

Chapter 3: Milford Community Facilities Master Plan

1. Introduction

The Milford Facilities Committee was established in April 2003. At that time, the committee was given the following charge:

To develop a comprehensive community-supported Town and School facilities master plan, with background that supports specific recommendations for facility size, location, function and timing for construction; and to implement specific actions to inform, educate, and gain approval from the elected officials and citizenry of Milford in implementing the plan.

Since 2003, the committee has studied the condition of all Town facilities. The following information is a result of this effort and a belief that providing suitable, accessible community facilities and services is a principal function of local government, and one that affects the quality of life of every citizen. The committee finds that the effectiveness of local government is measured to a great extent by its ability to plan for and finance these facilities in accordance with a long range plan.

A master plan should be read with the notion in mind that the plan is constructed at a point in time and based on the information available and variables operant at that given point in time. The planning process is fluid and ought to be flexible enough to accommodate changes in the community variables that define the plan. Thus, the Milford Facilities Committee anticipates that this plan will be reviewed with input from Department Heads and the Town Administrator, among others, on an annual basis and that the actual Master Plan Facilities chapter will be updated at least every five years.

2. Facility Information/Health Assessment

The following information was gathered through individual interviews and research by committee members and through group presentations by the respective department heads or facility representatives.

2.1. Emergency Services

2.1.1. Police Department

Background: The Milford Police Station opened its new station in late 2006. The station moved to this downtown location, on the site of the old Garden Street School, to be central to the downtown area. Previously, the police station was located at 589 Elm Street on the west side of Town adjacent to an Environmental Protection Agency clean-up site. The Elm Street property is zoned "Integrated Commercial Industrial" and is just east of the Route 101-Route 101A/Elm Street intersection.

Current Condition: The Milford Police Department now occupies the property at 19 Garden Street in Milford; formerly the Garden Street School site. In 2006 the department moved into the new 13,500 square foot police facility. The police department utilizes a portion of the old police station on Elm Street for long-term and bulk storage. The Elm Street site also is used by the Fire Department for storage and for recreational purposes including softball and horseshoes.

The Milford Police Department consists of twenty-five (25) full time police officers that include:

- 1 chief
- 4 F/T administrative personnel
- 1 captain, Operations Division
- 14 Patrol Officers
- 3 Patrol Sergeants
- 1 captain, Support Division
- 2 Detectives
- 1 Detective Sergeant
- 1 Juvenile Officer
- 1 School Resource Officer
- 1 Prosecutor
- 5 P/T administrative personnel
- 5 P/T crossing aides



In addition the department employs a part-time maintenance worker.

The new police facility at 19 Garden Street consists of two floors above ground level and one floor below. It is a modern and highly functional facility for police work, and it was projected at the time of construction that it would have a serviceable life of 20 years.

Future: Future growth of the department will dictate how soon and what type of addition space will be required. An area exists to the east of the current structure where an addition can be joined to the police station without disrupting ongoing operations. It is estimated that an addition will be slab-on-grade construction due partially to the ledge that exists on that site.

Recommendation: The Facilities Committee recognizes that the Elm Street property is a highly visible location and an important commercial site. At this point in time, the committee does not foresee any future long-term community facility uses for the Elm Street site. However, it is recommended that alternative locations be identified for the long-term and bulk storage needs of the Police Department. Milford's economic

development policy should include an analysis of the highest and best use of the Elm Street property.

2.1.2. Fire Department

Background: The Fire Department is responsible for providing fire suppression and prevention, rescue, life safety and code enforcement to the Town of Milford. The fire station building is located at 39 School Street adjacent to Town Hall. When it was built in 1974, it was intended that the building would be expanded upward and outward. However, changes in the building code require that significant reinforcing be completed prior to adding a second level. Expanding outward will be difficult due to the proximity of adjacent properties. It may be possible to expand the downtown station by adding an equipment bay. A second floor would create space for offices, a training room, and a public entrance.

Current Condition: The Milford Fire Department presently occupies a 7,090 SF facility at 39 School Street. The fire station was designed and built in 1974 and has had no appreciable structural changes in over thirty years. Despite the lack of expansion to the building, fire apparatus has grown appreciably in size and number.



The fire station is situated on a .563 acre parcel and consists of a small office suite, a training room, a storage area, and a six (6) bay garage area that houses seven (7) different pieces of apparatus. The vehicle inventory includes two (2) 2006 fire engines, one (1) 1993 engine, one (1) 1987 tanker/engine, one (1) 1991 ladder truck, one (1) 1988 rescue truck, and one (1) 1999 forestry truck. In addition, the department maintains two utility vehicles - one is assigned to the fire chief and the other is used by a variety of personnel for both emergency and non-emergency purposes. Inside and outside storage constraints exist for vehicles and equipment. For example, the mobile community education trailer unit is stored at the Elm Street/Old Police Station site and other equipment is stored at DPW on South Street.

The fire department consists of four (4) full time employees that include the chief, one captain/fire inspector, one captain/training officer, and one administrative assistant. There are also thirty-nine (39) call fire fighters that complete the compliment of personnel.

Among the many limitations of the current fire station is the lack of parking space available for call personnel. On site there are only fifteen (15) actual spaces that can be used by responders. When an actual fire call occurs, fire fighters are forced to take up any available parking space on School Street, Bridge Street and Middle Street, including the municipal parking spaces and lots in the area.

Future: The age and condition of the older attack pieces of apparatus indicate that their replacement lies on the horizon. Additionally, the current fire station has been pushed to the limits of its design. Fire apparatus designs have grown larger in recent years and this may necessitate a fire station with wider bay openings in order to accommodate the new trucks.

There continue to be discussions regarding the Town's need for a fire department substation on the west end of Milford. However, planning for any substation is dependent on establishing appropriate parameters of need and determining the main fire department facility plan.

Recommendation: In a report dated March 11, 2008, the current fire chief concurred with the previous fire chief on the importance of maintaining the Fire Station in a downtown location. It is recommended that the Town pursue a rapid response analysis to include: options for a combined Fire, Ambulance and Emergency Management Safety Complex; all possible location options within Town including potential land acquisition that meet the mission of the departments; and possible options for a public-private partnership which might reduce the required bonding costs. In addition, the Town should determine the necessity and feasibility of substation location and construction.

