MILFORD

COMPREHENSIVE

PLAN

OCTOBER 1994

WELCOME TO MILFORD

PROJECT MARKET DECISIONS - ROBERTS ENGINEERING - HADDEN DEVELOPMENT LTD
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In 1975, the City of Milford adopted a Comprehensive Plan which has remained unamended. The need to update the existing plan has been made clear by a variety of factors including: annexations during the last decade, a push for residential, commercial, and industrial development, the need to revise the city's developmental regulations, and the desire on behalf of the city's Planning Commission to be more proactive in the development of the City.

A Team lead by Project Market Decisions, which included Robert's Engineering, Inc. and Harley Hollmann Architects, was retained by the City to update the Comprehensive Plan. The process used to update the plan included personal interviews with a cross section of the community, a series of neighborhood meetings, and a survey which was mailed to all households in the City. The purpose of these three activities was to gather input from Milford residents for the planning process. In addition to input from the community, the consultant team gathered information and data regarding the socio-economic conditions in the community, land use, transportation, water and sewer, retail-commercial potential, parks and recreation, and housing.

Following the collection of this data and information, the Team disseminated the data to the community at large and then held a day long planning workshop in the community. Input was gathered from the community during the workshop and used as input to identify opportunities and liabilities as well as to articulate a set of goals for the City. Using these inputs the Team developed a set of planning strategies. These strategies were presented to the Planning Commission and the City Council during a day long working session. Based on the input received from the Planning Commission and the City Council, these strategies were refined and became the basis for the revised plan for Milford.
This document presents the comprehensive plan for Milford reflecting input from residents, the business community, the Planning Commission and City Council. The diagram below, provides an overview of the process used to produce this plan.

**MILFORD PLANNING PROCESS**

**DEFINING REALITY**

**EXISTING CONDITIONS**
Quantitative (Hard Data)  Qualitative (Citizen Input)

**DESIRE AND POSSIBILITIES**

**GOALS** (Citizens)

**OPPORTUNITIES & LIABILITIES** (Consulting Team)

**SYNTHESIS**

**STRATEGIES**
(Consulting Team and Planning Commission/City Council)

**DESIGN**

**COMPREHENSIVE PLAN** (Consulting Team)
The shaded area on the map below identifies the current city limits of the City of Milford. The current city limits were used as the study area for this analysis.
CHAPTER 1: EXISTING CONDITIONS

MILFORD ON MILFORD

Introduction

An integral part of the Milford comprehensive planning process was the solicitation of input from the residents, property owners and business owners of Milford.

The initial data collection effort included personal interviews with 27 different individuals in the community. These individuals included: council members; planning commission members; residents; business owners; property owners; and developers working in the community. Interview results are presented in Appendix A.

The second form of solicitation included the distribution of a survey to all residences and businesses in the city. These surveys were mailed by the city with the quarterly newsletter. Over 311 completed surveys were returned and tabulated. Of these surveys, 291 were returned by residents which represents 9.6% of the households in the city and 20 were returned by businesses which represents 6.1% of the businesses in the city. This survey was designed and intended to be a "pulse taking" initiative and was not designed with statistical precision in mind. Survey results are presented in Appendix C.

The third and final forum for gathering input was a series of neighborhood meetings that were held to provide a supplemental forum for providing input. There were five residential neighborhood meetings held and one for the business community. Attendance at the residential meetings ranged from 5 to 14 attendees and over 40 persons attended the business persons meeting.

Following is an overview of the findings from these efforts.
Interviews

As indicated previously, there were 27 individuals interviewed by project staff for the comprehensive planning process. These 27 interviews lasted from 45 to 60 minutes and were done using a face to face, question and answer format. The input from these interviews was used to help focus the team on the issues and the situations facing the community. Following is a summary of the findings of those interviews.

**General**

- **Assets**
  churches, schools, old downtown, safe, location, river, housing

- **Liabilities**
  conservative public, limited tax base, limited land for development

- **Small Town**
  size (<10K), similar attitudes of people, ability to move around on foot, quaintness

- **City Facilities**
  City Hall & Police - not adequate
  Fire - OK
  Parks & Rec. - 50/50
  Bike Trail - not part of Milford

**Downtown**

- **Strengths**
  mix of stores
  history
  architecture

- **Weaknesses**
  traffic
  parking
  physical condition
  lack of coordination among merchants

- **Parking**
  a big problem

**Issues**

- **Taxes reasonable**
  bad time for new ones

- **River**
  no role now ... but maybe
• Housing OK
  mix OK
• Growth should and has to grow -- role of annexation?
• Comparable Communities Loveland, Mason
• Should be Like Montgomery, Lebanon
• Water & Sewer not an issue
• Business missing - clothing
  associations - Old Milford Merchants Association,
  Milford/Miami Township Chamber of Commerce
• Traffic problem at rush hour
• Employment need more jobs
• City Services OK
• Relationships Schools - need better dialogue
  Township - not good
  County - OK
• Race not an issue

The detailed responses from each of the interviews are contained in Appendix A at the end of this report.

Surveys

As previously mentioned, surveys were mailed and/or distributed to all residences and businesses in Milford. While not designed to provide statistically significant results, the survey does provide a good indication of the sense of the community as it relates to issues and concerns to be addressed by the comprehensive plan.

The surveys returned were divided by residents and businesses and the analysis of the surveys has been done separately for each group. It is important to note, that the response form the residents represents a 9.8 percent response rate in terms of all households, and the response from the business community was 6.1 percent of all businesses in the community.
The input from these surveys, especially the resident surveys, will be used to direct and focus the comprehensive planning effort. Following is a summary of the findings of each of the two survey groups.

Residents

- Milford is a great place to live and work.

  The majority of those residents responding indicated that they agreed with this statement. Reasons given to support their position included: attractive location on the Little Miami River; good schools; housing choices; good city services; strong neighborhoods; and easy pedestrian access to businesses in the community.

- Goals for Milford should include:

  - Revitalize downtown shopping area;
  - Create more jobs/tax base;
  - Expand park and recreation facilities;
  - Reduce traffic congestion;
  - Revitalize old downtown area;
  - Revitalize other shopping areas in community;
  - Increase downtown parking;
  - Improve access to rivers.
  - Improve street maintenance.

- City Council and the City Administration are primarily responsible for implementing the goals.

  While City Council and the City Administration are primarily responsible for implementing the identified goals, respondents also indicated that business owners play a significant role in the areas of job creation and business area revitalization and residents play a role in the expansion of park and recreation facilities.

- Use of Local Milford Businesses:

  - On a weekly basis - grocery, banks and savings and loans, gasoline stations;
• On a regular basis - lumber & building materials, paint & wallpaper, hardware, discount, bakery, auto/truck dealers, antique, restaurants, drugs, hobby, cards, specialty, beauty/barber, florist, and doctors;

• Types of businesses usually frequented outside of Milford - clothing, shoes, furniture, sporting goods, and jewelry.

Priorities for Funding

When given $100 to spend on the implementation of specific goals in the community, the following goals received the largest amounts of funding:

♦ Creation of jobs/tax base;
♦ Expand parks and recreation;
♦ Reduce traffic congestion;
♦ Improve street maintenance; and
♦ Revitalize the old downtown.

There was consensus on issues that the responding residents did not agree with or support. They disagreed with the following:

• Milford is a good place to live/work because of:
  • low property taxes

• A goal for Milford should be to:
  • develop more apartments

  According to the 1990 U.S. Census there were 2,596 occupied housing units in the city of Milford in 1990. Of these 2,596 units, 1,124 were owner occupied and 1,472 were renter occupied.

  • develop more low income housing

A consensus of resident responses to open-ended questions on the survey are presented below:

The best shopping area in Milford is: Clermont Shopping Center

Reasons cited included the location of Kroger and Van Leunens, the variety of stores in the center, convenience and good parking.
The best residential area in Milford is: South Milford

Reasons given include beautiful old homes, historic, trees, and well-kept, quiet area.

The best recreation area in Milford is: Bike Trail

The bike trail was cited for its scenery, peaceful environment, well maintained appearance, and the ability to walk, bike or run.

Nearly half of the respondents made no response to this question; almost ten percent cited "none"; and almost three percent wanted to know where the recreational areas were.

The best park in Milford is: Carriage Way

Reasons given to support this choice included playground equipment, location, scenery, and convenience.

Only 30 respondents answered with Carriage Way. Nearly 46 percent made no response; seven percent indicated "none"; and roughly 16 percent wanted to know where the parks were.
The most attractive area of Milford is: *South Milford*

Reasons cited were almost identical to those cited in the "best residential" category, other reasons included charm and landscaping.

**The best thing about Milford is: Its people**

Friendly people and looking out for each other were cited as reasons. This response was only a few higher than small town atmosphere.

**Additional Comments**: Most of the replies to this question pertained to City Council, taxes, development of parks and recreational facilities, city maintenance, promoting Promont as a tourist attraction, city cleanup, and developing the downtown area.

Other comments written in the margins of the surveys included the lack of maturity and infighting of city council, improvement/replacement of city hall, and the maintenance/cleanup of Milford. Others were concerned about personal issues. Fifty of the 291 surveys had comments written in the margin.

**Businesses**

- **Milford is a great place to live and work.**

  *The majority of those businesses responding indicated that they agreed with this statement. Reasons given to support their position included: attractive location on the Little Miami River; good schools; housing choices; good city services; good roads; strong neighborhoods; and easy pedestrian access to businesses in the community.*

  *Responses were very similar to those of the residents with the following exceptions noted: business respondents seemed to agree that roads in Milford were in good condition and had no opinion on property taxes.*

  *Most business respondents did not agree that Milford should stay the way it currently is.*

- **Goals for Milford should include:**

  - Improve access to rivers;
  - Revitalize other shopping areas in community;
  - Expand park and recreation facilities;
  - Create more jobs/tax base;
♦ Increase downtown parking;
♦ Revitalize downtown shopping area;
♦ Revitalize old downtown area;
♦ Reduce traffic congestion;
♦ Develop more single family housing;

City Council and the City Administration are primarily responsible for implementing the goals.

The business respondents responded similarly to the residents, however, residents indicated they believed business owners should be responsible for increased parking in downtown, business owners believed that the City Council and City Administration should be responsible.

Where residents felt that business owners along with City Administration and the City Administration should be responsible for developing other shopping areas in the city, business owners didn’t see themselves playing a part in reaching this goal.

Use of Local Milford Businesses:

• On a weekly basis - banks and savings and loans, gasoline stations and cards and gifts.

• On a regular basis - lumber & building materials, paint & wallpaper, hardware, discount store, bakery, auto/truck dealers, antique, restaurants, drugs, specialty, beauty/barber, and florists.

• Types of businesses usually frequented outside of Milford - clothing, shoes, furniture, antiques, sporting goods, hobby and toys, jewelry, doctors/dentists and other professional services.

Priorities for Funding

When given $100 to spend on the implementation of specific goals in the community, the following goals received the largest amounts of funding from business respondents:

♦ Creation of jobs/tax base;
♦ Expand parks and recreation;
♦ Reduce traffic congestion;
♦ Increase parking downtown; and
Revitalize other shopping areas.

The items met with disagreement by business respondents were similar to those of residents in regards to apartments and low income housing. However, as residents wanted Milford to stay the way it is today, business respondents disagreed.

The summary of survey findings indicates that residents and businesses agree that goals for the City should be the creation of jobs and to increase the tax base, expansion of park and recreation facilities and the reduction of traffic congestion.

Neighborhood Meetings

Five neighborhood meetings and one meeting with the business community was held in Milford to gather input from residents and business owners. Issues discussed by residents at these meetings varied by neighborhood.

The meeting for the neighborhood area including Edgecombe, Concord Woods and Oakbrook apartments was held March 29th at Milford Main School. Four residents were in attendance representing one of the four apartment complexes.

Concerns brought to light included race relations and representation of the non-white population in the Milford community, apartment communities in transition, need for employment opportunities, recreational facilities and programs for latch-key children, teen pregnancy and drug problems.

Problems which are associated with larger cities are apparently evident in Milford, particularly in these apartment communities. Problems which surfaced included: drug use, gangs, teen pregnancy and strained race relations. There is a perception that persons from the "city" are moving into subsidized units and bringing their problems with them.

A recreation center with activities for children and a clinic/community health center were mentioned as community services needed in this part of Milford.

According to 1990 census counts 40.7 percent of all households in Milford live in structures with five or more units, 35.8 percent live in buildings with ten or more units.

The Clertoma, South Milford, Old Milford and area south of U.S. 50 neighborhood meeting was held on April 4th at Milford South School. Twelve residents were in attendance.

In general, residents seemed to be happy with Milford. Discussion focused on steps
needed to make Milford a better place to live. Topics covered included: various vacant and underutilized sites (including the former Frazier Williams building); the need to fill vacancies in the Milford Shopping Center; the need to upgrade the appearance of businesses; litter control; and the desire for a YMCA-type facility.

Dialogue also centered around the bike trail which was seen as a potential asset for residents if the concerns around accessibility can be solved. A staging area for the bike trail was mentioned as something that was needed along with better signage and marked crossings. Use of the former train station at the terminus of the bike trail was mentioned. The river was also discussed specifically in terms of the limited access to the riverbanks.

Schools and their relationship with the city were seen as important, but currently dialogue is lacking. Concerns over the status of Milford Main were raised and it was suggested that planning for the schools should be part of the comprehensive planning process.

The downtown area was considered to be a focal point of the community, and represents the heart of Milford. Concerns for this area included the need for facade improvements to improve consistency (which should be encouraged by the City), need for additional parking, and the impact of traffic patterns with the new proposed bridge.

The group suggested that a development coordinator was needed to obtain funding and to create a business attraction plan. Annexation was seen as a priority to increase the tax base and the strained relationship with the township was mentioned.

Some residents felt that Milford was at a turning point in terms of grappling with its future.

The Indian Knoll neighborhood area (between U.S. 50 and S.R. 28) meeting was held March 29th at the Milford Community Fire Department. Five residents were in attendance.
Issues discussed included the downtown shopping area, need for a hotel, bike trail, river, and comparative communities.

It was perceived that merchants in Old Milford are not cooperative and wish to be left alone, particularly when it comes to the area Chamber of Commerce, this it was thought has hurt the area. Also mentioned: posted store hours are not observed; and stores are not opened during the evening hours. The need for more community participation was cited, as was the need to get business owners to work together.

The history and importance of the Little Miami River was discussed including Frontier Days, the location of the American Legion, former canoe races and Little Miami Inc. The nearby bike trail was considered an asset, but a political nightmare at the state level, since Terrace Park does not want the trail to go through their community. The group felt that the design for the new bridge should incorporate cross walks and the ability to get to the bike trail safely.

The need for restaurants was expressed. The SEM, Metro bus service, the softball complex and I-275 were seen as assets to the community. The communities of Montgomery, Lebanon and Blue Ash were mentioned in terms of activities and development concepts that have been used in those areas which might also benefit Milford. When asked if there were parks for the children to play in, the group mentioned Carriage Way but could not think of any others.

The Tree Ridge and Meadows of Milford neighborhood area meeting was held April 4th at the Milford Community Fire Department. Eight residents were in attendance.

Issues discussed included: sidewalks, bike trail, business development, schools, downtown, income tax, tax incentives, need for family restaurant, traffic, and the river.

It was suggested that the industrial/employment tax base should be increased, otherwise it appears that homeowners are carrying the burden of the entire city. Tax incentives may need to be used to bring in "clean" industry. Since the East Miami Business Park is not going to have the tax incentives to attract businesses; it was felt that developers will seek other areas such as northern Kentucky to obtain incentives.

The lack of family-type restaurants (i.e., home cooked meals) was cited. This type of business, it was felt, could attract more people to the downtown if located there. The Millcroft has an "expensive" image, one that may not attract a lot of families. The Wooden Nickel and By Golly's were also mentioned but the tavern type atmosphere was not desirable for children.

There was confusion as to the location of Carriage Way Park, many people in the group did not know where it was located.
A good school system contributes to the community even if a person's own children are not in school.

It was noted that traffic was getting worse, especially along Route 131. Waynesville, Olde Montgomery, Hyde Park, Mariemont, and Sharonville were mentioned as communities which have successfully dealt with traffic problems.

The interstate was seen as a source of potential visitors who could be drawn into the city for shopping opportunities in the old downtown as well as the Promont Museum.

The neighborhood meeting for East Milford and Miami Woods was held April 4th at the Milford Main School cafeteria.

This meeting was attended by five residents and one City Councilman. The following comments were received.

The Milford Historical Society is an asset to the community that is seldom used to its potential. Why doesn't the City encourage coordination with the City of Cincinnati Convention and Business Bureau to include trips to Milford in the many "Spouses Tour" packages for conventions. A trip to Milford would include Promont, lunch at the Millcroft, a shopping tour of Old Milford and a drive past the many nice houses adjacent to the CBD. This would be good for all business in Milford.

There are not enough parks in Milford that can be used just for a fun time. Need to have some like Sharon Woods and Newtown.

Local businesses and residents do not support the local stores enough.

No one knows how to get to the river for access. Need to open up some of the parks and accesses to the river.

Milford should have Carriage Rides between Promont and the Millcroft and some of the residential
districts. [This might lead to a need for “theme lighting” and consideration of some signing ordinances to obtain the feel of an old city.]

There are not enough family recreation areas or establishments. Need a walk-up ice cream store, more passive parks and walk-in restaurants. [Were not aware of the new ice cream store in the shopping plaza.]

The business community meeting was held April 5th at the Banquet Club. Various issues were addressed.

There is a need for a light industrial park. It appears that Milford must work alone most of the time. The city needs to push its agenda at County levels. There is a feeling that the Milford Chamber does not work with the Clermont County Chamber. Milford Shopping Center and Plaza needs to be developed more effectively, there are too many vacancies. Retail business is leaving Milford for increased opportunities in Mariemont and along Route 28. There is a need for a major project in Milford to draw businesses and patrons back into Milford. Additional parking is needed downtown. There is a perception that the Milford business community is it’s own worst enemy and that they need more confidence, self-respect and positive thinking.

Observations

Through all the resident input forums similar patterns developed. These issues may not have clear cut answers or solutions but are foremost in residents minds.

- Responses to the parks and recreation question indicate that there is not significant awareness of the existing parks and recreation facilities in the city.

- Concerns are arising over vacant structures in the city and their unsightliness.

- The bike trail and river seem to be important to residents. However, accessibility to both is lacking.

- The lack of support for multi-family and low income housing may be arising out of the perceptions of problems in existing apartment communities. According to some of the residents of these communities there are growing social problems. There are significant numbers of households that live in these complexes.

- Residents feel that there is a need for a sit down family-style restaurant.
This information could be used to attract an eatery to the community. The suggestion for a development coordinator position could match the needs of the community, i.e., restaurant to the available buildings or parcels located in the city.

- The current relationship with Miami Township was noted as being strained, which may effect any possible annexation attempts. Pending legislation will give townships as much power to enact annexation attempts as are now given to cities, this could possibly fuel the perceived animosity between the city and the township.
SOCIO-ECONOMIC CHARACTERISTICS

KEY DEMOGRAPHIC INDICATORS

Population

The estimated 1993 population for the city of Milford was 5,829. This represents an increase of three percent from the 1990 U.S. Census count of 5,660, and a little over two percent (136 persons) increase from 1980. Milford's population decreased slightly from 1980 to 1990, from 5,693 to 5,660. However, it rebounded in 1993 and is projected that this trend will continue and the population base will increase from 1990 through 1998, to 6,081 persons (4.8 percent).

Clermont County's population for 1993 was estimated at 160,084. This represents an increase of 6.6 percent from the 1990 U.S. Census count of 150,187. Clermont County has been experiencing steady growth. Since 1980, the population has grown nearly 25 percent, or 31,601 persons. Projections indicate that by 1998 the population in the County will reach 178,480, a 10.2 percent increase from 1993.
TABLE 1  CITY OF MILFORD - POPULATION TRENDS AND PROJECTIONS

<table>
<thead>
<tr>
<th>Year</th>
<th>Milford</th>
<th>Clermont Co.</th>
<th>Milford/Clermont</th>
</tr>
</thead>
<tbody>
<tr>
<td>1980</td>
<td>5,693</td>
<td>128,483</td>
<td>4.4%</td>
</tr>
<tr>
<td>1990</td>
<td>5,660</td>
<td>150,187</td>
<td>3.8%</td>
</tr>
<tr>
<td>1993 est.</td>
<td>5,829</td>
<td>160,084</td>
<td>3.3%</td>
</tr>
<tr>
<td>1996 proj.</td>
<td>6,081</td>
<td>176,480</td>
<td>3.4%</td>
</tr>
<tr>
<td>2003 proj.</td>
<td>6,342</td>
<td>194,481</td>
<td>3.3%</td>
</tr>
<tr>
<td>2008 proj.</td>
<td>6,614</td>
<td>214,318</td>
<td>3.1%</td>
</tr>
</tbody>
</table>

Source: Claritas, Inc. and Project Market Decisions.

Age Composition

According to the U.S. Census, the median age in Milford in 1990 was 34.9. It is estimated that the 1993 median is about 36.1 years. By the year 1998 the median age is projected to be 38.4 years. The median age in Milford is higher than the County's. Clermont County, according to the 1990 Census figures had a median age of 31.2 years. Estimates for 1993 indicate the median age to be 32.0 years and in 1998 it is expected to increase to 33.2 years.

TABLE 2  CITY OF MILFORD - POPULATION BY AGE

<table>
<thead>
<tr>
<th>Age Cohort</th>
<th>1990</th>
<th>1993</th>
<th>1998</th>
</tr>
</thead>
<tbody>
<tr>
<td>0-9</td>
<td>782</td>
<td>811</td>
<td>826</td>
</tr>
<tr>
<td>10-14</td>
<td>325</td>
<td>345</td>
<td>361</td>
</tr>
<tr>
<td>15-24</td>
<td>796</td>
<td>771</td>
<td>767</td>
</tr>
<tr>
<td>25-34</td>
<td>939</td>
<td>898</td>
<td>813</td>
</tr>
<tr>
<td>35-44</td>
<td>696</td>
<td>740</td>
<td>781</td>
</tr>
<tr>
<td>45-54</td>
<td>446</td>
<td>505</td>
<td>608</td>
</tr>
<tr>
<td>55-64</td>
<td>475</td>
<td>463</td>
<td>490</td>
</tr>
<tr>
<td>65-74</td>
<td>474</td>
<td>487</td>
<td>472</td>
</tr>
<tr>
<td>75-84</td>
<td>453</td>
<td>487</td>
<td>550</td>
</tr>
<tr>
<td>85+</td>
<td>274</td>
<td>322</td>
<td>413</td>
</tr>
</tbody>
</table>
Households

The U.S. Census counted 2,591 households in 1990 for the city of Milford. The number of households increased 14.7 percent from 1980. It is estimated that in 1993 there were 2,718 households, an increase of 4.9 percent from 1990. Projections for 1998 indicate that there should be 2,925 households, an increase of 7.6 percent from 1993.

