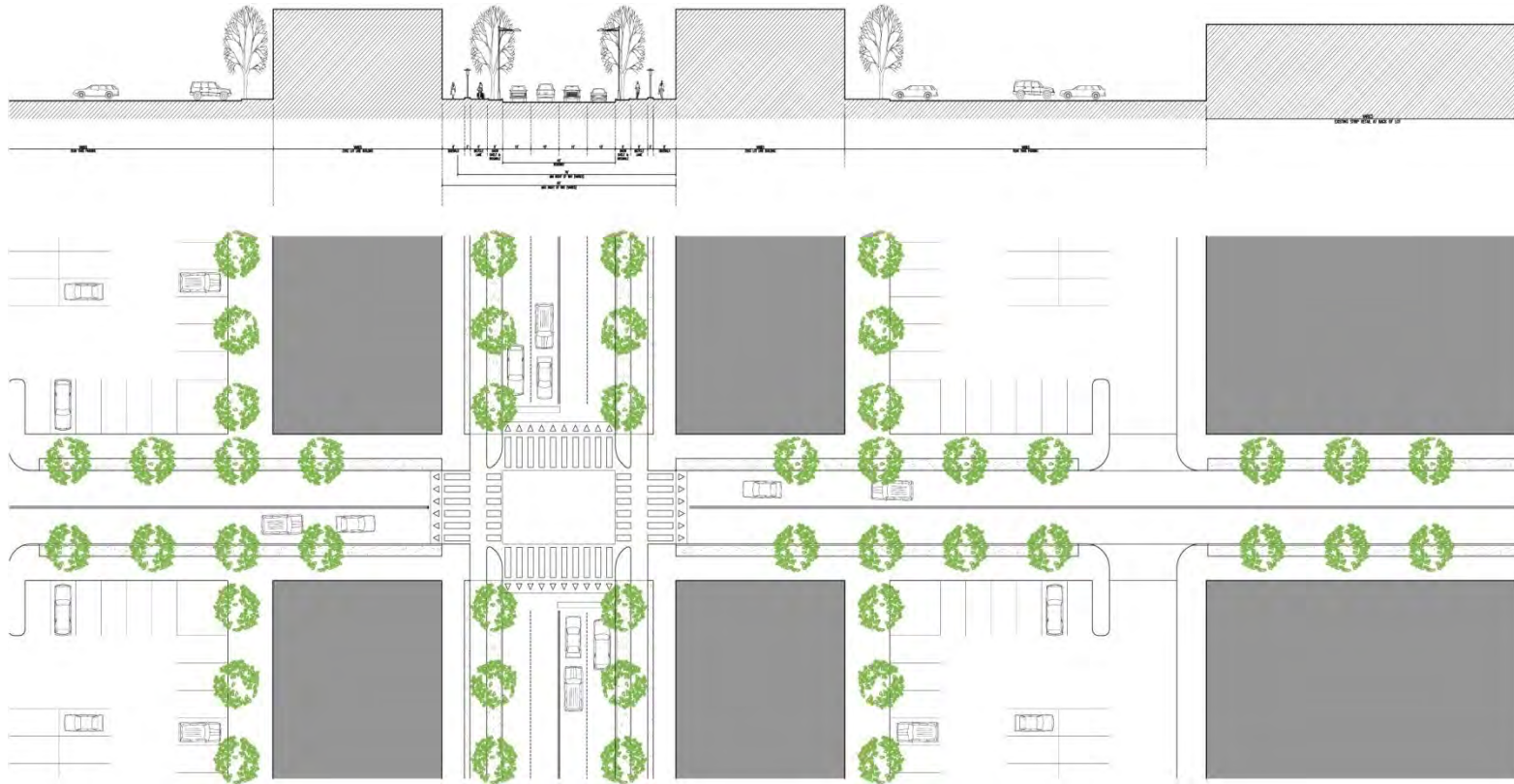
- Bike lanes would be great
- Open space should be included in the Showcase site redevelopment
- Some expressed the desire for design controls for future buildings
- There were concerns over adding too much density to the showcase site
- There were concerns that new development should augment not compete with downtown



The following design studies were presented that give a picture of the a possible transformation of the corridor:

Cherry Street is the main gateway to downtown Milford from I-95.

A central concept to its redevelopment, is having buildings be placed along the street, with parking behind. This enhances the streetscape, making a better pedestrian environment, while following the design principles found in downtown Milford.



Example of a street cross section to accommodate motor vehicles, bikes and pedestrians

### **Downtown Milford**

Adjacent to the Cherry Street corridor and nestled between the CDD-4 and CDD-3 corridors is the Milford Center design district (MCDD) better known as downtown Milford. It is the anchor of Transit Oriented Development (TOD) which is described elsewhere in this document.

Way finding signage should be designed to both guide visitors to points of interest such as the harbor and off street parking opportunities, and present Milford's unique "brand" or Marketable identity. The signage should be harmonious in design with the streetscape improvements made in downtown over the last decade.

Signage should be designed at differing scales depending on its purpose and location, for example signs to be read from passing vehicles will be different from signage designed for pedestrians.

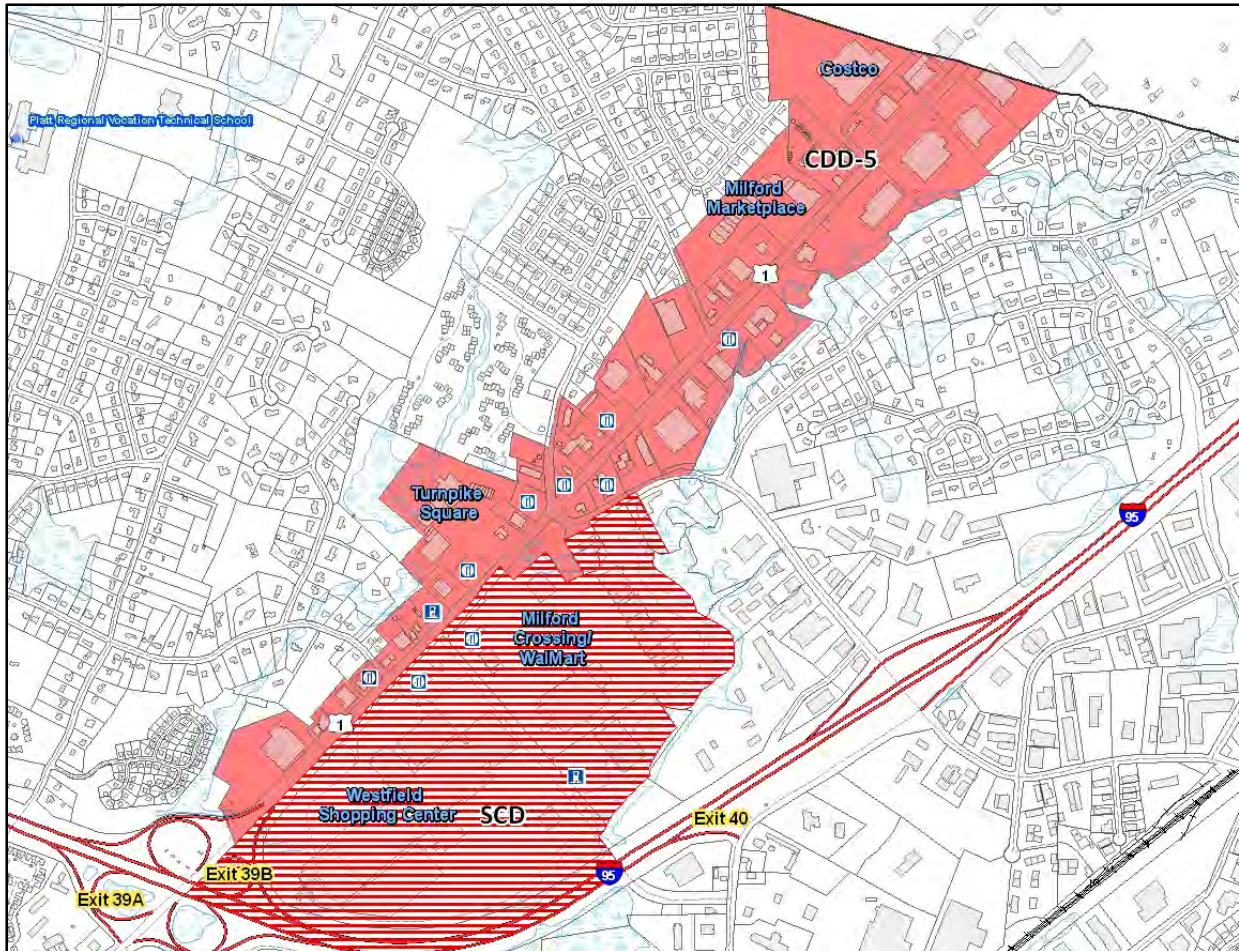
Further study should be conducted on traffic and parking patterns in the vicinity on Broad, River, Factory Lane, and Daniel streets, to ensure the most efficient use of the public spaces for facilitating vehicle movements while enhancing the pedestrian experience by improving safety and walkability.

#### **4) Post Road Regional Commercial Area (Corridor Design District – 5)**

The eastern most segment of the Route 1 corridor north of I-95 and abutting Orange is clearly established as a regional commercial area. Connecticut Post Mall and numerous national retailers make this area a destination within the region. The direct access to I-95 at interchange 39 enhances this regional position. In addition, significant retail development along Route 1 in the Town of Orange to the east of Milford further supports this area's regional market position.

The future land use policy for this area should be to strengthen its regional development focus and to promote a mix of goods, services and amenities to continue its strong market draw. To alleviate traffic congestion along Route 1 and its impacts on surrounding streets an access management plan should be prepared and necessary traffic, roadway and site configuration improvements should be implemented, which includes inter-parcel connectivity from parking area to parking area. This enhances travel between properties and removes volume from Route 1.





In addition to traffic and congestion of this heavily utilized area, the area overall, has an unattractive appearance. Because of its regional draw, this commercial area defines the City's image to many visitors to Milford. The recent development of Milford Market Place has been welcomed as a change to this perception.

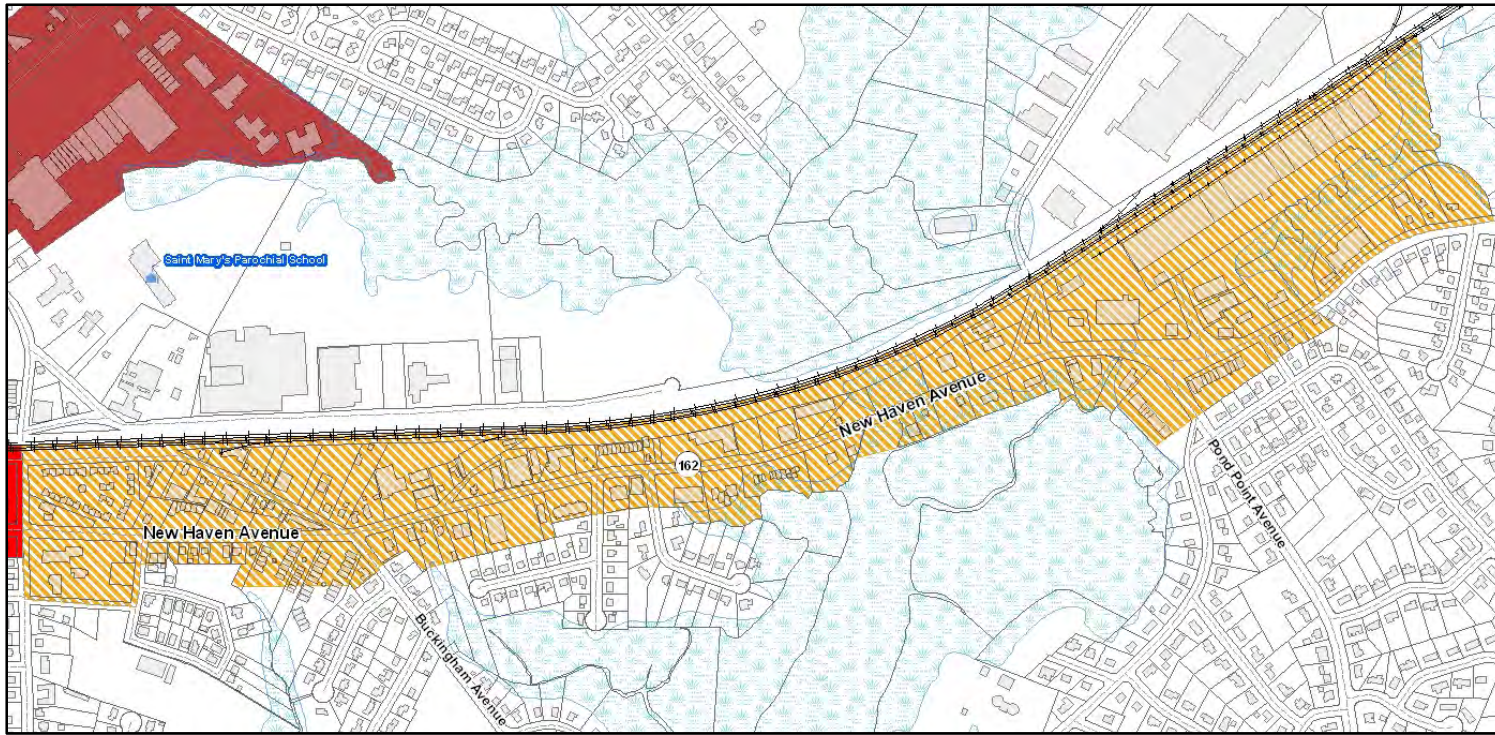


To continue to improve the image of the area, vigilance in the application of site development standards, streetscape appearance, Landscaping, architectural review, minimizing impervious surfaces, parking layout, the sighting of structures and the location of site entrances and exits needs to be maintained. Sidewalk development and interconnecting off street lot access should be pursued to remove localized traffic congestion between parcels.

#### **5) New Haven Avenue Commercial Corridor (Corridor Design District – 4)**

The New Haven Avenue Commercial Corridor extends from just east of Milford Center at Gulf Street to the more industrial areas at the intersection of Pepe's Farm Road. This area contains a mixture of uses including office, automotive repair, restaurants, commercial strip development, industrial and residential. The corridor is defined by a fairly narrow strip of land located between the existing railroad line and the shore. The narrow frontage in this area and the constraints presented by the railroad and the natural shoreline features limit the extent of development which can occur on individual parcels along the corridor.

Within the corridor there is a significant natural resource area at the Indian River outlet into Gulf Pond. There are currently several automotive repair and industrial uses in the vicinity of this important natural resource area. Because of the potential impact on adjacent coastal resource there is a need for specific development controls in this area. In addition to the protection of natural resources and this area of critical concern there is a need to improve the overall image of the area. Zoning site development standards should be upgraded to monitor development to ensure the protection of resources as well as improve site and streetscape appearance. Landscaping, berms and buffers, the extent of impervious surfaces, parking layout, the sighting of structures, signage and the location of site entrances and exits shall all be addressed as part of the new site development standards.



In-fill multi-family housing should be permitted in those areas of the corridor with the infrastructure and land area to support such uses. In-fill housing currently exists along the south side of this corridor segment. New Haven Avenue serves as the eastern gateway to Milford Center. In this area, transitional uses including higher density housing which would benefit from proximity to the train station is recommended. Gateway design treatments and design standards to ensure that physical design, landscaping and site layout are consistent with signage and streetscape treatments in and around Milford Center shall be developed and implemented.

## **Industrial Districts**

Parallel to many of the CDD districts borders I-95. The Western and Eastern most ends of I-95 in Milford are Industrial Zones that contain heavy industrial land uses, town services such as the pump station, and transfer station, and public utilities that benefit from easy highway access. On the Western end many of these uses are accessed by the School House Road/Bic Drive exit and on the east by the Woodmont road exit.