2.1.3. Fire Training Facility

Background: The Milford Fire Training Area is located at the Milford Transfer Station. This facility was never designed for the type of training that currently is required by local and state standards. Due to its' condition, the fire training facility has not been utilized for a number of years.

Current Condition: The facility is over 20 years old and is not structurally stable. It does not allow for live fire and water usage. It does not allow for ladder, rescue or rope evaluations and is beyond repair.

Future: A new fire training facility is proposed by the Fire Department and could be co-located with another Town facility. Co-location of facilities could minimize site work and ancillary utility costs for bathrooms, meeting space, storage, etc. This project may also be partially offset by grant funding and the concept of a regional training facility.

Recommendation: Conduct a thorough site analysis for the best location and possible regional use of an updated fire training facility.

2.1.4. Ambulance Service

Background: The Milford Ambulance Service (MAS) began in the mid 1970's as a purely volunteer agency that provided emergency medical services to Milford. Over the years the service has maintained a strong volunteer effort, but the medical demands of the



community compelled the service to hire full time personnel in order to meet expectations. Presently the service has an authorized head count of seven (7) full time personnel in addition to the volunteer staff who continue to offer their services to the Town during evenings and weekends.

Current Condition: The Milford Ambulance Service maintains two modular ambulances fully equipped to offer patients advanced life support (ALS). It also has a utility vehicle used exclusively by the paramedic or paramedic staff providing both versatility for response and ancillary equipment not carried on the ambulances, and one regular automobile that is assigned to the director.

The ambulance service occupies the northeast portion of the basement of the Milford Town Hall at 1 Union Square. Prior to 1974, this was the location of the Fire Department. One bay of the facility was converted into office space, and the rear of the vehicle bay area was eventually converted into meeting/lounge area, a galley, and a bunk area. Although the current ambulance bays accommodate the current equipment, the widths of the bays are insufficient for larger ambulances. Presently, there is no place to properly house all of the current equipment nor any future equipment needs. The need for a replacement vehicle exists in 2009. The current facility can only accommodate two ambulance bays. Consequently, the paramedic response vehicle must be housed out of doors. Additionally, the width of the doorways and bays greatly limits the size and service capability of any replacement ambulances.

At the current site, ambulance service vehicles cannot be washed due to inadequate stormwater treatment and drainage system as regulated by the Environmental Protection Agency (EPA). Currently, ambulance vehicles are being washed at the fire station which requires fire department personnel to move a piece of apparatus out of the fire station.

Future: The need for a third ambulance is not anticipated in the next six (6) years based on anticipated community and call volume growth. However, the current ambulance facility does not allow for any future growth.

Recommendation: Conduct a feasibility study of a Town of Milford Emergency Services Complex that includes an analysis of the options for the relocation and incorporation of the Milford Ambulance Service.

2.1.5. Milford Area Communications Center

Background: The Milford Area Communications Center (MACC Base) is a multi-town, multi-agency emergency dispatch center that serves the Towns of Milford, Mont Vernon and Wilton, New Hampshire on a 24/7, 365 days-a-year basis. MACC Base was formed as an inter-municipal agency under the authority of RSA 53-A. It is supported solely by tax dollars from the three participating communities on a per capita basis. Each Town appoints a representative to the governing board, and each Town is entitled to appoint one selectman to the budget committee. The authority for operation and funding stems from an area agreement which is a contract that is reviewed, negotiated and resigned every five (5) years. The current area agreement is due to expire on December 31, 2008, but it is fully anticipated that a new agreement will be signed and in effect prior to that date.

Current Condition: MACC Base offers emergency dispatching for police, fire, ambulance, public works and emergency management agencies within the three participating Towns. The center employs six (6) full time professional dispatchers, one part-time director, and a number of part time dispatchers. MACC Base operates eight (8) emergency radio channels from six different antenna sites in and around Milford. The center also handles fifteen (15) regular in-coming telephone lines that includes six (6) 911 trunk lines, plus four (4) direct ring-down lines for direct communications with various emergency departments in Milford. In addition the center monitors Milford's municipal fire alarm system that includes both municipal and commercial buildings.

MACC Base occupies the majority of the space on the fourth floor of the Milford Town Hall at 1 Union Square. Access to the center is restricted and controlled due to the nature of the work and the need for security of information.

Future: Based on current and projected plans for MACC Base, the current location in Town Hall can continue to meet the operating needs of the service. Available information indicates that there is space and capacity at MACC Base to add more member Towns.

Recommendation: Although adequate at this time, evaluation of the MACC Base space should be included in the proposed Town Hall Improvement Plan. Moreover, the MACC Base facility space should be evaluated relative to the impact of any increase or decrease in member Towns.

2.2. Town Administrative Services

2.2.1. Town Hall

Background: The Milford Town Hall serves as the primary location for municipal governmental services, housing the offices of the Board of Selectmen, Town Administrator, Town Clerk, Financial Operations (Finance, Tax Collection and Assessing), Community Development (Planning, Building, Code Enforcement, Health, Conservation and Economic Development), Information and Community Media, Recreation, Ambulance, and the Milford Area Communications Center (MACC Base). The Town Hall also houses three community meeting room facilities - the Selectmen's Meeting Room (on the second floor), the Auditorium and the Banquet Hall, both on the third floor. The belfry of the Town Hall houses the original Town clock (circa 1870), the 56th bell cast by Paul Revere which was given to the Town in 1802, and the restored 1842 eagle statue that was once located on the cupola of the Meeting House.

The history of the current Town Hall dates back to 1867 when the Town voted to move forward on purchasing a site, developing plans, and estimating a cost for a new Town Hall. After a year of debate whether or not to move and enlarge the existing meeting house (now Eagle Hall) or build



new, it was decided in 1869 to build a new building where the Town Hall is now situated. In 1870, the Town Hall was dedicated and in 1892 an annex was completed which, at that time, housed the Milford Free Library.

