Foxborough

Housing Production Plan

May 2021

A Note from the
Town of Foxborough

The Conversation on Housing, 2019–2021

July 2022

Introduction

Through 2019 and early 2020, Foxborough was actively engaged in a robust and interactive Conversation on Housing. A survey and focus group session were conducted in spring 2019 to kick off this Conversation, and in fall 2019 a Housing Production Plan Working Group was established to provide resident oversight and guidance. The Housing Production Plan ("HPP") project officially kicked off in September 2019, with completion scheduled for one year later, September 2020. A separate Housing Coalition group began meeting monthly in December 2019 to focus on housing advocacy in Foxborough.

Then 2020 arrived and it proved to be a year like no other—with COVID-19 as the major story.

Due to gathering restrictions, we were unable to hold in-person meetings to continue our Conversation on Housing. Instead, we held a virtual (online) open house from June to July 2020 where participants learned about possible strategies to help address housing needs and concerns that the community had raised, as well as review possible locations for housing.

On July 2, 2020, in an effort to keep the Conversation going and residents informed, we recorded a cable program on housing with Working Group member Jared Craig.

The first draft of the HPP was released in November 2020 and its availability for review and comment was well advertised. Outreach efforts included emails and advertising on Foxboro Cable Access, in the Patch and the Reporter newspapers, and on the Marilyn Rodman Performing Arts Center's large digital sign.

A second draft of the HPP was issued in April 2021 after revisions were made based on the input received.

Recommendation

A tremendous amount of effort went into drafting the HPP over the past two-plus years. The data, needs assessment, survey results, and more are information that must be documented, not lost. A Housing Production Plan tends to offer recommendations and an action plan for a five-year period. Foxborough should focus on these actions and be prepared to revisit the housing issue in approximately five or fewer years, once several projects have progressed and yielded Affordable Housing units. It is also critical to note that while Foxborough has met its obligations under Chapter 40B by having more than 10% of its housing designated as affordable on the state Subsidized Housing Inventory, the needs of the community have not been met; this HPP will assist in meeting those needs more effectively.

Current HPP Priorities

Meaningful developments in Affordable Housing have occurred since the HPP was drafted. These developments and their potential impact on Foxborough's Affordable Housing and housing in general are summarized below.

1. Housing Choice and Multi-Family Zoning Requirements for MBTA Communities adopted by State – Adopted in January 2021, Chapter 358 of the Acts of 2020 ("Housing Choice") included a revision to Section 3A of the Zoning Act (MGL Chapter 40A) that requires MBTA communities to have at least one zoning district of reasonable size in which multifamily housing is permitted as of right and which meets other criteria set forth in the statute, including but not limited to:
    - Minimum gross density of 15 units per acre
    - Not more than ½ mile from a commuter rail station, subway station, ferry terminal or bus station, if applicable
    - No age restrictions
    - Suitable for families with children

    What this means: Due to the change in state law, Foxborough will now need to adopt zoning regulations to allow by-right multifamily housing as described above or risk being ineligible for future state grants and funding. The Housing Choice and MBTA Multi-Family Zoning Requirement changes were not considered in the HPP since the drafts preceded the change to state law. We are currently awaiting final guidance from the state.

    Update: The Planning Department made a presentation on the MBTA Communities requirement to the Board of Selectmen on April 12, 2022.

2. Accessory Dwelling Unit Bylaw – An amendment to the Accessory Dwelling Unit (ADU) bylaw (in-law apartments) was considered at the November 15, 2021, Special Town Meeting (STM). The key provision to this amendment is to allow non-related individuals to rent the ADU (or main house if the homeowner opts to live in the apartment, but the homeowner must live on the premises).

    What this means: If adopted, the ADU bylaw will allow residents to create and rent accessory apartments attached to their main house. It is not anticipated that many ADUs would be developed, but housing options would likely increase to a modest extent.

    Update: Unfortunately, this article failed to pass at STM. Another attempt will be made at the 2023 Annual Town Meeting.

3. Foxborough Housing Authority Walnut Street Project – The Foxborough Housing Authority (FHA) is committed to the development of Affordable Housing on 16 acres of land located at the intersection of Walnut Street / Commercial Street (Route 140). This land was given to the FHA for the sole purpose of Affordable Housing. In March 2022, a development team was selected for this project and design is underway. The Walnut Street Joint Venture development team consists of The Onyx Group, The Peabody Companies, AHSC, NEI, Utile and Weston & Sampson. The developer is currently in the design phase and anticipates filing permits summer/fall 2022. The development will consist of 200 senior housing units, all of them affordable to households at 30-80% of area median income (AMI).

   What this means: The FHA should have up to 200 Affordable Housing apartments for seniors approved and beginning construction within the next year or two, at a likely rate of 50-60 units at a time. If the Walnut Street property is not used for housing, it reverts back to the State.

   Update: The Housing Authority has a joint venture development team on board with permitting expected to begin summer/fall 2022.

4. 119 Morse Street 40R Application – Saegh Property – On September 14, 2021, the Foxborough Board of Selectmen voted to sign on to support a Local Initiative Program (LIP) application for the property located at 119 Morse Street. LIP is a state program that encourages the creation of Affordable Housing by providing technical assistance to communities and developers who are working together to create affordable rental opportunities. The developer is proposing 52 units, 13 of which will be affordable, on 6 acres. The proposed site was included in the HPP as a possible location for new housing. Now that the Board of Selectmen have signed on to the LIP, after review and approval of the site at the state level, a comprehensive permit (per MGL Chapter 40B) will be filed with the Foxborough Zoning Board of Appeals for their final review and possible approval. On March 10, 2022, the Department of Housing and Community Development issued a positive determination of Project Eligibility under the LIP. On June 10, 2022, the application for Comprehensive Permit was filed with the Foxborough Board of Appeals. Hearings will occur throughout summer 2022.

   What this means: If approved, 13 additional Affordable Housing units will be constructed in 4 buildings. All of the units are smaller in size (relative to typical new homes being built today), with the largest being 1,949 square feet and the smallest being 1,471 square feet.

   Update: The project is under review by the Foxborough Board of Appeals with a decision anticipated by early December 2022.

5. 17 Centennial Street —In summer 2021, a land swap between the Town and the FHA was completed that should result in the creation of two new housing units to be managed by the FHA. The FHA owned 15-17 Market Street for years but the two-family home on the property had fallen into disrepair and was unoccupied and condemned for more than a decade. This property is located in Foxborough Center, adjacent to two commercial properties facing the Common (Judy's Florists and Bank of America). The FHA had no funds to demolish and rebuild the property.

   The Town obtained 17 Centennial Street through a tax taking several years ago but had no immediate plans for its use. A conversation between town management and the FHA resulted in the idea of a swap, which was approved at Town Meeting in 2020. The FHA now owns 17 Centennial Street and will be seeking a developer to construct a two-family home on this property in the near future. Meanwhile, the developer of the old Fire Station will tear down the old house at 15-17 Market Street and build a 14-space public parking lot to be opened upon completion of construction activities.

   What this means: The FHA will be creating two new Affordable Housing units on Centennial Street within the next couple of years.

6. Additional Housing Opportunities —The Town may want to actively pursue housing at several other sites:
   - The old Auditorium at the former Foxborough State Hospital and the Pratt School on Community Way in East Foxborough could be redeveloped as senior housing, Affordable Housing, and/or other housing.
   - The now-vacant Schneider Electric USA facility on both sides of Neponset Street was declared no longer needed or wanted by the French company, with a US presence, that owns it. It is an extremely large facility with many buildings and ample parking areas and could be redeveloped as housing.

   What this means: More research and analysis of these sites is needed, but these existing buildings offer potential to meet housing need. If approved at a future Town Meeting, these properties could be sold or leased for Affordable Housing in the future.

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Acknowledgements

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This plan would not have been possible without the Housing Production Plan Working group, whose members contributed their time and vital insights into the Town of Foxborough and its housing needs:

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Gaby Jordan, Resident and Town Staff
John McDonald, Resident
Linda Shea, Resident
Scott O'Donnell, Resident

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Executive Summary

This Housing Production Plan is based on a community-driven planning process to understand housing needs in town, identify housing goals, and develop strategies to achieve those goals. Foxborough partnered with the Metropolitan Area Planning Council (MAPC) to create this plan, which is informed by robust technical analysis, local expertise, and community input.

Public Engagement

This plan used public engagement to gain insight into the community's housing needs and desires, as well as the constraints on meeting those needs. Before this planning process began, the Town had already begun a "Conversation on Housing" through a survey and focus group. This planning process continued that conversation with a public forum on housing needs, an online version of that forum, a panel discussion with architects and developers of small housing, and an online open house on housing goals, strategies, and potential development opportunity sites. Throughout the process, the plan was guided by a working group of residents and board members.

What is a Housing Production Plan?

A Housing Production Plan (HPP) is a proactive strategy for communities to plan for and guide development of housing.

An HPP is consistent with M.G.L. Chapter 40B, a state statute that encourages cities and towns to provide at least 10% of their housing units as deed-restricted Affordable Housing. In communities that have not met this threshold, developers of projects that include affordable housing may override local zoning bylaws; HPPs can give these communities more control over 40B applications if they are making steady progress in producing affordable housing. Because Foxborough is above the 10% threshold, it has "safe harbor" under Chapter 40B, and an HPP is an opportunity for the town to proactively work towards identifying and meeting its housing needs.

An HPP includes the following components:

- *Comprehensive housing needs assessment: an analysis of current demographics and trends, housing stock, future population, and housing need*
- *Development constraints and opportunities: An analysis of regulatory and non-regulatory constraints to affordable housing development; identification of districts, areas, and specific sites where the Town will encourage housing development*
- *Housing goals and strategies: Goals guided by the housing need and demand assessment and public input, including the specific needs of low- and moderate-income residents; strategies and for making progress towards housing goals*

Comprehensive Housing Needs Assessment

This plan analyzed demographic and housing data to learn about existing conditions in Foxborough—such as population, household composition, income distribution, housing stock, and more—and potential future conditions the Town will need to address. Highlights from this assessment include:

- Foxborough has experienced consistent, moderate population growth over the past two decades. Seniors are the fastest-growing age group in town, and this trend is expected to continue in the coming years. Currently, 17% of Foxborough residents are seniors, up from 12% in 2000. By 2030, the share of seniors is expected to increase to 23% of the population. This projected change – from 2,963 seniors today to 4,079 seniors in 2030 – represents an increase of 38%.
- More than half (58%) of Foxborough households are small (one or two people). Household size is expected to decrease in the coming years due to an increasing number of aging households without children, smaller family sizes, and an increasing number of young households without children; smaller housing options will be needed to accommodate this change.
- Foxborough's housing supply is more varied than many communities in the area, including a larger share of renters and a higher share of multifamily buildings of all sizes. However, this still does not necessarily align with household sizes. Most of Foxborough's homes (67%) are single-family houses; 45% of homes are two-bedroom or smaller.
- Foxborough is an income-diverse community. The Town's median household income in 2017 was $98,199, about $24,000 higher than Massachusetts overall. At the same time, about 34% of Foxborough households (2,180 households) are low-income. Seniors and renters are more likely to have lower incomes; the average Foxborough homeowner's income ($123,295) is nearly double the average renter's income ($62,212).
- Home prices and rents are increasing. In 2019, the median rent for a 2-bedroom apartment was $2,349, and the median home cost was $453,000. In both cases, this is an increase of about 14% from 2014 prices. Based on these prices, the average Foxborough household could not afford to purchase the average Foxborough home, though it could afford the average rent in town.
- Many Foxborough residents pay more than they can afford for housing. In Foxborough, 30% of households are cost burdened, meaning they pay more than 30% of income on housing. Low-income residents and seniors are more likely to be over-burdened by housing costs: 71% of low-income households are cost burdened. In other words, there are

1,539 households in town that are both low-income and cost-burdened. Additionally, 59% of moderate-income households experience cost burden.

- Foxborough has surpassed the state's goal of 10% affordable housing, but need is still strong. The Town has 878 homes on the State's Subsidized Housing Inventory (SHI), approximately 12.8% of all its housing. However, there are two and a half times more eligible households than there are units on the SHI, demonstrating how much housing need persists, despite the Town reaching safe harbor.

Constraints and Opportunities

Housing development will be a part of meeting housing needs, especially development that is responsive to the changing needs of Foxborough's population. The HPP assesses constraints on where that development can occur and identifies potential opportunities for that development over the next five years.

- Foxborough's many protected open spaces are unquestionably an asset to the town and its residents, though the large amount of land dedicated to open space and conservation—nearly one-quarter of the Town's land area—means that land available for housing is limited. Wetlands and flood zones further limit potential locations for housing.

- Wastewater treatment is a major constraint on housing development in Foxborough. The Town's limited sewer infrastructure impacts where and what type of housing is built, often pushing development into areas that can accommodate on-site independent wastewater treatment facilities. However, this is not an absolute constraint; the Town is actively pursuing a sewer extension for a potential affordable housing project.

- Water provision has historically been a constraint for Foxborough. Recent improvements have increased the Town's physical capacity to pump water to residents, though state-level regulatory limits on how much water the Town can pump remain unchanged. Whether or not the Town moves forward with this plan's recommendations, this regulatory cap will need to be addressed.

- Foxborough's zoning bylaw, particularly in some of its overlay districts, enables more housing diversity than that of many suburban bylaws in the Greater Boston region. However, some aspects of Foxborough's zoning bylaw could disincentivize certain types of residential development, particularly smaller homes that are more likely to be inexpensive. Because land costs in town and the region are high, minimum lot sizes and maximum densities often prompt developers to build larger, more expensive homes to

recoup the cost of land. Many residents have expressed concerns that new single-family homes and duplexes are too large and are out of character with their surroundings.

- Despite constraints, there are targeted opportunities to add housing in town, particularly smaller "missing middle" housing that is context-appropriate. This planning process assessed sites for new housing development opportunities using quantitative analysis of land parcels, qualitative assessment using local knowledge, and public input. Ultimately, the plan identified seven opportunity sites where new housing development could be located, though opportunities are not limited to these sites. New housing at these sites or other would require interest from the property owners (most of whom are private invidivudals or organizations), as well as interest from the community.

Goals and Strategies

This HPP identifies a set of goals, informed by both data analysis and extensive public engagement, that define the Town's housing priorities:

1. Encourage housing production that is unsubsidized but is affordable to the typical Foxborough household.
2. Establish a regulatory environment that will enable market conditions to support the creation of varied housing options.
3. Promote a range of housing opportunities in Foxborough to be accessible to families, those without children, single income households, first-time homebuyers, seniors, and those interested in multi-generational living.
4. Encourage deed-restricted Affordable Housing for low- and moderate-income households to ensure long-term housing affordability consistent with Foxborough's roots and character.
5. Maintain a balance of housing versus other land uses. Protect Foxborough's environmental resources, community character, and fiscal health while promoting housing opportunities in Foxborough.

To advance these goals, this HPP recommends seven priority strategies. These strategies were selected to maximize impact on housing goals and minimize costs to the Town, while considering community input received throughout the planning process. The process for selecting strategies was tailored to Foxborough specifically, and the strategies respond to real needs articulated by members of the public. Each of these strategies would advance multiple goals and serve multiple parts of the Foxborough community. None of the selected strategies would create sweeping change in Town, especially zoning changes, which would be targeted to specific areas. The strategies are meant to create small changes that would help the Town achieve its housing goals. Implementing any of these strategies will require further study and public input, including a vote at Town Meeting in several cases.

The priority strategies are:

1. **Redevelop historic buildings to create new housing options.** Foxborough has numerous historic buildings, many of which currently sit empty or are underutilized. Many historic buildings can be thoughtfully restored and redeveloped as housing. This kind of "adaptive reuse" can help create more diversity of housing options while honoring Foxborough's heritage.
2. **Write and pass "cottage housing" zoning and design guidelines.** Many people in Foxborough—from seniors looking to downsize, young families looking for a starter home, or small households looking for a housing option they can afford—have expressed a desire for housing options that would better meet their current or future needs, including smaller homes that could be less expensive than current market-rate developments. "Cottage housing," small single-family homes around shared open space, is one creative solution to meet these needs.
3. **Plan for and pass a Smart Growth Overlay District.** Another mechanism to address the desire for smaller housing options is through a state program that directly incentivizes communities to plan for and permit compact, mixed-income housing. These "Smart Growth Overlay Districts" allow a certain amount of housing density and include at least 20% affordable units. Projects that meet comprehensive development and design standards are approved with limited review. As an incentive, the state makes payments directly to towns that have successfully adopted a 40R district, as well as additional payments after new housing is built in the area.
4. **Amend the Accessory Apartment Bylaw to enable more production of Accessory Apartments.** Accessory or "in-law" apartments are relatively small apartments that are added to an existing single-family home, such as in a basement or above a garage. Foxborough currently allows accessory apartments, but under limited conditions. Making the bylaw more flexible could allow more homeowners the option to create this type of housing.
5. **Develop duplex design guidelines.** Generally, two-family homes or "duplexes" are considered a clear method of producing smaller, lower-cost homes in a style that can easily blend into single-family neighborhoods. However, many of the newer duplexes in Foxborough are perceived as being too large and expensive. The Town can encourage more compact and context-sensitive designs through design guidelines. Duplexes that conform to design guidelines will better match the existing character of Foxborough, and duplexes will better provide more diverse housing options in town.
6. **Increase the Housing Authority's capacity to provide mixed-income housing.** Like many towns in the area, there are more Foxborough residents who are in need of affordable housing than there are affordable housing units in town. To help address this need, the Town and the Housing Authority have been working towards adding affordable housing on the 16 acres of land located at the corner of Route 140 (Commercial Street) and Walnut Street. By preparing the site and continuing to plan for

and eventually build additional housing authority units, the town will create an important new opportunity for affordable housing for seniors struggling with high housing costs.

7. **Secure a stable source of funding for housing programs.** Throughout the planning process, Foxborough residents expressed support for housing programs that would require ongoing funding. A stable funding source outside the Town's general fund would expand the Town's ability to address housing need. Many area towns use the Community Preservation Act for such purposes; alternatively, Foxborough could consider how to leverage stadium-related development.

Beyond these priority strategies, the HPP includes additional strategies that would support this plan's goals, some of which the Town is already undertaking.

Finally, a Housing Production Plan must include numerical targets for housing production, per state regulations. This plan identifies housing production targets based on the state Department of Housing and Community Development's requirements for HPP certification:

- One-year certification: Increase SHI units by at least 0.5% of the year-round housing units, or 34 units, in one calendar year. Maintaining this rate over the life of this 5-year HPP would yield 171 units.
- Two-year certification: Increase SHI units by at least 1% of the year-round housing units, or 69 units, in one calendar year. Maintaining this rate over the life of this 5-year HPP would yield 343 units.

Even if the Town does not wish to pursue HPP certification, meeting one of these targets by pursuing the priority strategies outlined in this HPP would be an important next step in addressing the need for Affordable housing in Town.

Introduction

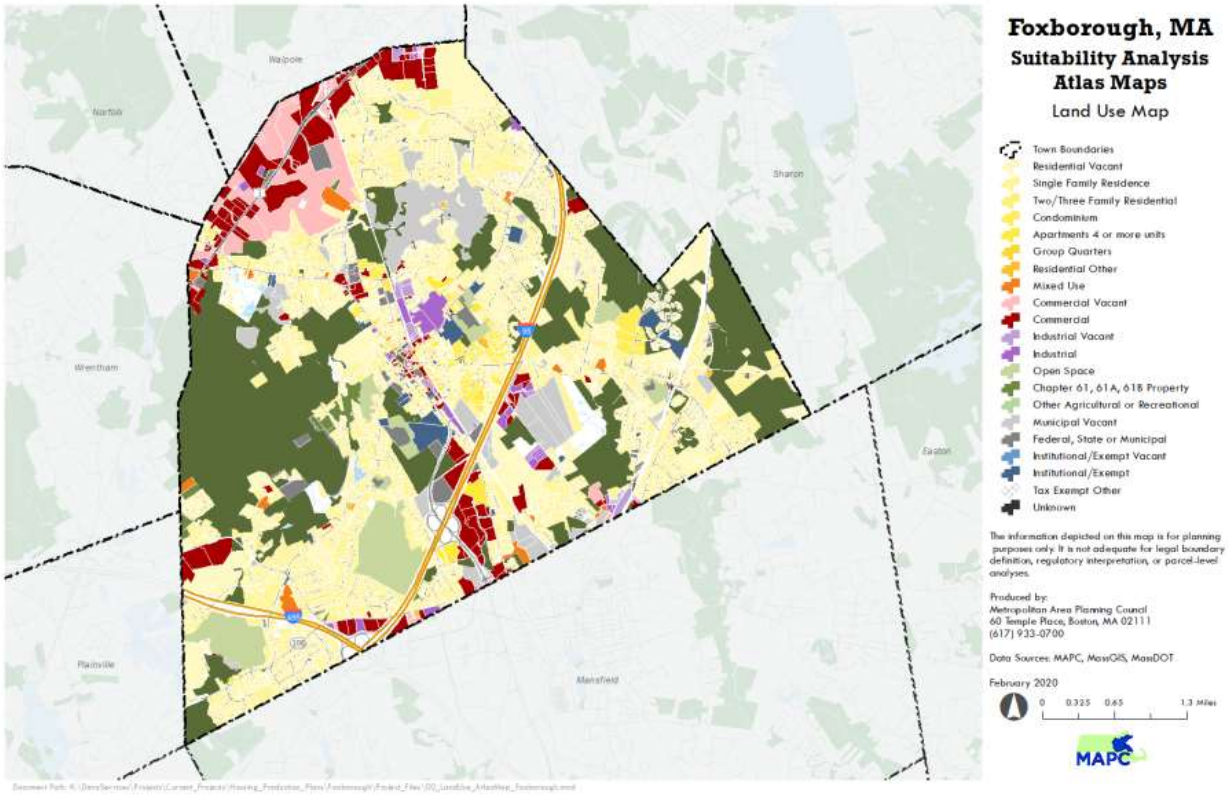
The Foxborough Housing Production Plan was a community-driven process to address housing need in the Town of Foxborough. Through extensive data analysis and public outreach, the Town of Foxborough and the Metropolitan Area Planning Council (MAPC) determined housing needs and desires in the community, set goals that would address those needs, and developed strategies to achieve those goals. This document describes the findings and outcomes of that process.

Foxborough is a town in eastern Massachusetts located 22 miles southwest of Boston. It is bordered by Sharon to the northeast, Walpole to the north, Norfolk to the northwest, Wrentham to the west, Plainville and North Attleboro to the Southwest, and Mansfield to the South. The Town is part of Norfolk County and sits within the Boston-Cambridge-Newton Metropolitan Statistical Area, as determined by the federal government based on commuter patterns. It is a member of the Metropolitan Area Planning Council (MAPC), as well as the Three Rivers Interlocal Council (TRIC), a subregional working group of nearby towns. Foxborough is at the edge of the Greater Boston region by most definitions and enjoys easy access to Providence and southeast Massachusetts.

The ability of Foxborough's housing to meet the community's housing needs has been a matter of public concern for some time. In spring and summer 2019, the Town undertook a survey and convened focus groups to begin a "Conversation on Housing." Ultimately, the Town decided to initiate this Housing Production Plan to continue that conversation and determine a path forward to address those needs.

A Housing Production Plan (HPP) is a special type of plan that is regulated by the Commonwealth's Department of Housing and Community Development (DHCD). Sometimes communities use an HPP to seek temporary "safe harbor" from Comprehensive Permit developments, often called Chapter 40B developments. Foxborough's last HPP, published in 2012, was narrowly aimed at achieving safe harbor through Affordable Housing development and preservation. Today, because Foxborough has already achieved safe harbor due to recent Comprehensive Permit developments, this HPP did not need to focus on safe harbor. Rather, this process was more broadly aimed at addressing housing needs within Foxborough holistically. Through this HPP, the town can assert local control in determining future housing policy and development and address the needs and desires of the Foxborough community.