As the number of households increase, the size of those households have and are expected to continue to decrease.

In 1993 there were an estimated 964 (35.5 percent) households headed by a person 25-44 years of age. These households most likely represent families where children are present. This is an important factor to remember when considering demand for parks and recreational facilities usage.

Elderly Households

In 1993, it is estimated that the city of Milford had 970 households over the age of 65. This represents 35.6 percent of Milford’s households and 10.7 percent of the total 65+ age households in Clermont County. Projections for 1998 indicate that over 37 percent (1,094) of Milford’s households will be headed by persons 65 or over, this is a slight increase from the 1993 count.

This large concentration of elderly lessens the impact on community services, such as the school district, but may increase usage of other services such as health and EMS. Historically the elderly vote in much higher numbers than the younger residents, therefore, they may have the voting power to heavily influence future programs and services. This could especially ring true for issues such as school levies and other bond issues that do not directly benefit their well being.

Lifestyle Characteristics

The lifestyle characteristics of the Milford population have been described using a consumer Lifestyle Cluster System developed by the Claritas Corporation. The methodology used in developing this analysis is described in Appendix E.

Forty dominant lifestyle types, or Clusters, have been identified throughout the United States. Each consumer Cluster is composed of households that tend to exhibit similar lifestyles and to act uniformly and predictably in the marketplace. The 40 Clusters are divided among 12 Cluster Groups which denote basic neighborhood types categorized according to geographic orientation and socioeconomic levels.
Examination of the data for more than 500 data variables at the 1990 census block group level indicates that, of the 40 different Cluster types in the U.S., six are found in Milford. These six Clusters represent four different Cluster Groups. For comparison purposes, the block group files for Clermont County also were analyzed. The analysis indicated that 14 Clusters are found in the County, representing seven of the 12 possible Cluster Groups.

**TABLE 3**

<table>
<thead>
<tr>
<th>CLUSTER GROUP</th>
<th>MILFORD</th>
<th>CLERMONT CO.</th>
</tr>
</thead>
<tbody>
<tr>
<td>T3 - (Town-downscale)</td>
<td>89.1%</td>
<td>21.3%</td>
</tr>
<tr>
<td>S3 - (Suburban-midscale)</td>
<td>1.5%</td>
<td>30.4%</td>
</tr>
<tr>
<td>T1 - (Town-upscale)</td>
<td>9.3%</td>
<td>3.8%</td>
</tr>
<tr>
<td>T2 - (Town-midscale)</td>
<td>1%</td>
<td>38.3%</td>
</tr>
<tr>
<td>R2 - (Rural-midscale)</td>
<td>0%</td>
<td>2.4%</td>
</tr>
<tr>
<td>R1 - (Rural-upscale)</td>
<td>0%</td>
<td>3.0%</td>
</tr>
<tr>
<td>U3 - (Urban-downscale)</td>
<td>0%</td>
<td>.9%</td>
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</tbody>
</table>

**Milford Clusters**

There are six Clusters in Milford, representing four Cluster groups. Descriptions of these Cluster Groups and their Clusters follow.

**GROUP T3**  
**Mixed Gentry & Blue-Collar Labor in Low-Mid Rustic, Mill & Factory Towns**

The four Clusters in Group T3 cover a host of predominantly blue-collar neighborhoods in the nation's smaller industrial cities, its factory, mining and mill towns, and rustic coastal villages. The T3 Clusters share a few broad characteristics such as a) lower-middle incomes, b) high concentrations of native-born English stock, c) limited educations, and d) excepting Cluster 18, single units and mobile homes in medium to low-density areas. However, it is their differences which make the Group interesting.

**Cluster No. 22 - Mines & Mills**  
**Milford %: 37.93**  
**Clermont County %: 17.84**

Industry is king in Cluster 22, including both light and heavy industry. Cluster 22 gathers hundreds of mining and mill towns scattered throughout Appalachia, from New England to the Pennsylvania/Ohio industrial complex, and points south. It ranks first in total...
manufacturing and in total blue-collar occupations. It has very few Black or Hispanic minorities.

Cluster No. 33 - Golden Ponds
Milford %: 34.25 | Clermont County %: 2.70
Cluster 33 includes hundreds of small, rustic towns and villages in coastal resort, mountain, lake and valley areas, where seniors in cottages choose to retire amongst country neighbors. Many of these areas were captured from old Clusters 12 and 33. While neither as affluent nor as elderly as Cluster 39, new Cluster 33 ranks high on all measures of independent retirement.

Cluster No. 18 - Smalltown Downtown
Milford %: 16.96 | Clermont County %: .79
A hundred-odd years ago our nation was laced with railroads and booming with heavy industry. All among these tracks, the factory towns sprang up and prospered - from Binghamton to Baton Rouge; Savannah to Spokane - to be filled with skilled immigrant labor, in working-class row houses. Many are seen today in Cluster 18. It is unique among the T3's in its relatively high population densities.

GROUP S3
Upper-Middle, Child-Raising Families in Outlying, Owner-Occupied Suburbs

The two Clusters of Group S3 represent our newest minority - the nuclear family - mom, dad, and the kids. In this case, the families are upscale. Both Clusters show high indices for a) native-born whites, b) married couples, c) school-age children, d) double incomes, e) new, single-unit, owner-occupied, suburban housing, and f) two or more cars. In short, S3 is the essence of the traditional "American dream".

Cluster No. 30 - Blue Chip Blues
Milford %: 1.47 | Clermont County %: 22.24
Cluster 30, ranked third in married couples with children, is similar to Cluster 24 on most dimensions save social rank, its predominant high school educations and blue-collar occupations being reflected in fewer high-end incomes and lower home values. However, high employment and double incomes yield similar discretionary spending patterns, and make Cluster 30 an outstanding market.

GROUP T1
Educated, Young, Mobile Families in Exurban Satellites & Boom Towns

The three clusters of Group T1 share a lot of American geography, most of it around our younger boom towns, or in the satellite towns and exurbs far beyond the beltways of major metros. Other shared characteristics are a) young, native-born, white-collar adults, b)
extremely high mobility rates, and c) new, low-density single-unit housing. Most evident is growth. T1’s have been the chief recipients of a major urban exodus, and are among the nation’s fastest growing areas.

Cluster No. 1 - God’s Country
Milford %: 9.27                        Clermont County %: 2.19
Cluster 1 contains the highest socio-economic, white-collar neighborhoods primarily located outside SMSA’s. These are well-educated frontier types who have opted to live away from the big metros in some of our most beautiful mountain and coastal areas. Cluster 1’s are highly mobile, and are among the nation’s fastest growing neighborhoods. They are outstanding consumers of both products and media.

GROUP T2
Mid-Class, Child-Raising, Blue-Collar Families in Remote Suburbs & Towns

The three Clusters in Group T2 might be characterized as America’s blue-collar baby factories (equivalent to white-collar Clusters 5 & 24). These neighborhoods are very middle-class, native white, and married. They show high indices for a) large families, b) household incomes close to the U.S. mean, and c) owner-occupied single-unit houses in factory towns and remote suburbs of industrial metros. T2’s are anchored in the midwest.

No. 40 - Blue-Collar Nursery
Milford %: 0.11                         Clermont County %: 30.43
Cluster 40 leads the nation in craftsmen, the elite of the blue-collar world. It is also No. 1 in married couples with children and 3+ member households. Cluster 40’s are low-density satellite towns and suburbs of smaller industrial cities. They are very well paid and very stable. Minority presence is negligible.

Clermont County Clusters

Ninety percent of the households in Clermont County are classified within three Cluster Groups, representing eight Clusters. The predominate Clusters found in Clermont County include many of the same as found in Milford, however, there are several Clusters represented in the County that are not found in Milford. Descriptions of these Cluster Groups are contained in the Appendix.

Cluster No. 24 - Young Suburbs
Milford %: 0.00                          Clermont County %: 8.11
Cluster 24 is one of our largest Clusters found coast to coast in most major markets. It runs to large, young families and ranks second in incidence of married couples with children. Cluster 24’s are distinguished by their relative affluence and high white-collar employment levels. As a result, they are strong consumers of family products.
Cluster No. 16 - Middle America
Milford %: 0.0%  
Clermont County %: 7.07
Cluster 16 is well-named in two ways. It is composed of mid-sized, middle-class satellite suburbs and towns; it is well-centered on the socio-economic scale, and is close to the U.S. average on most measures of age, ethnicity, household composition and life cycle. It is also centered in the Great Lakes Industrial region, near the population geo-center of the U.S.

Cluster No. 19 - Shotguns & Pickups
Milford %: 0.0%  
Clermont County %: 2.96
Cluster 19 aggregates hundreds of small, outlying townships and crossroad villages which serve the nation's breadbasket and other rural areas. Cluster 19 has a more easterly distribution than other R1's, and shows peak indices for large families with school-age children, headed by blue-collar craftsmen, operatives, and transport workers with high school educations. Cluster 19's are dedicated outdoorsmen.

Cluster No. 10 - Back-Country Folks
Milford %: 0.0%  
Clermont County %: 2.13
You can't get much farther out than Guntersville, Alabama; Elkins, Arkansas; Saltville, Virginia; or Caribou, Maine. Cluster 10 abounds in such remote, rural towns, geo-centered in the Ozark and Appalachian uplands. It is predominantly white, and leads the nation in concentration of persons of English ancestry, some of whom are the descendants of original colonial settlers and still speak in Elizabethan dialect.

Cluster Composition Table
Table 4, which details the Cluster composition of Milford and Clermont County appears on the following page.

Column One shows the code for the Cluster group to which a particular Cluster belongs.

Column Two lists the number assigned to each Cluster.

Column Three indicates the descriptive nickname assigned to the Cluster.

Columns Four - 12 define each Cluster according to these factors: population density, geographic area orientation, degree of homogeneity, life cycle, age, educational level, employment level, housing stock, and comparative socioeconomic level.

Columns 13 and 14 show each Cluster's household count and percentile representation in Milford.

Columns 15 and 16 show each Cluster's household count and percentile representation in Clermont County.
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</tbody>
</table>

**TOTAL HOUSEHOLD COUNT:** 2,718

**1993 MARKET AREA LIFESTYLE CLUSTER COMPOSITION**

**1. Average Density Decline**
DEN9 (Household Density Per Square Mile)
DEN8 (Lowest to Highest)

**2. Predominant Family Type**
CITY (Small Urban Flow & High Rise Areas)
SUBS (Suburban Fringe Residential Areas)
TOWN (Ex-Urban Towns & Satellite Suburbs)
FARM (Farms, Ranches & Other Rural Areas)

**3. Ethnic Diversity**
DCM (Dominant Ethnic Groups)
MBX (Mixed Ethnic Groups)

**4. Predominant Family Type**
FAM (Married Couples, Few Children)
OPF (Married Couples, Few Children)
FAM (Families w/ Single Parent Families)
SGL (Singly, Couples Few Children)
SGL (Single-Family Households)

**5. Relative Importance of Adult Age Groups**
1 (18-24 Yrs) 2 (25-34 Yrs) 3 (35-44 Yrs) 4 (45-54 Yrs) 5 (55-64 Yrs) 6 (65+ Yrs)

**6. Key Education**
CG (College Grad & Above)
EG (Elementary Grad)
HS (High School Grad)
SH (High School Grad)
SE (Graduate School)
EX (Exception, Pratt or Bi)

**7. Key Employment Level**
WC (White Collar)
BC (Blue Collar)
BW (Blue White Mix)
BS (Blue Collar Service)
BF (Blue Collar Farm)

**8. Key Housing Type**
SU (Single Unit Housing)
MU (Multi Unit 10+ Housing)

**9. Social Rank**
Q1 (Neighborhood Quality)
Q40 (Highest to Lowest, based on weighted composite of socio-economic variables)

*Source: PRIDM Database, Claritas, Inc. and Project Market Decisions.*
Observations

Milford's population is expected to remain stable with a slight increase over the next five years. It is clear that the City now has a smaller role in terms of population in the county than it had previously, not because Milford is losing residents, but due to the rapid growth of the surrounding townships in Clermont County.

The median age of Milford residents is increasing and will be at about 38.4 years by 1998. In comparison, the median age of the County is only expected to be about 33.2 years by 1998.

Households are increasing at a little over 1 percent per year from 1980 to 1990 and that rate of growth will remain constant over the next several years.

Historically, Milford has predominately consisted of mid-downscale blue collar households with a significant presence of older retired households. New households moving into the larger new single family housing in the city have started to shift the balance a bit and are introducing a larger component of town oriented upscale clusters.

ECONOMIC INDICATORS

Household Income

According to the 1990 U.S. Census (1989 income) the median household income in Milford was $21,073 as compared to $32,477 for Clermont County. It is projected that the median for Milford will increase to $36,471 (73% percent increase) in the year 1998 as compared to $40,354 (24 percent increase) in Clermont County.

<table>
<thead>
<tr>
<th>TABLE 5</th>
<th>MEDIAN HOUSEHOLD INCOME TRENDS AND PROJECTIONS</th>
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<tr>
<td>City of Milford</td>
<td>$15,570</td>
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<tr>
<td>Clermont County</td>
<td>$20,106</td>
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Observations

Although Milford's median income is expected to increase at a faster rate, 73 percent from 1989 to 1998, it is still below the projections for Clermont County, $36,471 vs. $40,354. The lower median income figures may be attributed to the significant number of elderly living on fixed incomes in Milford and the large amount of new upscale home construction occurring in the County which attracts wealthier households.
The city of Milford is situated between natural and man-made barriers that effectively define its boundaries. Those features include the Little Miami River to the west and northwest, the East Fork of the Little Miami River to the south and southeast, Interstate 275 to the east.

It has been recognized that Milford has a limited amount of land on which to develop any more industrial sites. Unless annexation occurs, the focus will turn to redeveloping existing sites to higher and better uses.

The City of Milford Zoning and Flood Plain Map currently serves as the land use plan for Milford. Therefore, land use is currently regulated by the zoning ordinance which was passed in 1980 and has been updated only in parts over the years on an as needed basis. As property from Miami Township and Union Township was annexed, the zoning of that property was annexed "as is" with the Milford Zoning Map including zoning from other jurisdictions.

Since most land use has been determined in Milford, only through the larger, vacant parcels can any major efforts be made to incorporate land use modifications. It may be possible to adequately plan for preferred land uses, if those preferences are different or more specific than the current zoning dictates for these parcels. In addition to the vacant parcels, there are also only scarce opportunities to establish some preferred land uses through the redevelopment of existing vacated parcels. The following discussion of land uses is based on the current Milford Zoning Map which contains the following designations.
### MILFORD ZONING CLASSIFICATIONS

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MT = Miami Township Zoning, UT = Union Township Zoning

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**Vacant Sites**

**COMMERCIAL**

Two previously developed but, currently unoccupied parcels, a 1.3 acre parcel on Main Street at the corner of Baker Street and a 1.8 acre parcel on Lila Avenue adjacent to Walgreen's, have very high visibility, high traffic counts and all utilities. These parcels should be viewed as critical pieces to the Comprehensive Plan. Both of these parcels used to house automobile dealerships and could be redeveloped into uses that would reinforce the Comprehensive Plan. It is interesting to note that all of the property bounded by Main Street, Lila Avenue and Baker Street is actually zoned for light manufacturing. This is an indication that the current zoning is based on previous land uses and is not correlated to any type of planned land use.

The only other two vacant parcels of business zoned property on Main Street contain 0.9 and 1.6 acres. These parcels abut each other and are located adjacent to the Milford Square Shopping Plaza. (An adjacent parcel to the north has recently been rezoned from business to residential.) Although sanitary sewer is available to this property, it may be that the likely need for a pump station and the existing steep topography have kept these parcels vacant.
LIGHT INDUSTRIAL

There is only one industrial zoned parcel of vacant land east of State Route 131 that has frontage along Lila Ave. (US 50). This 10 acre parcel is served by water and sewer. The other vacant parcels along Lila Ave. range in size from 1 acre to over 10 acres are zoned community business via the Miami Township zoning district. These parcels are also served by water and sewer.

All other major parcels zoned for industrial use (the Milford Zoning Map indicates Miami Township business zoning and Union Township industrial zoning) front on Round Bottom Road and are not served by water or sewer, nor do they have adequate access for extensive development.

RESIDENTIAL

The major vacant residential parcels lie along South Milford Road and along State Route 131. The parcels along South Milford Road have some limitations due to the proximity with the flood plain and lack of visibility.

Observations

Milford currently does not have an economic development program or other means to help solicit new businesses to the City or to assist with business retention. Therefore, Milford has no means of targeting or encouraging selected types of business that may be a desirable complement to the overall land use plan.

Land development in Milford is based solely on market forces which only have to fit within the broad range of uses that are permitted within the current zoning. It is likely that some non-compatible but zoning-conforming uses could have a negative impact on neighboring businesses thereby putting business retention in jeopardy and potentially having a negative impact on the tax base of the city.
Introduction

Milford’s housing stock is very diverse and is characterized by newly built homes, apartment complexes, a trailer park and stately Victorian homes situated on tree-lined streets. The newer areas of housing development include The Meadows of Milford and Tree Ridge subdivisions on Route 131. Other residential areas include South Milford, Miami Woods, Clermont, Mohawk, East Milford. Apartment communities in the city include Edgecombe, Concord Woods, Oakbrook, Mohawk Trail, Valley View, Lila Chateau, Main Apartments, and Robbie Ridge as well as scattered smaller scale multi-family buildings.

The most rapidly growing areas of Clermont County are Miami and Union Townships. Single family homes are the fastest growing segment in Miami Township, Union Township has seen substantially more multi-family development.

The areas experiencing the most residential growth in the city are those which were recently acquired through annexation. Until recently new homes priced above $150,000 were under represented in the Milford housing market. The average price of existing housing in the City is ranges from $75,000 to $80,000. New home sales start at $150,000 and above.

According to the 1990 U.S. Census there were 2,596 occupied housing units in the city of Milford in 1990. Of these 2,596 units, 1,124 were owner occupied and 1,472 were renter occupied, which translates to an owner occupied percentage of 43.3 and renter occupied 56.7 percent. For comparative purposes the owner/renter occupied ratio for Clermont County is 72.1 percent and 27.9 percent, respectively.
Specified owner occupied units from 1990 census figures indicate that 20 percent had a median home value below $50,000; 63.4 percent had a value between $50,000 to $99,999; and 16.6 percent had a value of $100,000 or above. The 1990 median home value for owner occupied housing units in Milford was $65,983. Estimates for 1993 indicated the median home value was $91,769, the figure is projected to be $105,296 in 1998.

Housing Demand

Housing demand for the city is calculated using one supply factor -- new housing starts -- and three demand factors -- household growth, replacement units and internal mobility. This demand calculation provides a good estimate of Milford's housing construction support capacity.

SUPPLY

An analysis of authorized housing starts since 1980 in Milford indicates that 1989 was the peak year with permits for 39 new units authorized. Of those 39 units, 31 (79.5%) were single family and the balance of 8 units (20.5%) were multi-family. Table 5 presents an overview of housing starts by year from 1980. Column 2 on Table 6 also contains these counts. These counts are one of three factors used to calculate housing demand for Milford.

DEMAND

Household Growth

The household count in Milford grew by 459 households from 1980 to 1993 for an increase of 20.3 percent. Table 5 indicates the estimated distribution of that growth on an annual basis. This growth reflects net new household growth which includes household formations and new household move-ins.

Replacement Units

The annual estimate of replacement units in Milford is factored into the counts contained in Column 5 of Table 6. Replacement units include units built to replace substandard units which have been declared uninhabitable and/or have been demolished, and units built to replace units lost to fire or other catastrophe. Based on input from city staff, an estimate of one replacement units per year was used in this analysis.
## TABLE 7

### HOUSING STARTS AUTHORIZED - MILFORD, OHIO

<table>
<thead>
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<th>YEAR</th>
<th>TOTAL</th>
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<th>MULTI-FAMILY</th>
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<tr>
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<tr>
<td>1990</td>
<td>39</td>
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<tr>
<td>1993</td>
<td>30</td>
<td>23</td>
<td>7</td>
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</table>

Source: City of Milford, Project Market Decisions

### Internal Mobility

Column 5 of Table 6 also includes an estimate of internal mobility, which refers to the internal movement of households within Milford (e.g., movement of a household from an apartment to a house, or from one house to another house). Based on experience in other markets and on staff input, an estimate of **0.5 percent per year** was used in this analysis.

### CONCLUSIONS

Table 6 presents the data used to determine the housing demand in Milford. The housing demand is calculated in four steps as follows:

- Total housing starts for each year are inserted in column 2.
- Total annual household growth is listed in Column 2. The resulting difference is entered in Column 4. A positive number indicates a possible housing surplus in the market. **A negative number indicates a hard deficit in the market, meaning that household growth outpaced new unit construction.** This is the most favorable condition in a market.
- The "Replacement & Mobility" estimates in Column 5 are then subtracted from
the "Starts Less Growth" counts in Column 4. The difference is then entered in Column 6, the "Surplus/Deficit" column. The totals in Column 6 reflect an annual net housing surplus/deficit in Milford.

To determine the actual total surplus or deficit in a market, the surplus/deficit figures for the last three years are added to determine the total surplus/deficit. In the case of this analysis, the resulting estimate is a deficit of about 58 units in Milford.

**TABLE 8**

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Hsg. Starts</th>
<th>Avg. Annual Hhld Growth %</th>
<th>Starts Less Growth</th>
<th>Replacement &amp; Mobility 1 + 1.5%</th>
<th>Surplus/Deficit</th>
</tr>
</thead>
<tbody>
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<td>42</td>
<td>-8</td>
<td>15</td>
<td>-23</td>
</tr>
</tbody>
</table>

*Note: A positive number in the 'Net Housing Starts' column indicates a housing surplus; a negative number indicates a housing deficit.*

**Source:** Project Market Decisions

**Observations**

While Milford's housing stock is fairly diverse, new construction of higher priced single family homes has been dominating recent new construction. The housing demand analysis for Milford indicates that the community currently has a deficit of 58 housing units.
Introduction

The retail-commercial potential for Milford was evaluated using a tool known as the Marketplace Potential Index (MPI) which is a proprietary model, developed by Project Market Decisions to analyze the existing mix of businesses in Milford and estimate the potential for new establishments. This is accomplished by comparing the city's mix of establishments to the mix of establishments identified in a comparison area. Based upon this comparison, an MPI is created for each of the market area's 62 retail and service establishment types. Using the MPI for each of the 68 four-digit SIC types, it is possible to quantify the potential for additional businesses and employees by specific four-digit SIC's. A brief overview of this model follows.