In the mid-1980s, after considerable community-wide debate whether to keep municipal government services downtown or build a new facility, it was decided by Town voters to keep Town Hall downtown and to appropriate \$1,370,000 for renovations and code compliance upgrades and to bring the building back from condemnation. The building was listed in the National Register of Historic Places in 1988. Additional community-wide support and funding were required to complete the Auditorium and Banquet Hall renovations as those costs were not included in the \$1.37 million. In 1993, the National Trust for Historic Preservation awarded the

Town with the National Preservation Honor Award for its efforts to restore the Town Hall. A full history of the Town Hall is available at Town offices.

Current Condition As stated above, the Town Hall is the central location to conduct municipal affairs. Office space is utilized at capacity, and there is little flexibility in space arrangement due to the floor plan and construction of the building. It was noted by the Town Administrator in January 2008 that no additional staffing is foreseen within the next several years which would require additional office space. However, traffic flow between some offices is not efficient, there is little privacy in some departments in which to conduct daily confidential business, the Selectmen's Meeting Room also serves as an "office area" for the Supervisors of the Checklist", some offices have no direct sunlight, direct public access into some areas (most notably the Recreation Department) is restricted to non-handicapped and there needs to be security upgrades throughout the building to keep up with changing societal conditions.

The Selectmen's Meeting Room is used as a community meeting room and has received extensive electronic upgrades to allow for cable television access and emergency management capability. The meeting room is also used for public meetings of other boards and commissions, most notably the Planning Board. Attendance at some public meetings often exceeds room capacity.

The Ambulance Department occupies a major portion of the ground floor off Middle Street and has a two-bay ambulance garage that accesses Middle Street. This Department includes offices and a living/sleeping area for departmental employees. It has been noted by the Ambulance Director that the narrow width of the ambulance bay doors is too restrictive for newer model ambulances.

Both the Auditorium and Banquet Hall are well-utilized for community and area-wide functions. For many major activities, however, acoustics in both areas need improvement.

Future: The Town Hall is a major landmark and symbol of the community, and represents a major source of pride. Upkeep of the facility reflects its important place in the community. However, efficient and adequate office space and meeting room area is at a premium.

Current long-range facility planning for emergency services downtown includes a joint facility to house the Fire, Ambulance, and Emergency Management departments. This joint facility is currently felt to be best located downtown. An emergency management complex is included in the 2008-2013 Capital Improvements Plan and is currently planned for construction in 2013. With that plan and upon completion of the emergency management complex there will be a relocation of the

Ambulance Department out of Town Hall. At that time there will be significant new space freed up for Town Hall functions.

Recommendation: Initiate a Town Hall Improvement Plan to address and recommend solutions to the Town Hall space deficiencies outlined in the *Facility Requirements - Town Hall / Library Annex* document dated 2/14/08 as well as other potential improvements in administrative services delivery which can be accomplished by space adjustments or renovations. Moreover, this Improvement Plan should address the deficiencies from two perspectives as follows:

- a. no change in the Ambulance Department location;
- b. movement of the Ambulance Department to another location.

It is recommended that the Improvement Plan be under the auspices of the Community Development Director but be primarily authored by a person or persons whose work assignment(s) is/are outside Town Hall and possibly outside the Town government completely.

2.2.2. Wadleigh Memorial Library

Background: Library service in Milford dates back to 1796 when an association known as the Milford Social Library Proprietors was formed. The first library was housed in the home of Jonathan Buxton on the west side of the Oval. Later, the library was located in the Town Hall Annex where “Library” can still be seen over the doorway leading to the Planning Department.



In 1935 Mrs. Fannie B. Wadleigh left \$100,000 in trust to build a library in her hometown, named in honor of her late husband, William Y. Wadleigh. The land selected for this purpose had been left in part to the Town in 1910 by Mrs. Mary A. Lull; however, she only owned a one half interest in the property. In 1943 the other half interest in the property was purchased from Dr. Dearborn by Mr. and Mrs. James Howison. They gave their interest to the Town in honor of Mr. Howison’s sister, Mrs. Josephine Dayfoot. The library continues to be located at this site.

By the time construction actually started in August 1949, the money left for the library was inadequate to build a structure of sufficient size. The plans were substantially scaled back and the Wadleigh Library was built with barely more space than had been available in the Town Hall annex. On July 19, 1950 the new building opened without adequate space for a growing population.

Efforts to add space to the Wadleigh building were made over the intervening years. From 1974 to 1984 three bond issues failed to gain approval. Each one represented a different plan. In 1985 the Town voted a \$950,000 bond issue to expand the library. The low bid for construction was more than \$100,000 higher than the funds available. Plans were once again scaled back. The two-story (plus basement) colonial style brick building was expanded to the left side and rear with this addition that was opened in the spring of 1986.

Current Situation: The Wadleigh Library contains 14,452 square feet. The current building is not ADA compliant, although most areas are physically accessible to handicapped individuals as a result of the ground level rear entrance and the use of the elevator. The library has certain structural limitations such as the upper floor of the original building is not load bearing for books and the basement is damp with a mildew problem. The library is centrally located in the downtown area. Milford residents and other library patrons make extensive use of the library. The library circulated 194,670 items in 2006 or nearly 13 items for every person in Town. This was a 4% increase over 2005. The library has a small parking lot with 37 spaces plus one handicapped space, to the rear of the building. The sloping library site was expanded in 1999 and 2001 when the trustees purchased two adjacent properties. Often, popular programs at the library require participants to park at other locations in the nearby Town area. There is only one exit from the Library parking lot. As a steep, short, curving drive, this exit is extremely difficult to keep safe during the winter months. Special attention is required to ensure patrons do not slide into traffic on Nashua Street. Library patrons must turn right onto Nashua Street due to the heavy traffic. The 1986 addition to the library was designed to serve a population of 12,000 with a 15-year life and reach capacity in the year 2000. In actuality, capacity was reached in 1997, four years earlier than originally projected. In 2000 Milford's population was approximately 13,000. In 2007 the population served by the library is 15,000.

Future: The Library Trustees have developed a plan for addition and renovation in the near future – 21 years since the last addition opened. The Town and Library have purchased two adjacent houses to provide land for future expansion.