Figure 1, Foxborough, MA



History

The development of Foxborough's housing is the result of centuries of changes in the town's economy and population. The town sits on land that was once territory of the Wompanoag and Massachusett Native American peoples. The first European settler colonists arrived in Foxborough in 1664, and in 1666 colonists purchased the land from the Wampanoag leader Metacomet (sometimes called King Phillip). The settlement grew over the next hundred years and was incorporated as a town in 1778. The townspeople named their newly incorporated town after Charles James Fox, a liberal politician in Great Britain who supported American independence.

Figure 2, A drawing of Foxborough in 1888.

In the 1800s, Foxborough became an early participant in the Industrial Revolution, becoming central in the straw hat industry. The town's population grew from a few hundred at incorporation to roughly 3,000 in 1870. Development in the town was centered at Foxborough Common, expanding outward into the surrounding farmland. Foxborough's industry continued to develop into the twentieth century. An early electrical components manufacturer built two large factory buildings on Neponset Avenue in the 1890s. Though that company went bankrupt, the buildings were available in 1908 for a manufacturing outfit that became known as the Foxboro Company. That company, which became an important wartime manufacturer in several conflicts, was key to the employment and population growth of the town.

After World War II, the population of the Greater Boston region began to suburbanize. Foxborough's population and housing stock began to reflect this new suburban style. Most housing during this period was built in the newly popular rancher and Cape Cod styles, and the population grew more than 44% in the 1950s. In the 1970s, the newly founded New England Patriots professional football team established its headquarters in Foxborough. That organization and its stadium became another important driver in the development of the

town. In the 1970s and 1980s, several townhomes and apartment developments were built before these housing types were largely disincentivized due to changes in the zoning bylaw. In recent years, several large-scale multifamily developments were permitted through the Comprehensive Permit process created under Massachusetts' Chapter 40B. Those developments pushed Foxborough above Chapter 40B's 10% minimum Affordable Housing threshold, so that style of development is unlikely to continue.

Foxborough Today

Today's Foxborough is home to a unique mix of uses. On the one hand, it is a residential community, serving as a home for people who work in Boston and other regional job centers. On the other hand, Foxborough retains its traditional manufacturing jobs base at Schneider Electric (which purchased the Foxboro Company), as well as commercial centers at Gillette Stadium and Patriot Place. Residents enjoy the historic charm of Foxborough Center, as well as contemporary suburban housing and shopping experiences toward the edges of town. Foxborough is served by two interstate highways (I-95 and I-495), one MBTA commuter rail station at the stadium, and another MBTA station just over the border in Mansfield.

This mix of conditions means that Foxborough is a community where people have diverse and sometimes divergent housing needs. For example, some people are looking for a place to settle down for decades with their new family, while others are looking for a home that lets them access their current job. Still other longtime residents are looking for a new home to live in as they age. All of these are valid needs within the Foxborough community, but not all these needs are currently being met. Foxborough has faced significant change in its housing market over the last two decades. Housing is getting more expensive, and many residents feel that housing options that are available and affordable to them are limited.

This plan seeks to address housing needs in a holistic way while being realistic about the capacity of the Town to implement change in the next five years. With real-world constraints in mind, this plan recommends a set of strategies that will make material progress toward housing goals.

Comprehensive Housing Needs Assessment

Key Takeaways

- Foxborough has experienced consistent, moderate population growth over the past two decades. Seniors are the fastest-growing age group in town, and this trend is expected to continue in the coming years. Currently, 17% of Foxborough residents are seniors, up from 12% in 2000. By 2030, the share of seniors is expected to increase to 23% of the population. This projected change – from 2,963 seniors today to 4,079 seniors in 2030 – represents an increase of 38%.
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- Foxborough has surpassed the state's goal of 10% affordable housing, but need is still strong. The Town has 878 homes on the State's Subsidized Housing Inventory (SHI), approximately 12.8% of all its housing. However, there are two and a half times more eligible households than there are units on the SHI, demonstrating how much housing need persists, despite the Town reaching Safe Harbor.

Context Communities

Across this housing needs assessment, Foxborough is compared to several areas to give context. These areas include Massachusetts as a whole, as well as several "context communities" that have traits similar to Foxborough's. To choose these context communities, the planning team began by pulling demographic and houisng data for 15 other Massachusetts towns based on a qualitative understand of which towns *may* be similar to Foxborough. Comparing the data for those towns to Foxborough, the planning team identified 10 towns that could be conisdered similar enough to provide a useful comparison. At this plan's first working group meeting in November 2019, this list of context communtiies was offered to the working group for discussion. That group decided which communities were similar to Foxborough, which were dissimilar, and which they wished Foxborough could have more in common with. Through that discussion, the planning team decided the context communities would include Stoughton, Canton, Norton, Easton, Walpole, and Mansfield.

Demographic Profile

To understand what kind of housing is needed in Foxborough, we must consider who lives in town and how this may shift over time. Towards that end, the Housing Needs Assessment considers current population, household composition, income distribution, and other relevant demographic data. Along with projections of how these characteristics may change going forward, this information will help the Town plan to meet current and future housing need.

Population

Foxborough had 17,448 residents as of the 2013-2017 American Community Survey (ACS). The town has experienced consistently moderate levels of growth since the beginning of this century, with its population increasing 3.8% from 2000-2010 and 3.5% between 2010 and 2017. This follows a period of stronger growth in the 1990s and relative stagnation in the 1970s and 1980s. Historically, the town's largest growth in population occurred in the postwar years: in the two decades from 1950-1970, the town gained over 7,000 residents, doubling its pre-war population.

Based on an analysis of how changing trends in births, deaths, migration rates, housing occupancy, and employment might impact Foxborough in the future, the Massachusetts Department of Transportation, in collaboration with MAPC and the University of Massachusetts Donahue Institute, project that the town's population will continue to increase at roughly the same rate, reaching just over 18,000 residents in 2030. Interestingly, these projections estimated that Foxborough's population in 2020 would be 16,669 residents, which the town had already surpassed in 2017, indicating that the town is growing faster than had been projected.

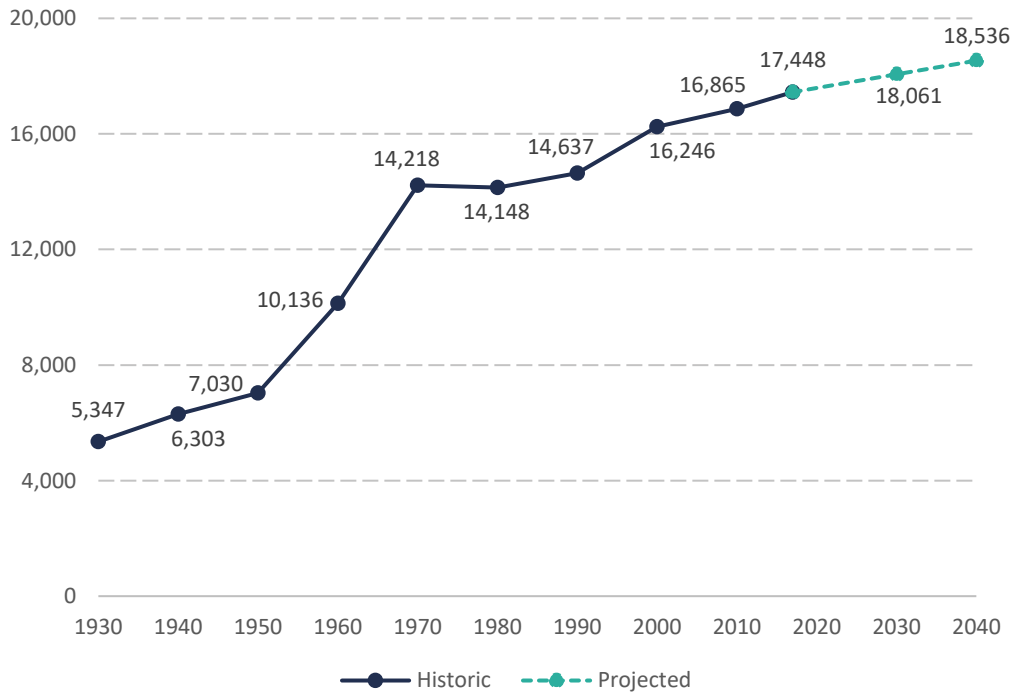
Where do all these numbers come from?

MAPC uses 3 data sources to analyze past, present, and future trends:

- *U.S. Census data from the decennial population census, conducted every 10 years to count every resident in the country. It is the most exact population count.*
- *American Community Survey (ACS) data uses a survey to estimate population characteristics. Data comes in 1-, 3-, and 5-year estimates. MAPC uses 5-year estimates because they are the most precise.*
- *Comprehensive Housing Affordability Strategy (CHAS) data is a collection of data from the ACS. This data is used by HUD to demonstrate the extent of housing problems and housing needs in a community, particularly for low-income households.*

These figures are projections, not a definitive statement of what will happen in the future. Projections are also not goals, but acknowledgements of the reality of population growth at a local and regional level. The Town should take these projections as an indication that people (whether young adults raised in Foxborough or people attracted to the town by its economy and charm) will continue to want to stay in Foxborough or move here. Indeed, consistent modest population growth is a sign of a functional community, one that is not experiencing economic decline. The community should proactively plan to address this ongoing interest in Foxborough in ways that are consistent with the town's local context and goals.

Figure 3, Foxborough Historic and Projected Population, 1930-2040



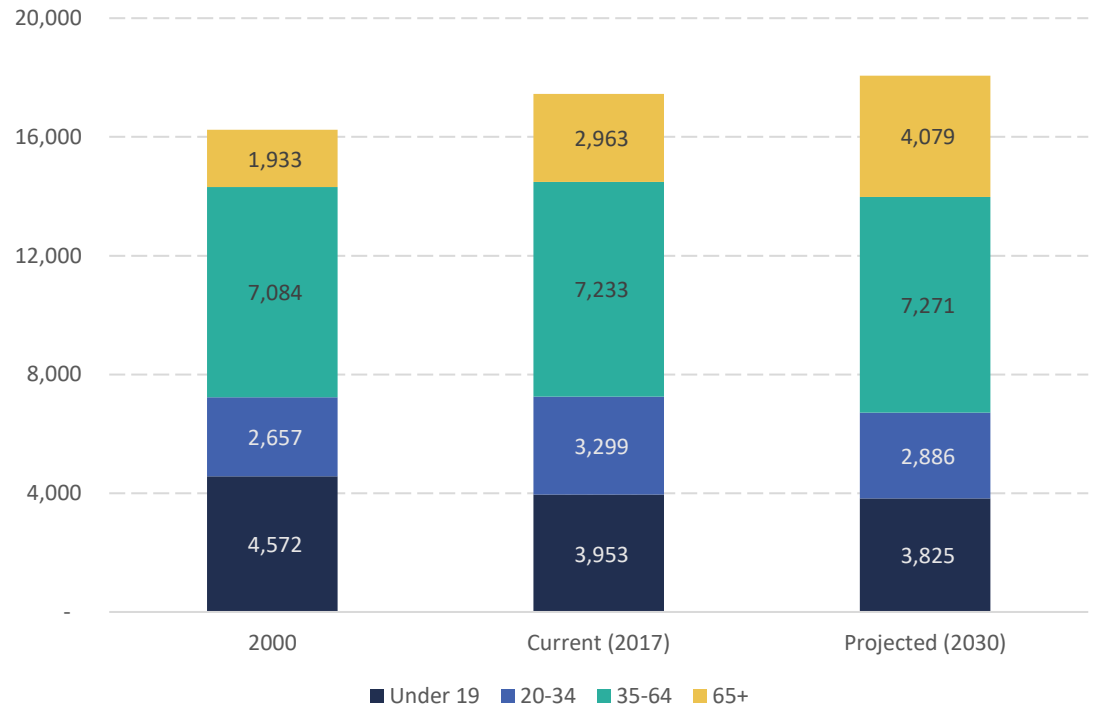
Source: U.S. Census, ACS 2013-2017, Massachusetts Department of Transportation Projections

Between 2000 and the 2013-2017 ACS, the number of children under the age of 19 decreased by 14%, or 609 children. This can be partly attributed to the shrinking family size of Generation X (born between 1960 and 1980) and the delay in settling down and starting families for many Millennials (born between 1980 and 2000). Meanwhile, the number of young adults age 20-34 increased by 24%, or 642 residents. The number of adults age 35-64 remained more or less constant, with a 2% increase (149 residents). Older adults age 65 and older increased 53%, or 1,030 residents, by far the largest change.

In the coming years, this trend of an increasing number of seniors is expected to continue. As with many other towns across the region, the number of seniors living in town is expected to grow in the coming years. Aging baby boomers are expected to increase the number of residents aged 65 and over by nearly 38%, or 1,116 residents, by 2030. In other words, while today seniors comprise about 17% of the town's population, in 2030 they are expected to make up 23% of Foxborough's population.

The number of children is projected to continue to decrease, though less sharply; the number of children age 19 and under is expected to decrease by 3%, or 128 residents. The number of young adults age 20-34 is expected to decrease by nearly 13%, or 413 residents, reversing the previous decade's trend of increases in this age group. The number of adults age 35-64 is expected to continue to remain more or less constant.

Figure 4, Foxborough Population by Age, 2000-2030

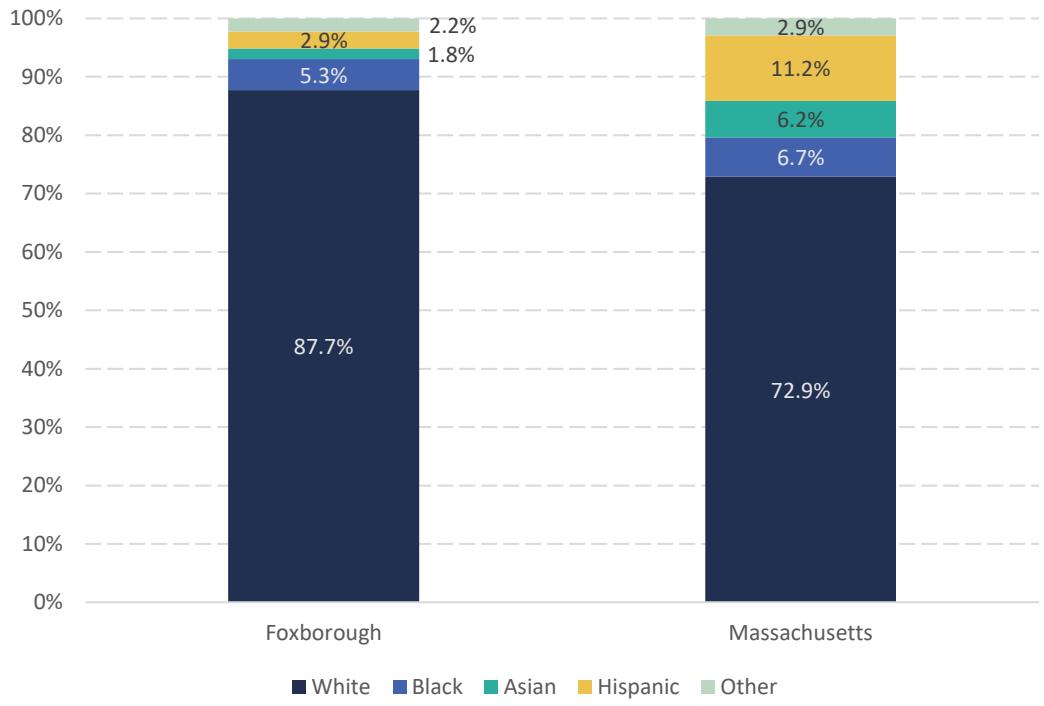


Source: Massachusetts Department of Transportation Projections, MAPC Projections

Foxborough is less racially and ethnically diverse than Massachusetts state overall. Just under 88% of Foxborough's residents are non-Hispanic White. Although the town's low rate (12.3%) of persons of color is similar to context communities, it is much lower than Massachusetts' rate of 27.1%. Even so, the share of persons of color has increased since 2000, when persons of color comprised only 3.6% of the town's population (2000 U.S. Census). Broadly speaking, current race and ethnicity trends in Foxborough are consistent throughout the context

communities, with the MAPC region and Massachusetts also experiencing an increase in the share of persons of color.

Figure 5, Race and Ethnicity in Foxborough and Massachusetts, 2017



Source: ACS 2013-2017

Households

When assessing housing needs, the number of households is as important as the total population. Each household resides in one dwelling unit, regardless of the number of household members, so the number and size of households tells us what types of housing might be needed.

There were approximately 6,626 households in Foxborough in 2017. This represents a modest increase of 485 from 6,141 households in 2000, consistent with Foxborough's increase in population during the same time period. However, by 2030, the number of households is projected to increase to 8,062. The number of households is expected to grow at a much faster rate than the overall population, indicating decreasing household size over time. Much of this increase can be attributed to a higher number of senior-headed households that live alone and the dwindling family sizes of Generation X and Millennials. Some of the projected growth can also be attributed to the formation of new family households, as younger Millennial household formation was delayed by wage stagnation and increasing home prices that followed the Great

Recession. Additionally, young professionals attracted by relatively affordable prices and proximity to employment opportunities may continue to play a role in Foxborough's household growth.

What is a "household"? How is that different from a "family"?

A household includes all the people living in a housing unit (such as a house or apartment). A household includes both related family members and unrelated people, such as roommates or partners. A person living alone constitutes a one-person household.

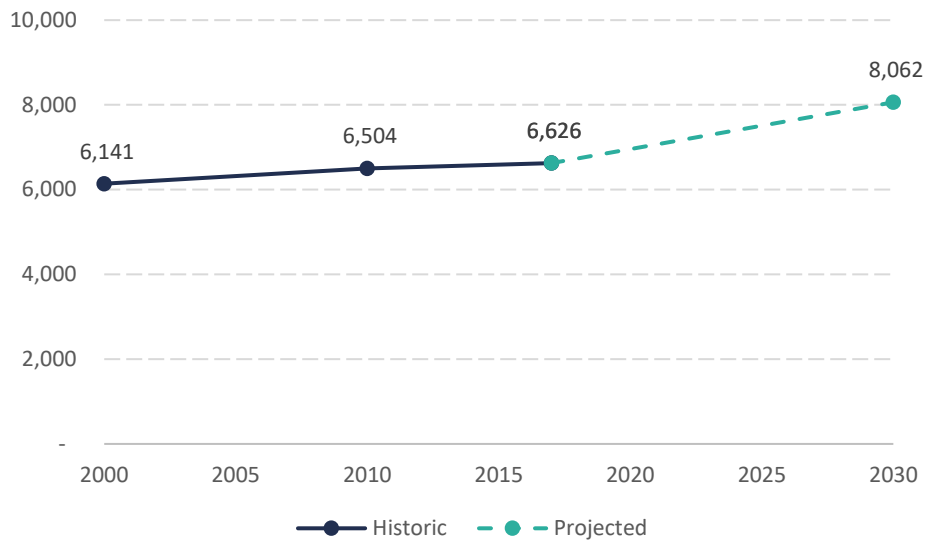
There are two major categories of households, "family" and "nonfamily." A family household has two or more related persons living together. This could be a married couple, a parent(s) and child(ren), or a multi-generational family with grandparents, parents, and children.

A "non-family" household is defined as one person living alone or more than one non-related people living together, such as a group of roommates or an unmarried couple. A person living by themselves is always considered a non-family household.

It is interesting to note that, while the population of Foxborough had in 2017 already exceeded the number of residents projected for 2020, the same is not true for households. The number of households in 2017 (6,626 households) is still well below the projected 7,131 households in 2020. This indicates that household size is likely not decreasing as quickly as the projections had anticipated. Because both projected and actual changes in household size depend on so many factors—including birth rates, death rates, who moves in and out of town, rates of household formation by young people, and regional occupancy trends—it is difficult to identify a specific reason for this difference. However, nationally the slow household formation among adults under 40 is partly attributable to low, stagnant wages and high, growing housing costs, conditions that are certainly found in eastern Massachusetts.

It is important to note that the projected increase of 1,436 households by 2030 is a projection and, while based on historic Census data and migration rates, is not a statement of what will definitively happen in the future. While it is unlikely that Foxborough will see an actual increase of 1,436 households by 2030, the Town should take this number as an indication that there is high and unmet demand for housing in Town, and should take the opportunity to proactively plan for this demand, as it will continue to do as part of the HPP process. Not planning for unmet demand will only result in continued upward pressure on housing costs within the existing housing stock.

Figure 6, Foxborough Households, 2000-2030

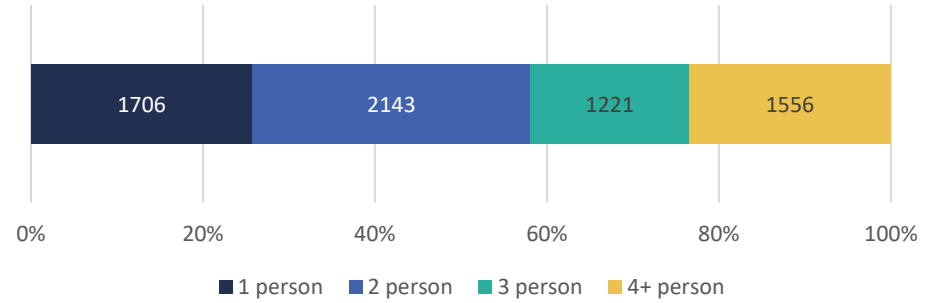


Source: U.S. Census, ACS 2013-2017, Massachusetts Department of Transportation Projections

Foxborough's average household size of 2.63 people per household has remained more or less constant over the past ten years. As discussed previously, the average household size in Foxborough is expected to decrease in the coming years due to the anticipated increasing number of aging households without children, as well as smaller families and young households without children. Foxborough, along with most of the context communities, has a higher average household size than the state overall, likely reflecting the appeal of suburban living for families with children.

Of course, the average household size is just that: an average. Foxborough has a range of household sizes; just over a quarter of households are one-person and just under a quarter are four or larger.

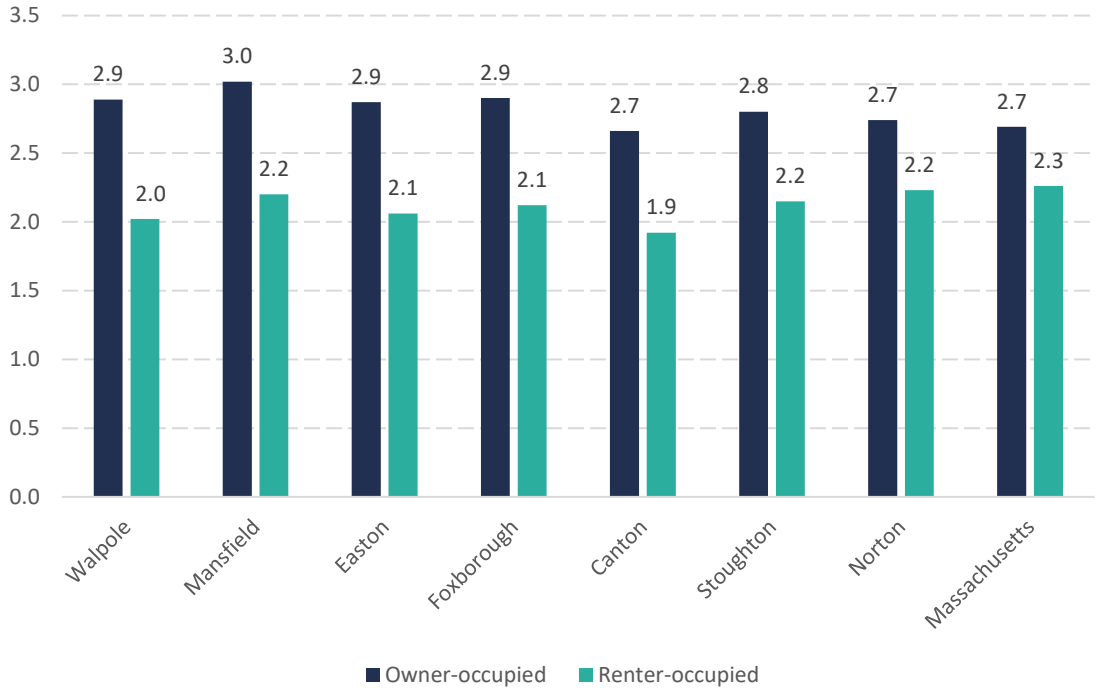
Figure 7, Foxborough Household Size, 2017



Source: ACS 2013-2017

There is a notable difference in household size based on tenure: the average household size for Foxborough homeowners is 2.9 persons per household, whereas the average household size for Foxborough renters is 2.12. This difference tenure is consistent with many area communities, though the difference is greater in Foxborough than it is in the state overall.