Using the latest available county business patterns data, sorted by ZIP code, the model established a set of norms for the distribution of retail and service establishment types per thousand population within the comparison area. A comparison area was identified and is an area which has socio-economic similarity with the market area. For Milford, a comparison area was identified which included the city of Lebanon, Ohio. Lebanon was selected as the comparison area since it was identified as one of the communities Milford would like to emulate.

Using the norms established by the distributions in the comparison area, the count of existing establishments and employees for each of the 68 establishment types in the market area was compared against those norms, and an estimate was produced indicating the
potential for additional establishments of each type in the market area. The count of existing establishments within the market area was obtained by using the latest available county business patterns data for the market area, city of Milford business lists and field observation and verification to produce 1994 estimates of the existing business mix.

Table 9 on the following page presents the data and the MPI for each SIC for Milford.

**MPI Findings**

- The analysis of existing businesses in the city identified an estimated **249 establishments** in the 68 retail and service establishment types. These establishments employ approximately **1,904 full and part-time employees**, based upon businesses making deductions for federal withholding for employees.

- The city contains **61 different establishment types** out of the possible 68 types analyzed.

- An examination of the MPI’s for each of the 68 types indicates that **6 establishment types** have an MPI of 1.05 or more. This would indicate some level of potential for additional establishments of these types to serve residents of Milford.

- The 6 establishments types identified with additional potential account for an estimated **7 new establishments, one potential expansion, and 58 new employees in those additions and expansions.**

- Overall analysis of the distribution of the market potential in Milford indicates significant oversupply - **110 establishments and 683 employees**. This is indicative of Milford’s retail-commercial role in the larger region.

- Milford’s role in the larger region focuses on the following types of establishments: **family clothing (discount); home furnishings; eating and drinking; antique dealers; hobby, sports and gift; commercial banks; car service and repair; medical practitioners; and legal professionals.**

- The MPI analysis suggests that additional store types could be added in the following categories to support and enhance Milford’s role in the region: **home repair and maintenance (paint and hardware); specialty food (bakery); discount consumer goods (radio’s, camera’s and jewelry).**
<table>
<thead>
<tr>
<th>NUC.</th>
<th>ESTABLISHMENT TYPE</th>
<th>CURRENT ESTAB. COUNTS</th>
<th>CURRENT EMPLOY. COUNTS</th>
<th>MPI INDEX</th>
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**TOTALS**
249
1,504
(110)
(883)

* MPI (MARKETPLACE POTENTIAL INDEX) MEASURES THE DEGREE OF DEVELOPMENT POTENTIAL IN THE CITY OF MILFORD. AN INDEX OF 1.05+ INDICATES POTENTIAL, 0.95 TO 1.04 INDICATES EQUILIBRIUM, LESS THAN .95 INDICATES OVERRSUPPLY.

SOURCE: CITY OF MILFORD, PROJECT MARKET DECISIONS, CLARITAS, AND AMERICAN BUSINESS INFORMATION, INC. 11-Oct-94
Observations on Development Potential

ALMOST ALL ESTABLISHMENT TYPES ARE IN OVERSUPPLY

Based on the market demand generated by the residents of Milford there is minimal demand for new and/or expanded retail-commercial establishments to serve just Milford residents. Specific types which could be added to the mix to serve residents of Milford would include the following store types:

- dairy products;
- sewing and needlework;
- pets;
- picture frames; and
- savings and loans.

Essentially, the model indicates that the existing supply of retail-commercial uses are in significant oversupply. This provides some insights into Milford's role in the larger regional retail-commercial market.

It appears that Milford has fallen into a niche in the region which has it filling a specialty role in the area of antiques and collectibles as well a more sub-regional, geographic oriented market, in the broader areas of: family clothing (discount); home furnishings; eating and drinking; hobby sport and gift; banking; car service and repairs; medical practitioners; and legal professionals.

Specific types of establishments which could be added to the mix to serve consumers in the larger region include the following store types:

- men's and women's clothing (discount/off price);
- paint, glass and wallpaper;
- hardware;
- retail bakery;
- radio and TV (discount/off price);
- jewelry; and
- camera (discount/off price).
The City of Milford owns approximately 68 acres of public park land which provide for both active and passive recreation. Parks such as Riverside, Carriage Way and Little League have some very good attributes such as, frontage on the Little Miami River, and they adjoin one another to make a combined area of 12.88 acres, which is in close proximity to the central business district and residential areas. These positive attributes could be utilized substantially more than they are currently.

The remaining parks or green space owned by the city (Memorial Park, Clertoma Park, Garfield Park, S.E.M., Little Miami Park) are located mostly in the central and southern portions of the city. There is no central theme or unifying element connecting the parks to one another or to the city. There are currently no city parks located in the northern portion of the city.

In addition to the lands owned specifically for the use of parks, other "green space" is provided by: public and private schools, cemeteries and private associations (i.e., Greater Miami Athletic Association, Terrace Park Country Club, etc.). There are a number of schools in the city of Milford which offer the use of their grounds to the public on a limited use basis (attending students during school hours and neighborhood residents after hours and during the summer).

Similar to public park land, green space is land which can be used by the public which is not paved or occupied by buildings. Green space is also a portion of a much broader concept termed open space. The open space concept has some other components such as
blueways and greenways. Blueways and greenways are very similar to each other in that they are narrow strips of land forming a network of interconnected corridors. The narrow strips of land adjacent to a river corridor (usually floodplain) are called blueways. Greenways are those narrow strips of land which follow drainage swales or easements, utility easements (transmission lines, pipelines etc.) and transportation corridors and interchanges.

The Little Miami Scenic Multi-Use Trail, which begins in Milford and extends to Morrow, is one example of how these right-of-ways can be put to alternate uses. Another example of greenway corridors, which use active transportation corridors can be seen in the neighboring communities of Indian Hill and Montgomery.

Milford has many opportunities to utilize existing greenways to it’s advantage for the future. Greenways provide many forms of wildlife with a corridor for population expansion and movement. A greenway system could also provide residents with a corridor for pedestrians or bicycles thoroughfares.

CITY OF MILFORD PARKS INVENTORY

- Riverside Park - 2.35 Ac - Baseball and softball fields.
- Little League - 8.36 Ac - Passive recreation area.
- Carriage Way - 2.17 Ac - Open space overlooking Little Miami River.
- Memorial Park - 0.4 Ac - Open space downtown location.
- Clermont Park - 1.71 Ac - Two tennis courts, and swing set.
- Garfield Park - 24.17 Ac - Two baseball fields, one soccer field an amphitheater parking and open space. Adjacent to Greater Milford Athletic Association and The Clermont County Civic Association properties in the floodplain of the East Fork of the Little Miami River.
- S.E.M. Park Area - 4.96 Ac - One baseball field, one soccer field, four handball courts, and two tennis courts.
- Little Miami Park - 23.50 Ac - Undeveloped at this time, with great potential along the Little Miami River.

RIVER BANKS

Milford has approximately 9.8 miles of river frontage on the Little Miami and the East Fork of the Little Miami Rivers. The Little Miami River has been designated as a state and national scenic river. These rivers provide the city with a unique opportunity for a blueway corridor system linking existing parks, residential areas, and business areas. Connecting the city parks and other major areas of a city together via a blueway system (or any of the previously mentioned systems) is concept used in a number of cities throughout the U.S.
The city of Milford already has four parks with river frontage and two others in very close proximity to a river.

**Observations**

Milford is one of the few communities which has so many different opportunities for park and recreation corridor development. Many communities do not have this unique opportunity with two river branches and the unique topography which accompanies them and have had to resort to more traditional and less dramatic multi-use corridor/trail developments.
Introduction

The City of Milford is in the unique position of understanding the traffic problems along the corridors at the "gateways" into the City. Several traffic studies have been undertaken within the past two years to identify those problems that contribute to high accident areas or to highly congested areas. The areas included in these studies are:

1. The US 50 Corridor from I-275 westward into the City.
2. The State Route 28 Corridor from I-275 westward to the Five Points intersection.
3. The combined US 50 and State Route 28 Corridor from Terrace Park eastward through the CBD (Old Milford) to the Five Points intersection.
4. The State Route 131 entrance to US 50 near the Milford Shopping Center.

In addition to the above studies, the Ohio Department of Transportation (ODOT) is designing a modification to the bridge at Route 50 which is scheduled for renovation during 1995. This renovation will widen the bridge to four lanes and add a traffic signal at the intersection of Water Street and US 50.
The following is a brief description of each of the above corridors and the improvements currently recommended.

**US 50 CORRIDOR FROM I-275 WEST TO FIVE POINTS**

The current Clermont County Official Thoroughfare Plan classifies this highway as a primary arterial. However, the segment between the I-275 exit ramp and State Route 131 in Milford is a two lane facility with mixed land uses along its length. This mixed use combined with randomly placed access points leads to high levels of congestion at times causing the highway to function as a collector.

Westbound traffic on US 50 often backs up 2,000 feet to the I-275 overpass due to the congestion at the State Route 131 intersection. The grades on US 50 in this vicinity limit the stopping sight distance of the moving westbound traffic thereby increasing the likelihood of rear-end collisions for the stopped westbound traffic.

West of State Route 131, US 50 becomes a four lane facility up to the Five Points intersection with State Route 28, Lila Avenue, Wallace Avenue and Center Street. The land use between SEAR 131 and the Five Points intersection is generally retail with the Library, US Post Office and several doctor's offices located throughout. Currently only one vacant parcel exists in this segment of the corridor.

Although this highway currently experiences severe traffic congestion during the AM and PM peak traffic hours, improvements are currently being designed for construction scheduled for late 1994 or early 1995. These improvements consist of adding a lane on Route 50 from the west end of the bridge in front of the Frazier Williams dealership, through the SEAR 131 intersection, the Cemetery Road intersection and up to the Mohawk Trail intersection. In addition, the traffic signals at Cemetery Road and SEAR
.131 will be interconnected to provide coordination of the traffic movements. No improvements are currently planned between Mohawk Trail and the Five Points intersection.

The above improvements will not however, reduce the potential of rear end collisions due to the sight distance limitations of the westbound traffic approaching the SEAR 131 intersection. Additional development between I-275 and SEAR 131 may exacerbate this situation unless adjustments are made to the roadway profile.

**STATE ROUTE 28, I-275 TO SERVICE DRIVE**

This segment of Main Street is currently a three lane highway with one lane in each direction and the center lane functioning as a dual left turn lane for most of this distance. The Clermont County Official Thoroughfare Plan classifies this highway segment as a primary arterial. Per the classification, the highway should have few access points since the purpose of a primary arterial is to move traffic. However, this segment, similar to most other arterial highways within Milford, is not only serving through traffic, it is providing direct access to the few remaining residents and the businesses located along it.

This segment of Main Street currently has thirty-four access points and intersects with five public roads between I-275 and Crestview Drive, a distance of about 3,300 feet. Seventeen access points are located along the north side of the highway which contains sixteen separate parcels with frontage along the highway. The south side of the highway contains eighteen access points and eighteen parcels with frontage along the highway. Each of these access points allows unrestricted turn movements and several properties have the use of more than one access point to Main Street.

The 1987 traffic counts of SEAR 28 at the intersection of McClelland, just south of I-275 obtained from ODOT, indicate an average daily traffic (ADT) of over 27,000 vehicles. The 1992 hand counts taken for turn movements just east of Milford Hills were factored to obtain the current ADT. This calculation indicates the current ADT between Milford Hills and McClelland is 23,000 which is a decrease in traffic of nearly 15% since 1987.

This reduction may be the result of the continuing congestion on State Route 28 east of I-275. Traffic to or from points east of I-275 that utilized this section of highway in the past has likely found alternate routes around the congestion. The remaining traffic would therefore be more localized and familiar with the highway, i.e., the highway is functioning as a collector.

This observation is reinforced by the current traffic counts which indicate that the AM traffic in each direction grows continuously throughout the day until the PM peak, at which point the traffic begins to decrease. The volume is heavier in the westbound direction for the hour 7:00 to 8:00 AM. The heaviest PM peak volume is also in the westbound direction with 53% of the traffic.
The completion of the proposed Bypass is to remove the congestion east of the study area which is currently preventing this portion of the highway from functioning as an arterial. Therefore, it is likely that the decrease in traffic within the study area will reverse to an increase when the proposed Bypass is completed.

Therefore the City of Milford has adopted a Corridor Master Plan to help guide the number and location of future access points and decrease the number of existing access points as properties redevelop along this segment. This plan will help assure the ability of the roadway to safely and efficiently carry the traffic desiring to utilize it.

THE CBD CORRIDOR, FIVE POINTS TO SEAR 126

Both Main Street, (SEAR 28) and Lila Avenue, (US 50) comply with the functional classification of arterial highways in the current Clermont County Official Thoroughfare Plan. South Milford Drive, Garfield Avenue and Service Drive comply with a functional classification of residential collector roads. All speed limits within this corridor are 25 miles per hour except for reductions near school crossings. Main Street contains two 12 ft. lanes and two 8 ft. parking lanes from the bridge to the Five Points intersection for a total width of 40 ft.

As previously mentioned, it is evident that the volume of traffic utilizing the Main Street corridor through Milford has decreased since 1987. It is therefore, likely that the volume of traffic on Main Street west of Pike Street has also decreased since that time.

Another important consideration relative to the existing traffic volumes is the fact that the number of lanes across the Milford Bridge has been reduced from four lanes to two lanes, with one lane in each direction entering and leaving Milford for the past several years. This is a contributing factor to the decrease in traffic discussed above. However, this bridge is to be widened to four lanes in 1996 and the City of Milford is committed to providing adequate capacity to the immediate adjacent street system. This improvement is likely to contribute to an increase in traffic volume in the immediate future.

Many of the traffic patterns and volumes throughout the CBD will soon be changed due to the imminent roadway improvements planned throughout the area. These changes will require improvements in the traffic control systems. In addition, the City of Milford has committed to ODOT that necessary measures will be taken by the City to assure that the capacity of the city street system will be compatible with the traffic capacity of the new bridge currently under design.

There are several design solutions available to increase the capacity of the street system within the CBD. The existing signals, with the exception of the signal at US 50 and SEAR 126, do not conform with the MUTCD relative to signal faces and the signals are not capable of the coordination necessary to maximize the traffic flow.
However, even with a coordinated signal system, the number of lanes available for traffic through the CBD will ultimately limit the capacity to below that of the street system immediately to the west of the CBD once the new bridge is complete. Therefore, in addition to the recommended changes to the signals and controllers to accommodate the present traffic, a plan should be developed and adopted by the City as soon as possible to mitigate the potential capacity restraints which would likely cause an increase in congestion. Therefore, the following solutions should be considered:

A. The most cost effective way, considering only public construction costs, to increase the number of lanes available for traffic is to restrict all parking along Main Street between Water Street and High Street during the peak traffic hours and utilize the parking lanes for through traffic. This restriction would require that parking be restricted in the southbound lane during the PM peak traffic hours and restricted in the northbound lane during the AM peak traffic hours. Since parking is already scarce within the CBD, these restrictions may cause some hardship on the local merchants and businesses.

This option will require a major design exception from ODOT since one 12 ft. through lane in each direction is required on all state routes. The existing pavement width can accommodate only four 10 ft. lanes.

B. Develop a one-way system to increase capacity and greatly improve operational safety by decreasing the number of turning conflicts. Main Street would be one-way in the northbound/eastbound direction and Water Street one-way southbound/westbound. In this manner, two lanes of traffic would be available in each direction without losing any parking in the CBD. Furthermore, traffic would be able to circulate through the connecting streets with fewer turning conflicts than currently exist. This alternative would however, require street improvements to Water Street north of Locust and the construction of a southbound/westbound connector road from Main Street to Water Street.
Some widening may be required on Main Street between High Street and the Five Points intersection to accommodate one 12 ft. lane as discussed above.

C. Eliminate all street parking and provide a centralized parking area or structure that would be owned and operated by the City. This would allow three 12 ft. lanes with one of the lanes being reversible to handle the peak flows. This option would comply with the ODOT requirements of the 12 ft. lane width but would likely meet with a lot of resistance to the business community of the CBD.

STATE ROUTE 131

The SEAR 131 corridor improvements are tied into the development of the East Miami Business Center. If the development of the property along Round Bottom Road, known as the East Miami Business Center, becomes a reality, the primary access will be provided from I-275 and US 50 via an extension of SEAR 131 to the south across US 50, around the Fire Station and along the boundary of the Cemetery. This extension would then change the traffic patterns at the intersection with US 50 in that the southbound traffic now turning left toward I-275, would proceed straight through the intersection to connect with I-275. These movements would reverse in the PM and much of the traffic now turning from US 50 onto SEAR 131 would likely use this new route.

This more direct route to I-275 would have a major impact on the properties in the vicinity of the US 50 and SEAR 131 intersection as well as the properties along Round Bottom Road which would be opened up for development. Although, at this time, there are no users identified to drive the development, the potential impacts of this development should not be taken lightly.
EXISTING PUBLIC WATER SUPPLY SYSTEM

Milford’s water treatment plant is supplied by three water wells, two which are rated at 500 gallons per minute (GPM) and the third at 600 GPM. The aquifer from which they are drawing is rated at over 800 GPM. The current average daily demand is .65 Million Gallons Per Day (MGPD) with peak demands reaching .90 MGPD.

There are several areas within the corporation boundary which are not currently served by Milford’s public water supply system:

1. The area west of the Little Miami River in Hamilton County is currently served with public water purchased from Indian Hill Water. Milford has future plans to extend the main across the Little Miami River to serve this area and tie into an Indian Hill 10" main stubbed off at the end of Shawnee Run Road.

2. The area south of the East Fork of the Little Miami River is not presently served by a public water system. Plans to serve this area with public water revolve around the proposed Route 131 extension and bridge across the East Fork of the Little Miami River to serve the proposed East Miami Business Center.

3. The southwestern portion of Milford around the Terrace Park Country Club and S.E.M. are not currently served with public water.

The area around the Highland Terrace Subdivision is served by Milford’s public water
system. The pressure is maintained by a pumping system, which allows pressure decreases during power outages. Future plans in this area are to add a water tower on a site which has already been purchased, and to tie into Clermont County's water system. This proposed tower would supply the pressure to this area, eliminating the need for the pumping system. There is one small block of residences along the north side of Miami Avenue which are not in the City limits which are served by Milford's public water supply.

The City has adopted ordinances which prohibit any water service to customers not within the current City limits. Therefore, any further additions to the Milford's public water supply would require a contiguous annexation. The City's current residential and business use and tap-in fees are listed in Table 7. Commercial and industrial rates are determined by the City Engineer.

**TABLE 10**

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<td>Usage Rate Within City Limits</td>
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<tr>
<td>Base Water Rates Outside City Limits</td>
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<tr>
<td>Usage Rates Outside City Limits</td>
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<td>(83.45% of funds collected are credited to water revenue fund; 16.55% of funds collected are credited to water improvement fund)</td>
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<td>Non-refundable tap-in fee</td>
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**TABLE 11**

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<tr>
<td>Outside Corporate Limits:</td>
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**EXISTING SANITARY SEWER SYSTEM**

Milford's wastewater treatment plant, located adjacent to Garfield Park, was placed in service in April, 1990. The plant is rated for a capacity of .75 MGPD and is currently averaging .65 MGPD (approximately 87% of capacity). All of the areas previously discussed, which are not currently receiving public water, are similarly not receiving public sewer. The areas South of the East Fork of the Little Miami River and that portion of Milford west of the Little Miami River will require pump stations in order to serve them. There are no plans currently under consideration to provide public sewers to these two areas. The area around Terrace Park Country Club and eastward, which currently has no public sewer, could be served with sewers if an easement could be obtained across the various undeveloped parcels, along the floodplain of the East Fork of the Little Miami River, tying directly to the treatment plant.

Unlike the water service, there are several customers served by to the sanitary sewer system which are not within the City limits. The largest group of these customers lives in the Signal Ridge Subdivision. There are several other private homes and businesses in the area northeast of the City along State Route 28 which are currently tied into the public sewer system. Once again, similar to public water, there have been ordinances adopted by the City prohibiting any additional tap-ins for properties which are not within the City limits. Any properties which want to be annexed would also have to be contiguous to a property within the City limits. There are several property owners along State Route 28 which are under pressure from Ohio Environmental Protection Agency (OEPA) to discontinue use of their private treatment systems and tie into an existing public sewer system. It is likely that these customers will be added to the sanitary sewer system if they are annexed.
There are 67 locations in Milford which are currently tied into combination sewers. Figure 1 depicts the approximate location of the known areas where these locations exist. One system runs down Main Street as a 48" combination storm and sanitary system. This system turns sharply between Race and Sycamore Streets and heads for the Little Miami River via a 54" pipe. There is a valve which channels the flow to the treatment plant until the flow reaches a certain volume at which point it diverts flow directly to the river.

The only other combination system in Milford is in the downtown area and is a 27" pipe which outflows into the Little Miami River just south of Mill Street. The 27" combination system operates in a similar fashion as the 54' system described above. These two combination systems could be a source of future problems with the various regulatory agencies.
Introduction

The process of developing an Urban Design Plan for Milford consists of five (5) phases:

- Reconnaissance;
- Market Assessment-Infrastructure Program;
- Preliminary Design Plan;
- Community Input; and
- Final Design Plan.

This section of the report describes the Reconnaissance Phase of the plan.

The principle on which the design reconnaissance is based is to seek "strategic opportunity zones-parcels" within the serial view of the city. This principle is based on the premise that if these strategic opportunity zones-parcels are planned/designed in a holistic manner, then a realistic proposal can be put forth, and with reasonable effort and resources, may be implemented. Once developed, these strategic zones-parcels, would then be used as models to be adapted to other areas of the City and environs.

The notion of serial vision is important in this reconnaissance. Serial vision, as used here, means the manner in which a part of the city is seen and otherwise remembered as a single visual event (rather than a set of unrelated snapshots of individual land parcels). When studied this way, the intent of the design plan is to identify or promote an overall "image" of sections of the city. The concept of serial community design may be considered as the
placing of a particular part of the cityscape in the context of what comes before and after it when an observer moves through the City.

The strategic areas of the City and surrounding land areas identified by the Planning Team to be inventoried are:

- Highways leading to Milford;
- I-275 gateways at Routes 28 and 50;
- Route 28 corridor;
- Route 50 corridor;
- Five Points; and
- Downtown Milford.

**Highways Leading to Milford**

There are hundreds of thousands of travelers moving to and through the region each day. Those who are not familiar with the metropolitan region, may not even be aware of the existence of Milford, other than perhaps a vague recollection of an I-275 sign noting the Milford exit at Route 28. Each of these motorists is a potential visitor to Milford but few are actually being "invited" to pause or stop at Milford.

