



# **Town of Milton Master Plan Implementation Waterfront Recreational Access Study at Milton Landing**

## **FINAL SUMMARY REPORT**

**May 17, 2018**



Town of Milton Master Plan Implementation  
**Waterfront Recreational Access Study at Milton Landing**

**Acknowledgments**



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Study funded by the Town of Milton and the Barr Foundation



Document Prepared by the  
**Metropolitan Area Planning Council**



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## INTRODUCTION

### Purpose of Study

This study is focused on the implementation of recommendations that were put forward as part of the Town of Milton Master Plan process. The Executive Summary of the Master Plan states the purpose of this follow up implementation effort clearly as one of the “Top 20 Key Recommendations” to increase access to the Neponset River and enhance the sense of “being on the water.” Encourage more kayaking and canoeing.

### Scope of the Study

In the spring of 2017, the Town of Milton commissioned a study of the Milton Village/Milton Landing area with the Metropolitan Area Planning Council (MAPC). The study has been coordinated by the Town’s Planning Department and overseen by the Master Plan Implementation Committee. The study has explored improving recreational access to the Neponset River waterfront at Milton Landing. This study is part of the Town of Milton’s Master Plan Implementation efforts. The scope of the study was outlined to include:

- *Preparation of a base map of the Milton Landing waterfront area* – a consistent base map was prepared for the Milton Landing area and is drawn to scale based on the information provided by the Town’s Geographic Information Systems (GIS) and a recent land survey commissioned by the Town. The base map was used to illustrate existing conditions, patterns of use, and potential future improvements on the waterfront. Base maps of the waterfront area are included in this summary report and illustrate current stakeholder use of the waterfront, parking configuration, property ownership, topography, and other physical features of the Landing.
- *A site visit with the Planner/Planning Board, and follow-up discussions with the Planner/Planning Board throughout the study* – as part of the study process, MAPC has visited Milton Landing area on two occasions, met with stakeholders and toured facilities. MAPC continued discussions with the Planning Department and Master Plan Implementation Committee throughout the study.
- *Outreach and discussions with focus group(s) consisting of existing users, abutters, Conservation Commission, etc.* – as part of the study process, MAPC conducted interviews with (16) individuals, that are representative of the variety of stakeholders at Milton Landing, a full listing of the stakeholders and representatives interviews is provided in the appendix of this summary report. Many stakeholders were engaged through publicly held meetings throughout this study process. Additionally, several stakeholders provided written letters of comment as part of the feedback received through this process.
- *Coordination and discussion with DEP and CZM regarding permits* – through the stakeholder interviews and discussions the current Massachusetts Department of Environmental Protection permits (Chapter 91 licenses) and Coastal Zone Management permits have been explored.
- *Development of a program/design brief of potential building program and site improvements* – this information is outlined in detail in the Findings and Recommendations of this report. The program/design brief provided a consistent set of improvements or

considerations that were to have been taken into account in consideration of alternative approaches.

- *Preparation of sketches to illustrate the program and management options* – this information is illustrated in detail in the Findings and Recommendations section of this summary report.
- *Preparation of a brief summary report with figures* – this brief report summarizes the context for this study, the community vision for the Town Landing, the findings and recommendations of this study, and the process used to arrive at the recommendations.

## **Master Plan Summary**

This study is part of the implementation efforts of the comprehensive town-wide Milton Master Plan. The Master Plan process concluded in 2015. Implementation of Master Plan recommendations has been guided by the Town's Master Plan Implementation Committee (MPIC). The MPIC has members appointed by the Board of Selectmen/Planning Board and includes Cheryl Tougias (Chair), Richard Burke, Kathleen Conlon, Elizabeth Miller, and Taber Keally. As part of the Master Plan implementation, this study has been closely coordinated with the MPIC.

Milton Landing and its surrounding commercial district, Milton Village, were highlighted in the Milton Master Plan recommendations. The Master Plan states that for each commercial district a vision should be created. The following statements are from the Milton Master Plan and frame a vision for Milton Landing:

- The *Concept Map: Milton Village & Central Avenue District* figure highlights the following items relevant to Milton Landing: provide more outdoor seating/places for gathering; improve access to River; encourage canoe/bike rental; build on existing Farmer's Market; preserve, restore and find appropriate reuse for Swift Hat Factory Building; and address parking issues
- The *Executive Summary* states one of the *Top 20 Key Recommendations* as: Increase Access to the Neponset River and enhance the sense of "being on the water." Encourage more kayaking and canoeing.
- The *Implementation Plan* states one of the *Top 20 Recommendations* as: Increase access to the Neponset River.
- As part of the *Implementation Plan* "Goal 1: Preserve Town's Physical Character" it was stated to form a Task Force to increase awareness regarding the Neponset River. Also, launching and continuing efforts to protect the natural environment, including cleaning up the Neponset River and surface waters within Town.
- As part of the *Implementation Plan* "Goal 2: To Promote a Healthy Milton" it was stated to increase enjoyment of and access to the Neponset River and expand the Farmer's Market with more convenient hours, i.e. weekends. Actions listed under increase enjoyment of and access to the Neponset River include improve kayak, canoe and rowing offerings at Milton Wharf with partners listed as the Neponset River Watershed Association, Parks and Recreation Department, Milton Yacht Club, and DCR/Blue Hills Reservation
- As part of *Implementation Plan* "Goal 4: Promote Economic Development" it was stated to improve access to the Neponset River, for pedestrians, bicyclists, and water; users would provide expanded recreation opportunities and potential to support additional commercial development.

## **Milton Landing Stakeholders and Engagement Process**

Milton Landing is a town-owned resource including open space and access to the Neponset River. While the residents of Milton are a primary stakeholder of the area, the Landing also hosts, or is abutted by several primary stakeholders. These more direct primary stakeholders include property owners, residents, and businesses. Specifically, the Milton Yacht Club, Milton Landing Residences (88 Wharf Street), Milton Crew, and Milton Farmer's Market directly engage with this area. The location of the activity of each of the primary stakeholders was mapped and is included in the Existing Conditions Analysis of this Summary Report beginning on page 21. As part of the study process, the primary stakeholders at Milton Landing were engaged by MAPC through telephone or in-person interviews to better understand how each stakeholder uses the Landing. The interviews occurred at the start of this planning process in August and September of 2017. Milton Landing was visited by MAPC staff on several occasions and included touring the former Police Headquarters facility that is leased by the Town to the Milton Yacht Club.

This study has been pursued transparently and with a robust schedule of posted public meetings with the MPIC to involve the stakeholders and community throughout the process. MAPC presented information relative to the study at MPIC meetings on 9/18/17, 10/2/17, 11/20/17, 12/19/17, 1/16/18, and 2/12/18. Each of these meetings was well attended by community members and included a period for public questions and comments. Additionally, a joint meeting of the Planning Board, Board of Selectmen, and MPIC was held on 10/16/17 and attended by over 40 community members. A Community Forum was held on 12/6/17 with engagement exercises facilitated by MAPC to solicit feedback on criteria and alternative approaches presented for the Landing. Lastly, an online survey was prepared to invite broader public feedback on the engagement exercises and resulted in responses from 138 individuals.

An appendix to this report outlines the agenda for each MAPC presentation for these meetings. The meeting presentations and MPIC meeting notes are available through the Town of Milton website. Three of the primary stakeholders submitted letters to the Town as part of the process of engagement and discussion of the future of Milton Landing. The letters were specifically related to the Alternatives Approaches Analysis of this Summary Report beginning on page 31. Letters were received from the Milton Yacht Club, Milton Crew, and Milton Landing Residences and are included in the Appendix to this Summary Report.

In order to facilitate a discussion about future improvements at the Town Landing, the following sequential process was undertaken:

- First, an analysis of the existing conditions and patterns of use at Landing was performed;
- Second, an understanding of the operations and needs of primary stakeholders was discussed with the stakeholders;
- Third, a set of principles and criteria were developed to measure the advantages and disadvantages of alternative approaches to improvements;
- Fourth, alternative approaches to improvements were developed and refined through discussion with the MPIC and presented to the community for feedback
- Fifth, a recommended approach to improvements accounted for feedback received throughout the process and sets a path forward to subsequent decisions and actions



The results of each of the steps in this process are presented in this Summary Report. They are presented in an order deemed effective to frame the most useful information needed to advance improvements and provide context for that information. It should be noted the presentation of the information in the Summary Report is out of sequence in terms of how the process was undertaken.

The aerial photograph below shows the Milton Landing area looking south. The Neponset River is on the left side of the image, Adams Street and Milton Village are just outside of the right side of the image frame, 88 Wharf Street is in the central foreground of the image, and Governor Hutchinson's Field can be seen near the center of the top of the image.



## COMMUNITY VISION

The following **Vision Statement** was articulated as part of the process to add more detail to the recommendations in the Milton Master Plan and to add more specific language regarding increasing access to the Neponset River.

### **Vision Statement:**

*Milton Landing on the Neponset River provides a friendly, open place for residents to enjoy Town-owned riverfront land and use public access to waterfront recreation opportunities.*

The **Waterfront Principles** were developed to articulate the fundamental objectives for improvements and to provide statements that could be used to consistently evaluate alternative approaches and proposals for improvements at the Landing. The principles have been subject of MPIC discussion, community feedback, and are prioritized based on the responses received at the Community Forum and through the online community survey in December of 2017.

### **Waterfront Principles:**

- Maximize **access for multiple water-dependent uses**
- Promote **public access** to the riverfront through signage, river walk, biking, and waterfront amenities
- Optimize organization for **non-water dependent support uses**
- Provide **dedicated areas with clearly defined relationships** and conditions for current and future users that desire a permanent presence on the waterfront
- Support **vitality of Milton Village** and functions through **shared parking** and use of open spaces for events

The **Waterfront Criteria** were developed to provide a set of measurable and objective standards by which alternative improvements could be evaluated. The criteria were a useful tool in evaluating and comparing the alternatives that were prepared as part of this study. The advantages and disadvantages of each alternative could be measured relative to the criteria and ranked. The criteria have been subject of MPIC discussion, community feedback, and are prioritized based on the responses received at the Community Forum and through the online community survey in December of 2017. During the study process, the criteria consisted only of the simple statements, the additional explanations after the dash have been added for clarity in this report.

### **Waterfront Criteria:**

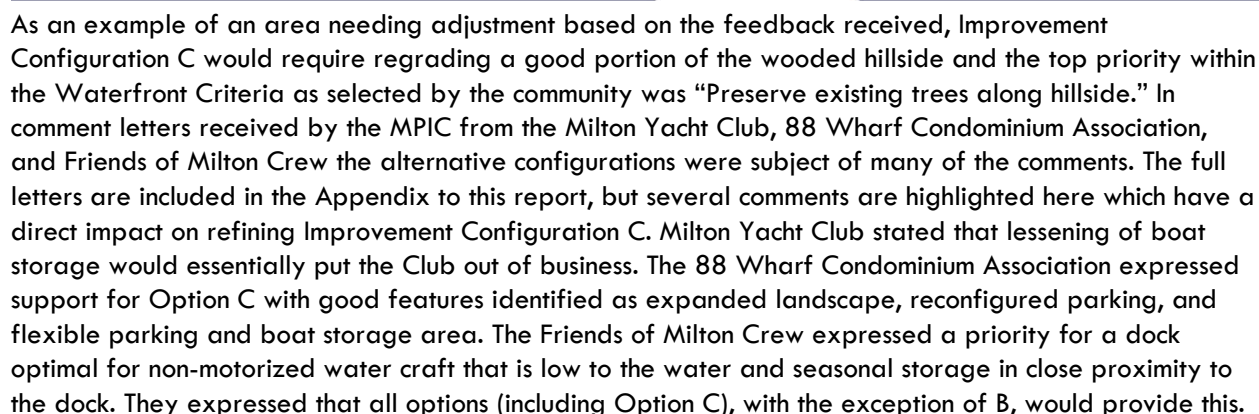
1. **Preserve existing trees along hillside** – to the west of the Landing parking area is a hillside with a number of large deciduous trees that provide a buffer between the landing and homes with frontage on Adams Street. Preservation of these trees was considered a top priority from community feedback.
2. **Expand Neponset Riverwalk/connection to Hutchinson's Field** – one of the long term ideas for an improvement would be a connection between the Landing and Hutchinson's Field along the west bank of the Neponset River. This connection was considered a top priority from community feedback.
3. **Improve attractiveness of views of the river** – improving attractiveness of the views of the river is focused in this study on views from Milton including views from Wharf Street, the Landing Park, 88 Wharf Street, and the Neponset Riverwalk. The views were considered a top priority from the community feedback.



4. *Retain (or expand) space for Milton Farmer's Market* – the Milton Farmer's Market is located in the public park on Wharf Street near the MBTA stop. The community feedback considered retaining and supporting the farmers market a high priority and would not want an improvement that compromised their ability to operate in Milton Village at their current location.
5. *Strengthen perception of welcoming waterfront* – Many community comments through this process highlighted that private uses at the Landing give an impression that the general public is not welcome or cannot access the river. Increasing the perception of being welcomed and invited to access the Neponset is a high priority.
6. *Provide a new low level floating dock suitable for crew/kayak* – Expanding access to the Neponset would be strengthened by more options to conveniently get vessels into the water. The current docks do not provide a low level that is close to the surface of the water to place smaller vessels in by hand. Increasing dock and water access options is a high priority.
7. *Integrate historic markers and plaques at historic buildings/sites* – The Milton Village and Landing area include several historically significant sites and buildings. This criteria is both about recognizing the historically significant features, and also using improvements to preserve these features and to not put them at risk.
8. *Preserve and improve the Police Headquarters building* – Specifically, among the historically significant assets is the former Police Headquarters building. The building has been occupied by the Milton Yacht Club. This criteria is both about recognizing the historically significant building, and also using improvements to preserve this feature and to not put it at risk.
9. *Improve public boat launch and circulation near Captain's Landing* – At the end of the Landing parking lot is a boat ramp and a Town-owned portion of the shore line that is called Captain's Landing. This criteria looks to improve the boat ramp and surrounding circulation to allow for expanded access to the Neponset River through vehicle pulled boat trailers.
10. *Expand Landing Park and public amenity areas at the waterfront* – The Landing Park is a public amenity that was created by relocating a portion of the Milton Yacht Club's boat storage during the development of the 88 Wharf Street building. This type of public amenity and park area could be expanded as part of the Neponset Riverwalk at other areas of the Landing's waterfront.
11. *Provide public amenity and access to expand to Captain's Landing* – At the end of the Landing parking lot is a Town-owned portion of the shore line that is called Captain's Landing. This criteria looks to improve the Captain's Landing area and plan for a future improvement or expansion to the south to better use this Town-owned asset.
12. *Create a new dedicated space for crew shell/equipment storage* – Currently, Milton Crew storage is placed in several locations at the Landing with a container at the end of the parking lot and crew shells in the Wharf Street Park. This criteria seeks to identify a more formally dedicated area that Milton Crew could use for storage.
13. *Retain (or expand) number of existing parking spaces* – Currently, the Landing provides (26) marked parking spaces at the waterfront, (23) spaces at the Wharf Street parking lot, (4) spaces on-street on Wharf Street, the MBTA commuter parking lot, and 88 Wharf Street parking lots. These spaces support both Milton Landing waterfront access, but also the businesses in Milton Village. Future improvements should not reduce the number of parking spaces available and, if possible, should expand the number of spaces available.
14. *Retain current amount and position of Neponset boat moorings* – The Milton Harbormaster and Milton Yacht Club maintain (28) boat moorings in the Neponset River. As much as possible, future water access improvements should retain the same number of boat moorings in the Neponset.
15. *Provide potential location for bike/canoe/kayak rental facility* – The future opportunity for additional access and amenities should not be precluded by improvements at the Landing. These opportunities may include hosting vendors for bike, canoe, or kayak rentals, either seasonally or permanently.