## **Summary**

In guiding future development and land use activity along the City's commercial corridors, the following should be emphasized when evaluating proposed development and redevelopment:

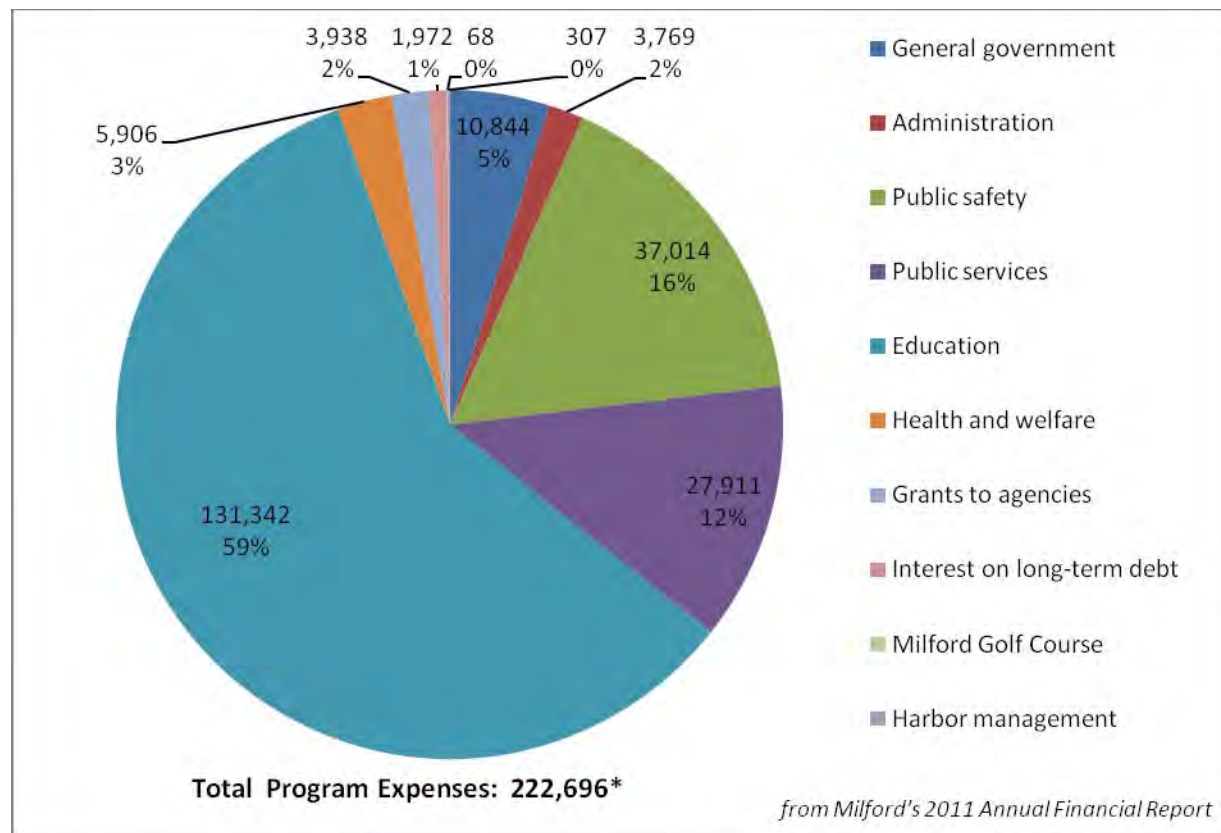
- The City has several commercial corridor segments that fulfill a unique and/or specific function within the community and the region. To promote sound development patterns in the corridors, the centralization of uses such as automotive dealerships, regional commercial establishments, arts and antiques galleries, interchange dependent and hospital and medical related uses should be encouraged within their respective zones, and be consistent with existing development trends.
- One hundred percent (100%) residential multi-family development along the City's business corridors would require a Special exception and site plan review to ensure such developments were in keeping with the surroundings and are of the highest architectural and site plan design. The provision of ample outdoor public recreation facilities, both passive and active shall be provided as part of the residential developments.
- Improvement of streetscape appearance, signage, landscaping, site coverage, minimizing impervious surfaces, the architecture and sighting of structures, and the location and reduction in number of entrances and exits
- Provide streetscape improvements to define "gateways" into Milford Center and Downtown. Signage and physical streetscape improvements should be made in the transition areas along Bridgeport Avenue and New Haven Avenue into Milford Center, along Cherry Street and in the vicinity of Boston Post Road and North Street.

- Encourage and support roadway improvements which allow for left turn lanes and/or improved signalization in key locations along the Bridgeport Avenue, Boston Post Road and New Haven Avenue corridors.
- Installation of sidewalks along both sides of the road in all corridor zones, and routes within a reasonable walking distance from the Zones to the Train station.
- Traffic impact studies as part of the development review process.
- Improve lot to lot interconnectivity, to keep traffic off route 1 that travels to adjacent parcels.
- Installation of bike lanes or sharrows in all corridors.
- Require bike parking facilities' as part of the site plan review process.

## Public Infrastructure and Buildings

Milford is a mature city that provides comprehensive city services from a full K-12 education system; broad Public Works functions such as 90% sewer coverage area with waste water treatment facilities, separated storm water management infrastructure, household waste disposal and recycling service, and road and public building repair and maintenance; full-time Fire and Police

Departments; an extensive Parks, Beach, and Open Space portfolio of properties with diversified activities programmed by the Recreation Department; a Health Department that not only ensures that the City's many restaurants are safe for our residents and visitors, but also oversees the general health and well being of our population; an Animal Control Department with a full-time animal shelter that also provides services to the Town of Orange; a Land Use Department that reviews development of the City's commercial and residential structures as well as instituting the City's floodplain management requirements; and general financial, legal and other administrative government functions.



The City is also a partner with local social service agencies that support the City's residents.



## **Education Facilities**

As with most Connecticut municipalities, the highest percentage of the Milford's budget (59% in 2011) is spent on education. The City recognizes that a high quality education system is crucial to a municipality's quality of life. Communities with high performing school districts are characterized by low crime, high medium incomes and property values, and robust economic development. The most recent population estimates<sup>1</sup> show that Milford has approximately 9,000 school aged children within its population. Approximately 7,300 students are educated through the Milford Public Schools in the City's eight (8) elementary schools, three (3) middle schools, (2) high schools, and an alternative high school. Since the last POCD, one (1) elementary school was closed (Simon Lake) and the remaining elementary schools were re-configured as paired sister schools – four (4) Kindergarten through 2<sup>nd</sup> grade and four (4) 3<sup>rd</sup> – 5<sup>th</sup> grade. Milford has proven adept at adaptive reuse of its public education facilities as each of the middle schools were previously elementary schools that have been retrofit and expanded for re-use in their current form. The former elementary school, Simon Lake, located near Walnut Beach is being re-purposed for other municipal uses, including a Police Substation and training facility, Milford Public Schools storage, and potential art support space for the nearby Stowe Arts Barn.

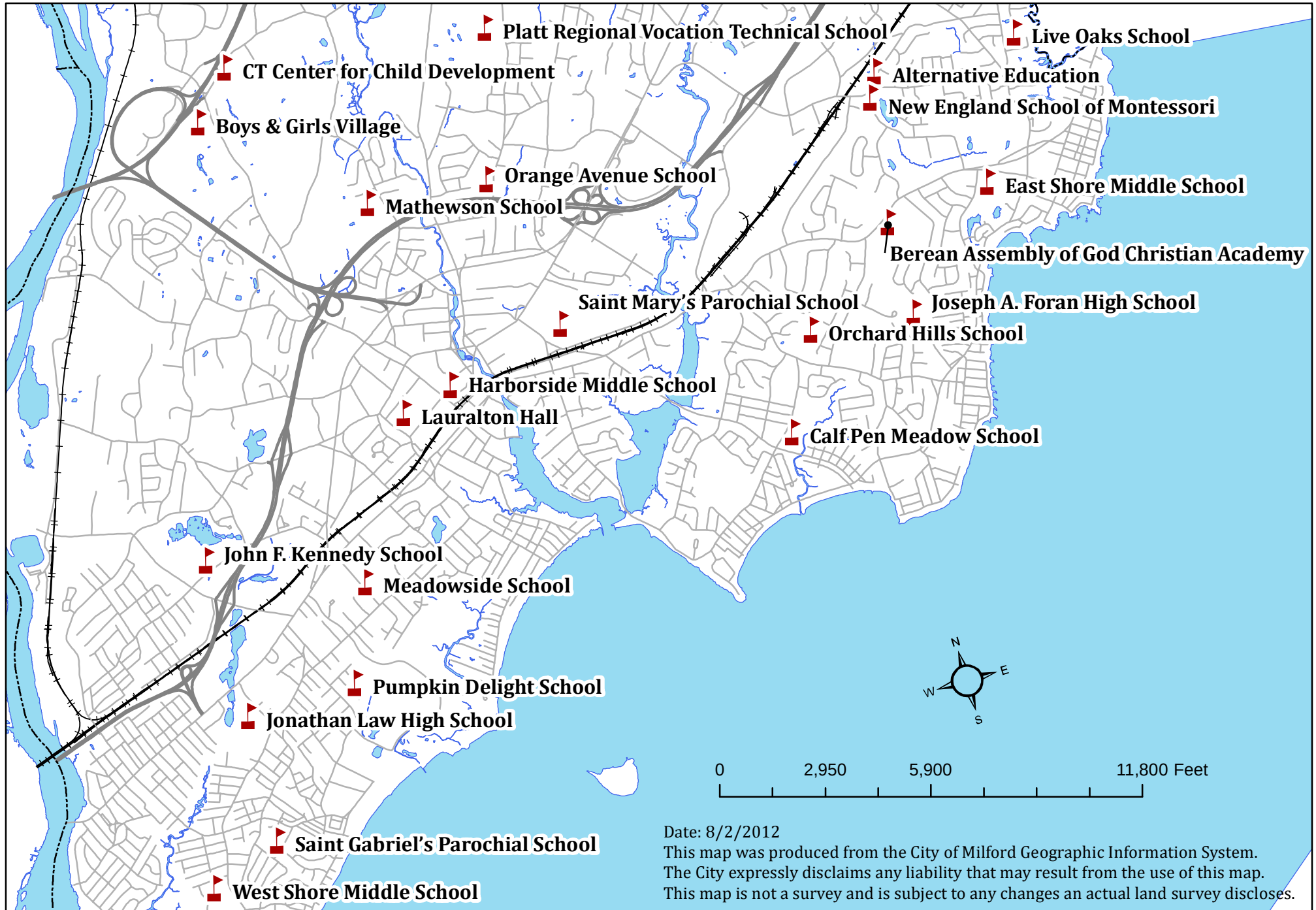
As shown on the attached map, many of the school buildings were constructed during the post-war housing boom of the 1950s and reflect population growth areas within the community at that time. The 1990-2000s housing construction period occurred in the northern area of Milford with larger lot sizes and clustered developments, but no new schools were built in these neighborhoods resulting in fairly high transportation costs for the district as they transport students from these neighborhoods to schools located in the southern, older neighborhoods of the City. The City's sidewalk infrastructure is being evaluated to determine areas where linkages need to be added to aid in a safer walking environment for students within a required walking radius and to allow for students outside the walking radius to safely reach consolidated bus stops to eliminate the total number of stops along a route. The school district has embarked on a large-range plan to better program its facility needs based on demographic projections for student population. Milford, like many Connecticut municipalities, is anticipated to have a decrease in student aged population in the next 10 years. This may lead to a decrease in the number of school facilities or additional reconfiguration of existing facilities as needed.

Milford also has several private educational institutions. There are two parochial elementary schools – both Kindergarten through Grade 8 - at St. Mary's and St. Gabriel's and one Christian, the Berean Christian Academy, that provides Pre-K through High School education. The school facility buildings are maintained privately by each individual church, however it should be noted that

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<sup>1</sup> 2011 estimates as shown on the Milford Town 2012 Profile by the Connecticut Economic Resource Center ([www.cerc.com](http://www.cerc.com))

# Milford Public and Private Schools



Date: 8/2/2012

This map was produced from the City of Milford Geographic Information System. The City expressly disclaims any liability that may result from the use of this map. This map is not a survey and is subject to any changes an actual land survey discloses.

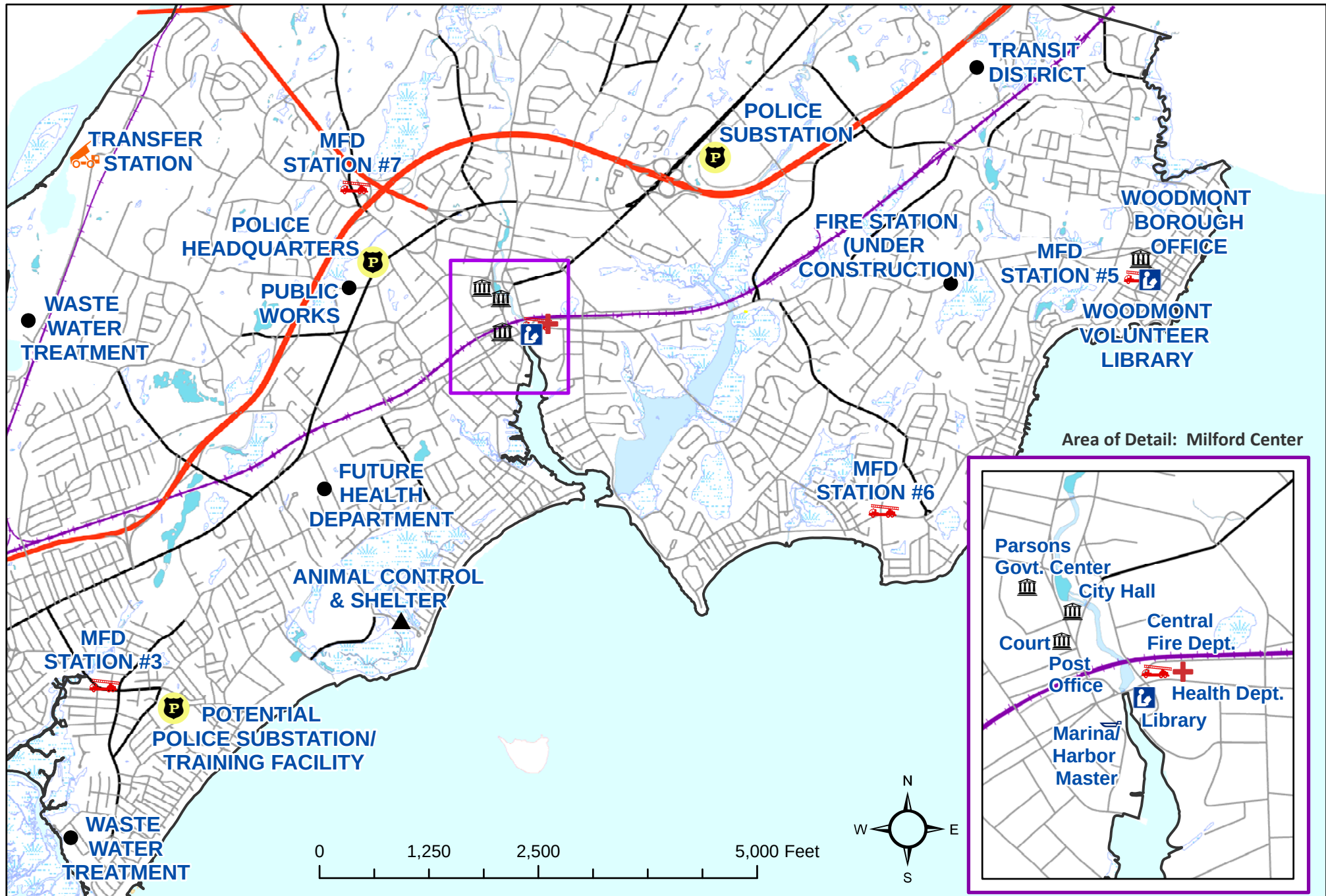
transportation for Milford children to these schools is provided by the school district. The New England School of Montessorri also provides Pre-K through elementary school instruction for children up to age 12. School Boys and Girls Village, a non-profit school founded in 1942, provides residential services and a Day School for ages 6 to 15 for special needs children and those requiring specialized academic and emotional assistance. The Connecticut Center for Child Development has two locations in the City and is a private non-profit school that provides instruction for children with autism, Asperger's Syndrome and other pervasive developmental disorders. Laurelton Hall, a catholic girl's high school which draws many students from Fairfield County, is located near the City's Center and is easily accessible due to its location near the train station. The City is also home to a wide range of private pre-school instruction facilities - both profit and non-profit.