The first opportunity zone, therefore, is the interstate routes which converge on and intersect with I-275. This is to say that the City could be a pause-point, perhaps for lunch, dinner, an overnight stay, or simply a place to relax for a brief time, as a part of a longer journey which includes passing Milford.

The "opportunities" of the interstate routes are not real estate parcels, but rather the information points along the routes--the billboards along the interstate routes and brochures in the rest stops. There is a vast audience of possible visitors to Milford shops, restaurants,
and service establishments, but Milford must take the lead in seizing the opportunity. Milford needs a unified theme to focus outreach efforts.

The City could develop a theme for the City, for example:

- Milford-on-Miami;
- Historic Milford;
- Milford the Pedestrian Place; or
- Scenic Milford a River City.

Once the theme is established, eye-catching graphics should be prepared and provided along the routes at distances several hours in advance of the Milford destination.

**I-275 Gateways at Routes 28 and 50**

The gateways, which mark the entrances into Milford, are the intersections of the exit ramps from I-275 at the local roadways. The gateways may take many different forms, but should include an identifiable physical form—sign, kiosk, landscaping—which identifies Milford and visually reinforces a pleasant image.

The gateway could be a single location on a small plot of only 500 or 1000 square feet, or could be multiple spots at an intersection which, together form the visual "special place". The gateways at the two locations should be similar in visual image, although would not have to be identical.

The inventory of these two locations suggest many important conditions which must be coordinated to implement a gateway.

**ROUTE 28 GATEWAY**

- The traffic along Route 28 is very heavy and could obscure any visual element below the height of a vehicle, or less than the size of other highway signage.
- The route 28 and I-275 Intersection is dominated by the vehicle, any design must be in scale with a vehicle moving at 45 miles an hour.
- Existing commercial signs along this corridor are prolific and large.
- The intersection of exit ramp (I-275 south bound) and 28 is at the high point of the 28 corridor, goes downhill all the way into the City.
- Afternoon sun causes glare when looking to the west (toward Milford).
- Bank One site is a very important opportunity zone.
- All adjacent land parcels are privately owned and will require coordination with private land owners.
ROUTE 50 GATEWAY

- No Milford sign for north-bound I-275.
- Sauls property is highly visible and could be part of a "detached" gateway.
- Water towers are visible but not identified with Milford when proceeding north-bound on I-275.
- No Milford identification at the intersection of I-275 exit ramp and route 50, only sign is mid-way along the exit ramp.
- All adjacent land parcels are privately owned, will require coordination with private land owners, Park 50 land could be considered in competition with Milford for motorists attention.
- Land east of 50 is lower than land west of 50, could require a larger-higher design form to be seen by the motorist.
- Opportunity to extend gateway theme to the north on the east side of route 50.
- Traffic signal control box, power pole and traffic signal support pole on northeast corner of intersection. Would require coordination with a gateway if in this quadrant.

ROUTE 28 CORRIDOR

- East bound traffic is extremely heavy and typically congested at south bound I-275 exit ramp to the east, and could visually obscure any urban design component.
- Afternoon sun a problem for west bound motorist.
- Kinesthetically going downhill for entire west bound movement, more pronounced than "going up" when west bound.
- Corridor visually defined by trees north of roadway, little definition south of roadway due to open automobile lots.
- Scale and visual land use change on south side of roadway from Brooklyn Avenue east, change compounded by land being higher than roadway.
- Change at Brooklyn could be reinforced for segment of corridor to Friendly's.
- Coordinate design scheme with proposed improvements in corridor, e.g., if striped turn lane becomes a "median" would visually enhance corridor but result in only one lane in each direction.
- Between I-275 and Brooklyn Avenue, undeveloped or under developed land north of the roadway, opportunity for coordination with a corridor design scheme as a part of future development.
- A method of visually defining the corridor along too-open adjacent land is via berming at the roadside.
- In a heavily volume roadway, major visual element may be an overhead element, major kinesthetic/auditory design element is varying pavement.
- Coupled with Gateway theme, could be visual "guldepost" periodically to reinforce progress toward center city and assist visitor orientation.
ROUTE 50 CORRIDOR

- Traffic along the corridor to south is primarily destination oriented to outside the corridor, may be difficult to visually impact the east bound motorists view.
- Distinct series of at least three segments of corridor: I-275 exit ramp to I-275 overpass, I-275 overpass to 131 intersection, 131 intersection to five points.
- Potential to visually link the corridor with East Fork at bend in river half way between I-275 exit and Klondyke Road; require thinning of vegetation and could provide a long vista up river to the north.
- Potential for coordination with sand lot recreation complex for improved visual image and possible public access to East Fork. Could reinforce river connection by encouraging this area to be a public gathering place for watching as well as participating in activities.
- Area near sand lot recreation could be first opportunity from route 50 direction to have access to the East Fork, either water edge or water surface.
- Potential for visual and functional synergism between sand lot recreation and Arena complex.
- Inherent greater visual interest on west side of 50 than east side, e.g., river—more easily seen because lower than the road.
- Non-recreation land uses west of 50 will be difficult to coordinate with the recreation land uses, landscaping at road side may visually enhance the overall corridor and create a "image" dominated by the river and recreation land use.
- Overpass at I-275 could be enhanced to become a portal to the City.
- Investigate the potential of linking the participants and spectators at the softball complex for supporting retail-service.
- Banners mounted on light poles at Frazier-Williams dealership visually begin to create a "sense of place" along the corridor.
- Kinesthetically only significant change in grade immediately north of the 131 intersection. The visual environment changes in scale, set back, land use and visually at the "edge" of the city.
- Corridor visually bleeds into adjacent large parking lots east of 131 intersection.
- A method of visually defining the corridor along too-open adjacent land east of 131 could be via berming at the roadside, this is partially in effect near the north end of the Milford Shopping Center.
- Milford Shopping Center appears more under-used than it may actually be. Very large set back from the 50 corridor causes the center to appear remote and vacant. Propriety of signs and advertising lack panache and vitality, the signs do not provide a good visual environment, nor do they have the eye catching appeal of a large number of signs which can have its own "propriety aesthetic", e.g., Times Square or Picadilly Circus.
- Near five points, two major public facilities: United States Post Office and
Milford Branch Clermont County Public Library. Neither facility is visually prominent; an opportunity exists with improvements and/or relocation of these facilities to make them visual landmarks in the community.

- North end of route 50, near five points is visually disjointed with different building types, set backs, and level of property up keep evident. Visually more activity along Baker street than 50 corridor.

**Five Points**

- When progressing from east on Main Street from downtown, Five Points is the visual "edge" of the City, as building scale, set back, amount of surface parking, and size and number of trees changes dramatically. Reverse is true when progressing west on 28 or west on 50 into the City.
- All buildings and site improvements are tight to rights of way, little room to effect change without cooperation of commercial land uses.
- To reinforce this visually strategic edge, may be desirable to have a major visual event at this location but currently no land area on which to effect such an event.
- The area is visually dominated by overly-large vehicular pavement. Pavement is so large that the limits of the travel path begins to be lost. Even more intimidating for the pedestrian crossing the street.
- May be desirable to provide more visual elements catering to the pedestrian, e.g., cross walks with special paving, green islands, bollards, benches, and the like.
- Lila is one way north and the width of the street may be reduced and create green additional green space in the area.
- May create a vehicular "portal" at each road by allowing buildings and/or other three dimensional mass to be built close to the edge of the right of way and creating visual tension at the point of entering the Five Points.
- Major opportunity area at Milford Foreign Auto Parts, Ernsting’s Auto Service, By Golly’s Tavern.
- UDF has a pedestrian aspect to its customer base, may coordinate with owner to implement a pedestrian zone adjacent to the interior seating area.
- When arriving at Five Points along 28, visually feels as though coming in the “back door" due to buildings oriented askew to 28 corridor, exacerbated by vacancies e.g., Aston Martin-Lagonda, dumpsters and the back side of cars pulled into small-set back parking areas on North side of street.
- Major opportunity at Aston Martin-Lagonda dealer. Vacant, no sidewalk, e.g., pedestrian space defined by precast parking blocks.
- Benches can be used more effectively, e.g., at Lees Chicken benches are adjacent to dumpster area, and turn their back on possible pedestrian function of UDF next door.
- Activity level at Baker Street not reinforced in physical environment, no-mans-land juxtaposition of interconnecting parking lots and lack of pedestrian zone.
Downtown Milford

- Arriving along route 50 east bound, railroad overpass is a notable visual event, could be enhanced to make this a "portal".
- Proceeding along 50 east of the railroad overpass, the roadway corridor lacks definition of "arriving" at a City. Coordinate with Terrace Park to enhance the developed property on the east side of the roadway.
- The Little Miami River is not visually apparent as the motorist arrives at the west end of the bridge, or when crossing the bridge. The mass of the bridge and surrounding land contours and vegetation prevent a glimpse of the river. Opportunity to open a view to the river.
- The site at the south east corner of the route 50-Glendale Milford Road intersection is an important one in providing visual access to the river.
- Major opportunity parcels on the Milford side of the bridge at used car lot. This parcel could provide access to the river corridor, and potentially be developed as a river corridor-related land use and activity center.
- Service station site adjacent to the east end of the bridge is a major opportunity parcel in overall study area. Site is an inherent vocal point when entering and leaving the city.

Visual corridor of the city will be modified if a one-way street couplet is implemented, view along Water Street will be to the west only, view along Main Street will be to the east only.

- Properties on the north side of Mill Street between Water and Main will be highly visible when entering the City from the west, along with service station property, will create and define the initial "image" of Milford.
• South sides of buildings of Aston Martin dealer et al. could be a pedestrian zone with river access. Rear of the buildings could be renovated to river corridor-related land uses.
• Building fenestration across street from Millcroft on Mill Street is vehicular scale, e.g., overhead doors, etc.
• The visual corridor along Mill Street for the east bound motorist bleeds up Mill Street at Gayheart’s. Desirable to visually deflect the visual corridor to the north along Main Street.
• Awkward when approaching Main from Mill St, e.g., down a hill with poor visibility up Main Street, intersection should be modified to clarify movement.
• The building of the Milford Fire Department visually recedes due to color and set back from the normal building facade. The vehicular nature of the overhead doors visually intrude into an otherwise pedestrian environment of the south end of Main Street.
• Canopy entrance to City Building is visually appealing at a pedestrian scale, historic reminiscence.
• Service area at Baker Heating and parking lot at former bank across the street, allows the otherwise enclosed pedestrian space to visually erode. Coordinate with property owners with similar conditions to infill with a false facade in a trellis-like parti, or otherwise continue the visual enclosure along the building line.
• Along Main Street north of Garfield, the building scale is relatively consistent and the visual enclosure of the street is in tact. From Garfield to Locust, visual environment should be coordinated in matters of detail only, e.g., signs, window treatment, entrances, displays, color, non-traditional building components added over the years.
• Throughout most of downtown, many retail stores are of the browsing-type, yet there are few places to sit and rest. To reinforce the downtown as a pedestrian, browsing place, there could be frequent benches and other places to sit and rest.
• The pedestrian scale of the downtown would be enhanced if small, sidewalk shops were spotted throughout the downtown to serve beverages, sandwiches, ice cream and the like.
• Nearly every store has steps at the entry, coordinate all right of way improvements with building floor levels to increase accessibility to all buildings.
• The Water Street corridor is a visual raw edge. Environment dominated by somewhat unkept parking areas, and a general lack of activity. If a one way couplet street system is implemented, the Water Street corridor should be carefully examined to implement a visual improvement, and while not detracting from the commercial vitality of Main Street.
• The Lumber yard is a very important opportunity parcel. Could potentially coordinate land use with that at the service station site.
• If a one way couplet street system would begin on Main Street near Race Street, the development of land parcels in the vicinity of the water plant between Main and Water Streets should be coordinated to visually reinforce the north "edge" of downtown.
• The buildings at 19 and 27 Water Street are good visual "building block" for development along Water and behind these buildings.
• The Masonic Lodge at Water Street has a strong visual image. This inherent landmark-type building should be reinforced with through other land uses.
A review and analysis of various information from a variety of sources identified a number of opportunities and liabilities for Milford. Sources which were utilized included but were not limited to the following:

- interviews with residents and business operators;
- survey results;
- input from the neighborhood meetings;
- input from the public workshop;
- analysis of the data collected on demographics, economics and traffic flows.

This section of the report introduces those opportunities and liabilities and lays the foundation for the development of strategies to maximize the opportunities and minimize the liabilities.
OPPORTUNITIES

• RIVER ACCESS

Many individuals interviewed, and the residents and business owners responding to the survey, indicated that the river is an underutilized asset in the community. Many expressed a desire and a hope to provide better access to the river visually as well as for opportunities for passive and active recreation.

• RIVERFRONT IN DOWNTOWN

The downtown riverfront is invisible and almost non-existent. The unique attribute of having the river in the downtown is a tremendous opportunity. New development in the downtown area could be initiated which uses the river as a focal point, even if it is only visual access.

• DOWNTOWN SHOPPING

The current mix of businesses in the old downtown area provides a small and selective niche which can be built upon. The current base of antique and related specialty retail establishments provides a focus which is currently attracting shoppers from around the region. A concentrated effort to build on the existing base and to add establishments which compliment the existing mix would greatly enhance shopper traffic in the old downtown.
• EAST MIAMI BUSINESS PARK

The proposed East Miami Business park is the last large undeveloped tract of land inside the city limits. It offers the most significant opportunity to increase the job/tax base available to Milford short of annexation.

• BIKE TRAIL

Cited as the best recreation area in Milford, the Bike Trail actually only touches the edge of the community. It brings a tremendous amount of biking enthusiasm into the community on a weekly basis during the spring, summer and fall. The Trail presents two opportunities: the possibility of providing a better staging area, perhaps in the old downtown area to bring more people into the downtown area; and the opportunity to develop a bike trail loop through Milford that would connect to the trail. Both of these opportunities would build on the strength of the existing asset and enhance the quality of life in the community.

• VACANT OR UNDERUTILIZED SITES

The community has a few vacant sites which are available for development, but perhaps more significant is the amount of land which is currently underutilized. If Milford is to adequately expand its job/tax base, the community is going to need new development. Given the unlikelihood that annexation is a real possibility, then the community must turn to recycling its underutilized land resources for new and more profitable development.

• UPTOWN SHOPPING CENTER

The uptown shopping center (Milford Shopping Center) is an underdeveloped asset in the community. The shopping center itself, and all the retail commercial establishments adjacent to the center could form the basis of a sizeable retail commercial area. Unfortunately, the potential of the Center may not be truly realized until a more cooperative management team is in control of the facility.

• GATEWAYS

Milford is fortunate to have three significant gateways into the community. Three is enough to provide the access required and yet is a manageable number to permit focus. The gateways are the entry points into the community. They are the paths which draw people into the community and they are the visitor's first experience of the community. Development of these gateways permits the city to impact the visiting public's first impressions of the community.
The history of Milford is one of its greatest assets. Historically significant buildings are abundant in the community as well as examples of several different architectural styles. The community is in touch with its roots and those roots present an opportunity to develop more interest in and awareness about the Milford community.
LIABILITIES

• RIVER ACCESS

While access to the river can be an opportunity, it is a two edged sword. Historically the river with its swift current and shifting bottom has claimed a number of lives. Access to the river has intentionally been restricted as a safety precaution. Opening the river up to actual physical access will need to be done very selectively.

• DOWNTOWN TRAFFIC

Traffic through the downtown area, especially during peak hours and when special events are occurring, is very congested. In order to create a more conducive environment for shopping some action must be taken to remedy the problem. Traffic congestions and the associated problems with parking are a hinderance to continued development of the retail commercial base in the old downtown area.

• DOWNTOWN PARKING

Convenient on street and off street parking in the downtown is difficult during peak shopping areas or special events. While it is almost always possible to find a parking space in the old downtown, finding one in front of, or very close to the establishment you wish to visit is difficult, especially during peak hour. Easier on street parking and more convenient off street parking would provide visible support to the downtown merchants.
• DOWNTOWN MERCHANT COOPERATION

It was reported in the interviews and mentioned in several survey responses that there was a perception that the old downtown area merchants had a difficult time working together. It was mentioned that consistent store hours among the downtown merchants was difficult to achieve, special event promotions were difficult to coordinate, and in the past, efforts to establish downtown building design guidelines met with a considerable amount of resistance. If the old downtown area is to succeed as a retail commercial district, the merchants must be able to work together as one unified organization.

• TRAFFIC CONGESTION ON ROUTES 28/50

Peak hour traffic congestion on these two primary routes into and out of Milford are a definite liability. If Milford is to succeed as both a residential community and a retail commercial center, then traffic flow must be better managed. Residents will tolerate such congestion longer than shoppers, but both will seek alternative routes and shopping locations to minimize the hassles.

• POLITICAL CLIMATE

Unfortunately for Milford, recent events related to certain past and present city council members have cast a shadow over the community. Economic development in the form of new jobs and an expanded tax base are high priority goals for the community. Businesses looking for locations to build and locate new facilities are attracted to communities with stable, well run local governments.

The analysis and research conducted during the preparation of this plan has revealed that Milford is a stable and well run community. Unfortunately, recent public events and comments have created some misperceptions in the larger geographic area that should be addressed and corrected.

• LACK OF ECONOMIC DEVELOPMENT STAFF

At the current time, the economic development function is one of the many elements in the job description of the city manager. Given all the conflicting demands placed on the manager in a community the size of Milford, economic development is not able to get the time and attention it requires. Milford is competing against hundreds of communities in the region for jobs and against thousands in the tri-state area. To be effective at economic development, the community needs staff dedicated solely to the economic development function, even if it is only part time.
FINANCIAL CONSTRAINTS

A liability which could impact successful implementation of this plan is the lack of discretionary funds available to implement the recommendations contained in this plan. The city runs a tight and efficient financial operation with minimal excess cash. Recommendations included as a part of this plan will have to be implemented using alternative resources such as: donated time and services; grants; and donations.
CHAPTER 3: GOALS FOR MILFORD

Introduction

The following Goals for Milford were formulated as a result of the initial one-on-one interviews conducted with a cross section of Milford residents and business owners. The Team worked with the city administration to develop a draft set of statements which were then submitted to the community at large for feedback. The following goals are the consistent set selected by both the residents which returned the community surveys and the business community.
Goals for Milford

- Revitalize downtown shopping area.
- Create more jobs/tax base.
- Expand park and recreation facilities in the city.
- Reduce traffic congestion in the city.
- Revitalize old downtown area of the city.
- Revitalize the uptown shopping areas in the city.
- Increase off street parking in the old downtown.
- Improve safe access to rivers for active and passive recreation opportunities.
- Improve maintenance and upkeep of streets throughout the city.
- Develop more single family housing in the city.
Based on perceptions of Milford residents, City Council and the City Administration are primarily responsible for implementing the goals. While they perceive Council and the Administration to be primarily responsible for implementing the identified goals, they also indicated that business owners play a significant role in the areas of job creation and business area revitalization and that residents play a significant role in the expansion of park and recreation facilities.

The business respondents responded similarly to the residents in most cases, however, while residents indicated they believed business owners should be responsible for increased parking in downtown, business owners believed that the Council and Administration should be responsible for improving the parking situation.

Where residents felt that business owners along with City Administration and the City Administration should be responsible for developing other shopping areas in the city, business owners didn’t see themselves playing a part in attaining this goal.

Priorities for Funding

When given $100 to spend on the implementation of specific goals in the community, the following goals received the largest amounts of funding from city residents: Creation of jobs/tax base; Expand parks and recreation; Reduce traffic congestion; Improve street maintenance; Revitalize the old downtown; Increase parking downtown; and Revitalize other shopping areas.
Introduction

In 1975, the City of Milford adopted a Comprehensive Plan which has remained unamended. The need to update the existing plan has been made clear by a variety of factors including: annexations during the last decade, a push for residential, commercial, and industrial development, the need to revise the city's developmental regulations, and the desire on behalf of the city's Planning Commission to be more proactive in the development of the City.

Given historical development and recent political constraints placed on annexation, Milford's growth will be limited by development of those few remaining vacant developable parcels as well as redevelopment of existing underutilized developed land.

Strategies

Strategy 1 - Improve/Create Access to Rivers

Without the Little Miami River, Milford's heritage may have never been established. As time has progressed, the focus on the river has been lost. However, through the series of interviews, surveys, and public meetings, it is clear that residents of Milford see the river as an asset with the possibility of playing a significant role in the development of the city. Currently there is little access to the river.
Concerns arose about the danger of the Little Miami River and its shifting flow and water depth. To that extent, focus should be extended to the East Fork of the Little Miami River in terms of opening it up for recreational purposes, since it was seen to have more potential.

The newly purchased piece of park property located at Ferry Street was seen to hold potential for passive park space and potential access to the bike trail. Enhancements along the Little Miami River included additions of overlooks and the posting of warnings of the shifting of the shoreline. Greenbelt requirements for developments occurring along the rivers was also suggested.

Access to the River(s) should begin to be dealt with along the major traffic routes in the city by introducing signs at the major routes directing the motorist, cyclist, or pedestrian to the public streets which lead to the river edge. A recurring graphic "logo" could be used to identify the access routes to the rivers.

At the point of access to the river a small park-like space should be created which allows either visual access to the river or actual access to the water (depending on the safety of the current, bank and river bottom). The space should include, at a minimum:

- Means of controlling access to the space (gate).
- Small vehicular parking area.
- Bicycle rack
- Sign identifying the location of the spot relative to the overall course of the river and its location in the City.
- Seating area.
- Waste container.
- Sign noting any historic and/or geologic or ecological significance to this zone of the river.
- If access to the river edge is allowed, a sign noting the length of the route along the river and the time required to traverse the distance to the next public access point.
- If possible, a public telephone.

If the access point is a part of a large park or open space. The access point should be enhanced to include all of the above items plus the following:

- Covered seating area (kiosk/gazebo)
- Picnic tables and benches
- Public toilet
- Drinking fountain
- A creative means of actively "interpreting" the geologic formation of the river and/or its physical characteristics at the current time, for example change in water level, linkage with upstream waterfall, currents.

Strategy 2 - Encourage downtown riverfront development

Development along the Little Miami River in the downtown area was envisioned as the incorporation of residential, recreation and retail uses along the waterfront area from the existing bridge to the area near the American Legion. Issues arose regarding flood plain issues and the impact that any office space may have on the existing office market in Milford.

Land on the western side of the Little Miami River may hold potential for development also.

The River is the single most important natural feature in the history of Milford. Accordingly the River should play an important visual, cultural and economic role in Milford's future. The components of this role are:

- Access Points.
- Pedestrian Promenade.
- Water-related commercial development.
- Housing.
- Hospitality-related commercial development.
- Historic interpretation.
ACCESS POINTS: Pedestrians downtown should have frequent access points to view the river. Periodically, public streets should have a visual "easement" continue to the river so that all motorists and pedestrians are reminded of the proximity and scenic quality of the river.

