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## **SECTION 1—INTRODUCTION**

Land use is a description of how land is occupied or utilized. This chapter describes and analyzes how land is currently used and how it may change in the future. Key focus areas have been identified to allow for additional analysis of issues and opportunities in these areas. Specific recommendations are made regarding the future development of each key focus area. The chapter concludes with general recommendations to meet the Master Plan's goals.

## **SECTION 2—VISION**

### **2.1 ~ Land Use Vision**

- Brookline will remain a largely residential community with significant unique recreation and conservation lands. The Route 13 corridor should develop into a more substantial commercial and industrial area as traffic counts increase, supplementing the tax base and providing good jobs in the community.
- Brookline should maintain and enhance the community character and the New England look and design of existing and new commercial, retail, industrial, residential, and mixed use development.
- Brookline should provide additional amenities to Town residents while encouraging appropriate development along Route 13, and if appropriate, along Route 130 and the town center.
- Brookline should maintain its small town character and feel.

### **2.2 ~ Existing Land Use Patterns**

Mapping and analyzing existing land use patterns is necessary to support long range planning, the creation of a future land use map, and the implementation of necessary land use controls. Map 2-1: Existing Land Use, displays land use classifications for the entire town. The entire town has been mapped into 13 categories including commercial, industrial, residential, mixed use, open space, and vacant land. It is important to note that these figures are approximate and are displayed for general planning purposes only.

It is evident that residential land use is the most common land use within Brookline. Most of the residential uses are single family homes on approximately two acres of land. Multi-family units and manufactured housing represent a minor component of the Town's land use pattern and are scattered throughout the Town. The only approved manufactured housing district is located on Petersen Road, while lot B-65 near the Route 13/Old Milford Road intersection contains a significant number of multi-family houses. Most of Brookline's residential development has occurred near the Town Center, Old Milford Road, and the Averill Road/Cleveland Hill Road neighborhood.

The existing land use map shows that nearly all of the non-residential uses within Town are located along Route 13, with the exception of lots on Dupaw Gould Road (Field and Stream Trailer Park) and North Mason (Burbee excavation site). The mixed use lots represent lots that predated the current zoning regulations or that received variances from the Zoning Board of Adjustment. Most public

recreation/conservation land is situated near the Old Milford Road/Route 13 intersection, and includes Melendy Pond, the Morrill land, and the Palmer land. Private recreation land owned by the Beaver Brook Association and the Nissitissit River Land Trust is grouped in the southeast corner of Town off Oak Hill Road. The Talbot-Taylor land off Cleveland Hill Road and Camp Tevya off Route 13 at Mason Road are also significant parcels. The town center contains most of the municipal facilities.

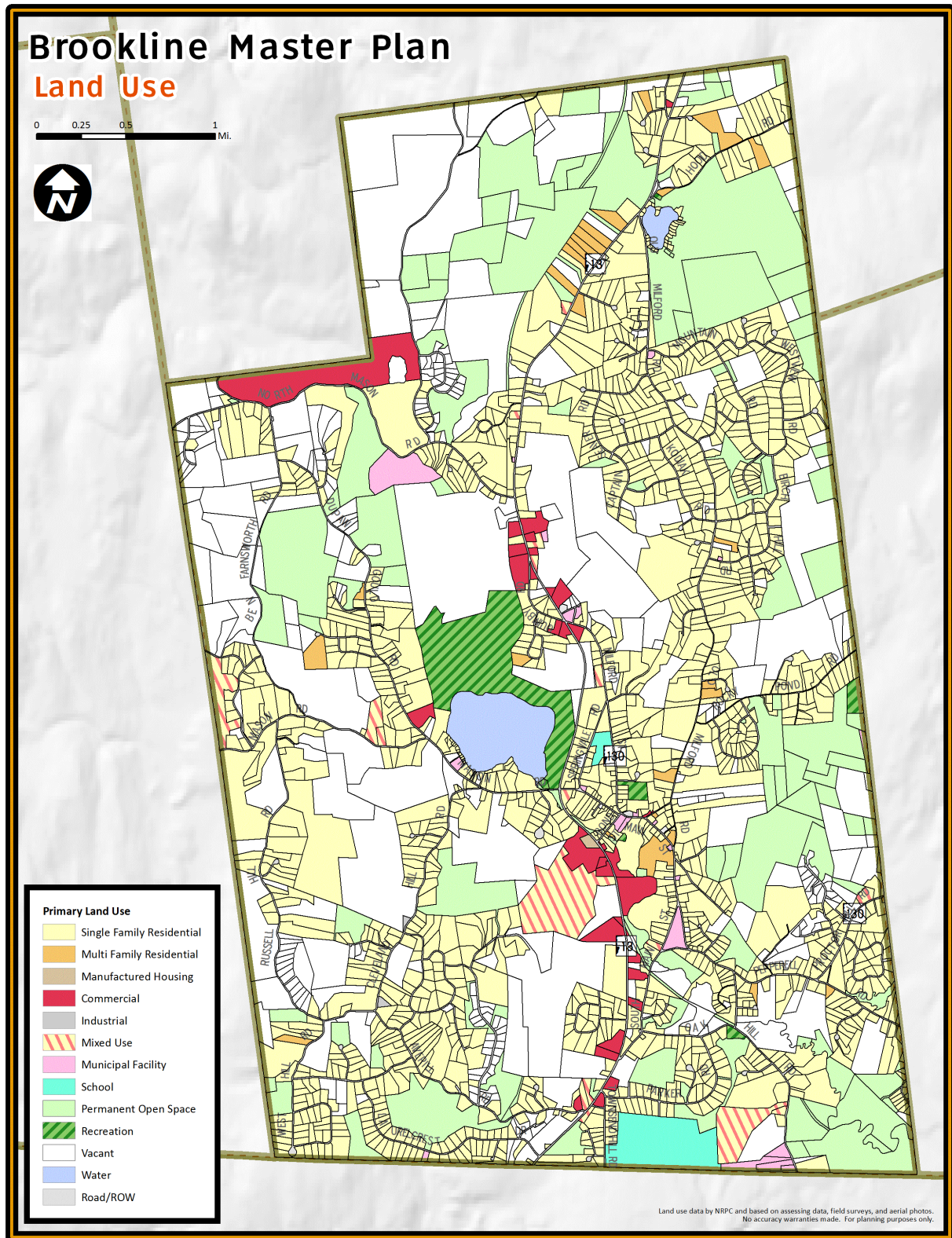
When examining existing land use patterns, it is useful to look at the extent of each land use in the community and the quantity of land that remains to be developed in Brookline. Table 2-1 inventories all land uses in Brookline, assigns an approximate acreage figure to each use, and notes the number of parcels within each land use category.

**TABLE 2-1: Current Land Use - Category of Land Uses and Acreage**

<b>Category</b>	<b>Number of Parcels</b>	<b>Total Acreage</b>
Commercial	33	267.2
Industrial	2	2.9
Manufactured Housing	1	3.2
Mixed Use	17	211.8
Multi-Family Residential	26	132.1
Municipal Facility	22	88.5
Permanent Open Space	120	2359.3
Recreation	7	244
Roads	2	331.6
Schools	2	116.9
Single Family Residential	1598	4894.6
Vacant	364	4117.2
Water	2	159



MAP 2-1: Existing Land Use



## 2.3 ~ Current Zoning

In the early 1970s, Brookline established two Districts within town: a Residential-Agricultural District and an Industrial-Commercial District. Map 2-2 provides a visual representation of the two base districts. Since that time, the following ordinances have been approved at Town Meeting, which apply additional regulations to underlying parcels:

- Floodplain District Ordinance in 1985
- Wetlands Conservation District Ordinance in 1987
- Open Space Development Ordinance in 1993
- Growth Management Ordinance in 1994
- Telecommunications Facilities Ordinance in 1998
- Replacement of the Aquifer Protection Ordinance in 2000 (originally adopted in 1989)
- Adult Sexually Oriented Businesses in 2001
- Housing for Older Persons Developments in 2003
- Outdoor Lighting in 2003
- Workforce Housing Option in 2009

In addition, the Manufactured Housing District Ordinance, adopted in 1982, creates a floating zone that may be applied to property upon the request of the owner.