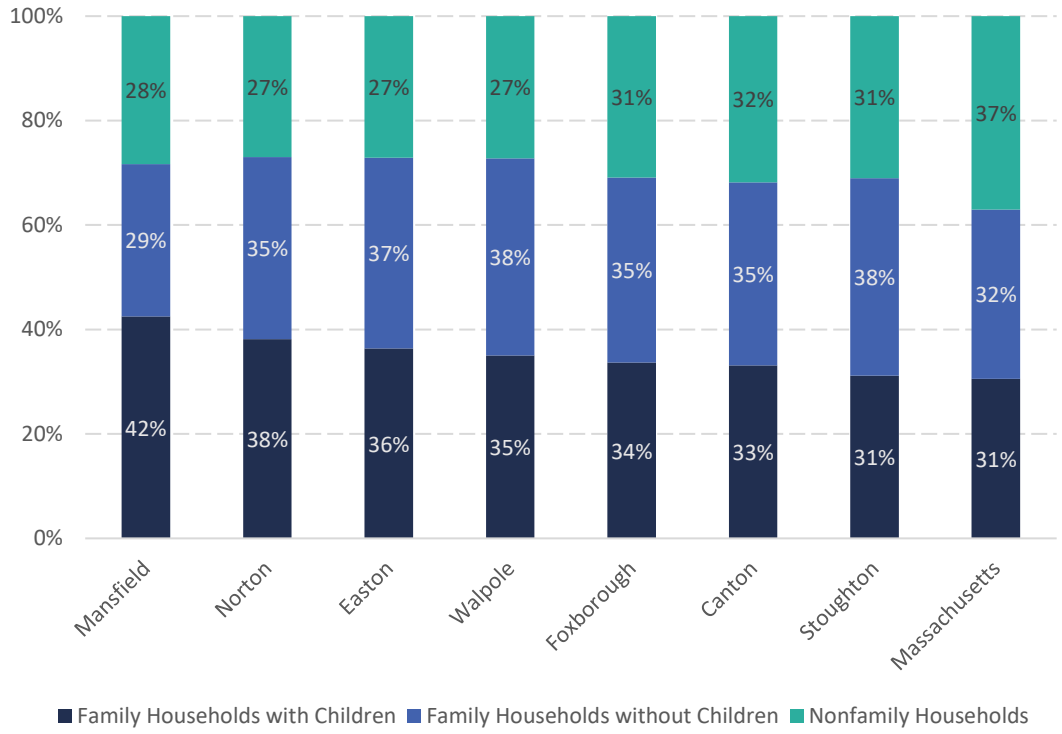
Figure 8, Average Household Size for Owner and Renter Households, Foxborough and Context Communities, 2017



Source: ACS 2013-2017

Households can be categorized as family (two or more related persons living together) or non-family (one person living alone or more than one non-related people living together) households. Foxborough's share of non-family households, at 31%, is in the middle of its neighboring communities, all of which have fewer nonfamily households than the state overall (37%). In Foxborough, most of the nonfamily households (1,604 households, or 25% of the total) are one-person households. Another 34% of Foxborough's households are families with children under the age of 18, again roughly in the middle of its neighbors. The remaining 35% of households in town are family households without children; these include both couples living without children and families with children over the age of 18. In other words, two-thirds of Foxborough's households do not have young children in residence (2010 Census).

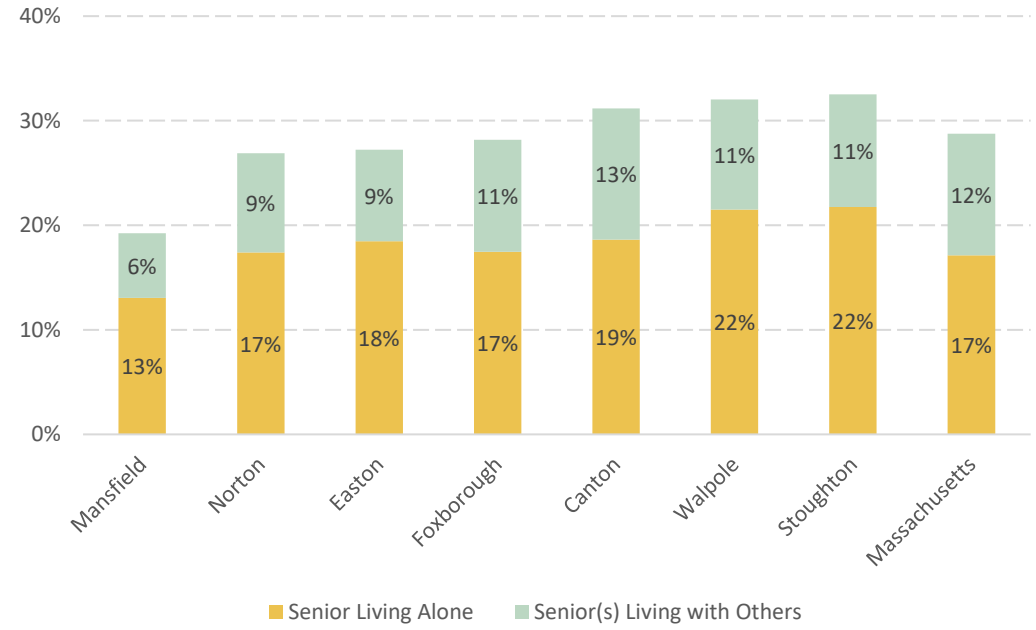
Figure 9, Household Type, Foxborough and Context Communities, 2010



Source: 2010 U.S. Census

Unsurprisingly given the general age shifts in Foxborough's population, household composition has shifted as well. In 2000, 1,390 households, or 22.6% of Foxborough's households, had a senior present; this has increased to 1,867 households, or 28.2% of Foxborough's households. Of those, 710 households are comprised of a senior living alone and 1157 households are comprised of a multi-family household with senior(s). In both cases, this falls roughly in the mid-range of the surrounding towns and slightly less than the state overall.

Figure 10, Senior Households in Foxborough and Context Communities, 2017



Source: ACS 2013-2017

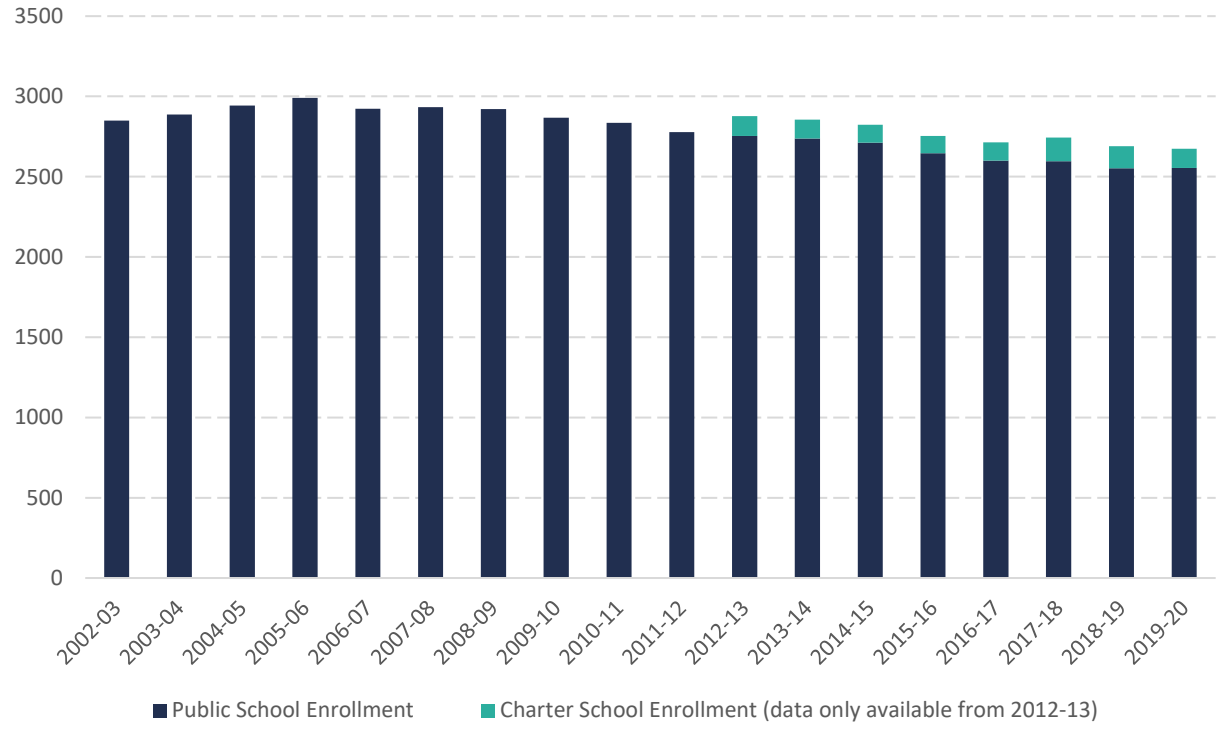
Why the focus on age?

Any household with seniors present will have specific housing needs; older seniors in particular are more likely to need accessibility features such as a first-floor bedroom or accessible restroom. Seniors living by themselves are particularly vulnerable, and may need additional assistance with home maintenance or transportation.

School enrollment

Public school enrollment in Foxborough declined after reaching a peak enrollment of 2,991 in the 2005-06 school year. Enrollment steadily declined by 14.6% over the next 15 years, and in the 2019-20 school year was at a low point of 2,554 students. Only part of this decline can be explained by enrollment of Foxborough children in charter schools; though charter school data is only available for more recent years, enrollment has stayed more or less constant at roughly 125 students, with some years being slightly higher and some years being slightly lower. Overall, the total number of Foxborough students, including those in both charter schools and public schools, decreased by 7.1%, or 204 students, from 2012-13 to 2019-20. Part of the decline is explained by the changing population and household composition.

Figure 11, Foxborough School Enrollment, 2002-03 through 2019-20 School Years



Source: Massachusetts Department of Education

Income

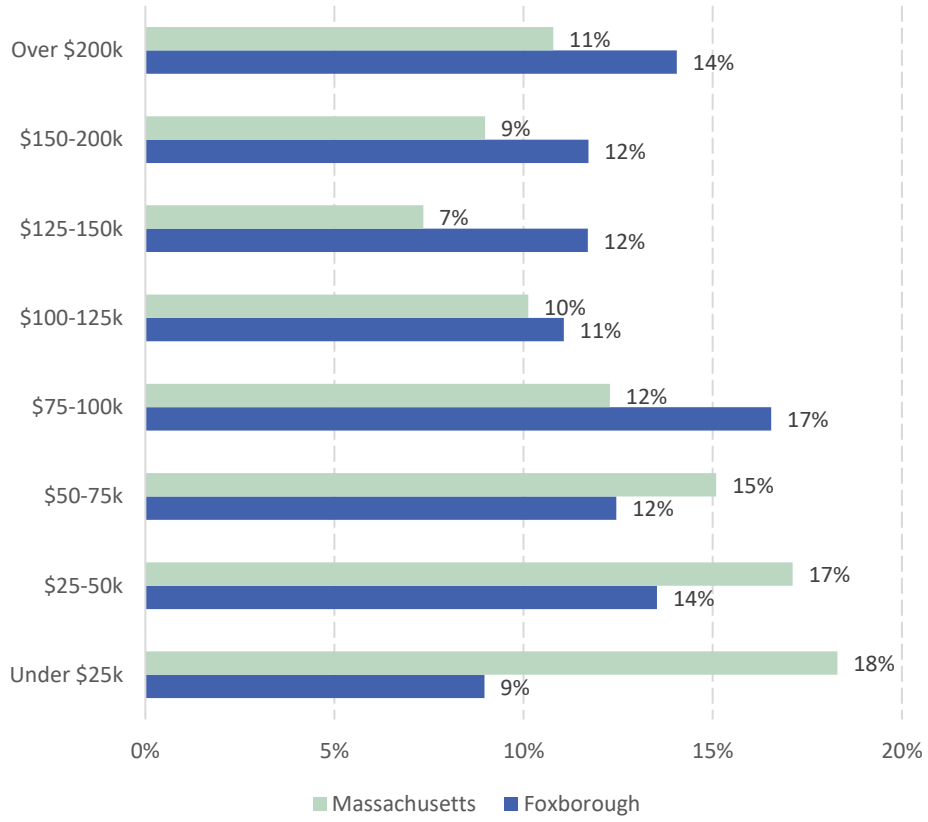
Income is an important consideration in assessing housing need because it determines what a household can afford to pay for housing, and whether a community's housing stock is affordable to its residents. It also determines what type of housing is affordable: rental or ownership, single-family or multifamily. In Foxborough, the median household income in 2017 was $98,199, in the middle range of the context communities but well above the state median of $74,167.[1] This measure of income (from the Census Bureau) includes pre-tax wages, salaries, and bonus payments; interest on investments; net self-employment income; retirement income and similar payments; Social Security; direct public assistance; and most other sources of money income.

Households in Foxborough fall relatively evenly into four income brackets: households earning less than $50,000 annually comprise 22% of the total; households earning $50,000-99,000 comprise 29% of the total; households earning $100,000-149,000 comprise 23% of the total; and households earning over $150,000 comprise 26% of the total. In general, there are lower

[1] All income figures in this section are in 2017$.

shares of households earning lower incomes and greater shares of households earning higher incomes than in the state overall.

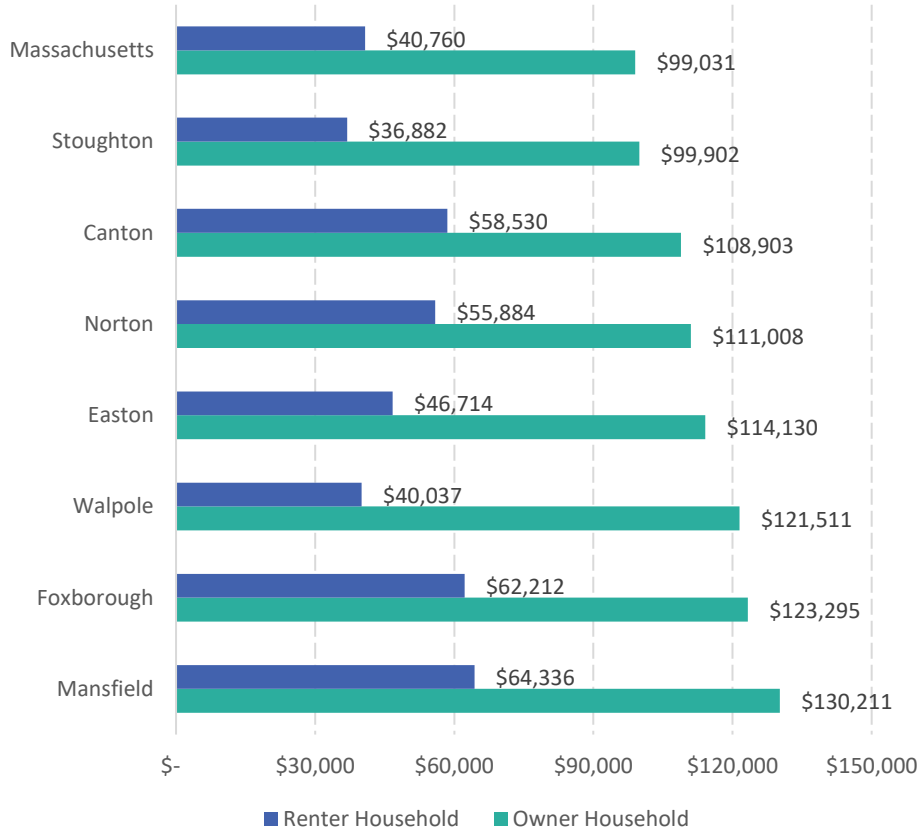
Figure 12, Household Income Distribution, Foxborough and Massachusetts



Source: ACS 2013-17

Like other communities and the state overall, there is a significant disparity between owners and renters in Foxborough. Owner households in Foxborough on average earn $123,295, nearly twice that of renter households. ($62,212).

Figure 13, Median Household Income based on Tenure, Foxborough and Context Communities, 2017

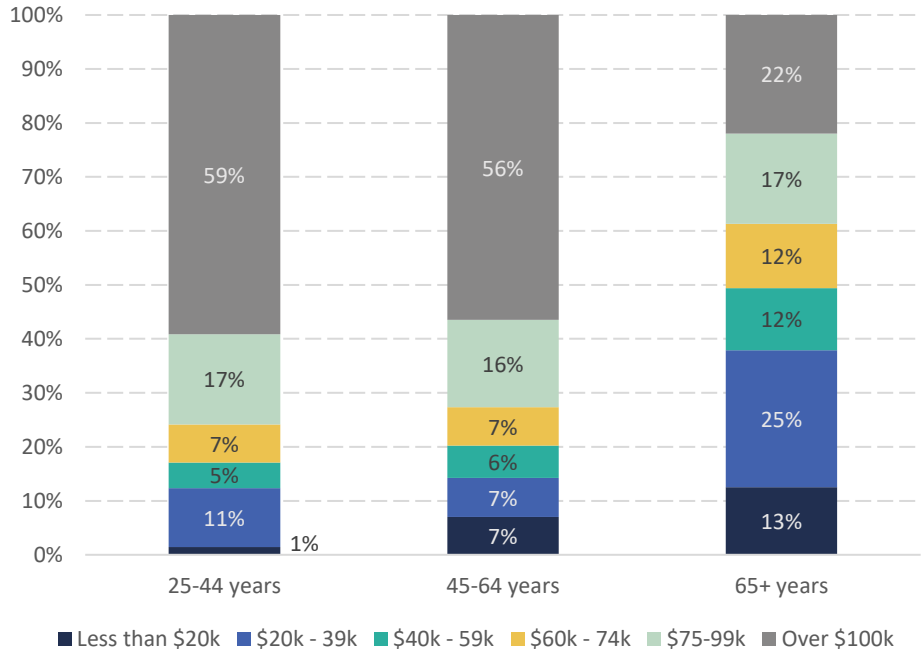


Source: ACS 2013-17

In addition to income variation due to tenure, income also varies by the head of household's age. Over half of households with households age 25-44 and 45-64 earn over $100,000 annually (59% and 56% respectively), while only 22% of those age 65 and over earn that amount. The converse is also true: the 65+ household group is also far more likely to earn less than $40,000 annually. While this is unsurprising given that those 65 and older are far more

likely to be retired or working part time and relying on social security income or retirement savings, it is an important factor in assessing their housing need.

Figure 14, Foxborough Median Household Income by Age of Householder, 2017



Source: ACS 2013-17

All told, 34% of Foxborough households (2,180 households, 2011-2015 CHAS) are considered low-income. Additional details about Foxborough's low-income households, and the ways that income levels relate to subsidized housing options and eligibility, are discussed later in the "Affordability" section. A subset of Foxborough's low-income population that is particularly vulnerable to housing instability is those living in poverty. Two hundred eighty-four households, or 4.3% of all households, live below the poverty threshold.

What does "poverty" mean? How is it different from "low-income"?

Poverty and low-income status are different ways of measuring need. A household living in poverty earns much less than a low-income household. Generally, a household living in poverty will also be low-income, but not all low-income households are in poverty. The poverty threshold varies by the size of the family and age of the members. In 2019, the threshold was approximately $26,000 for a four-person family and approximately $13,000 for a person living alone (U.S. Census Bureau).

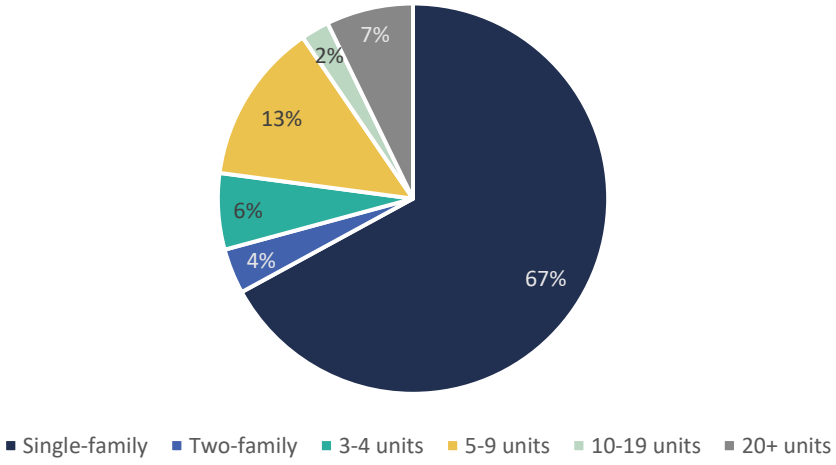
A four-person household in Foxborough earning less than $89,200 is considered low income, and a single person is considered low-income if they earn less than $62,450 (2019 U.S. Department of Housing and Urban Development). See the "Housing Affordability" section for more information on what is considered low-income.

Housing Stock

Housing Supply

There are 6,772 housing units for Foxborough's 6,626 households. 67% are single family homes, and the remainder are in buildings with more than one unit. The majority of these (13% of the total) are in small apartment buildings of 5-9 units. Though two-thirds of Foxborough's housing units are in single-family homes, it has a greater diversity of multifamily housing options than most of its neighbors. However, Foxborough's share of single-family housing is still much higher than in the state overall, for which only 58% of units are single family homes.

Figure 15, Foxborough Housing Units by Type, 2017



Source: ACS 2013-17

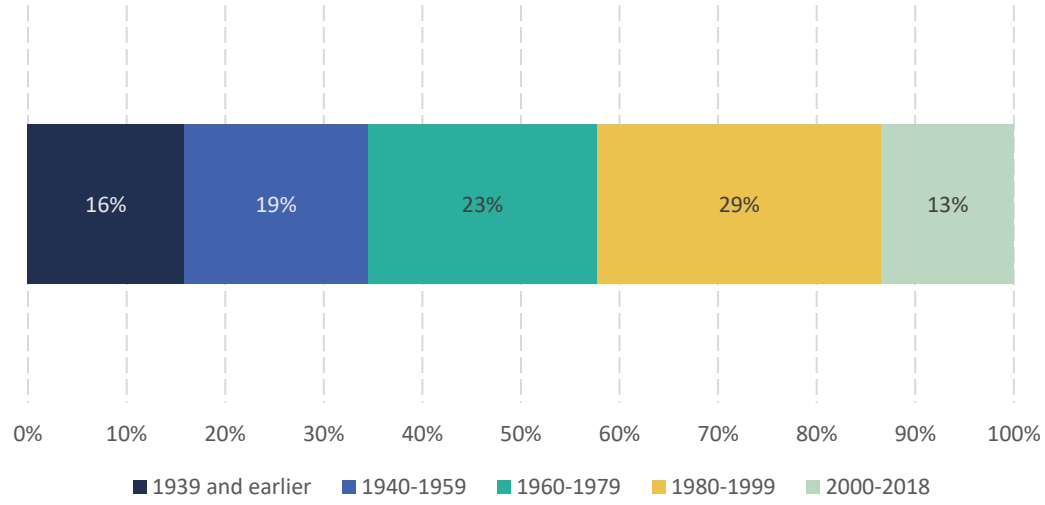
One of the most notable recent changes in Foxborough's housing stock has been the addition of large buildings of 50 units or more. Ten years ago, these made up less than 1% of units (2005-2009ACS), but grew to 7% of the town's housing, an increase of over 400 units.