PEDESTRIAN PROMENADE:
Connecting all access points and running along the entire length of the river edge through downtown should be a public promenade. The downtown waterfront promenade would not necessarily include access to the water, but the public should have easy visual access to the picturesque river corridor.

The promenade should be wide enough to accommodate two couples to pass or a group of three or four to walk together and pass anyone standing "at the railing". The width should be 10 to 12 feet and more in some locations. The promenade could be implemented to vary in elevation relative to the water pool level. The promenade could be close to the water, perhaps letting the water be a few inches over the walking surface (to emulate the fording of the river) at some locations and well above the water level at other places. If changes in level in the promenade are implemented, the disabled visitor should be kept in mind and designed for so that steps are accompanied by ramps, and materials should be used which can be equally used by the able bodied and disabled alike.

WATER-RELATED COMMERCIAL: The picturesque river corridor offers opportunity to locate commercial activities along the river. Such activities would be restaurants of all types, snack and sandwich shops, and outdoor equipment and clothing. The water-related
commercial development should be at ground level for the most part, but restaurants could be located on a second level (above the promenade) so long as access is provided for the disabled patron.

The commercial development should be integrated with the Promenade and other Housing and Hospitality-related commercial development, so that the real estate development adjacent to the river is a mixed use type development. This will assure pedestrian activity throughout the day and evening and throughout the year.

HOUSING: The most promising of all development along the Milford river front is housing. Due to the nature of the cost of developing the land near the river, the housing would likely be of the middle to upper-income type. The housing should be integrated three dimensionally with the commercial development along the river so that one type of development blends with the other, typically with the housing being above the commercial where the two come together.

The housing should be of a low rise type, of two to three stories, and be of a density in the range of 8 to 10 units per acre. All housing should have garages, preferably attached to the living unit, or at least convenient to the unit. Access to the housing should be from the non-river side, with the river side being the private side of the house. Since the promenade may run by the housing, it is important to preserve visual privacy for those living in the housing. Balconies and decks should be plentiful on the river side, typically above the promenade level and removed from the promenade by some distance horizontally if possible.

HOSPITALITY-RELATED COMMERCIAL: The river is also a magnet for hospitality related commercial such as hotel, motel, or bed-and-breakfast type establishments. The scale of such a facility should be small, and the total number of rooms in all such facilities along the river should probably be no more than 50, with no one facility having more than 25 or 30 rooms. This type establishment should be more closely located with the water-related commercial than the housing development. Like the housing, the hospitality-related commercial should be two to three stories high and be of a similar scale as the other buildings in downtown. The hotel or motel should not be based on a national franchise "prototype" design. On the contrary, it is important that the hotel or motel have an architectural style in keeping with the balance of downtown.

HISTORIC INTERPRETATION: The river gives Milford its name: Mill-ford. All aspects of the cultural history of the river at the downtown area should be made available to those walking along the promenade and shopping or lodging in the commercial establishments. This should be done with historic markers along the promenade and perhaps even special events which would re-enact such events as the fording of the river.
Strategy 3 - Downtown Traffic

Traffic congestion has long been a problem for downtown Milford. The idea of a pair (a couplet) of one-way streets in downtown has been in the planning stage for some time. The couplet would use existing streets, Main and Water, to ease the congestion in downtown and at the same time respect the scale and layout of the downtown area.

The Main Street Corridor serves as the thoroughfare through the CBD or Historic Area of Milford. It is also the one corridor which cannot be widened or have access points limited to handle the additional traffic that is expected as a result of the 28 Bypass and the widening of the bridge over the Little Miami River. This corridor is totally developed and is likely to experience further congestion due to through traffic. The lack of parking may discourage business retention and expansion even though there is additional through traffic. In addition, the current traffic control does not meet the minimum standards.

The implementation of a one-way street system within this area is the solution most desired by the public based on the input received. However, for a change of this magnitude to be successful, it must be well planned and coordinated with all other aspects of the adopted comprehensive plan. The City of Milford should, therefore, begin planning for the implementation of a one-way street system to 1) avoid mandatory compliance from ODOT to match traffic capacity across the widened bridge and 2) to adequately plan for the necessary street improvements and right-of-way acquisition required.
for the construction of and the safe operation of the system.

As the design of the one-way couplet is developed and refined, it should incorporate the following design elements:

- Gateway at the north
- Streetscape
- Redevelopment along Water Street

GATEWAY AT NORTH: As a new road is built at the north of downtown to connect Main Street with Water Street, the development should include the construction and/or improvement of the open space in the area. The project would be a park or open space on the north side of the road which links the American Legion open space with the park to the north of the water plant. The appearance of the water plant should be improved as it will be more visible as the motorist enters the city. Landscaping should be plentiful in this open space and designed to become a fitting "gateway" to the downtown. In addition to a "green" landscape palette, there should be seasonal color in the landscape via spring, summer and autumn annual or perennial blooming plants.

STREETSCAPE: The "streetscape" is all the public improvements along the right of way. As Main Street and Water Street are improved, other public elements such as lighting, trees, benches and pedestrian amenities should be upgraded. The upgrading should be carefully designed to obtain the greatest visual benefit from the budget. For example, pedestrian pavement is desirable, but not of as great a priority as trees, upgraded lighting and benches. The budget for the total streetscape improvements should be a significant portion of the overall project budget, at least 25 percent. The design of the streetscape elements should be by a Planner/Urban Designer or Landscape Architect with emphasis on using durable yet visually handsome items, and obtaining the greatest visual benefit at the lowest cost.

CONFLUENCE AT BRIDGE(S): The one-way couplet of Water and Main Streets will merge into a single right-of-way as it approaches the bridges over the river. The confluence of the two streets should be a "kinesthetic event" and provide the motorist with a positive and strong visual image. This visual image should complement the image at the north end of downtown where the two streets become one. The visual event may include a varied design palette of such items as: special paving, landscaping to provide a "green place" and also seasonal color, and special streetscape lighting. The confluence, of necessity, will have a large area of street paving. In designing the confluence, there must be a scale balance between the vehicle and the pedestrian. The location of the confluence will be an important pedestrian place, e.g., riverfront development, and paving, crosswalks, scale of lights and signs, and the like, must be comfortable for the pedestrian.

REDEVELOPMENT AT WATER STREET: The one-way couplet will bring all motorists along Water Street. This offers the opportunity for significant upgrading of the vacant property.
along the east side of the street as well as development on the west side of the street as the riverfront is developed, see section on Downtown Riverfront.

The design of the Water Street right-of-way and the streetscape elements of Water Street should be of equal importance with those of Main Street. This will allow the re-development of water street as a commercial street in downtown. The redevelopment should be implemented with shops, businesses and urban housing which is in keeping with the scale and architectural style of the balance of downtown. This is to say, the buildings should be of one to three stories, of masonry construction, and employing such architectural elements as awnings, and mixed uses on the second and third floors. National "franchise Architecture/signs" should be prohibited along Water Street, as should large, neon or bright back-lighted signs. The environmental image of Water Street should be similar to that of Main Street, not at Routes 28 or 50. Parking for businesses should be behind the building, and not between the building and the street. All buildings should accessible by the disabled, and special parking should be reserved for the disabled.

Strategy 4 - Provide adequate parking opportunities downtown

The lack of convenient parking in the downtown area was often cited in the interviews and through the surveys as a problem. All aspects of the proposed new bridge on Route 50 and the reconfiguration of Main and Water Streets should tie together. The reconfiguration would add on-street parking to both Main and Water Streets.

All existing parking areas along Water Street should be identified and adequate signing should be developed.
located the parking areas for the public.

An effort to bring together all the actors in downtown retail commercial activities would help to guide all players in the same direction.

Improvement in parking in downtown should be an integral part of all downtown-related improvements. Both on-street and off-street parking can be improved by increasing the number of spaces and the strategic placement of off-street parking areas.

ON-STREET PARKING: Will continue much as it exists today, with the exception that parking should be designed at intersections so that pedestrians crossing the street do not have to walk close to the bumpers of parked cars. The notion of angled parking on Main and Water Streets should be investigated as the one-way couplet concept is refined. This would increase the amount of parking on-street. Parking on the streets perpendicular to Water and Main will become more important with the one-way couplet as these streets will be the means by which a motorist will change his/her direction of travel in downtown. All on-street parking should have designated reserved spaces for the disabled, and the reserved designation should be enforced.

OFF-STREET PARKING: Off-street parking should be implemented as an integral part of the improvement of Water Street when the one-way couplet is implemented. The existing parking behind the businesses on Main street should be more utilized and space increased as development permits. Currently, there are parking spaces available behind some buildings and a convenient pedestrian path exists between buildings to reach Main Street. This parking scenario should be improved by better signage designating access to the parking, and allowing businesses along the pathway to Main Street to effectively utilize the pedestrian route. Off-street parking areas should be small, in the range of 15-25 parking spaces, and landscaped at the perimeter. If the lots are kept small there will be no need of landscaping within the lot. Perimeter landscaping can be relatively low (up to 4 feet) and include berms as well as actual landscaping material, so it softens the visual impact of vehicles, but does not totally conceal the parking area. The graphics at the entrance to all off-street parking areas should be identical throughout downtown.

Strategy 5 - Stabilize the downtown shopping area

Several merchants in the downtown area have significant drawing power due to their specialty nature, e.g. Fountain Specialists, Bishop’s Bicycles and Nature Outfitters. The physical design of the downtown area was seen as a positive, however, strict controls were not seen as an answer.

Dialogue and assistance from the City for local businesses in order to make development less onerous was seen as being crucial for the continued viability of the downtown area.
The existing downtown shopping area along Main Street does not require major redirection of the urban design palette. The scale of buildings is inviting, the shop windows are varied and invite browsing and pedestrian movement along the street, and the general scale of the sidewalk is of a village vernacular. The sloping ground plane of the downtown area is both positive and negative. The steps into many shops are good (in that they provide a subtle scale change and visual interest for the pedestrian), and they are bad (in that they prohibit access to the shops by the disabled). The level change from sidewalk to shop floor should be dealt with on a shop-by-shop basis, to allow access by the disabled and at the same time keep the desirable kinesthetic experience of a slight level change. The general scale and visual character of the buildings on Main Street should be a model for future development along Water Street, although the new development should not endeavor to "copy" the buildings of Main Street.

VISUAL REFINEMENTS to downtown shopping should include:

- Place benches throughout downtown.
- Focus attention on shop windows and increase window size where small.
- Focus attention on entrances with details of lights, hardware, handrails, moldings.
- Create a family of signs which use pleasant type faces and clever pictographs.
- Eliminate any "highway" type signs which flash, are over-brightly lighted, or are back lighted.
- Keep signs relative low to the sidewalk to appeal to the pedestrian, but over 80" above the sidewalk.
- Focus attention on unique architectural details of a building such as moldings, lintels, window shape and detail, and the like.
- Remove "modernization" type add-ons to the street facades of buildings to allow the original shape and fenestration to be seen.
- Encourage the facade of buildings to become three-dimensional with seasonal displays which are on the sidewalk, signage for "specials" and "sales".
- In locations where a service court is required to sustain a business, provide a visual screen (lattice, decorative masonry wall, arbor) between the sidewalk and the service court with only a 10 foot opening for the service vehicle to pass.

STRATEGIC INFILL SHOPS: the notion of special infill type shops is important to bring about and provide the activity to sustain and enhance the design recommendations of the Plan. The infill shops must be the type which will encourage pedestrians to browse in downtown and to come to downtown as a passive type of recreation, just as an individual or family sometimes goes to the mall "just for fun".

This type infill would include food-related businesses, especially unique and spontaneous
type food purchases, e.g., confectioners, soda fountain, sandwiches, deli, specialty bakery, and the like as well as small specialty retailers that would compliment the antique stores already in place.

These type establishments should be strategically placed throughout downtown to serve pedestrians along the shopping corridors. Accompanying such shops should always be benches, waste containers, and drinking fountains. Since pedestrians will linger at such places, there should be kiosks or other signage created which alerts the reader to other goings-on in Milford, or alternatively, provides an historic interpretation of Milford.

ADVERTISING THEME: A single and consistent theme is extremely important in conveying an image of a unified downtown shopping area. All proprietors of shops in downtown should cooperate to have a common design logo for all shopping bags and containers. The logo should portray a unique image for Downtown Milford, and perhaps on the opposite side of the bag, have all shops in downtown listed, with phone numbers. In this way, when ever a purchase is made in downtown, it is a constantly circulating advertisement of the total downtown shopping.

CIVIC BUILDINGS: Public buildings such as the Churches, Post Office, Library, City Building, Playhouse/Auditorium, inherently convey a sense of "centrality" by their location. Accordingly, these type public buildings should be located within the downtown area. If not currently located in downtown, when ever such buildings are to be re-located, downtown
should be one of the alternatives presented to the people in charge of such decisions. The civic buildings should be enhanced in downtown via highly visible locations, special landscaping, and special night lighting on the exterior of the building.

Strategy 6 - East Miami Business Center

Creation of jobs and the increased tax base is expected to occur on sites that are currently vacant or underutilized. The potential for the City to annex land for development seems improbable since there is recognized tension between the city and Miami Township. Therefore, one of the largest sites located within the city for development is the East Miami Business Park. This site may hold the most potential for future economic development in Milford.

The City has significant interest in the development of the area along I-275 known as the East Miami Business Park. Accordingly the City should occupy a leading role in setting the direction of the development of this strategic land parcel. In such a position, the City can coordinate and otherwise provide oversight to see that public interest goals and long range planning policies are implemented while the land is developed.

Adequate access to the property known as the East Miami Business Center is critical to the development. The most likely access to this property is via an extension of SR 131 south of Lila Ave. through city property to the northern boundary of the vacant land. Any other
access within the City would require traffic to pass through existing residential areas. The City has committed to this roadway extension, should the property be developed. This commitment should be included in the overall traffic improvement portion of this plan.

IMAGE: The overall image and design goal for the business park should be one of a “park” with business located in it; not of a business center, with a park at a specific location. This is a most important notion on which the City and the developer(s) of the park must agree if the business park is to be an aesthetic/cultural asset to the City as well as a financial asset. This design goal will set in motion all other design guidelines for the business park and assure the that the development provides the greatest asset to the City.

LAND AREA: The land area of the business park should encompass as great an area as possible to allow the project to appeal to as diverse a business community (nationally) as possible and to coordinate the development of as large a sector of the City as possible to achieve a high-quality visual and environmental image. The land area to the north, up to Route 50 at Route 131 should be included. Also, to the maximum extent possible, the land to the east on the east side of I-275 should be a part of the plan for the business park.

OPEN SPACE: The preservation of green space, and the enhancement of the green space for use and enjoyment by the public should be a primary development goal of the business park. The East Fork of the Little Miami River is an appropriate body of water for public access and recreation, and public access via "blueways" (linear parks or easements along the river). The business park should include such green space/blueways the entire length of the development along the river. The green space should be enlarged in strategic locations to become active and passive parks, including picnicking, trails, and active recreation.

LAND USE: The goal for land use should be to achieve a mixed use development, including hospitality, office, and clean industrial/distribution. Serving the office and industrial uses could be a modest size center catering to the food, delivery, telecommunication and like needs of the offices and manufacturing facilities. The total land area should be planned with parcels located, building footprints and land use intensities identified, streets and parking areas defined, and a landscaping palette established.

Each building should be designed by an architect and "pre-engineered" and "tilt-up" building construction should not be used. In the case of hospitality and food-related establishments, a national "franchise" vernacular should be avoided, and rather design the building envelope and use materials in keeping with the design concept of the business park. Importantly, each building in the business park should have a landscape plan and budget equaling a minimum of 5 percent of the total project cost. Finally, the buildings should be designed to be seen not only from ground level, but from above. All motorists on I-275 will look down onto the development and the image from I-275 will be the image the business park conveys to the metropolitan region.
SIGNAGE: The signs for the business park should not be of the type frequently found at interchanges along expressways and freeways. Rather there should be a single pylon identifying the business park with all other signage being ground signs.

TRAFFIC: The County has experienced significant growth in the last 15 years, particularly along Routes 28, 125, and epitomized on Route 32. While the commercial development has brought employment, and increased taxes, it has also brought traffic congestion of overwhelming proportions. The business park can not repeat this lack of foresight. Alternatively, the quantity and type of traffic which such a development will generate must be carefully considered when roads and intersections are designed. Traffic, regardless of the amount and peak flows, should always be smooth and always moving. Appropriate amounts of land should be reserved in the development to assure this goal is achieved.

Strategy 7 - Improve access to Little Miami Bike Trail and creation of city bikeway system

The Bike Trail was seen as an important asset to the City although it is not located entirely in Milford. Access to the trail currently is dangerous as there is no staging area. Plans to extend the trail have been put on hold indefinitely until agreement with Terrace Park is reached on an alternative route. Connecting the bike trail to the downtown area would allow the city to capitalize on cyclists wanting to spend money on food and drink, etc.

A plan should be developed for a series of inter-
connected trails and/or bike paths throughout Milford. These paths could run along the Little Miami River and the East Fork of the Little Miami as well as other regions of Milford and will eventually be connected with the Loveland Bike Trail. These paths will be multi-use (bike and pedestrian) and will provide users with the unique opportunity of exploring scenic regions Milford and surrounding areas in a peaceful and tranquil environment.

A major design requirement of a bikeway system is that all routes connect with one another. To this end, a link is needed to tie the overall bikeway system in the County (which is on the west side of the river) into a system of bikeways in the City. Any improvement in the bridge at the Little Miami River should include a dedicated route to connect the bikeways on both sides of the river.

DESIGN CHARACTER: The bikeway system should be a trail system dedicated to bicycles, rather than shared by bicycles and pedestrians. Any motorized vehicle should be strictly prohibited from using the bikeway. The bikeway should be of a width and pavement type recommended by bicycle safety and cyclist organizations. Along and routes, there should be resting stations where the bikeway is wider and fitted with bicycle stands and a bench (or other apparatus as recommended by cyclist organizations) for resting (or stretching).

There should be several routes of a bikeway system in the City, and each should provide the cyclist with a different feeling and visual experience. The routes should take advantage of the following type functions and site locations throughout Milford:

- Historic sites.
- Parks and Open Space.
- Downtown

HISTORIC SITES: A route could begin in downtown and include the historic sites in the vicinity of downtown, loop through the Cleveland Avenue residential area, and through a designated route, pass by as many of the historic sites in the City as possible. Although removed from sites in the downtown area, Promont should be included on the "Historic Loop" of the bikeway.

PARKS AND OPEN SPACE: A route should be located to pass through the larger parks in the City and when ever new parks are planned a bikeway should be included in the park improvement. Most of the existing and new river access points should be served by a bikeway. Likewise, if linear parks are developed along the rivers, a bikeway should be included wherever possible, noting that bikeways and pedestrian trails should not be on the same path of travel.

DOWNTOWN: Bicycles are a viable form of transportation to bring potential patrons to businesses in downtown, and as such should not be overlooked in the urban design plan for downtown. Bikeways in downtown will likely share a right-of-way with motorized vehicles. In cases like this, the bikeway should have a dedicated pavement (in addition to that of the
motorized vehicle lanes) and the pavement should be differentiated (different type or striped) and signage placed to alert the motorist and cyclists of the restricted use of the bikeway segment of the right-of-way. The bikeway in downtown should be considered and integrated into roadway improvements in the one-way couplet system. Bicycle racks should be included as a part of a streetscape improvement and be designed to be pleasant to view in addition to functional.

**Strategy 8 - Seek the redevelopment of target opportunity sites**

There are a number of empty and underutilized parcels located throughout the City, along with numerous vacancies in the Milford Shopping Center. The City should take a proactive approach in seeking new tenants/owners to occupy these lots, through the use of an economic development officer.

The notion of opportunity sites is included in the Plan because they represent a specific project which could be used by the City and owner working together as a "demonstration project" to illustrate to the community the development policies the Plan represents. These are sites (or buildings) which are currently vacant, under-utilized, and have been identified by citizens of Milford who participated in the planning process via interview or neighborhood workshop. The site/building ownership, land zoning, building structural condition, conformance to building code, and the like are unknown and the sites have been included here as
representative of a genre of which many more could probably be included if a task force were established to identify such sites.

ORANGE BUILDING: An existing building which appears to be vacant and due to the bright color commands the attention of the motorist and pedestrian alike. In the short range the street facade of the building could be painted a "background" color. The street facade of the building or the property line nearest the street could be landscaped with large, moveable pots with trees to soften the visual effect of a large vacant building. In the longer range, the City and Owner should work together to determine an appropriate function for the building (as identified elsewhere in the Plan and as the structural/building code conditions of the building will support). If required to support commercial functions, the building should be upgraded or replaced as required.

VACANT AUTO DEALERSHIP: An existing building with large showroom type windows and generous paved area around the building. The large size of the building and highly visible showroom contribute to a feeling of "vacancy" not just in this building but to the area adjacent to the building as well. The lack of use of the parking lot and paved area has resulted in the moveable curbs (which differentiated the sidewalk from the parking area) being misaligned such that the sidewalk "disappears" at the building, reinforcing the perception of vacancy. In the short range the showroom could be used for a civic exhibit of artwork, crafts, or other exhibits, and the building could be softened by placing large, moveable planters with trees at the street facade of the building near the sidewalk. The moveable curbs should be realigned to define the sidewalk as it passes by the building. In the longer range, a viable function should be found for the building which conforms to the recommendations and guidelines of the Plan. When the building is again used, the signage and streetscape design commentary should be used as a guide in upgrading the appearance of the building.

VACANT BUILDING ROUTE 28: Adjacent to the dealership is another vacant building. While not as visually apparent as being vacant as the dealership, this building should be maintained as though it was occupied. The City and Owner should work together to see that grass is mowed, landscaping is trimmed and debris is picked up. In the winter, sidewalks should be kept clear for pedestrian traffic.

VACANT LAND SOUTH OF BRIDGE: The land adjacent to the river behind the buildings on Mill Street between Main and Water street is a strategic parcel in downtown. It is highly visible to motorists entering the City from the west. This parcel represents opportunity to address 5 of the 12 major issue areas of the Plan:

• Access to river.
• Downtown riverfront.
• Downtown shopping.
• Bikeway.
• Historic awareness.
In the short range, the area could be temporarily improved with moveable structures (gazebo type buildings) with a pedestrian trail connecting the buildings. Temporary planting beds could be landscaped with shrubs and blooming plants to provide a garden-like setting near the river. The complexity is significant of implementing even a temporary plan like this. The City and owner would have to identify an agreement to allow such a temporary use, but the demonstration potential of this strategic site may warrant the commitment of this level of resources to shown the community the potential of riverfront development.