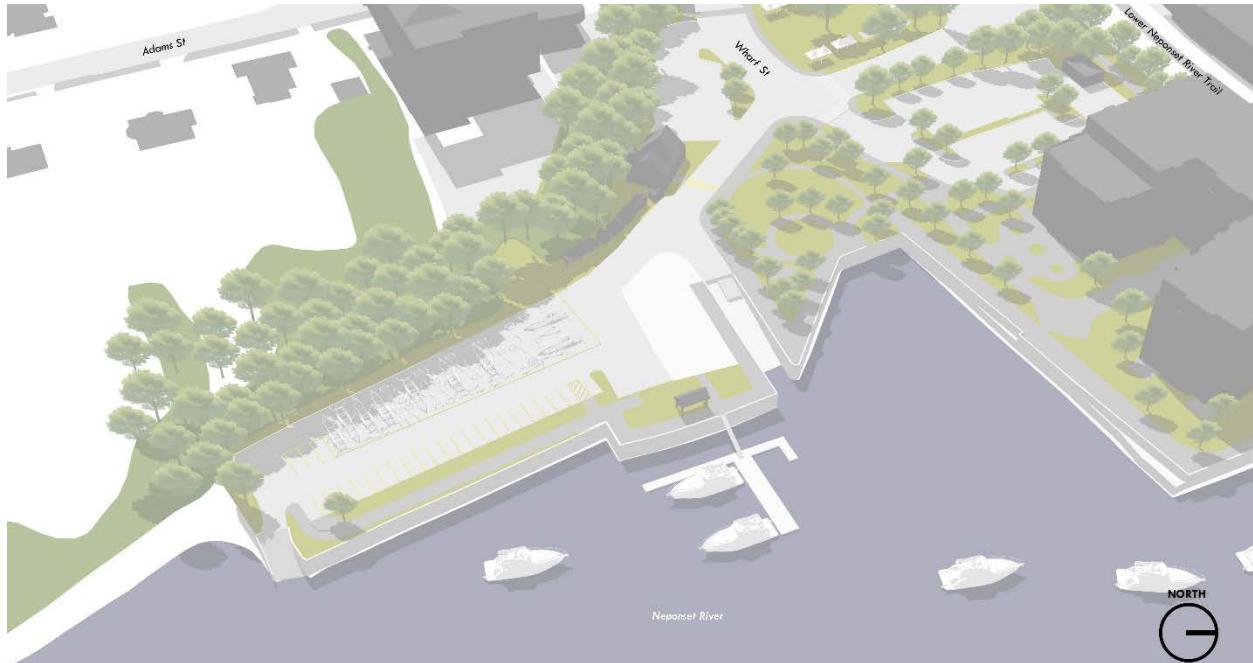
16. *Improve distance and orientation between crew storage and dock* – Currently the distance that crew shells must be carried to access the River is from the Wharf Street park down Wharf Street to the dock. Improvements should reduce this distance, if possible, while exploring locations for Crew storage.
17. *Support the Milton Village commercial district with parking* – In addition to retaining the current number of parking spaces to support waterfront access, more parking could be added either through the configuration of the waterfront or through a parking deck utilizing the steeply sloping topography. Additional parking could be used to support an increase in commercial uses in Milton Village.
18. *Add new structures such as gazebo, picnic areas, and seating* – Adding amenities to the existing or future open spaces could bring more activity and vitality to the Landing and provide support for the improved waterfront access.
19. *Retain the current amount of boat storage for Milton Yacht Club* – The Milton Yacht Club stores boats seasonally on the paved and gravel parking areas at Milton Landing. The boat storage is a large part of the MYC's annual revenue and membership structure. About the same amount of boat storage would be required with future improvements, unless the structure of the MYC and its membership were to be changed.
20. *Provide accessible restroom facilities (temporary or permanent)* – Access to restrooms in the former Police Headquarters is provided upon request to the general public from Milton Yacht Club. However, this requires a member of the club to be present at the building and the restrooms are located on the second floor and not accessible. Future improvements could integrate a more public and accessible restroom facility.
21. *Provide opportunity for a long term paddle sports pavilion* – Short term improvements relate to improved access for crew, kayak, other paddle sports such as a new low height dock and improved storage locations. A longer term improvement could involve a building facility to support this type of access to the water. While no immediate plans for this type of investment have been identified, an approach to improvements that does not preclude this type of future investment would retain the future potential for such a facility.
22. *Expand flexible paved space to support multiple uses and events* – Assessing the existing conditions and patterns of use at the Landing, paved space that can be used flexibly seems to be in the highest demand and most directly supportive of waterfront access. Improvements to expand paved space that can be used flexibly would help to improve access to the water.
23. *Reduce overlapping use and sharing of docks* – Currently, most of the water access takes place at a single dock that is installed and maintained by the Milton Yacht Club. The overlapping use and sharing of the dock does present limitations on access and potentially conflicts for use during the busiest times to get onto the water. Additional docks, functional boat ramps or other ways to access the water would reduce this conflict.
24. *Provide space for car share and bike share facilities* – Limitations on the space available will always be present in a vital and busy location that is full of amenities, such as the Landing. More efficient use of this limited space can be achieved through shared mobility options such as car share or bike shared facilities. Improvements at the Landing could create dedicated locations for these types of shared mobility assets.

The findings and recommendations for waterfront recreational access improvements at Milton Landing are the result of this study. The recommendations are made by MAPC to the MPIC and represent MAPC's judgement as to the most effective ways to improve access at the Landing. The findings and recommendations are consistent with the recommendations of the Master Plan, have been guided by the MPIC through the process of this study, and have been informed by the participation of many members of the community and the direct stakeholders involved at Milton Landing. Of the (4) alternative improvement configurations that were explored as part of this process, Improvement Configuration C was the most preferred based on the feedback received and a ranking of the alternatives according to the Waterfront Criteria established. However, Improvement Configuration C, shown for reference below, was not wholly supported and was inconsistent with several of the highest priorities that were voted on by the community. A summary of all of the alternatives considered and the process that was used to create the alternatives is provided in the Alternative Approaches Analysis of this Summary Report beginning on page 31. Improvement Configuration C, shown below, was used as the starting point for the final recommended approach.

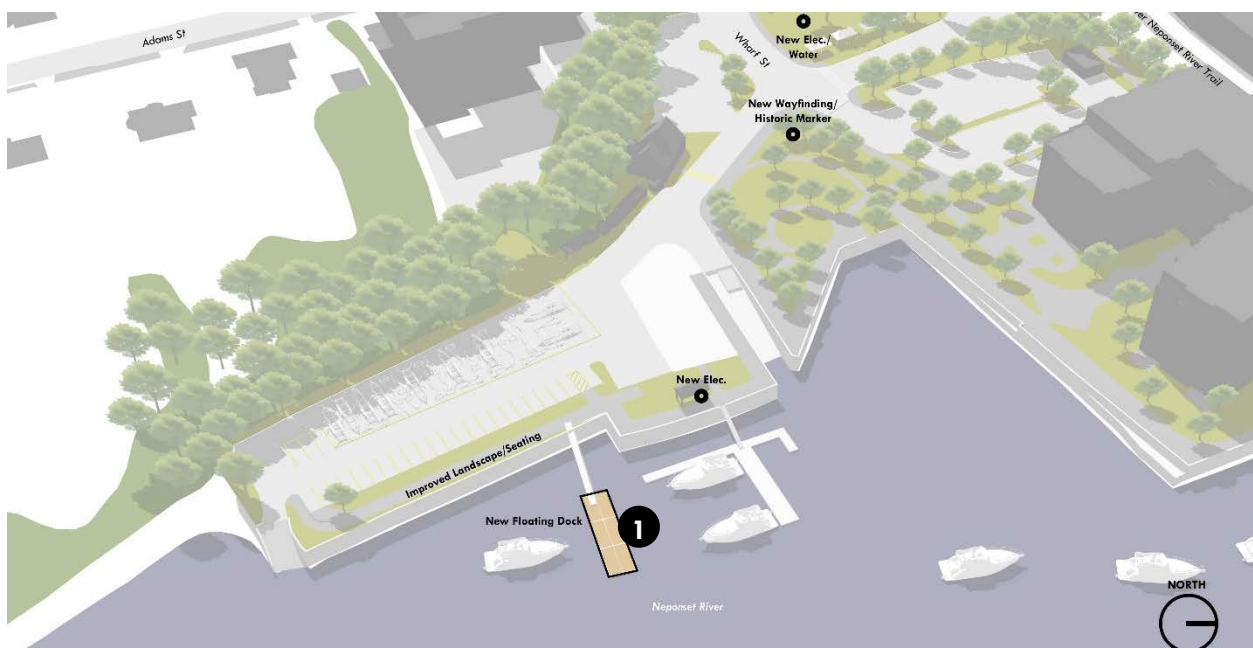


In light of this feedback on the most preferred of the (4) alternative configurations, the recommended approach shares some similarity to Option C, but is a new approach based on everything that has been learned through this process. The diagrams and descriptions, numbered 1 through 5 below, show the major components of future waterfront access improvements at Milton Landing and build up incrementally to MAPC's recommended approach.

**1. Existing Conditions** – The first diagram of the recommended approach begins with the existing conditions as they are today at the Landing during seasons of spring, summer, and fall.

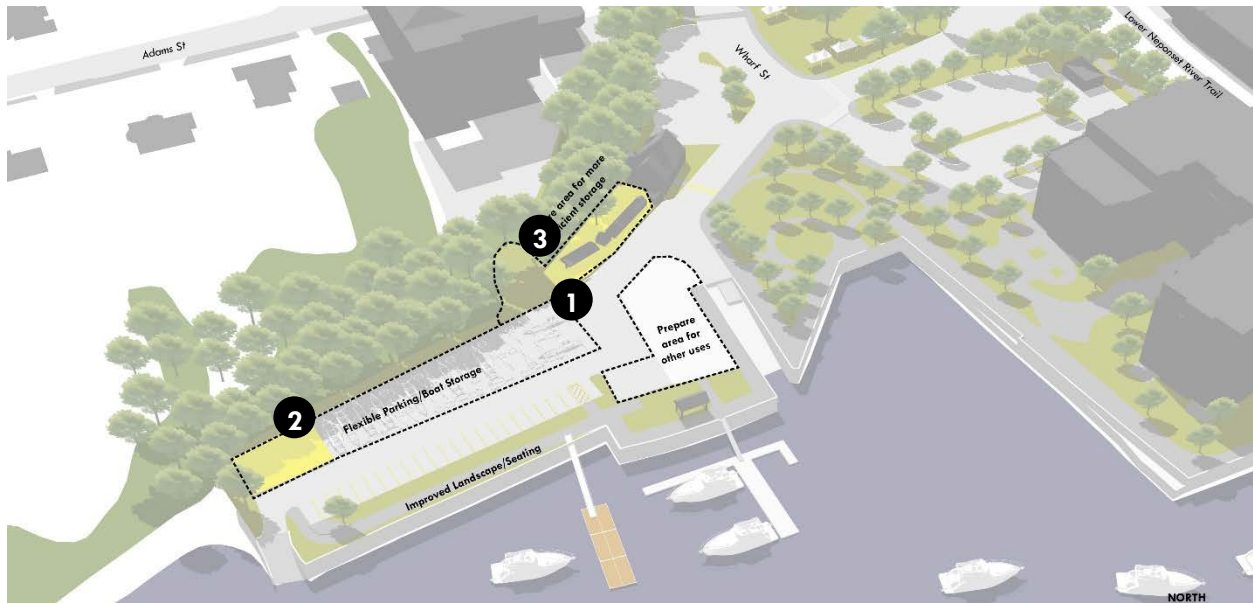


**2. New Low Height Dock** – A new low height dock should be allowed to proceed near the center of the existing bulkhead (1). The Friends of Milton Crew have expressed interest in funding, the design, engineering, and seasonal installation of the new dock. Relatively minor adjustments to the railing and bulkhead will likely be required to accommodate the new dock and gangway. Several mooring positions in the River will likely need to be adjusted or relocated.

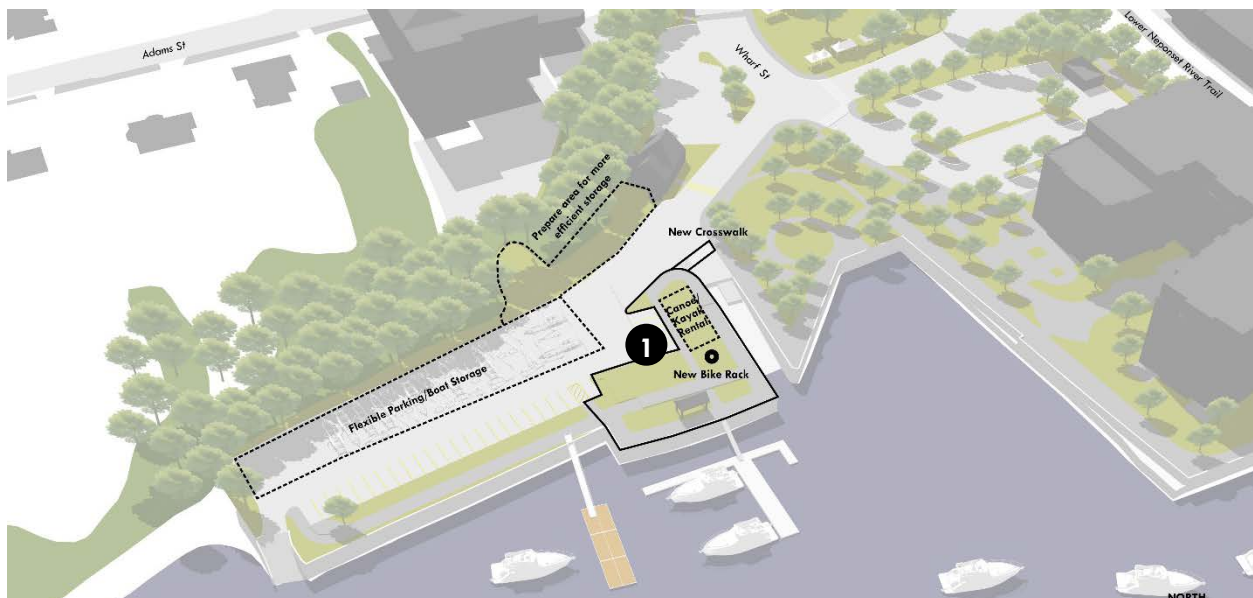




**3. Optimize Storage** – The seasonal boat storage, parking area, and general storage areas should be temporarily reconfigured to set the stage for the next steps and improvements (1). This reconfiguration would also offer the short term advantages of removing the low surveillance area at the end of the parking lot, optimizing and increasing storage space by using the areas available more efficiently. The changes would result in the temporary loss of three parking spaces (2). A more efficient storage area could be used to support the storage needs of multiple waterfront users in the same subdivided spaces (3).



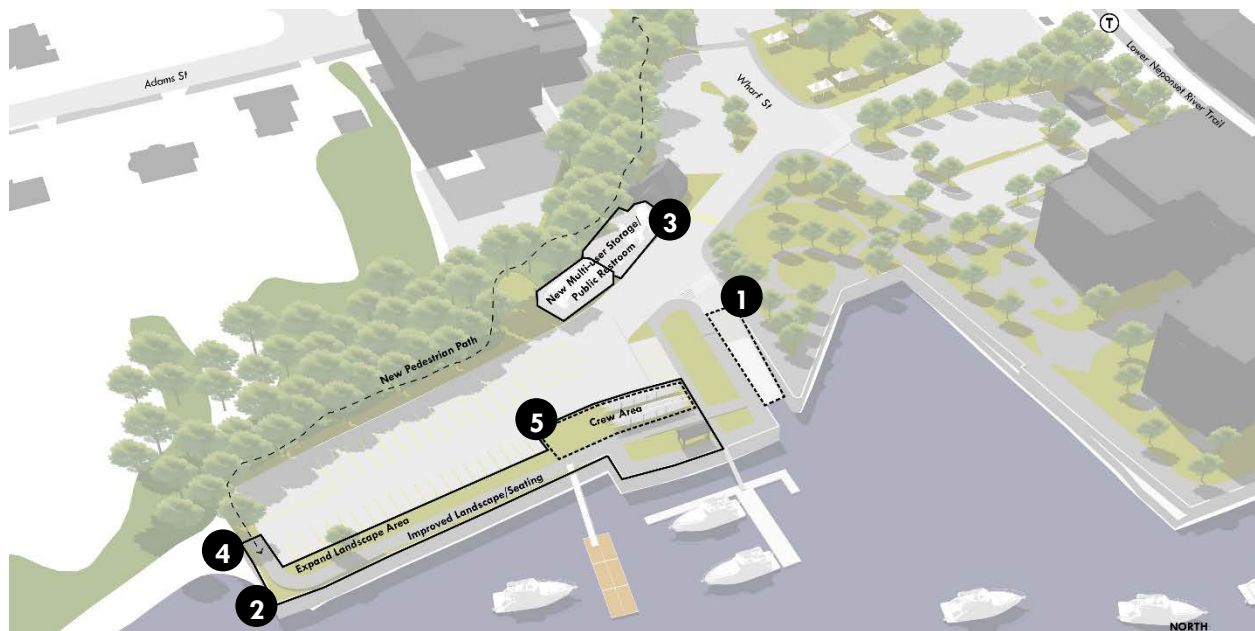
**4. Reconfigure Gravel Area** – The sense of a welcoming and inviting public access to the river could be vastly improved with reconfigurations at the gravel portion of the parking lot (1). This reconfiguration would improve views to the river from Wharf Street, views to the public parking supply at the River, and provide opportunities for seasonal storage of other vessels, or rentals in the future. The additional seasonal boat storage at the end of the parking lot reduces the loss of boat storage area to about 3,200 square feet. A direct connection between the Milton Yacht Club and their dock would be retained with a direct path connection in this reconfigured and landscaped area. The new landscaped area is shown to include additional parking spaces that could be used to support district car-share programs such as Zipcar, electric vehicle charging, or flexible space for future bicycle, kayak, or canoe rentals.





**5. New Waterfront Operations** – The first three incremental improvement recommendations could be undertaken in the short term and would require relatively modest investments from private sources. The reconfiguration of several components to support new waterfront operations may be longer term in nature and require public funding sources. The first major change would involve the Milton Yacht Club transitioning to a new method of getting boats in and out of the River seasonally. The new approach would involve investing in a marine hydraulic lift trailer to replace the current marine rail system (1). This change would enable more flexible use of the ramp and more compact storage without cradles during the off-season.

This change would also enable all other reconfigurations at the landing to increase efficiency and flexibility. First, the central marine rail ramp could be converted into a more standard boat ramp that would be used by the Milton Yacht Club with the marine hydraulic trailer and could be used by the general public (1). The increased flexibility at the central ramp would allow the underused and unrepaired boat ramp at the end of the parking lot to be filled and used for additional parking (2). This would reduce the liability of this unrepaired asset and reduce circulation constraints at the end of the parking lot. With the marine rail converted, the winch house could also be decommissioned adjacent to the former Police Headquarters. This would allow for a new storage facility addition to the building that would optimize storage for Milton Yacht Club and potentially offer enough space for other users (3).