What's a "housing unit"? Why don't you just say "house"?

A housing unit is a house, apartment, condominium, or any dwelling that constitutes its own separate living quarters. We use this term because it encompasses all dwellings regardless of type (both single-family and multifamily) and tenure (rental and ownership).

Along with its population, Foxborough's housing supply has steadily increased over the years. The age of its housing stock is spread out roughly evenly across the previous 100 years. One third of its housing was built before 1960; if these homes have not been renovated they are likely less energy efficient, which adds to monthly utility and maintenance costs that impact the affordability of these units. Furthermore, they are likely less accessible that newer homes.

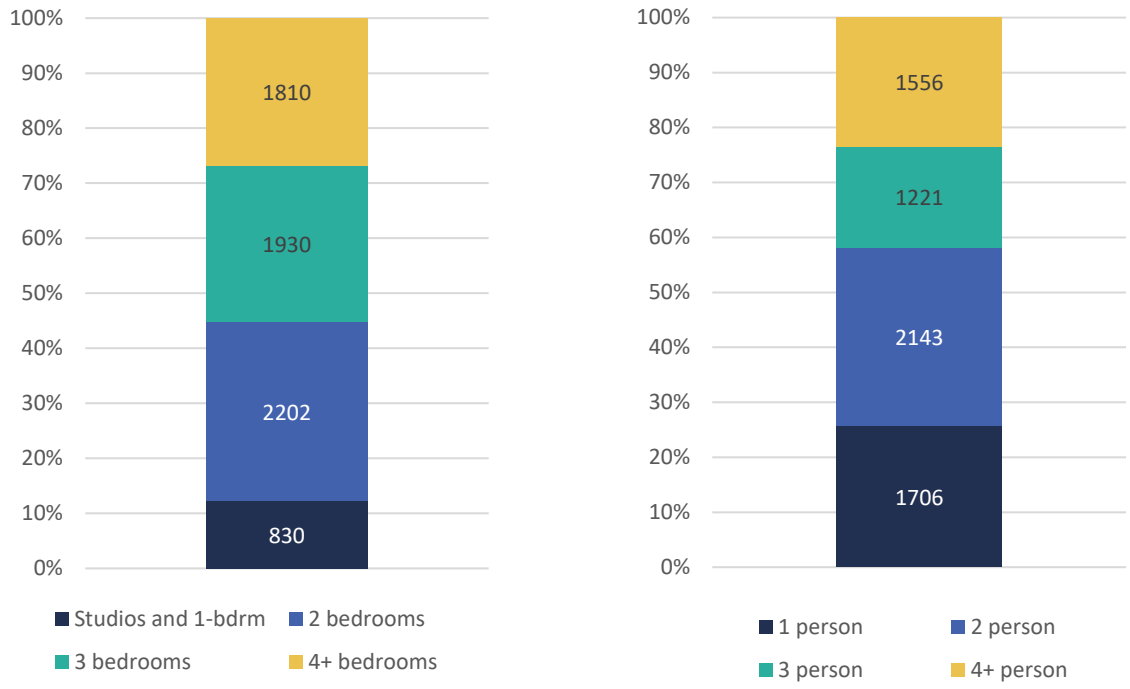
Figure 16, Foxborough Housing Units by Year Built, 2018



Source: ACS 2012-16; Census Building Permit Survey

Foxborough has a healthy supply of family-sized units of three or more bedrooms. This is unsurprising, given the large share of single-family housing in town, which tends to be larger. A relatively small share (12%) of Foxborough's housing is studios and one-bedroom units. Although it is overly simplistic to assume that all small households want to live in smaller housing units, it is worth noting that the Town's share of smaller households is much larger than its share of small housing, a potential mismatch between supply and need.

Figure 17, Number of bedrooms in Foxborough housing units and Household size, 2017



Source: ACS 2013-17

Foxborough has very low residential vacancy rate of 1% (compared to the 4% average of other municipalities in the region; 5% vacancy is generally considered to be healthy). The ownership vacancy rate of 0.2% is also extremely low. Low vacancy rates typically mean more competition for available units, which can increase costs.

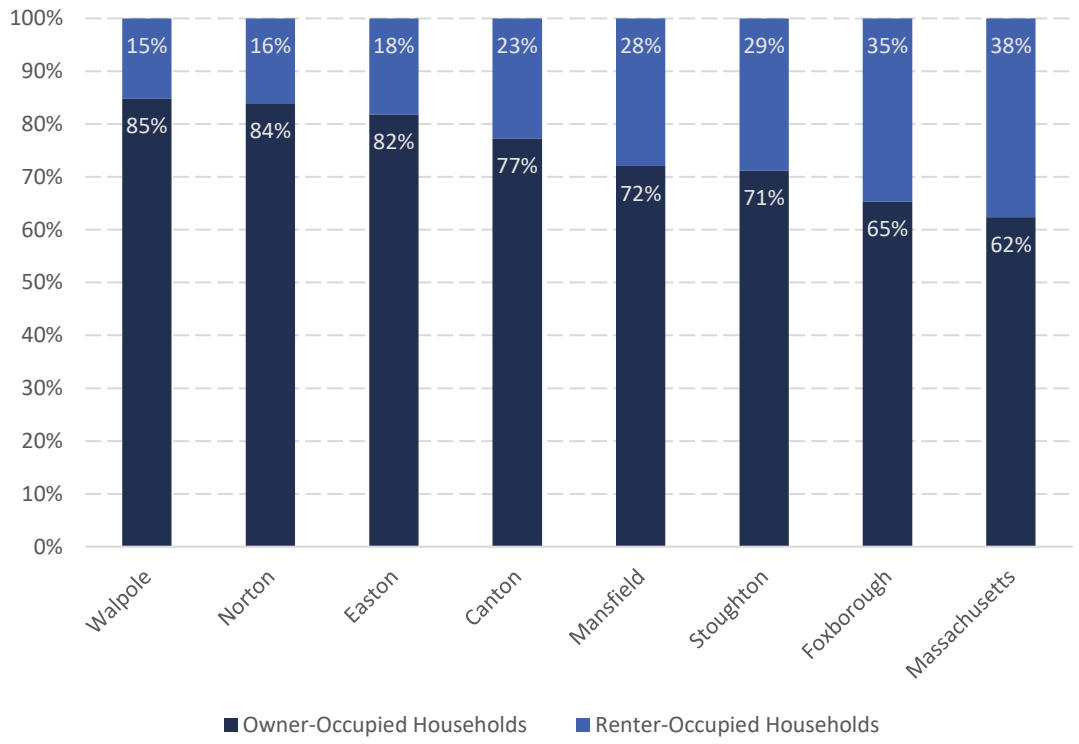
Tenure

Communities need both rental and homeownership opportunities to meet the diverse needs of households. Rental homes are the most financially feasible option for many households, such as younger professionals or low- and moderate-income households that may not be able to afford down payment and mortgage costs. Seniors or empty nesters may prefer rental housing where they are not responsible for maintenance. Ownership housing, on the other hand, ensures stability and can be an important for building equity, particularly for low- and moderate-income families. Both types of housing are important at a variety of price points to meet the needs of residents.

The majority of Foxborough's housing is owner-occupied (65%, or 4,329 units). The remaining 35% (2,297 units) is rental, a higher share of rental units than any of the context communities considered and just slightly lower than the state overall, where 38% of units are rental. Unsurprisingly, the vast majority of ownership housing in Foxborough (96%) is single-family

with only 4% of ownership housing in multifamily units. Conversely, 14% of rental housing in Foxborough is single family, while 86% of rental housing is multifamily.

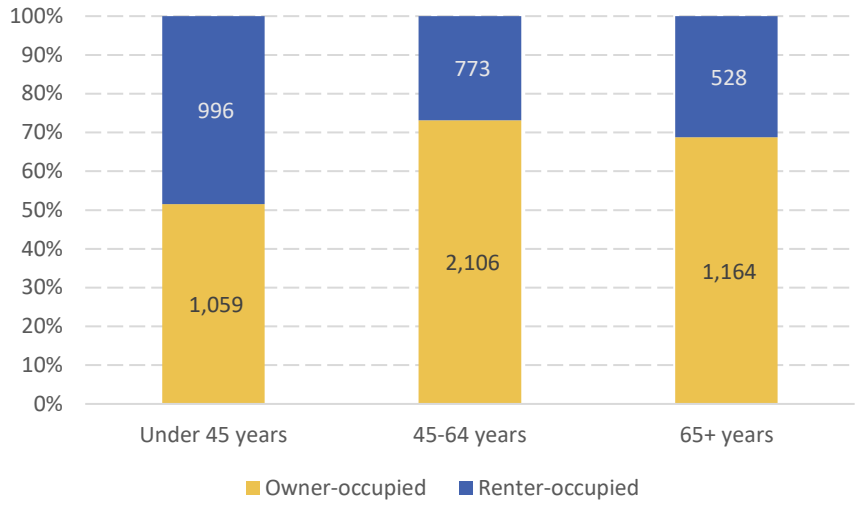
Figure 18 Tenure of Housing Units, Foxborough and Surrounding Towns, 2017



Source: ACS 2013-17

Young householders in Foxborough are more likely to rent than their middle-aged and senior counterparts; just over half of householders under the age of 45 (52%) are homeowners as opposed to 73% of householders aged 45-64 and 69% of householders aged 65 and over. Senior householders are slightly more likely to rent than middle-aged householders.

Figure 19, Foxborough Tenure by Age of Householder, 2017



Source: ACS 2013-17

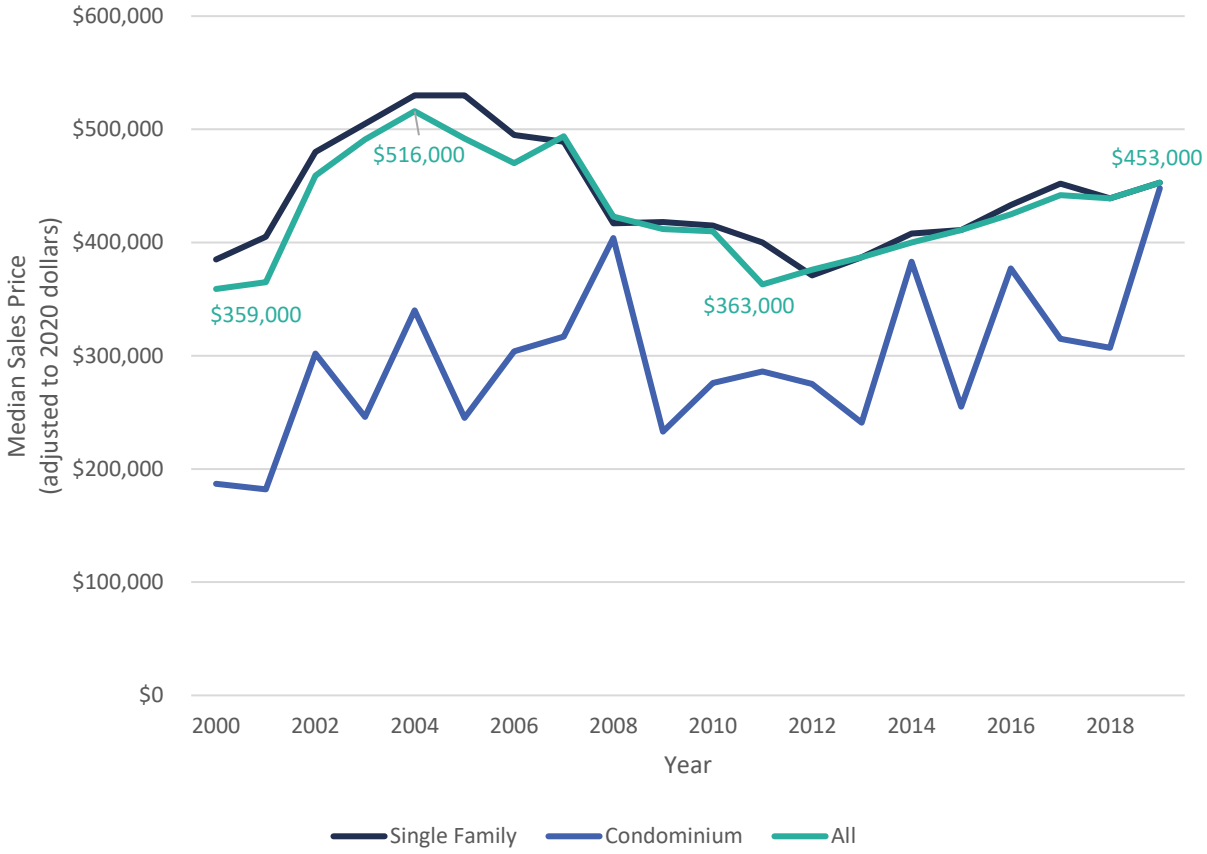
Housing Market

Housing costs within a community reflect numerous factors, including supply and demand. If the latter exceeds the former, then prices and rents tend to rise. Given income levels in Foxborough, rising costs will reduce affordability for both existing residents and those with similar incomes seeking to make a home here.

Over the last two decades, fluctuations in the Foxborough housing market have loosely followed broader regional and state trends. The median home price in town rose sharply in the first half of the 2000s and peaked in the middle of the decade before declining for several years. In recent years, housing prices have been steadily rising, though have not yet reached their pre-recession peak when adjusted for inflation.

Foxborough's median home sales price in 2019 was approximately $453,000. When adjusting for inflation, this is price is still below the pre-recession peak price of $515,000 (adjusted to 2020 dollars). By comparison, the median price at the market's most recent trough in 2011 was $360,000 (adjusted to 2020 dollars). Single-family home prices have followed a similar trend. Condominium prices have been more variable, making it difficult to draw specific conclusions aside form a general upward trend in price.

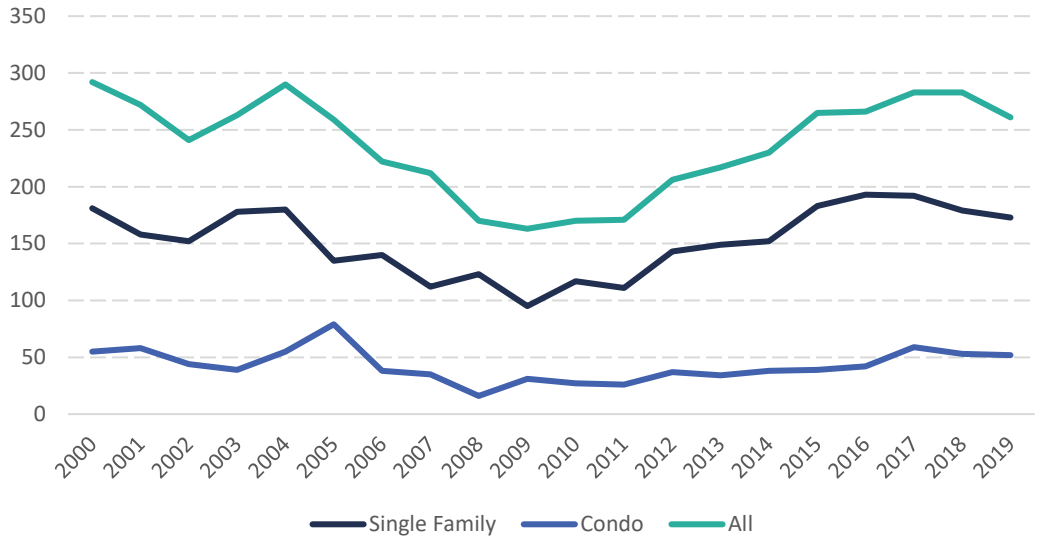
Figure 20, Foxborough Median Home Sales Prices, 2000-2019



Source: The Warren Group

After a trough in 2009 in the midst of the Great Recession, the number of homes sales has increased at a fairly consistent rate, and in 2017 and 2018 neared pre-recession levels. Home sales dipped slightly in 2019, though it is too early to determine whether this represents a trend.

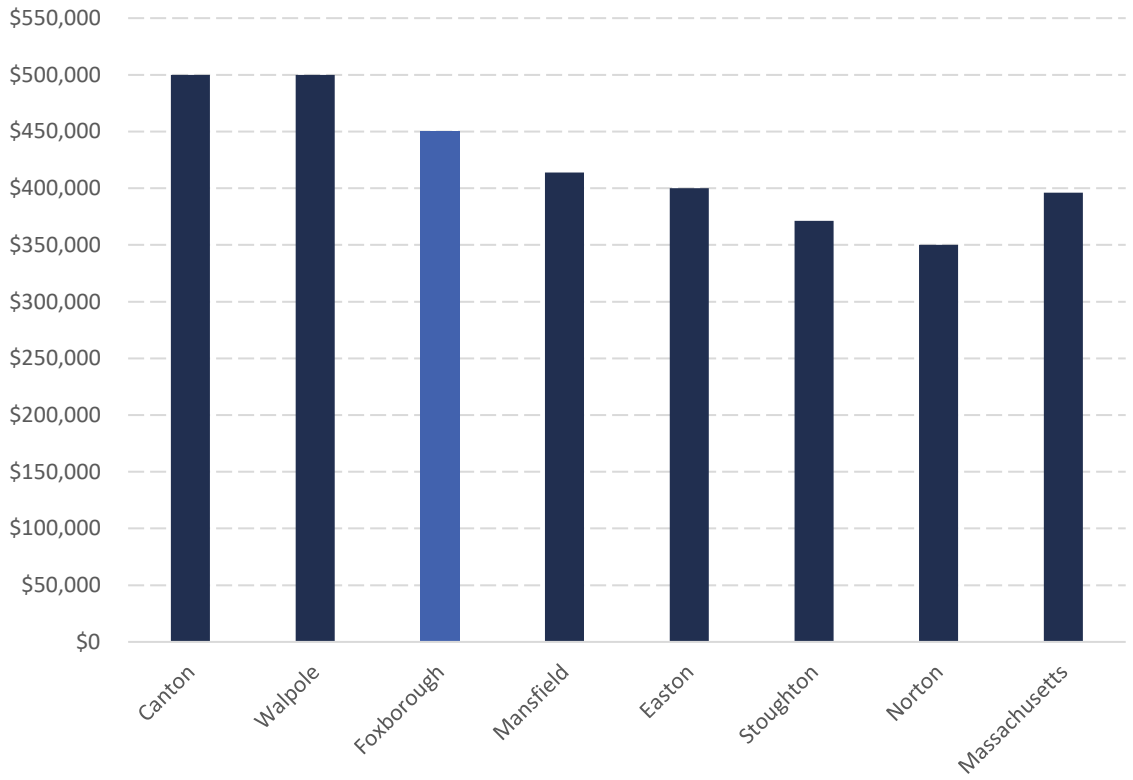
Figure 21, Foxborough Home Sales Volume, 2000-2019



Source: The Warren Group

Foxborough's 2019 median home price of $456,000 falls in the middle-range of context communities, relatively affordable compared to some and more expensive than others. Foxborough's median is about $60,000 more than the state average of $396,000.

Figure 22, Median Home Prices, Foxborough and Context Communities, 2017



Source: The Warren Group

According to MAPC's rental listings database, the median rent for a unit listed in Foxborough in 2018 was $1,852 for a one-bedroom, $2,244 for a two-bedroom, and $2,350 for a three-bedroom. These are the highest rents for one- and two-bedroom units among the context communities; for three-bedroom units the town falls in the middle of the context communities.

Figure 23, Median Gross Rent, 2-BR Listings, Foxborough and Context Communities, 2019

Source: MAPC Rental Listings Database

Though permitting trends are not a perfect indication of the rate at which a municipality expands its housing stock (because permits don't always result in new development), they are a good indication of market trends and the rate of housing growth a municipality supports. From 2010 to 2018, Foxborough permitted 585 housing units. Of these, just under half (46%, or 268 units) were single family homes. Single family home production in town has been relatively consistent during this period, with roughly 30 units per year.

Recent multifamily housing production has consisted primarily of a few large rental projects permitted through Chapter 40B, mainly the Sylvan (248 units, built in 2016) and the Lodge at Foxborough (250 units, built in 2009). Other notable multifamily development in recent years includes the last phase of the former State Hospital redevelopment in 2015, and the Nadia Estates development of 36 condominium units in 2017. The Town has also permitted three mixed-use projects totaling 115 units in Downtown Foxborough. These include the redevelopment of the old fire station building at 40 School Street (19 units, currently under appeal by a neighbor); 29 Wall Street (50 units, currently delayed due to pandemic-related financing issues); and 31-39 South Street (46 units, approved by the Planning Board in August 2020).

The large number of new multifamily development—particularly the moderately sized mixed-use projects close the amenities in Downtown Foxborough—shows that the Town is taking steps to respond to demand for this type of housing. Now that the town has reached the state's 10% goal under Chapter 40B, the Town has greater flexibility in approving these developments and so the recent development does not necessarily constitute a future trend. Chapter 40B will be discussed in greater detail in the following section.

Projected Demand

Consistent with the projected increases in population and number of households discussed in the previous sections, the number of housing units needed to accommodate Foxborough's projected population is greater than the town's current housing stock. MAPC's housing projections for 2030, which are based largely on trends in population and household size,[2] anticipate that to meet future housing demand there will be a need for 7,557 housing units in Foxborough. This represents an increase of approximately 930 housing units. This projected increase in housing units is larger than the projected growth in population, owing to demographic trends (e.g., aging and household formation) that require a greater number of homes to accommodate a changing community. In addition to the number of units, future housing demand will depend on the different occupancy patterns of households of different types, sizes, and ages: young adults tend to occupy multifamily rental housing, middle-age households disproportionately live in single-family homes, and senior householders tend to shift back toward smaller housing as they age. Accounting for projected household changes by age group, MAPC projects that approximately one-quarter of the new housing in developing suburbs such as Foxborough should be multifamily in order to meet this demand.

As discussed in the previous section, these figures are projections, not a statement of what will happen in the future or a statement on what should happen. These projections do not consider where new housing would go or the extent to which new housing could be accommodated within current regulations; they are a statement of anticipated demand. While it is unlikely that Foxborough will see an actual increase of 930 housing units by 2030, the Town should take this number as an indication that there is high and unmet demand for housing, which will likely result in housing cost increases. The Town should take this opportunity to proactively plan for growth, rather than give up control of development to outside or private actors. Action now will help prevent Foxborough's housing supply from becoming even more constrained and lead to even higher housing costs. It will also help ensure that the Town has the types of housing needed to accommodate its future residents. Finally, action will enable the town to direct growth in a way that is appropriate for Foxborough's local context, rather than the ad hoc growth the community would otherwise experience. The ongoing HPP process will help the town address housing demand in a way that meets its residents' needs and is consistent with its character.

[2] Development of these projections was supported by an advisory team comprising academic experts, state agencies, neighboring regional planning agencies (RPAs), and member municipalities. MAPC reviewed reports from other regions nationwide to assess the current state of practice and also reviewed prior projections for our region to assess their accuracy and identify opportunities for improvement. Data sources for the projections include Decennial Census data from 1990, 2000, and 2010; American Community Survey (ACS) data from 2005 to 2011; fertility and mortality information from the Massachusetts Community Health Information Profile (MassCHIP); and housing production information from the Census Building Permit Survey database and MAPC's Development Database. Population and Housing Demand Projections methodology can be found here: http://www.mapc.org/wp-content/uploads/2017/08/MetroBoston-Projections-Appendix-F-Formulas.pdf

Housing Affordability

Eligible Households

One metric of affordable housing need is the number of households who qualify for housing assistance. This is typically determined by a household's income and how many people live in the household. Federal and state subsidized housing programs use Area Median Income (AMI) and household size to identify eligible households. AMI is defined by the U.S. Department of Housing and Urban Development (HUD) for every metropolitan region in the country. For the greater Boston region, which includes Foxborough, the median income is $113,300 for a family of four.[3] Because this number reflects incomes across the entire region, it is higher than Foxborough's median income of $98,199.