As shown in Table 2-2, there are approximately 12,196 total acres in Brookline, with 11,819 acres (97%) in the Residential-Agricultural Zone and only 377 acres (3%) in the Industrial-Commercial Zone. In 2011, 4,006 acres remain vacant in the Residential-Agricultural Zone and 111 acres remain vacant in the Industrial-Commercial Zone. Between 1997 and 2011 a significant decrease in vacant acreage occurred with 6,238 vacant acres in 1997 and 4,117 vacant acres in 2011. However, as shown in Table 2-3, the Town now has a total of 2,360 acres of permanent open space or approximately 19% of the Town's total acreage.

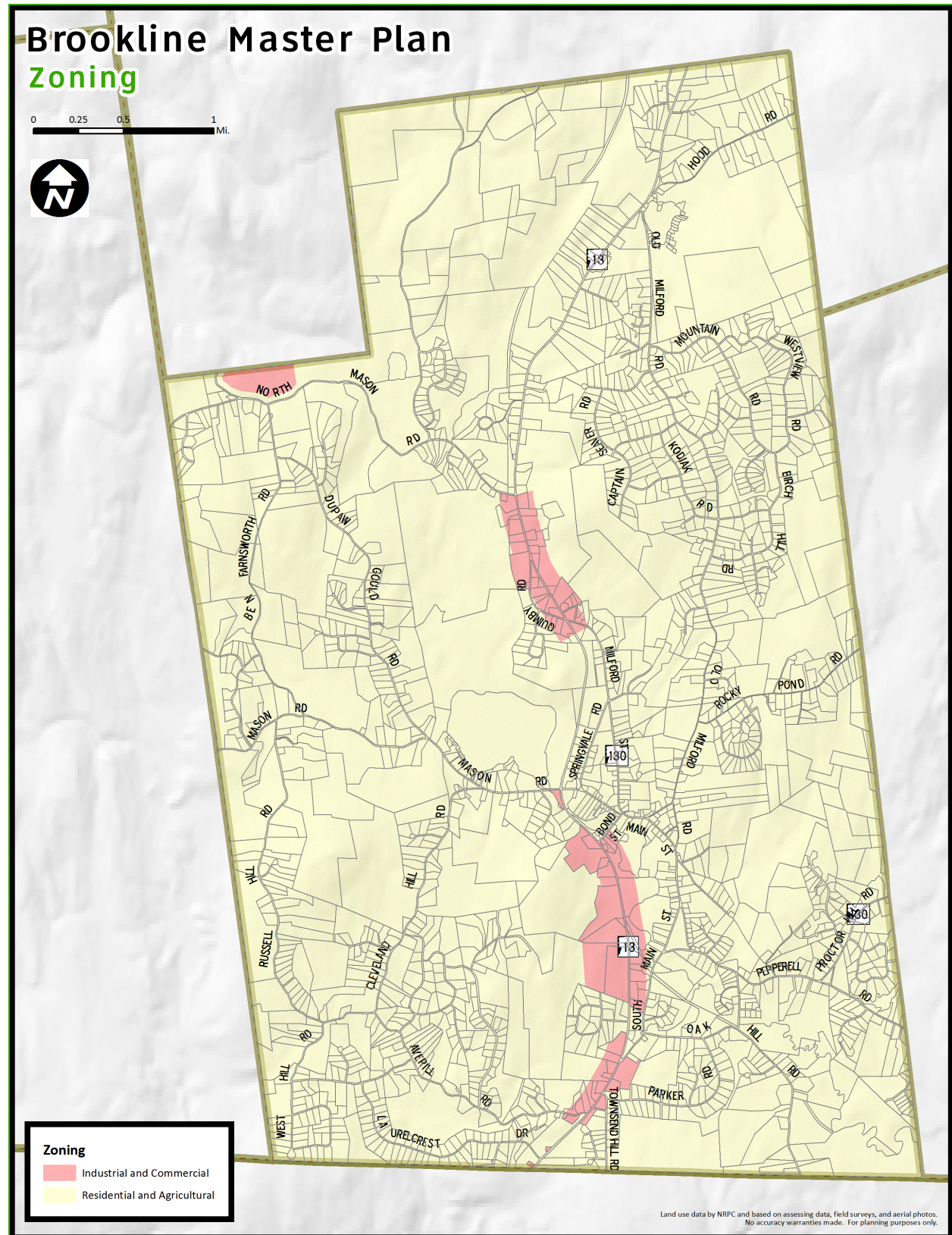
**TABLE 2-2: Vacant Acreage in Zoning Districts**

<b>District</b>	<b>Total Acres*</b>	<b>Percent of Total</b>	<b>Vacant Acres in 2011</b>	<b>Vacant % of Zone in 2011</b>	<b>Vacant Acres in 1997</b>
Residential-Agricultural	11,819	97%	4,006	34%	6,125
Industrial-Commercial	377	3%	111	29%	114
<b>Total</b>	<b>12,196</b>	<b>100%</b>	<b>4117</b>	<b>34%</b>	<b>6,238</b>

*\*Note: figures are approximate, based on G.I.S. calculations; excludes major water bodies and roads*



MAP 2-2: Zoning Map



## 2.4 ~ Land Use Constraints

The Natural Resources chapter identifies the natural limitations to development within the Town of Brookline. These include steep slopes, water bodies, wetlands, and poorly drained soils. Other types of natural features warranting consideration include the location of ground and surface waters, soils of agricultural importance, and forest lands. Map IX-3 shows the location of land use constraints in Brookline. Table 2-3 indicates land that is available for development within each zoning district.