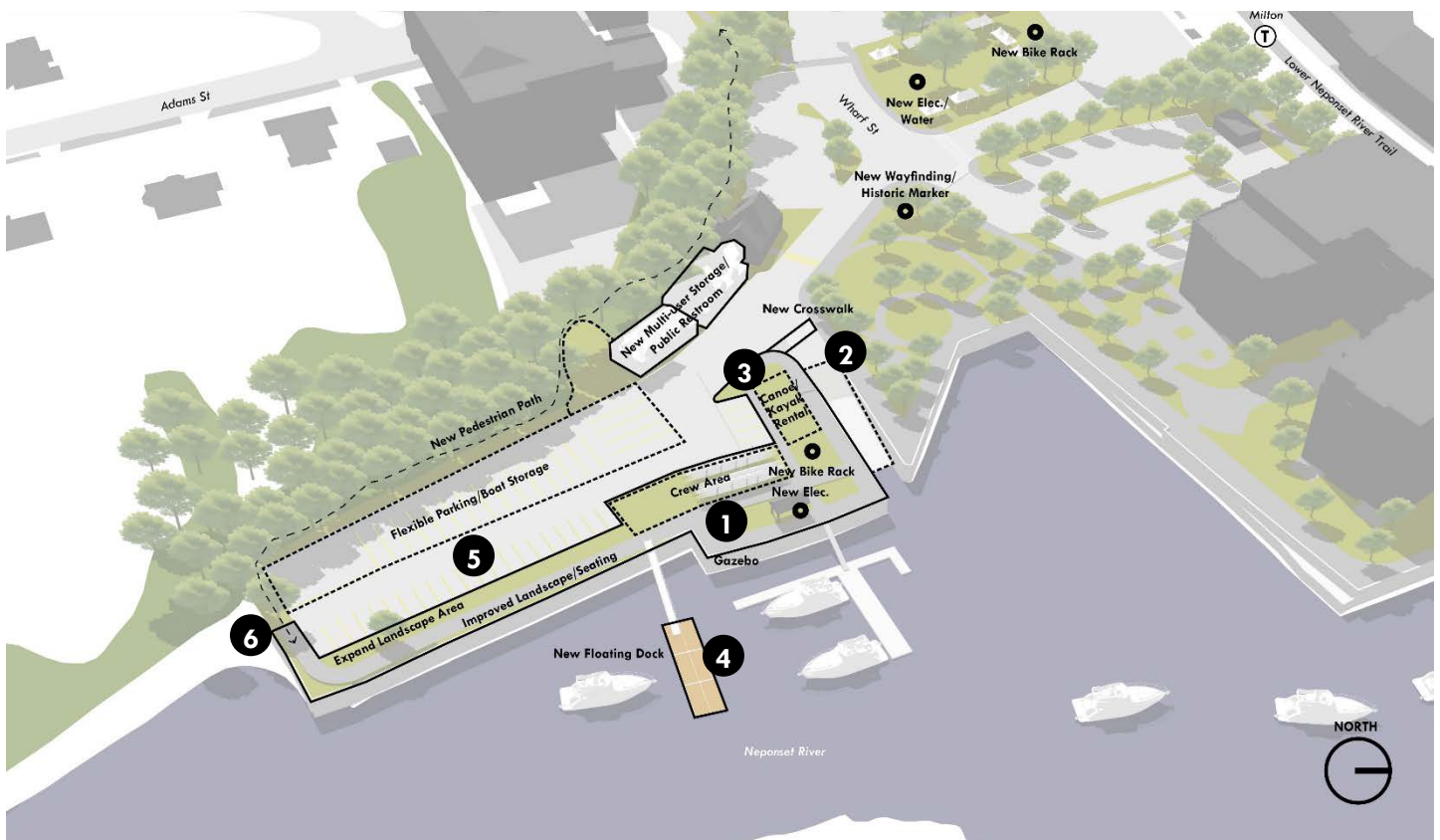


In the spring, summer, and fall these incremental improvements would result in a waterfront that is extremely efficient and flexible to accommodate a variety of water dependent users to access the Neponset. The waterfront would have welcoming and improved views, a flexible centralized boat ramp, the same number of parking spaces that exist today, and more variety of water access with a new lower level dock. These improvements would set the stage for an improved waterfront that provides walking trail loops that continue the Neponset Riverwalk and offer a starting point for a long term connection down the shoreline to Hutchinson's Field (4).

As parking is added and relocated, it can be removed from locations that would impede circulation of boats and crew shells and make waterfront access more convenient. Specifically, the parking spaces between the crew storage and crew dock could be reduced while maintaining the existing count for the number of spaces provided (5).

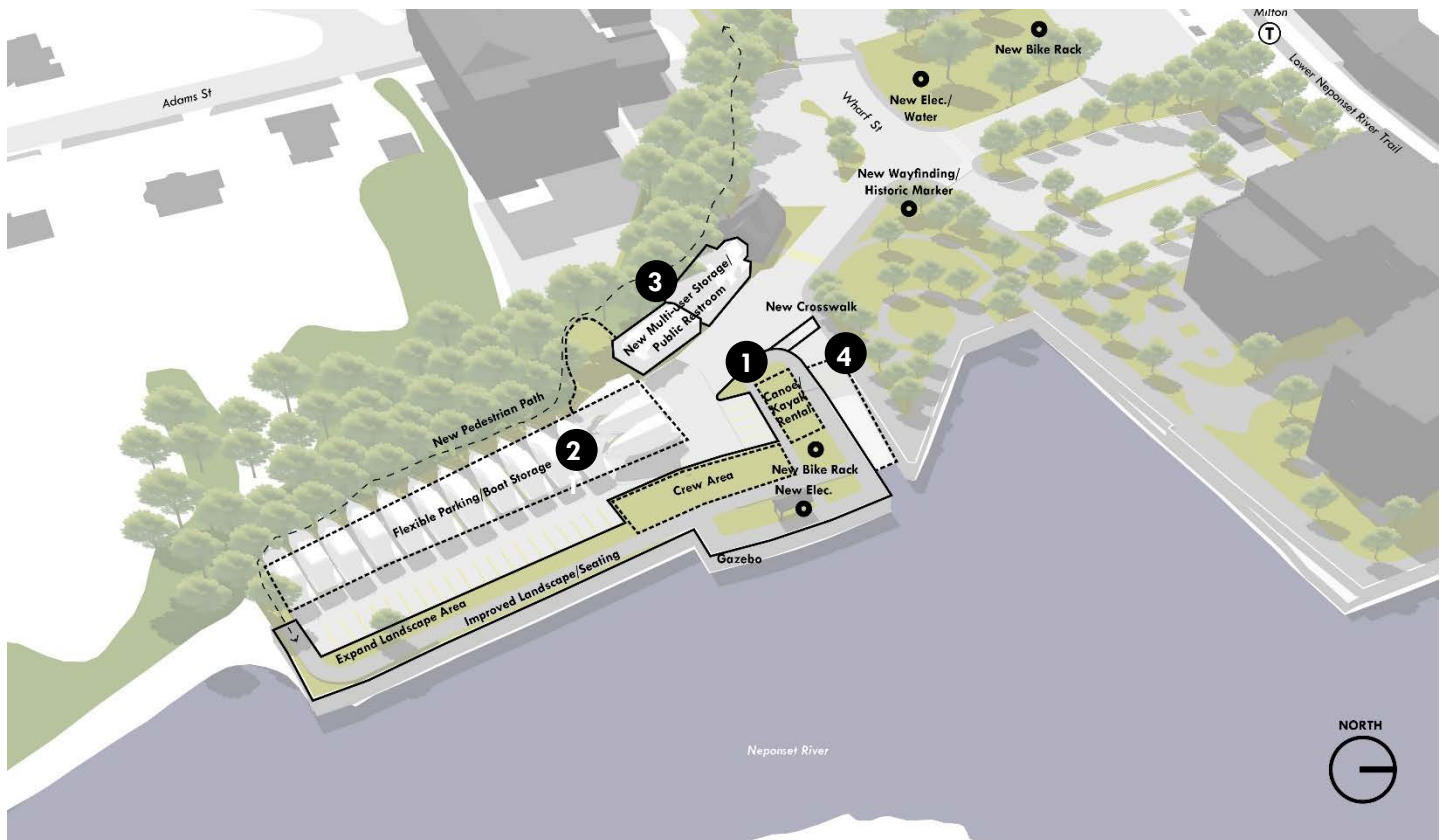
## Recommended Approach – Spring/Summer/Fall Uses

The recommended approach improves views from Wharf Street to the Neponset and the waterfront. The perception of a welcoming waterfront is also improved by providing dedicated space for multiple water-dependent users (1), opening access to the central boat ramp (2), and expanding the central Landing Park (3). The central boat ramp is made more flexible by adapting it to a standard ramp configuration that is not dependent on the marine rail (2). Water access is increased through the addition of a new low height dock (4) that is suitable for use by Milton Crew, kayaks, or canoes expanding the range of options for safe and convenient water access. The number of parking spaces in the recommended approach are the same as the number of spaces at the existing waterfront parking lot (5). The number of walkway connections are expanded at the waterfront and the ability to continue walkways and connect across Milton's Landing in the future is enhanced (6).



## Recommended Approach – Winter Uses

The recommended approach improves views from Wharf Street to the Neponset and the waterfront. The perception of a welcoming waterfront is also improved by pushing boat storage away from the primary approach down Wharf Street (1). Seasonal boat storage is retained in an area that is about 3,300 square feet less than currently provided, but that still provides a substantial area for the support of yacht access at the landing (2). In addition to flexible boat storage, areas for dock storage would also be included within this designated area and likely occur in the spaces between stored boats.



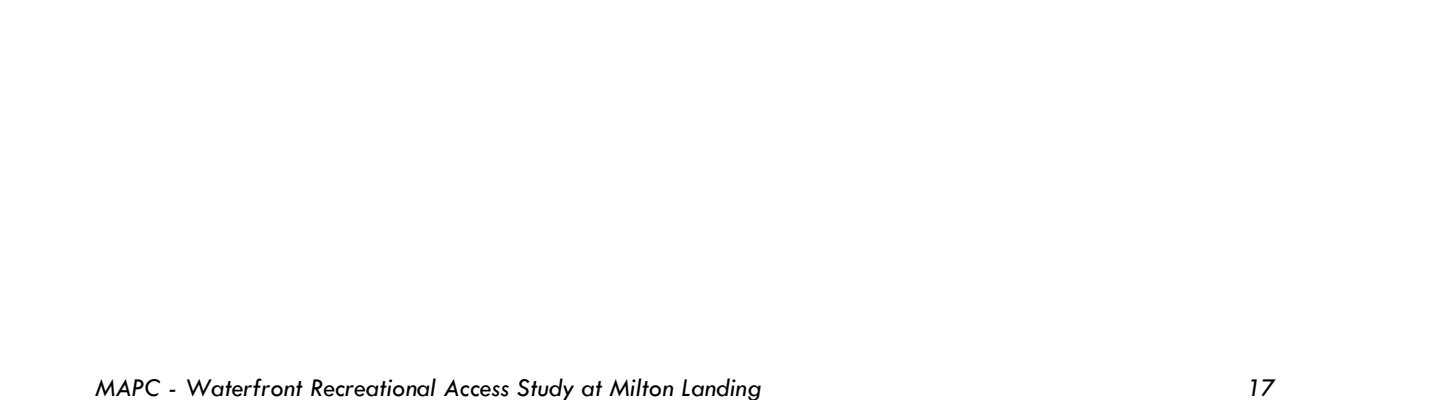
The approach depicted above, provides a more welcoming riverfront with multiple and flexible waterfront access points. The reconfiguration provides dedicated space for the primary stakeholders at the waterfront, improves public access and amenity, and retains the same number of parking spaces as currently exist.

The new structures adjacent to the former Police Headquarters would provide interior storage for multiple waterfront users and publicly accessible restrooms (3). Even with the reconfiguration current operations are able to continue. For example, the current area for boat storage is reduced by only about 3,300 square feet (SF), retaining about 11,100 SF of paved area for seasonal storage (2).

In this configuration, while the reconfigured central boat ramp (4) would offer more flexible access by providing a slope that could accommodate a boat trailer, the water access does not work that well for the general public as parking for vehicles with trailers would continue to not be provided.



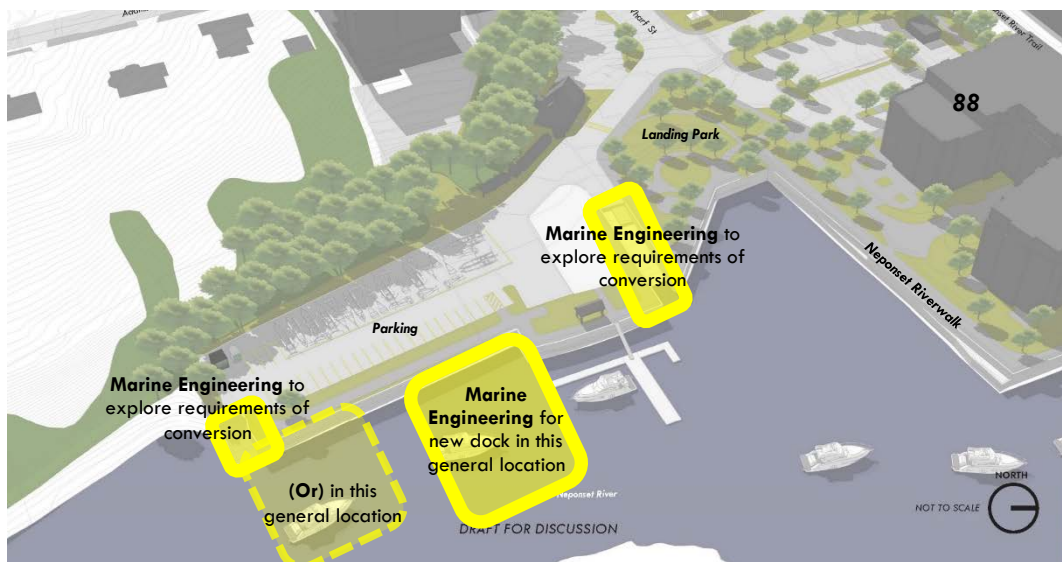
Other improvements at the waterfront that could enhance the experience and use of the waterfront could include new bike rack locations at the waterfront, new electrical and water connections near the bulkhead and in the parks, new wayfinding and historic markers or information signs, and new crosswalks and pedestrian path connections.



## NEXT STEPS

Several immediate next steps are outlined that are consistent with this recommended approach and would support the Master Plan and this implementation effort. The next steps are outlined as they relate to the Waterfront Principles that were outlined to frame this process. The next steps should be undertaken by the Board of Selectmen in coordination with the Master Plan Implementation Committee and the Milton Parks Department.

**1. Maximize access for multiple water-dependent uses** – An important next step would be to advance marine engineering to further define, detail, and assign costs to the major infrastructure components of the recommended approach including marine engineering for a new low-height dock near the center of the bulkhead, the design of converting the existing boat ramp to a continuation of the bulkhead with fill for parking, and the design of converting the existing marine rail to a more standard boat ramp.

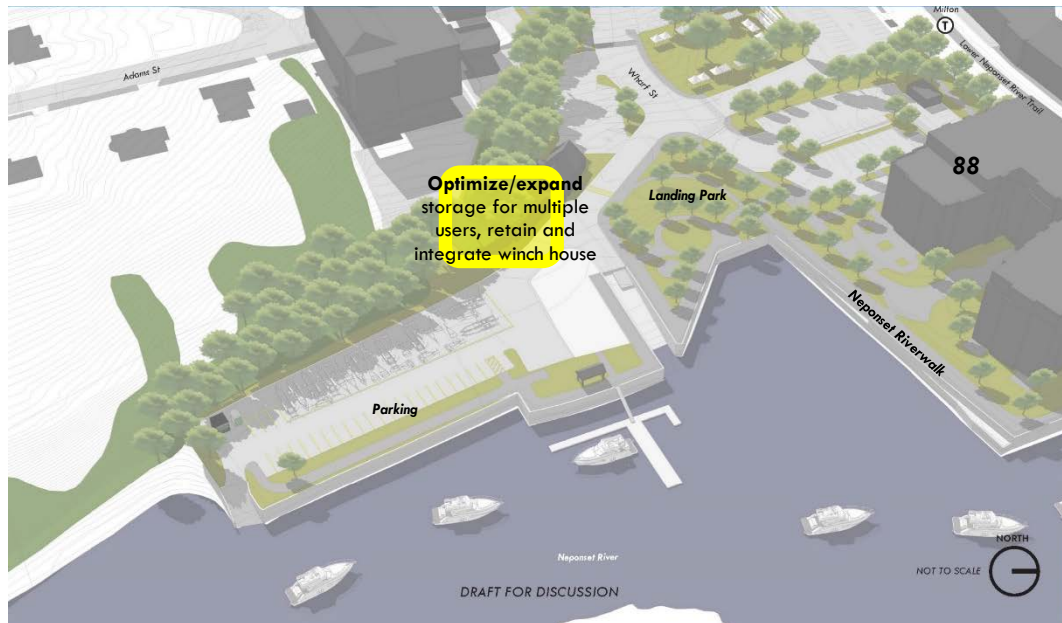


**2. Promote public access to the riverfront through signage, river walk, biking, and waterfront amenities** – Another important next step would be to advance design and engineering work around promoting general public access through walkway connections and riverfront parks. This would focus on a near term design for an extended riverfront park that can accommodate a variety of flexible uses including crew shell storage, kayak rental, bike rental, food trucks, or other temporary uses to be located at the current gravel portion of the parking and boat storage area. The longer term study would provide further exploration of the feasibility and potential cost of a shoreline connection to Hutchinson's Field.

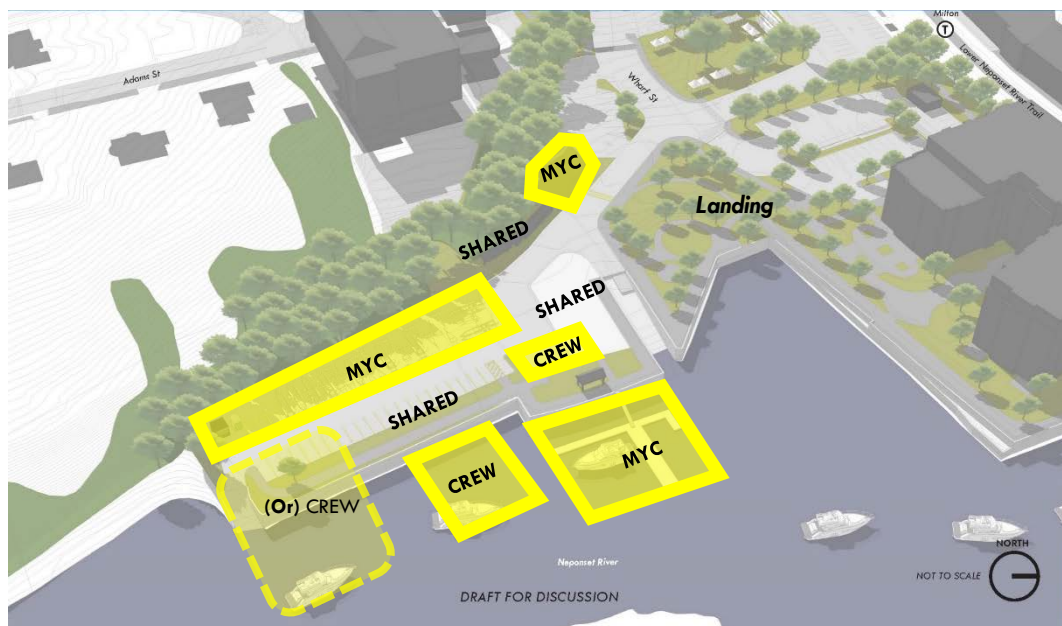




**3. Optimize organization for non-water dependent support uses** – Efficient use of the flat and tree free areas adjacent to the parking lot and former Police Headquarters should be a top priority to fit as much storage as possible for multiple users. This would free other, higher profile, areas in the Landing for flexible use and events, such as the Milton Farmer's Market. A tree survey would provide a better understanding of the location of the oldest growth trees that are part of the hillside buffer. More hillside area may be able to be used for waterfront support depending on the location of mature trees.