Lastly, Milford has a regional-serving technical high school - Platt Tech which is part of the Connecticut Technical High School System which balances an academic and technical education. Specific technical study areas include: Architectural Technologies, Automotive Repair, Automotive Technology, Carpentry, Computer Aided Drafting & Design, Culinary Arts, Electrical, Electronics Technology, Electromechanical, Hairdressing & Barbering, HVAC, Information Systems Technology, Manufacturing Technology, Plumbing & Heating, Business School Partnerships, and Adult-Medical Assistant. Students are transported from Milford as well as other communities in New Haven County.

### **Government Buildings**

The City's administrative government functions are divided among several locations. Milford Center is primarily the City's civic center with the City Hall, Parsons Government Center, Main Fire House/Station 1 (for Emergency Operations and Fire Marshall Services), the Health Department, the Marina, and the Public Library all in close proximity to one another. Parsons houses the majority of City services and the Milford Public Schools administrative offices and also includes some State and county services such as a Department of Motor Vehicles satellite office, Veteran's Affairs office, Probate Judge for Orange and Milford, the Rape Crisis Center, Jobs Assistance programs, among other programs. A County Courthouse and a US Post Office branch are on West River Street near City Hall. Public Works, the Transit District, the Animal Control Department and Shelter, and the two Wastewater Treatment Facilities are located in outlying areas relative to the specific space and location needs of their services. The Federal Government is de-commissioning an Army Maintenance Facility on Seemans Lane and the City has submitted a request to use the site for the Health Department which has outgrown its current building near the central Fire Station.

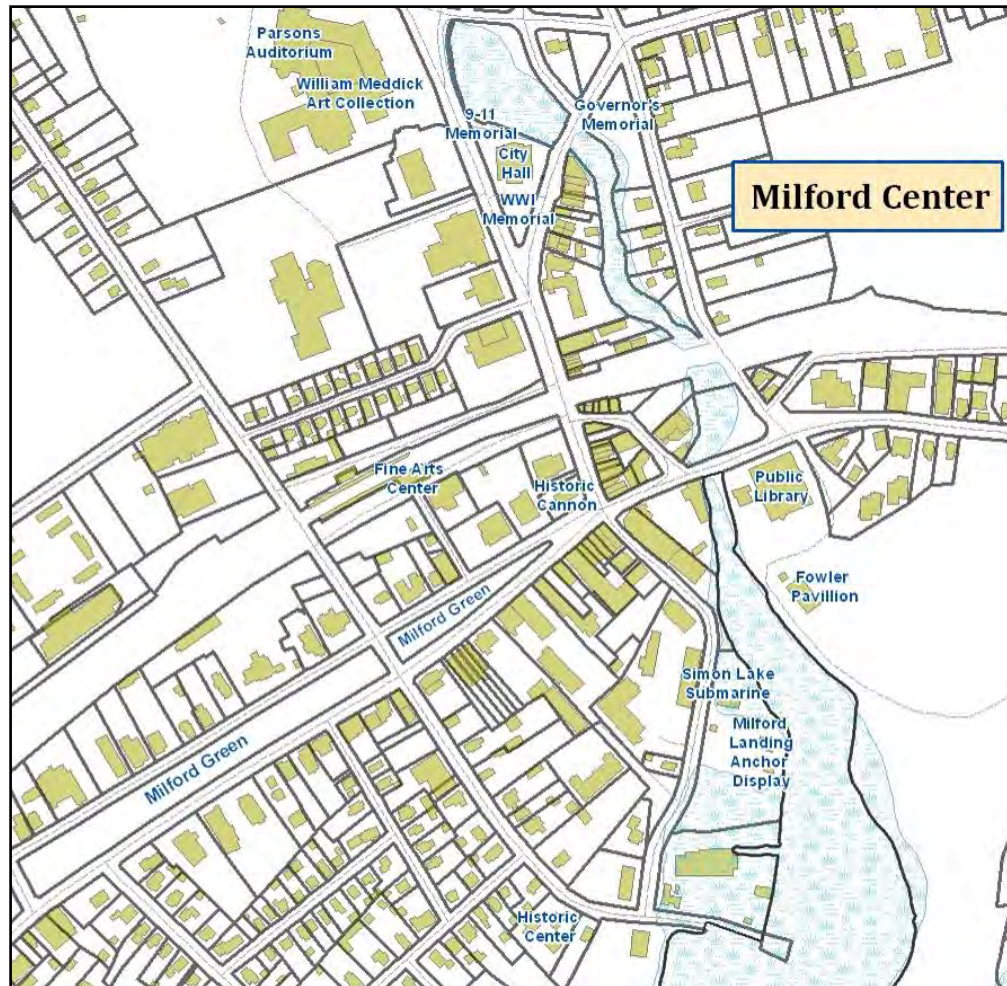
# Milford Government and Public Safety Buildings





Woodmont, as a borough within the City of Milford, has its Borough Headquarters currently on Clinton Street, but is hoping to relocate to Fire Station #5 on Kings Highway once the new Fire Station opens. Woodmont also has a volunteer Library and the Fannie Beach Community Center for community programming.

### Arts Buildings and Cultural Activities



Milford has two distinct cultural centers located in two of its oldest neighborhoods.

Milford Center is one of the oldest town centers in the State of Connecticut. It has a rich history with one of the state's longest town greens. The Green is used year-round and anchors the City's Festivals, Arts & Crafts Fairs, and Parades, including the Annual Oyster Festival which attracts approximately 50,000 people a year.

The Milford Fine Arts Center hosts art exhibits, performances, and other events. The Parsons Government Center Auditorium is utilized for many cultural events including annual performances of the Nutcracker, local Symphonies, and other musical performances. Parsons also houses the William Meddick Permanent Art Collection and its education wing has annual student art shows for the elementary, middle, and high schools. The City Hall auditorium is also used a performance space in addition to its government and civic programming. At Fowler Field, Milford Library provides year-round cultural programming and the Fowler Field Pavillion



provides a popular summer concert series free to the public. A recently added amenity is the installation of free wifi (wireless internet service) for Downtown area adjacent to the Green.

The Milford Environmental Concerns Coalition publishes a Milford Favorite Walks book [www.milfordecc.com](http://www.milfordecc.com) with maps and descriptions for the center's markers, memorials and plaques (Walk #12) and a Historic Walk (#11) that gives a tour of the Center's historic homes, sites, cemeteries, and churches which is anchored by the Milford Historical Society's grouping on High Street.



The Walnut Beach Association has been developing an Arts District in the Walnut Beach Center area for the last 15+ years. Since 1998, the Walnut Beach Association has been holding an Annual Arts Festival in August. Events are held at Walnut Beach, on the Viscount Drive green space area, and along East Broadway adjacent to the beach and festivities include an annual student art competition. The Arts District contains two important properties: The Firehouse Gallery and the Stowe Farm Arts Center. In 2000, the City of Milford and the Fire Arts Council agreed to convert the former Fire Station #3 into the Fire House Gallery. The Gallery features Artist residence living, Studio space, Classroom and workshop, Gallery - exhibiting 2 & 3 dimensional artwork, and a Gift shop offering hand-crafted gifts, cards, and prints.

The 1 ½ acre Stowe Farm property and barn is proposed for use as an Arts Center that may include art studios, rehearsal and performance space, classrooms, sculpture gardens, gallery and museum space. Work has been done to protect and shore up the Barn until additional funds can be generated to retro-fit the building. The original 2 ½ acre Stowe Farm property was subdivided and partially sold off in 2002. The West Shore Community Center and the Rotary Pavilion at Walnut Beach compliment the Arts District by providing indoor and outdoor programming and performance space. Private gallery and studio space is also located on Naugatuck Avenue and a portion of the Shweky Way mixed-use development project has been discussed for Live/Work artist space that would also complement the District, but this has yet to be completed.

The Yale Urban Design Group as part of its consultant work on POCD has provided some recommendations for better connecting Walnut Beach to the Walnut Beach Center which is discussed in more detail in the Commercial Corridor section.

### **Public Safety Facilities**

The City of Milford has five (5) fire stations with a full-time Fire Department staff. A new fire station is currently under construction on New Haven Avenue which will replace two of the aging Fire Stations on the east side of town (Melba Street and Kings Highway). When complete, all four (4) fire stations will be located within a half (½) mile driving distance from all areas of the City. As previously mentioned, the Fire Department Administrative offices currently located on the 2<sup>nd</sup> floor of the Central Fire Station, hope to move to the Health Department Building once they are relocated to Seemans Lane.

Fire Stations house equipment and staff, but fire fighting effectiveness also relies on water supply and hydrant infrastructure located in the neighborhoods and commercial districts throughout the City. As the City continues to develop and prime street frontage parcels are no longer available, residential rear lots have been constructed. The location of these lots can have public safety impacts

if hydrants are not located near by or where there is no public water supply available. Hydrants are constructed off public water mains and therefore are only available where public water supply exists. In areas with private wells, the Fire Department has to find nearby natural water bodies to supply water for firefighting purposes. It should be a high public safety priority to extend water service and provide new hydrants where new developments are proposed.

The Police Department Headquarters is centrally located on Boston Post Road/Route 1 adjacent to the Public Works Department. The full-time Department provides extensive public safety services reflective of the diverse nature of the community that includes: Patrol, Administration, Records & Licensing, Detectives, a Traffic Division, Special Investigations, Crime Prevention, a Training Academy, Identification Bureau (CSI), Narcotics and Vice Squad, and Marine Patrol/Dive Team. The Headquarters, constructed in 1979, is outdated and requires future expansion which is proposed to the rear of the existing building. There is currently a Police substation located at the Westfield Connecticut Post Mall due to the significant weekend populations the Mall brings to the area. The former Simon Lake School in the Walnut Beach area is anticipated for partial use as a Police Substation and Training facility. The Police Department expansion and substation/training facility for Simon Lake should both continue to be a high priority for the City in order to maintain a high level of public safety provision.

The City's Emergency Operations Center (EOC) is located at the Central Fire House and plays an important part in providing a coordinated control center for Police, Fire, and other City Departments in responding to wide-spread emergencies such as floods, hurricanes, or Nor'easters.

### **Sewer Infrastructure and Capacity**

Approximately 90% of the Milford's housing units and commercial properties are on public sewer with the exception of residential areas north of the Wilbur Cross Parkway adjacent to the Town of Orange. Northern area sewer expansion was proposed as part of the Avalon development. However, that development has been stalled first by lawsuit and secondly by the housing market.

The City's has two Wastewater Treatment facilities that are located on the Housatonic River and discharge into that water body. Both plants were upgraded in 2006-2008 to update their processing systems and to increase capacity. The City has 40 pump stations located throughout the City with 260 miles of sewer lines that feed into the Housatonic and Beaver Brook Treatment facilities. The Housatonic Plant has capacity for 8.3 million gallons per day (mgd) and the smaller Beaver Brook Plant can process 3.1 mpg. The Beaver Brook Plant operates at capacity and Housatonic Plant currently processes approximately 7 mpg.

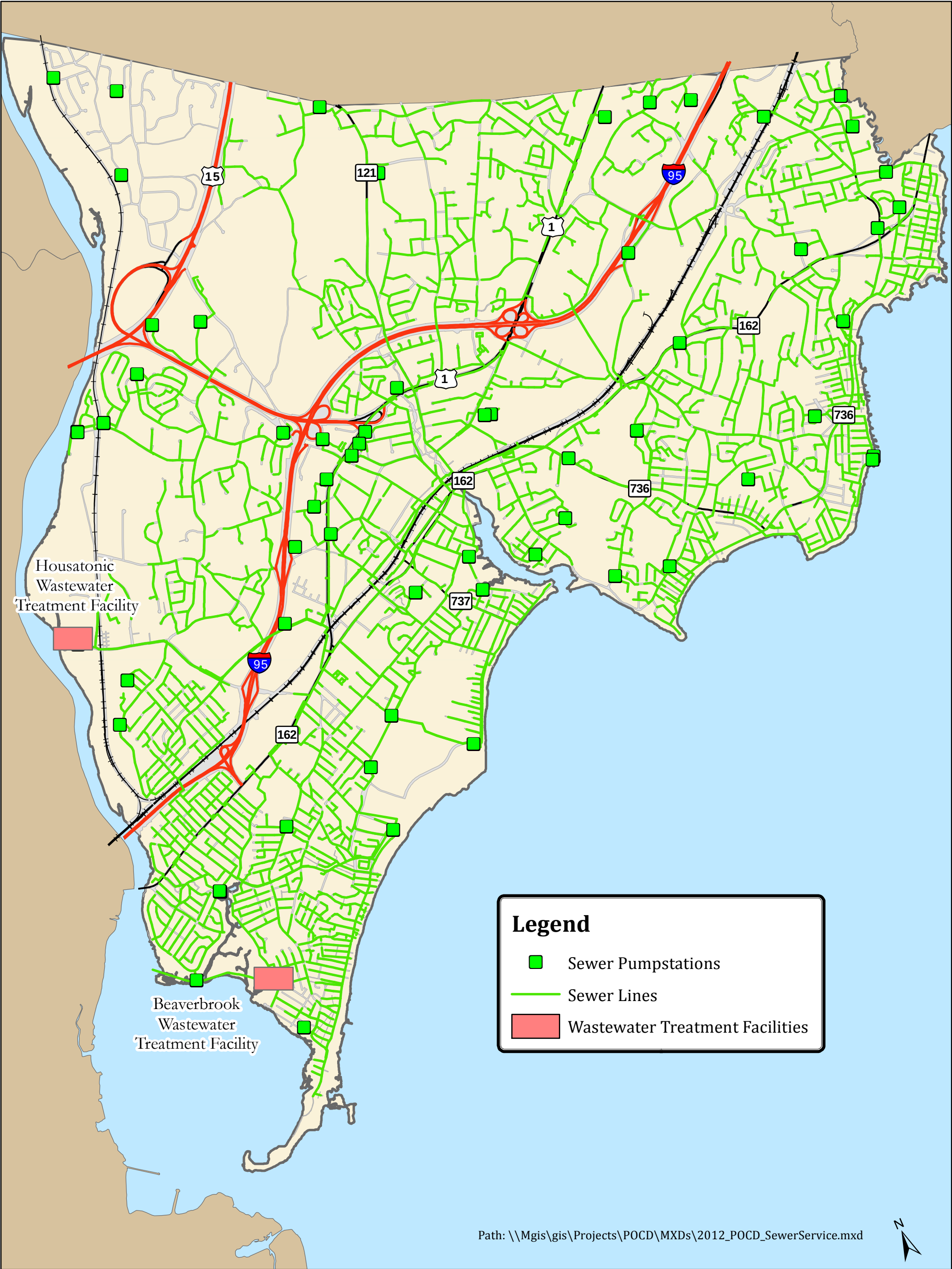
The Capital Improvement Plan includes plans to expand sewer infrastructure in the following areas of Milford.

| <b>Approved, Pending Construction</b>                                                                                                                                                                                                                                                                                                                                     | <b>Proposed, Not Budgeted</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Roller Terrace and some businesses on Boston Post Road</li> <li>• Jennifer Lane (off West Rutland Road)</li> <li>• Riveredge Drive (off Gulf Pond Lane)</li> <li>• Parts of New Haven Avenue near and including sections of Dunbar Road, Seabreeze Avenue, and Kerry Court</li> <li>• Grove Street and Rosemary Court</li> </ul> | <ul style="list-style-type: none"> <li>• Portion of Plains Road</li> <li>• Raton Drive</li> <li>• Wilson Street</li> <li>• High Street (I-95 S to BPR)</li> <li>• Wheelers Farms Road (#440 to Milford Connector)</li> <li>• Macadam Terrace</li> <li>• Booras Lane</li> <li>• Rutland Road (to Chevelle Place)</li> <li>• Wheelers Farms Road (Rt. 15 N to Lavery Lane)</li> <li>• Musket Hill Lane</li> <li>• Pine Knob Terrace</li> <li>• Dart Hill Road</li> <li>• Lavery Lane</li> <li>• Wellington Road</li> <li>• Herbert Street (portion of)</li> <li>• Wheelers Farms Road (Lavery to Oak Bluff)</li> <li>• Autumn Ridge Road</li> <li>• Beverly Road</li> <li>• Honeycomb Lane</li> <li>• Honeysuckle Lane</li> <li>• Mountainville Drive</li> <li>• Oak Bluff Road</li> <li>• Old Country Lane</li> <li>• Tanglewood Circle</li> <li>• Westminster Court</li> </ul> |



# Sewer Service

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department





Some of the proposed projects are required to address failing septic tanks or cesspools that are directly affecting the water quality of the adjacent water ways such as the Oyster River and Gulf Pond.