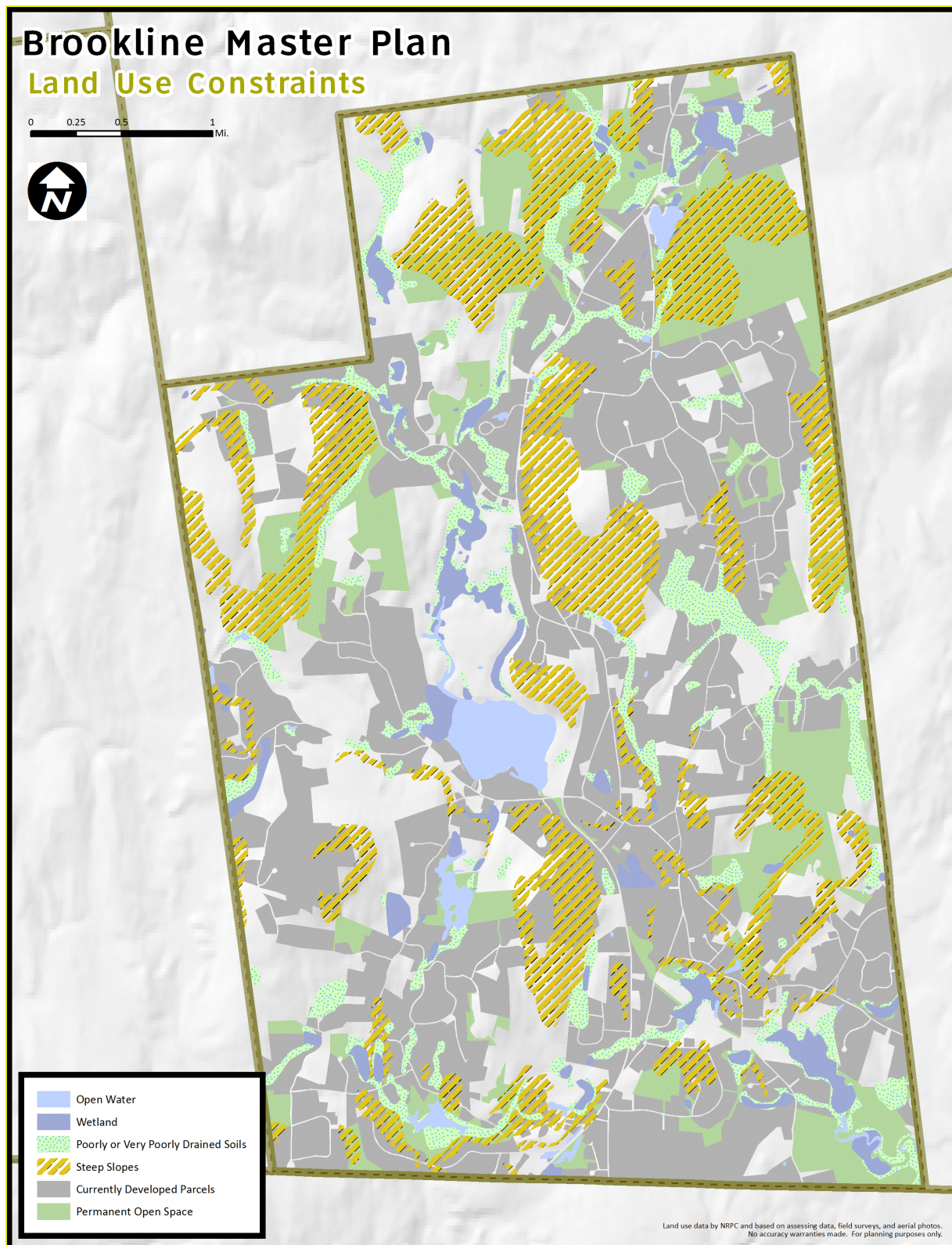
**TABLE 2-3: Developable Acres in each Zoning District**

	Residential-Agricultural District		Industrial-Commercial District	
Land Type	Acres	Percent	Acres	Percent
Developed Land	5,466	46%	253	67%
Permanent Open Space	2,347	20%	13	4%
Total Vacant Land	4,006	34%	111	29%
<i>Developable</i>	<i>2,429</i>	<i>61%</i>	<i>79</i>	<i>71%</i>
<i>Undevelopable<sup>1</sup></i>	<i>1,577</i>	<i>39%</i>	<i>32</i>	<i>29%</i>
<b>Total Acres<sup>2</sup></b>	<b>11,819</b>	<b>100.0%</b>	<b>377</b>	<b>100.0%</b>

1. Steep slopes, open water and wetlands, and poorly drained soils. Indicates that land is less desirable for development; does not necessarily indicate that state and local regulations would preclude development.
2. Figures are approximate, based on G.I.S. calculations; excludes major water bodies and roads.



MAP 2-3: Land Use Constraints



## SECTION 3—RESIDENTIAL-AGRICULTURAL

### 3.1 ~ Residential-Agricultural District Overview

As shown in Table 3-2, the Residential-Agricultural District comprises 12,196 acres or approximately 97% of Brookline. As shown in Table 3-3, 5,466 acres or 46% of the district is currently developed, while 4,006 acres or 34% remain vacant and 2,347 acres or 20% is in permanent open space.

There is an 80,000 square foot minimum lot size for single-family homes and twice that for duplexes within this zone. Lots must have a minimum of 200 feet of frontage and be set back at least 30 feet from front lot lines and 15 feet from side and rear lot lines. There are separate requirements for back lots.

### 3.2 ~ Residential-Agricultural District Zoning Regulations

The following text is an excerpt from the Brookline Zoning Regulations identifying permitted uses in the Residential-Agricultural Zone:

#### 600.00 RESIDENTIAL-AGRICULTURAL DISTRICT

##### 601.00 Location

*The Residential-Agricultural District shall be:*

- a. All areas of town not designated as the Industrial-Commercial District.*

##### 602.00 Uses Permitted

- a. Single dwelling unit dwellings, two dwelling unit dwellings.*
- b. Churches, synagogues, parish houses, convents, day nurseries, kindergartens, and day care centers.*
- c. Municipal buildings, schools, and institutions of higher learning.*
- d. Recreation and community center buildings and grounds for games and sports.*
- e. Farming and Forestry activities are permitted when incidental to primary residential use.*
- f. Farm stands, provided that the stand is set back a minimum of 30 feet from abutting road right-of-way lines; the building area of the farm stand is not greater than two hundred (200) square feet; a minimum of two off-street parking spaces meeting the dimensional requirements of this Ordinance are provided; and the stand does not pose a threat to public health, safety and welfare. Year-round, permanent structures for the sale of farm products must receive Non-Residential Site Plan approval from the Planning Board.*
- g. Manufactured housing in approved Manufactured Housing Districts subject to the provisions of Section 700.*
- h. Any use injurious, obnoxious, or offensive to the neighborhood is prohibited.*

- i. Telecommunication towers and co-location of telecommunication facilities on existing towers or structures which are in compliance with Section 1900 and subject to Planning Board review and approval under the Non-Residential Site Plan regulations.*

**602.01 Uses Permitted by Special Permit**

- a. Home businesses shall be allowed by special permit, and pursuant to authority provided by RSA 674:21, the Planning Board is authorized to determine whether such special permit shall issue, after a hearing in which the Planning Board determines that the proposed use is capable of being carried out in a manner consistent with the standards set forth in Section 1700 of this ordinance. Applications to the Planning Board to such a special permit shall be made in the same manner and subject to the same approval requirements of an application for non-residential site plan approval, as identified in section 6.2, submission requirements for home businesses.*

## **SECTION 4—INDUSTRIAL-COMMERCIAL**

### **4.1 ~ Industrial-Commercial District Overview**

As shown in Table 4-1, the Industrial-Commercial District comprises 377 acres, or approximately three percent of all the land in town. There are a number of commercial establishments not within the Industrial-Commercial District that predate current zoning within Town, such as those along the northern section of Route 13 near Milford and the few commercial establishments along Main Street in the center of Town. Each commercial lot must be at least one acre, have a minimum of 150 feet of road frontage, and be set back at least 30 feet from the front lot line and 15 feet from side and rear lot lines. No more than 75 percent of a commercial lot may be covered by impervious surfaces and commercial structures may not be higher than 35 feet.

#### Remaining Vacant Land

Table 4-1 provides an analysis of the vacant land remaining in the Industrial-Commercial District. Eleven lots totaling 63 acres are vacant and located entirely within the Industrial-Commercial zone. Approximately 48 acres are located partially within the zone on 5 vacant lots; however, these lots are not completely available for commercial activity as the 551 acres associated with these lots lie outside the zone.