To determine eligibility for assistance, HUD uses income categories that are adjusted based on household size (see table below for more details). Though income limits vary depending on the program, typically incomes under 80% AMI qualify for assistance.[4]

Table 1, Table 2 FY2017 Affordable Housing Income Limits, Boston-Cambridge-Quincy, MA-NH HUD Metro FMR Area

Persons in Household	Extremely Low Income <30% AMI	Very Low Income 30% to 50%	Low Income 51% to 80% AMI	AMI
1	$24,900	$41,500	$62,450	$113,300
2	$28,450	$47,400	$71,400	
3	$32,000	$53,350	$80,300	
4	**$35,550**	**$59,250**	**$89,200**	
5	$38,400	$64,000	$96,350	

Source: 2019 U.S. Department of Housing and Urban Development

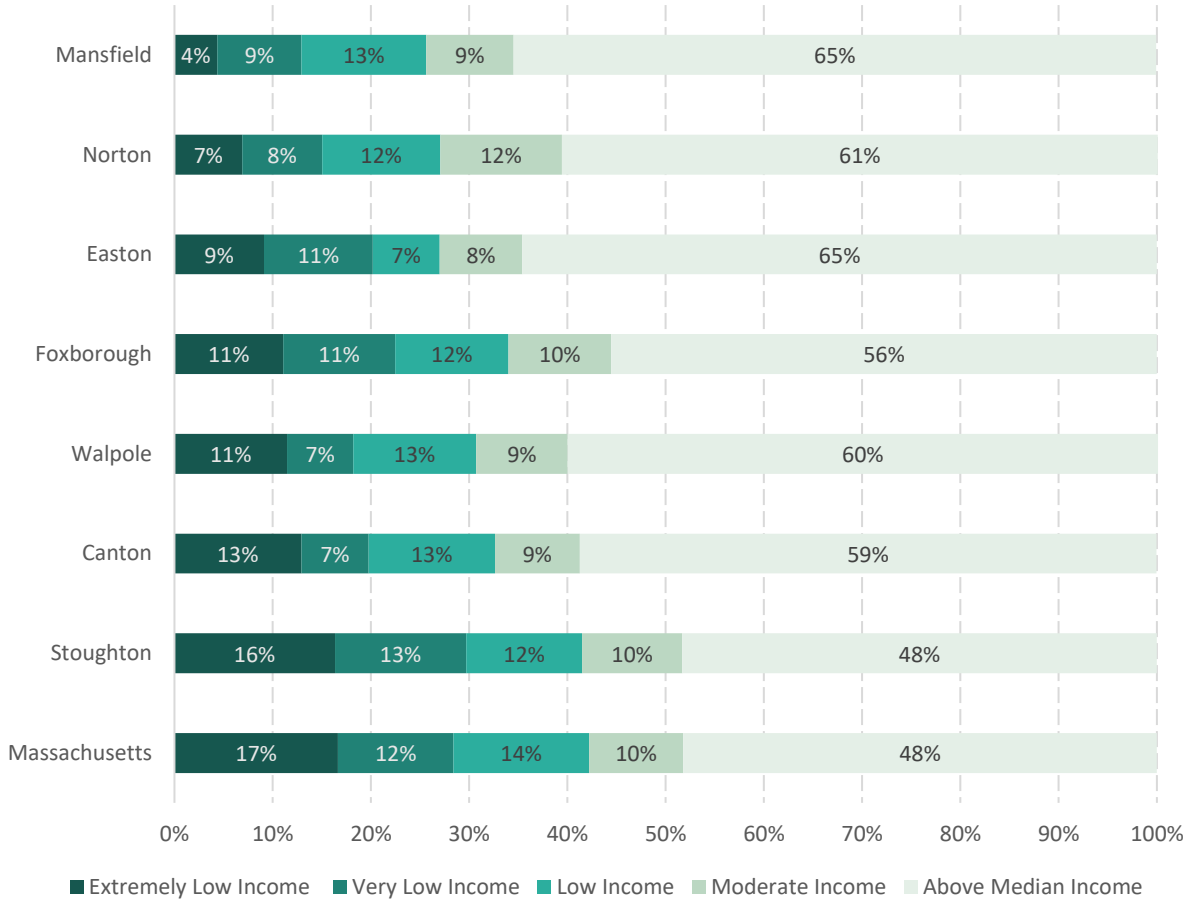
The number of households in Foxborough eligible for housing assistance is an indicator of Affordable Housing need. Compared to the context communities, Foxborough has a higher rate of low-income households than any community except Stoughton. Within Foxborough, 34% of all households (2,180 households) are considered low-income. The low-income

[3] 2019 U.S. Department of Housing and Urban Development Area Media Income for the Boston-Cambridge-Quincy, MA-NH HUD Metro FMR Area, which includes Foxborough.

[4] While requirements vary by programs, these income limits typically do not include assets such as a house or a retirement account. However, income generated from an asset—such as regular payments from a retirement account—may count as income. Some programs use asset limits as well as income limits to determine eligibility.

households in Foxborough are evenly divided: 11% are extremely low income (lower than 30% AMI), 11% are very low income (30% to 50% of AMI) and 12% are low income (50% to 80% of AMI). Interestingly, though Foxborough has one of the highest rates of overall low-income residents, it has a lower rate of extremely low-income residents than several of the context communities. In other words, while it has fewer households with the lowest incomes, it has more households with general low incomes.

Figure 24, Household Income Levels, Foxborough and Context Communities, 2015



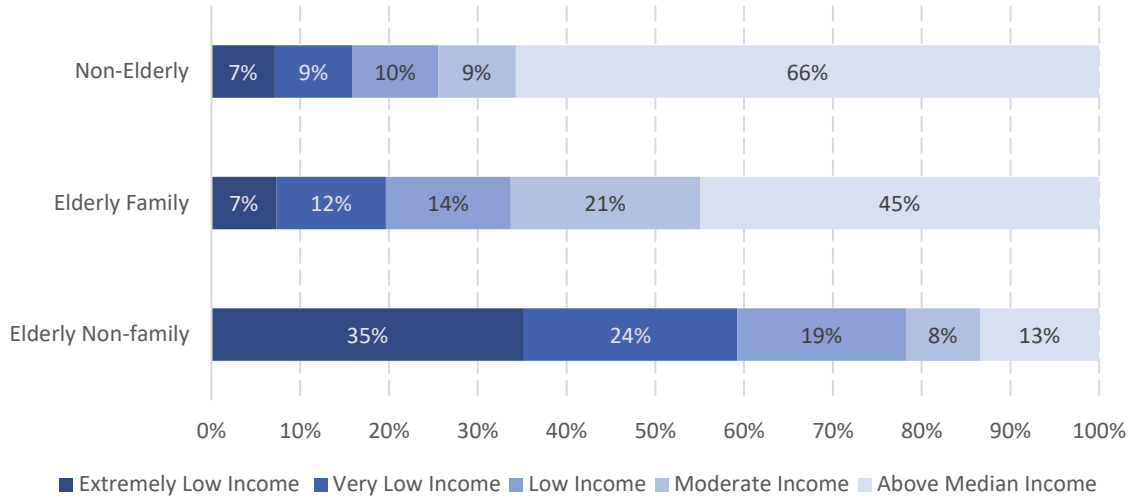
Source: CHAS 2011-2015

Consistent with the median incomes discussed previously, renters in Foxborough are more likely to be low-income than homeowners. While over half (58%) of households that rent are low-income, just under a quarter (22%) of households that own their home are low-income. Of the 2,180 low-income households in town, 1,230 are renters and 950 are homeowners (CHAS 2011-2015).

Households in Foxborough with an elderly person are more likely to be low income, particularly elderly non-family households (those living alone or with unrelated people): over three-

quarters (78%, or 700 households total) of elderly non-family households are low-income. A lower but nevertheless notable rate of elderly family households (living with at least one family member) are low income (35%, just over one-third), while just over one quarter (26%) of non-elderly households are low income.

Figure 25, Foxborough Household Income Levels by Household Type, 2015

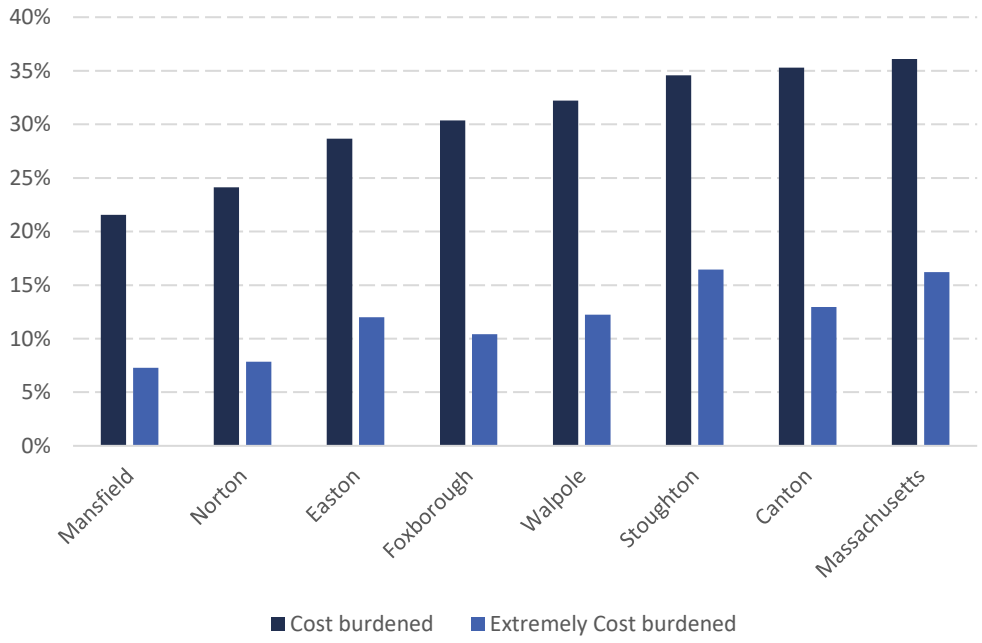


Source: CHAS 2011-2015

Cost Burden

A second way to determine whether housing is affordable to a community's residents is based on the portion of a household's gross income that goes towards housing costs. Cost burdened families, especially those with lower incomes, are less likely to be able to afford other expenses such as transportation or medical care. In Foxborough, 30% of households are cost burdened, meaning they pay more than 30% of income on housing, and 10% of households are extremely cost burdened, meaning they pay more than 50% of their income on housing. In both cases, this falls roughly in the middle of the context communities and below the state average.

Figure 26, Cost-burdened Households in Foxborough and Context Communities, 2017



Source: ACS 2013-2017

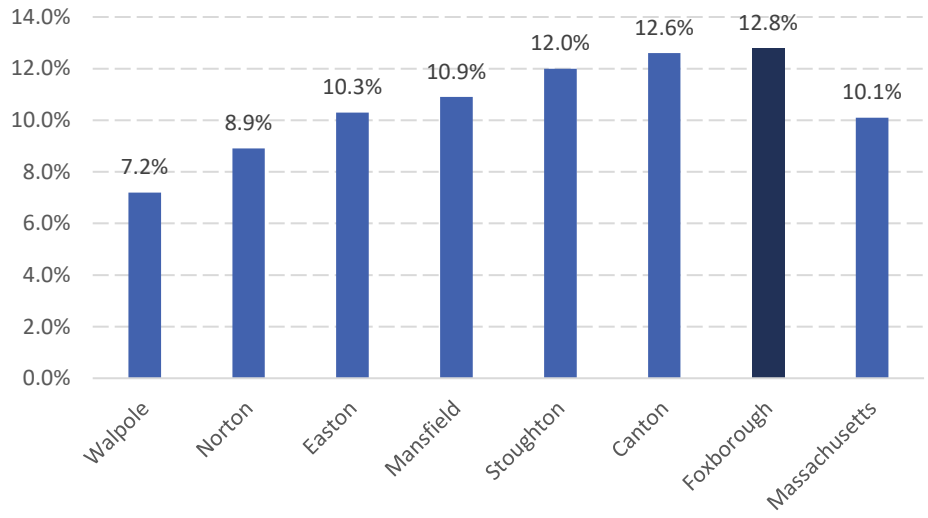
However, cost burden impacts certain groups more greatly than others. Senior-headed households are slightly more likely (32% of senior householders) to be cost-burdened, though the rates of cost burden are much higher for nonfamily senior households. In Foxborough, 46% of renters are cost burdened and 17% are extremely cost burdened, much higher rates than owners. It is also important to consider cost burden among low-income households specifically, as they have fewer housing options and therefore are not likely paying more by choice because they prefer some homes over others. In Foxborough, 71% of households earning less than 80% of AMI are cost burdened. In other words, there are 1,539 households in town that are both low-income and cost-burdened. Additionally, 59% of households with moderate incomes between 80-100% of AMI experience cost burden. This rate of cost burden is much higher than among higher-earning households (4%).

Subsidized Housing Inventory

Under M.G.L. Chapter 40B, affordable housing is defined as housing that is reserved by deed restriction for income-eligible households earning at or below 80% AMI. If a rental housing development includes a certain percentage of affordable units, all the units in the development are eligible for inclusion on the state's Subsidized Housing Inventory (SHI).[5] It is the state's goal that 10% of housing in each municipality be included on the SHI.

In Foxborough, 12.8% (878 units) of the town's year-round housing units are on the SHI, higher than the 10% goal established by Chapter 40B and the highest percentage of any of the context communities. Because it has reached the 10% threshold, Foxborough has safe harbor from 40B development, which means that developers of housing that includes an affordability component cannot bypass local zoning bylaws.

Figure 27, Share of Units on Subsidized Housing Inventory in Foxborough and Surrounding Towns



Source: MA Department of Housing and Community Development

Since the SHI is determined as a percentage of the entire housing stock, the number of Affordable Housing units needed to maintain 10% will increase as total market-rate units increase. However, even with recent development, Foxborough's share of SHI units is unlikely to drop below the 10% threshold in the near future. It is laudable that Foxborough has met, and has actively working towards maintaining, the 10% SHI goal. Achieving safe harbor enables Foxborough to consider how it will meet its housing need in a way that is best suited for the Town.

[5] A rental development is eligible for inclusion on the SHI if 25% of its units are affordable to households earning 80% AMI or less, or if 20% of its units are affordable to households earning 50% AMI or less. For an ownership development, only affordable units are eligible for inclusion on the SHI.

However, despite having 10% of its housing units on the SHI, housing need persists: as discussed above, there are 2,180 low-income Foxborough households eligible for subsidized housing, two and a half times as many households as there are housing units on the Town's SHI. Additionally, it is important to point out that not all of the units on the SHI are actually affordable. For example, because 25% of their units are affordable, all units in the 250-unit Foxborough Lodge and the 248-unit Sylvan are included on the SHI, even though they contain 63 Affordable units and 62 Affordable units respectively. Finally, any unit affordable to households earning 80% AMI or less is eligible for inclusion on the SHI, but many Foxborough households earn less than this amount: 730 households earn 30-50% AMI and 710 households earn less than 30% AMI.

In short, compliance with 40B is a first step towards meeting Foxborough's housing need. Having reached safe harbor allows Foxborough to be in control of and focus on proactively defining and meeting its own unique housing goals.

Affordability Gap

Another way to gauge affordability is to consider the gap between median household income and median home price. This tells us whether the average Foxborough family could afford to move into the average Foxborough house.

In short, the average Foxborough family could afford to rent an apartment in town, but it would be difficult for them to purchase a home here today. A household earning Foxborough's median income of $98,199 would be able to afford a house costing about $345,000, assuming good credit, minimal existing debt, and a down payment of 5% of the cost of the average Foxborough house.

In this case, the affordability gap is $111,000; the average household would need access to this much capital to afford the median home price of $456,000. This also assumes that the family is able to find mortgage financing with only a 5% downpayment requirement; downpayments at this level are increasingly common but are not universal.

A renter household earning Foxborough's median income could afford to pay approximately $2,380 per month towards rent. This is higher than Foxborough's median rent for a two-bedroom apartment ($2,250/month), so the average Foxborough household could comfortably afford to rent an apartment in Foxborough.

Of course, the above calculations are generalizations, and do not give a complete picture of need. As noted previously, renter households in Foxborough earn just over half of what owner households earn; the average Foxborough renter cannot afford the average Foxborough rent.

Qualitative Needs Identification

In addition to an extensive data analysis, the project team engaged with Foxborough residents to better understand their priorities for addressing housing needs in town. Engagement for this plan began in Fall 2019 with the creation of an HPP working group, stakeholder focus groups, and a public forum to discuss housing strengths and challenges. These were followed by a housing panel discussion in winter 2020 and an online open house in summer 2020. In addition to the engagement conducted specifically as part of the HPP, this plan is informed by earlier housing conversations hosted by the Town and discussions held through the Foxborough Housing Coalition.

In general, the conversations surfaced anxieties held by many about the rising cost of housing, how rising costs impact the stability of the community, and desire for housing solutions that work with the existing physical and social fabric of the town. Across all forms of engagement, perhaps the most commonly identified need was for smaller, more naturally affordable (though not necessarily deed-restricted) housing options. This type of housing was seen as meeting the needs of a wide variety of groups, from seniors wishing to downsize while remaining in Foxborough to young families seeking starter homes for smaller households looking for alternatives to what has been built in town in recent years. Beyond the needs of individual households, residents were also interested in this type of housing because they felt that smaller homes were a good fit with the town's built character, and would enable the production of less expensive housing without subsidy.

Prior Engagement

Prior to the HPP process, the Town of Foxborough held several housing-focused discussions in spring 2019. In May, the Town surveyed residents about their housing needs and desires. This survey showed that many residents believed Foxborough's current housing options created social and economic challenges, did not make it possible for all age and socioeconomic groups to live in Foxborough, and especially limited the options of seniors and young families. Following the survey, the Town conducted a focus group with 40 residents on the subject of housing. This focus group showed an interest in creating and preserving small housing types on small lots (such as accessory apartments and cottages), providing incentives or assistance to residents, and increasing the number of homes on residential property, among other ideas. This prior engagement helped set the framework for the ensuing the HPP planning process.

Town staff also highlighted the link between housing and economic development. Specifically, Schneider Electric, the town's second largest employer, had previously informed the Town that it anticipates a mass retirement from its Foxborough campus within the next 5-10 years, resulting in the need to hire several hundred new employees. Schneider Electric leadership

believes a majority of the workforce they expect to attract will want to live in updated multi-family housing that is located in or near Downtown Foxborough with access to public transit and amenities. Although these expectations are currently in flux due to the COVID-19 pandemic, it is likely that there will continue to be a relationship between housing and employment preferences, even if it is somewhat changed in the future.

Housing Production Plan Engagement

Working Group

In Fall 2019, the Town invited residents to participate in a working group that would shape the direction of the HPP. These working group members brought a variety of important perspectives, and they were responsible for sharing local knowledge of housing need and demand in Town and providing input on the planning process and the plan's content. The working group met seven times over the course of the HPP process, as well as communicating with the Town and MAPC via email, short surveys, and one-on-one phone conversations. The working group was critical in providing direction to the planning process, particularly with regards to shaping goals and refining strategy recommendations. With regards to housing need, working group members frequently highlighted a desire for natural affordability and moderate-income options consistent with the Town's character and working-class legacy, and the importance of housing options a wide variety ages, household sizes, and incomes.

Focus Groups

In September 2019, MAPC and the Town held two focus groups to better understand various aspects of housing in Foxborough. The first focused on seniors because the needs of this group had been highlighted in engagement prior to this planning process. The discussion revealed that seniors are not monolithic in their needs: some were interested in downsizing, some were specifically interested in age-restricted communities, and others wished to remain in their current homes, especially if their home could be retrofitted to meet their changing needs. There was general concern about being priced out, either because of increasing costs of homeownership and property taxes, or because of a lack of affordable downsizing options in town.

Another focus group was held with real estate professionals working in Foxborough, including developers, real estate lawyers, and engineers. This focus group discussed the process of developing homes in Foxborough and the dynamics of the local real estate market. The discussion provided insights into the ways the current regulations shape the housing that is built in town today, in particular the ways in which lot size and other zoning requirements can impact the size and price of new housing.

Conversation on Housing: Strengths and Challenges

In November 2019, MAPC and the Town held a public forum at Town Hall with approximately 50 attendees. The forum featured a presentation by MAPC on the existing conditions of housing and affordability in Foxborough followed by small breakout groups. Breakout groups discussed Foxborough's housing needs, concerns, and goals and priorities. Live video of the forum was broadcast on Foxborough Cable Access. In addition to the live, in-person forum, the plan included an "online open house" version of the forum, where forum content was shared online, and Foxborough residents could weigh in on the discussion without having attended the live event. Approximately 200 people engaged with the online open house, with approximately 100 people providing feedback.

At the in-person forum, a significant topic of discussion was "right-size" smaller housing and walkable neighborhoods, particularly as an option for seniors, and the desire for multigenerational living. Many residents expressed concerns with recently-built housing that they felt was inconsistent with the town's character, including large "McMansion"-style single-family houses and duplexes—particularly when they replaced smaller, older houses—and large multifamily apartment buildings. In a related topic, many were concerned about rising costs and fewer options for low- and moderate-income families; several participants observed that the income limits for deed-restricted Affordable units does not align with the actual needs of low-income Foxborough residents. Finally, participants highlighted the need to balance housing with a wide range of Town goals.

Figure 28, Discussion groups at the November 2019 Forum

After the discussion, participants filled out a survey on their housing priorities, which was also available online following the forum. Takeaways include:

- Participants at the public forum (or at least those that participated in this activity) were largely focused on housing issues related to seniors. They put less emphasis on housing issues related to families, young people, or specific income groups.

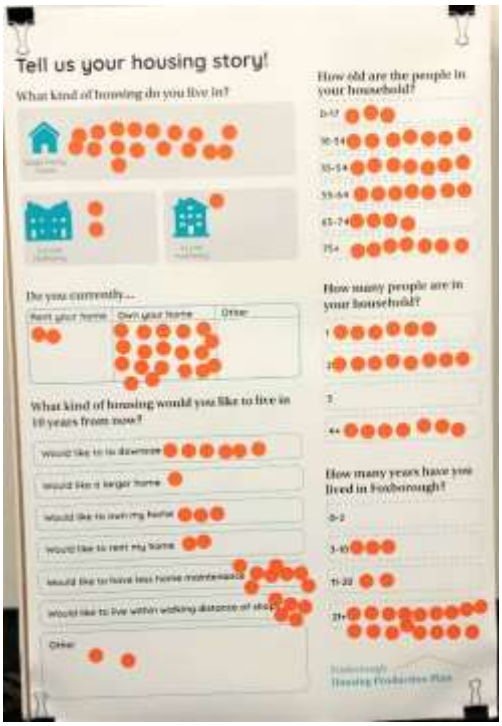
- However, participants in the Online Open House favored housing for families and housing's relationship to existing neighborhoods. Senior housing issues were not disfavored, but merely not ranked as highly.
- Both groups prioritized housing ownership options and were less concerned about the proximity of housing options to transit, businesses, and jobs.