The City has aging sewer infrastructure, particularly in older sections of the City, that need to be evaluated to ensure that it is of adequate size and capacity to address proposed economic development for an area. For example, the Walnut Beach area is currently under utilized, but its land use goals support reintroducing additional commercial development such as restaurants. Should upgrades be required to support these land use and economic development goals for the area, these upgrades should be a high priority for the City. Consistent with one of the State Plan of Conservation and Development Growth Management Principles, the City should make it a high priority to “redevelop and revitalize regional centers and areas with existing physical infrastructure” such as Walnut Beach with associated existing residential neighborhoods in close proximity. As the City’s Wastewater Treatment Facilities currently operate at approximately 90% capacity, additional development may require future expansions to these facilities to treat additional gallons/day.

#### **Public Works and Waste Processing**

The City’s Public Works Department provides regular trash pick-up and operates its own Transfer Station that transports waste to a regional processing facility. Although Milford has provided curbside recycling for many years, it recently converted to single stream recycling with a larger bins and the ability to recycle a wider range of materials. Due to this arrangement, the Transfer Station also accepts more materials for recycling such as electronics. This reduces the amount of regular household waste overall and the tonnage sent to the regional processing facility which therefore reduces costs to the City. There is a also privately-operated local and regional serving Waste Reduction Facility that accepts non-household waste such as construction and demolition debris located on Old Gate Lane that provides reduced rates for City residents. Another private company, Grillo Green Cycle, composts leaves and yard waste in contract with the City, at a reduced rate for residents, and for private landscaping companies. The City should continue to increase its recycling efforts, not only as a Best Management Practice and a more sustainable Waste Management Policy, but also to reduce tonnage and waste processing costs which results in cost savings to the tax payer.

#### **Water Supply and Storm Water Management**

Milford’s public water supply is provided by the Regional Water Authority (RWA). Due to the City’s location at the bottom of the watershed and its high density residential and commercial neighborhoods, there are no protected watershed lands within the City. In addition, the RWA has sold most of its properties, including the Beaver Brook Reservoir, to the City and other private property

owners for development. RWA water tower reserves are located both on West Avenue and Ford Street. Although a limited number of private homes located in the northern area of the City are still on private well systems, Milford has no State Identified Aquifer Protection areas or active drinking water supply sources.

The City has a separate storm water system with catch basins, curbing, and largely untreated outfalls into adjacent wetlands and water bodies. In storm conditions in the summer, storm water that runs off of asphalt areas is at higher ambient temperatures than the water bodies they drain into. The increase in temperature can have detrimental effects on the flora and fauna of the watershed. The City should continue to work on improving water quality as discussed in other sections of the POCD by retrofitting some developed areas with Green Infrastructure such as removing curbs to allow for direct sheet-flow onto pervious surfaces which allow for natural ground water re-absorption. Green Infrastructure should be a high priority for new developments and adaptively re-used sites.

### **Other Utilities**

Milford has a host of major utility facilities that call the City home. These are predominantly located in the Industrial area near the Housatonic River. As more heavily industrial and manufacturing uses that require truck traffic have moved to areas with better highway access (specifically Woodmont Road and Old Gate Lane off Exit 40), the utility companies have become good industrial neighbors with relatively low traffic generation and clean, well run facilities. There are several Power companies, Devon Power (a subsidiary of NRG), Milford Power, and a CLP/Northeast Utilities Substation in conjunction with the overhead Transmission Lines that extend through north Milford as part of the Norwalk to Middletown system. There are two natural gas companies, Southern Connecticut Gas (recently purchased by UI) and Iroquois that also have facilities here. Milford is the CT landfall location of the Iroquois pipeline that extends across Long Island Sound from Long Island. In addition to these locations, United Illuminating (UI) also has a substation location in the City on Bridgeport Avenue. The City should continue to support the utility corridor that has developed in this area and continue to promote more intense traffic generation uses to sites in closer proximity to direct highway access. The attached map also shows where telecommunications infrastructure (i.e. towers) is located that provide cell and wireless services. Most of these are co-location facilities where multiple carriers use the same tower for their equipment.



# Telecommunication Towers



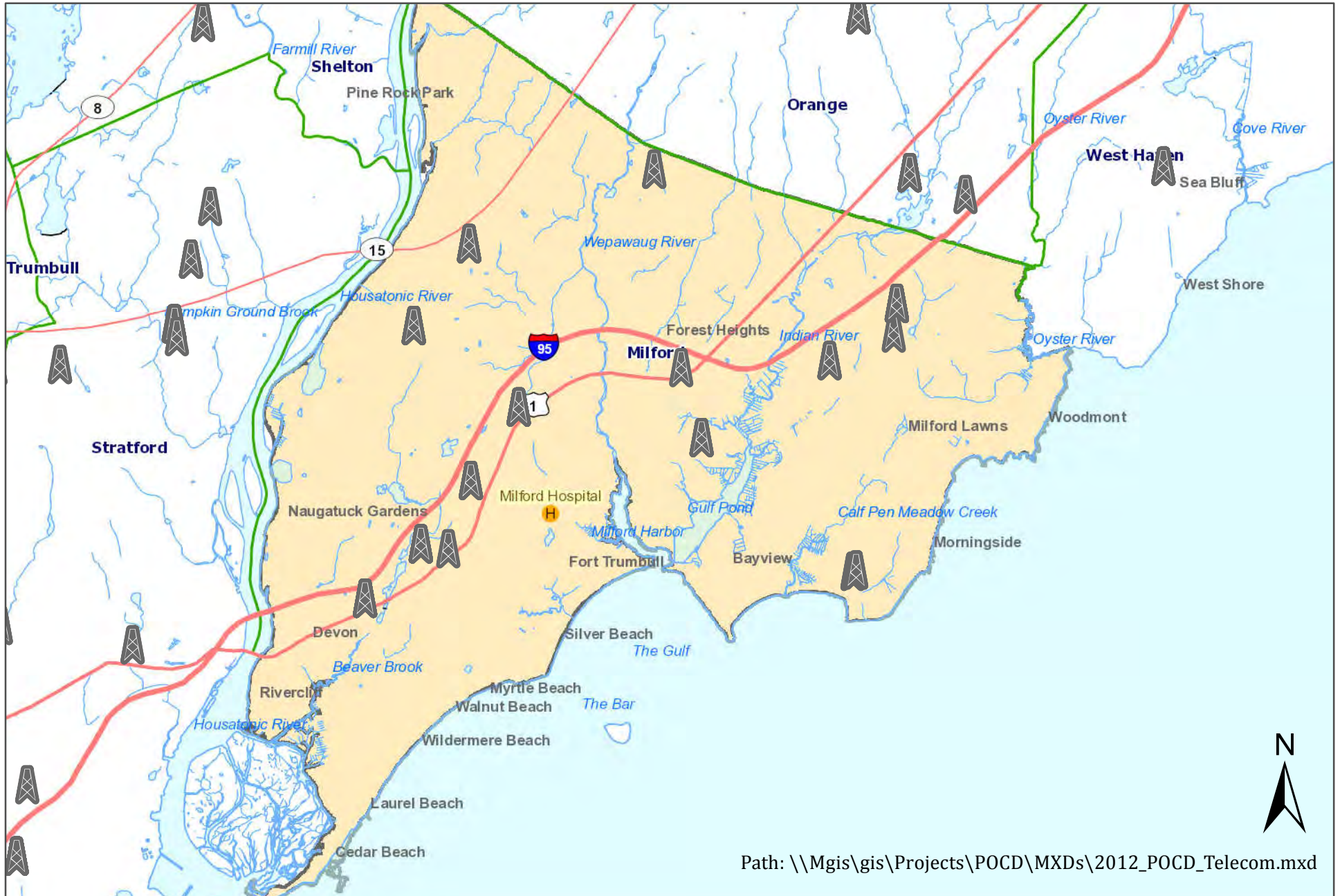
Data Source: Connecticut Siting Council 09/12 Data

Plan of Conservation and Development

City of Milford - 2012

GIS maps provided by MIS Department

Basemap data provided by Center for Land Use Education and Research



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## Transportation and Circulation

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Milford can be reached by highway, parkway or rail connecting in to the greater New York Metro and other New England states. Regionally, the City's ample bus connectivity contributes to the success of its role as a regionally serving commercial corridor by providing needed transit flexibility to the City's retail and service sector employee base. Locally, Milford has an extensive established roadway network. However, there is still much work to do to ensure that Milford becomes more comprehensively multi-modal in terms of bike-ability and walk-ability to better connect its people and places.

### State and Regional Access

Milford is easily accessible from both I-95 and the Wilbur Cross Parkway. These highways are directly connected to each other by the Milford Parkway Connector. Milford's I-95 highway access is complemented by the truck serving businesses off Exit 40 at Woodmont Road and Old Gate Lane, including maintenance, truck wash, and truck stop eating and rest area facilities in addition to the highway rest stop areas (in both directions) located just past exit 40. There are eight (8) highway exits along I-95 as shown in the table below with both major employers and multiple service facility opportunities available for those traveling through or to the City.

| Highway Exit                          | Major Employers                                                                        | Service Facilities                                   |
|---------------------------------------|----------------------------------------------------------------------------------------|------------------------------------------------------|
| #34 - Devon                           | Devon Center                                                                           | Food & Fuel                                          |
| #35 – School House Road               | Subway World Headquarters, ADP, Bic Lighter Manufacturing                              | Food & Lodging                                       |
| #36 Plains Road                       | Milford Hospital                                                                       | Food, Fuel & Lodging                                 |
| #37 High Street                       | Milford Center, Parsons Government Center, Milford Public Schools                      | Food & Fuel                                          |
| #38 (Milford Parkway to Wilbur Cross) |                                                                                        |                                                      |
| #39a Route 1 South                    | Milford Center, Schick Manufacturing                                                   | Food, Fuel, & Lodging                                |
| #39b Route 1 North (Boston Post Road) | Westfield Shopping Center, Costco, and other Regional retailers                        | Food, Fuel & extensive retail                        |
| #40 Woodmont Road                     | Commercial and industrial corridor along Old Gate Lane, Quirk Road and Research Drive. | Food, Fuel & Lodging. Extensive Truck stop services. |

The Wilbur Cross Parkway (Route 15) is limited to passenger vehicles where commercial truck traffic is prohibited and has two exits, Wheelers Farm Road and Wolf Harbor Road that provide access to several Corporate Office parks. As the Parkway area is otherwise predominantly residential, there are no services provided in proximity to the off-ramps. However the Milford Parkway Connector exit provides direct access to both I-95 and north and south-bound Route 1's (Boston Post Road) business corridor. It should be noted that the Wilbur Cross as it transitions to the Merritt Parkway has a bike/pedestrian trail that starts in Milford and travels over the Sikorsky Bridge into Stratford. I-95's Moses Wheeler Bridge that extends over the Housatonic River is currently being replaced with some staging occurring off of Naugatuck Avenue in Milford. These highway networks are otherwise firmly established with no additional expansions or upgrades anticipated within the City of Milford.

### Rail and Bus Access

The heart of Milford's transit network is the train station located within its historic City Center. The station is part of the Metro-North railway corridor that provides east-west and north-south access by easily connecting into the Amtrack and the Shoreline East network in New Haven. Although no specific boarding data is available to represent the number of riders for the Milford Station, the 4-year waiting list for a resident permit for the municipal parking lots (providing 422 spaces) demonstrates the station's local demand. The Milford Transit District operates the City's lots and has provided the following parking data that also shows the total capacity and the average spaces used for station and commuter parking:

| Train Station Parking Lot        | Spaces      |
|----------------------------------|-------------|
| Resident (Permit Restricted)     | 422         |
| Municipal Daily                  | 131         |
| Handicap Accessible Daily        | 6           |
| Old Gate Lane Commuter           | 75          |
| School House Road Commuter       | 46          |
| Milford Connector Commuter       | 25          |
| Route 15 at Wheelers Farms Road  | 59          |
| Fowler Field (Free to Residents) | 96          |
| Private Lot (DeLeo)              | 30          |
| Private Lot (Agro)               | 55          |
| Private Lot (Funeral Home)       | 75          |
| <b>TOTAL</b>                     | <b>1020</b> |





# Public Transit

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







The permit, daily, free, and private lots generally experience 100% occupancy with the commuter lot occupancies varying by location. The update to the Milford Center Downtown Plan includes identification of alternative parking structure sites so that the Fowler Field commuter parking lot may potentially be relocated. Relocation of this parking should remain a high priority based on its high demand and to allow for a Fowler Field reconfiguration that better organizes its public uses and open space.

Bus use in the City is also high. For the July 2011-June 2012 fiscal year, the Milford Transit District has indicated that ridership for their local Milford fixed routes (outlined in the table below) was 90,165 passengers and the Milford Transit portion of the Coastal Link Service was 315,374 passengers. Overall between Milford, Norwalk and Bridgeport Transit, the Coastal Link ridership for the year was approx. 1.2 million passengers.

Milford Transit District is the City's local bus transportation provider and provides hourly service with three (3) distinct routes as shown below in addition to Route 1 which connects into the regional Coastal Link service to Norwalk.

| <b>Route # and Name</b>                     | <b>Bus Stop Locations</b>                                                                                                                               | <b>Hours of Operation</b>                                                         |
|---------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------|
| Route 1: Coastal Link                       | CT Post Mall to Milford Center/RR Station to The Dock Shopping Center in Stratford connecting to Norwalk Hub                                            | Varies by Hub<br>M-F: 6am - 10pm<br>Sat: 5:30am – 10pm<br>Sun & Holidays: 9am-7pm |
| Route 2: Post Mall/The Dock Shopping Center | Milford Center/RR Station to CT Post Mall to the Senior Center to Naugatuck/West Avenue to Devon Center to the Dock Shopping Center in Stratford.       | M-F: 6–11am & 2-6pm<br>Sat & Sun: No service                                      |
| Route 3: Westshore                          | Milford Center/RR Station to Silver Sands State Park to DeMaio Drive to Viscount Drive to K-Mart Plaza/Walgreens to Milford Point Road & Broadway Loop. | M-F: 6am – 6pm<br>Sat: 8am – 5pm<br>Sun: No service                               |
| Route 4: Woodmont                           | Milford Center/RR Station to CT Post Mall to Commuter Lot/Old Gate Lane to Chapel/Merwin Avenue to Platt/Melba Street.                                  | M-F: 6am – 6pm<br>Sat: 8am – 5pm<br>Sun: No service                               |

CT Transit also provides regular service along Route 1/Bridgeport Avenue to Boston Post Road feeds into other areas of the City as shown on the attached Transit map.