**TABLE 4-1: Vacant Areas in the Industrial-Commercial District**

	<b>Acreage</b>	<b>Lots</b>
Vacant Lots Entirely within the District	63 acres	11
Vacant Lost Partially within the District	48 acres portion in zone (551 acres total lot size)	5
<b>Total Vacant Land</b>	<b>111 acres</b>	<b>16</b>

## 4.2 ~ Industrial-Commercial District Zoning Regulations

The following text is an excerpt from the Brookline Zoning Regulations identifying permitted uses in the Industrial-Commercial Zone:

### *502.00 Uses Permitted*

- a. Excavations (as per Section 1000)*
- b. Establishments offering goods for sale including dry goods, foods, hardware, clothing and apparel, motorized vehicles, and other general retail commodities*
- c. Farming & Forestry*
- d. Lumber Yards and lumber mills*
- e. Health care facilities*
- f. Theaters*
- g. Hotels/motels*
- h. Warehousing, assembling & manufacturing*
- i. Office parks*
- j. Residential dwelling units existing prior to March 14, 1992 and home businesses within these units subject to the provisions of Section 1700*
- k. Banks and financial institutions*
- l. Restaurants*
- m. Professional offices*
- n. Personal services and offices*
- o. Churches and associated parsonages*
- p. Public, private, or non-profit recreational facilities, fraternal orders, or membership clubs*
- q. Schools, nurseries and day care centers*
- r. Funeral homes*
- s. Automobile fueling, service and repair stations*
- t. Post offices*
- u. Police and fire stations*
- v. Any use which does not offend by emission of smoke, dust, gas, noise, odor, or fumes*
- w. Telecommunication towers and co-location of telecommunication facilities on existing tower or structures which are in compliance with Section 1900 and subject to Planning Board review and approval under the Non-Residential Site Plan regulations*
- x. Adult sexually oriented businesses in accordance with Section 504.00 of this Ordinance*

## 4.3 ~ History of the Industrial-Commercial Zone

Over the past few years, amendments have been proposed to expand the current Industrial-Commercial District. They are listed here to show some of the areas of Town that have been considered for non-residential development.



In 1983, an addition to the current Industrial-Commercial zoning was placed on the ballot at Town Meeting. This read as follows:

*The Industrial-Commercial District shall be the area within 500 feet easterly edge of right of way and within 500 feet westerly edge right of way, of Route 13 from the Massachusetts State Line in the south, to the town line of Milford in the North (by petition, not recommended by the Planning Board). Defeated.*

In 1984, the following amendment was defeated:

*The Industrial-Commercial District shall include all land within present lots of record having frontage on Route 13 (by petition, not recommended by the Planning Board).*

In 1987, the following area was to be added to the existing Industrial-Commercial District:

*...plus the remainder of lot D-72, the remainder of lot D-37, lot D-70, the southern half of lot D-50 (the area of the lot south of an east-west dashed line which extends from the northernmost corner of lot D-70 to lot D-51 as shown on the Brookline tax map).*

Also in 1987, a Commercial District was proposed, which would have included lots H-73, H-73-1, H-74, K-55, and K-54. This article was approved by the Planning Board but was defeated.

In 1991 the Town voters approved adding lots K-75, K-76, K-77, K-81 and G-20 to the southern district. In addition, upon the suggestion of local developers, the Planning Board proposed an amendment in 1997 that was approved to reduce the minimum lot size in the district from two acres to one, and to reduce the required setbacks to encourage commercial development.

In 2006 Lot C-42, located on Quimby Road, and Lot G-53-1, located on Route 13 across from Bond St, were rezoned to be entirely within the C-I District and to remove the split zoning formerly affecting both parcels. This effort was part of an ongoing program by the Planning Board to eliminate split-zoned lots wherever possible.

In 2008 Lots J-41 and J-41-1, located on South Route 13 at Laurelcrest Drive, were rezoned to be entirely within the R-A district.

## **SECTION 5—PUBLIC INPUT**

As part of the Master Plan update, the University of New Hampshire Cooperative Extension facilitated a Public Survey and Community Forum to obtain input on the Master Plan. The survey was available from October through early December 2010 and was completed by 106 respondents. The Community Forum was held on October 22, 2010 and was attended by approximately 45 residents.

The land use group at the Community Forum had 6 participants.

As a precursor to the Master Plan Visioning Process, NRPC staff worked with the Town to develop a Vision Plan for Route 13 and Route 130 in September of 2008. An extensive public outreach effort was

conducted as part of this planning project. A public Visioning Meeting was held on the evening of Friday, April 4th, 2008 to obtain input on numerous topics relevant to these corridors. Over 100 participants attended and provided input on the following four topics: Zoning, Visual Preference, the Town Center and Transportation.

The results from the 2010 Master Plan Survey, 2010 Master Plan Community Forum, and 2008 Vision Plan for Route 13 and 130 are presented below:

### **5.1 ~ Findings /Results from the 2010 Brookline Master Plan Survey**

#### Town Center

- 29% of residents thought that development of the town center was very important.
- 38% of residents thought that development of the town center was somewhat important.

#### Melendy Pond

- The 2010 Brookline Master Plan Survey asked respondents how the town should address the future of Melendy Pond. A wide array of responses was received, from turning the land over to the lessees, to converting the land to a public resource, or selling the land for development. Due to the diverse answers and long standing history of this area, the Master Plan will not be addressing specific recommendations for this key area. Instead, the Master Plan Subcommittee recommends that a Task Force be established to address the issues associated with this key area. A history of Melendy Pond is available in the Key Focus Area section at the end of this chapter.

#### Desirable Uses and Businesses

- 53% of residents thought attracting Small Office (dentists, CPAs, lawyers and insurance) was very important, 35% thought it was somewhat important, and 12% felt it was not important.
- 61% of residents thought attracting Small Retail (pharmacy, florist, butcher) was very important, 31% thought it was somewhat important, and 8% not important.
- 27% of residents thought attracting Industrial use was very important, 38% thought it was somewhat important, and 26% not important.
- 61% of residents thought attracting Large Retail (strip mall, Target, Wal-Mart, Home Depot) was not important, while 17% felt it was very important and 18% felt it was somewhat important.
- 29% of residents thought that attracting Service Businesses (oil change, dry cleaner, car rental) was very important, 31% felt it was somewhat important, and 35% felt it was not important.

### **5.2 ~ Findings /Results from the 2010 Community Forum (Land Use and Zoning Breakout Session)**

- The Town should encourage and maintain the New England village look.
- The Town should designate a group to attract new businesses.
- The Town should ensure that as additional development occurs, impacts to the Nissitissit River and private wells are minimized.

- The Town should create additional light commercial and industrial zones to accommodate commercial and industrial uses. At the same time, residents want to maintain farming and agriculture.
- Residents advocated for the creation of a public green in the Town Center.

### **5.3 ~ Findings /Results from the Vision Plan for Rt. 13 and 130**

#### Zoning Survey Results

- The concept of mixed use development was widely supported throughout town, with 121 (78%) indicating that mixed use development should be allowed.
- At least half of the respondents indicated that commercial development was appropriate for the entire Route 13 corridor, with considerably less in favor of commercial development along Route 130 and the town center.
- Industrial development would be appropriate along southern Route 13, and to a lesser extent along northern Route 13, followed by central Route 13.
- 84% of respondents indicated that energy efficient design was very important or important.

#### Visual Preference Survey Results

- Mixed use development is widely supported throughout the study area, with a focus on smaller scale residential structures along Route 130 and a variety of architectural styles along Route 13 and the Town Center.
- Industrial development is deemed most appropriate for Route 13 and is not supported in the town center or Route 130.
- All levels of commercial development are supported along Route 13, while small scale commercial is considered appropriate for Route 130. A village market or restaurant is supported in the town center.
- Side and rear parking is viewed as appropriate throughout town. Front parking is deemed most appropriate along Route 13, and to a lesser extent Route 130, but not in the town center.