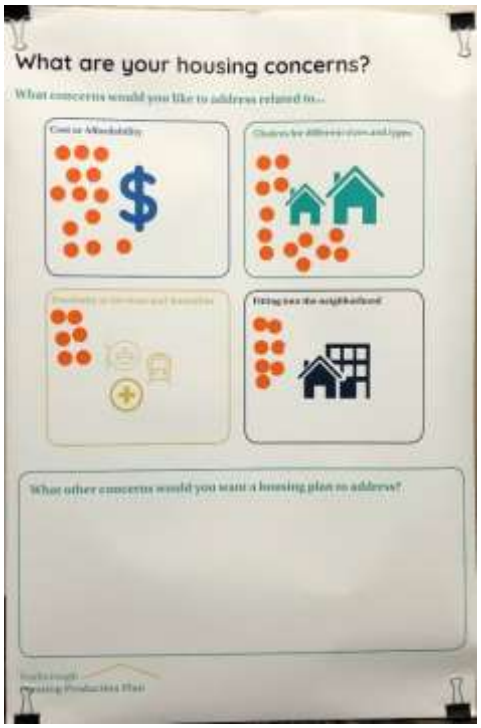
The table below shows the list of potential priorities given to participants, ranked according to their average score from highest priority to lowest. The ranked lists are shown for participants at the forum, participants in the online open house, and for both groups combined.

Table 2, Responses from November 2019 Forum

Rank	In-Person	Online	Combined
1	Choices for downsizing	Housing for families	Support for seniors to stay in their homes
2	Support for seniors to stay in their homes	Housing that fits the neighborhood	Housing for families
3	Age-restricted senior housing	Support for seniors to stay in their homes	Housing that fits the neighborhood
4	Housing ownership choices	Housing ownership choices	Housing ownership choices
5	Range of different types of housing	Range of different types of housing	Range of different types of housing
6	Homes for young people starting out	Housing affordable to moderate-income households	Housing affordable to moderate-income households
7	Housing affordable to low-income households	Age-restricted senior housing	Age-restricted senior housing
8	Housing affordable to moderate-income households	Homes for young people starting out	Choices for downsizing
9	Housing that fits the neighborhood	Choices for downsizing	Homes for young people starting out
10	Housing for families	Housing rental choices	Housing affordable to low-income households
11	Housing near retail/amenities	Housing affordable to low-income households	Housing rental choices
12	Housing rental choices	Housing near retail/amenities	Housing near retail/amenities
13	Housing near jobs	Housing near jobs	Housing near jobs

Figure 29, Posters from November 2019 Forum





Conversation on Housing: Small Housing Types

As previously discussed, one of the consistent themes found in this plan's early engagement events was an interest in smaller housing types. In order to better understand these needs, in February 2020 MAPC and the Town convened a panel of three developers and architects experienced in small housing: Andrew Consigli (Civico Development), Jeremy Lake (Union Studio Architecture and Urban Design), and Joe Lynch (real estate developer local to Foxborough).

The conversation touched on the role of density and lot size in driving housing prices; the interplay of construction costs, land costs, and housing prices; the role of design in making housing density feel natural in a community, and specific design considerations for groups like seniors and families. The panelist presentations were followed by a robust question and answer session with attendees, who generally expressed excitement about many of the types of housing shown by panelists while also reiterating the desire for housing that is context-sensitive. Specific topics of interest included accessory apartments, designing small housing types to meet seniors' needs, balancing density with shared common spaces, preserving older ranch and bungalow houses, and the need to think creatively to provide new housing types.

Online Open House: Strategies and Development Locations

In June and July 2020, MAPC and the Town conducted an "online open house." The content was primarily focused on housing strategies and locations, which will be discussed in following sections.

Development Constraints, Capacity, & Opportunities

Chapter Summary

- Foxborough's many protected open spaces are unquestionably an asset to the town and its residents, though the large amount of land dedicated to open space and conservation—nearly one-quarter of the Town's land area—means that land available for housing is limited. Wetlands and flood zones further limit potential locations for housing.

- Wastewater treatment is a major constraint on housing development in Foxborough. The Town's limited sewer infrastructure impacts where and what type of housing is built, often pushing development into areas that can accommodate on-site independent wastewater treatment facilities. However, this is not an absolute constraint; the Town is actively pursuing a sewer extension for a potential affordable housing project. Historically, water provision has also constrained new development, but recent improvements have increased the Town's water capacity.

- Foxborough's zoning bylaw, particularly in some of its overlay districts, enables more housing diversity than that of many suburban bylaws in the Greater Boston region. However, some aspects of Foxborough's zoning bylaw could disincentivize certain types of residential development, particularly smaller, more naturally affordable housing. Because land costs in town and the region are high, minimum lot sizes and maximum densities often prompt developers to build larger, more expensive homes to recoup the cost of land. Many residents have expressed concerns that new single-family housing, and duplexes in the area surrounding Downtown, are too large and are out of character with their surroundings.

- Despite constraints, there are opportunities to add housing in town, particularly smaller "missing middle" housing that is context-appropriate. This planning process assessed sites for new housing development opportunities using quantitative analysis of land parcels, qualitative assessment using local knowledge, and public input. Ultimately, the plan identified seven opportunity sites where new housing development could be located, though opportunities are not limited to these sites.

Development Constraints

New housing development in any municipality is constrained by a variety of natural, physical, infrastructural, institutional, and regulatory barriers. This section of the plan enumerates the ways in which these barriers constrain housing development in Foxborough and notes which barriers could be reasonably overcome.

Natural and Physical Constraints

Some natural and physical conditions make land unsuitable for residential development. These constraints are often good to maintain, since housing is not safe or healthy in all areas of town, and housing development must be balanced with other planning needs, such as public health and environmental stewardship.

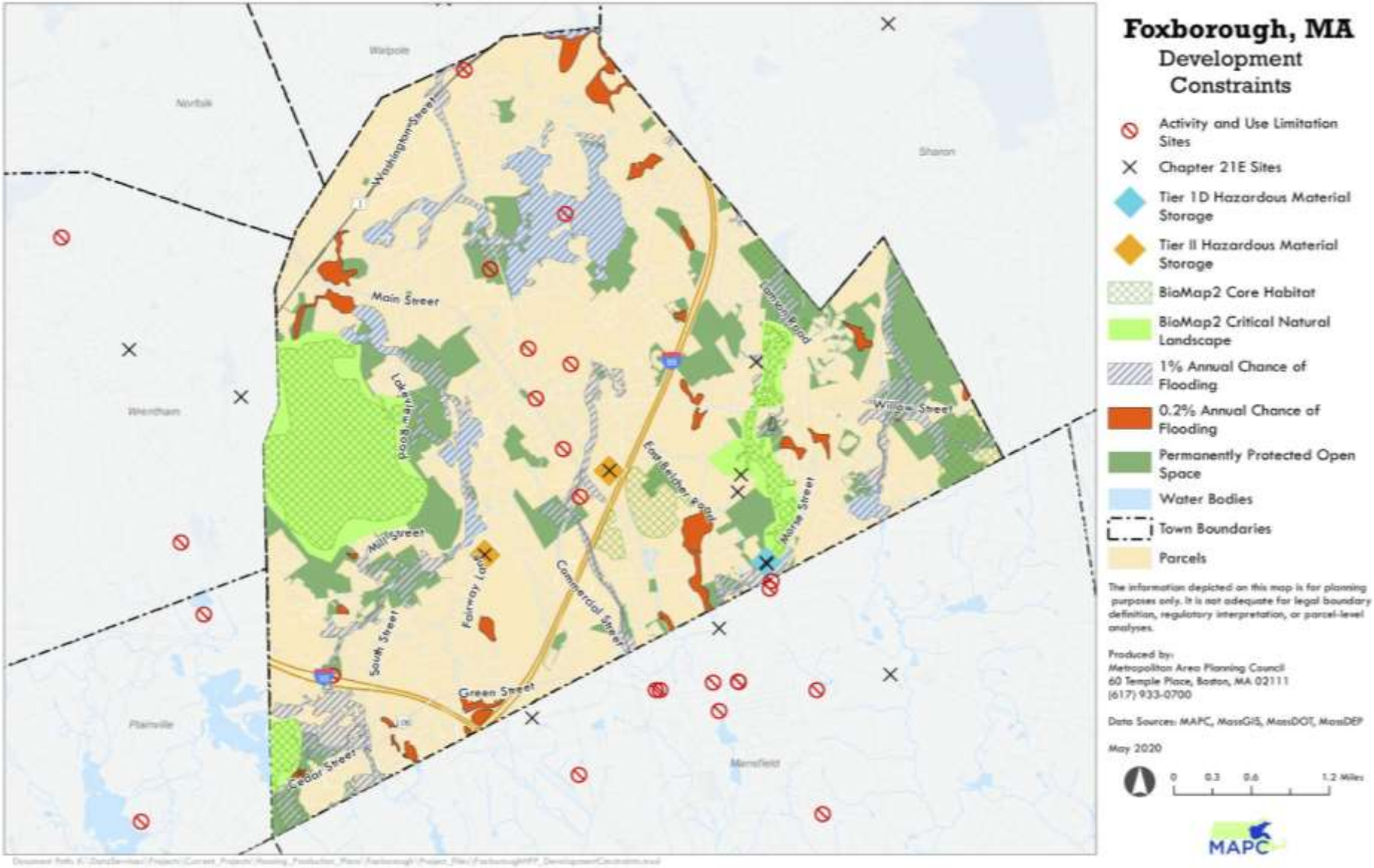
One such example is protected open space. The Town of Foxborough consists of 13,376 acres. Of that, 96% (12,864 acres) is land and 4% (518 acres) is water. Approximately 23% of the Town's area (3,114 acres) is permanently protected open space, such as park land, land protecting the water supply, and conserved agricultural land. The majority of that permanently protected open space is owned by either the Town of Foxborough or the Commonwealth of Massachusetts's Department of Conservation and Recreation (DCR).

Another limiting factor is the presence of wetlands and the risk of flooding. Approximately 19% of Foxborough is at risk of flooding according to the Federal Emergency Management Agency (FEMA). FEMA flood insurance maps show 2,002 acres having a 1% risk of flooding in any given year, and 311 acres having a 0.2% chance of flooding in any given year. Some of the land prone to flooding overlaps with the permanently protected open space described above. While this plan uses the FEMA flood map designations to assess development constraints, flood zones have the potential to expand as the climate changes, and the changing severity of storms may contribute to more intense flooding. Therefore, future housing development adjacent to current flood zones may need to consider the reality of potential future flooding. These flood zones are illustrated below in Figure 30, and wetland locations and buffers are shown in Appendix A.

In addition to permanently protected land and land prone to flooding, contamination and hazardous waste present another physical constraint to development. These hazards are regulated under M.G.L. Chapter 21E and are either classified as "Chapter 21E Sites" or "Activity and Use Limitations." There are several such hazards in Foxborough, which are shown in Figure 30 below. Locations labeled as Chapter 21E Sites are approximate locations of oil and/or hazardous material disposal sites that have been reported and Tier Classified under M.G.L. Chapter 21E and the Massachusetts Contingency Plan (MCP). There are three Chapter 21E sites in Foxborough. In addition, locations labeled as activity and use limitations (AULs) are the

approximate locations of the presence of oil and/or hazardous material contamination remaining after a cleanup has been conducted pursuant to Chapter 21E and the Massachusetts Contingency Plan (MCP). There are 16 of these sites in Foxborough.

Figure 30, Natural and Physical Development Constraints



Infrastructure Capacity

Utilities

Utility provision, and in particular the provision of wastewater services, is a significant barrier to development in Foxborough. The town currently maintains 27 miles of sewer mains through parts of Foxborough Center, along Central Street, flanking Commercial Street south of I-95, along Morse Street, to Greenview Estates (off Route 106), and within and around the Cannon Forge development. The town currently maintains 650,243 feet of water lines, serving 5,711 active accounts, and 142,002 feet of sewer lines, serving 637 accounts. Small portions of the town are also adjacent to Mansfield's sewer system.

This leaves the majority of Foxborough reliant on septic systems, which require significant land to safely leach wastewater into the ground. Foxborough recently formed a sewer district with Mansfield and Norton which included an expansion of the treatment plant, allowing for additional treatment capacity for all three towns. However, the limited sewer infrastructure throughout Foxborough has constrained new residential development in areas relatively well served by amenities, and conversely has pushed residential development to historically rural areas of the town. Furthermore, because septic capacity is measured on a per-bedroom basis, reliance on septic systems constrains the development of smaller and/or clustered homes, while incentivizing the production of larger "McMansion" style homes with large rooms that increase square footage (and thus price), but do not trigger the need for additional septic capacity. In addition to the capacity of the system itself, the process of adding parcels to the sewer district, which requires Town Meeting approval, add time and uncertainty and could further disincentivize certain types of development.

In order to overcome these barriers, Foxborough would need to expand the sewer system and/or encourage development that could expand the public infrastructure or has on-site wastewater treatment infrastructure. While a large-scale expansion of the sewer system or wastewater treatment capacity would be highly capital-intensive and is unlikely to occur in the near term, the Town has made strides in this area, including the 2019 Town Meeting vote to add the Walnut Street Housing Authority property to the sewer district, and the award of a Housing Choice Capital Grant to design a sewer extension to this area. Additionally, it may be feasible for development projects above a certain size to expand the public infrastructure or incorporate on-site wastewater treatment into the project budget, thus sparing the Town the expense.

Historically, provision of water has also been a constraint on new residential development, though recent infrastructure improvements have increased capacity. The Massachusetts Department of Environmental Protection (DEP) imposes town-level water use restrictions each summer, and Foxborough's water use has been restricted by DEP for several years. Furthermore, in May 2020, due to COVID-19-related construction delays on new infrastructure

and a failure in existing infrastructure, the Town issued a water use ban for all non-essential outdoor water uses in order to replenish its water reserves.

The Town has been working to expand capacity of the system, constructing new wells in 2019 and recently activating a new treatment plant, which is capable of producing more than 2 million gallons of water per day. The entire system is now capable of producing over 4.5 million gallons of water per day, although the Town is still restricted by DEP to a maximum daily withdrawal of 3.19 million gallons per day. New development is constrained by this regulatory restriction, and the town will need to work with DEP to ensure these regulations do not impede the Town in meeting its housing goals.

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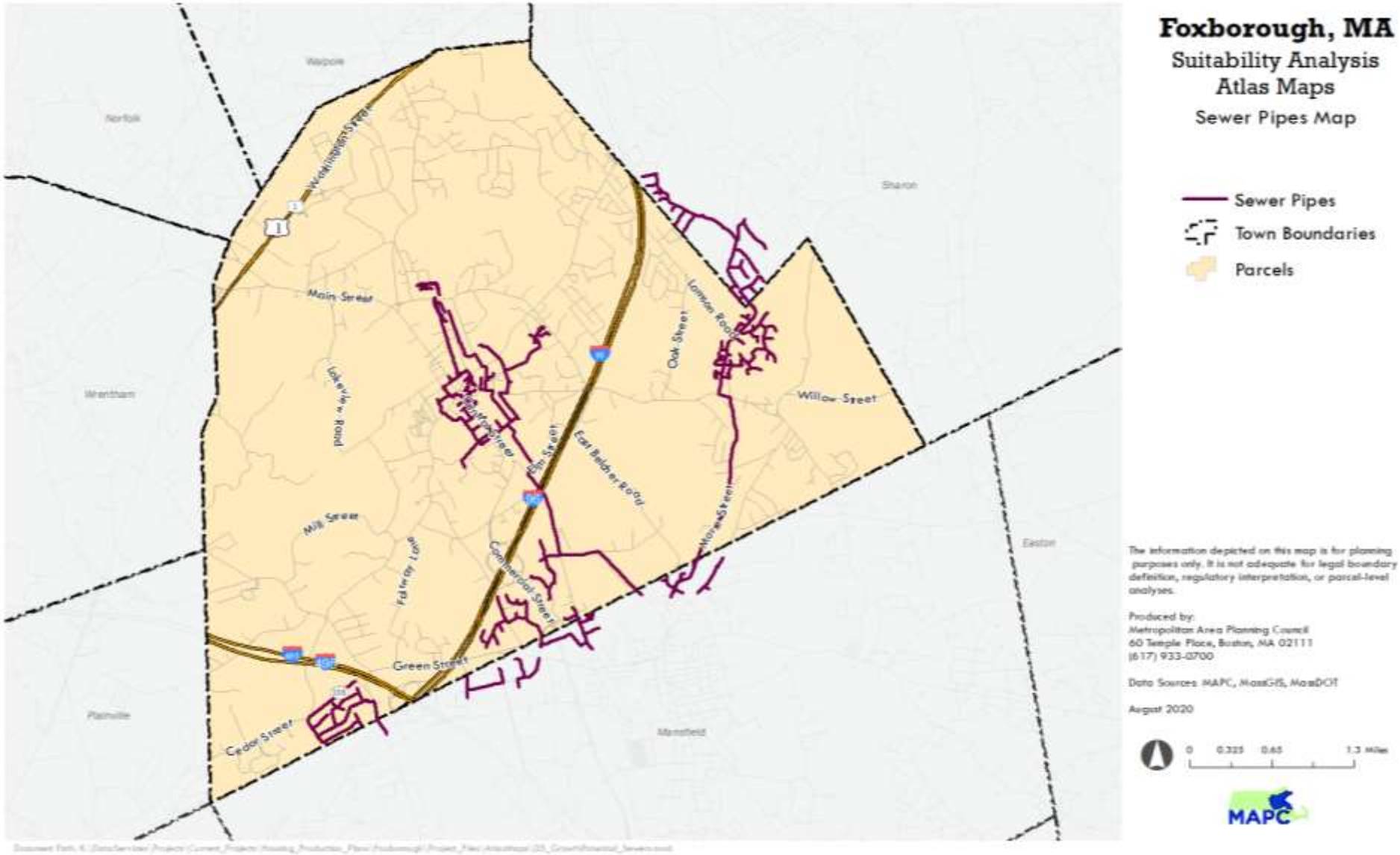
Figure 31, Foxborough Sewer Infrastructure



Note this map also includes some Town of Mansfield infrastructure that services Foxborough.

Roads and Transportation

While the capacity of a town's roads and transit always places some limitations on housing development, Foxborough is relatively well-served by transportation infrastructure.

Foxborough hosts one commuter rail station in the northern part of town, which connects the town to the MBTA Commuter Rail's Franklin line. The MBTA began piloting weekday service to and from the station in 2019. The pilot is currently paused due to the pandemic, but is scheduled to resume in May 2021. Prior to the pilot, the station was only serviced during special events, most notably New England Patriots games at Gillette Stadium. Additionally, many Foxborough residents use the MBTA's Mansfield Station, which offers access to the Providence/Stoughton line.

In addition to the MBTA commuter rail, Foxborough is included in the GATRA (Greater Attleboro-Taunton Regional Transit Authority) service area. Although GATRA does not operate any bus lines within Foxborough's borders, as a member community Foxborough has access to GATRA's dial-a-ride services for residents with disabilities and seniors. Foxborough is also part of the GATRA GO Microtransit program, an on-demand service which allows transit riders to request a vehicle to pick them up and drop them off where needed. The service is available weekdays and is intended to complement the fixed-route bus services along the Route 1, 140, and 106 corridors.

Several major roads pass through Foxborough, including:

- Interstates 95 and 495 both pass through the town, and two interchanges enable drivers to enter and exit those highways in Foxborough. See Appendix A for a map of major highways and proximity to highway exits.
- US Route 1 runs as a four-lane highway through largely commercial land in Foxborough, including the land around Gillette Stadium.
- State Route 140 acts as the major thoroughfare running through Foxborough Center, connecting the town center to the Route 1 commercial area to the north and the South Foxborough commercial areas near I-95. Route 140 is named either Central Street, Main Street, and Commercial Street depending on the location in town.
- North Street splits from Route 140 north of Foxborough Center, providing another major connection to the Route 1 corridor.
- State Route 106 in southwest Foxborough and Morse Street in southeast Foxborough connect the town to the Mansfield Station.

In addition to transit and road infrastructure, Foxborough has some bicycle and pedestrian facilities and more plans for other types of street users and travelers. Foxborough committed

to a Complete Streets policy in 2018, and in 2017 a Downtown Vision plan proposed safety and wayfinding improvements for pedestrians and cyclists in Foxborough Center.

Transportation access is not a major constraint to development in Foxborough, and automobile traffic was not consistently cited by the community as a top concern. Nonetheless, the prospect of increased traffic does typically act as a constraint on individual developments and carries with it other negative effects, particularly on public health. Meanwhile, proximity to highway infrastructure also acts as a public health-driven development constraint, as residential development near highways results in adverse respiratory health outcomes, including increased prevalence of asthma.

Foxborough can overcome these constraints by encouraging development near transit stations and commercial areas serving everyday needs, in order to limit both commute and non-commute automobile trips generated by new development.

Institutional Constraints

Schools

School capacity is typically viewed as a constraint in communities where enrollment is near or over capacity. Districtwide, this is not the case in Foxborough. Enrollment declined across the district by approximately 300 students from the 2002-2003 school year to the 2019-2020 school year. Enrollment at specific schools may prove to be a constraint, though enrollment has remained fairly steady since 2016 for each public, non-charter school in the district. Recent planning efforts, including the district's Strategic Plan, have not identified a pressing need in facility capacity. Likewise, the district's largest recent capital project, the Burrell School Renovation, built a gymnasium, new arts and media learning centers, and pre-kindergarten facilities, rather than expanding core capacity. This suggests the district's current facilities will not function as the major constraint to development.

Table 3, 2019-20 School Enrollment

School	Students
Foxborough High School (Grades 9-12)	793
Ahern Middle School (Grades 5-8)	822
Igo Elementary School (Grades K-4)	380
Taylor Elementary School (Grades K-4)	241
Burrell Elementary School (Grades PK-4)	318

Source: Massachusetts Department of Elementary and Secondary Education

The relationship between housing and development is more complex than new housing directly leading to new students. Enrollment often grows with turnover in existing housing, for instance. Given the age of Foxborough's population, and the recognition that many seniors will choose to leave their family-sized homes in the coming decade, Foxborough might reasonably assume some increase in enrollment as millennial households with children move into those homes. This growth, combined with any new students that would occupy new housing, would need to be accounted for by the district. If that growth required increased facility capacity, the district would need to address that need through capital planning in concert with the Town's Capital Improvement Plan Committee and the MSBA.

Beyond facilities, school operations can pose a constraint on new development. This includes the marginal cost of educating each student in existing facilities and the costs of operating school bus services. Foxborough can look to measures that would offset these costs as it addresses its housing needs, such as the payments available to Towns for new housing development under chapters 40R and 40S; these programs will be discussed in greater detail in the following section.

Whether or not there is new housing development in Foxborough, school enrollment will fluctuate. School enrollment in most communities is driven by turnover in the existing housing stock, and it follows demographic trends. As seniors age out of their homes, and the large millennial generation's children enroll in school, enrollment will likely increase regardless of development. Foxborough should consider this school enrollment issue apart from the issue of housing, and particularly apart from housing development, which is only loosely related to enrollment.

Municipal Capacity and Funding

Most new policies or programs will require some degree of effort or expenditure by the Town government to implement. The Town currently has one full time planner and one part time planner, who oversee a range of planning activities. As is common to many small towns, a department of this size inherently has limited bandwidth to implement new housing policy while continuing to fulfill current responsibilities. Similarly, housing strategies that require capital spending are limited by the Town's budget and bonding capacity.

Beyond the capacity to take on housing intitiatives, there is concern about the municipality's capacity to deal with *any* increased population, particularly as it relates to schooling and infrastructure (both discussed in more detail above). While fiscal health is always a concern, the impact of development on fiscal policy is nuanced, as much as new residents can increase marginal service costs, a lack of development overall can stretch thin existing municipal revenues. What's more, Foxborough has the opportunity to be proactive about developent,

and plan for development that minimizes costs to the Town (using tools such as Smarth Growth districts that are paired with payments from the state, discussed in more detail below).

Maintaining the town's fiscal health is a high priority for Foxborough residents in general, and will likely continue to be so in light of the COVID-19 crisis and its economic fallout. The town's capacity for implementation was an important consideration in determining this plan's recommendations, and will be discussed in greater detail in the following chapter. In general, a lack of available funds for new housing programs or capital spending was considered a major constraint on strategies, so strategies were specifically chosen to minimize their impact on the Town's budget while still fulfilling housing need.