The Westfield Shopping Center is a significant transit user with a large segment (understood to be approximately 40%) of its employee base relying on local and regional bus service. Transit infrastructure improvements are desperately needed such as the long anticipated Transit Center at the Westfield Shopping Center and other bus shelters along Milford's prominent arterials. The City has recently approved a new bus shelter on Bridgeport Avenue across from the K-Mart shopping plaza. It is a high priority to complete the Transit Center at the CT Post Mall and provide additional Transit shelters along the City's primary transit routes.

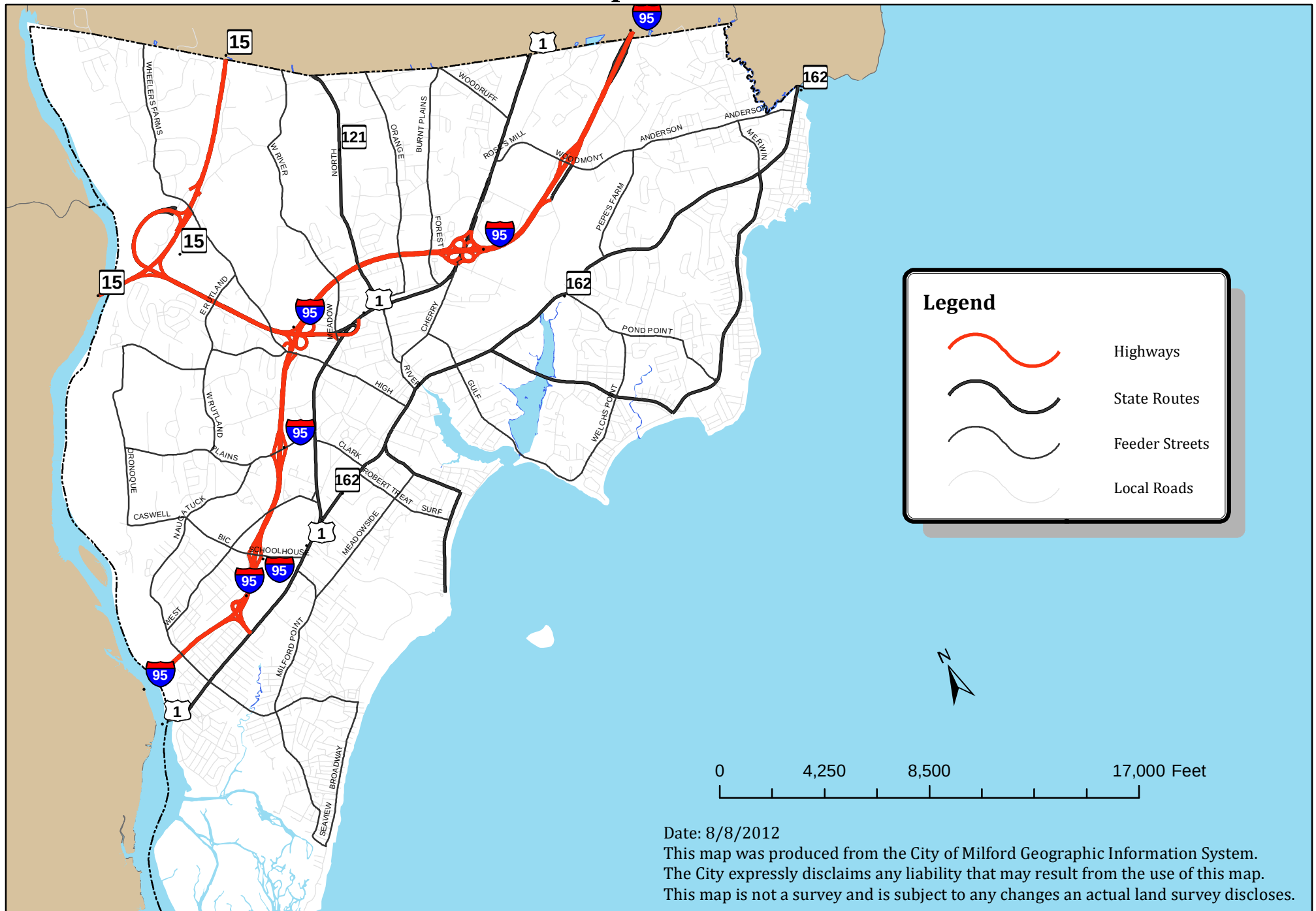
### **Local Arterials and Roadways**

Milford's road network is anchored west to east by U.S. Route 1 starting out as Bridgeport Avenue at the Stratford border and transitioning to the Boston Post Road prior to the City's center through to the Orange border. Route 1 is the City's preeminent commercial corridor and divides the densely developed shoreline to the south and the more suburban residential north. It changes in character from mixed-use local Main Street to heavily automotive-oriented regional commercial corridor with its speed limits changing accordingly. Its land use variations are discussed in more detail in the commercial corridor sections. The City has several state roads, including:

| <b>State Road Name</b>                                                 | <b>Number</b> | <b>Direction and Route</b>                                                                                                  |
|------------------------------------------------------------------------|---------------|-----------------------------------------------------------------------------------------------------------------------------|
| North Street                                                           | 121           | North-south: starts at Boston Post Road/Route 1 and continues to Orange border                                              |
| Bridgeport Avenue to South Broad Street to New Haven Avenue            | 162           | East-west: starts at Route 1/Boston Post Road intersection and continues to West Haven border                               |
| Buckingham Avenue to Melba Street to Edgefield Avenue to Merwin Avenue | 736           | North-south: starts at New Haven Avenue and changes to east west at Melba Street until termination as Merwin at Oxford Road |
| Seaside Avenue                                                         | 737           | Starts from Bridgeport Avenue/Route 1 to Silver Sands State Park                                                            |
| Milford Parkway                                                        | 796           | Connects I-95 to Wilbur Cross Parkway with exits to US Route 1                                                              |

In addition to the State Roads listed above, Milford's primary north south local arterials include: Naugatuck Avenue, Bic Drive/School House Road, Plains Road, High Street, Wheelers Farms Road, West River Street, Pond Pont Avenue, Orange Avenue, Burnt Plains Road, and Woodruff Road.

# Milford Basic Transportation Classification





The east-west local arterials include: Milford Point Road, Seaview Avenue, Broadway, East Broadway, Meadowside Road, West Avenue, Oronoque Road, Broad Street, Cherry Street, Gulf Street, Woodmont Road, and Anderson Avenue.

### **Multi-Modal Improvements: Complete Streets**

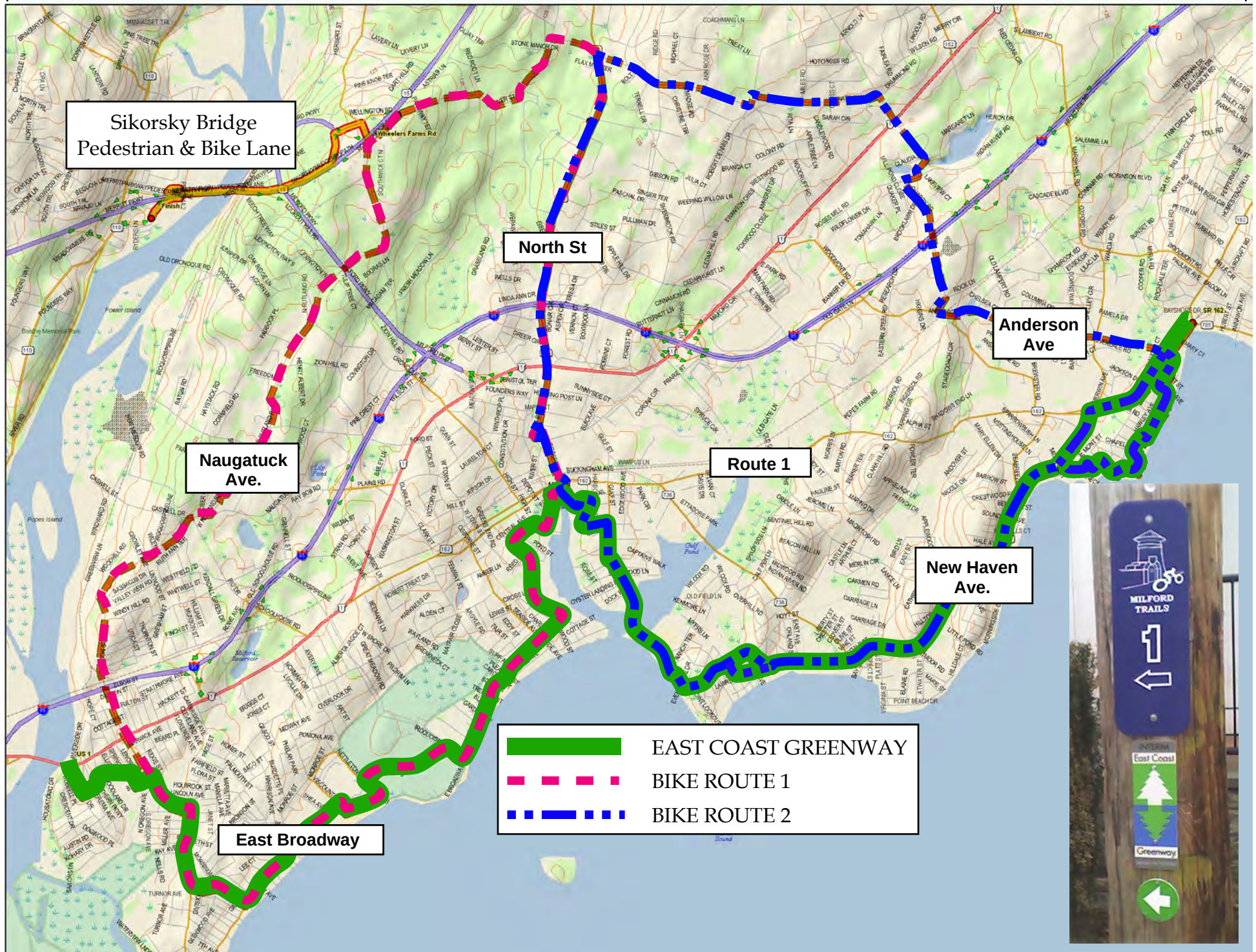
Milford's full time population expanded rapidly in conjunction with the post war housing boom of the 1950s. Consistent with neighborhood and street design of the era, much of the City is suburban scaled with an auto-oriented road network that does little to address sharing the road with bicycles and pedestrians. Exclusively auto-oriented roadways result in significant financial burden to Milford as seen most dramatically in the transportation component of the education budget - as children cannot safely walk or bike to their schools, but need to be bused at great expense (\$4.5 million per the Milford Board of Education Proposed 2012-2013 Budget). The City's transportation network needs to accommodate all users. The City's pedestrian sidewalk infrastructure is most consistent in the Historic Center, but the sidewalk network as a whole requires improvement in order to better connect its people and places.

### Public Infrastructure

The State has recently implemented Complete Street legislation through (PA-09-154) and Connecticut General Statutes (CGS) Sec. 13a-153f & Sec. 13b-13a which were adopted in 2009. This law requires that at least one percent (1%) of the annual transportation budget be used to fund improvements for all users such as bikeways and sidewalks. As a first step in achieving complete streets, the City needs to identify State roadways scheduled for improvement and ensure that state projects within the City are designed to add bike/ped improvements.

The City should also review its own schedule of local roadway improvements and implement bike/ped infrastructure where capacity is available. The City's Milford Ped Committee has identified a bike route (see attached map) to provide connectivity to the East Coast Greenway, but it is circuitous in nature. Additional bike lanes need to also be identified to provide connectivity across town and to schools, jobs, housing, and other modes of transportation (i.e. connecting to the bus and rail network). It is highly recommended that the state roads and local feeder streets/arterials identified in the prior section be targeted as the City's first priority for in-fill bike/ped infrastructure including sidewalks where none exist.

# Sikorsky Bridge Pedestrian & Bike Lane - Milford Bike Trails





Areas in need of improvement include:

- Expanding the sidewalk network to provide better connectivity between older Milford and the more newly developed sections.
- Expand bike lanes to provide a more comprehensive circulation pattern to get to the central transportation district.
- Better delineated bike lanes where available whether through sharrows or better signage.
- Education/outreach to promote any new bike/ped infrastructure and rules for sharing the road.

#### Private Development

Complete Streets can also be implemented project by project. The Law also designates a State of Connecticut Bicycle and Pedestrian Advisory Board that identifies policies for improving bike/ped infrastructure and transportation. In their most recent 2011 report ([www.ctbikepedboard.org](http://www.ctbikepedboard.org)), they indicate the following recommendation:

*Recommendation #7 – Local Ordinances and Regulations to be Consistent with Complete Streets Law.* In order for the Complete Streets Law to be effective, local municipalities need to update their procedures and policies. The Board recommends that local municipalities take the following actions:

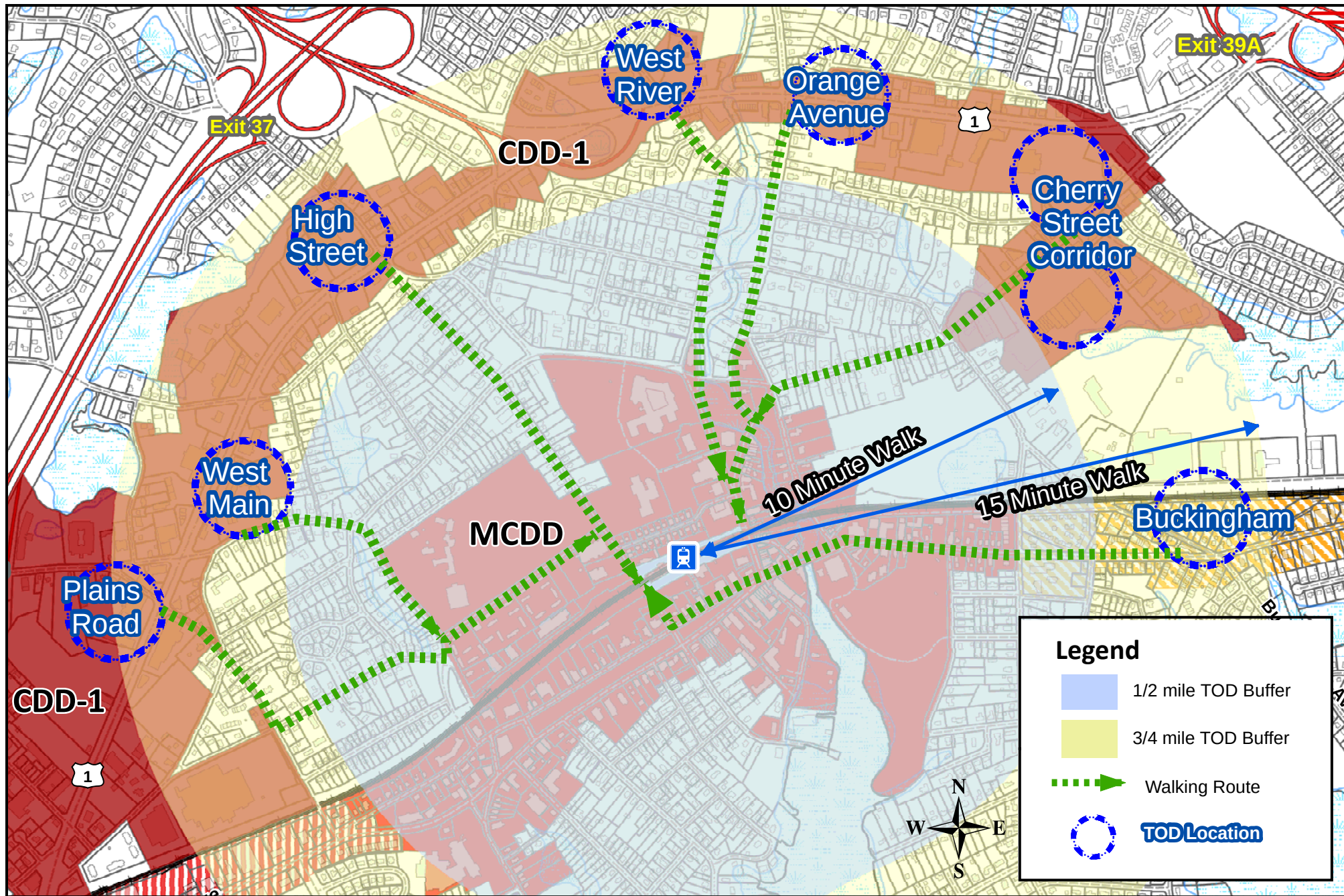
- a. Update sidewalk ordinances to require connectivity;
- b. Update Zoning and Subdivision Regulations to include Bicycle & Pedestrian data collection, design standards, and accommodations; and,
- c. Ask developers if their project complies with the Complete Streets Law in considering all users. (See section on developing a checklist).