#### Town Center Survey Results

- Respondents indicated that the town center is most frequently described as including the Town Hall, Library, and Village Store, and to a lesser extent the fire station, RMMS, Lake Potanipo, and church.
- An overwhelming majority of respondents (63) indicated that they would prefer to walk between destinations in the town center, followed by 36 respondents interested in bicycling.
- Additional professional services and gathering places such as a coffee shop, small restaurant, gazebo for concerts, a park, and retail shops would create a more vibrant town center and a destination unto itself.
- Respondents want to maintain the existing center's open space and natural beauty as well as historic buildings and New England charm into the future.

### Action Items from the Vision Plan for Rt. 13 and 130

The overall findings from the respondents of the 2008 Brookline Route 13 & 130 Zoning, Visual Preference, and Town Center surveys identified these common themes:

- Maintain and enhance the community character and the New England look for existing and new commercial, retail, industrial, residential, and mixed use development.
- Enhance the town center to create a center for the community and a viable place for public events.
- Expand and define the town center to make it into a destination.
- Provide additional amenities to town residents and encourage appropriate development along Route 13, and if appropriate, along Route 130 and the town center.

### **3 – 5 years**

- Develop a Town Center Master Plan.
- Develop a Town Center Overlay District to permit mixed use development.
- Establish a Town Center Committee.
- Review the Sign Ordinance.

### **5 – 10 Years**

- Amend the zoning regulations to permit mixed use zoning along NH 130 outside of the Town Center.

## **SECTION 6—ZONING**

### **6.1 ~ Zoning Districts**

The Town of Brookline currently has two zoning districts: Residential-Agricultural and Industrial-Commercial. This is a very unique situation, as most surrounding communities in southern New Hampshire have more than two zoning districts. The benefit of refining these districts is to provide protection to the town and its residents to ensure that adjacent uses are compatible and appropriate for their location. Currently, a large commercial or industrial facility can locate anywhere in the Industrial-Commercial District, whereas the creation of additional districts would guide future development to pre-designated areas of town where residents agree specific uses would be best situated.

This issue has been discussed for years and was specifically addressed in the 1997 Master Plan and the 2008 Brookline Route 13 & 130 Study. The 2008 Brookline Route 13 & 130 Study asked residents their opinions on appropriate locations for accommodating additional mixed use, commercial, and industrial development throughout town.

After reviewing the findings on the development of additional zoning districts, the 2010 Master Plan Steering Committee recommends that the town develop and execute a process to determine if the

creation of additional zones would be appropriate to accommodate and guide the future development of high quality commercial, industrial, and mixed use development in key locations in Town.

The following four zoning districts were proposed in the 1997 Master Plan and the language has been included to use in the development of future zoning districts. They include a Neighborhood Business District, Office Park District, Industrial District, and Town Center District.

#### Neighborhood Business District

*The intent of this district would be to provide for those businesses which serve local shopping needs and which are compatible with surrounding residential neighborhoods. Clusters of shops, small-scale shopping centers, and individual stores would be encouraged, while large regional shopping uses such as department stores would be discouraged. Examples of acceptable uses may include antique shops, banks, bakeries, beauty parlors, bed and breakfasts, child care facilities, drug stores, dry cleaners, florist shops, food stores, hardware stores, home businesses, and professional offices. Residential activity may also be permitted in the district to encourage a more integrated land use pattern.*

- *This district may be appropriate at major road intersections in some Town neighborhoods.*

#### Office Park District

*The intent of this district would be to attract corporate office and research facilities to a campus environment providing large open spaces, generous setback requirements, and compatible architectural and landscaping standards. Examples of acceptable uses may include corporate offices and research facilities.*

- *This district may be appropriate on Route 13 near the Milford town boundary; on Route 130 near the Hollis town boundary adjacent to the Industrial District in Hollis; and west of Route 13 on the Townsend (MA) town boundary adjacent to the Outlying Commercial District.*

#### Light Industrial District

*The intent of this district would be to provide for industrial parks meeting specific performance standards. Traffic generation, building bulk, and intensity of site development would be restricted and standards would be set for environmental factors such as noise and air quality. Examples of acceptable uses may include office buildings, research and development, distribution and mailing facilities, machine shops, printing, publishing shops, and storage facilities.*

- *This district may be particularly appropriate for Route 130 on the Hollis town boundary adjacent to the Industrial District in Hollis; at the intersection of Route 13 and Milford Street; and west of Route 13 on the Townsend (MA) town boundary adjacent to the Outlying Commercial District.*

#### Town Center District

*The intent of this district would be to maintain and enhance the historic character of the town center and to provide a central gathering place for town residents and visitors by encouraging commercial activity*

*which is dependent on pedestrian traffic and which requires little land area. Examples of acceptable uses may include a community center, bed and breakfasts and cottage-type businesses which cater to tourists.*

- *This district may be particularly appropriate for the Main Street area which includes Town Hall, the Library, and the Village Store.*

## **SECTION 7—RELEVANT LAND USE ORDINANCES**

The following Land Use Ordinances add special requirements to the provisions of both the Residential-Agricultural and Industrial-Commercial Districts:

- The Manufactured Housing District Ordinance, passed in 1982, is a floating zone that allows manufactured housing on a tract of land 20 acres or greater upon the request of the property owner.
- The Floodplain Ordinance, passed in 1985, restricts development in the floodplain, which is located adjacent to most water bodies within Town.
- The Wetlands Conservation District Ordinance, passed in 1987, requires that each parcel contain at least 60,000 square feet of dry area. It also requires septic tank or leach field setbacks of 75 feet or 125 feet, depending on the soil type.
- The Aquifer Protection Ordinance, passed in 1989, restricts the type of permitted uses in the Aquifer Protection District. These restrictions include the subsurface storage of petroleum; the storage, processing, or disposal of hazardous waste; and the covering of more than 30% of a lot in the Residential-Agricultural zone, and 60% of a lot in the Industrial-Commercial zone by impervious surfaces.
- The Open Space Development Ordinance, passed in 1993, requires developments of 20 acres or more to provide the Planning Board with an alternative development plan that sets aside 35 percent of the tract for low-impact recreation.
- The Telecommunications Facilities Ordinance, passed in 1998, establishes general guidelines for siting telecommunications facilities to ensure the coordinated development of communications infrastructure.
- The Aquifer Protection Ordinance, updated in 2000 (originally adopted in 1989), aims to preserve, maintain, and protect the existing and potential ground water resources of the Town as well as the surface waters that are fed by groundwater.
- The Adult Sexually Oriented Businesses Ordinance, passed in 2001, establishes reasonable and uniform regulations to prevent the concentration of adult sexually oriented businesses.
- The Housing for Older Persons Developments, passed in 2003, guides the development of special housing opportunities that are well sited and designed to meet the needs older persons.
- The Outdoor Lighting Ordinance, passed in 2003, preserves the rural atmosphere and dark skies of Brookline.
- The Workforce Housing Option, passed in 2009, guides the development of affordable workforce housing to ensure the continued availability of a diverse supply of home ownership and rental opportunities.

## SECTION 8—BUILDOUT

### 8.1 ~ Build-out Potential

Results of the buildout analysis for the Town of Brookline are included in Table 8-1 below. The buildout study estimates that an additional 1,680 single-family housing units are possible in Brookline. This represents a 124% increase from 1,357 current single-family housing units to 3,037 units at buildout. There is the possibility of an additional 52 multi-family lots, which is an increase of 167%.

It is estimated that there will be an additional fifteen commercial (retail/service) lots, which is a 48% increase. Office lots will increase by fifteen (50% increase) and there is the possibility of an additional three industrial lots (43% increase).