Regulatory Constraints

Under M.G.L. Chapter 40A, Massachusetts' municipalities can regulate land use, development, the intensity of use (included size and density), and aspects of building and site design through a zoning bylaw. These laws ensure the compatibility of buildings and uses sited near each other. However, contemporary zoning bylaws have also been used, whether knowingly or unwittingly, to limit development and distort the real estate market. Zoning that illegalizes or disincentivizes housing production that the market would otherwise build represents a constraint on housing development, though that constraint may be reasonable in promoting other policy goals. Though zoning rules may ultimately be favorable to the community, zoning constraints can make housing less accessible to the average household, effectively excluding many people from town, especially people of color, young people, and households with low- and/or fixed incomes. Ironically, many zoning laws prohibit the historical forms of development people often desire, incentivizing housing development to be either large single-family homes on large lots or large multifamily buildings, neither of which were historically prevalent in Foxborough's residential districts.

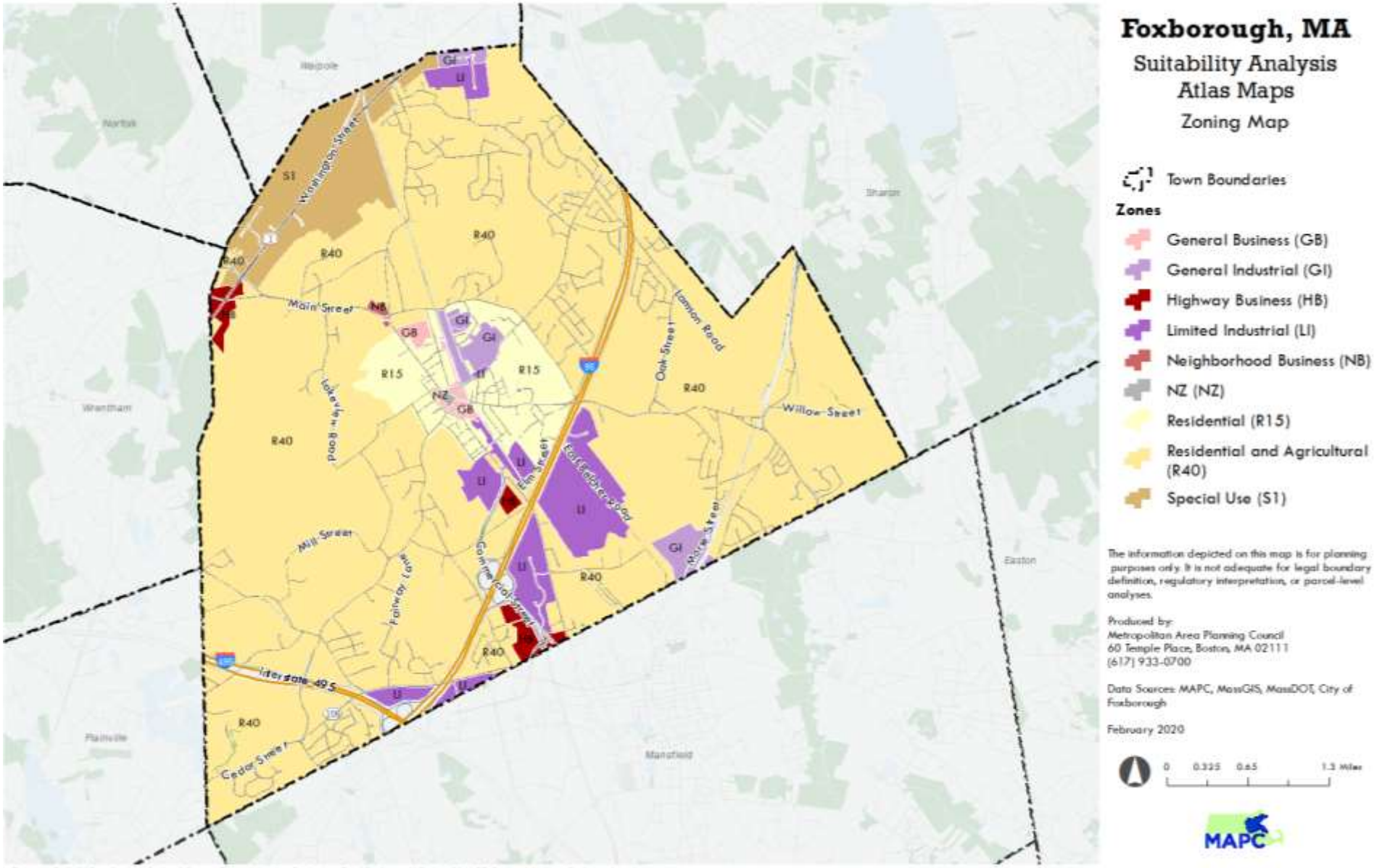
Foxborough's zoning bylaw, particularly in some of its overlay districts, enables more housing diversity than that of many suburban bylaws in the Greater Boston region. However, some aspects of Foxborough's zoning bylaw could disincentivize certain types of residential development, particularly smaller, more naturally affordable housing. Because land costs in town and the region are high, minimum lot sizes and maximum densities often prompt developers to build larger, more expensive homes to recoup the cost of land. While many in Town appreciate low-density requirements, it is important to understand that they can result in larger, more expensive housing.

Zoning Districts in which Residential Development is Permitted

Foxborough's zoning bylaw divides the town into eight "base" zoning districts, shown in Figure 32, that each permits a different set of land uses and development types. Half of these base

districts allow for some type of housing, whether by right or by Special Permit. These base districts are augmented by seven "overlay" zoning districts. Four of these overlay districts alter the way residential uses are allowed to be built. This section reviews all base and overlay districts where residential uses are allowed.

Figure 32, Foxborough Zoning Districts



R-15: Residential District

The R-15 district is one of two base districts in Foxborough where the primary land use is intended to be housing. The district includes much of the land around Foxborough Center, while not including Foxborough Center itself.

The R-15 district allows for single-family homes and duplexes by right, and multifamily developments of three or more homes with a Special Permit from the Planning Board. For either single- or two-family buildings, a minimum lot size of 15,000 square feet is required. Overall, R-15's dimensional requirements allow for a denser concentration of housing that is in line with suburban housing styles of the mid-20th Century. Residential buildings in the R-15 district, as in the other primarily residential district, cannot exceed 2.5 stories or 35 feet in height. Many residents have expressed concerns that the duplexes that have been built in this district are too large and are out of character with their surroundings; this could be addressed by adopting design standards (discussed in greater detail in the following section).

Accessory Dwelling Units (ADUs) are allowed by right on single-family lots in R-15 zones, though the ADU must be attached to the main house and its occupant must be related to the owner of the main house. "Innovative Residential" types (which can propose new approaches to site design, including changes to dimensional and access requirements) are permitted by a Special Permit from the Planning Board. Mobile homes are allowed by Special Permit from the Zoning Board of Appeals.

R-40: Residential Agricultural

The R-40 district, which nominally favors residential and agricultural uses, is the largest district in Foxborough. Aside from the area in and around Foxborough center, areas adjacent to Route 1, and some areas near exits from interstates 95 and 496, all land in Foxborough is zoned R-40.

This district allows for single-family homes by right, while duplexes and multifamily development are not allowed. R-40 rules require a minimum lot area of 40,000 square feet for residential uses and minimum 200' of frontage. Overall, R-40's dimensional requirements are in line with exurban housing development styles, including housing typical of more rural communities, as well as large-footprint "McMansion"-style sprawl housing that emerged in the late 1990s and continues to be developed.

ADUs are allowed in R-40 districts by Special Permit from the Planning Board, though the ADU must be attached to the main house and its occupant must be related to the owner of the main house. Three special residential types—Open Space Residential, Residential Compounds, and Innovative Residential—are also allowed via a Planning Board Special Permit. Mobile Homes are allowed by Special Permit from the Zoning Board of Appeals.

GB: General Business

Foxborough's GB district, though designated as a business district, also allows for residential development. Residential Development in the GB district is nominally governed by the same rules that apply to the R-15 district, with separate provisions for building height. Much of the GB district area also falls within the Foxborough Center Overlay District.

NB: Neighborhood Business

The NB district is a small district designated for "neighborhood businesses." Residential development in the NB district is governed by the same rules as the R-40 district. However, the portion of the NB district east of North Street is also governed by the Chestnut-Payson Overlay District rules.

FCOD: Foxborough Center Overlay District

This overlay district provides special rules for projects within the vicinity of Foxborough Center. In addition to residential uses allowed by base zoning, mixed-use residential developments (with retail on the ground floor) up to three units are allowed by right, and larger projects are allowed by Special Permit. Buildings within the FCOD can be up to 3.5 stories by right, and up to 60 feet with a Special Permit. Additional dimensional requirements are outlined in Table 5; the Planning Board can adjust all dimensional requirements through the Special Permit process. The FCOD also sets basic design regulations (particularly around materials) and states a preference for sustainable building design.

CPOD: Chestnut-Payson Overlay District

This overlay district provides special rules for the area around the intersection of Chestnut Street and Payson Road. Under the CPOD rules, allowed residential uses include those permitted in the underlying zoning, as well as attached single-family homes (townhomes), open space residential developments, and multifamily development. These additional residential use types require a Special Permit from the Planning Board. For these residential use types, the minimum land area requirements equate to a density of roughly four to seven units per acre, depending on the size of the development. Setback (yard) requirements are more permissive than the base zoning, and multifamily development is allowed to be 3 stories and 40 feet in height.

FPOD: Floodplain Overlay District and WRPOD: Water Resource Protection Overlay District

These two overlays include additional restrictions in flood-prone areas or areas near water resources. The FPOD overlay includes all areas subject to flooding in the event of a 1-percent-annual-chance storm; development that would increase flood levels during a 1-percent-annual-chance storm is prohibited, and development that does occur must comply with state and local flooding and wetlands regulations. The WRPOD provides performance standards for sewage disposal systems within the district, and sets additional lot coverage and minimum land area requirements for new development that does not connect to a sewer line.

Table 4, Residential Uses by Zoning District

	Base Districts									Overlay Districts	
Residential Uses / District	**R-15**	**R-40**	**GB**	**NB**	**HB**	**GI**	**LI**	**S-1**		**FCOD**	**CPOD**
SFR	Y	Y	Y	Y	N	N	N	N		Base	Base
Duplex	Y	N	Y	N	N	N	N	N		Base	Base
Multifamily	PB	N	PB	N	N	N	N	N		Base	PB
Mobile Homes	BA	BA	N	N	N	N	N	N		Base	Base
Residential Compounds	N	PB	N	N	N	N	N	N		Base	Base
Open Space Residential	N	PB	N	N	N	N	N	N		Base	PB
Planned Development Housing	N	PB	N	N	N	N	N	N		Base	Base
Accessory Apartments	Y	PB	Y	PB	N	N	N	N		Base	Base
Innovative Residential Uses	PB	PB	N	N	N	N	N	N		Base	Base
Mixed-use (retail ground floor)	N	N	N	N	N	N	N	N		Y*	Base
Townhomes	N	N	N	N	N	N	N	N		Base	PB

Notes:

- Y = Permitted by right
- N = Not permitted
- PB = Permitted by Special Permit issued by the Planning Board
- BA = Permitted by Special Permit issued by the Zoning Board of Appeals
- Y* = Permitted by right when limited to three housing units, by Special Permit issued by the Planning Board when four or more units
- Base = Use base zoning rules
- Overlay districts not included here do not alter use rules

Table 5, Dimensional Regulations by District and Use

District	R-15 & GB		R-40 & NB			WRPOD		CPOD		FCOD
Use	Single Family & Duplex	Multi-family	Single Family	Open Space Resi.	Resi. Compound	Single-family & Duplex	Open Space Resi.	Attached Single Family	Multi-family	All
Min Land Area (if multifamily, for first three units)	15,000	32,250	40,000	20,000	Number of homes on lot must be less than that allowed under conventional single-family development if subdivided	60,000; min 30,000 upland; unless on sewer (where base zoning applies)	20,000; with total number of buildable lots determined by max allowed with conventional single-family in WRPOD	32,250	32,250	
Min Land Area for each unit in multifamily after first three units	n/a	6,125	n/a	n/a	Base	Base	Base	6,125	6,125	
Min Frontage	100	100	200	50	50	Base	Base	30	200	20
Min Frontage when next to SFR, duplex, vacant land	n/a	125	n/a	n/a	Base	Base	Base	n/a	n/a	n/a
Yard: Front	25	50	35	35	Base	Base	Base	10	20	10
Yard: Side	15	25	15	15	Base	Base	Base	0	20	10
Yard: Rear	30	75	30	30	Base	Base	Base	20	20	10
Height: Stories	2.5	2.5	2.5	2.5	Base	Base	Base	2.5	3	3.5; 4 by SP
Height:Feet	35	35	35	35	Base	Base	Base	35	40	40; 60 by SP
Min Lot Width	67' at 50' from street	67' at 100'	134' at 100' from street	134' at 100' from street	Base	Base	Base	0'	67' at 100'	0'
Max Dwelling Units per Lot	1 (excepting accessory apartments)	8	1 (excepting accessory apartments)	1 (excepting accessory apartments)	Base	Base	Base	1		
Dedicated Open Space (overall development)	n/a	n/a	n/a	45% (Can be reduced to 35%)	Base	Base	Base	n/a	n/a	n/a
Max Impervious Surface	n/a	n/a	n/a	n/a	n/a	2,500 sf or 15% of parcel (whichever is greater)	2,500 sf or 15% of parcel (whichever is greater)	n/a	n/a	n/a
Max Lot Coverage	n/a	n/a	n/a	n/a	n/a	n/a	n/a	85%	85%	n/a

Zoning Districts in which Residential Development is Prohibited

Residential development is not permitted in Foxborough's Highway Business (HB) district, which is intended for auto-oriented commercial uses, and in Foxborough's two industrial districts (GI: General Industrial & LI: Limited Industrial). While it is reasonable to separate residential uses from industrial uses, as circumstances change and industrial uses vacate certain sites, these zoning districts may constrain reasonable residential redevelopment. Two such examples are included in the list of potential housing locations later in this section.

Another notable location where housing is not currently permitted is the S-1 Special District, located along Route 1 and including Gillette Stadium, Patriot Place, and the areas around the Foxboro MBTA station. The Economic Development Overlay District (EDOD), which falls completely within the S-1 district also does not permit residential development. Particularly in light of the new regular service to the MBTA station, some housing should be considered in this area. This will be discussed in greater detail in the housing locations section.

Parking Requirements

Single-family and duplex homes must provide at least one parking space per unit. Multifamily housing, on the other hand is required to provide 2.25 parking spaces per unit. While this can be reduced by up to 25% with a Special Permit from the Planning Board, this requirement could limit housing development because of the space that this amount of off-street parking requires as well as the cost of constructing it. This requirement could prove particularly prohibitive for smaller multifamily developments, such as three- or four-unit buildings.

On exception to the above is the Foxborough Center Overlay District (FCOD), sets out parking requirements that are significantly lower, including a maximum parking requirement. The Planning Board is empowered to reduce parking requirements for developments in the FCOD by up to 100%.

Approvals Process

Aside from single-lot redevelopments, virtually all development in Foxborough is subject to a discretionary review process. This includes site plan review, subdivision review (discussed below), design review in the Design Review Overlay District, and Special Permit processes. Most of these processes are through the Planning Board with input from other bodies as needed, though in certain cases the Zoning Board of Appeals is the Special Permit Granting Authority. While feedback from area developers indicated that the approvals process in Foxborough is not unreasonable, each discretionary process has the potential to add additional costs and increases project risk, which in turn can lead to higher housing prices. When implementing future zoning, the Town should aim to codify its objectives in zoning bylaws and design standards rather than rely on discretionary processes.

Subdivision Regulations

In addition to zoning, Foxborough's Planning Board regulates the subdivision of and access to land through its Subdivision Regulations, issued under the authority of M.G.L. Chapter 41 §§ 81K-81GG. In other words, the Subdivision Regulations determine how land can be divided into smaller parcels as well as the requirements for new roads to provide access to those new parcels. The subdivision of lots requires a subdivision permit issued by the Planning Board.

The Subdivision Regulation requires independent access to a right-of-way for each new lot, and subdivisions that create new streets to provide frontage and access must go through a multi-stage approval process. As an additional discretionary process, subdivision review can increase project risk and carrying costs, and the cost of new infrastructure construction can be significant for projects large and small. While certain "special" residential use types allow developers to diverge from these rules and the Planning Board has general discretion, when strictly implemented these rules can increase housing costs and drive developers towards large suburban-style housing.

Existing Municipal Tools

Resources

Foxborough Housing Authority

The Foxborough Housing Authority (FHA) is the town's local public housing authority. The FHA operates approximately 181 units across four developments as well as homes spread across the town. Approximately 104 of those homes are reserved for low-income seniors and low-income people with disabilities, with two additional units for those with special needs. The remainder of the homes are reserved for low-income households, including families. The authority also manages nine rental vouchers paid for by the state.

The age of FHA housing ranges from nearly 50 years old to roughly 15 years old. In the next three years, the FHA plans to spend nearly $800,000 upgrading existing facilities, including urgent roofing and window replacement projects. Capital funding for public housing is paid for by the state and allocated according to the condition of the housing operated by each housing authority.

The FHA's most recent development effort occurred in approximately 2005, when it built 20 homes across three buildings for very low-income families in the Baker Street Development. Compared to its other development projects, which were funded as State Public Housing, the Baker Street homes were developed using a mix of funding sources more typical of contemporary Affordable Housing development.

Like most public housing authorities, the waiting list for FHA housing is years long, in part because there is very little turnover in FHA housing. In 2019, FHA homes for the elderly and disabled had a 0% vacancy rate, while family unit vacancy was approximately 2%.

The FHA has a staff of four. A five-member Board of Directors, composed of one-state appointed member and four elected members, oversees operations.

Like other public housing authorities across the state, the FHA is constrained primarily by funding in its ability to further address housing need in the Foxborough community. State funding provides for maintenance, but not expansion, of housing authority units. While it lacks funding for new housing, the FHA does own some land, including the Walnut Street site discussed elsewhere in this plan. Land alone will not address the community's housing needs, but it does provide a starting point for the FHA and Town to create new housing opportunity.

Housing Trust

A municipal Affordable Housing Trust is a program that communities can adopt to raise, hold, and spend money and resources for Affordable Housing. Foxborough established its Affordable Housing Trust at Town Meeting in 2013. The trust received its first significant funding in 2015, when the Chestnut Green redevelopment of the State Hospital site paid the Town $320,000 in lieu of building the required Affordable Housing units; these funds have not yet been utilized.

The Trust is constrained in two respects. First, it has few sources of new funding. Trusts in other communities are typically funded through the Community Preservation Act (CPA) and/or payments required under inclusionary zoning laws, neither of which Foxborough has adopted. The Trust's existing funds are a good start, but are not sufficient to be a major component of any new development.

Second, the Trust is organized so that most major decisions must be approved by the Board of Selectmen, which could limit its flexibility. Without many decisions to make, the Board of Selectmen's role has not impeded the Trust's operations to date, but it could be an impediment in the future.

Foxborough Housing Coalition

In Fall 2019, with the aid of the private nonprofit Citizens' Housing and Planning Association, a group of Foxborough residents established a housing advocacy group to proactively respond to housing policy conversations in town, including this HPP process. The Foxborough Housing Coalition's mission is to review and provide recommendations with respect to best practice strategies to preserve, create, and sustain affordable homes and living environments in Foxborough. The Coalition will support policies, programs, and developments that provide housing affordability, housing opportunity, and economic security, and create an inclusive and racially diverse community for the current and future residents of Foxborough. While this group is a private organization, the Town has supported its formation by providing meeting space and welcomes the introduction of new voices in the town-wide conversation around housing.

The Housing Coalition is distinct from this HPP and its associated planning process, but as an organization that aims to promote housing affordability in town the Coalition is invested in the recommendations and outcomes of this HPP. Coalition members have attended HPP events and have given feedback, and many Coalition meeting topics have overlapped with the content of this HPP, including strategies and housing locations. Where relevant, specific Coalition discussion topics are noted throughout this document.

Policies

Tax Programs for senior households and others

Foxborough has implemented several programs available under Massachusetts state law to assist senior households and others with real estate taxes. These programs include a $1,000 property tax exemption for low-income, low-wealth seniors; deferral of tax payments for low-wealth seniors; exemptions for the elderly spouses or minor children of deceased property owners; and other exemptions for disabled veterans and blind people. Any property owner can also apply to the Board of Assessors for relief from property taxes due to age, infirmity, or financial hardship. Any senior, regardless of income, can also choose to trade relief from up to $1,500 in property taxes for time volunteering with the Town.

Foxborough Master Plan

The Town's 2015 Master Plan focuses on directing growth towards "growth nodes." The plan identifies four such nodes:

- Downtown. The Master Plan envisions Downtown Foxborough as a vibrant, livable and walkable center of Town life. Housing and mixed-use redevelopment are one of many revitalization strategies recommended for the area.
- Route 1. The Master Plan highlights this area's role as Foxborough's "front door," recommending that the area serves the region and Foxborough while maintaining the balance with nature and development, with minimal intrusion into the day-to-day residential life of Foxborough, capitalizing on rail and highway access. The Master Plan recommends non-residential development on the west side of Route 1.
- Chestnut Green. This area is the site the former State Hospital. Redevelopment into a mixed-use development with housing and a neighborhood convenience retail center with banking, childcare center, restaurants, and a drug store began in 2005. The Master Plan suggests that increased residential construction in this node would create a stronger base to support recent existing commercial/retail development.
- South Route 140/Foxborough Blvd. This area, just north of Mansfield, hosts commercial offices and some retail. The Master Plan does not reference residential goals for this area.

Development Opportunities

Recent developments in Foxborough have tended to take the form of infill development, large single-family home development, or in the case of the State Hospital property, large redevelopment of historic sites. Before Foxborough qualified for safe harbor from Comprehensive Permits under M.G.L. Chapter 40B, several large multifamily residential developments also occurred in town, creating opportunities where they may have been otherwise economically infeasible under Foxborough's zoning. Most recently, three projects totaling 115 units were permitted Downtown, though two of these have been delayed (one due to a neighbor appeal, and another due to Covid-related financing issues).

With this context in mind, this plan employed a two-pronged approach to assess potential housing locations that could meet the needs of the Foxborough community:

- **Quantitative**: MAPC engaged in a rigorous spatial analysis of development constraints and opportunities to identify potentially suitable locations in town, with various factors (such as healthy watersheds or growth potential) weighted according to their relative priority in Foxborough.

- **Qualitative:** The project team collected potential sites for new housing development based on their local knowledge, including recent discussions about potential locations that have occurred either as part of a planning process or informally among the community.

This identification of development opportunities was undertaken for several reasons. First, it is a required component of Housing Production Plans. Second, to meet the needs of the community and achieve this plan's housing goals, new and different kinds of housing are needed. Without real development opportunity sites, any ideas for new housing put forward elsewhere in the plan are incomplete. This process of identifying development opportunities is not meant to be exhaustive, nor is it meant to imply that housing will be built on all identified sites. Rather, this process is meant to provide a reasonable starting point for pursuing new housing production opportunities.