It should be a high priority to revise the Zoning Regulations for new projects or adaptive re-use of existing development sites to require not only sidewalks along public right of ways, but multi-modal infrastructure such as interior sidewalks, bike racks and/or lockers for employers as well as employee changing areas.

#### **Transit-Oriented Developments**

Growth Management Principle #3 of the State Plan of Conservation and Development requires that the City concentrate development around transportation nodes and along major transportation corridors to support viability of transportation options.

# Transit Oriented Development (TOD) Opportunities



Milford is fortunate to have a high demand Metro-North train station and existing land use patterns that currently support this growth management principle with the potential to expand on it.

The attached map shows areas where there is development opportunity for Transit-Oriented Development (TOD) sites. The half ( $\frac{1}{2}$ ) mile radius around the train station is fully developed with only a few under-utilized properties that can support additional mixed-use development for TODs. Remaining parcels in this area are more specifically discussed in the Downtown Plan update by the Yale Urban Design Workshop. Since the last POCD, many TODs have been constructed in this radius (predominantly by local developers Smith Craft) including Prospect Street, One New Haven Avenue, Noble Avenue Apartments, and Cherry Street mixed-use that have added workforce housing in close proximity to the train station. This housing provides much needed housing diversity for young professionals, seniors down-sizing from larger homes, and couples without children. There is a high demand for this housing type and their developments experience very low residential vacancy rates.

The three-quarter ( $\frac{3}{4}$ ) mile radius to the train station corresponds almost exactly with the Boston Post Road/Route 1 radius around Milford Center. The  $\frac{3}{4}$  mile distance equates to an approximate 15-minute walk to the train station/Milford Center with some pedestrian infrastructure already in place. There are several under-utilized intersections on Boston Post Road that can support mixed-use development with additional housing including Plains Road, West Main Street, High Street, West River Street, Orange Avenue, some additional parcels on the Cherry Street corridor, and at a smaller scale - along the Buckingham Avenue corridor. It is highly recommended that all TOD housing be designed a mixture of studios or 1-to 2-bedroom units as this type of housing adds much needed diversity in housing type to Milford's housing stock. Mixed-use or TOD developments in these areas should be designed consistent with the national TOD model with street frontages close to the roadway and interior sidewalks connecting to public sidewalks.

As will be discussed in the Chapter on Sustainability, additional development at these key intersections also helps to better connect Milford's people and places by providing developing a more hospitable environment and sense of place along the journey to the City's Center.



## Sustainability

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From a land use perspective, sustainability defines a movement to encourage compact development patterns and infrastructure that can be sustained over time – both from an ongoing cost perspective of affordability and tax-payer burden and independent access for all users via foot, bike, or automobile. This can best be visualized through village-scale proportionality where people have ample access to centrally located goods and service providers and where the common housing form is closer to these needs with either smaller lot size or more vertically-dense housing options. In Milford, there is a good foundation for a series of sustainable neighborhoods particularly where these neighborhoods were established in the pre-automobile era. These include Devon, Walnut Beach, Milford Center, Pond Point Avenue, and New Haven Avenue/Chapel Street and even smaller subsections of neighborhoods where small convenience stores are located at key intersections. Sustainability also means managing land use growth better and smarter. The recent infill Transit-Oriented Development that has occurred in close proximity to the train station is a great example of smart growth and sustainable development and has diversified our housing stock and allowed young professionals and down-sizing seniors to continue to call Milford home.

From an economic development perspective, walkable communities are also desirable shopping and dining destinations. Milford and Devon Center both have extensive sidewalk networks that connect their commercial businesses to their residential neighbors. The Milford Marketplace Shopping Center on the Boston Post Road is, in part, successful because it replicates a desirable walkable downtown even though most patrons drive to get there. The provision of a grocery store and a diverse mix of businesses (haircuts, restaurants, shopping, etc) connected by pedestrian infrastructure in close proximity to residential neighborhoods may result in Milford Marketplace becoming its own commercial node that supports the resident neighborhoods that live directly north of Boston Post Road.

### **State Smart Growth Policies**

In the State Plan of Conservation and Development, many of the Growth Management Principles (GMP) direct cities to more sustainable development policies including: revitalizing existing centers supported by public infrastructure (GMP #1) and concentrating development around transit nodes and along transportation corridors through the identification of Transit-Oriented Developments and identifying brownfield sites that may be re-used (GMP #3).

Public Act 9-230 is the state policy that defines the principles of Smart Growth as to support and encourage smart growth. This is included as part of the State POCD in the appendices. The policy promotes:

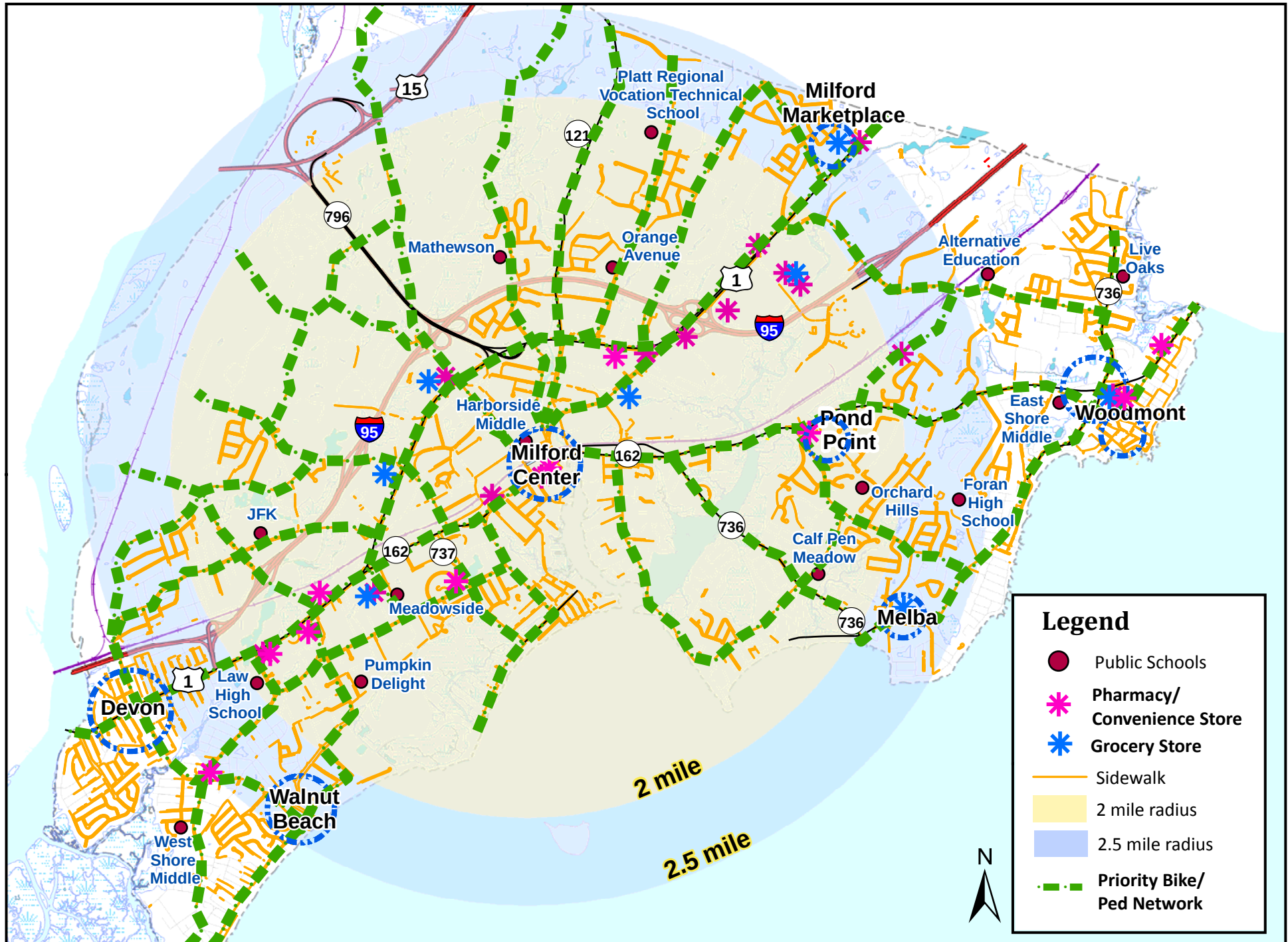
- greater coordination amongst different levels of government,
- greater tax efficiency through more regional provision of services,
- redevelopment of existing infrastructure and fallow property resources (brownfield sites, adaptive reuse of historic buildings),
- multi-modal transportation choice to provide alternatives to the automobile,
- promote housing diversity located near centers and transit to accommodate a variety of household types and incomes,
- promote mixed use development near centers and transit,
- and conservation of existing open spaces and natural resources including water resources, farmland, and historic properties.

Milford's POCD reflects many of the same Smart Growth goals and policies identified by the State, if not in current practice, then as a desired improvement through a designated POCD priority.

### **Complete Streets**

Milford is a compact community. At 23 square miles, most areas of the City are located within two and a half (2 ½) miles of Milford Center. This equates to an approximate 10 to 15 minute travel time by bicycle and an approximate 35-40 minute walk. (Standard walking time at a brisk pace is 15 minutes/mile.) The City needs to better connect its residential neighborhoods and its commercial centers through retrofitting its street network to provide safe travel for all users – commonly referred to as a Completed Street. This may require expanding sidewalk and bicycle infrastructure where there are interruptions in sidewalk linkages and providing clear bike lanes through painted road surface (i.e., share the road “sharrows”) or other designations. Other Connecticut municipalities (i.e., New Haven and Bridgeport) have been trail blazers in these efforts and have developed Complete Street manuals that the City can use as a model. It should be a high priority, at minimum, to provide a Complete Street network on the feeder streets shown on the attached map which provide both north-south and east-west connections to neighborhood commercial nodes, Milford Center, residential neighborhoods, and other transit opportunities.

# Complete Streets: Expanding Milford's Bike/Ped Network



### **Compact Corridor Design**

Many of Milford's commercial corridors allow for the mixed-use developments that are the cornerstone of sustainable communities and cities. However, some of the commercial corridors currently have design standards that do not result in a physical form most desirable for successful walk- or bike-ability. The Yale Urban Design Workshop (YUDW), in their study of Walnut Beach and the Cherry Street corridor, have made recommendations that reflect the need to update Milford's zoning regulations to better control the built environment. It should be a high priority to continue the initial efforts done by YUDW and implement new standards in the commercial corridors that require buildings to have a closer relationship with sidewalks and streets in a more compact way. Continued design and development in this manner will build on the successes of Devon and Milford Center and provide more continuity to each of these local treasures.

### **Empowering Milford's Children through Safe Routes to School**

Nationwide, childhood obesity has become a significant health problem.<sup>1</sup> Many lifestyle factors contribute to obesity, however, the dramatic reduction in children walking or riding a bicycle to school is has been identified as a clear problem. In Milford, the neighborhoods developed in the 1920s have the best sidewalk infrastructure, the 1950s neighborhoods are mixed, and the most recent subdivisions in north Milford (Lexington Green, Milford Hunt, River Highlands, and Great River) all lack any sidewalk infrastructure at all. The lack of sidewalks on the north's former farm roads presents real and perceived safety problems for walkers and bikers. From a budgetary perspective, the Milford Public Schools has retro-fit many schools at great cost to accommodate parent drop-off and pick-up in addition to the annual transportation costs associated with bussing its student populations. As transportation fuel costs continue to increase for both parents and the school district, equal attention needs to be focused on the ability of children to safety walk and bike to school.

Expanding sidewalks in proximity of schools and in the residential neighborhoods achieves two goals. First, it allows the District to consolidate schools bus stops and shorten transit times to schools and secondly, it allows those students within the distance allowed by State law to walk or bike to school safely. In conjunction with these efforts, the schools need to have adequate bicycle and pedestrian infrastructure available at each of the school sites. The City should make it a high priority to provide a complete sidewalk in proximity to all public schools and to identify safe bike routes. Educating its parent and student populations about safe routes will be a necessary step in ensuring success.

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<sup>1</sup> <http://www.cdc.gov/obesity/childhood/problem.html>



# Connecting Milford's Schools and Neighborhoods



### **Milford's Clean Energy Roadmap**

Locally, sustainability also means adopting energy efficient strategies to reduce an overall energy consumption "footprint." This concept is both wise for the environment in terms of utilizing cleaner energy that is less impactful, and wise for the municipal budget as there are genuine cost savings in investing in more efficient systems and in taking advantage of ambient energy sources such as capturing solar energy for power generation. In August 2009, the City's Clean Energy Task Force published Milford's Clean Energy Roadmap – a comprehensive energy plan for that provides recommendations to the Mayor's Office and the Board of Alderman to move the City forward in achieving its primary clean energy goal of 20% clean energy by 2010.

The City's success at adaptively re-using its existing properties for new uses (i.e. the Milford High School conversion to Parsons Government Center, many former schools as community buildings) is also one of its greatest challenges in regards to energy consumption. Many of Milford's civic and community buildings are relatively old with equally old, non-efficient, heat and energy producing plants.

Top 3 Public electricity users:

- 1) Public Schools (BOE)
- 2) Wastewater Treatment Plans and Pump Stations
- 3) Municipal Buildings, Facilities, and Public Lighting

The Clean Energy Task Force should continue to make it a high priority to convert these buildings to clean energy and more efficient systems where possible whether through grant opportunities or other public investment that can be proven to be cost-effective over time.

From a land use perspective, the Clean Energy Task Force Energy Management Team also requests:

- (p.16), that Planning & Zoning evaluate and expand the availability of parking incentives and accommodations for hybrid vehicles, motorcycles, scooters, mopeds, and bicycles. Create bike paths and pedestrian walkways to discourage the unnecessary use of vehicles.
- (p.16) favor smart growth; preserve open space, farmland, and wetlands; and otherwise encourage land use practices that enhance ecosystem services, while discouraging land use practices that use energy inefficiently.
- (p.17) Also consider regulations that would protect solar access to neighboring properties.

- (p.17) Review zoning regulations to identify any changes necessary and possible to encourage energy efficiency, e.g. revisions to shade tree and other landscaping regulations, amendments to accommodate clean energy supply technologies, and provisions facilitating green buildings, per whatever rating standard is deemed most useful (Leadership in Energy and Environmental Design – LEED, Green Globes USA, etc.)
- (p. 17) review the POCD to identify any changes necessary and possible to support energy efficiency.

Where possible, the Planning and Zoning Board should consider amending the Zoning Regulations to introduce standards and requirements for new development and adaptive re-use of existing sites to implement additional bicycle and pedestrian infrastructure. At minimum, Sidewalks should continue to be required on all new subdivisions and development projects. The Planning & Zoning Board might also consider whether there are incentives that could be added to the Zoning Regulations to promote more LEED or other energy efficient design projects.