**TABLE 8-1: Buildout Results – Brookline (Town-Wide)**

	Current <sup>1</sup>	Additional	At Buildout
<b>Population</b>	4,497	5,775	10,272
<b>Persons per Household<sup>2</sup></b>	3.11		3.11
<b>Housing units</b>	1,463	1,857	3,320
<b>Single family Housing</b>	1,357	1,680	3,037
<b>Multi-family Housing units (incl. Mobile Home)</b>	106	177	283
<b>Multi-family lots<sup>3</sup></b>	31	52	83
<b>Multi-family Housing units per lot<sup>4</sup></b>	3.4		
<b>Commercial/retail lots<sup>3</sup></b>	31	15	46
<b>Commercial/retail square feet<sup>5</sup></b>	193,440	93,600	287,040
<b>Office lots<sup>3</sup></b>	30	15	45
<b>Office square feet<sup>6</sup></b>	234,570	117,285	351,855
<b>Industrial lots<sup>3</sup></b>	7	3	10
<b>Industrial square feet<sup>7</sup></b>	165,326	70,854	236,180

<sup>1</sup> Current Population and Housing units based on NH Office of Energy and Planning 2003 Estimates.

<sup>2</sup> Persons per Household based on U.S. Census 2000 figures.

<sup>3</sup> Number of Multi-family, Commercial, Office & Industrial lots derived from NRPC GIS database.

<sup>4</sup> Current Multi-family Housing units divided by multi-family lots.

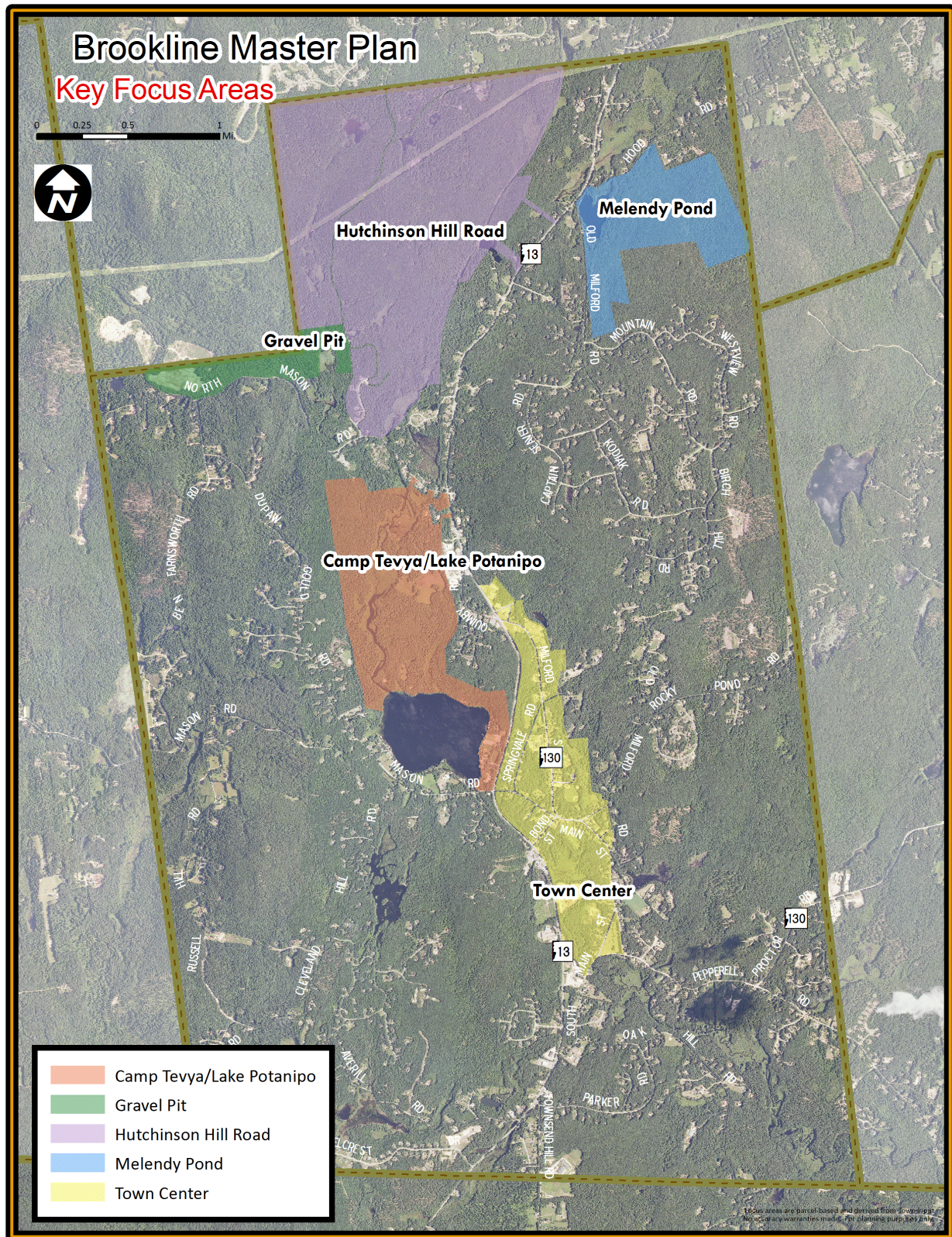
<sup>5</sup> Based on region-wide average (excluding Nashua) of 6,240 square feet per lot.

<sup>6</sup> Based on region-wide average (excluding Nashua) of 7,819 square feet per lot.

<sup>7</sup> Based on region-wide average (excluding Nashua) of 23,618 square feet per lot.



### MAP 9-1: Key Focus Areas





## SECTION 9—KEY FOCUS AREAS

The Brookline Master Plan Steering Committee has identified five key focus areas in town. These areas are notable due to their unique features and opportunities and include Camp Tevya, the Gravel Pit, Hutchinson Hill Road, Melendy Pond, and the Town Center. The key focus areas are discussed in greater detail below.

**TABLE 9-1: Land Use by Key Focus Areas**

Key Focus Area	Total Acres <sup>1</sup>	Developed Land	Permanent Open Space	Total Vacant Land	Developable Vacant Land	Undevelopable Vacant Land <sup>2</sup>	Percent of Undevelopable Vacant Land
Camp Tevya, Lake Potanipo	477.45	221.61	0	255.83	204.76	51.07	20%
Gravel Pit	116.59	116.59	0	0	0	0	0%
Hutchinson Hill Road	1,202.67	27.14	399.97	775.55	536.12	239.43	31%
Melendy Pond	283.01	9.8	272.66	.55	.55	0	0%
Town Center	427.4	392.37	15.20	19.84	17.23	2.61	13%
Total Acres	2,507.12	767.51	687.83	1,051.77	758.66	293.11	28%

1. Figures are approximate, based on G.I.S. calculations; excludes major water bodies and roads.

2. Steep slopes, open water and wetlands, and poorly drained soils. Indicates that land is less desirable for development; does not necessarily indicate that state and local regulations would preclude development.

### 9.1 ~ Camp Tevya / Lake Potanipo

This key focus area situated along the shores of Lake Potanipo consists of both recreational and vacant land. Approximately 221.61 acres of recreation land abutting the Lake is owned by the Cohen Society. This long running Camp provides both a spacious and attractive outdoor setting for members of this non-profit organization. Of the 255.83 vacant acres, 51.07 acres or 20% of the land is constrained by steep slopes and wetlands. This region is separated into roughly two halves by the North Stream. In addition to the neighboring wetlands, this natural feature limits east-west corridors in this area. This key focus area is predominantly zoned Residential-Agricultural with a small portion of land zoned as Industrial-Commercial.