**4. Provide dedicated areas with clearly defined relationships and conditions for all current and future users that desire a permanent presence on the waterfront** – New agreements should clearly define requirements, roles, and locations for waterfront users to clarify the relationships and expectations for each active partner at the Landing.



**5. Support vitality of Milton Village and functions through shared parking and use of open space for events** – The recommended approach results in as much parking at the end of improvements as is provided today at the Landing parking area. The parking will be more visible, particularly during the winter months with large boat storage reconfigured. Other longer term parking solutions may be available to enhance the Landing and support of Milton Village. They may include more off-hours use and sharing of the MBTA parking lot to support non-commuter activity, more enforcement of commuter parking in non-commuter locations and the long term potential of increasing parking supply through the construction of a parking deck at the Wharf Street public parking lot. This type of long term investment is not the first step of improvements that is recommended, but may be a viable way to add parking supply to a vibrant commercial district in the future.

### **Continuing Partnerships and Collaboration**

In order to make progress on these recommendations, the Town of Milton must continue its partnerships and collaboration with all direct stakeholders at the Landing. The following three items are critical in the near term to advance public access improvements and MAPC recommendations.

**1. Continue to work with all water-dependent stakeholders to improve use and stewardship of the Landing, define new agreements with all water-dependent stakeholders.** The Milton Yacht Club and Friends of Milton Crew would both benefit from the predictability and reliability that an agreement with the Town would provide. The Milton Yacht Club has been a tenant-at-will in its location for a number of years and will need a longer term agreement in order to support the investments recommended to adapt their operational procedures at the Landing. A public request for proposals (RFP) for the future tenant of the former Police Headquarters will be pursued and could result in an agreement with the Milton Yacht Club. If the Yacht Club is the successful respondent, the terms of the lease should reflect their need for predictability and structure the future relationship to partner around these improvements.

The RFP should reflect the recommendations of this study and articulate selection criteria that would invite respondents to set the stage for implementation of the recommendations and reconfigurations at the waterfront. For example, one selection criteria for the RFP could be to request respondents reduce the amount of boat storage as compared to the existing conditions and reduce the footprint of the storage. This type of criteria would communicate the need to use the waterfront more efficiently, but leave respondents the ability to balance responding to the criteria with the needs of their operations. Responses could be ranked based on responsiveness to this type of criteria. Another criteria could be to increase the flexibility in use at the landing, or increase the amount of parking spaces at the landing either permanently or seasonally, or address the visual impact/level of eyesore associated with waterfront operations. Another criteria could be the ability of the respondent to partner with the Town to support the recommended improvements at the waterfront, either financially or by other means. The criteria should be articulated in a way that the responses can be evaluated and responses to the criteria are typically rated on a scale of highly advantageous, advantageous, neutral, disadvantageous, or highly disadvantageous.

The RFP and selection process could also be used to structure a new financial arrangement for the Town lease. The new arrangement could be designed to result in greater financial support for the public purpose and access at the waterfront.

Other water-dependent users who wish to have a recurring presence at the waterfront should enter into an agreement as to the location and nature of the operation. This type of agreement would clarify expectations and responsibilities and support multiple partners to help everyone move forward in a coordinated fashion.

**2. Allow/approve pursuit of a new low level dock with design and construction of new dock in area identified as pursued through private fundraising.** If agreements are in place, and defined partnerships are determined, a new low level dock should be allowed to be pursued to increase access to the water. The design and construction should be funded privately. The location of the dock should continue exploration of feasibility in either the location shown in the recommended approach or the alternative recommended approach.

**3. Advance partnership with 88 Wharf Street to consider longer term improvements in the waterfront parking area owned by 88 Wharf Street – expanding a flexible area for all users of the waterfront, including potentially additional parking to support Milton Village.** In addition to water dependent users, agreements with 88 Wharf Street must also be clarified including the easements on the 88 Wharf Street owned portion of the Landing parking lot that will be the location of some of the reconfiguration and improvement that is proposed as well as considering Special Permit requirements regarding parking and maintenance.

### **Regulatory and Permit Review**

MAPC has provided a brief commentary on the complicated regulatory and permitting context for improvements at Milton Landing in this section. The comments are provided from a planning perspective, additional technical and legal advice is required. The context for approvals at the Landing involves easements, parcel ownership, leases, agreements, and Chapter 91 licenses. Depending on the proposed improvement, additional approval processes may be required through the Milton Conservation Commission, Massachusetts Department of Environmental Protection, Massachusetts Office of Coastal Zone Management, Massachusetts Division of Fisheries and Wildlife, and/or the Army Corps of Engineers.

As summarized from the Mass.gov online guide, Chapter 91 is the Massachusetts Public Waterfront Act. It is the Commonwealth's primary tool for the protection and promotion of public use of its tidelands and other waterways. The oldest program of its kind in the nation, Chapter 91 regulates activities on both coastal and inland waterways, including construction, dredging and filling in tidelands, great ponds and certain rivers and streams. Through Chapter 91, the Commonwealth seeks to preserve and protect the rights of the public, and guarantee that private uses of tidelands and waterways serve a proper public purpose. Chapter 91 defines the types of activities that require authorization through a licensing program under the law. As related to the type of improvements considered in this study, considerations for new Chapter 91 licenses are outlined below:

- Activities requiring authorization include both new and existing unauthorized activities – structures including piles, parking lots and change in use
- Water-dependent uses are those that require direct access to or location in tidal or inland waters – examples include marinas, boathouses, seawalls, floats – regulations encourage use of waterfront for water-dependent uses, presumed to have a proper public purpose.
- Examples of other public benefits obtained through the Chapter 91 licensing process include: Strolling rights, pedestrian and waterfront walkways, dinghy docks, public boat landings, public restrooms, public meeting rooms, transient dockage, public water transportation facilities and services, creation of parkland, boat ramps, piers and floats for public recreational boarding facilities, fishing piers, public sailing programs, interpretive display, interior facilities of Public Accommodation in private buildings, such as restaurants, museums and retail stores

For many of the types of improvements under consideration and listed above, an applicant will need to seek authorization through Chapter 91. The Chapter 91 application process may involve a pre-application meeting with MassDEP staff, an Environmental Notification Form (ENF) filing, an Environmental Impact

Report (EIR) filing, Chapter 91 Application filing, determination of water dependency, public notice, public hearing, written determination, appeal period, file completion, license issuance and fee payment, recording of license, and certification of compliance.

The location of Milton Landing on the Neponset shore is within the portion of the Neponset River Estuary that is designated as an Area of Critical Environmental Concern (ACEC) authorized by the Secretary of Environmental Affairs. The Department of Conservation and Recreation (DCR) administers the ACEC program and reviews work within designated areas to minimize adverse environmental impacts.

The Commonwealth's Department of Fish and Game – Office of Fishing and Boating Access entered into a Land Management Agreement with the Town of Milton in 2003 that established a public access facility providing access to the Neponset River and associated parking for up to 10 vehicles. Future improvements would require further discussion with the Office of Fishing and Boating Access to evaluate any impacts on the public access facility and the terms of the previous land management agreement.

## EXISTING CONDITIONS ANALYSIS

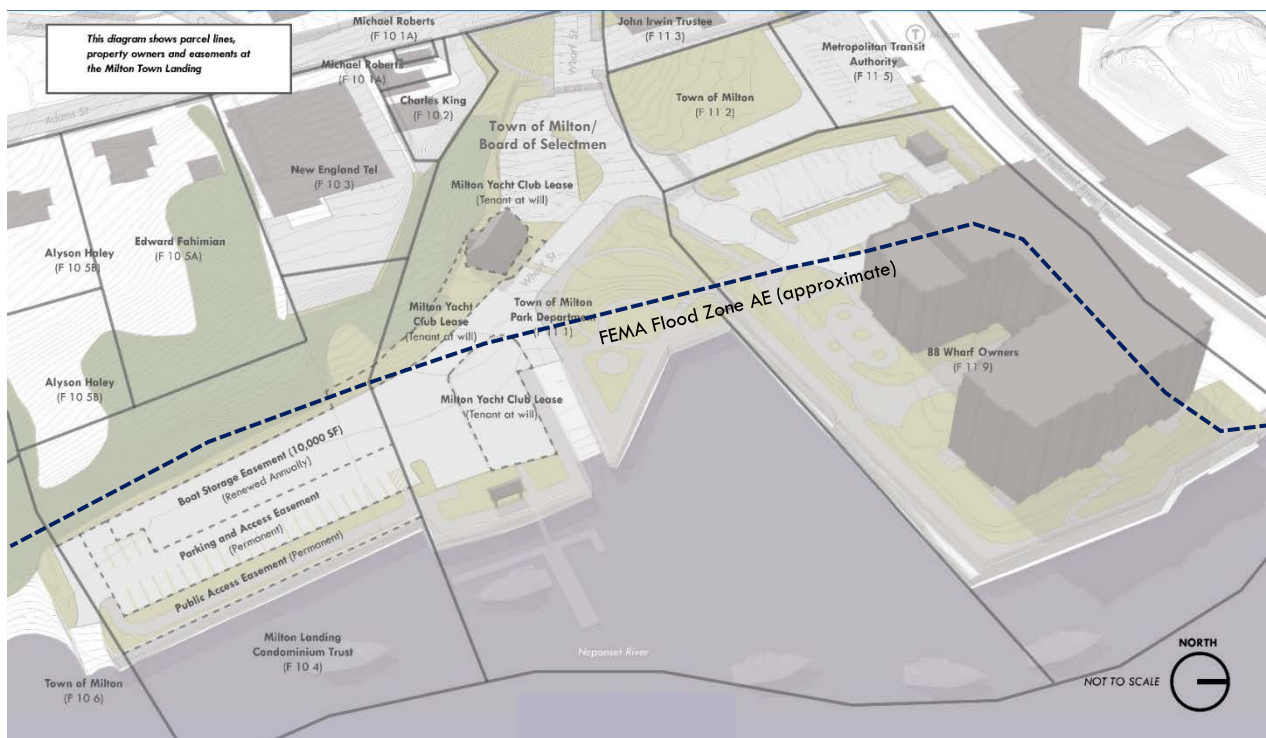
### Current Uses and Stakeholder Needs

A base map of the existing conditions of the Milton Landing area was prepared based on the Town's Geographic Information Systems (GIS) data and maps. A series of diagrams was created using this base map to understand the existing conditions and current patterns of use at the landing. The mapping of existing conditions includes the parcels and ownership patterns, parking supply and restrictions, and physical components of buildings, roadways, sidewalks, and site topography.

The series of diagrams below reflect the analysis that was performed at the beginning of the study process to inform the alternatives that were prepared to explore tradeoffs for different approaches to improvements at the Landing. The diagrams for current patterns of use are based on the direct conversations with major stakeholders about how they make use of the waterfront area. The diagrams also show potential site improvements that were identified through these conversations with the stakeholders.

### Property Ownership and Easements

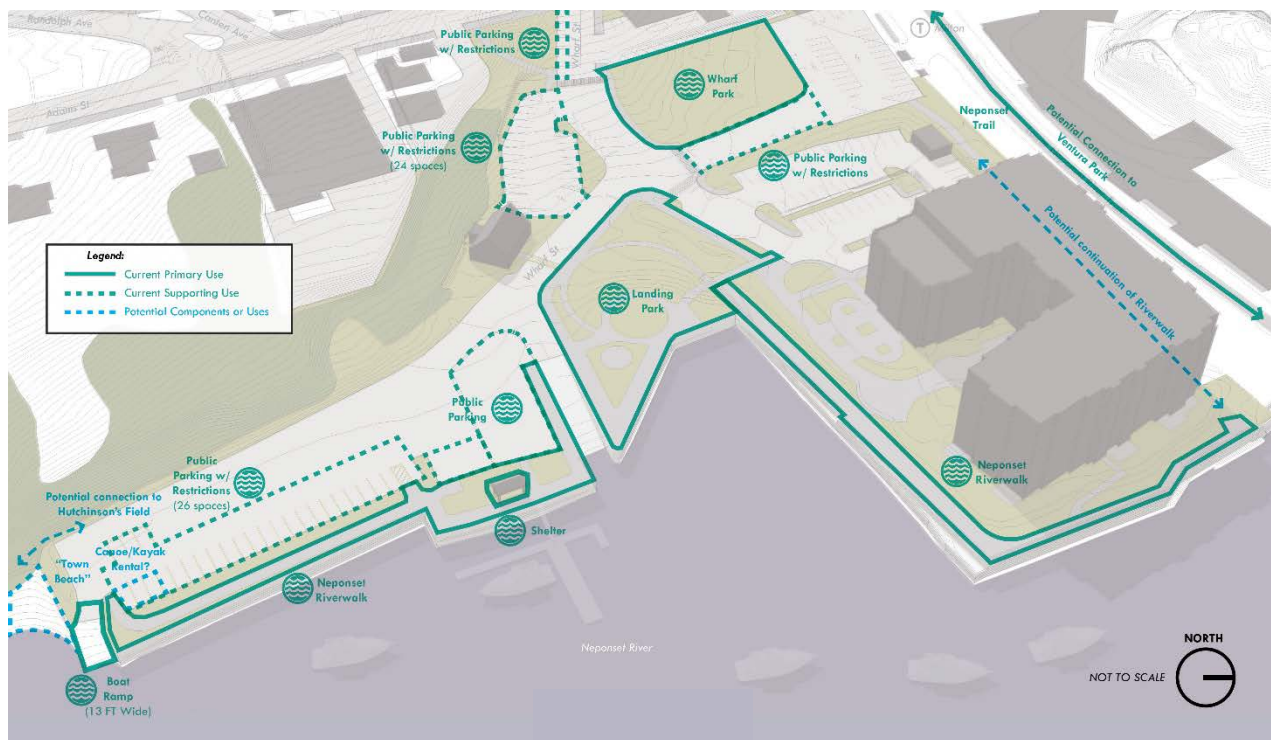
Any future improvements will have to contend with a complicated pattern of property ownership and easements that cross the current patterns of use at the Landing. Future patterns of use and improvements will likely require revisiting easements and agreements in order to accommodate the property ownership patterns. The Town has control over the property it owns including the central portion of the landing with Wharf Street, Landing Park, and the former Police Headquarters building. The Town also owns the parcel of land at the Wharf Street Park and at the Town Beach/Captain's Landing. The other parcels are privately owned and are not under the control of the Town, but several easements for public use have been granted on the private property. Easements are located at the riverfront parking lot - a permanent easement for public access along the Neponset Riverwalk, a permanent easement for parking and access, and an easement for boat storage and access.