## **Consistency with State and Regional Plan of Conservation & Development**

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As a fully built-out City located in a busy transportation and transit corridor, Milford's land use environment is almost entirely programmed with its conservation and development uses. Many of its most precious natural features have some level of protection whether through deed restriction or municipal, Land Trust, or State ownership and its commercial and industrial corridors are vibrant and successful. Much of the City has significant physical and utility infrastructure. Consistent with the State and Regional Plan of Conservation & Development, Milford recognizes its role in the Region and the State as 1<sup>st</sup>-ring suburb and a place where development can still be targeted. Milford has proactively identified places in the City where additional housing and Transit Oriented Development (TOD) opportunities may be located. Locating TOD in places like Milford serves to better protect lands that provide our regional food and water supply without an additional burden of expanding infrastructure whose maintenance costs for sprawling areas becomes unsustainable.

As the attached table shows in more detail, the City's conservation and development priorities are consistent with the State's following Growth Management Principles:

1. Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure
2. Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs
3. Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options.
4. Conserve and Restore and Natural Environment, Cultural and Historic Resources, and Traditional Rural Lands.
5. Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety
6. Promote Integrated Planning across all Level of Government to address issues on a Statewide, Regional, and Local Basis.

Regionally, Milford is a regional retail, dining, and entertainment destination with a diverse selection of hotels and other lodging choices.

## Growth Management Principle #1

### Redevelop and Revitalize Regional Centers and Areas with Existing or Currently Planned Physical Infrastructure

|    | State Agency Policies for GMP #1                                                                                                                                                                                                                                                                          | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA)<br><u>Note:</u> If "No", please describe the municipal perspective for any such inconsistency.            |
|----|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1  | Ensure the safety and integrity of the existing infrastructure over its useful life through the timely budgeting for maintenance, repairs and necessary upgrades;                                                                                                                                         | Milford has extensive infrastructure that is being maintained with little need for expansion.                                                                                                 |
| 2  | Focus on infill development and redevelopment opportunities in areas with existing infrastructure, which are at an appropriate scale and density for the particular area;                                                                                                                                 | Yes - Milford is a fully developed 1st ring suburb                                                                                                                                            |
| 3  | Coordinate the timing of any planned expansion of existing infrastructure to meet state and regional growth objectives;                                                                                                                                                                                   | Yes - and sewer expansion identified in particular meets desire to protect coastal resources as these are currently negatively impacted by failing septic -area already densely developed.    |
| 4  | Undertake a full life-cycle cost analysis for any proposed action involving the expansion of infrastructure beyond the current limits of the existing or planned service area for the particular form(s) of infrastructure, except when necessary to address localized public health and safety concerns; | Yes, and as the Municipal Capital Budget Plan is developed. Sewer development and supervised by Sewer Commission.                                                                             |
| 5  | Remediate, redevelop, and re-use Brownfields and significant vacant or underutilized facilities that are in strategic locations;                                                                                                                                                                          | Yes, and by the Municipality for Municipal land and Done by private property owners for their own land.                                                                                       |
| 6  | Proactively identify and market available properties that are currently served by infrastructure and that could meet the needs of new or expanding businesses, especially those within close proximity to existing industry clusters;                                                                     | Yes, and through the Milford Community Development Office and by the real estate community.                                                                                                   |
| 7  | Promote supportive land uses around rail stations, airports and sea ports, and discourage uses that are not dependent upon, or complimentary to, the available infrastructure;                                                                                                                            | Yes, and done through the Zoning regulations that promote TOD                                                                                                                                 |
| 8  | Encourage local zoning that allows for a mix of uses to create vibrant central places where residents can live, work, and meet their daily needs without having to rely on automobiles as the sole means of transport;                                                                                    | Yes, through zoning and historic development patterns.                                                                                                                                        |
| 9  | Promote urban areas as centers for arts, entertainment and culture, while supporting historic preservation needs;                                                                                                                                                                                         | Yes.                                                                                                                                                                                          |
| 10 | Capitalize on opportunities to develop and deploy innovative energy technologies, and promote distributed generation facilities where practicable to address localized load management issues; and                                                                                                        | Yes, both in zoning regs, and Milford is home to multiple electrical generation plants, and electrical and gas distribution facilities.                                                       |
| 11 | Minimize the potential impact from natural hazards, such as flooding, high winds and wildfires when siting future infrastructure and developing property.                                                                                                                                                 | Yes, the POCD discusses the Flood Risk Hazard to Milford and also addresses this risk in both in the Flood Hazard Reduction portion of the Zoning Regulations and our Hazard Mitigation plan. |

| Growth Management Principle #2                                                                                                                    |                                                                                                                                                                                    |
|---------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Expand Housing Opportunities and Design Choices to Accommodate a Variety of Household Types and Needs                                             |                                                                                                                                                                                    |
| State Agency Policies for GMP #2                                                                                                                  | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA)<br><u>Note:</u> If "No", please describe the municipal perspective for any such inconsistency. |
| 1 Enhance housing mobility and choice across income levels and promote mixed-income developments through both ownership and rental opportunities; | Zoning specifically calls zones of preferred Affordable housing development, and Mixed-use development.                                                                            |
| 2 Support adaptive reuse of historic and other existing structures for use as residential housing;                                                | Yes, through zoning                                                                                                                                                                |
| 3 Provide favorable loan terms for multifamily housing and mixed-use properties in targeted areas;                                                | Yes, through zoning, Community Development office,                                                                                                                                 |
| 4 Market urban communities to people most likely attracted to living in urban environments, such as young people and "empty nesters";             | Yes, through Chamber of Commerce, housing opportunities in CBD, TOD area.                                                                                                          |
| 5 Support local efforts to develop appropriate urban infill housing and neighborhood amenities to make better use of limited urban land;          | Yes, through flexible zoning.                                                                                                                                                      |
| 6 Identify innovative mechanisms to support increased housing density in village centers that lack supporting infrastructure; and                 | No, City Center is old and developed, Zoning already allows for high density TOD oriented development.                                                                             |
| 7 Encourage and promote access to recreational opportunities, including trails and greenways, for affordable and mixed-income housing.            | The city has numerous parks and beaches, and a large Recreation Department serving the community. We are actively acquiring open space, and working on linking greenways.          |

| Growth Management Principle #3                                                                                                                  |                                                                                                                                                                                                                 |                                                                                                                                                                                    |
|-------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Concentrate Development Around Transportation Nodes and Along Major Transportation Corridors to Support the Viability of Transportation Options |                                                                                                                                                                                                                 |                                                                                                                                                                                    |
| State Agency Policies for GMP #3                                                                                                                |                                                                                                                                                                                                                 | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA)<br><u>Note:</u> If "No", please describe the municipal perspective for any such inconsistency. |
| 1                                                                                                                                               | Promote compact, pedestrian-oriented, mixed use development patterns around existing and planned public transportation stations and other viable locations within transportation corridors and village centers; | yes, see Housing, Public infrastructure, and transportation Chapters                                                                                                               |
| 2                                                                                                                                               | Improve transit service and linkages through better integration of all transportation options and advances in technology, to provide competitive modal choices, safety and convenience;                         | yes, see Public infrastructure, and transportation Chapters                                                                                                                        |
| 3                                                                                                                                               | Provide strategic inter-modal connections where there are opportunities to promote the movement of goods to and through the state by means other than truck;                                                    | N/A, although the northeast corridor rail line passes through the center of town.                                                                                                  |
| 4                                                                                                                                               | Coordinate with host municipalities on supportive land use regulations to make the most effective use of transportation facilities for the movement of people and/or goods;                                     | N/A we are the municipality                                                                                                                                                        |
| 5                                                                                                                                               | Identify strategic sites within regions for designating pre-approved development areas around major transportation nodes, corridors and facilities;                                                             | N/A                                                                                                                                                                                |
| 6                                                                                                                                               | Restore strategic shipping channels and pier areas to their authorized depths when dredging is required to accommodate regional economic development plans;                                                     | N/A                                                                                                                                                                                |

## Growth Management Principle #4

### Conserve and Restore the Natural Environment, Cultural and Historical Resources, and Traditional Rural Lands

| State Agency Policies for GMP #4                                                                                                                                                                                                                                                                                                                                                                                                    | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA) <u>Note:</u><br>If "No", please describe the municipal perspective for any such inconsistency. |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 Continue to protect permanently preserved open space areas and to "build out" the state's future open space network through ongoing public and quasi-public acquisitions of important multi-functional land;                                                                                                                                                                                                                      | yes, see open space chapter                                                                                                                                                        |
| 2 Limit improvements to permanently protected open space areas to those that are consistent with the long-term preservation and appropriate public enjoyment of the natural resource and open space values of the site;                                                                                                                                                                                                             | yes, see open space chapter                                                                                                                                                        |
| 3 Preserve natural and archeological areas of regional and statewide significance, including habitats of endangered, threatened and special concern species;                                                                                                                                                                                                                                                                        | yes, see open space chapter                                                                                                                                                        |
| 4 Encourage collaborative ventures with municipal and private entities to provide a system of appropriately managed natural areas and resources that allows for a diversity of well-functioning habitats and the sustainable use of resources;                                                                                                                                                                                      | yes, see open space and agricultural chapters.                                                                                                                                     |
| 5 Seek to achieve no-net-loss of wetlands through development planning that: 1) avoids wetlands, whenever possible; 2) minimizes intrusions into wetlands when impacts are unavoidable; 3) mitigates any resulting impacts through wetland enhancement or creation; and 4) encourages ongoing maintenance of functional wetlands;                                                                                                   | yes, see open space chapter                                                                                                                                                        |
| 6 Revitalize rural villages and main streets by promoting the rehabilitation and appropriate reuse of existing historic facilities, such as former mills, to allow a concentration of higher density or multiple use development where practical and consistent with historic character;                                                                                                                                            | yes, See Historic preservation, and Housing Chapters.                                                                                                                              |
| 7 Promote agricultural businesses and supportive industries that are vital to the local and regional economy, while simultaneously preserving prime farmland through the acquisition of development rights;                                                                                                                                                                                                                         | yes. Acquisition of parcels, not just development rights. See agriculture chapter.                                                                                                 |
| 8 Utilize the landscape to the extent practicable to manage storm water, so that water bodies in Connecticut maintain optimal water quality to support their myriad uses;                                                                                                                                                                                                                                                           | yes, See coastal resources, and Public infrastructure chapters                                                                                                                     |
| 9 Rely upon the capacity of the land to provide drinking water and waste disposal needs in rural areas. Support the introduction or expansion of public water and sewer services only when there is a demonstrated environmental, economic, social, or general welfare concern and then introduce such services only at a scale which responds to the existing need without serving as an attraction to more intensive development; | NA. City is not rural. See public Infrastructure chapter.                                                                                                                          |
| 10 Promote innovative land conservation and banking practices that further local, regional and state conservation and development objectives, and minimize the need to expand infrastructure to support new development in rural areas; and                                                                                                                                                                                         | NA. City is not rural, most of it is developed. See Open space chapter.                                                                                                            |
| 11 Encourage a network of pedestrian and bicycle paths and greenways that provide convenient inter- and intra-town access, including access to the regional public transportation network.                                                                                                                                                                                                                                          | yes, See transportation chapter.                                                                                                                                                   |



| Growth Management Principle #5                                                                |                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                    |
|-----------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Protect and Ensure the Integrity of Environmental Assets Critical to Public Health and Safety |                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                    |
|                                                                                               | State Agency Policies for GMP #5                                                                                                                                                                                                                                                         | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA)<br><i>Note: If "No", please describe the municipal perspective for any such inconsistency.</i> |
| 1                                                                                             | Ensure the availability of safe and adequate public water supplies by meeting or exceeding state and federal drinking water standards;                                                                                                                                                   | Yes, part of Greater New Haven Regional water authority.                                                                                                                           |
| 2                                                                                             | Identify water supply resources sufficient to meet existing demand, to mitigate water shortages during droughts, and to meet projected growth and economic development over at least the next 50 years;                                                                                  | NA. Done by Regional water authority. Reservoirs outside of City.                                                                                                                  |
| 3                                                                                             | Ensure that water conservation is a priority consideration in all water supply planning activities and regulatory decisions;                                                                                                                                                             | NA. Done by Regional water Authority.                                                                                                                                              |
| 4                                                                                             | Balance the competing needs of water for human consumption, waste assimilation, habitat sustainability, recreation, power production, and transport;                                                                                                                                     | NA. Done by Regional water authority.                                                                                                                                              |
| 5                                                                                             | Attain National Ambient Air Quality Standards with emphasis on cost-effective strategies and effective enforcement of regulated sources;                                                                                                                                                 | NA. Beyond local regulatory Scope, except by limiting known airpolluting land uses.                                                                                                |
| 6                                                                                             | Promote transportation alternatives to the automobile, such as bicycling, walking, and public transportation as a means to reducing energy consumption, air pollution, and obesity-related health care costs;                                                                            | yes, see transportation chapter.                                                                                                                                                   |
| 7                                                                                             | Emphasize pollution prevention, the efficient use of energy, and recycling of material resources as the primary means of maintaining a clean and healthful environment; and                                                                                                              | yes, see transportation chapter, public Infrastructure chapter                                                                                                                     |
| 8                                                                                             | Proactively address climate change adaptation strategies to manage the health risks associated with impacts to public water supplies, air quality and agriculture/aquaculture production caused by the potential increased frequency and/or severity of flooding and drought conditions. | yes, to the extent a municipality can. Through site plan design, and see public infrastructure chapter.                                                                            |

| Growth Management Principle #6                                                                                          |                                                                                                                                                                                                                                                               |                                                                                                                                                                                    |
|-------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Promote Integrated Planning across all Levels of Government to Address Issues on a Statewide, Regional, and Local Basis |                                                                                                                                                                                                                                                               |                                                                                                                                                                                    |
|                                                                                                                         | State Agency Policies for GMP #6                                                                                                                                                                                                                              | Is the municipal POCD generally consistent with this state policy? (Yes, No, or NA)<br><u>Note:</u> If "No", please describe the municipal perspective for any such inconsistency. |
| 1                                                                                                                       | Develop and implement a robust framework for geographic information sharing that will service the common needs of all users and permit the orderly storage, organization, and handling of large amounts of geographic data;                                   | yes. Done through the City's MIS technology department.                                                                                                                            |
| 2                                                                                                                       | Initiate a progressive program for the sharing of planning data among state agencies, regional planning organizations, and municipalities;                                                                                                                    | yes. Done through staff.                                                                                                                                                           |
| 3                                                                                                                       | Provide guidance to state agencies when they prepare required programmatic plans and undertake certain actions using state or federal funding, to ensure that they are interpreting and implementing the State C&D Plan on a consistent basis;                | yes. Done through staff.                                                                                                                                                           |
| 4                                                                                                                       | Assist municipalities and regional planning organizations in the planning and implementation of cooperative ventures that are intended to reduce the property tax burden on residents, while providing essential services and equipment more efficiently; and | NA. we are the municipality.                                                                                                                                                       |
| 5                                                                                                                       | Work with regional planning organizations to creatively develop coordinated and effective regional plans and to implement projects that address region-specific needs.                                                                                        | yes. member of South Central Regional Council of Governments.                                                                                                                      |