Issues/Recommendations

- Much of this area is a key conservation and recreation area for the Town.
- The access and traffic issues with Rt 13 and Mason Rd are significant, especially in regards to pedestrians.
- The Town should consider adopting a vernal pool protection buffer of at least 50 feet from new developments and a minimum of 150 feet from future roadways.

**9.2 ~ Gravel Pit**

The single 116.59 acre lot located in northwest Brookline is privately owned and abutted by North Mason Road to the south. This parcel is unique as 33.76 acres are zoned Industrial-Commercial and 82.83 acres are zoned Residential-Agricultural. With two distinct zoning designations, portions of this parcel can remain relatively rural while the Industrial-Commercial zoning district could potentially be developed due to its close proximity to North Mason Road and lack of nearby physical constraints.

Issues / Recommendations

- This operation has been an asset to the community and should be protected as such. The major issues are traffic contributing to the quality of the roadways in this area and the intersection of North Mason Rd and Rt 13.
- Small scale development should be encouraged in the portion of this key focus area zoned as Industrial-Commercial.

**9.3 ~ Hutchinson Hill Road**

This key focus area located in the northwestern portion of Brookline is the main undeveloped residential area in Town. However, nearly 239.43 acres or 31% of the land cannot be developed due to physical constraints. All 1,202.67 acres of this area are currently zoned Residential-Agricultural. Hutchinson Hill Estates, located just west of Route 13, is the only major subdivision within this area. This development consists of several vacant lots as well as a small number of lots designated as single family residential and permanent open space. Recreational related opportunities in this area are provided through several tracts comprising the Palmer Wildlife Preserve. Permanent open space totals approximately 399.97 acres with 163.32 of these acres making up the Preserve.

Issues/Recommendations

- Much of this area is in conservation land and is a huge asset to the community as such. Any residential development should be designed to protect water quality and the conservation/recreation benefits of the area.
- The Recreation Commission should consider expanding the existing trail network and establishing an additional parking area within the northern sector of the Preserve.
- Development near the steep slopes and wetland areas in this neighborhood should be limited, and proper safeguards should be implemented to protect these natural features.

## 9.4 ~ Town Center

This key focus area located in the central section of town is bound by Route 13 to the west, the lots adjacent to Route 130 to the east, Post Office Square to the north, and Cross Road to the south. This region is almost entirely developed, as it is one of the oldest and most diverse neighborhoods in town. Single family residential development comprises a majority of this key focus area; 283.89 acres are devoted to this land use. The majority of commercial activity in town occurs in this region with noteworthy facilities including retail near the Big Bear Lodge, Bingham Lumber, and the Granite State Convenience Store. There are only 11 vacant lots totaling 19.84 acres remaining in this region. Only 2.61 of these acres are constrained by wetlands and steep slopes, which arguably help increase the development potential in the area. Town-owned land includes the Town Hall, Library, Fire Station, Pine Grove Cemetery, Brookline Elementary School, and Historical Society building. This key focus area is nearly all zoned Residential-Agricultural with 25 of the parcels containing at least a portion of land zoned as Industrial-Commercial.

### Issues/Recommendations

- There is significant potential here for reasonable mixed use to help supplement the tax base and encourage the creation of a true Town Center.
- Traffic is a long term concern for both vehicles and pedestrians and will continue to increase with future development.
- The Town should consider a town center overlay district to allow flexibility and mixed use development while maintaining the historic New England nature of the village.
- Creating an attractive entrance and exit for this region should be encouraged to help highlight the historical character and commercial opportunities for residents and visitors alike. This can be accomplished by erecting neighborhood gateway signs at the intersections of Route 130 and Meetinghouse Hill Road, Route 130 and Old Milford Road, and Old Milford Road and Steam Mill Hill Road. The size and style of the gateway should match the character of the area it announces.

## 9.5 ~ Melendy Pond

### Melendy Pond Overview by Peter Cook, Town Resident

“Town Meeting 1950 adopted the reports of the ‘Melendy Pond Development Committee.’ The subsequently formed ‘Melendy Pond Authority’ created a plan wherein 27 lots were to be leased. The Melendy Pond Authority managed these leases. In 1970, the selectmen signed a deed conveying the ‘Melendy Pond Tract’ to the Melendy Pond Authority. In, say, 1985, the leases typically contained an expiration date, but also contained an option for another 20 years beyond the expiry date. These expiry dates held no pattern.

In about 1990, when a new lease was required for any reason, the Melendy Pond Authority adopted a strategy of writing leases with terms and options with final dates between 2020 and 2030. At Town Meeting in 2002 and again in 2010, the Town instructed the Melendy Pond Authority to issue no leases

and options that would allow for occupancy beyond 2020. It should be noted that some properties already had rights beyond 2020, and these rights stay in place. Sometime in 2020 to 2030, the Town will have to decide what to do with the Melendy Pond Tract. At that time, the property will not be encumbered with leases.

Various study committees have made recommendations and their reports are available at the Town Hall. The leases all state that the leased properties shall be used for recreational purposes. They call for annual submission of an affidavit of permanent residence elsewhere. The leases call for an annual rent of between \$100 and \$200. For tax purposes the properties valuations were calibrated – along with the rest of the town - against sales of similar properties occurring in 2006/2007. The Board of Assessors has adopted a schedule of linear depreciation of these values so that 3 years before the final expiration date, the value is zero.”

#### Melendy Pond Tax Revenue

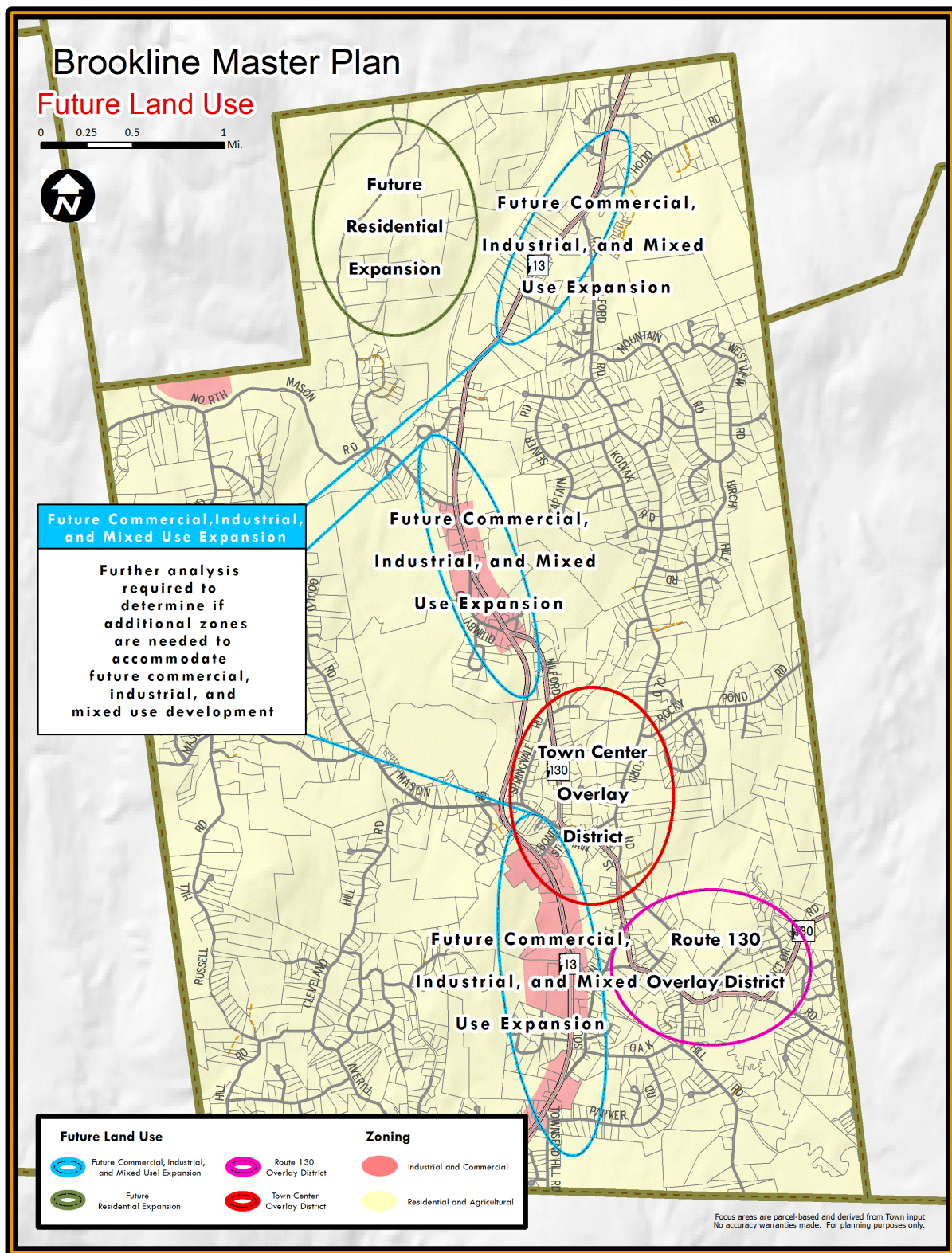
The Melendy Pond Authority maintains all internal streets and roads, and as of 2011 no residents have children in the school system. The average annual town revenue from Melendy Pond is shown in Table 9-2 below.