In the long range, the site should be developed as a permanent part of the riverfront development. The buildings fronting on Mill Street could have dual pedestrian access, both from Mill and the river-side. The facade of one of the existing buildings is currently among the most handsome in the downtown area and could serve as a model for other buildings in downtown. If historically appropriate, the existing buildings on the site could be included as a part of the archipelago of historic sites in the City. The pedestrian promenade should eventually pass through this site and connect to other river front sites, and a mixed used development, being integrated with the existing buildings on the site, should be explored.

**LAND FOR SALE:** There are a number of land parcels for sale along Routes 28 and 50. The City should work with the seller and the purchaser of these sites to the end that when each land parcel/building is sold, the purchaser will develop and/or improve the land/building in accordance with the recommendations and guidelines of the Plan.

**NORTH END ONE-WAY COUPLET DOWNTOWN:** The convergence of Main and Water Streets north of downtown will create new shape and highly visible land parcels. These parcels should be developed in accordance with the guidelines of the Plan and in coordination with the design of the one-way couplet. This area of the downtown is a "gateway" to the downtown, in the same way as the bridge access is a gateway at the south end of downtown. The development of the parcels here should receive the same attention as those at the bridge. The urban design commentary on off-street parking should also be applied to these parcels.

**EAST MIAMI BUSINESS PARK:** The area known as the East Miami Business Park is the largest undeveloped land area in the vicinity of Milford which has inherent high visibility and potentially high accessibility. The details of this opportunity site are discussed in the section on the East Miami Business Park.

**UPTOWN SHOPPING VACANCIES:** There are a number of vacant shops in the Uptown Shopping area and these, together, contribute to an undesirable image for this important image to the city. The City and owner should work together to provide temporary uses for the vacant shops, such as exhibits of local visual arts, as well as work together to coordinate the long term utilization of the buildings. The details of this opportunity site are discussed in the section on Uptown Shopping.
Strategy 9 - Address mounting traffic issues at Routes 50 and Route 28

The improvements currently being designed along the corridor will add a lane beginning at the bridge in front of the Fraizer Williams dealership and extending to Mohawk Trail. The purpose of these improvements is to eliminate the congestion and current high accident rates that occur between Cemetery Road and SR 131.

The results of these improvements will be smoother flowing traffic along this corridor and less desire for through traffic to bypass Lila Ave and Main Street via Cemetery Road to go around the congestion. Access to both the Milford Shopping Center and Milford Plaza will be improved, thereby, increasing the desirability of retail space within each of these shopping areas. In addition, there will be less traffic through the residential areas of Cemetery Road.

Furthermore, the curb and sidewalk modifications which are part of these improvements will put back the grass areas, previously paved over, between the sidewalks and street. This additional green space will give this area a more "city like appearance" and further enhance the desirability of the retail space along the corridor and better identify the entry into Milford for westbound traffic. The City should take advantage of these improvements by encouraging the redevelopment of the vacant parcels and provide landscaping in the new grass areas.
No improvements are currently planned for this corridor east of the Milford Fire House. The improved traffic flow as a result of the widening combined with the potential of the development of the East Miami Business Center may encourage development or redevelopment of the land in this section of the corridor which has limited capacity due to the two lane section and lack of adequate sight distance for the westbound traffic. The City should prepare an access control plan, similar to the one adopted for the State Route 28 corridor east of Five Points.

STATE ROUTE 28 CORRIDOR FROM I-275 TO FIVE POINTS

Although about half of this corridor is located outside of the Milford City limits, it serves as a gateway to the City. In addition, the completion of the 28 Bypass will increase traffic along this corridor and increase the desirability of developed and undeveloped parcels of land lying along its length. The City must enforce the Corridor Master Plan adopted by City Council for this corridor to minimize the negative impacts and maximize the economic benefit of the additional traffic. In addition, funds should be obtained to enhance this gateway to the City by developing a plan to remove the unused portions of pavement and install landscaped medians and green spaces.

The Corridor Master Plan suggests that although the intersection of Service Drive with Main Street currently meets the warrants for a traffic signal, it suggests that this signal not be added until traffic volumes increase to greater levels. The successful development of the vacant parcels east of this intersection may increase the need for the signal. The City should periodically review this intersection to determine the optimum time for the signal installation and budget the funds for this signal.

FIVE POINTS

This intersection is a landmark for the City. Five Points currently serves as the public’s perception of the eastern limits of the historic portion of Milford. However, some of the adjacent land use is not conducive to a positive visual impact and the traffic control and signage is not friendly to visitors or pedestrians. Furthermore, the traffic control does not comply with the current standards.

The City should bring the traffic control into conformance with the current standards, (this includes the pedestrian crossings) and improve the route signage along with adding the appropriate signage to Milford points of interest. Consideration should also be given to adding green space within the area intersection to enhance the visual appearance.

Improvements to increase traffic carrying capability of both corridors will be implemented in the future. As these improvements are made, the urban design aspects of the roadways should be included in the design and engineering of the improvements. The urban design considerations should strive to convey as sense of visual continuity and visually reinforce to the motorist that he/she is moving toward the center of the city.
ROUTE 28 CORRIDOR

MEDIAN: Among options being considered for this corridor is the creation of an additional turning lane along the corridor between Five Points and I-275. If the right-of-way is ample to accommodate a median as a part of the turning lane, it should be implemented. The median should be landscaped with trees and at strategic intersections with seasonal blooming plants.

LANDSCAPE BUFFER: The parcels on the south side of the roadway east of Brooklyn Avenue visually bleed into the roadway as a result of large, uninterrupted paved areas. A landscape buffer at the edge of the roadway would provide the visual continuity sought for the roadway. In any location along the roadway where paving is over 100 foot frontage along the roadway and is over 75 feet deep from the roadway, a landscape buffer should be introduced to define the roadway corridor.

ACCESS POINTS: A reduction in the number of curb cuts is being considered for the roadway, with left turn lanes provided at the designated access points. These access points should have signage designed to direct the motorist to the businesses which are accessible at each access point and include landscaping with the signage.

GUIDEPOSTS: Along the route into the city, a thematic sign should be introduced at the roadside which identifies for the motorist how far he/she is from the center of the City. The guideposts should be located at regular intervals and at important intersections have markers to other districts in the City and/or prominent business destination points.

FIVE POINTS: This strategic intersection is the place in the city where a "highway" scale of roads and businesses meets the downtown/city scale of businesses and streets. The roadway corridor should visually reinforce this change in scale and change of "place" in the city. The Five Points area should have additional landscaping at the side of the roadway and thematic signage to assist the motorist in reaching his/her destination. Additionally, the amount of paving at this intersection is large and visually overwhelming for the pedestrian. The pavement is so wide, that for an uninitiated motorist, the driving lanes are somewhat obscured. The amount of pavement should be carefully analyzed and reduced if possible. In the place of pavement could be landscaped islands. The landscaping should be low so as not to obscure viewing distances for the motorist yet provide visual interest and seasonal color to visually reinforce this special crossroads in the City.

ROUTE 50 CORRIDOR

The Route 50 corridor is similar to Route 28 in that it has a "highway aesthetic" with large amounts of paving, buildings set back a long distance from the roadway, and a general lack of landscaping. It is different from route 28 in that the three are three distinctly different environments along the roadway: I 275 exit ramp to I 275 overpass, I 275 overpass to 131 intersection, 131 intersection to five points. The design commentary which follows will be
oriented to the three segments; it will be apparent to the reader which comments are oriented to the three segments.

VISUAL LINK WITH RIVER: The west-bound motorist should be able to have a brief view to the East Fork of the Little Miami River at the bend in the river near the roadway. Minimal thinning of trees will begin the process of instilling in the visitor the notion that Milford is a river-city.

LANDSCAPE BUFFER: Existing land uses on the south side of the corridor west of I-275 should be screened by a landscape buffer at the side of the roadway. The City should coordinate with land owners to cooperative implement and/or maintain the landscape buffer.

GATEWAY PORTAL: The City should work with federal and state agencies as required to utilize the overpass at I-275 as a gateway portal to the City. The overpass is one of the few overhead structures at a major roadway (the railroad overpass at Route 50 is the other) and should be explored to create a well designed graphic welcoming motorists to the City.

BERM: A landscape berm should be created on the north side of the roadway west of Route 131 along the Shopping Center. The berm will provide visual continuity to the roadway and be a counterpoint to the large paved area of the shopping center parking lot.

STREET TREES: Trees should be planted on the south side of the roadway west of Route 131 to Five Points. The trees should be hardy in a roadway environment, and be indigenous to the region. The notion is to visual soften the large paved areas and provide continuity to the corridor. Street trees should be planted on both sides of the street west of Robbie Ridge.

CIVIC BUILDINGS: The Public Library and Post Office should be visually enhanced in keeping with the civic status of the buildings. The City should work cooperatively with the Clermont County Library and the Postal Service to provide special lighting and landscaping at these important facilities to make them appear as visual landmarks in the City. (Also, see downtown section on Civic Buildings.)

Strategy 10 - Focus on the Uptown Shopping areas

The large number of vacancies in the Milford Shopping Center are of concern to the residents of Milford. Uncertainty as to how long the Kroger in Clermont Shopping Center will be in operation with the new location in Mulberry Square is also a concern.

The City was seen as potentially playing a role working with local businesses to shore up vacancies and to attract new tenants to all commercial space in the community.

The commercial area along Route 50 west of Route 131 has a large number of vacancies, particularly at the Center on the north side of the roadway. This contributes to a less than
desirable image (on of a lack of vitality) for the community. The City and owner should work together to address the vacancy issue in both the short and long term.

In the short term vacant shops could be filled with displays of the visual arts such as art work by local residents and school children or videos about local events playing on large monitors with speakers outside the shops. Exhibits about local history, or upcoming events could be artfully represented with displays which change from time to time. Local craftsmen could set up working shops so that pedestrians could watch the fabrication of wood crafts or a seamstress make a gown or costume. The intent in the short term is to have some activity in every shop window.

FILL VACANCIES: In the long term, the City and Owner should work together to fill the vacant shops. The tenants in the shops should be selected to be viable types of businesses with strong probability of success at the Uptown location. The array of tenants should be modeled after the demographic life style clusters noted in other sections of the Plan.

COMPLEMENT TO DOWNTOWN: The commercial environment along Route 50 is different from that of downtown. The City should coordinate and facilitate the development of the two commercial areas so the potential of complementing one another is achieved. The commercial environment of Route 50 is a highway commercial, with destination oriented commercial and fast food dominating the commercial scene.
OUT LOTS: The parking area of the Uptown Center appears to be only moderately utilized. The City and Owner should cooperatively explore the amount of parking needed by the commercial floor area, and if possible, allow the creation of outlots close to the Route 50 corridor to visually break-up the large parking area. As outlots are developed, they should be well landscaped and conform to signage and building design guidelines initiated by the City.

SIGNAGE: The signage at the Center is visible from the Route 50 corridor, but it lacks visual interest, and the signs of the large tenants often competes with the signs of the smaller tenants, to the detriment of all. The City, building owner, tenants and a graphic designer should cooperatively explore creative means to redesign the graphics for the total center and for each shop so that the graphics themselves establish a design theme for the center. The name "Uptown Center" should be explored as a means of establishing the Route 50 shopping area as distinct place in the city, and as a means of establishing an overall theme for the center.

Strategy 11 - Raise the awareness of the historical nature of the community

Milford is a community with a lot of history. Creating a theme of historically significant buildings and areas would attract more visitors to the community. A key element to making this strategy successful is the coordination of all brochures, signs, markers, and the like having to do with Historic Awareness. To this end, a brief introduction to the breadth of the historic message is presented here.

The local historical society or board
should work closely with the City to establish the overall direction for the historic "story" of Milford. Once the overall story is established, the sites for designation and each site's "chapter" of the story can be prepared. The message of the history of the area should include the cultural history of the region and the city, including Native American settlements and communities. Additionally, the story could be broadened to include natural history. The geology of the region, the formation of the Little Miami and the East Fork Little Miami River, the current wildlife habitats and the flora communities in the area.

The historic story would have as one of its centerpieces Promont, but other events such as the First Methodist Class should be included. The way that Milford was given its name should be portrayed in creative ways including the story of mills and ford of the river.

In addition to a technically accurate record of the history of the area, it would be desirable to include anecdotal historical events which took place in the City. These may best be obtained by talking with the City's most senior residents, and researching old journals and newspapers.

The intent of the story of the history of the area is to make it interesting and to "come alive" with how it is portrayed.

GENERAL SIGNAGE: The signs at each historic site should be identical in format and all should carry a logo of the City and/or historic society/board. In addition to ground signs at significant historic sites, there could be sidewalk markers throughout the city portraying anecdotal historic events which add a "personal touch" to the historic story.

BUILDING SIGNS: Each building in downtown, and as may historic residences as possible, should have a sign near the major entry identifying when the building was built, the name of the Architect or Engineer, what the building was first used for (or who first resided in the house), and significant other uses or residents.

DRAMA: It is possible that at certain times of the year there could be a re-enactment of the fording of the river and the settlement of Milford. At other times, the means used at the first mill at the city. This type "live event" could also include brief classes for adults and/or children to investigate the aquatic environment at the river's edge. Such events should be well publicized, and coordinated by the entity responsible for historic awareness.

Strategy 12 - Create gateways at entry points into the city

There are hundreds of thousands of travelers moving to and through the region each day. Those who are not familiar with the metropolitan region, and probably are not even aware of the existence of Milford, other than perhaps a vague recollection of an I-775 sign noting the Milford exit at Route 28. Each of these motorists is a potential visitor to Milford but few are actually being invited to pause or stop at Milford.
The first "gateway" therefore, is not a land parcel, but is rather the interstate routes which converge on an intersect with I 275. This is to say the City could be a pause-point for the motorist travelling by Milford, perhaps to pause for lunch, dinner, an overnight stay, or simply a place to relax for a brief time, as a part of a longer journey.

Milford has the opportunity to announce itself to the motoring public just as other attractions are announced along the highways and interstates—the billboard, and brochures in rest stops. There is a vast audience of possible visitors to Milford shops, restaurants, and service establishments, but Milford will have to assume a leadership role if the opportunity is to be seized. Brochures could be designed and distributed along the routes at distances several hours in advance of the Milford destination. Many communities and towns in Kentucky have creatively responded to this opportunity.

In preparation for depicting the portrayal of Milford, the City should develop a theme, for example: Milford-on-Miami; Historic Milford; Milford the Pedestrian Place; or Scenic Milford a River City.

The theme should be carefully considered with professional marketing assistance. Once the theme is established, unique graphics and a logo should be prepared and used in all literature describing the City. The same logo should be used on City stationery and all City vehicles and equipment.
ROUTE 28 AND 50

In addition to the gateways along the highways and interstates leading to Milford, there are two land parcels which are the de facto gateways to the City. These are the intersections of the exit ramps from I 275 at the local highways: Routes 28 and 50. At these locations a special gateway design should be created through the cooperation of the City and the land owner.

The gateways may take many different forms, but should include an identifiable physical form—sign, kiosk, landscaping—which identifies Milford and visually reinforces a positive image for the City. The logo should appear on all signage at gateway locations.

The gateway could be a single location on a small plot of only 1,000 to 2,000 square feet, or if it can be coordinated could be as large as a small single family home lot. The gateway should be recognizable to everyone passing by as a special place and the gateways at the two locations should be similar in visual image, although would not have to be identical in appearance. The design palette of the gateways should include the following.

LANDSCAPING: The site should be impeccably landscaped with plants that bloom in each season. Additionally there should be evergreen plants and shrubs which present a green image throughout the winter season and which are picturesque when snow falls.

KIOSK: The signage at the gateway announcing the entrance to Milford should be three dimensional and be like a small kiosk or gazebo. The structure would not be used for human habitation, but convey the image of a place a person would feel good about visiting.

LIGHTING: The sign/kiosk should be illuminated during the entire evening so that it is visible 24 hours a day. Lighting should be with lamp types which do not change the "color" of the gateway at night, avoid lights which cast a yellow, pink, or greenish-blue light.

BANNERS AND FLAGS: The gateway could contain a flag pole or flag-pole-like structure for flying banners during special events in Milford. Alternatively, the Logo of the City could be used to create a flag for the City to fly at all times with the United States flag.
CHAPTER 5: IMPLEMENTATION

Introduction

Implementing the strategies recommended in the Plan will require the involvement and commitment of the City Council, City Planning Commission, the City Manager and all City Departments. In addition, the residential and business communities in the city will also have to throw their support behind implementation of the Plan if it is to succeed.

Following the public hearing process, and once this plan is approved by City Council, the Plan and the recommended Strategies serve two primary purposes:

- They become official policy guidelines to be used by the city staff in the review of each zone change that comes before the Planning Commission; and

- They become the basis for a coordinated city work program that would lead to the implementation of the various elements of the Plan. Following are specific recommendations that will assist the City in implementing the Plan.

Recommendations

If the Plan is to be implemented, it will need the support of all the various groups listed above. In order to rally and organize that support, it is recommended that the following steps be taken towards implementation.
1. Adoption of the Comprehensive Plan by City Council.

If the Plan is to move forward, the Planning Commission must recommend to the City Council, and the City Council must act, to adopt the Comprehensive Plan as the official planning and development policy of the City. When adopted by the Planning Commission and City Council, two recent traffic studies, which were completed for the city under separate contract by Roberts Engineering, Inc., should be included as part of this Plan and adopted with it. These two studies are entitled: Corridor Master Plan, Volume I and II, February, 1993; and Milford 402 Study, September 1993.

It is further recommended, that the Council, in consultation with the Planning Commission, authorize the designation or establishment of a group in the community to take responsibility for shepherding the Plan through the implementation process. Given the current workload of the existing city staff and the lack of an economic development director for the City, it is incumbent upon the Planning Commission and Council to designate or establish a group to take responsibility for moving the Plan to action.


Working with a mandate from the Planning Commission and the Council, this Task Force would be designated/established to be the proponent for the Plan. This group should contain representatives of both the residential community and the business community as well as representatives from the city and county.

This group would have a budget and would need to be a strong force in the region. This group would be proactive in seeking development and jobs for Milford. It would probably need to have a full-time paid executive director. Given the tight financial situation in the community, it is going to take a strong group, with an experienced full-time director, to leverage the resources the community does have, to provide the maximum return on investment for the community.


Given that the strategies identified in the Plan are comprehensive in nature, it will be necessary to break these strategies down into more digestible components. Table 12 on the following page identifies the 12 strategies and indicates their relationship to each of the communities goals. In the last column on the right, the 12 strategies have been prioritized by the consulting team. These priorities are based on what seemed to be a natural sequencing of events as well as acknowledgement of the limited resources available to the community. Following is a list of the strategies by their recommended priorities.
## MILFORD COMPREHENSIVE PLAN

### GOALS AND STRATEGIES RELATIONSHIP MATRIX

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SHORT RANGE (1-12 months)

- River Access
- Stabilize Old Downtown
- Opportunity Sites
- Milford Shopping Center
- Gateways and Nodes

MID RANGE (1-3 years)

- Downtown Traffic Flow
- Downtown Parking
- East Miami Business Park
- Bikeway
- Historic Milford

LONG RANGE (3-5 years)

- Downtown Riverfront Development
- Traffic Routes 50 & 28

The Task Force, working with the prioritized strategies, should break them down into even smaller components. For instance, the first year work program of the Task Force should have the following items on its "To Do" list. This list assumes that a director is in place at the beginning of the program year.

1. Establish a "Theme" for Milford by the end of the third quarter.
2. Develop a "Logo" for Milford by the end of the third quarter.
3. Co-sponsor a special event in the old downtown by the end of the fourth quarter with the Chamber, City, and other business groups.
4. Establish a prioritized list of safe "River Access" points in Milford by the end of the first quarter.
5. Promote safe "River Access" at the designated access points in a brochure to the community by the end of the third quarter.
6. Inventory all "Opportunity Sites" in the city by the end of the first quarter.
7. Prepare a prospectus on the six top sites by the end of the fourth quarter.
8. Initiate dialogue and contact with all tenants in the Milford Shopping Center by the end of the fourth quarter.
9. Select one "Gateway" into the community and develop a concept for its improvement and identification.
Special Land Use Districts

Milford currently does not have a land use plan. All changes in land usage are made as a reaction to outside requests as opposed to any proactive initiatives by the City. The zoning map, which is used for land use decisions, apparently evolved from land uses at the time the zoning was implemented and decisions as to what adjoining uses may have been appropriate at that time.

The public has, without question, stated that it wants Milford to increase job opportunities and the tax base. Therefore, the City must decide what types of growth are desired, within its limits of control, to accomplish these goals. This can only be accomplished by analyzing all of the assets of the City and deciding which areas can and need to be redeveloped. This assessment must include all infrastructure as well as vacant and underdeveloped land.

Milford should develop and adopt a land use plan which can be used as a tool for both controlling and encouraging future development. This plan must consider the City’s goals of increasing employment opportunities, maintaining existing business and improving the tax base as well as keeping Milford a “nice place to live”.

Even with a comprehensive land use plan, the City Government, as it currently exists, has little to no control over the types of businesses or residences that decide to locate in Milford as long as the development plans meet all City criteria. Although this will always be the case to some extent, by taking a more proactive role in business development, the City can seek out and encourage the types of development it feels best meets the goals and objectives of the City. This approach would benefit both the residential and business population of the City.

The map on the following page, presents a composite of the land use recommendations from all 12 strategies. Entitled "Special Land Use Districts", the map provides a guide to the best possible land use developments based on the Plan’s development strategies. If adopted by the Planning Commission and the City Council, this map will become a key element in the definition of the City’s development policy.

The large folded map located in Appendix F of this document, entitled "Proposed Land Use Plan, Milford, Ohio" dated October, 1994, presents a geographically comprehensive proposed land use plan for Milford. This map is based on the results of the analysis conducted as part of this comprehensive planning process and reflects land use considerations as defined by the 12 strategies and reflected in the "Special Land Use Districts" map. This "Proposed Land Use Plan" provides the necessary guidance and direction for updating Milford’s zoning ordinance and districts.
COMPREHENSIVE PLAN

Milford, Ohio

SPECIAL LANDUSE DISTRICTS

- Gateway
- Riverfront Residential
- Historic Shopping
- Riverfront Recreation
- Future Roadways
- Light Industrial Planned Development

by
Project Market Decisions
Roberts Engineering
APPENDIX A

INTERVIEW SUMMARIES
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**Notes:**
- Data entries are placeholder values.
- Categories and columns are for illustrative purposes.
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**Schools:**
- Good - Reasonable to excellent, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Downtown:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Recreation:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Shopping:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Movie Theaters:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Health Care:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Traffic:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Overall Potential:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages

**Comments:**
- Excellent - Reasonable, fair test scores, children of all ages
- Average - Reasonable, children of all ages
- Low - Poor, children of all ages
APPENDIX B

SURVEY SUMMARIES
1. Do you live in Milford?  X YES  o NO
2. Do you work in Milford? o YES X NO

For each statement below, check the one box that reflects your overall opinion about Milford:

3. Milford is a great place to live/work
4. Milford has changed for the better in the last 10 years.
5. Milford should stay the way it is in 1994.
6. Milford should grow in size and population.