Using population projections from the Nashua Regional Planning Commission (NRPC) and the State of N.H., the anticipated Library use "population" for Milford in 2026 is 24,350. This number includes a projected resident population of 18,500 including non-resident users who work in Town, non-residents who purchase cards and people who use the library while in Town on other business. Based on the Wisconsin Public Library Space Needs planning process (the only nationally accepted model), and a Needs Assessment performed by a nationally recognized

Library Consultant, the Trustees have determined that 25,500 square feet of space would meet the needs of the Town for library services for another 20 years.

The expansion concept provides a two level structure to the east along Nashua Street, with the children's services on the main level and a large meeting room in the lower level. Expansion to the south is on two levels wrapping around the west facade, providing expanded adult services on the main level and on a mezzanine level. This concept will require the removal of the two residential structures and re-grading to provide a more efficient parking layout. The existing parking of 38 spaces is increased to 60 spaces. The addition includes a redesign of the entry, making it more prominent. The exterior is envisioned in brick, matching the existing facade.

In summary the plan includes:

- a. Addition of 12,000 square feet for a grand total of approximately 25,500 square feet
- b. Expansion of parking for a total of 60 cars including additional handicapped parking
- c. An increase to the size of the Children's Room adding a service desk to ease crowding at the main service desk, craft and story-time areas, adjacent storage and badly needed bathroom facilities
- d. A large meeting room with a capacity for 125 people for Town committees and organizations with after-hours access, kitchenette, and bathroom facilities
- e. Increased and redesigned computer workspace for public access
- f. Increased staff and stack space
- g. Additional and improved display space
- h. New main circulation desk area that will accommodate the changes in how libraries are used now.

Recommendation: The Library Trustees should continue to refine and implement a full capital expansion plan including funding stream development, land acquisition priorities and public education with the objective of a Town vote in 2011.

2.3. Water Utilities

Portions of the Town of Milford are served by public water and wastewater utility systems which until 2005 were operated and managed under the authority of the Board of Selectmen serving as water and sewer commissioners. The responsibility for managing, construction, control, and direction of these utilities is now governed by an elected three-member Water and Wastewater Commission which was authorized by Town vote in March 2005. The changeover in management was based upon a 2004 Water & Wastewater study committee recommendation that establishing a water and sewer commission to oversee the two utilities would better

protect Milford's natural water resources, improve the quality of the resources, and provide a more efficient and cost effective utility.

In early 2008 all operations for both the water and wastewater systems were consolidated at the wastewater treatment facility located at 564 Nashua Street (Map 44/Lot 2). Until 2005 the utilities were managed by the Department of Public Works, however, under the governing of the Water and Wastewater Commission, the department was reorganized and renamed as Water Utilities.

2.3.1. Water System

Background: According to the 2001 *Water Master Plan and Rate Study, Milford, New Hampshire*, prepared by the firm of Dufresne-Henry, the original Town of Milford water system was constructed in the early 1890s and obtained its water from Great Brook. Water treatment took place at a filtration plant on South Street at the site of the current Department of Public Works.

During the 1970s, the Town abandoned its surface water supply and converted its supply source to three gravel-packed wells (commonly known as the Kokko Well, the Savage Well, and the Keyes Well). In 1983 and 1984 the Savage and Keyes wells were abandoned due to industrial contamination. The Town moved quickly to replace these water sources with two wells located across from Kaley Park on the northerly side of the Souhegan River in the Town of Amherst. In 1995 the Kokko Well located adjacent to Osgood Pond was taken off-line due to high manganese and iron levels which limited capacity and required excessive maintenance. In 1988 the Town entered into an agreement with the Pennichuck Water Works to extend its water distribution system from nearby Amherst to the Milford-Amherst town line and connect into the Milford system. This agreement allowed the Town to augment its supply when necessary.



Current Condition: In 2007, approximately 94% of the Town's water supply came from the Curtis Wells and 6% from Pennichuck Water Works. A full explanation of the Town's water sources can be found in the Dufresne-Henry report.

Milford's water distribution system is comprised of over 55 miles of large diameter loops and smaller diameter branch mains. One section that is being upgraded in order to eliminate a bottleneck is the Union/South/Elm St. area. Upgrading the water main in this area will better utilize the recently built Holland storage tank located on Osgood Road. The water

distribution system services approximately 3300 customers classified as either residential or commercial/industrial, as well as providing water for fire protection. The Curtis Wells are capable of delivering 1100 gallons per minute and the Pennichuck water connection is rated at 1350 gallons per minute.

Although the overall system is in generally good condition there are ongoing improvements necessary which are regularly undertaken in accordance with the utility's capital improvements plan.

The system's maximum allowable service elevation for any connection into the system is 390 feet above mean sea level. Current Commission policy is to not extend the distribution system above the 390-foot elevation primarily to avoid having to operate and maintain booster stations. Pennichuck Water Works has an agreement with the Commission to serve locations above the 390-foot elevation; however there is a stipulation in the agreement to allow the municipal system to extend its system above 390' if appropriate.

In addition, the municipal system has agreements in place to provide water to private systems and into some areas of Amherst, as well an agreement with the Town of Wilton to provide water to some Milford residents.

Future: The Milford Water and Sewer Commission finalized a ten-year capital improvements plan (CIP) report for the period of 2007 through 2017 which is updated annually. A full report titled *2007 Final Report Water Rate Study / Water Rate Structure* addressing recommendations to the water rate structure to support anticipated infrastructure improvements and expansion was prepared for the Water and Sewer Commission by Stantec in September 2007.

Capital improvements recommended in the Stantec report adopted by the Commission include renovations of the Wastewater administration building on Nashua Street; Elm Street Phase II water main improvements; Union Street railroad crossing improvements; South Street improvements from Nashua Street to Clinton Street; Union Street improvements from Lincoln Street to Orange Street; ongoing meter replacement program; improvements to the Curtis Wells; and new water source development.

Recommendations:

1. New water source development should be made a high priority to accommodate economic development initiatives and ongoing residential, commercial, and industrial growth in accordance with the Town's economic development policies.
2. Close communication should be established between the Water and Sewer Commission, the Planning Board, and the Board of Selectmen

to insure Town master plan goals are met relative to long-term strategic planning.