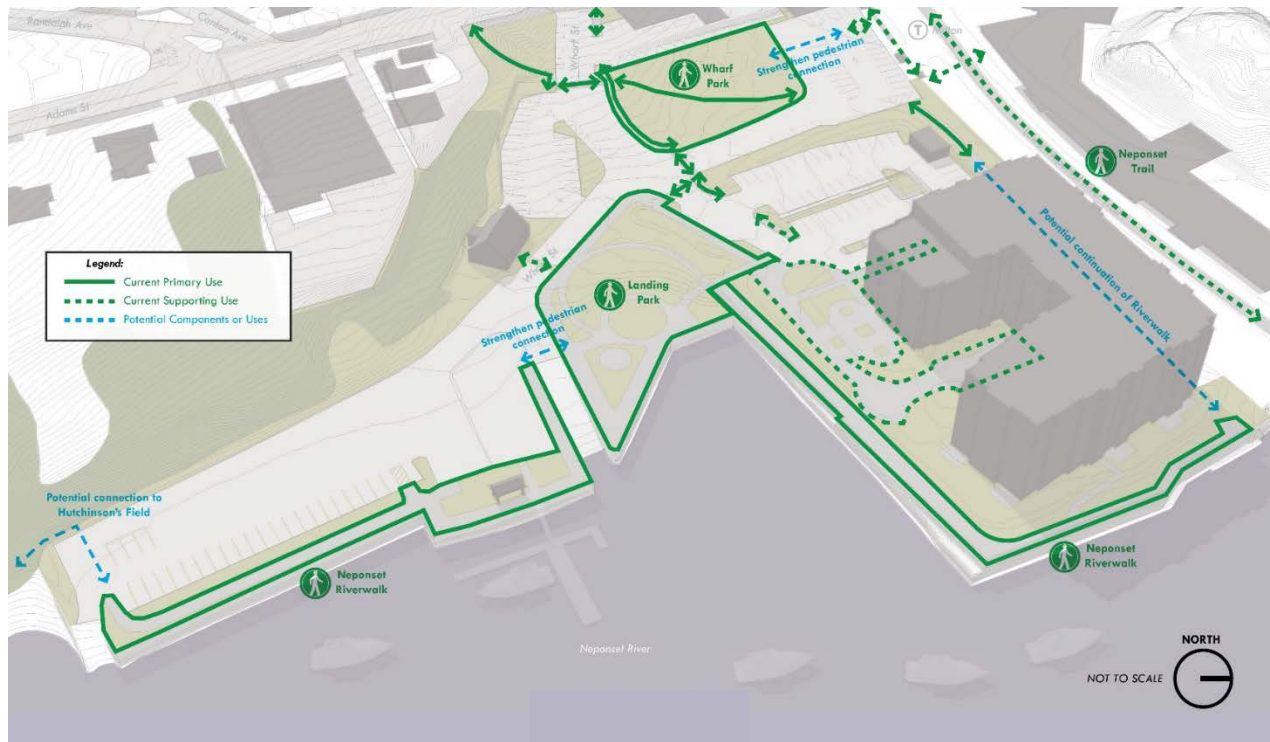
## General Public Water Access

The patterns of current use for the general public are shown in the diagram below. The core needs for the general public are to provide Neponset River access, access to the Wharf Street Park and the Landing Park, and access to the Neponset Riverwalk. Access to the river is currently provided by the boat ramp at the end of the parking area, the central dock, and the marine rail adjacent to the Landing Park. The general public also uses the Town Landing area as a parking supply for the Milton Village district and MBTA trolley stop. Additional needs that have been highlighted include improving awareness of the water access, the potential for a public amenity at the Town Beach/Captain's Landing, the potential for a riverfront connection to Governor Hutchinson's Field, and adding connections to the Neponset Riverwalk near the rail bridge. The diagram below shows the patterns of use for general public access at Milton Landing:



## Pedestrian Access

The patterns of current pedestrian access are shown in the diagram below. The core needs for pedestrian access include safe and continuous sidewalk and crosswalk connections from Adams Street to the Neponset Riverwalk (which currently exist), and connections to building entries, open spaces, and transit (which could be strengthened). Additional needs that have been highlighted are to create a direct connection between the Neponset Riverwalk and the Neponset Trail, explore the potential for a connection to Governor Hutchinson's Field, and the potential continuation of the Neponset Riverwalk at the rear of 88 Wharf Street. The diagram below shows the patterns of use for pedestrian access at Milton Landing:



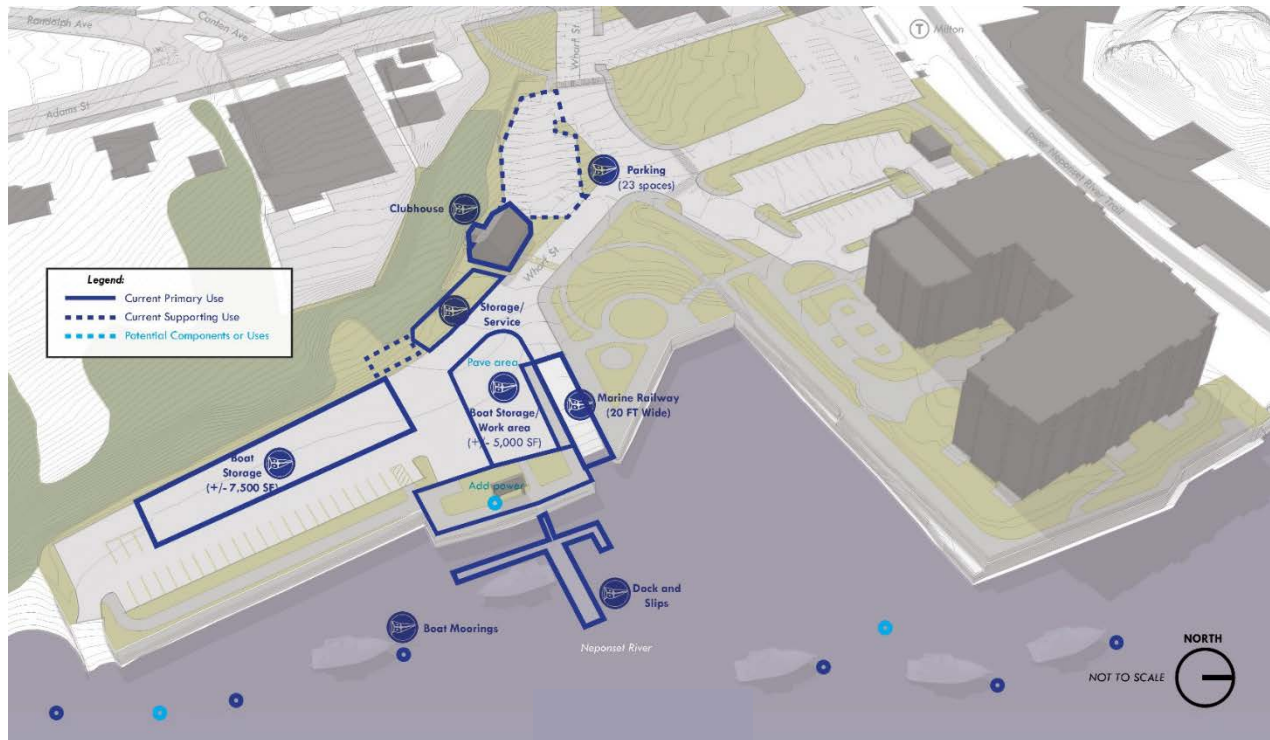
## Bicycle Access

The patterns of current bicycle access are shown in the diagram below. The Neponset Trail is the primary asset for bicycle circulation and access. As currently configured, the Landing is most likely to be a node of activity along the Neponset Trail that provides Neponset River access, access to Milton Village businesses, and open spaces. The diagram below shows the patterns of use for bicycle access at Milton Landing:



## Milton Yacht Club

The patterns of current Milton Yacht Club use are summarized in the diagram below. The core needs for the Milton Yacht Club include use of the former Police Headquarters building as a clubhouse and meeting facility, use of storage adjacent to the clubhouse, use of marine railway boat launch, use of dock and moorings, and use of paved areas for boat storage. Other core needs expressed are the need for predictability in the form of a long term lease and respect for Milton Yacht Club's stewardship and maintenance efforts at the Landing. Additional needs highlighted include an outdoor shower, and additional storage. The diagram below shows the patterns of use for Milton Yacht Club at Milton Landing:



## Milton Crew

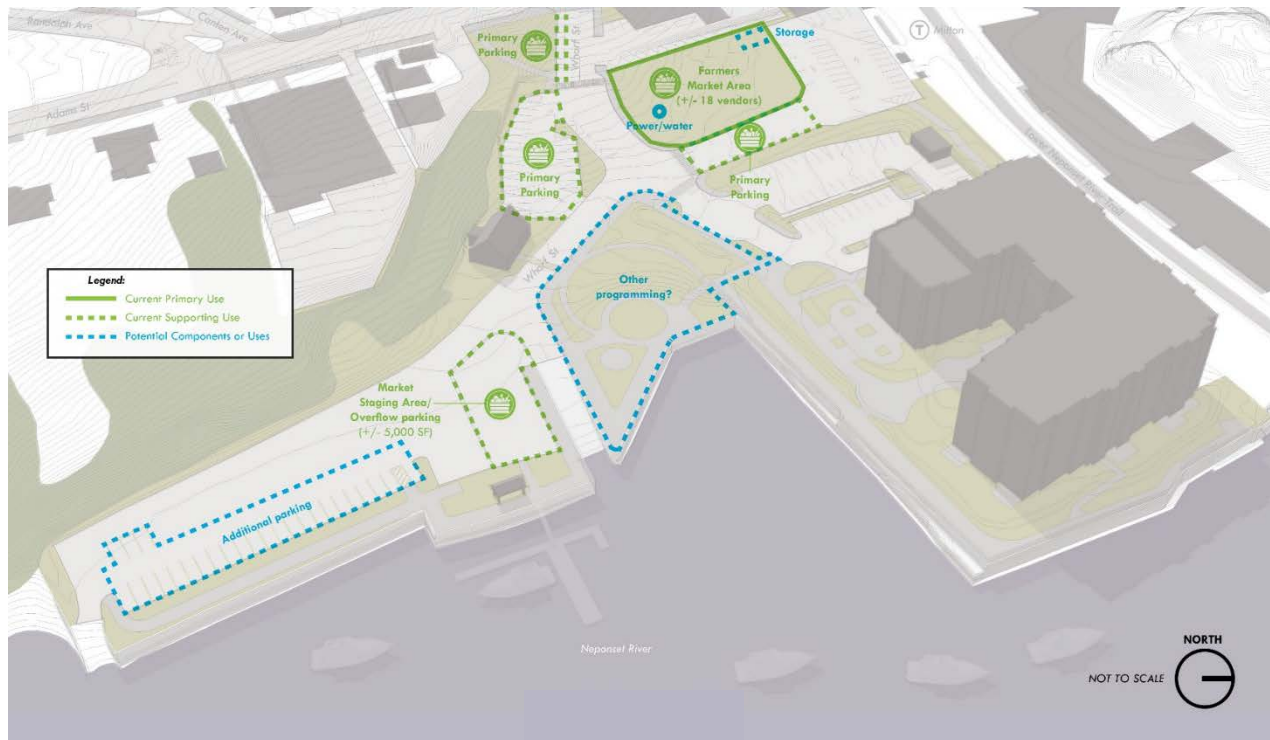
The patterns of current Milton Crew are summarized in the diagram below. The core needs for Milton Crew include convenient and predictable access to the Neponset River, shell storage that is close to the water, and an improved lower height dock designed for crew shell launch. Additional needs included a more consolidated location of water access and storage, secure storage and public restrooms. The diagram below shows the patterns of use for Friends of Milton Crew at Milton Landing:





## Milton Farmer's Market

The patterns of current use by the Milton Farmer's Market are shown in the diagram below. The core needs for the Milton Farmer's Market include use of the Wharf Street Park as a flexible space for vendor setup (currently provided), and adequate parking and circulation for patrons of the market (not currently provided). Additional needs that have been highlighted are an on-site source for power and water, on-site storage for the market, and partners and space for additional programming, such as yoga, painting, or children's programs. The diagram below shows the patterns of use for the Milton Farmers Market at Milton Landing:



## Milton Village businesses

The patterns of current Milton Village business use are shown in the diagram below. The core needs include providing parking capacity for patrons, attracting landing patrons as business patrons. Additional needs may include more direct partnerships and connections for events. The diagram below shows the patterns of use for Milton Village businesses at Milton Landing:





## Other Uses/Stakeholders

In addition to the other stakeholders described above, the Landing also accommodates other activity and other uses. These considerations are also part of the context at Milton Landing. These other needs and considerations include providing convenient access to parking for commuters using the MBTA Mattapan Trolley for daily commutes, and access and parking for patrons to 88 Wharf Street commercial uses. An additional need is the consideration of historic structures or historic markers at or near Milton Landing including the former Police Headquarters building, the Swift Hat House on Adams Street, and the Suffolk Resolves Historic Marker on Adams Street.

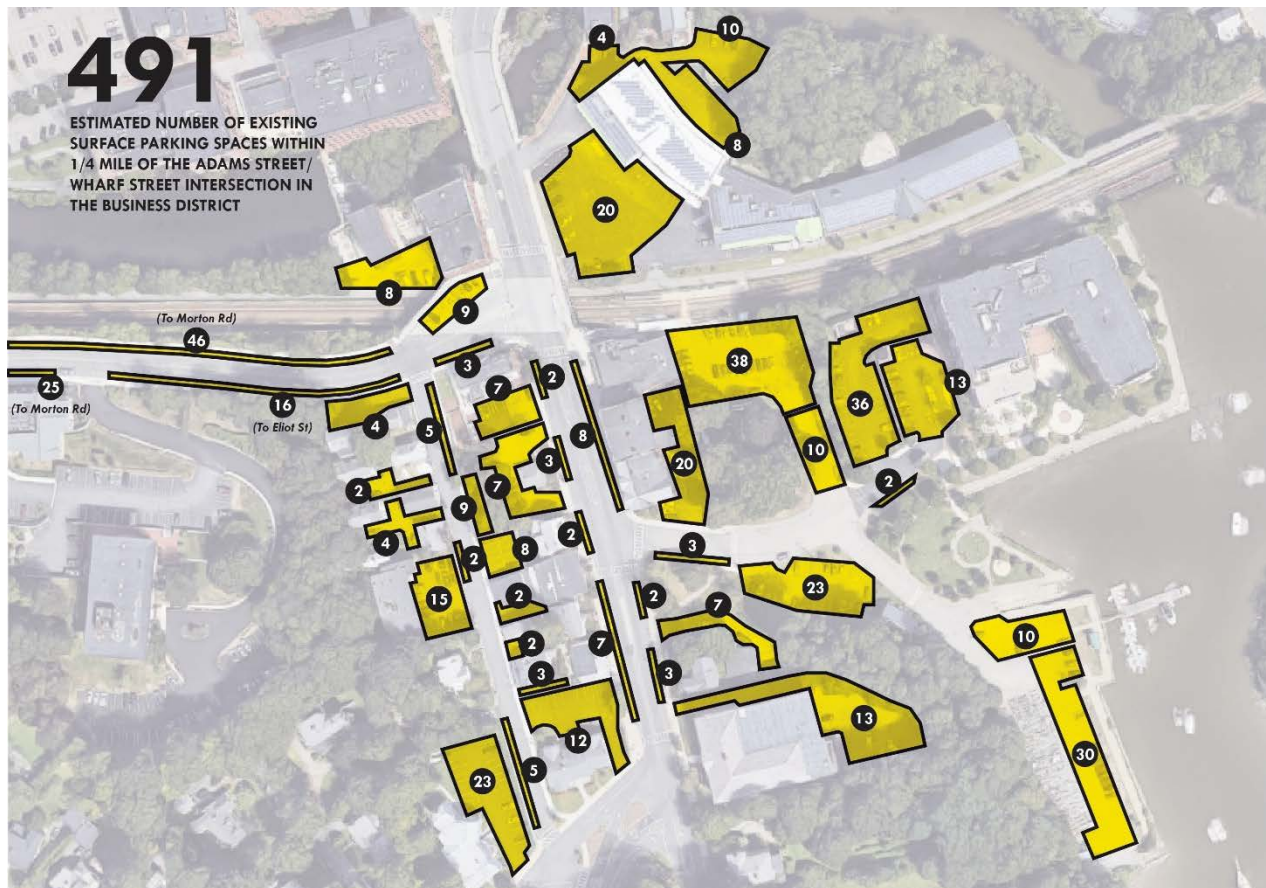


## Parking Supply and Restrictions

The Town Landing area provides a well-used parking supply for waterfront access, Milton Village activity, commuters using the MBTA trolley stop, and patrons of the Milton Farmer's Market. Other private parking lots are available for the use of the tenants of those buildings with the largest such parking lots devoted to 88 Wharf Street residents and commercial tenants. The multiple parking demands that are supported shift seasonally, by day of the week, and by time of the day. Parking is managed through pay-to-park fees at the commuter lot, time restrictions in other locations, and permit regulations. All parking management is locally regulated and enforced. Additional needs include parking that may be used to support additional activity in Milton Village and parking demand that seems to be most high during days the Milton Farmer's Market is open. Note the number of parking spaces for public use at Milton Landing includes (26) striped spaces at the lower level waterfront parking lot, (4) unmarked paved spaces, and unmarked parking in the gravel area. The upper level parking area off Wharf Street includes (23) striped spaces. Wharf Street includes (3) on-street spaces near Adams Street.



In addition to the parking supply directly at the Landing to support public access, other surface parking locations in Milton Village have been mapped and counted. The diagram below shows all on-street or off-street surface parking areas in the Business District within one quarter mile of the Adams Street and Wharf Street intersection. This count estimates that about 491 parking spaces currently exist within this geography.