For each phrase about Milford listed below, check the one box that reflects your opinion:

7. Milford is a good place to live/work because of:
   A. Adequate Job Opportunities
   B. Attractive Location on Little Miami River
   C. Good Public Schools
   D. Little Traffic Congestion
   E. Adequate Parking for Shopping
   F. Choice of Different Types of Housing
   G. Good Parks and Recreation Facilities
   H. Good Parochial Schools
   I. Low Property Taxes
   J. Low Income Taxes
   K. Good Downtown Shopping
   L. Good Shopping Centers
   M. Good City Government/Leadership
   N. Good City Services (Police,Fire,Etc.)
   O. Good Roads
   P. Strong Neighborhoods
   Q. Easy Pedestrian Access to Businesses
   R. Other (please specify)

8. A Goal for Milford should be to:
   A. Create More Jobs/Tax Base
   B. Develop More Apartments
   C. Develop More Single Family Housing
   D. Develop More Low Income Housing
   E. Develop More Elderly Housing
   F. Revitalize the Downtown Shopping Area
   G. Revitalize Other Shopping Areas
   H. Develop Other Shopping Areas
   I. Expand Park and Recreation Facilities
   J. Increase Parking Downtown
   K. Reduce Traffic Congestion
   L. Improve Access to Rivers
   M. Improve/Replace City Hall Building
   N. Revitalize Old Downtown Area
   O. Improve Water/Sewer Facilities
   P. Improve Street Maintenance
   Q. Other (please specify)
9. For each possible goal listed below, check all the groups you believe should be responsible for implementing Milford's Goals:

A. Creation of More Jobs/InCREASE Tax Base  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

B. Development of More Apartments  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

C. Development of More Single Family Housing  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

D. Development of More Low Income Housing  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

E. Development of More Elderly Housing  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

F. Revitalization of Downtown Shopping  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

G. Revitalization of Other Shopping Areas  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

H. Increase in Parking Downtown  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

I. Expansion of Park and Recreation Facilities  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

J. Develop Other Shopping Areas  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

K. Reduce Traffic Congestion  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

L. Improve Access to Rivers  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

M. Improve/Replace City Hall Building  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

N. Revitalize Old Downtown Area  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

O. Improve Water/Sewer Facilities  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

P. Improve Street Maintenance  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

Q. Other (Please Specify)  
   - City Council  
   - City Admin.  
   - Business Owners  
   - Residents  
   - Private Developers

10. Please check the box which indicates the number of times in the last twelve months your household/business has visited the following areas:

   A. Old Milford Downtown  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   B. Other Milford Shopping Areas  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   C. City Hall/Safety Building  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   D. City Park/Recreation Facilities  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   E. Little Island River  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   F. Bike Trail  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   G. SEM Complex/Naval Base  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

   H. Special Events/Festivals  
   - 0  
   - 1-10  
   - 11-20  
   - More Than 20

11. Please check the box which indicates the average number of times your household or business shops in Milford at the following types of establishments:

   A. Lumber & Building Materials  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   B. Paint & Wallpaper  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   C. Hardware  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   D. Discount Stores  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   E. Grocery  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   F. Bakery  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   G. Auto/Truck Dealer  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   H. Gasoline Station  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   I. Auto/Truck Repair  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   J. Men's Clothing  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   K. Women's Clothing  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   L. Children's Clothing  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   M. Shoe  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   N. Furniture & Appliance  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   O. Antique Store  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   P. Family Style Restaurant  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   Q. Fast Food Restaurant  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   R. Drug Store  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   S. Sporting Goods  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   T. Jewelry  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   U. Hobby & Toy  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   V. Cards & Gifts  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   W. Specialty Store  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   X. Banks & Savings  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   Y. Beauty/Barber  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   Z. Florist  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   AA. Doctor/Dentist  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week

   AB. Other Professionals  
   - Once a Month  
   - 2-3 times  
   - Once a Week  
   - More Than Once a Week
12. The best shopping area in Milford is ___________________________ Why? ____________________________________________________________
13. The best residential area in Milford is ___________________________ Why? __________________________________________________________
14. The best recreation area in Milford is ___________________________ Why? __________________________________________________________
15. The best park in Milford is ____________________________________ Why? __________________________________________________________
16. The most attractive area of Milford is ____________________________ Why? __________________________________________________________
17. The best thing about Milford is _________________________________ Why? __________________________________________________________
18. Additional comments: ________________________________________

19. Pretend you have $100 of extra money to distribute among the following possible goals. Enter the amount you would spend on each goal in the circle on the right, making sure your total amount spent equals $100. If you would be willing to raise additional funds to spend on any of these possible goals, please enter a check in the column on the right.

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20. If you are answering this survey as the head of a household...
21. How many people live in your household? ______
22. How long have you lived in Milford? ______ yr
23. What is the age of the head of your household? ______ yrs
24. How many people in your household are under the age of 18? ______
25. Do you own your own home? Yes [ ] No [ ]
26. What is your approximate household income per year? (Check one below)
   - Less than $50,000
   - $50,000 to $99,999
   - $100,000 to $199,999
   - $200,000 to $299,999
   - $300,000 and above

If you are answering this survey as a business owner...
27. How many employees do you have in Milford? ______
28. How many years has your business been located in Milford? ______
29. What is your principal kind of business?
   (Retail, Manufacturing, Service, etc.) ____________________________

Thank You!

DO NOT STAPLE

PLEASE FOLD, TAPE AND MAIL WITH RETURN ADDRESS ON THE OUTSIDE.

Miller, Ohio 45150-9876
29 High Street
City of Milford

FIRST CLASS MAIL PERMIT NO. 221, MILFORD, OH 45150
BUSINESS REPLY MAIL

POSTAGE

NO POSTAGE NECESSARY IF MAILED IN THE UNITED STATES
1. Do you live in Milford? YES NO
2. Do you work in Milford? YES NO

For each statement below, check the one box that reflects your overall opinion about Milford:

3. Milford is a great place to live/work.
4. Milford has changed for the better in the last 10 years.
5. Milford should stay the way it is in 1994.
6. Milford should grow in size and population.

For each phrase about Milford listed below, check the one box that reflects your opinion:

7. Milford is a good place to live/work because of:
   A. Adequate Job Opportunities
   B. Attractive Location on Little Miami River
   C. Good Public Schools
   D. Little Traffic Congestion
   E. Adequate Parking for Shopping
   F. Choices of Different Types of Housing
   G. Good Parks and Recreation Facilities
   H. Good Parochial Schools
   I. Low Property Taxes
   J. Low Income Taxes
   K. Good Downtown Shopping
   L. Good Shopping Centers
   M. Good City Government/Leadership
   N. Good City Services (Police, Fire, Etc.)
   O. Good Roads
   P. Strong Neighborhoods
   Q. Easy Pedestrian Access to Businesses
   R. Other (please specify)

8. A Goal for Milford should be to:
   A. Create More Jobs/Tax Base
   B. Develop More Apartments
   C. Develop More Single Family Housing
   D. Develop More Low Income Housing
   E. Develop More Elderly Housing
   F. Revitalize the Downtown Shopping Area
   G. Revitalize Other Shopping Areas
   H. Develop Other Shopping Areas
   I. Expand Park and Recreation Facilities
   J. Increase Parking Downtown
   K. Reduce Traffic Congestion
   L. Improve Access to Rivers
   M. Improve/Replace City Hall Building
   N. Revitalize Old Downtown Area
   O. Improve Water/Sewer Facilities
   P. Improve Street Maintenance
   Q. Other (please specify)
9. For each possible goal listed below, check all the groups you believe should be responsible for implementing Milford’s Goals:

A. Creation of More Jobs/Increase Tax Base
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

B. Development of More Apartments
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

C. Development of More Single Family Housing
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

D. Development of More Low Income Housing
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

E. Development of More Elderly Housing
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

F. Revitalization of Downtown Shopping
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

G. Revitalization of Other Shopping Areas
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

H. Increase in Parking Downtown
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

I. Expansion of Park and Recreation Facilities
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

J. Develop Other Shopping Areas
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

K. Reduce Traffic Congestion
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

L. Improve Access to River
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

M. Improve/Replace City Hall Building
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

N. Revitalize Old Downtown Area
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

O. Improve Water/Sewer Facilities
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

P. Improve Street Maintenance
   - City Council
   - City Admin.
   - Business Owners
   - Residence
   - Private Developers

Q. Other (Please Specify) _______________________

10. Please check the box which indicates the number of times in the last twelve months your household/business has used/visited the following areas:

- A. Old Milford Downtown
- B. Other Milford Shopping Areas
- C. City Hall/Safety Building
- D. City Park/Recreation Facilities
- E. Little Miami River
- F. Bike Trail
- G. SEM Complex/Naval Station
- H. Special Events/Festivals

11. Please check the box which indicates the average number of times your household or business shops in Milford at the following types of establishments:

* If you usually shop outside of Milford at any of these types of establishments please enter a check in the first column on the right.

- A. Lumber & Building Materials
- B. Paint & Wallpaper
- C. Hardware
- D. Discount Store
- E. Grocery
- F. Bakery
- G. Auto/Truck Dealer
- H. Gasoline Station
- I. Auto/Truck Repair
- J. Men’s Clothing
- K. Women’s Clothing
- L. Children’s Clothing
- M. Shoe
- N. Furniture & Appliance
- O. Antique Store
- P. Family Style Restaurant
- Q. Fast Food Restaurant
- R. Drug Store
- S. Sporting Goods
- T. Jewelry
- U. Hobby & Toy
- V. Cards & Gifts
- W. Specialty Store
- X. Banks & Savings
- Y. Beauty/Barber
- Z. Florist
- AA. Doctor/Dentist
- AB. Other Professionals

---

Milford Comprehensive Plan -- February 21, 1994
If you are answering this survey as a business owner...

26. How many employees do you have in Milford? ___
27. How many years has your business been located in Milford? ___
28. What is your principal line of business? (Retail, Manufacturing, Service, etc.)
   Auto Sale 5%
   Beauty Salons 5%
   Engineering 10%
   Human Services 5%
   Museums 5%
   Printing 5%
   Retail 30%
   Sales & Service 5%
   Secretarial 5%
   Service 25%

DO NOT STAPLE

PLEASE FOLD, TAPE AND MAIL WITH RETURN ADDRESS ON THE ENVELOPE

City of Milford
29 High Street
Milford, Ohio 45150-9876

FIRST CLASS MAIL PERMIT NO. 221 MILFORD OH 45150

BUSINESS REPLY MAIL

NO POSTAGE
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IF MAILED IN THE USA
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We're Cooking Up Milford's Future! Come Share Your Ingredients!

for Milford will increase to $36,471 (73% percent increase) in the year 1998 as compared to $40,354 (24 percent increase) in Clermont County.

Population Change
Milford's population is expected to remain stable with a slight increase over the next five years. It is clear that the City now has a smaller portion of the county's population than it has in the past, but because Milford is losing residents, but due to the rapid growth in the balance of Clermont County.

Elderly Households
In 1998, it is estimated that the city of Milford had 970 households over the age of 65. This represents 35.6 percent of Milford's households and 10.7 percent of the total 65+ age households in Clermont County. Projections for 1994 indicate that over 37 percent (1994) of Milford's households will be headed by persons 65 or over.

Household Income
According to the 1990 U.S. Census (1999 income), the median household income in Milford was $21,073 as compared to $36,471 for Clermont County. It is projected that the median.

Come join us at the Blossom Festival on Saturday, June 11th. We will be near the Main Street entrance of the municipal building. Bring your ideas for the important ingredients for Milford in the year 2000 and let's see what we can cook up together!

City of Milford — Roberts Engineering — Harley Hullmann Architects — Project Market Decisions
1. Access to River
   - Enhance existing access points
   - New access points at public streets
   - Canoe/Tube rental points
   - Greenways/Blueways along strategic stretches of the rivers

by
Project Market Decisions
Roberts Engineering
COMPREHENSIVE PLAN
Milford, Ohio

2 DOWNTOWN RIVERFRONT
- Park-esplanade
- Housing
- Retail
- Recreation
- Along entire downtown waterfront

by
Project Market Decisions
Roberts Engineering
COMPREHENSIVE PLAN
Milford, Ohio

3 ONE WAY COUPLER DOWNTOWN
- Traffic signal modifications
- Turning maneuvers
- Gateway at north
- Confluence at bridge(s)
- Redevelopment along Water Street

by
Project Market Decisions
Roberts Engineering
Harley Hollmann Architects
COMPREHENSIVE PLAN
Milford, Ohio

4. DOWNTOWN PARKING

- On-street parking
- Off-street parking
- Landscaping

by
Project Market Decisions
Roberts Engineering
Hilbert-Hall Engineering
COMPREHENSIVE PLAN
Milford, Ohio

5 DOWNTOWN SHOPPING

- Hours of operation
- Special event promotions
- Special parking
- Handicapped access
- Benches

- Signage
- Architectural details
- Infill at missing facades
- Add specialty food shops

Project Market Decisions
Roberts Engineering
6 EAST MIAMI BUSINESS PARK

- Recreation at River
- Job/Tax base creation
- Route 131 extension
- Mixed Use Interstate Highway Functions
- New image along Interstate

by
Project Market Decisions
Roberts Engineering
Harley Hollmann Architects
7 BIKEWAY
- Access across river
- Loop through City
- Link existing and new parks
- Link historic sites

by
Project Market Decisions
Roberts Engineering
COMPREHENSIVE PLAN
Milford, Ohio

8 TARGET/OPPORTUNITY SITES
- Orange Building
- Vacant auto dealership
- Vacant land south of bridge
- Land for sale along Routes 28/50
- North end downtown one way streets
- East Miami Business Park

Project Market Decisions
Roberts Engineering
Harley Hollmann Architects
9 TRAFFIC ROUTE 28/50

- Additional turning lanes
- Add landscape median
- Add landscape berms
- Minimize curb cuts/access points
- Traffic signals

by

Project Market Decisions
Roberts Engineering
Underhill, Helen, et al.
COMPREHENSIVE PLAN
Milford, Ohio

10 UPTOWN SHOPPING CENTER
Modify mix of uses
Add hotel/motel
Fill vacant parts of center
Add landscaping
Modify signage
Add accessory uses in parking lot

by
Project Market Decisions
Roberts Engineering

[Diagram with various symbols and annotations]
COMPREHENSIVE PLAN
Milford, Ohio

12 GATEWAYS

- Add signage along Interstate
- Create a visual Theme for Milford
- Park/open space at each gateway
- Signage into the City along highways

by
Project Market Decisions
Halpern Engineering
APPENDIX D

MILFORD CENSUS TRACT MAP
APPENDIX E

PRIZM CLUSTER METHODOLOGY
INTRODUCTION

The analysis of consumer lifestyles and purchasing preferences for Milford is based on the Cluster System developed by Claritas Corporation, Arlington, VA, a leading market research and demographics company serving the private sector.

A Cluster is a grouping of households exhibiting homogeneity in lifestyle and consumer patterns. Claritas has identified 40 such unique Clusters as being currently descriptive of distinctive household groupings ("neighborhoods") in the U.S.

The Cluster System utilizes geo-demography, a new perspective which permits marketing demand and supply data to be linked, correlated, profiled, and evaluated across the 40 Clusters, in addition to traditional univariate demographic data. The resulting 40-point lifestyle segmentation system is strong enough to explain and accurately predict consumer behavior at any local market level.

In 1974, Claritas developed three basic Cluster Systems, each using a different small area as a base: The ZIP-Market Cluster System, The Block-Group Cluster System, and The Census Tract Cluster System. The ZIP-Market Cluster System is widely used by marketers selling ad-supported products via retail because ZIP's permit analysis and subsequent targeted marketing across the entire U.S. for the purposes of this analysis, however, an adaptation of The Block-Group Cluster System because it allows for a more accurate and detailed analysis for a specific area -- the trade area.

All three Cluster Systems stem from the same basic approach to geo-demography developed by Claritas. The rationale for this approach, the methodology employed to create the Clusters, a discussion of how Clusters are used in Milford, and a more detailed description of each Cluster group and individual Cluster follow.

RATIONALE

The Cluster technology has as its foundation the concept that demographic variables which define homogeneous neighborhoods are significantly correlated to resident consumer purchase patterns. The homogeneity of the Cluster System neighborhoods is often questioned by persons hearing of the System for the first time. This is due to the fact that marketing perspectives have long been focused on univariate demography. There is a tendency to define homogeneity in a vertical context, implying that all persons living in a given neighborhood should somehow be identical, i.e., all nuclear families, or swinging singles; all executives, or hard hats; all rich or poor; all black or white.
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

Almost all market studies for business districts describe the consumer population of the district merely in terms of size, income, tenure, etc.

However, these are univariate criteria, used over the past quarter century to segment and target mass markets. The Cluster System is a multivariate creation, designed to segment and target neighborhoods.

The word 'homogeneous' may be correctly applied to any classification of things which have 1) a similar nature, or 2) a uniform composition, or 3) equivalent mathematical dimensions. It may describe a grouping of individuals or, with equal validity, a grouping of neighborhoods.

Obviously, all neighborhood residents are not identical. In an urban neighborhood, the jet-setter may live a block from the welfare recipient. In the rural neighborhood, the gentry may dwell amongst the villagers. Such are the realities of community structure, which in turn provide the building blocks of the Cluster System.

**Homogeneity, as employed by the Cluster System, means that all neighborhoods (for Milford, all block groups) within a given Cluster will share highly similar lifestyles and predictable consumer behavior.** This point has been proven many times during the past seven years by hundreds of marketers.

THE CLUSTER METHODOLOGY

**Database - The U.S. Census**

The Claritas Clusters are based on the 1980 Decennial Census of Population and Housing, which serves as the foundation for most domestic marketing information systems.

Census measures go well beyond those commonly associated with "demography" (e.g., age, sex, income, etc..) to include highly detailed, tabulated statistics for:

1. Marital status and family composition;
2. Ethnicity, languages, and national origins;
3. Educational attainments and school attendance;
4. Occupations and industrial classifications;
5. Urbanization and household densities;
6. Housing characteristics, rents, and values;
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

7. Residential tenure and mobility; and
8. Possession of automobiles, appliances, and household conveniences.

In all, the Census provides over 1,000 items of tabulated household demography, and this vast database is aggregated not only by Census Regions (9), states (50), SMSA’s (329), and counties (3,141), but also by the Census Bureau’s system of micro-geographic units (tracts/MCD’s, block groups, and enumeration districts).

Taken together, these data paint exceptionally vivid pictures of America’s neighborhoods and communities, and, while such Census micro units were never designed for business applications, they provided the building blocks to construct a powerful new system based on homogeneous Clusters.

Marketing Science

The 40 Clusters were created in three steps.

Step 1 - Census Data into ZIP’s

In 1973 Claritas became (and remains) the only firm to prepare the complete U.S. Census database of 1,000+ items for 35,600 of the nation’s residential ZIP Codes. This was done by reallocating Census micro data to each designated five digit ZIP service areas and route level. Each ZIP is a legitimate neighborhood of approximately 2,250 households and 6,300 people; these ZIP neighborhoods can be aggregated into many large contiguous marketing areas capable of being ranked and compared. (Claritas updates key data periodically, using Post Office “mail-drop” counts, Census Bureau update surveys, and proprietary sources.)

Step 2 - Multivariate Factor Analysis

In its second step, Claritas performed an exhaustive multivariate factor analysis on 535 basic measures of ZIP neighborhood demography.

These 535 variables covered an imposing range of population and household characteristics, broadly grouped into five domains:
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

1. Measures of Education and Affluence;
2. Measures of Family Life Cycle;
3. Measures of Mobility;
4. Measures of Ethnicity; and
5. Measures of the Housing Stock and Degree of Urbanization.

This multivariate analysis produced 34 key factors, which 'explain' (i.e., account for) 87% of the statistical variance between the neighborhoods.

**Step 3 - Hierarchical Cluster Analysis**

In its third and final step, Claritas rated all 35,600 ZIP residential neighborhoods on each on the key factors developed in Step 2. The computer was then instructed as follows:

1. Using all 34 key factor scores simultaneously, classify the 35,600 neighborhoods into unique types, or "Clusters", by
2. Maintaining maximum statistical distance between Clusters, and
3. Creating maximum statistical homogeneity within clusters.

Several Cluster models were appraised (i.e., 25, 40, 60, and 100-Cluster models), and the 40 Cluster system was selected as the ideal compromise between discriminating power and manageability.

However difficult the clustering process may be to visualize, the resultant Clusters proved to be wholly valid and exceptionally vital. Once created, each Cluster was carefully studied and documented to present a holistic, demographic portrait of a unique American neighborhood lifestyle, including consumer needs and preferences. The result is a lucid, predictive, 40-point market segmentation system which offers no disembodied cross tabs, but can view actual neighborhoods as containing real consumers who live and shop.

The spatial model example shown above is a four-dimensional simulation of the 40 Clusters. Its purpose is to provide an illustration of how the Clusters might relate to each other in terms of size, social rank, urbanization, and ethnicity. Each of the Clusters is depicted by a "balloon", anchored in space around a center axis, which represents the U.S. norm. The
size of a balloon approximates the percent of U.S. households represented by a Cluster. Each Cluster is plotted on the horizontal grid at a point which indicates its degree of urbanization and ethnicity. Social rank is plotted vertically. Clusters near the top enjoy the highest social rank, while Clusters near the base are the most downscale. For example, Cluster A, which represents a relatively small percentage of U.S. households, is composed of extremely upscale families in expensive suburban neighborhoods with a high social status. Cluster B is integrated and urban. Cluster C is downscale and rural. In this way, the 4-D model illustrates the great diversity of neighborhood lifestyles in America and how they might be defined by the Clusters.

General Use of the Cluster System

The defined Clusters are completely cross-referenced to all standard market definitions (counties, SMSA's, TV Markets, states, etc.). In addition, using the ZIP Code linkage, they are connected to syndicates of product and media data, client-supplied surveys, and customer files. The Cluster System has been successfully used for five years as a major component of PRIZM. PRIZM, Claritas' geo-demographic segmentation and marketing system, provides a marketer with the power to know exactly how large his market is, where it is located, and how to reach it most efficiently via distribution, media, and promotion -- at a local neighborhood level.

THE 1980 CLUSTER SYSTEM

In the fall of 1983, Claritas completed its thorough evaluation of the 1980 Census results and its effects upon the existing Cluster System. The existing system used 1980 data, but was created from the 1970 Census.