2.3.2. Wastewater System

Background:

The Town of Milford owns and operates a secondary wastewater treatment facility (WWTF) that utilizes the conventional activated sludge process. The process consists of grinding influent flow, pumping, and grit removal at a headworks facility, followed by primary settling, conventional activated sludge processing utilizing fine bubble aeration, secondary clarification, and ultraviolet disinfection prior to the final effluent discharge. In addition to providing treatment of wastewater from Milford, the treatment facility also treats wastewater from the Town of Wilton, which is governed under an intermunicipal agreement.

The sewage collection system consists of approximately 38 miles of collection piping that receives sewage from approximately 2500 residential, commercial and industrial customers. The Wastewater Treatment Plant, located off east Nashua Street adjacent to the Souhegan River, went online in 1981. The design capacity of the facility is 2.15 million gallons per day (MGD) total average annual daily flow, with an available capacity of approximately 1.1 MGD. The peak load capacity of the system is 6.45 MGD

The Town of Wilton is allotted 15% of the total design capacity and currently utilizes 13%. The original design capacity was based on a project that 12,800 people, out of a total population of 19,000, would utilize the system by the year 2002. 2007 figures indicate approximately 13,500 people utilize the system, and current population projections predict that a population of 19,000 (Milford and Wilton residents on the system) will be reached by 2030.

In 1988 a Sewer District was established by a water and sewer advisory committee that defined an area in which sewer extensions would be allowed.

Future: Facility ownership, operation, and management are under the authority of an elected three-member Water and Sewer Commission established in 2005. The Commission finalized a ten-year capital improvements plan for the period of 2007 through 2017 which is updated annually. A full report titled *2006 Report Sewer Rate Study / Sewer Rate Structure, Milford, New Hampshire*, prepared by the firm of Stantec Consulting Services itemized capital projects, updating the Dufresne-Henry February 2002 *Milford, New Hampshire Wastewater Treatment Facility Plan Report*. A complete explanation of planned improvements and anticipated costs and revenue is contained in the 2006 Study.

Recommendations:

1. Close communication should be established between the Water and Sewer Commission, the Planning Board, and the Board of Selectmen to insure Town master plan goals are met.
2. The Sewer District boundaries should be reviewed and amended, if necessary, to reflect future growth areas and development potential that will require wastewater collection and treatment.

2.4. Department of Public Works

2.4.1. DPW/Highway

Background: The Department of Public Works (DPW) facility located on South Street, Route 13 in Milford serves three purposes:

- DPW administrative offices
- Garage and maintenance of DPW equipment and tools
- Storage of materials such as sand, water pipe, road salt, etc.

Current Condition: DPW South Street site capacity

Within the currently developed footprint, there is little room for future expansion. As the Town continues to grow and new roads come on line, the DPW will be required to increase its vehicle inventory. This will necessitate more room for storage and maintenance. Any increases in staffing will likely stretch the already limited capacity of the current offices housed in the former Pumping Station. Lastly, there is already a need to erect some form of secure covered storage for stocked materials.



There is approximately ¼ acre at this site which is high, dry, and set back from the wetlands. There is sufficient room to run an access road to this land. This one parcel alone would seem to address the immediate needs for more storage area.

With the aid of the Milford Conservation Commission maps of Town owned land, it was learned that a sizeable property of 3-4 acres or more is also available directly behind the South Street facility.

There are three potential access points to this property:

- A culvert over Great Brook directly behind the current garage.
- Potential access from Oak Street near or through land currently owned by Northern Marble and Granite Co.

- A proposed development of Northern Marble and Granite Co., land with an access road out to South Street could offer a spur into the back land behind DPW.

Further review of the existing steel building reveals that the original design was set to accommodate later expansion by punching out the north wall to add more bays.

It appears that the South Street site has more than enough space and opportunity to satisfy DPW needs for the very long-term.

Future: The Department of Public Works should be able to accommodate its current and long-term requirements on its current site. Certainly there is a need for some short-term expansion including a materials storage area, but this could be accomplished with the least amount of disruption and expense at the current location.

Recommendation: Continue to monitor the space and facility needs of the department at its various locations to ensure continued successful accomplishment of departmental mission.



2.4.2. Transfer Station

Background: The Milford Transfer Station/Recycling Center is located at 76 North River Road, abutting the North River Road/MCAA Fields. The site is zoned Residence “R” and is approximately 10.5 acres in size. In addition to the community recreation uses to the east, the site is abutted by single-family residences, small commercial enterprises, and agricultural land. Access to the Transfer Station/Recycling Center is from North River Road which is a State highway. The site topography slopes to the south and east, and an intermittent unnamed stream flows to the Souhegan River located approximately 600 feet south of the site.



The North River Road location, originally a sand and gravel pit, was used as a burning dump from 1947 to 1971. From 1971 to 1980 the site was a municipal landfill disposal facility. In 1980 the landfill ceased operation and was covered, unlined, with silty sand and loam. In 1980 modifications and structures were added to the property in order to facilitate the operation of a permitted solid waste transfer station and since that time additional modifications have been made to accommodate recycling and

changing waste management requirements. Operation of the facility is under the supervision of the Department of Public Works.

There are no active water supply wells located within 1000 feet of the site. The facility and surrounding properties are served by the municipal water system with a 10" main in the North River Road right-of-way.

Also on the site is the Milford Fire Department's fire training facility which is currently not in use. A more detailed description on the inadequate condition of this facility can be found in Section 2.1.3.

Current Condition: According to the study *Proposed Transfer Station and Recycling Facility Conceptual Design and Preliminary Cost Estimate, Town of Milford, Milford, New Hampshire* (Study) prepared for the Town by Aries Engineering, Inc. and dated January 2008, a Phase II Hydrologic Assessment was conducted in August and September 2003 as part of the landfill environmental monitoring necessary to evaluate landfill closure requirements. Twenty-nine test pits were excavated to assess the extent of solid waste around the site perimeter and to check for staining and discoloration. The study further states that a majority of the current operating facility is constructed above the buried refuse which has resulted in differential settlement of the current recycling building. The 2003 assessment also indicated that the solid waste debris areas generally consisted of poorly graded sands with miscellaneous debris, and that this type of material is generally not structurally suited to support buildings and loads.