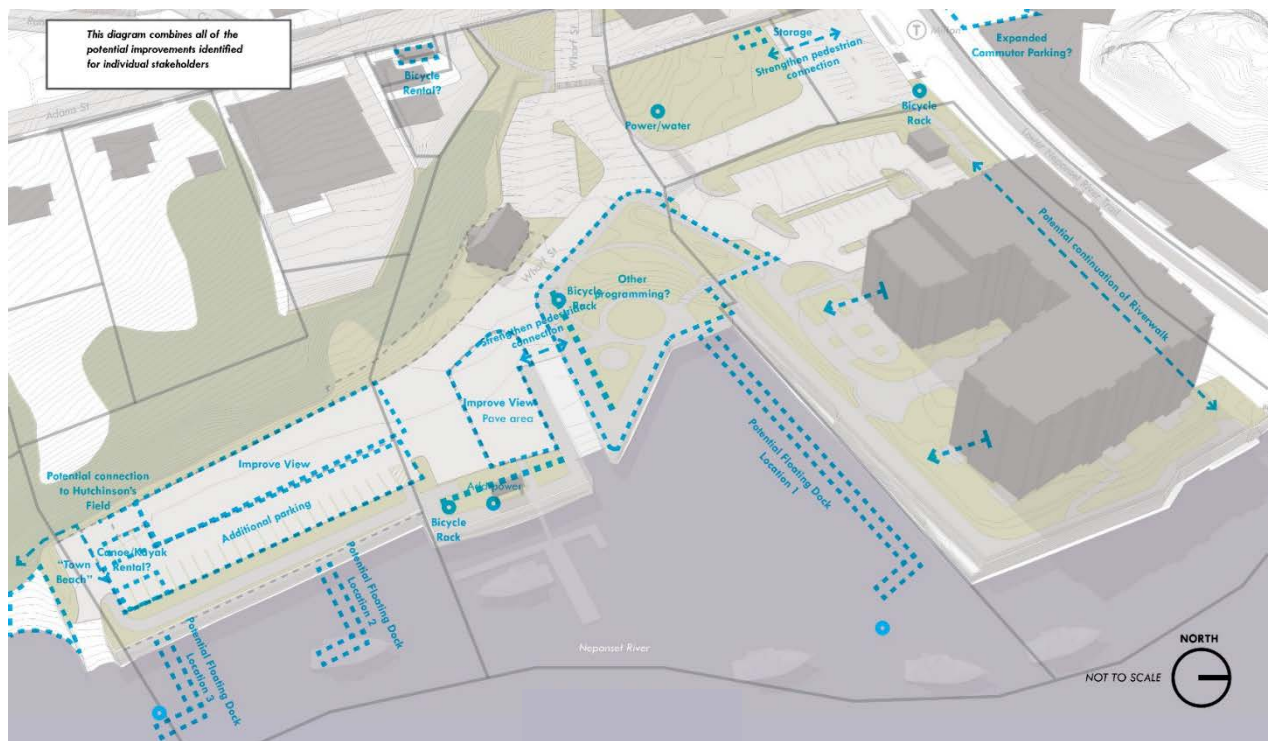


## Opportunities and Constraints

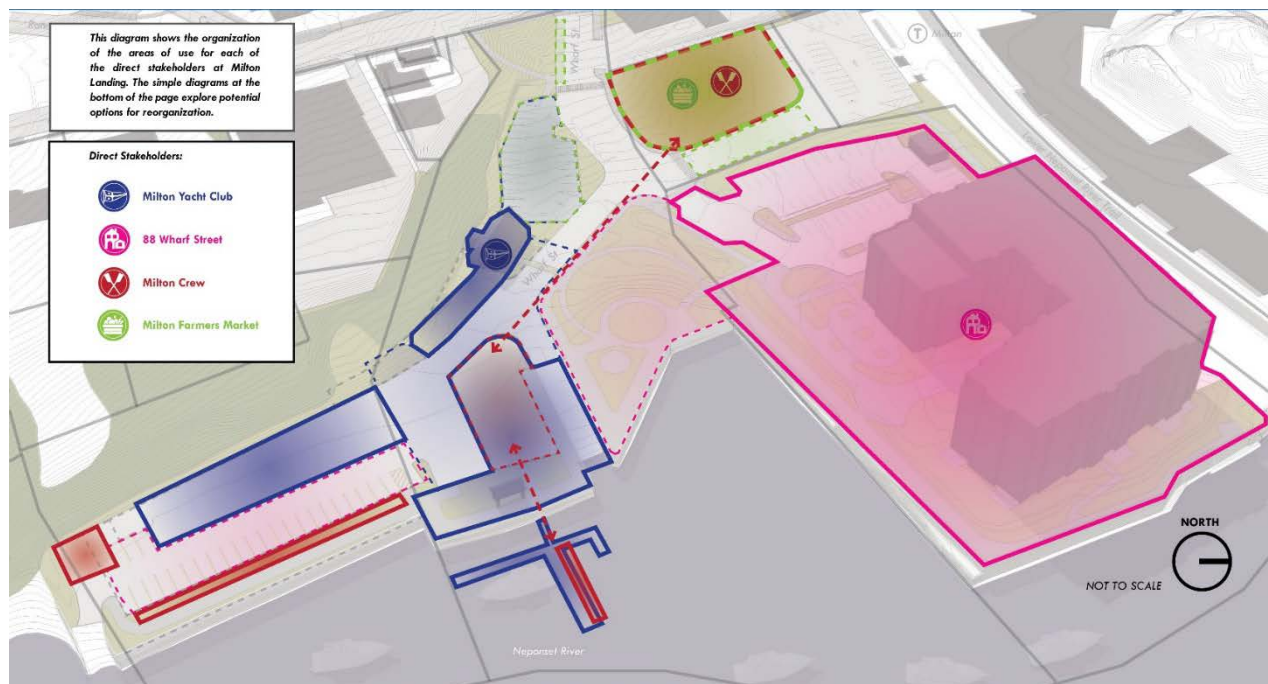
The opportunities and constraints are illustrated by two diagrams that interpret the mapping of the current uses and stakeholder needs. The basic opportunities and constraints diagrams informed the alternative approaches to improvements that are presented in the next section of the Summary Report.

- Opportunities** – The first diagram below compiles all of the potential improvements identified by the variety of stakeholders into a single diagram of potential opportunities. This shows that improvements have been identified for much of the waterfront area. The primary opportunity is to expand access to the riverfront with more and better ways to access the water for multiple uses. Another important opportunity is continuing to improve the scenic and attractive qualities of the Landing.



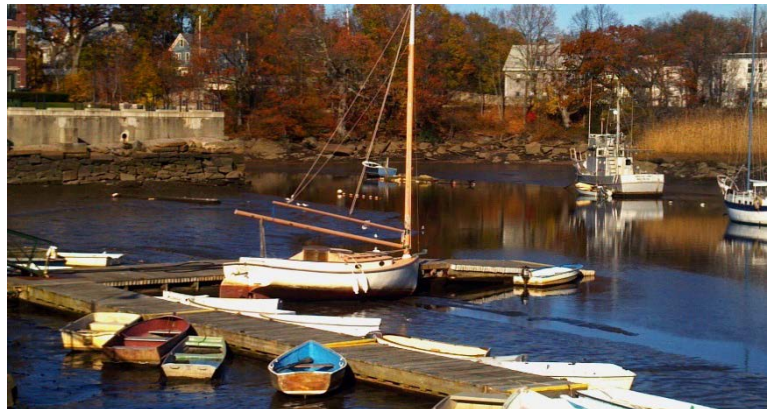


- Constraints** – The constraints diagram is an interpretive examination of the location and organization of uses at the Landing for the (4) direct stakeholders – including the Milton Yacht Club, Residences at Milton Landing (88 Wharf Street), Milton Crew, and Milton Farmer's Market. This diagram shows the major constraint of the Landing today in the form of overlapping uses and the potential for conflict between uses. It also highlights the gravel portion of the parking lot adjacent to the marine rail as an area of several concentrated overlapping uses. The overlapping uses may present issues regarding perceptions of access, safety, and ownership of the riverfront amenities.





In addition to the analysis of the existing conditions and discussion and observation of stakeholders, the photographs below give a sense of the same patterns of use and perceptions as viewed on the ground.





## ALTERNATIVES APPROACHES ANALYSIS

Several alternative approaches to improvements at the Landing were developed in order to explore the relative advantages and disadvantages of each approach and to provide an opportunity for discussion with the MPIC, stakeholders and community. The alternative approaches were a part of the process of engagement and analysis, but were not intended to provide the final answer for how to approach improvements at the Landing. The recommendations in this Summary Report are a result of this process and the resulting discussion and feedback. The alternatives were based on the scaled drawings used in the analysis of the existing conditions and developed approaches to accommodate a list of improvements that was developed based on the existing conditions analysis and stakeholder interviews. Each alternative for improvements was designed to respond to the Vision Statement and the Waterfront Principles that were developed and articulated earlier in this Summary Report. The Waterfront Criteria were used a tool to evaluate each of the alternatives.

The alternative approaches to improvements at Milton Landing are based on the potential improvement elements listed below. The improvements consist of a set of *Baseline Improvements* that are short term improvements and *Future Opportunities* that are long term improvements. In order to compare the alternative approaches, each alternative attempts to physically test the organization and fit of potential improvement elements listed below with each alternative considering a location for the following.

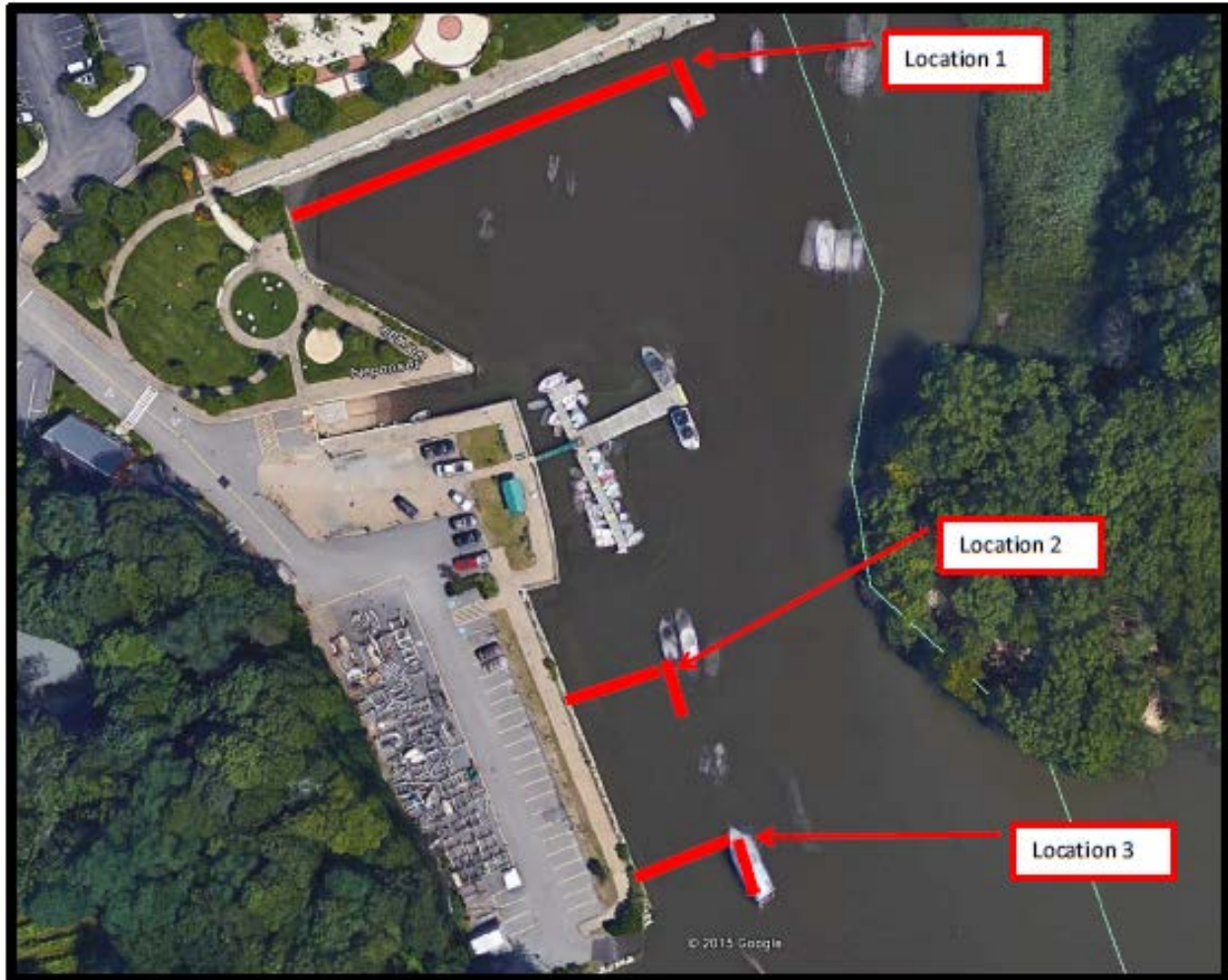
### Baseline Improvements

- Water access to include public boat ramp, marine rail launch, dingy dock, temporary yacht float, and new low-height crew/kayak dock
- Crew shell storage (minimum of (2) 60' double-sided racks)
- New opportunities for public access or expanded riverfront park
- Additional and accessible public restroom facilities (temporary or permanent)
- Retain or expand parking spaces
- Retain or expand Neponset Riverwalk
- Minimize reduction of mooring locations
- Retain current space for Milton Farmer's Market
- Improvement/screening of boat storage
- Improved wayfinding and signage
- Bike and walking improvements/connections

### Future Opportunities

- Gazebo and picnic areas
- Seating and benches
- Parking for commercial district
- Zipcar ad bike share
- Connection to Hutchinson Field
- Flexible open space for yoga, movie nights, festivals, food trucks, Farmer's market events
- Bird watching
- Swings
- Exercise stations
- Historic visitors center
- Historic markers/plaques
- Rental facility for bikes, canoes, kayaks
- Coffee shop/ice cream shop

A set of (4) alternatives was created to explore different ways to achieve the baseline improvements and future opportunities outlined above. The alternatives explore each of the areas in which a new floating dock could be added to support additional public water access at the Landing, specifically designed with a lower height at the water for the needs of crew and kayak users to diversify the type of access that is provided today. As part of the background information provided for this study, MAPC received a memorandum prepared by Childs Engineering Corporation for the Milton Rowing Dock. The memorandum explored three locations for a new floating dock system in the Neponset River for the purpose of providing river access for rowing clubs. The three locations evaluated in this memorandum are shown in the diagram below which was copied from the memorandum.

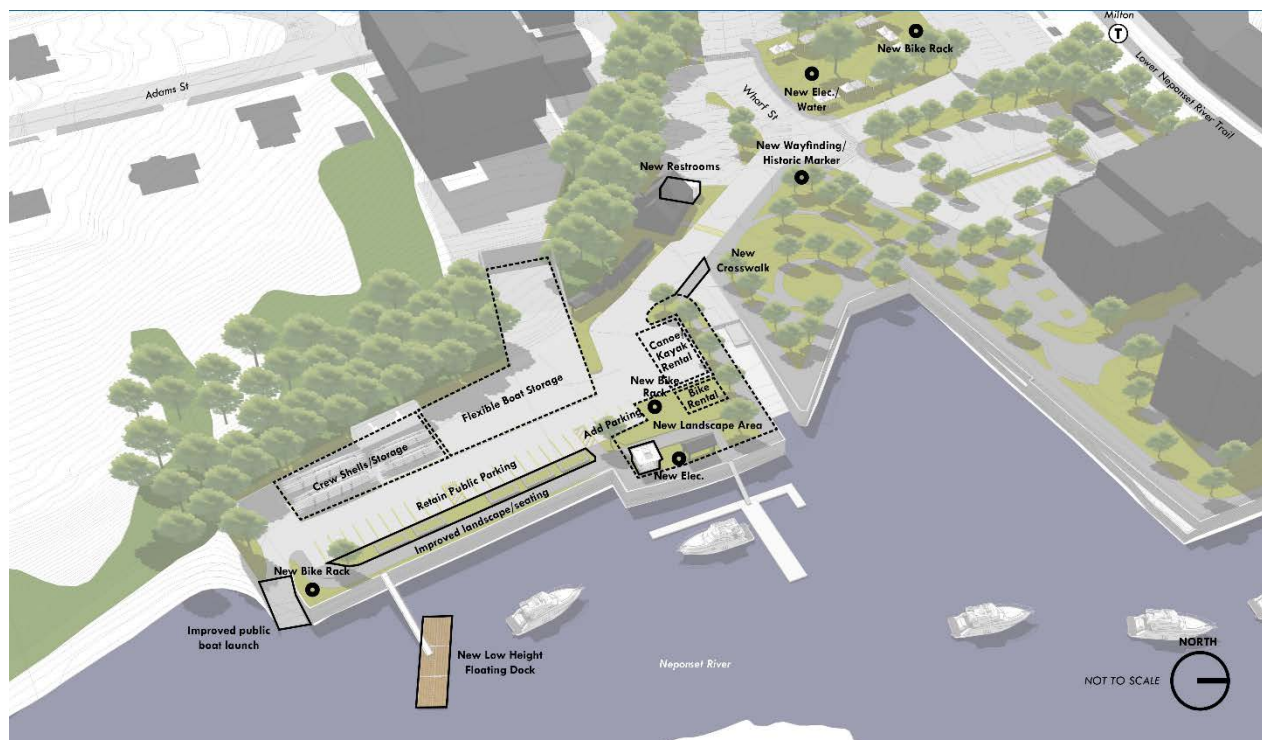


*Image Source: Childs Engineering Corporation*

The alternatives respond to this analysis and focus on Location 2 and Location 3. In the Childs Engineering Memorandum Location 1 was described as the least favorable. The location was considered for an alternative in this process, but was eliminated due practical considerations of mitigating tidal fluctuations in this location. Each of the (4) alternative approach diagrams is combined with a brief description and discussion of the relative advantages and disadvantages of each option.

## Improvement Configuration Option A

**Description:** This alternative responds to Childs Engineering Dock Location 3, the second most favorable location for the dock based on the estimated construction cost and the most favorable based on the anticipated environmental permit review process. The water access improvements include the new low height floating dock and an improved public boat launch, both located near the end of the existing parking lot at the Landing. The landside activities would be reorganized to place Crew storage at the end of the parking area adjacent to the new dock. This would consolidate their uses in one location and reduce overlapping use with the Milton Yacht Club. In order to create more useable area for the Milton Yacht Club a retention wall would be built into the hillside adjacent to the former Police Headquarters for use as flexible boat storage. Even with this expansion into the hillside, boat storage area would be reduced from its current size. The central portion of the current parking/boat storage area would be reconfigured to act as an expansion of the Landing Park across the marine railway. This area would include new landscaping, amenity structures such as a gazebo, and space for potential bike or canoe rentals. Other future improvements could include ground floor restrooms added to the former Police Headquarters, new electric/water hookups in public spaces, bike racks, historic markers, and wayfinding signage. Lastly, the Neponset Riverwalk would be improved along the bulkhead with landscape and benches down to the new floating dock.



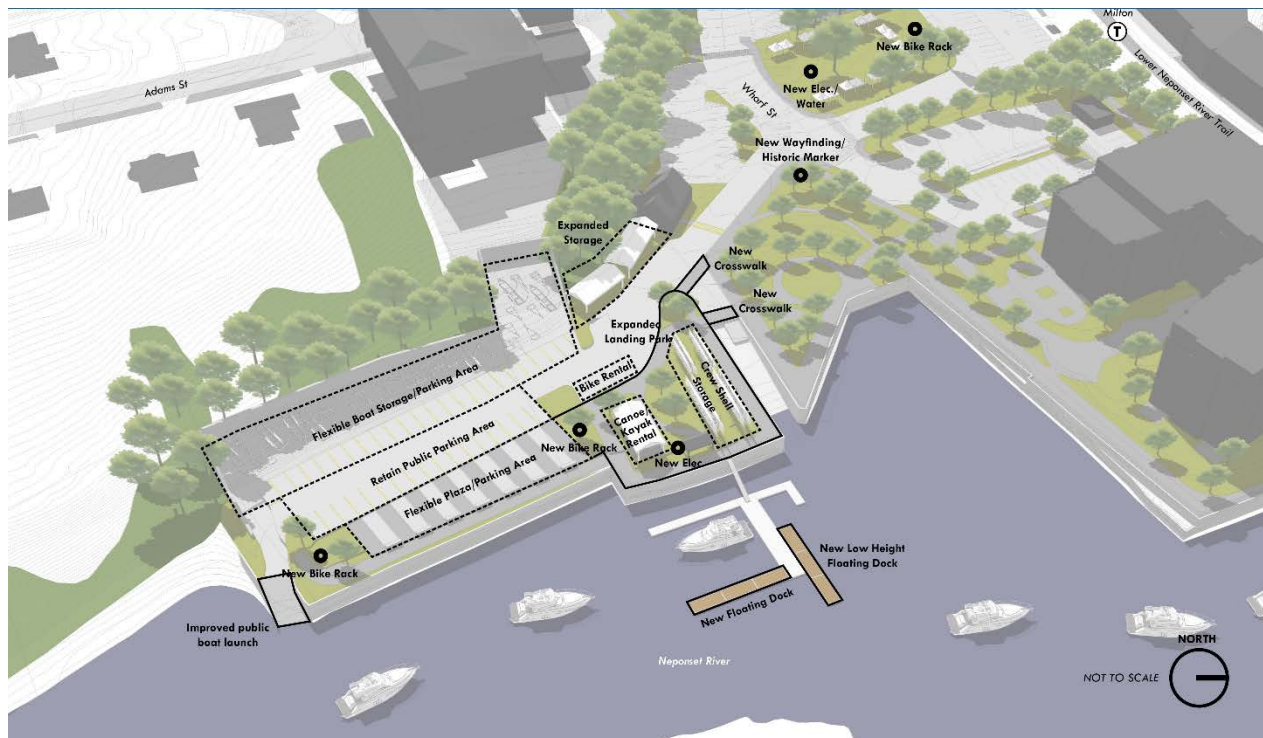
**Advantages:** Dedicating an area to each major water access user is the biggest advantage of this approach. The other advantage is using a portion of available hillside land to expand uses, while retaining most of the existing tree buffers to adjacent residential properties.