The major trends observed in Claritas' 1983 analysis are:

1. A sharp decline in average household size;
2. A national decline of home ownership relative to rents;
3. Static, aging homeowners in suburbs too costly for young families;
4. The widespread emergence of pre-and post-child families;
5. A retreat of nuclear families from urbanized areas;
6. The growth of senior retirement and singles-dominated communities;
7. A shifting of high-tech white-collar occupations to new
suburbs and exurban boom towns;
8. The declining industrial employment base;
9. Rapid growth in non-metro, sunbelt and Western areas;
10. The pronounced emergence of Black affluence;
11. A breakdown of European solidarity in many old urban neighborhoods;
12. New patterns of immigration; and
13. The burgeoning Hispanic minority.

As a result of these changes, eight new Clusters emerged. The 32 remaining Clusters experienced various modifications.

**SPECIFIC APPLICATION OF THE CLUSTER SYSTEM**

As mentioned earlier, for this analysis the Block-Group Cluster System. Approximately 215,000 Census micro-units of 1980 Census geography (Block Groups and Enumeration Districts), each averaging only 300 households, have been analyzed across the 40 Clusters and consequently assigned to one of the clusters.

Census block groups are administrative micro-units. They are too small to be considered "Neighborhoods" in the sense of supporting a commercial infrastructure or embracing a community lifestyle, but, being minuscule in size, are most often more homogeneous, demographically, than the ZIP's which surround them. They thus serve as an extremely accurate and flexible small area base for use in analyzing trade areas for Milford.

Because accurate trade areas definition is imperative, it is highly unlikely that the boundaries of a trade area could be adequately defined using only whole ZIP Codes; for Milford, therefore, the availability of the Block-Group Cluster System provides significantly high quality data.

Because trade area definition is in terms of whole census tracts, which are readily translated into block groups, the Block Groups Cluster System data is easily accessible. Once this is accomplished, the Cluster mix for the trade area is determined by statistically aggregating the Cluster data of the Block Groups involved. Thus, the consumer composition of the trade area emerges in terms of cluster mix, and becomes a key component of the City of Milford analysis.

**DESCRIPTIONS OF THE CLARITAS CLUSTER GROUPS AND INDIVIDUAL CLUSTERS**
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

Every ZIP, block group, and census tract in a Cluster System has been computer-assigned to one of 40 Clusters. The Clusters have, in turn, been assigned to broad Cluster Groups. A description of each of the Cluster Groups and each of the Clusters is presented below. These brief descriptions present the most significant national characteristics of the Clusters; more precise descriptions of the Clusters as they are found in the Trade Area appear in the text of the Report. These more precise descriptions are made possible by actual block group analysis of the Census data and by field analysis.

Each Cluster Group is identified by a Group Code and a Descriptive Title. Group Codes denote basic neighborhood types. Each Cluster is identified by a Cluster Number (randomly assigned by the computer during the creation of the Clusters), a Nickname (designed to capture the essence of a Cluster and trigger recollections), and a Thumbnail Description.

GROUP S1
Educated, Affluent Executives & Professionals in Elite Metro Suburbs

The three clusters in Group S1 are characterized by a) top socio-economic status, b) college-plus educations, c) executive and professional occupations; d) expensive owner-occupied housing, and e) conspicuous consumption levels for many products, goods and services. Representing only 4% of U.S. households, Group S1 contains about 20% of the national’s $50K+ household incomes, and an estimated third of its personal net worth.

No. 28 - Blue Blood Estates
America’s wealthiest socio-economic neighborhoods, populated by super-upper established managers, professionals, and heirs to "old money", accustomed to privilege, and living in luxurious surrounds. One in ten millionaires can be found in Cluster 28, and there is a considerable drop from these heights to the next level of affluence.

No. 8 - Money and Brains
Cluster 8 enjoys the nation’s second highest socio-economic rank. These neighborhoods are typified by swank, shipshape townhouses, apartments and condos, with relatively few children. Cluster 8’s contain private universities, and a mix of upscale singles. They are sophisticated consumers of adult luxuries - apparel, restaurants, travel, and the like.

No. 5 - Furs and Station Wagons
Third in socio-economic rank, Cluster 5 is typified by "new money", living in expensive new neighborhoods in the green-belt suburbs of the nation’s major metros, coast to coast.
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

These are well-educated, mobile professionals and managers with the nation's highest incidence of teenage children. They are winners - big producers, and big spenders.

GROUP S2
Pre- and Post-Child Families & Singles in Upscale, White-Collar Suburbs

The three Clusters in Group S2 typify a major U.S. trend toward pre- and post-child communities, with predominant one- and two-person households surrounding closed and half-filled schools. While significantly below S1 in socio-economic levels, S2's display all of the characteristics of success, including high-end occupations, and home values, with consumption levels to match.

No. 7 - Pools & Patios
While always less affluent, Cluster 7 originally resembled Cluster 5, being upscale greenbelt suburbs in a late child-rearing mode. But today, these children have grown and departed, leaving aging couples in empty nests too costly for young homemakers. Good educations, high white-collar employment levels, and double incomes assure "the good life" in Cluster 7.

No. 25 - Two More Rungs
Just behind Cluster 7 in affluence, Cluster 25 has a high concentration of foreign-born European ethnics, and is somewhat older, with fewer children. It is also more dense, with a higher incidence of renters in multiple-units, high-rise housing, with a northeastern geo-center. Cluster 25's show a high index for professionals, and more conservative spending patterns.

No. 20 - Young Influentials
Cluster 20's could be imagined as tomorrow's Cluster 8's. These are young metropolitan sophisticates, with exceptional high-tech, white-collar employment levels. Double incomes afford high spending, and lifestyles are open, with singles, childless couples, and unrelated adults predominating in expensive, one- and two-person homes, apartments, and condos. Cluster 20 is skewed to the new West.

GROUP S3
Upper-Middle, Child-Raising Families in Outlying, Owner-Occupied Suburbs

The two Clusters of Group S3 represent our newest minority - the nuclear family - mom, dad, and the kids. In this case, the families are upscale. Both Clusters show high indices for a) native-born whites, b) married couples, c) school-age children, d) double incomes,
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

e) new, single-unit, owner-occupied, suburban housing, and f) two or more cars. In short, S3 is the essence of the traditional "American dream".

No. 24 - Young Suburbia
Cluster 24 is one of our largest Clusters found coast to coast in most major markets. It runs to large, young families and ranks second in incidence of married couples with children. Cluster 24's are distinguished by their relative affluence and high white-collar employment levels. As a result, they are strong consumers of family products.

No. 30 - Blue Chip Blues
Cluster 30, ranked third in married couples with children, is similar to Cluster 24 on most dimensions save social rank, its predominant high school educations and blue-collar occupations being reflected in fewer high-end incomes and lower home values. However, high employment and double incomes yield similar discretionary spending patterns, and make Cluster 30 an outstanding market.

GROUP U1
Educated, White-Collar Singles & Ethnicities in Upscale, Urban Areas

With minor exceptions for Cluster 31, Group U1 is characterized by a) millions of young, white-collar singles and mixed couples, b) dense mid- and high-rise housing, c) upscale socio-economic status, d) cosmopolitan lifestyles, e) big city universities and students, f) many divorced and separated, g) high concentrations of foreign born, and h) an undeniable panache and notoriety. In mega-city America, this is where the action is.

No. 21 - Urban Gold Coast
Cluster 21 is altogether unique. It is the most densely populated per square mile, with the highest concentration of one-person households in multi-unit, high-rise buildings, and the lowest incidence of auto ownership. Other mosts: most employed, most white-collar, most professional, most rented, most childless, and most New York. Cluster 21 is the top in Urbania, a fit address for the 21 Club.

No. 37 - Bohemian Mix
It's only a $5 cab ride from "the East Side~ to "the Village". The drop in income and shift in perspective are far more dramatic. Cluster 37's are America's Bohemia, a largely-integrated, singles-dominated, high-rise hodge-podge of universities, hippies, actors, writers, artists, divorcees, widows, and races. An interesting phenomenon - Cluster 27's are chiefly found in major harbor cities.

No. 31 - Black Enterprise
New Cluster 31 is sixty percent Black, with median Black household incomes well above average and consumption behavior to match. A few downscale pockets can be found, exhibiting 5+ person households, divorces and separations, single parents, and female breadwinners. However, the majority of these Blacks are educated, employed, and solidly set in the upper middle class.

No. 23 - New Beginnings
This new neighborhood type emerged from the old Cluster 23. "Bunker’s" children are now largely techs and lower-echelon white-collars. The predominant age is 18-34, and the mode is pre-child. They are highly mobile, employed, divorced, and rented. Many 23's have provided homes for the steady flow of young migrants to the South and West in search of new job opportunities and lifestyles.

GROUP T1
Educated, Young, Mobile Families in Exurban Satellites & Boom Towns

The three clusters of Group T1 share a lot of American geography, most of it around our younger boom towns, or in the satellite towns and exurbs far beyond the beltways of major metros. Other shared characteristics are a) young, native-born, white-collar adults, b) extremely high mobility rates, and c) new, low-density single-unit housing. Most evident is growth. T1's have been the chief recipients of a major urban exodus, and are among the nation's fastest growing areas.

No. 1 - God's Country
Cluster 1 contains the highest socio-economic, white-collar neighborhoods primarily located outside SMSA's. These are well-educated frontier types who have opted to live away from the big metros in some of our most beautiful mountain and coastal areas. Cluster 1's are highly mobile, and are among the nation's fastest growing neighborhoods. They are outstanding consumers of both products and media.

No. 17 - New Homesteaders
Cluster 17 is much like Cluster 1 in its mobility, housing and family characteristics. The big difference is that Cluster 17 is nine rungs down on the socio-economic scale, with all measures of education and affluence being significantly lower. Cluster 17 shows peak concentrations of military personnel, and picks up some Hispanics and Amerindians as a result of its strong Western skew. It is one of our largest and fastest growing Clusters.

No. 12 - Towns & Gowns
Cluster 12 contains hundreds of mid-scale college and university towns in non-metropolitan
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

America. The population ratio is three-quarters locals ("Towns") to one-quarter students ("Gowns"), giving Cluster 12 its name and unique profile. It shows extreme concentrations of age 18-24 singles and students in group quarters; very high educational, professional and technical levels in contrast with modest incomes and home values; and a taste for prestige products.

GROUP S4
Middle-Class, Post-Child Families in Aging Suburbs & Retirement Areas

The three Clusters of Group S4, while each distinct, all represent a continuing U.S. trend towards post-child communities. As a group, S4's show many aging married couples, widows, and retirees on pensions and social security incomes. They are also predominantly White, with significant concentrations of mixed European-Catholic ancestries. Excepting Cluster 39, they are tightly geo-centered in the Northeast.

No. 27 - Levittown, U.S.A.
The post-WWII baby boom caused an explosion of tract housing in the late 40's and 50's - brand new suburbs for young, white-collar and well-paid, blue-collar families. As with Cluster 7, these babies are now largely grown and gone. Aging couples remain in comfortable middle-class, suburban homes. Employment levels are still high, including double incomes, and living is easy.

No. 39 - Gray Power
Cluster 39 represents over a million senior citizens who have chosen to pull up their roots and retire amongst their peers. Primarily concentrated in Sunbelt communities of the South Atlantic and Pacific regions, Cluster 39's are the nation's most affluent elderly, retired and widowed neighborhoods, with the highest concentration of childless married couples, living in mixed multi-units, condos, and mobile homes on non-salaried incomes.

No. 2 - Rank & File
Cluster 2 is a blue-collar version of Cluster 27, five rungs down the socio-economic scale. This new Cluster absorbed the original Cluster 2's, and gathered many other traditional, blue-collar families whose children have grown and departed. Cluster 2's show high concentrations of protective-service and blue-collar workers living in aged duplex rows and multi-unit "railroad" flats, and lead the nation in durable manufacturing.

GROUP T2
Mid-Class, Child-Raising, Blue-Collar Families in Remote Suburbs & Towns

The three Clusters in Group T2 might be characterized as America's blue-collar baby
factories (equivalent to white-collar Clusters 5 & 24). These neighborhoods are very middle-
class, native white, and married. They show high indices for a) large families, b) household
incomes close to the U.S. mean, and c) owner-occupied single-unit houses in factory towns
and remote suburbs of industrial metros. While anchored in the Midwest, T2’s are broadly
distributed across the nation.

No. 40 - Blue-Collar Nursery
Cluster 40 leads the nation in craftsmen, the elite of the blue-collar world. It is also No. 1 in
married couples with children and 3+ member households. Cluster 40’s are low-density
satellite towns and suburbs of smaller industrial cities. They are very well paid and very
stable. Minority presence is negligible.

No. 16 - Middle America
Cluster 16 is well-named in two ways. It is composed of mid-sized, middle-class satellite
suburbs and towns; it is well-centered on the socio-economic scale, and is close to the U.S.
average on most measures of age, ethnicity, household composition and life cycle. It is also
centered in the Great Lakes industrial region, near the population geo-center of the U.S.

No. 29 - Coalburg & Corntown
Cluster 29 fits a popular image of the Midwest, being concentrated in small peaceful cities
with names like "Terre Haute, Indiana", and "Lima, Ohio", surrounded by rich farmland and
populated by solid, blue-collar citizens raising sturdy, Tom Sawyer-ish children in decent
front-porch houses. Well, that's pretty much it...July 4th parades are still boffo in Cluster 29.
GROUP U2
Mid-Scale Families, Singles & Elders in Dense, Urban Row & High-Rise Areas

The four Clusters in Group U2 describe dense, urban, middle-class neighborhoods, mainly composed of duplex rows, and multi-unit rented flats, built over 30 years ago in second-city centers and major-market fringes. As a group, U2’s show high concentrations of a) foreign born, b) working women, c) clerical and service occupations, d) singles and widows in one-person households, e) continuing deterioration, and f) increasing minority presence. Equally significant are their differences.

No. 3 - New Melting Pot
The original European stock of many old urban neighborhoods has given way to new immigrant populations, often with Hispanic, Asian, and Middle-Eastern origins. These trends have formed a "New" Melting Pot, which includes much of the "Old" Cluster, along with new immigrant neighborhoods. As a result, Cluster 3 is now on the East and West Coasts.

No. 36 - Old Yankee Rows
Cluster 36 is well-matched to Cluster 3 in age, housing mix, family composition, and income. However, Cluster 36 is dominated by high school-educated Catholics of European origin, and has comparatively few minorities. These are well paid, mixed blue/white-collar areas, firmly geo-centered in the older industrial cities of the Northeast. In Cluster 36, girls still go to work after high school and live at home until married.

No. 14 - Emergent Minorities
Cluster 14 is almost 70% Black, the remainder largely composed of Hispanics, and other foreign minorities. Unlike other U2’s, Cluster 14 shows above-average concentrations for children of all ages, almost half of them in homes with single parents. It also shows below-average levels of education and white-collar employment. The struggle for emergence from poverty is still evident in Cluster 14.

No. 26 - Single City Blues
This new Cluster represents the nation’s dense, urban, downscale singles areas, found in most major markets, including those of the new West. Many are located near city colleges, and the Cluster displays a bi-modal education profile. With very few children, and its odd mixture of races, classes, transients, and night trades, Cluster 26 could be aptly described as poor man’s bohemian.
Rural Towns & Villages Amidst Farms & Ranches Across Agrarian Mid-America

The three Clusters of Group R1 are geo-centered in a broad swath across the Cornbelt, through the wheat fields of the Great Plains states, and on into ranch and mining country. R1 Clusters share a) large numbers of sparsely populated communities, b) lower-middle to downscale socio-economic levels, c) extreme concentrations of native Americans of German and Scandinavian ancestries, d) negligible Black presence, e) high incidence of large families headed by married parents, f) low incidence of college educations, and g) maximum stability. These people are well described as "rugged conservatives".

No. 19 - Shotguns & Pickups
Cluster 19 aggregates hundreds of small, outlying townships and crossroad villages which serve the nation’s breadbasket and other rural areas. Cluster 19 has a more easterly distribution than other R1’s, and shows peak indices for large families with school-age children, headed by blue-collar craftsmen, operatives, and transport workers with high school educations. Cluster 19’s are dedicated outdoorsmen.

No. 34 - Agri-Business
Cluster 34 is geo-centered in the Great Plains and mountain states. It has an above-average Spanish language index - mostly from Mexican braceros and Spanish-speaking Indians. These are, in good part, prosperous ranching, farming, lumbering and mining areas. However, the picture is marred by rural poverty - from the Dakotas to the Colorado - where weather-worn old men and a continuing youth exodus testify to hard living.

No. 35 - Grain Belt Cluster 35 is a close match to Cluster 34 on most demographic measures. However, these areas show a far higher concentration of working farm owners and less affluent tenant farmers. Tightly geo-centered in the Great Plains and mountain states, Cluster 35’s are also the nation’s most stable and sparsely-populated rural communities, with the highest incidence of farmers in single-family homes.

GROUP T3
Mixed Gentry & Blue-Collar Labor in Low-Mid Rustic, Mill & Factory Towns

The four Clusters in Group T3 cover a host of predominantly blue-collar neighborhoods in the nation’s smaller industrial cities, its factory, mining and mill towns, and rustic coastal villages. The T3 Clusters share a few broad characteristics such as a) lower-middle incomes, b) high concentrations of native-born English stock, c) limited educations, and d) excepting Cluster 18, single units and mobile homes in medium to low-density areas. However, it is their differences which make the Group interesting.

No. 33 - Golden Ponds
Cluster 33 includes hundreds of small, rustic towns and villages in coastal resort, mountain, lake and valley areas, where seniors in cottages choose to retire amongst country neighbors. Many of these areas were captured from old Clusters 12 and 33. While neither as affluent nor as elderly as Cluster 39, new Cluster 33 ranks high on all measures of independent retirement.

No. 22 - Mines & Mills
Industry is king in Cluster 22, including both light and heavy industry. Cluster 22 gathers hundreds of mining and mill towns scattered throughout Appalachia, from New England to the Pennsylvania/Ohio industrial complex, and points south. It ranks first in total manufacturing and in total blue-collar occupations. It has very few Black or Hispanic minorities.

No. 13 - Norma Rae-ville
Cluster 13's are concentrated in the South, with their geo-center in the Appalachia & Piedmont Regions. They include hundreds of industrial suburbs and mill towns, a great many in textiles, and other light industries. Cluster 13's are country folk with minimal educations. They are unique among the T3's in having a high index for Blacks, and lead the nation in non-durable manufacturing.

No. 18 - Smalltown Downtown
A hundred-odd years ago our nation was laced with railroads and booming with heavy industry. All among these tracks, the factory towns sprang up and prospered - from Binghamton to Baton Rouge; Savannah to Spokane - to be filled with skilled immigrant labor, in working-class row houses. Many are seen today in Cluster 18. It is unique among the T3's in its relatively high population densities.

GROUP R2
Landowners, Migrants & Rustics in Poor Rural Towns, Farms & Uplands

The four Clusters in Group R2 pepper rural America, and blanket the rural South, with thousands of small agrarian communities, towns, villages, and hamlets. As a group, R2's have long shared such characteristics as a) very low population densities, b) low socio-economic rankings, c) minimal educations, d) large, highly-stable households with widowed elders, e) predominant blue-collar farm labor, f) peak concentrations of mobile homes, and g) many Amerindians and persons of English ancestry. Since 1979, they have also shared rapid, short-term growth and economic gains.

No. 10 - Back-Country Folks
THE CLARITAS CLUSTER SYSTEM METHODOLOGY

You can’t get much farther out than Guntersville, Alabama; Elkins, Arkansas; Saltville, Virginia; or Caribou, Maine. Cluster 10 abounds in such remote, rural towns, geo-centered in the Ozark and Appalachian uplands. It is predominantly White, and leads the nation in concentration of persons of English ancestry, some of whom are the descendants of original colonial settlers and still speak in Elizabethan dialect.

No. 38 - Share Croppers
Cluster 38 is represented in 48 states, but is deeply rooted in the heart of Dixie. Traditionally, these areas were devoted to such industries as tenant farming, chicken breeding, pulpwood and paper milling, etc. But Sunbelt migration and ready labor pool have continued to attract light industry and population growth. A high index for Blacks and "Cajun" French reflects the Cluster’s Mississippi Valley geo-center.

No. 15 - Tobacco Roads
Cluster 15 is found throughout the south from Virginia to Texas. However, its greatest concentrations are seen in the river basins and coastal, scrub-pine flatlands of the Carolinas, Georgia, and the Gulf states. Cluster 15 is a third Black and a fifth English stock. There is some light industry, but unskilled labor predominates. Still dependent upon agriculture, Cluster 15 ranks last in white-collar occupations.

No. 6 - Hard Scrabble
The term "hard scrabble" is an old phrase meaning to scratch a hard living from hard soil. Cluster 6 represents our poorest rural areas, from Appalachia to the Ozarks, Mexican border country, and Dakota Bad Lands. With very few Blacks, Cluster 6 leads the nation in Amerindians (including many reservations), and shows a high index for both Mexican and English ancestries.

GROUP U3
Mixed, Unskilled Service & Labor in Aging, Urban Row & High-Rise Areas

The four Clusters of Group U3 represent the least advantaged neighborhoods of urban America. As a group, they show a) peak indices for minorities, b) high indices for operatives, service workers and laborers, c) very low income & education levels, d) large families headed by solo parents, e) high concentrations of singles (widowed, divorced, separated and never married), f) peak concentrations of renters in multi-unit housing and g) perennial unemployment.

No. 4 - Heavy Industry
Cluster 4 is much like Cluster 2, only 9 rungs down on the socio-economic scale, and hard
hit by unemployment. Cluster 4's are chiefly concentrated in the older industrial markets of the northeastern U.S. quadrant, and are very Catholic, with a high incidence of Hispanics. These neighborhoods have rapidly aged and deteriorated during the past decade. There are fewer children, and many broken homes.

**No. 11 - Downtown Dixie-Style**
Cluster 11 has a southern geo-center, with high concentrations in three dozen southern metros. These middle-density urban areas contain both White and Black enclaves, the latter replete with Black churches and colleges (and average college enrollments). On the whole, Cluster 11 is half Black, with an average incidence for Hispanics (these mostly Cuban). Unique amongst the U3's, it is predominantly native born.

**No. 9 - Hispanic Mix**
Cluster 9 represents the nation's Hispanic "barrios", and is, therefore, chiefly concentrated in the major markets of the mid-Atlantic and West. Cluster 9's feature dense, row-house neighborhoods with large families of small children, headed by solo parents. They rank second in percent of foreign born, first in short-term immigration, and are essentially bilingual neighborhoods.

**No. 32 - Public Assistance**
With 70% of its households Black, Cluster 32 represents the 'Harlems' of America. These are the nation's poorest neighborhoods, with twice its unemployment level, and five times its share of public assistance incomes. Cluster 32's have been urban-renewal targets for three decades, and show large, solo-parent families in rented public high-rise buildings interspersed with aging tenement rows.