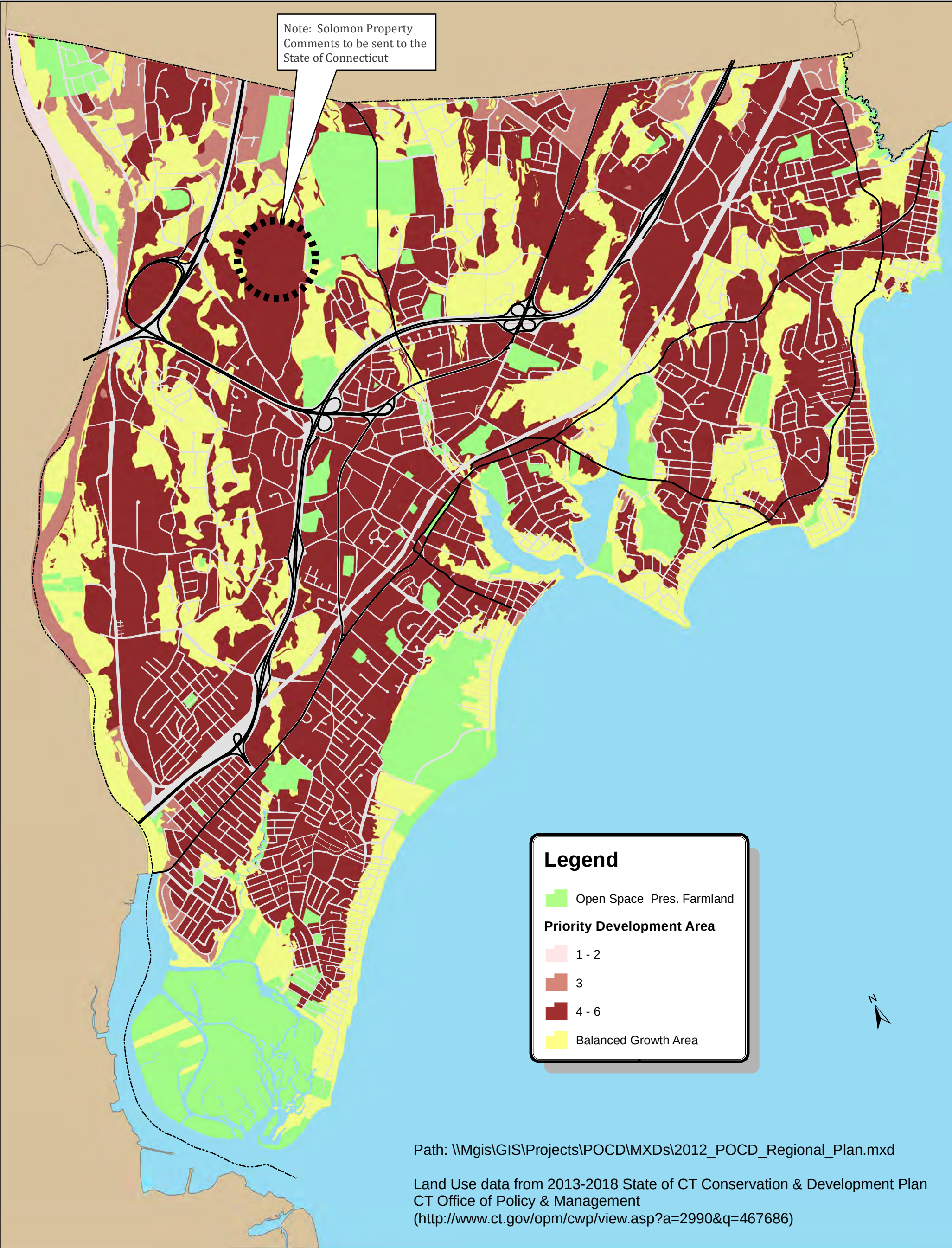
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|                                            |                                                               |
|--------------------------------------------|---------------------------------------------------------------|
| Name of Municipality:                      | Milford, CT                                                   |
| Approx. Population of Municipality:        | 54, 000                                                       |
| Date that Municipal POCD was last adopted: | Last Adopted: September 2012/ Draft Pending: August 2012      |
| Name of Preparer:                          | Milford Planning & Zoning: David Sulkis and Emmeline Harrigan |
| Title of Preparer:                         | City Planner and Assistant City Planner                       |
| Today's Date:                              | Friday, August 10, 2012                                       |



# State of Connecticut Plan of Conservation & Development Map

Plan of Conservation and Development  
City of Milford - 2012  
GIS maps provided by MIS Department







## Action Plan

The chapter summarizes the priorities identified throughout the Plan of Conservation and Development and specifically lists them to show agencies that may have jurisdiction or other ability to further the goals identified.

| Goal or priority                                                                                                                                                                                                                   | Agencies and Departments with Jurisdiction*   |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------|
| Open Space and Recreation                                                                                                                                                                                                          |                                               |
| 1. Continue to acquire properties that meet the desirable open space characteristics defined by this chapter and supported by local and state open space definitions.                                                              | OSAC, CC                                      |
| 2. Acquire properties or obtain conservation easements along the City's Greenbelts and Greenways.                                                                                                                                  | OSAC, PZB through project review              |
| 3. Enact an Open Space Tax Credit Program per PA-490.                                                                                                                                                                              | BOA, TAO, Finance                             |
| 4. Create a permanent Open Space Land Manager position                                                                                                                                                                             | OSAC, REC                                     |
| 5. Create an open space inventory and assessment                                                                                                                                                                                   | OSAC, IWAOW, REC                              |
| 6. Develop a Property Management Plan for Passive Open Space areas such as a schedule for trail maintenance, etc.                                                                                                                  | CC, REC, PBR                                  |
| 7. Develop a Property Improvement Plan for Passive Open Space areas                                                                                                                                                                | CC, REC, PBR                                  |
| 8. Develop a Restoration Plan for passive open space areas where appropriate                                                                                                                                                       | IWA, IWAOW, CC, REC                           |
| 9. Create public education tools such as mapping, trail head markings, and educational displays for passive open space properties                                                                                                  | CC, OSAC, GIS, REC, Volunteers, Local Schools |
| 10. Update the Zoning Map to accurately reflect open space parcels including privately owned open space subdivision set-asides.                                                                                                    | PZB, PZS, GIS                                 |
| 11. Institute the recommendations and improvements of the Eisenhower Park Plan                                                                                                                                                     | PBR, REC, IWA, IWAOW, PZS                     |
| 12. Review a reconfiguration plan for Fowler Field for possible inclusion of a greenway along the river and re-routing the boat ramp roadway, with future consideration of field reconfiguration if commuter parking is relocated. | PBR, REC, PZS                                 |
| 13. Assess additional city-owned or acquired properties to determine whether additional fields can be created to accommodate additional playing fields, particularly for lacrosse.                                                 | PBR, REC                                      |
| 14. Add lighting to playing fields where appropriate to maximize usage of existing park properties.                                                                                                                                | PBR, REC                                      |
| 15. Assess where dog parks may be added on vacant city-owned properties or at under-programmed park areas, particularly in dense residential neighborhoods.                                                                        | PBR, REC, AC, PZS, GIS, PW                    |
| 16. Add community gardens in neighborhoods where vacant city-owned properties or under-programmed park space is available.                                                                                                         | PBR, REC, PZS, GIS, PW                        |

| Goal or priority                                                                                                                                                                                                            | Agencies and Departments with Jurisdiction* |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|
| <b>Coastal Resources &amp; Long Island Sound</b>                                                                                                                                                                            |                                             |
| 1. Continue Coastal Site Plan reviews per State Statue requirements, providing additional coastal access points where possible and appropriate through project review.                                                      | PZS, PZB                                    |
| 2. Maintain and promote Coastal Access Points for all residents                                                                                                                                                             | PZS and DEEP                                |
| 3. Continue to participate in the NFIP and institute all required Flood Hazard and Flood Damage Prevention Regulations and any required community roles and responsibilities.                                               | PZS, PZB                                    |
| 4. Per the City's Hazard Mitigation Plan, continue to institute hazard mitigation policies where possible, particularly where related to reducing flood hazards, including grant applications for elevation and acquisition | CDS, PZS, FD, PW                            |
| 5. Implement POCD efforts to improve the water quality of the City's wetland and watercourses and Long Island Sound as identified in this chapter.                                                                          | PZB, PZS, CE, PW, HD, IWAQ, SC              |
| 6. Preserve and support the City's Aquaculture businesses through water quality efforts                                                                                                                                     | Regional approach required                  |
| 7. Assess the City's Sea Level Rise impacts and risks and develop and Climate Adaptation Plan                                                                                                                               | PZS, PZB, CE, PW, CDS                       |
| <b>Agriculture</b>                                                                                                                                                                                                          |                                             |
| 1. Promote Milford's local farmers through continued efforts like the Farm Brochure and other economic development support, including assistance with infrastructure grants where applicable                                | OSAC, CDS                                   |
| 2. Continue to identify properties and continue to participate in the PA-490 agricultural tax credit program                                                                                                                | TAO                                         |
| 3. Prioritize working farmland parcels for acquisition with agricultural leases available for a new generation of farmers                                                                                                   | OSAC, BOA                                   |
| 4. Prioritize the acquisition of properties with recognized Farmland soils where appropriate                                                                                                                                | OSAC                                        |
| 5. Preserve the City's Zoning Regulations that allow smaller farming uses and                                                                                                                                               | PZB                                         |
| 6. Support the expansion of the City's community garden program, particularly within high density residential neighborhoods                                                                                                 | REC, PZS, BOA                               |
| <b>Housing</b>                                                                                                                                                                                                              |                                             |
| 1. Promote more housing density in close proximity to the train station and transit.                                                                                                                                        | PZB, PZS                                    |
| 2. Preserve single family residential neighborhood densities, particularly in the more rural RA zone by more stringent Zoning Regulation changes if necessary.                                                              | PZB, PZS                                    |
| 3. In order to preserve the more rural R-A zone, increase rear lot size requirements or eliminate in this area.                                                                                                             | PZB, PZS                                    |
| 4. In Single Family Residential zones, exclude from required minimum lot size all wetlands, water courses, and steep slopes for new lots.                                                                                   | PZB, PZS                                    |

| Goal or priority                                                                                                                            | Agencies and Departments with Jurisdiction* |
|---------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|
| 5. In CDD and MCDD zones exclude from land area calculations all wetlands, water courses, and steep slopes.                                 | PZB, PZS                                    |
| <b>Historic Preservation</b>                                                                                                                |                                             |
| 1. Create new Historic Districts where appropriate                                                                                          | HIS, BOA                                    |
| 2. Encourage property owners of historically significant properties to deed restrict for preservation.                                      | HIS, BOA                                    |
| 3. Pursue Historic Preservation grants                                                                                                      | HIS, CDS                                    |
| 4. Promote continuing education for support of Historic Preservation                                                                        | HIS                                         |
| <b>Commercial Corridors</b>                                                                                                                 |                                             |
| 1. Promote continued streetscape improvements                                                                                               | PZB, PZS                                    |
| 2. Recommend infill street side commercial footprints by revising Zoning Regulations within corridors, particularly along Route 1 and CDD-1 | PZB, PZS                                    |
| 3. Implement Cherry Street Corridor Study                                                                                                   | PZB, PZS                                    |
| 4. Implement Walnut Beach Connectivity Study findings where possible                                                                        | PZB, PZS, CDS                               |
| 5. Wayfinding signage for MCDD and CDD-2 zones                                                                                              | PW, CDS, CE                                 |
| 6. Interconnecting property easements along all of Route 1 for traffic access                                                               | PZB, PZS                                    |
| 7. Install sidewalks on both sides of the road in all corridor zones and MCDD to further promote pedestrian access                          | PZS, PZB, PW, CE, DOT                       |
| 8. Require traffic impact studies as part of the review process                                                                             | PZB, PZS                                    |
| 9. Install bike lanes where possible                                                                                                        | PW, CE, DOT                                 |
| 10. Require private bike parking facilities in the site plan review process.                                                                | PZB, PZS                                    |
| <b>Public Infrastructure and Buildings</b>                                                                                                  |                                             |
| 1. Continue to assess the City's educational and school facility needs                                                                      | MPS                                         |
| 2. Coordinate with schools to assess additional pedestrian and bike infrastructure needs to ensure safe routes to school                    | MPA, PZS, PW, CE                            |
| 3. Continue process to acquire Seaman's Lane property for Health Department use                                                             | BOA, CDS                                    |
| 4. Continue to promote the Milford Center and Walnut Beach Arts Districts through coordinated economic development efforts                  | MFAC, CDS                                   |
| 5. Implement Yale Urban Design Workshop Walnut Beach connectivity recommendations where possible                                            | PZB, PW, CE                                 |
| 6. Relocate Fire Department Administrative Services to Health Department Building when possible                                             | FD                                          |
| 7. Police Headquarters expansion plan is necessary and should be implemented as scheduled                                                   | PD                                          |

| Goal or priority                                                                                                                                                                                                         | Agencies and Departments with Jurisdiction* |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|
| 8. The former Simon Lake Schools has been identified as a location where additional police training facilities and a substation can be provided, but this high priority requires implementation                          | PD, MPS                                     |
| 9. The City's sewer capacity should fully accommodate the City's development potential. Infrastructure expansion should support needs of underlying zoning so that per project review is not necessary.                  | WWT, PW, CE                                 |
| 10. Sewer expansion projects should be implemented as needed and funding is available, particularly where water quality issues exist.                                                                                    | SC, WWT, PW, CE                             |
| 11. Continue City recycling efforts as a way of reducing tonnage costs.                                                                                                                                                  | PW                                          |
| 12. Institute Low Impact Development strategies and Green Infrastructure retrofits for City Right of Way and public projects to decrease the demands on the existing Storm Water system.                                 | PW, CE                                      |
| 13. Promote LID and GI for private projects through the Site Plan Review process                                                                                                                                         | PZS, PZB, PW, CE                            |
| Transportation and Circulation                                                                                                                                                                                           |                                             |
| 1. Identify areas for additional rail commuter parking                                                                                                                                                                   | MTD, DOT, BOA                               |
| 2. Continue to promote transit options within Milford                                                                                                                                                                    | MTD                                         |
| 3. Expand transit infrastructure and amenities such as bus shelters, signage and benches along transit routes. Can be part of Site Plan Review process                                                                   | MTD, PZB, PZS                               |
| 4. Expand Milford's Complete Streets network by further identifying and implementing improvements along primary multi-modal routes per State Statues and revising Zoning Regulations and City Ordinances where necessary | PZB, PZS, PW, CE                            |
| 5. Install sidewalks where possible                                                                                                                                                                                      | PZB, PW, CE, DOT                            |
| 6. Install bike paths, including signage, where possible                                                                                                                                                                 | PW, CE, DOT                                 |
| 7. Promote Transit-Oriented Development projects as indentified in POCD                                                                                                                                                  | PZB, PZS, CDS                               |
| Sustainability                                                                                                                                                                                                           |                                             |
| 1. Further refine Milford's Bike/Ped Network needed to connect neighborhoods, retail and job opportunities                                                                                                               | PZS, PW, CE                                 |
| 2. Further refined Milford's Bike/Network needed to connect neighborhood and schools                                                                                                                                     | MPS, PZS, PW, CE                            |
| 3. Continue to implement the strategies of Milford's Clean Energy Roadmap                                                                                                                                                | CET                                         |
| 4. Review possible green building standards and incentives for inclusion in the City's Zoning Regulations                                                                                                                | PZS, PZB                                    |

**\*List of Acronyms:**

AC: Animal Control  
BOA: Board of Aldermen  
CE: City Engineer  
CET: Clean Energy Task Force  
CDS: Community Development Staff  
CC: Conservation Commission  
DEEP: State Department of Energy and Environment Protection  
DOT: State Department of Transportation  
FD: Fire Department  
GIS: Geographic Information System Staff  
HD: Health Department  
HIS: City Historian  
IWA: Inland Wetlands Agency  
IWAO: Inland Wetlands Agency Officer

MFAC: Milford Fine Arts Council  
MPS: Milford Public Schools  
MTD: Milford Transit District  
OSAC: Mayor's Open Space Advisory Committee  
PD: Police Department  
PBR: Parks, Beach, and Recreation Commission  
PZB: Planning and Zoning Board  
PZS: Planning and Zoning Staff  
PW: Public Works Department  
REC: Recreation Department  
SC: Sewer Commission  
TAO: Tax Assessor's Office  
WWT: Waste Water Treatment