**Disadvantages:** Reducing the boat storage available to the Milton Yacht Club is a major disadvantage for this water dependent user. The existing boat storage area (pavement and gravel areas) totals about 14,400 square feet (SF). This configuration results in about 9,100 SF, a reduction of about 5,300 SF. Public boat launch remains with limited maneuverability. Milton Crew circulation crosses vehicular circulation to access dock.



## Improvement Configuration Option B

**Description:** This alternative proposes a different approach to the need for a lower level dock by adding new floating docks to the existing central dock location. The water access improvements include the new low height floating dock additions and an improved public boat launch. The landside activities would be reorganized to place Crew storage at the head of the docks with adequate clearances for crew and yacht club use of the central dock area. In order to create more useable area and flexible area at the Landing, a retention wall would be built into the hillside along the length of the existing parking lot. This would allow close to the same amount of seasonal boat storage to be provided while reducing its visibility tucked into the hillside. This would also remove a number of the trees on the hillside that provide a buffer to adjacent properties. This expansion allows the central area near the dock to be dedicated to other uses (instead of seasonal boat storage). The parking could also be expanded with this reconfiguration and would provide the opportunity to offer day parking for vehicles with boat trailers that may use the improved public boat launch. Other future improvements could include expanded storage area for the Milton Yacht Club adjacent to the former Police Headquarters, new electric/water hookups in public spaces, bike racks, historic markers, and wayfinding signage.



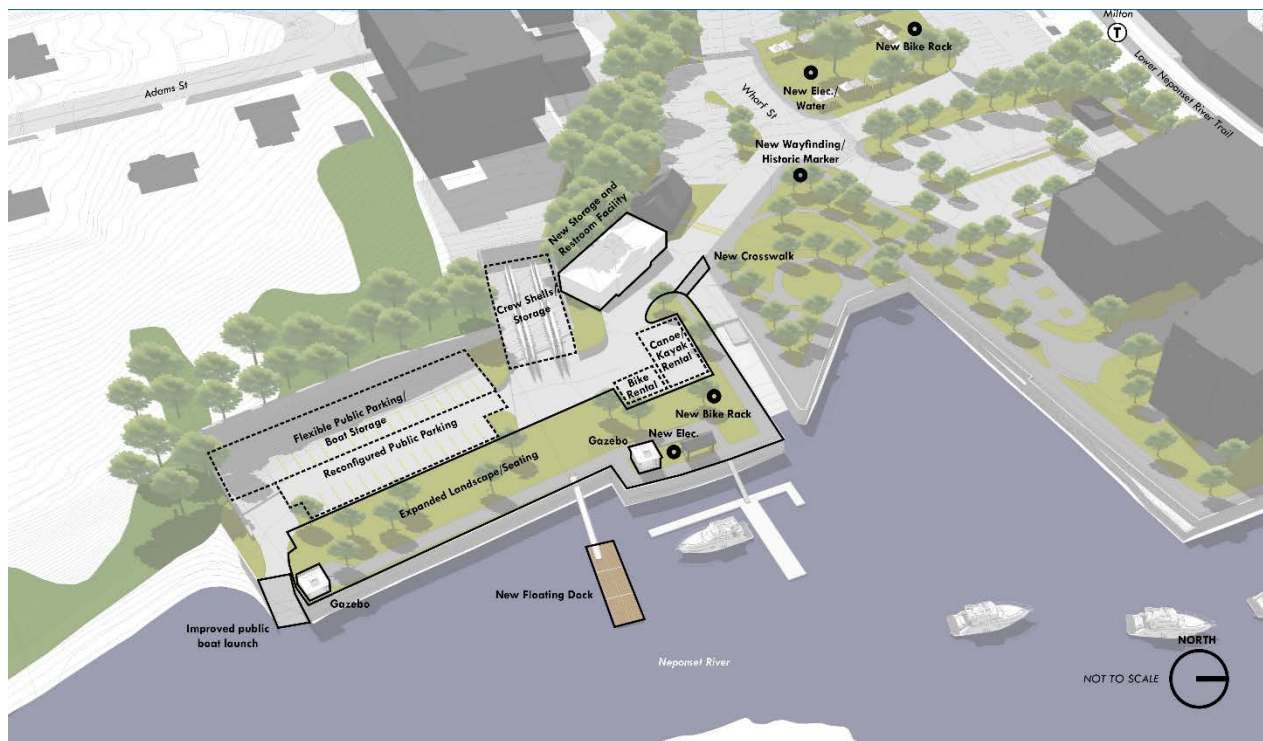
**Advantages:** Expands the useable area of Milton Landing for water dependent users. Allows more functional uses to be concealed away from the central views. Provides flexibility in how the use of space may adapt to needs in the future. This approach consolidates most public amenities and water access points on Town-owned land and minimizes near term investments required in new dock additions.

**Disadvantages:** Retains overlapping patterns of use at the center of the Landing with overlapping uses continued at a single central dock system. Reduces the tree buffer on the existing hillside and requires the expense of earth work and retaining wall to create expanded area. The location of additional docks for use by Milton Crew in this configuration does not work for Milton Crew, as outlined in the Milton Crew letter included in the Appendix. This configuration results in a reduction in boat storage of about 4,700 SF.



## Improvement Configuration Option C

**Description:** This alternative responds to Childs Engineering Dock Location 2, the most favorable location for the dock based on the estimated construction cost, but unfavorable based on the anticipated environmental permit review process (the proposed dock structure would extend more than 25% the distance across the waterbody). The water access improvements include the new low height floating dock and an improved public boat launch. The landside activities would be reorganized to place Crew storage in a central location directly across the parking lot from the new low height floating dock. This would consolidate their uses in one location and reduce overlapping use with the Milton Yacht Club. In order to accommodate crew shells in this location a retention wall would be built into the hillside adjacent to the former Police Headquarters. The central portion of the current parking/boat storage area would be reconfigured to act as an expansion of the Landing Park across the marine railway. This area would include new landscaping, amenity structures such as a gazebo, and space for potential bike or canoe rentals. The landscape area along the bulkhead and Neponset Riverwalk would be expanded substantially by shifting the parking and seasonal boat storage into the hillside. A new storage and restroom facility could be built in the area of current Milton Yacht Club storage to offer more interior space for Milton Yacht Club storage, storage for other users, and additional restroom facilities. Other future improvements could include ground floor restrooms added to the former Police Headquarters, new electric/water hookups in public spaces, bike racks, historic markers, and wayfinding signage. Lastly, the Neponset Riverwalk would be improved along the bulkhead with landscape and benches down to the new floating dock.

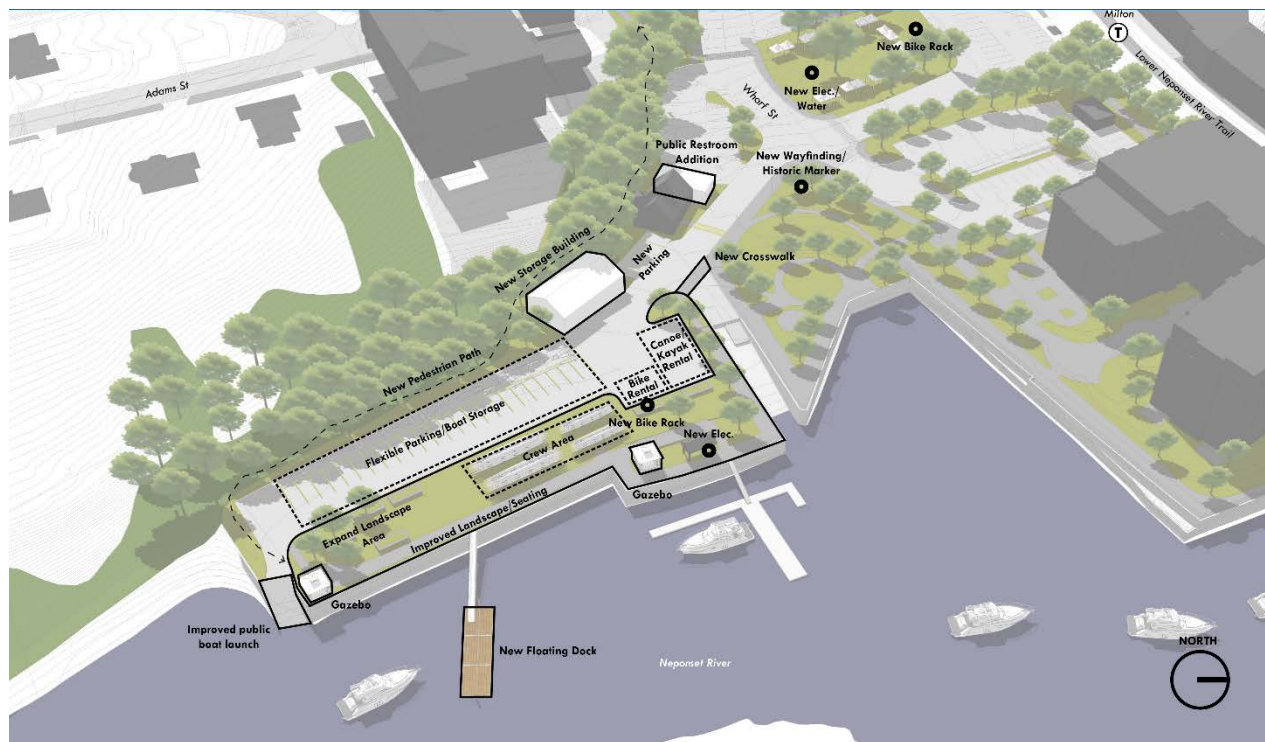


**Advantages:** This approach places an emphasis on an open and accessible public waterfront with improved views, landscape, and amenities along the river. This configuration allows Milton Crew to expand boat storage and have direct access to a dedicated dock and shared storage and restrooms. This approach increases efficient use of the waterfront and reduces overlapping uses.

**Disadvantages:** Reduces the tree buffer on the existing hillside and requires the expense of earth work and retaining wall to create expanded area. Additional park area may be difficult to maintain and may create more opportunity for overlapping conflict between waterfront uses and park uses. This configuration results in a reduction of about 6,900 SF of boat storage.

## Improvement Configuration Option D

**Description:** This alternative responds to Childs Engineering Dock Location 2, the most favorable location for the dock based on the estimated construction cost, but unfavorable based on the anticipated environmental permit review process (the proposed dock structure would extend more than 25% the distance across the waterbody). The water access improvements include the new low height floating dock and an improved public boat launch. The landside activities would be reorganized to place Crew storage within an expanded landscape area along the Neponset Riverwalk. The existing hillside with tree buffer is retained which causes the paved area for seasonal boat storage to be reduced dramatically. A new storage building would be built to increase efficiently designed storage for the Milton Yacht Club and Milton Crew in a combined facility. Other future improvements could include ground floor restrooms added to the former Police Headquarters, new electric/water hookups in public spaces, bike racks, historic markers, and wayfinding signage.










**Advantages:** This approach enhances the views and public amenities at the river's edge while retaining the natural wooded buffer at the hillside to the rear of the existing parking lot. Allows Milton Crew to expand boat storage and dedicated space with circulation to a new dock. The approach places a focus on the riverfront as a publicly accessible amenity and expanded public waterfront park.

**Disadvantages:** By not expanding the area of useable space at the Landing, new improvements or reorganized uses are reducing the useable area of the Milton Yacht Club. More than other approaches, this alternative nearly eliminates seasonal boat storage and would require a major restructuring of the membership and operational structure of the Milton Yacht Club. The configuration retains about 2,700 SF of boat storage, reducing the current storage by about 11,600 SF.

## Evaluation Matrix – Exploring Tradeoffs

As described above with each of the alternatives, there are tradeoffs involved with all approaches to improvements at the Landing. The relative advantages and disadvantages can be weighed against the vision statement, waterfront principles and waterfront criteria that have been articulated. A matrix representing this type of evaluation is shown below. Based on MAPC's judgement of this evaluation it would appear that Option C presents the most advantages and least disadvantages relative to the goals articulated in the Town's Master Plan in both the near and long term potential improvements. Option C was also the "least disliked" by the primary stakeholders in their reactions both as presented in public comments at meetings and in the letters submitted. The letters submitted are included in the Appendix of this Summary Report. The alternatives were a part of the process to arrive at the recommendations articulated earlier in this report. Specifically, components of Option C were built upon while weighing feedback received on the alternatives. Effectively, the final recommendations are another iterative alternative. If the final recommendations are not satisfactory, another iteration could be developed and evaluated using a similar process with the criteria that have been established.

### Improvement Configurations

OPTION A	OPTION B	OPTION C	OPTION D		
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Expand Landing Park and public amenity areas at the waterfront	
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Provide public amenity and access to potentially expand to Captain's Landing	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Provide accessible restroom facilities (temporary or permanent)	
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Add new structures such as gazebo and picnic areas, and additional seating	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Improve the public boat launch and circulation near Captain's Landing	
<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	Preserve existing trees along hillside	
<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	Preserve and improve the Police Headquarters building	
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Expand Neponset Riverwalk and potential connection to Hutchinson's Field	
<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Integrate historic markers and plaques at historic buildings and sites	
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Strengthen perception of welcoming waterfront	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Provide potential location for bike/canoe/kayak rental facility	
<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Provide space for car share and bike share facilities	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Support the Milton Village commercial district with additional parking	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Expand flexible paved space to support multiple uses and events	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Retain (or expand) number of existing parking spaces	
<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Improve attractiveness of views of the river	
<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	Retain the current amount and position for boat moorings in the Neponset	
<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	Retain the current amount of boat storage for the Milton Yacht Club	
<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Reduce overlapping use and sharing of docks	
<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Create a new dedicated space for crew shell and equipment storage	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Improve distance and orientation between crew storage and crew dock	
<input checked="" type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Provide a new low level floating dock suitable for crew or kayaking	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	Provide opportunity for a long term paddle sports pavilion	
<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	Retain (or expand) space for Milton Farmers Market	

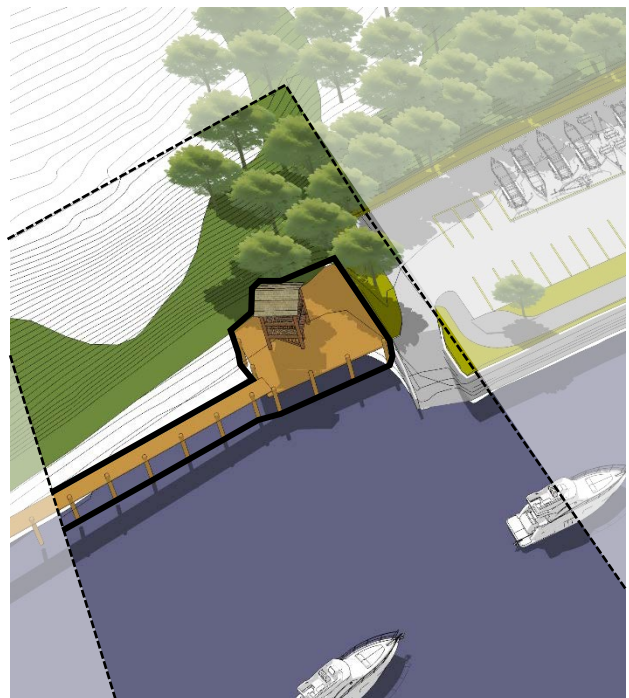
13.5 17 21.5 13



## Long Term Options at Captain's Landing

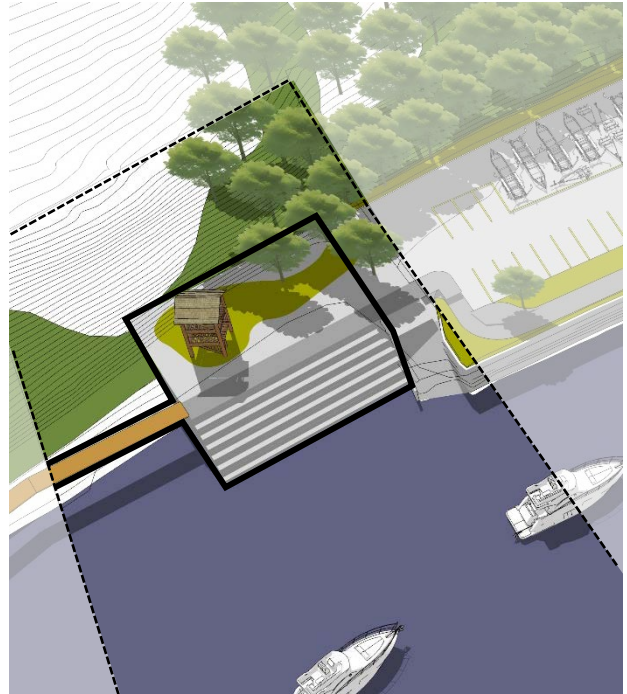
In addition to the alternatives for the primary areas of the Landing, several longer term ideas were also explored for the shoreline immediately to the south. A portion of this shoreline is referred to as Captain's Landing or the Town Beach and is a parcel that is owned by the Town of Milton. One of these ideas, a shoreline connection to Hutchinson Field was well-liked and appeared to be well-supported by community members. All of these ideas are longer term ambitions that are included in the Summary Report to record the discussions and explorations that occurred through this process. Each of the ideas below would require substantial investments and lengthy approvals processes. None of the more immediate improvements are dependent on improvements at Captain's Landing and it is expected that the other improvements identified are of a much higher priority for implementation than any of the ideas discussed below for Captain's Landing. Each of the three diagrams below increases the scope and ambition of the ideas with the last diagram requiring a very substantial investment and intensive regulatory review and approval process.