Solid waste materials handled on site include materials that must be mandatorily recycled (by Town ordinance), including rinsed-out plastic containers, plastic and glass bottles, and aluminum and steel cans; as well as glass, metal, plastic, paper, yard waste, tires, compost, construction and demolition debris, fluorescent lights, waste oil, household hazardous waste, municipal solid waste, furniture, appliances, and other discarded materials. A more detailed description of site operation, procedures, configuration, usage, traffic generation and distribution, and technical data can be found in the Study. A copy of the Study can be found in the Departments of Public Works and Community Development.

Future: The current facility is in need of significant building and mechanical upgrades to meet the changing solid waste and recycling needs of the community. In addition, the facility is often congested with resident traffic at peak usage times (Saturdays) and the location of the site, on North River Road, requires most Town resident and commercial traffic to travel through the downtown



“Oval” area as the primary route to the facility.

In the fall of 2007, the Community Facilities Committee met with the Town Administrator and Director of Public Works to discuss long-range facility improvements, including the possibility of relocating the facility to a site that better accommodates this use. Discussions since that time have focused on needing to analyze solid waste disposal options and associated costs, such as “pay as you throw” and curbside pick-up, relative to the cost-benefit of modernizing the existing facility. The Town Administrator is currently conducting preliminary fact-finding on options, which would include as well efforts to increase the Town’s recycling rate.

Recommendation: Further long-term planning for the current transfer station site is dependent upon the outcome of a feasibility study of curbside pick-up and single stream recycling. Any renovation plan or service delivery model change shall include provisions to increase Milford’s overall recycling rate and to maximize the types of materials that can be recycled.

2.4.3. Cemeteries

Background: Milford currently has five cemeteries located on Elm Street, Union Street, West Street, North River Road and Nashua Street. Riverside Cemetery on Nashua Street is the only existing cemetery with plots for sale and has a projected capacity to accommodate the Town's needs for 60 years.



Approximately 25 acres of the 270 acre Town owned BROX property in west Milford has been reserved for future cemetery use. Also, 1.512 acres of Town owned Kaley property abutting Riverside Cemetery is reserved for cemetery expansion.

Current Condition: Presently a full-time six man DPW facilities crew and a part-time four man crew provide upkeep for all five Milford cemeteries, fourteen Milford parks and several Town buildings.

Future: This spring construction will start on a new 30' X 50' facilities maintenance building for the Cemetery and Parks Departments at Riverside Cemetery, which will provide much needed garage space, a repair shop, as well as office space, rest rooms, and lunch/meeting



room. Families will be able to use the meeting room when arranging for cemetery plots for loved ones.

Recommendation: Based on future cemetery needs projections, re-evaluate the best use for the twenty-five (25) acres designated for future cemetery expansion in the BROX Community Lands Master Plan.

2.4.4. Parks & Recreation

Background: The Milford Recreation Department goals are to: first, provide a variety of quality recreation and leisure programs for all age groups within the community; second, utilize the existing parks and recreation facilities within the Town to their best advantage establishing formal partnerships between the Town, School District and other providers of facilities; and third develop long range master plans for community recreation.



Currently, the Recreation Director reports directly to the Director, Department of Public Works. It is staffed by the Recreation Director and a part time assistant to help organize paperwork for all recreation programs. Its office is located in the basement of the Town Hall. The Recreation Department works with the Recreation Commission whose 6 members are appointed by the Board of Selectmen. This commission serves as an advisory arm to the department and BOS.

Current Condition: Milford maintains four (4) Town owned fields/facilities and one includes an outdoor pool. They are Keyes Field, Shepard Park, Adam’s Park and Kaley Park.

	Lacrosse	Field Hockey	Soccer	Baseball	Softball	Swimming	Day Camp	Play-ground	Skate Park	Boat/ Water Access	Basketball	Tennis
Keyes Field	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX	XX
Adam’s Park	XX	XX	XX	XX								
Shepard Park			XX	XX	XX			XX				
Kaley Park	Open Field Space									XX		

The condition of these fields is poor-to-good due to overuse. The



soccer field at Keyes Field was refurbished last year, and the softball and baseball fields will receive infield improvements in 2008. Shepard Park underwent a refurbishment in 2005-2006 to add additional quality baseball facilities. However, with the continued growth of youth and adult participation in sports, the need for recreation fields is reaching a critical point in Milford. Field space is used by the Recreation Department, the MCAA, youth leagues (soccer, football, baseball and softball), Middle and High School teams, adult leagues, the Souhegan Valley Boy's and Girl's Club and family use.

Future: Future needs will involve the development of new fields in Milford. Kaley Park is currently an undeveloped piece of land that is designated as a future Town recreation facility. The BROX Community Master Plan also designates over forty-six (46) acres with approximately twenty-five (25) buildable acres as future recreation land.

Recommendation:

1. Complete the initial field and parking construction at Kaley Park such that Kaley Park will be available for use when Keyes Field is partially closed due to the Fletcher/EPA site clean-up,
2. Continue to evaluate the long-term best uses for Kaley Park.
3. Based on Recreation Department projections, re-evaluate the best use for the forty-six (46) acres designated for future recreation needs in the BROX Community Lands Master Plan.

2.5. School Services

The Community Facilities Committee did not feel that they could make any facility specific recommendations for school services given that representatives from the Milford School system were not actively involved in this review process. However, a global recommendation would be for improved communication between our municipal government and our school system in order to prepare a complete Town-wide facilities long-term strategic plan.

In May 2008, the School Board identified the following probable upcoming items:

1. \$2 million for a Kindergarten proposal (two half-day sessions at Jacques School) in 2009,
2. \$150,000 in 2009 for land acquisition to create additional parking at the High School in the future, and
3. \$10 million for renovations at the Bales School, the High School, and the Middle School in 2012 potentially including roof upgrades at the Middle School and ongoing attention to the High School building and grounds maintenance needs.

Demographic changes will ultimately dictate school facility infrastructure modifications. However, the current SAU opinion is that enrollments will remain relatively flat for the next 15 to 20 years.

2.5.1. Jacques Elementary School

Background: Jacques School is located off Elm Street adjacent to the Bales School. It was built in 1955 and was named after a local serviceman, Lt. Leon Jacques. The school was originally built with 12 classrooms, a gymnasium/cafeteria, supporting offices and core facilities. It was designed as an elementary school and has remained one ever since.