**TABLE 9-2: Melendy Pond Calculated Tax Revenue to the Town**

<b>Year</b>	<b>Total Building Valuation</b>	<b>Calculated Annual Tax Revenue</b>
2010	\$2,291,770	\$56,882
2009	\$2,858,000	\$66,420
2008	\$3,339,600	\$80,952
2007	\$1,625,300	\$42,973
2006	\$1,748,900	\$45,087
2005	\$1,780,200	\$43,419
2004	\$1,771,500	\$39,504
2003	\$1,775,200	\$38,167
2002	\$1,276,800	\$37,436
2001	\$1,251,700	\$33,308

## SECTION 10—FUTURE LAND USE

MAP 10-1: Future Land Use Key Focus Areas



**10.1 ~ Hutchinson Hill Road Residential Expansion**

The Hutchinson Hill Road focus area provides a concentration of over 500 acres of developable vacant land. Currently 2,429 acres of developable vacant land remain in the Agricultural-Residential District, with 22% of this land located in the Hutchinson Hill Road focus area. Given its close proximity to Route 13 and services in Milford, it is likely that this area will become highly desirable for future residential expansion. The Town should consider developing a Master Plan for this area to determine infrastructure needs, additional amenities, and other potential impacts from the development of this area.

**10.2 ~ Town Center Overlay District**

The 2010 Brookline Master Plan Survey asked respondents about their opinion on the development of the Town Center. Of the responses, 29% felt it was very important and 38% felt it was somewhat important. Respondents of the 2008 Brookline Route 13 & 130 Zoning Survey indicated that mixed use development should be allowed throughout town and in particular that additional professional services and gathering places such as a coffee shop, small restaurant, gazebo for concerts, a park, and retail shops would create a more vibrant town center and a destination unto itself. At the same time, respondents of this survey want to maintain the existing Center's open space and natural beauty as well as historic buildings and New England charm. In addition, residents in the Land Use and Zoning breakout session of the 2010 Brookline Master Plan Forum advocated creating a public green in the Town Center.

The Town could accommodate mixed use development, with professional services and small commercial sites located within existing residential structures, while maintaining the Center's charm and character through the development of a Town Center Overlay District. An overlay district would maintain the existing zoning in the Town Center but would provide opportunities and flexibility to locate mixed use development appropriately throughout the Town Center.

**10.3 ~ Route 130 Overlay District**

Results of the 2008 Brookline Route 13 & 130 Visual Preference Survey show that mixed use development is widely supported throughout the Route 13 and 130 corridors, with a focus on locating in smaller scale residential structures along Route 130. In addition, residents indicated in this same survey that small scale commercial was also appropriate for Route 130.

Similar to the Town Center Overlay District discussed above, a Route 130 Overlay District could be established to provide flexibility in locating mixed use and small scale commercial uses appropriately along this corridor.

**10.4 ~ Route 13 Commercial, Industrial, and Mixed Use Development**

Residents in the Land Use and Zoning breakout session of the 2010 Brookline Master Plan Forum recommended that the Town create additional light commercial and industrial zones to accommodate commercial and industrial uses. At the same time, residents want to maintain farming and agricultural uses.

The 2008 Brookline Route 13 & 130 Zoning Survey indicated that mixed use development was widely supported throughout Town. This same survey, as well as the 2008 Brookline Route 13 & 130 Visual Preference Survey, indicated that commercial development was appropriate for the Route 13 corridor. Results of the 2008 Brookline Route 13 & 130 Zoning Survey indicated that industrial development would be appropriate along southern Route 13, and to a lesser extent along northern Route 13, followed by central Route 13.

With this information as a basis, the members of the Master Plan Steering Committee recommend executing a process to determine if the development of additional zones would be appropriate to accommodate and guide the future development of high quality commercial, industrial, and mixed use development along this corridor.

## **SECTION 11—RECOMMENDATIONS**

### **11.1 ~ Town Center**

- Establish a Town Center Committee.
- Develop a Town Center Master Plan.
- Develop a Town Center Overlay District to permit mixed use development such as small scale commercial and professional uses in existing structures and residences.

### **11.2 ~ Melendy Pond**

- Develop a Task Force to address the future of the Melendy Pond Area.

### **11.3 ~ Future Development**

- Develop and execute a process to determine if the creation of additional zones would be appropriate to accommodate and guide the future development of high quality commercial, industrial, and mixed use in key locations in Town.
- Consider the development of a Mixed Use Overlay District for specific areas of Town.
- Establish measures to minimize impacts to the Nissitissit River and private wells as future development occurs.

### **11.4 ~ Community Character and Design**

- Develop Design Guidelines with both a regulatory and visual component for distribution to potential developers, businesses, and home owners.
- Review the Sign Ordinance to ensure it supports and enhances the community character of Brookline, especially for businesses located along Route 13.

### **11.5 ~ Key Focus Areas**

- Develop a detailed study identifying significant issues and opportunities for each of the five key focus areas.

**TABLE 11-1: Implementation and Timeframes**

<b>Task</b>	<b>Responsible Department or Group</b>	<b>Timeframe</b>
Complete Sign Ordinance review	Planning Board	1-3 years
Adopt a Town Center Master Plan	Planning Board, Town Center Committee	3-5 years
Re-establish the Melendy Pond Task Force	Board of Selectmen	3-5 years
Review and update design guidelines	Planning Board	3-5 years
Conduct a Key Focus Area study	Planning Board	3-5 years
Establish a Town Center Overlay District	Planning Board, Town Center Committee	5-10 years
Research and develop additional land use zones as necessary	Planning Board	5-10 years
Adopt a Mixed Use Overlay District	Planning Board	5-10 years
Continue to work with the Town Center Committee	Board of Selectmen, Planning Board	Ongoing