The first diagram to the right illustrates one set of potential long term improvements at Captain's Landing. The Neponset Riverwalk could continue past the boat ramp to a wood platform placed on piles at the tidal shore. The Riverwalk would extend across this platform and down the shoreline on an elevated boardwalk that reaches down to Hutchinson Field. The additional space of the platform could support a community amenity or destination at the end of the Landing in the form of a nature lookout or bird watching area.

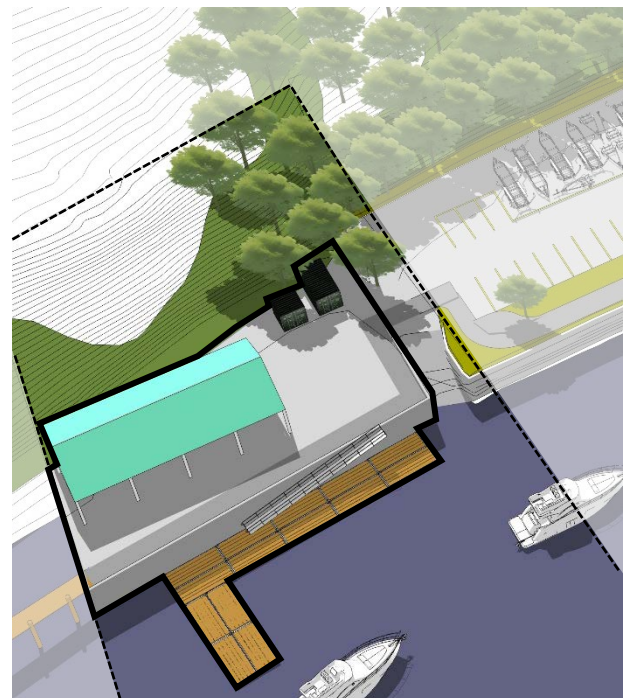




The second diagram, to the right, illustrates a similar concept as the first diagram above, but with a more functional interface with the river. Instead of a platform built on piles, this diagram shows an expansion of the bulkhead along the current parking lot and filling the shoreline behind it to create an extension of the current parking area at the Landing. The waterside of the filled area could be stepped to provide another area to access the water with hand carried vessels. The steps would provide an interesting feature that interacts with the change in tide levels. This new filled area could be used for many different purposes, in this diagram a similar community amenity or destination at the end of the Landing in the form of a nature lookout or bird watching area could be provided. The Riverwalk would be extended across this area and down the shoreline on an elevated boardwalk that reaches down to Hutchinson Field.



The third diagram, to the right, is the most ambitious and functional of the three concepts. In this illustrative example, a similar extension of the bulkhead and filled area would be created at the Captain's Landing location. In this example, the area is filled with the purpose of providing an expanded public waterfront access and amenity area at the Landing. The filled area could provide a location for a new community amenity, such as a paddle sports pavilion with a dedicated floating dock area adjacent to the new bulkhead. This type of expansion would support the long term expansion of water access for a variety of users on the River. The Riverwalk would be extended along the new bulkhead and continue down the shoreline on an elevated boardwalk that reaches Hutchinson Field.



## **APPENDIX**

### **COMMUNITY PROCESS**

#### **9/18/17 – MPIC Meeting**

##### MAPC Agenda

- Study Introduction
- Discussion of Existing Conditions Analysis

#### **10/2/17 – MPIC Meeting**

##### MAPC Agenda

- Study Introduction
- Milton Village Zoning
- Milton Landing Waterfront Access
- Next Steps

#### **10/16/17 – Joint Meeting Planning Board, Board of Selectmen, MPIC**

##### MAPC Agenda

- Study Introduction
- Milton Village Zoning
- Milton Landing Waterfront Access
- Next Steps

#### **11/20/17 – MPIC Meeting 11/20/17**

##### MAPC Agenda

- Feedback from October Joint Meeting
- Zoning Work Session
  - Goal and Purpose
  - Boundary and Type of District
  - Similar Districts
  - District Characteristics
  - Zoning Test Diagrams
- Community Meeting – December 6<sup>th</sup> 7:00pm

#### **12/6/17 – Community Forum**

##### MAPC Agenda

- Welcome and Project Introduction
- Milton Village Zoning Presentation
- Milton Village Zoning Discussion
- Milton Landing Waterfront Presentation
- Milton Landing Waterfront Discussion
- Next Steps and Meeting Conclusion

#### **12/19/17 – MPIC Meeting 12/19/17**

##### MAPC Agenda

- Review feedback from 12/6/17 Forum and setup online survey

#### **1/16/18 – MPIC Meeting 1/16/18**

##### MAPC Agenda

- Compiled Feedback/Survey Results
- Applying Feedback to Waterfront Recommendations
- Applying Feedback to Zoning Recommendations
- Discussion and Final Steps

#### **2/12/18 – MPIC Meeting 2/12/18**

##### MAPC Agenda

- Final Recommendations

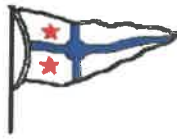
#### **4/30/18 – MPIC Meeting 4/30/18**

##### MAPC Agenda

- Review of Draft Final Report

#### **STAKEHOLDER LETTERS RECEIVED**

The letters received from the Milton Yacht Club, Milton Crew, and Residences at Milton Landing are included for reference. Each letter was received after the development of the alternative approaches and before the development of the recommended approach. Feedback from these letters, comments made at public meetings, and feedback received via survey have all been considered in the development of Milton Landing recommendations.



## **MILTON YACHT CLUB**

**25 Wharf Street**

**P.O. Box 870114**

**Milton, MA 02187-0114**

### **Board of Selectmen and Planning Board Master Plan Implementation Committee**

We, the executive board and membership of the Milton Yacht Club, do not agree with any of the four "Improvement Configurations" presented by the Master Plan Implementation Committee in the Metropolitan Area Planning Commission's report.

The Milton Yacht Club was chartered in Massachusetts in 1913 to encourage yacht building and to cultivate nautical science and yachting sports and is incorporated as a non-profit organization. The Club has further expanded its mission over the years to encourage family boating and related activities along with the conservation of the resources of the Neponset River Watershed, operating and maintaining the Milton Landing Parkland and advocated for public access to and use of the public waterways in accordance with Chapter 91 Article 97 of the Massachusetts General Laws and Constitution. The Club has also expanded its membership to include a paddle sports membership with fewer restrictions on becoming a club member.

This Club has members who have grown up in Milton, some of whom live in Milton or ties to Milton through their previous residence here or through familial ties to former and deceased members. We have "legacy" members who had grandfathers and fathers who were members here and one even is the grandson of the former Town of Milton Harbor Master for 50 years.

We pay for the use of these facilities in both an annual rental fee of \$15,000 to the Milton Parks and Recreation Department along with contributing in kind labor services which range from \$50,000 to \$75,000 annually by existing trade rates. We provide trash removal, landscaping and general maintenance and repairs of the historic Milton Lock Up and waterfront required to launch and haul the main floats (the docks), which we built and own, for boating, public access and crew team and other rowing activities each season.

We do not see our footprint enhanced or our mission supported but rather severely diminished by all four of the "Improvement Configuration" proposals. No accommodations have been made for the Club in any these proposals. As the oldest and primary stakeholder and the pre-existing water-dependent user of the waterfront and its facilities, we are being pushed aside as noted in the elimination of the winch house, shed and boat storage areas. The construction of proposed storage shed/space which we interpret as crew team storage, demolishes our existing boat storage locker area, public access Veranda for water viewing and social gatherings. It also eliminates our Boat Storage Area A entirely. This is a suppression boating access to the waterway, which is a clear violation of Chapter 91. Each configuration also removes most of the storage area for our trailerable boats and boat trailers in season.

The lessening of our boat storage area essentially puts The Club out of business. The bulk of the Club's revenue is derived from the storage fee charges assessed to boat owners. Without our existence there will be no fees paid to the Town of Milton in the form of rent or in kind services we provide and no public dock.

We propose that the committee review their options to include using the Landing Park Area for the crew boat storage and locker shed. This is a 10,000 square foot parcel that was, previous to the condominiums being built, a boat storage area. This former boat storage area was given to the condominiums by the Town through a land use exchange and easement by the Selectman in return for the 10,000 square foot area for boat storage, now referred to as Boatyard B. Milton Yacht Club was named as the pre-existing water dependent use in the 30 year Chapter 91 License for the Condominium development.



Parkland use by rowers and crew teams is a permissible use of such land. This would allow the crew team to use the waterfront area in front of the flagpole and along the upper level of the seawall for their proposed dock and float plans and storage facilities and not interfere with the existing mooring field and large boat access to the main float. This would turn static land in to a waterfront asset by providing additional paddle boat and small boat access to the waterfront.

This Yacht Club has been victimized by development of the property from the start and we are being victimized again. We were promised electricity to the Boatyard B and water lines, paving of Boatyard A along with an enhanced waterfront veranda/gazebo with water and electric hook ups supplied to the main float and gazebo areas – all of which were bargained for the benefit of all of the residents of Milton in the Kaneb development plan. The bargained for improvements in the land use exchange have not been implemented.

In a monetary evaluation of the scenarios, the excavation and blasting required to dig in to the hillside to further expand the lower boat storage area would run from \$250,000 or more depending upon the extent of the improvements. The demolition of the existing boat storage locker area, the proposed removal of the winch house and other outlying buildings with replacement ones is also expensive. The Yacht Club built and maintains those buildings and the Veranda as well. The placement of the crew facilities in the existing landing park is the best option as well monetarily. It preserves existing natural hillside without having to construct retaining walls and further Chapter 91 permits and restrictions.

In a cost benefit analysis of these proposals, where does the Town gain any return? The four stakeholders at the waterfront do not have the capacity to fund or maintain any of these 'Improved Configurations'. The Friends of Milton Crew and Milton Farmers Market, each of which the Club has supported for many years, do not provide any in kind services to the Town or pay any rental or access fees. The proposals if adopted as offered effectively puts the Club out of business, and only offers expensive alternatives, and eliminates about \$15,000 a year in funding to the Town's Park and Recreation Department and shifts maintenance and trash removal costs onto unknown parties. Who will pay to maintain the public access floats and maintenance of the Town Landing for ongoing public access to the waterway for all boat types, not just crew boats?

The Club supports the inclusion of other water-dependent activities that enhance public benefit to the local community, when appropriately tailored to the stakeholders needs. The proposals submitted by the MAPC fail this metric, serving only to sacrifice another Town of Milton treasure for the limited vision of few development-minded influencers.

Sincerely,

The Executive Board of the Milton Yacht Club

Commodore: A. Malony

Vice Commodore: [Signature]

Rear Commodore: David Sancier

Treasurer: [Signature]

Secretary: John L. Potter

Executive Board Member: [Signature]

Executive Board Member: [Signature]



December 5, 2017

Master Plan Implementation Committee:

The board members of the Friends of Milton Crew want to thank you, the Master Plan Implementation Committee, for all your effort to develop a plan for revitalizing the Wharf Street area. It is the town's primary gateway to the Neponset River and represents a tremendous opportunity for a variety of recreational pursuits and invigorating the commercial area.

To date the Friends of Milton Crew have benefited from access to the river and we are grateful to the Milton Yacht Club, the Milton Park Department and 88 Wharf Street for their support of our programs. Over the past seven years we have exposed hundreds of students and dozens of adults to the sport of rowing. We are proud of our achievements but know we can do more.

To reiterate statements made by our board members at your public sessions, our priority is for a dock optimal for non-motorized water craft. For crew a dock that is low to the water will minimize damage to the boats and risk to the athletes as they place the boats in the river. All of the options laid out by your committee with the exception of option B would support that. We believe we can raise the funds needed for such a dock. Any dock we install would be available to the general public for canoes, kayaks, etc., at no charge. Seasonal storage in close proximity to a new dock would also help minimize damage to the boats and injuries to athletes. Space for a shed or other type of facility for equipment storage would be very welcome. These features will all go a long way to support our mission of providing rowing opportunities for all ages on the waters of the Neponset while improving public access to the Neponset Estuary.

Thank you again for allowing us to participate in this process and for your consideration.

Sincerely,

Terry Driscoll  
President, Board of the Friends of Milton Crew



## Position Statement

11 November 2017

### **Town of Milton - Master Plan Implementation Committee Implementation Master Plan**

The Board of Trustees at 88 Wharf Street appointed a Task Force to evaluate the Implementation Master Plan and to solicit broader input from all of the residents of the building. The following comments represent the collective view of a majority of the residents.

#### **1) Traffic**

- a. Entering & exiting Wharf Street is already unsafe due to the volume of traffic on Adams Street, often traveling at excessive speed. A traffic study is warranted for the intersection as well as for the Randolph Ave. / Adams Street intersection.
- b. Exiting vehicles have a blind spot because of the first two Adams St. parking spaces on the left.
- c. The “U” turns at the entrance to Wharf Street and at the four-way intersection closer to 88 Wharf St. have to stop.
- d. Stop signs are regularly ignored on Wharf Street. One of them, that control the flow of traffic out of the MBTA parking lot, is missing.

#### **2) Parking – The Implantation Master Plan has to respect that 88 Wharf St. has no onsite guest parking.**

- a. Some accommodation has to be made to 88 Wharf Street residents to accommodate guests, such as guest placards.
- b. No overnight parking is to be allowed along the waterfront. It would exacerbate already unsafe conditions.
- c. Ticketing has to become more aggressive relative to the limited 2-hour and 4-hour parking spaces. Commuters are abusing these parking spaces.



- d. Page 13 speaks of “Milton Village Shared Parking”. We are happy to accommodate the day-user stakeholders and the patrons of the neighboring business entities. The landing cannot accommodate overflow parking for new condominiums and apartments.

**3) Goal #1 Historic Preservation – The Implementation Master Plan does not go far enough to insure historic preservation. Please identify clearly the history that is being protected.**

- a. The Town Lock-up must be preserved in its current location and it needs to be labeled as yacht club on the plan. In the future a plaque indicating its historical significance must be affixed to the building.
- b. The boat ramp opposite the Lock-up is also an historic feature and needs to be clearly labeled as such on the plan.
- c. If the Swift Hat House is to be preserved as an historic structure, it needs to be preserved in its current location and historical context.
- d. The Milton Yacht Club is the last historic use of this former industrial site and seems to us to be a very important part of the history of the waterfront.
- e. On page 9, we do not agree with the images suggested for wood clad structures. Wooden structures that existed on Adams Street in the historical past were warehouse type buildings. Our suggestion is that new buildings along Adams Street use red brick as a primary building material on any Adams Street facade and the design must not be allowed to detrimentally affect the character of Milton Village.

**4) The Plan Options on Pages 14 and 15**

- a. We do not find any merit to Options A & B.
- b. There are some features that we like in Option D but not enough to support this option.
- c. Our support is for Option C. Some of the good features are as follows:
  - i. The expanded landscape feature.
  - ii. Reconfigured public parking
  - iii. Flexible parking/boat storage

- d. We see a number of missing elements in Option C that we would like addressed.
  - i. A new storage building is identified. However, we know that Milton Crew aspires to having a boathouse. If that is the intended use, please label it so. We want to avoid future turf wars between the stakeholders.
  - ii. We would like to see the gravel pathway along the seawall retained. This is an area that is subject to flood during unusually high tides and grass will have difficulty growing there.
  - iii. We are skeptical of public restrooms and suggest that seasonal Porta Potties might be preferable and more cost-effective.
  - iv. We'd like to see a little more study of options for the crew dock. Some residents suggested one that might parallel the sea wall.
  - v. We are suggesting that the bike storage that is shown in the park that accommodates the Farmers Market be moved to a more functional location such as the strip adjacent to the train tracks and adjacent to the bike path.
  - vi. We would like to see the pathway at the top of the property in option D incorporated into option C. The connection to Hutchinson Field is very attractive to us.
  - vii. We support the support the placeholder for kayaking and canoeing. In view of this being a tidal river, some residents did question whether a location further down river to a site like the Granite Railroad or Two Granite Ave might be better. Collaboration with DCR might produce a site that is less prone to tidal fluctuation.

## **5) Trash, Pest & Rodent Control**

- a. With more public activity and the potential of food trucks, trash cannot be allowed to become problematic.
- b. The Town must be diligent and pro-active with regularly scheduled trash pick-ups.

## **Safety Concerns**

- c. MYC functions as the first line of safety for water dependent functions. Milton Crew members have had to be rescued in the past. This is an important symbiotic relationship.
  - d. The plan must recognize that the animation that MYC brings to the waterfront site helps to deter undesirable activities.
  - e. The fact that this is a dead-end site with no supervision at the far end is currently problematic. Discarded liquor bottles, used condoms other trash are already problems.
  - f. Police surveillance must be stepped up relative to the existing conditions as well as the futures uses.
- 6) **Commercial Competition** – 88 Wharf Street has a restaurant and it has more potential as a highly desirable destination. No competing food uses are to be permitted, excepting seasonal food trucks during daytime hours.
- 7) **Funding Sources** - We would like to see a list of possible funding sources. Our residents would not favor a tax increase and would prefer to leave the site as is if that is the only funding source.

For Information, contact:

Michael Bourque, Chairman  
Milton Landing Condominium Trust  
[michaelbourque@mac.com](mailto:michaelbourque@mac.com)  
617 335-1951