Current Condition: Eight additional classrooms were added in the 1990's and in early 2000 a new roof system was installed to address the long-standing roof issues. Currently, the school is used for Readiness and 1st grade. The existing Jacques School building is 56,280 square feet. The area around the school has limited parking but does have space for playgrounds on a lower level. At this time, a driveway circles around the Bales School building with entrance and exit via Elm Street. There is a pedestrian light at the exit onto Elm Street.



Future: As a Readiness and 1st grade school, Jacques School is expected to reach capacity in 15-20 years. If public Kindergarten is to be offered in Milford, this school could be considered as a location. It is designed to accommodate a Kindergarten curriculum.

2.5.2. Bales School (aka Centennial High School)

Background: In 1886, the Town began acquiring parcels of land just west of the Oval on Elm Street which would eventually become the sites of Endicott Park, the Centennial High School, and the Jacques Memorial School. In 1893, the Town voted to raise the funds needed to purchase land for a high school. Built in 1894, during the centennial year of the Town's incorporation, the high school was opened in 1895 and called the Centennial High School.



Recurrent themes throughout the history of Centennial High School were the need for more school space and the challenge of efficiently using available space. The first major change to the school occurred in 1916 when the

mechanical arts department wing was added. For many years, it was hoped that a gymnasium would be added to the high school. To accommodate this deficiency, students used a large, unfinished hall on the third floor for girls' calisthenics, the boys drill team and other athletic events. In 1929, the community was feeling prosperous and an improvement and expansion plan was proposed including an auditorium and gymnasium over the mechanical arts wing. However, it was determined that essential needs including classroom space, a new heating system and plumbing upgrades outweighed the expansion plans. Further planning for an auditorium-gymnasium had to be put aside due to the Depression and it was not until around 1939 that these plans could be revived under the supervision of school Superintendent Harold C. Bales. Unfortunately, Mr. Bales, whose dream it had been to have an auditorium-gymnasium at the high school, died in April 1939 and he was not able to see the completion of this project. In recognition of his many contributions, the new addition was named in his honor in 1941.

By the late 1940s, due to the post World War II birthrate increase or as it was called the "wave of war babies", there was again a need for more classroom space. In March 1951, the Town voted to build a four classroom annex onto the high school. The annex would house two 6th grade classes from the "crowded Garden Street School" and two 7th grade classes from the "overcrowded high school". In 1955, Jacques Memorial School was opened for grades 5-8 and part of the annex was remodeled for junior high home economics classes. In 1959, there was an "imperative" need for more high school space. Thus, in 1961 the "new" three year high school was opened on West Street and the "old" Centennial High School was reassigned as the junior high school. In 1964, the Town adopted the concept of being an AREA (Authorized Region Enrollment Area) school which required a major expansion of the West Street High School to accommodate Amherst students from grades 7-12 and to provide space for a six year high school. At the same time, the Town was wrestling with the problem of what to do with the "old" Centennial High School given that the junior high pupils would be moving to the "new" six year high school. According to author Edith Hunter (*A Brief History of Public Schools in Milford, N.H.*, p.92): "There were two views: one, that 'the old fire-trap' should be scuttled, and the other that it was a substantially built building and was worth redeeming." In 1968, the Town voted to renovate the Centennial High School for use by the elementary grades 5 and 6. When opened in 1969, the school was renamed the Bales Elementary School again in honor of Supt. Harold C. Bales.

As older schools have been modified and new schools built, the use of the Bales School has continued to change over time. In 1970, a new AREA Junior High School was opened on Osgood Road. Renamed the Milford Middle School, this school was expanded in 1992 and currently houses grades 6-8. In 2001, the Heron Pond Elementary School opened and now

houses grades 2-5. For several years, the Bales School was vacant or minimally used. In 2004, due to the fire destruction of the Garden Street School, the Sage School moved into the Bales School.

In August 2007, the School Board requested that the old blue “Bales Elementary School” sign be removed. When this was done, the original “Milford High School 1894” stonework sign was revealed.

Current Condition: The Bales School currently houses the alternative high school program called Sage School, the Special Education Department administration offices, and a great deal of storage. Many organizations and community groups continue to use the gymnasium for athletic, fund raising and other events. Currently, plans have been initiated to repair the building’s roof in 2008.

In 2007, the School Board appointed a group of community and school representatives to review the current condition and potential uses of the Bales School. A preliminary finding of this group is that the school building is structurally sound but would require extensive renovations for any future uses. This committee continues its work to research and arrive at economical options that reflect solid long range planning on behalf of the school system and, ultimately, the Milford taxpayers.

Future: Any future plans for the Bales School building are dependent in part on the long range plans for public Kindergarten and on plans to address the School District’s space needs. One Kindergarten option calls for the expansion of the Jacques School and the demolition of the Bales Annex. Additionally, the Bales building could be renovated to house all of the School District offices thus freeing up classroom space at the High School. There also may be enough space at Bales to accommodate a regional senior center. Other ideas that have been floated include selling the Bales School and selling the entire Bales-Jacques complex (including the lower playing fields once more commonly known as Endicott Park) for redevelopment. If the facility is sold, the property would have to fetch a very substantial amount of money to offset the space displacement, including office, classroom and recreational uses, and the related consequences of a sale. The economics of selling or demolishing the building may not be favorable given, among other variables, the current real estate market, the economy, the costs of outsourcing or relocating current programs, the access issues related to the Jacques School and lower playing fields, the continuing district office space needs, and the long range needs of the School District and the Town’s municipal government.

2.5.3. Heron Pond Elementary School

Background: Milford Elementary at Heron Pond is located on Heron Pond Road off of Whitten Road in the west side of Milford. The newest of Milford schools, this 115,000 square foot facility opened in September 2001 to serve grades 2-4. This school was built with core facilities designed to be expandable to support 900 students. In 2004, the school was expanded when a new wing was built to support moving grade 5 from the Middle School to the Heron Pond location.



Current Condition: Currently the facility houses grades 2-5. It contains 40 classrooms, support services, administrative offices, gym, cafeteria, common areas, and nature trails. There are 125 members on the faculty and staff and over 700 students.



Future: In its current function as a 2-5th grade school, Heron Pond is expected to last 20+ years.

2.5.4. Milford Middle School

Background: The Milford Middle School was constructed on Town owned land in 1970. In 1992 an addition was added. In 2005, the 5th grade was moved to the Heron Pond School, alleviating severe overcrowding and the need for portable classrooms. The school is located on Osgood Road approximately one mile from The Oval in Milford's central downtown area.

Current Conditions: The Milford Middle School is a 104,000 square foot facility about 40 years old. The school has 45 classrooms, a gymnasium, cafeteria, common area, library, media center and tech area. The school was built with core facilities to support 642 students. There are approximately 600 students in attendance at this time. This building supports 54 teachers (including substitute teachers and aides) plus staff. The Middle School shares athletic fields with the High School.

Future: There is land available at the current site for expansion, but it is not needed at this time or in the foreseeable future.

2.5.5. Milford High School and Applied Technology Center

Background: The Milford High School and Applied Technology Center is located at 100 West Street in Milford. The core facility has the capacity for 1010 students with the SAU office on site and 1070 students with the SAU offsite. The facility was built in 1964 and a 35,000 square foot Technology Center was added in 1998.



Current Conditions: The Milford High School and Applied Technology Center currently has approximately 900 students enrolled. Many of the classrooms have not been updated since the building's construction. However, a significant renovation currently is in progress replacing windows; updating the cafeteria, stage and music department; enhancing classroom and lab spaces; and several classrooms are receiving much needed heating and ventilation upgrades. In addition, the construction of a new athletic complex, including a new football/soccer/lacrosse field and a track and field facility, is nearing completion. The Milford SAU office occupies a corner of the High School facility for their offices. The High School classroom spaces are rarely unoccupied and the School Board is now assessing alternatives to move the SAU office and release that space back to school programs.

Future: The School Board has concluded that the best long-term use of the West Street facility is as a High School due to its specialized construction and equipment. In 2007, a bond was passed that provided significant funds for High School facility renovations and a new field and track. These projects are intended to be completed in 2008. Over time it is assumed that the High School and current Middle School will evolve to a school campus environment and it is assumed that the SAU office will be relocated within near-term years.



3. Facility Health Assessment Summary

Summary of Milford, NH Facility Health*

*Assumes yearly voter approval of Capital Improvement Plan (CIP) 2008-2013 items

Facility/Year	5/2008	2013	2018	2023	2028	Comments
Emergency Services						
• Police Department	↑	↑	↑	●	↓	New station operational end of 2006 with adequate growth space
• Fire Department - Downtown	●	↑	↑	↑	↑	2010 Vote on Need for Expansion - \$2.2M
• Fire Training Facility	↓	↑	↑	↑	↑	High priority for fire department
• West end Fire Substation	●	●	●	●	●	Need in question; additional metrics and evaluation required
• Ambulance	●	●	●	●	●	Possible alliances (internal & external) should be investigated
• MACC Base	●	Pending Renewal of Charter				Space projected to be adequate
Town Admin Services						
• Town Hall	↓	↓	↓	↓	↓	Space configuration not optimal
• DPW/Highway	↑	↑	↑	↑	↑	No substantial new facility needs
• Transfer Station	●	●	●	●	●	Building, Equipment and Traffic needs; Environmental monitoring continues
• Cemeteries – Plots	↑	↑	↑	↑	↑	
• Cemeteries - Buildings	↓	↑	↑	↑	↑	New building approved 2008 \$0.2M
• Library	↓	↓	↑	↑	↑	Facility overcrowded and space configuration not optimal, 2012 - \$7.2M
• Waste Water	↑	↑	↑	↑	↑	Managed by the commissioners
• Septage Receiving Facility	●	↑	↑	↑	↑	Managed by the commissioners
• Water Service Building	↓	↑	↑	↑	↑	2010 Vote planned \$0.3M
Parks & Recreation						
• Kaley Park	↓	↑	↑	↑	↑	Future expansion remains possible
• Keyes Pool	↑	↑	↑	↑	↑	Recent renovations
• Keyes Field	↑	●	↑	↑	↑	Continued renovations, Fletcher site cleanup 2010
• Adams Field	↑	↑	↑	↑	↑	Tied to Osgood Pond improvements
• Shepard Park	↑	↑	↑	↑	●	Improvements started 2005 via private funds, donations, & recreation dept.
• BROX Fields/Heron Pond Recreation	●	↓	↑	↑	↑	Committee working plans and funding
• North River Rd	↑	↑	↑	↑	↑	MCAA maintained and enhanced
School Services						
• Bales	↓	↓	↓	↓	↓	Separate committee recommendations Full plan yet to be determined by SAU
• Jacques Memorial	↑	↑	↑	↑	●	Kindergarten issue unclear
• Heron Pond	↑	↑	↑	↑	●	New school in 2000, addition in 2006
• Milford Middle School	↑	↑	↑	↑	↑	Improved with relocation of grade 5 to Heron Pond; roof upgrades needed in near future
• Milford High Track & Field	↓	↑	↑	↑	↑	Approved in 2007 vote
• Milford High School	↓	↑	↑	↑	↑	Major renovations approved in 2007 vote; ongoing needs to be coordinated with SAU office relocation

↓ Needs to be Addressed

● Issue w/in 5 yrs

↑ OK

*Revision 8 21 08

4. Goals

1. As part of Milford's economic development plan, analyze the highest and best use for the Elm Street Property (former Police Station).
2. Re-evaluate the 2005 BROX Community Lands Master Plan to reflect projected changes in community facility needs.
3. Continue to utilize, refine and strengthen the Community Facilities Planning Process.
 - 3.1. Develop and implement a formal communication process with the Milford School Board that promotes coordinated Town-wide facilities planning.
 - 3.2. Develop and implement a formal communication process with the Milford Water and Sewer Commission that promotes coordinated Town-wide facilities planning.
 - 3.3. Incorporate the Community Facilities Planning Process and the Facilities Updates as part of the annual "Reports" provided by Town Department Heads, the Town Administrator, and the School Board to the Planning Board and the Community Facilities Committee.
4. Analyze, promote and implement inter-town cooperation and regionalization of functions and facilities for more efficient and cost effective delivery of common services.