Quantitative Suitability Analysis

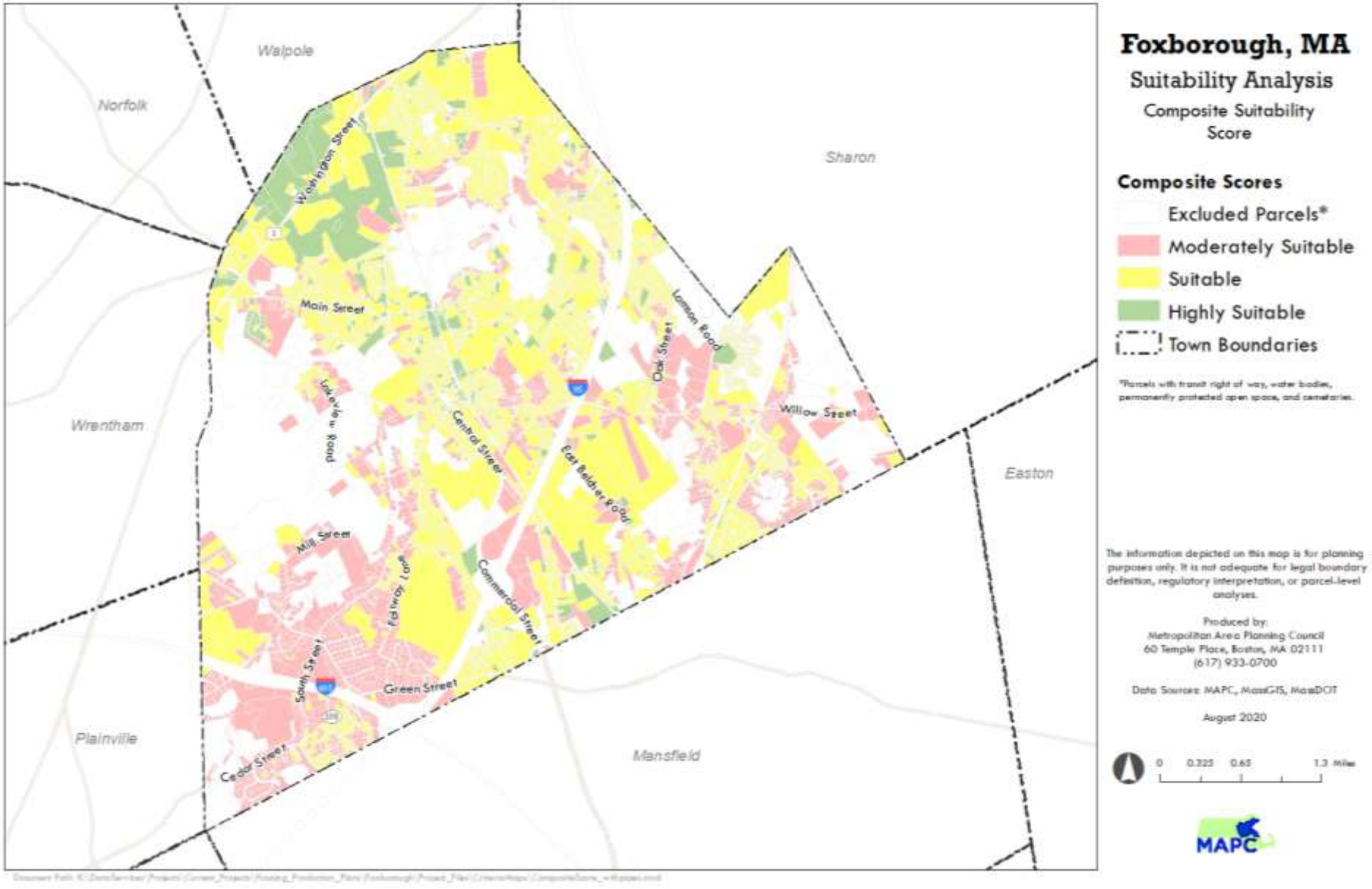
To complement qualitative input (see following section), MAPC assessed development opportunities using a quantitative analysis of suitability. This analysis was not meant to definitively propose sites for development. Instead, this quantitative approach enables the planning team to check assumptions about development suitability, as well as to reveal any unexpected opportunities that have not been previously discussed by the community.

Suitability for housing development is dependent on numerous factors, including conditions of the site itself, infrastructural constraints such as access to sewer, access to jobs and open space, and more. To assess suitability, this analysis used five weighted main criteria and 20 individual indicators to find a range of parcels around town that are suitable for new housing (excluding parcels that included permanently protected open spaces, cemeteries, rights-of-way, and water bodies). Each of these criteria were weighted based on their relative priority for the Foxborough community. The composite results of this analysis are shown in Figure 33, and additional information on this approach is available in Appendix A.

This method of assessing suitability largely confirmed some expectations about development opportunities in Foxborough, namely that suitable housing locations are more or less scattered across the town rather than centered in one particular area. This pattern aligns with a strategy of single, targeted projects, rather than a focus on larger neighborhoods. In addition to the scattered sites, a few clusters of highly suitable locations do emerge, most notably along Route 1 near the commuter rail station.

The analysis also identifies several clusters of less suitable parcels. Many of those are in ecologically sensitive areas that have density restrictions imposed by the zoning bylaw's Water Resource Protection Overlay District.

Figure 33, Quantitative Housing Suitability Analysis



Qualitative Site Selection

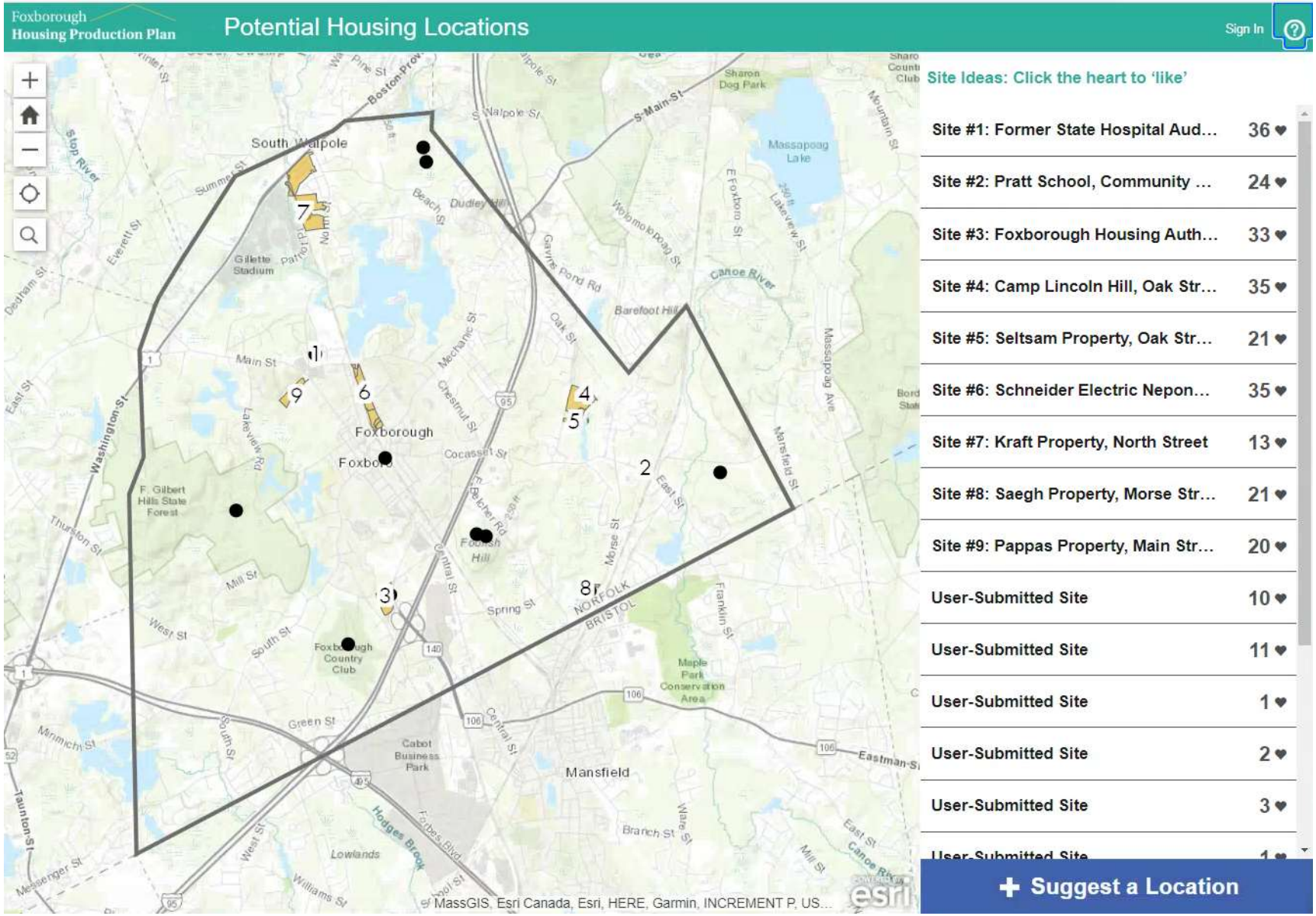
This planning process also assessed development opportunities qualitatively, using knowledge of past planning processes, planning best practices, and informal and formal community input, including discussions and comments during the November 2019 open house, the February 2020 housing panel, and at multiple Housing Coalition meetings. Based on this, as well as local knowledge of potential sites in town and conversations with working group members, the Town identified sites that could be suitable for housing. These included both Town-owned and privately-owned sites, and could accommodate a variety of the housing types that residents have identified as a priority for housing in town. While in some cases private owners have not expressed an interest in potential development, sites with high potential were included to spark conversation and consideration.

Nine of these sites were shared with the public as part of the summer 2020 virtual open house. Participants were asked to "up-vote" sites that they thought would make sense for potential future housing, and were invited to suggest additional locations. Attendees cast over 250 votes for various sites.

Table 6, Respondent "likes" of sites in the summer 2020 virtual open house

Site	Likes
Former State Hospital Auditorium, Payson Road	36
Pratt School, Community Way	24
Foxborough Housing Authority Land, Walnut Street	33
Camp Lincoln Hill, Oak Street (not included in the final site list due to conservation concerns)	35
Seltsam Property, Oak Street (not included in the final site list due to environmental contamination on the site)	21
Schneider Electric Neponset Plant, Neponset Street	35
Ashcroft Lane, North Street & Terminals	13
Saegh Property, Morse Street	21
Pappas Property, Main Street	20

Figure 34, Housing locations map and rankings from the summer 2020 virtual open house



Two user-submitted sites received a moderate amount of support: the F. Gilbert Hills State Forest and the Foxborough Country Club. These sites are not included as potential sites in this HPP because housing cannot be built in the state forest, and the Foxborough Country Club is currently actively used, though the country club could be considered in the future if it were to cease operations.

Table 7, Site identified by participants, summer 2020 virtual open house

Site Description	Housing Type Suggested	Likes
F. Gilbert Hills State Forest	Single-family homes	10
Foxborough Country Club	Single-family homes	11
Undeveloped land north of Beach Street @ Everett Lane	Single-family homes	1
Undeveloped land north of Beach Street @ Everett Lane	Townhouses	1
Undeveloped land south of Willow Street (vicinity of Canoe River Wilderness Area)	Cottages	2
29 Wall Street (Wall @ Cocasset Streets)	Townhouses	3
Land west of East Belcher Road	Single-family homes	1
Land west of East Belcher Road	Re-use of historic buildings	1

This table excludes four suggestions made on sites compiled by the Town.

Beyond these specific sites, there was much interest from the working group in pursuing small-scale, incremental development throughout town on properties with older buildings that have fallen into disrepair. While specific locations for such properties are not included in the following list of sites, redevelopment of historic buildings is one of the strategies recommended by this plan, and will be discussed in greater detail in the following section.

Sites Suitable for Housing

Based on the development constraints analysis, quantitative site suitability analysis, and qualitative site selection process (all described above), this plan has identified seven sites that are suitable for potential housing development. Several of these sites (though not all) align directly with the Growth Nodes approach in Foxborough's latest master plan. Even where the sites identified are not within the bounds of the Growth Nodes illustrated in the Master Plan, the spirit of the Growth Nodes approach is upheld by prioritizing sites with existing development and where new development would not impinge on Foxborough's open space and rural assets.

This plan lists the sites below to identify opportunities that are relatively suitable for housing, not to predict where development will definitely occur. Housing will not be developed on any or all of these sites without the public and private will to do so. The owners of private sites would need an interest in creating housing if any development on those sites to move forward, of course. Likewise, publicly owned sites would require a public commitment to using those sites for housing. Even if the owners of all the private and public sites identified below were interested, it is still likely that only a handful of developments would move forward over this plan's five-year timespan, due to other constraints on real estate and development, such as financing and capacity.

1. Former State Hospital Auditorium, 10 Payson Road

Parcel ID: 054-015

Size: 2.1 acres

Owner: Town of Foxborough

Current Use: Vacant building

Assessed value: $692,400

Zoning District: R-40

Relevant HPP recommendations: Redevelopment of historic buildings

Challenges: Adaptive re-use can be a complex and costly; the Town would need to seek resources and an experienced development partner. The building will require remediation for asbestos. To use the site for housing, which is beyond the scope of the previous state hospital redevelopment approvals, the Town would need to seek legislative approval.

Opportunities: This auditorium building, built in 1900, is roughly 12,000 square feet. It is next to the former state hospital complex, which has already been redeveloped into housing. The auditorium building is currently vacant, though the town is responsible for maintaining it. Re-purposing the building for housing would both remove that liability from the town's balance sheet, would preserve a historic asset, and would provide unique housing in a desirable location and an attractive building that contributes to the town's historic character. Several residents have suggested that the site be considered for affordable senior housing to meet the growing needs of that population.

The Town is currently studying the feasibility of converting this building into a senior/community center. However, if the building is ultimately not used for this purpose, it should be considered for housing. The same features that make this site a good location for a senior/community center—its proximity to retail and walkability—would also make it a good location for affordable housing if the Town does not pursue a senior/community center there.

2. Pratt School, 14 Community Way

Parcel ID: 097-010

Size: 0.4 acres

Owner: Town of Foxborough

Current Use: Vacant building

Assessed value: $478,100

Relevant HPP recommendations: Redevelopment of historic buildings

Challenges: Adaptive re-use can be a complex and costly in general; this building contains asbestos and will require remediation. To accommodate housing, the building would need to tie into the nearby private sewer line. The Town will need to seek resources and an experienced development partner.

Opportunities: The Pratt School is a 3,370 square foot building that was built in 1902. Like the former state hospital auditorium, it presents an opportunity to meet dual goals of historic preservation and housing consistent with community character.

3. Foxborough Housing Authority Land, Walnut Street

Parcel ID: 133-023

Size: 16 acres

Owner: Foxborough Housing Authority

Current Use: Vacant

Assessed Value: $172,700

Zoning District: R-40

Relevant HPP recommendations: Increase housing authority capacity

Challenges: Continuing to pursue sewer access; continuing to pursue improvements to the Walnut Street & Commercial Street intersection; the Town will need to seek a nonprofit partner for development.

Opportunities: The land, owned by the housing authority, can be leveraged for increased affordability. The Town has already begun to plan for housing on the site, most notably through a Housing Choice Capital Grant for $247,000 to provide infrastructure support for the proposed development of up to 250 new affordable housing units on the site. This site is discussed in greater detail in the following recommendations section.

4. Schneider Electric Neponset Plant, Neponset Avenue

Parcel ID: 079-135, 079-137, 079-138, 067-037, 055-053, 55-054 (tentative list ; specific parcels TBD)

Size: 28 acres

Owner: Private

Current Use: Manufacturing

Assessed Value: $14,310,500

Zoning District: GI

Challenges: The owner is currently moving its operations within town and is not interested in discussing redevelopment at the current time, though is open to it in the future once consolidation of its operations is complete (likely late 2021).

Opportunities: This site consists of multiple buildings totaling over 600,000 square feet, with some as old as 1915. This large site close to Downtown would be best served by a comprehensive re-use plan, similar to what was done for the state hospital site. In the past, company executives had anticipated that new employees would prefer to live in multi-family housing close to Downtown Foxborough, though this expectation is currently in flux due to the COVID-19 pandemic.

5. Ashcroft Lane, North Street & Terminals

Parcel ID: 011-001, 005-007, 005-008

Size: 59 acres

Owner: Private

Current Use: Vacant, commercial warehouse

Assessed Value: $4,164,600

Zoning District: R-40, S-1

Relevant HPP recommendations: Smart Growth Overlay District

Challenges and Opportunities: Although the Foxborough Master Plan recommended against residential development on the west side of Route 1, in the intervening years the MBTA began regular service on a pilot basis to the commuter rail station, creating the possible opportunity for transit-oriented development. Given this background, the Town would likely only approve residential use on this site that is consistent with its goals for housing composition and design, as described in greater detail in the following section. This area has been discussed by the Housing Coalition, potentially as a potential location for new cottage-style housing or other housing types in a Smart Growth Overlay District. The size of the lot means that the infrastructure required to support housing, such as on-site sewer treatment, could be feasibly supported.

6. Saegh Property, 119 Morse Street

Parcel ID: 137-024

Size: 6 acres

Owner: Private

Current Use: Single family/Group home

Assessed Value: $754,800

Zoning District: GI

Relevant HPP recommendations: Redevelopment of historic buildings

Opportunities: This site is a mile from the commuter rail station in Mansfield. The property owner has expressed interest in pursuing a friendly 40B, which would provide a high level of affordability. As a friendly 40B, the Town would retain control over the housing composition and design, including preservation of the existing house. The property is on a sewer connection and abuts approximately 180 acres of conservation land.

7. **Pappas Property,** Main Street

Parcel ID: 054-004, 054-005

Size: 13 acres

Owner: Private

Current Use: Single family, vacant

Assessed Value: $483,500

Zoning District: R-40

Challenges and Opportunities: Narrow frontage with an older bungalow on the adjacent property; access would need to be coordinated. The majority of the site is behind the house shown in this photo. Landowner has not indicated an interest in this to date.

Housing Goals and Strategies

Chapter Summary

This HPP identifies a set of goals, informed by both data analysis and extensive public engagement, that define the Town's housing priorities:

1. Encourage housing production that is unsubsidized but is affordable to the typical Foxborough household.
2. Establish a regulatory environment that will enable market conditions to support the creation of varied housing options.
3. Promote a range of housing opportunities in Foxborough to be accessible to families, those without children, single income households, first-time homebuyers, seniors, and those interested in multi-generational living.
4. Encourage deed-restricted Affordable Housing for low- and moderate-income households to ensure long-term housing affordability consistent with Foxborough's roots and character.
5. Maintain a balance of housing versus other land uses. Protect Foxborough's environmental resources, community character, and fiscal health while promoting housing opportunities in Foxborough.

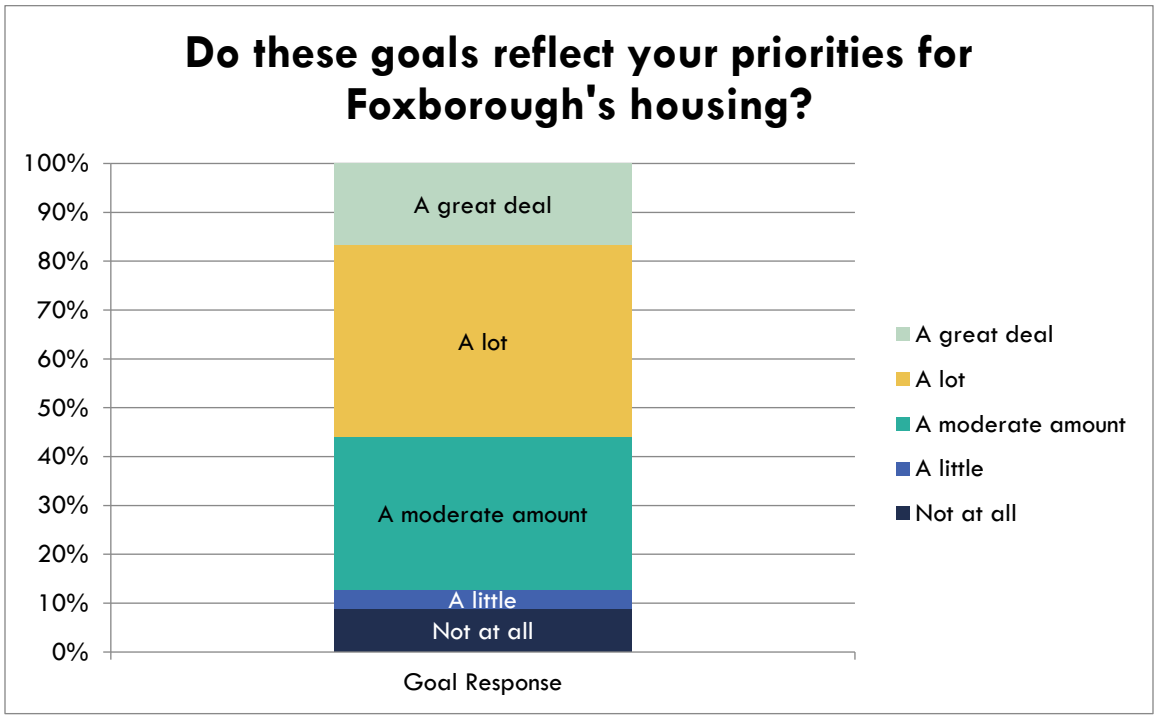
To advance these goals, this HPP recommends seven priority strategies:

1. Redevelop historic buildings to create new housing options.
2. Write and pass "cottage housing" zoning and design guidelines.
3. Plan for and pass a Smart Growth Overlay District.
4. Amend the Accessory Apartment Bylaw to enable more production of Accessory Apartments.
5. Develop duplex design guidelines.
6. Increase the Housing Authority's capacity to provide mixed-income housing
7. Secure a stable source of funding for housing programs.

Housing Goals

The recommendations in this HPP are guided by a set of goals that define the Town's housing priorities. These goals rely on the findings from the Housing Needs Assessment as well as extensive public engagement, including the Town's housing survey and focus groups in Spring 2019, HPP focus groups in September 2019, the November 2019 public forum on housing challenges, and the February 2020 conversation on small housing types. Drawing on this input, the Town, the project working group, and MAPC drafted preliminary goal ideas that could respond to those challenges in meaningful ways. Over the course of two working group meetings, the goals were refined to better reflect community sentiment and respond to the needs of the town. These goals were shared at the online open house in June-July 2020, where a majority of online open house respondents felt that the goals reflected the needs of the Foxborough community.

Figure 35, Community response to goals, Online Open House, June-July 2020



Goal 1: Encourage housing production that is unsubsidized but is affordable to the typical Foxborough household.

Most Foxborough households live in housing purchased or rented on the open market without direct government subsidies. These homes, many of which are older, smaller units built in the mid-20th Century, are not formally considered "Affordable Housing" even if they are affordable

to their occupants. By contrast, new housing development tends to be more expensive. High costs are partly due to the larger size of newer homes or large lot requirements, but partly high costs are simply a response to high demand for housing in the region.

The Foxborough community wants to retain affordability in the open, unsubsidized housing market, even in new development. This is no simple task. Most property is private, and most homeowners and landowners are entitled to sell their property to the highest bidder. The Town will need to use regulation and relationships with private housing developers in order to create lower cost housing on the open market. Though this plan is not specifying precisely what market price would be affordble (indeed, that price will be different for every household), the public discussion on market prices used a $400,000 sale price for new development as a benchmarket to measure against.

Goal 2: Establish a regulatory environment that will enable market conditions to support the creation of varied housing options.

Foxborough residents have repeatedly expressed a desire for more choices in the housing market. Many households cannot find housing in town that suits their needs at a price they can afford, such as smaller options for seniors interested in downsizing or starter homes for young families.

The type of housing that is developed is influenced by the regulations that control what can and cannot be built in town. Foxborough's current regulations, including its zoning and subdivision bylaws, tend to limit the types of housing that are built. Recent development in town has primarily consisted of large single-family homes on large greenfield lots across town, and large duplexes on smaller lots closer to downtown. Prior to Foxborough reaching "Safe Harbor" under Massachusetts' Chapter 40B, several large mixed-income apartment developments were also built by overriding Foxborough's zoning. Competition for older, more affordable housing is fierce, so if newer housing does not meet a resident's needs, there are few options available.

Many in the Foxborough community have expressed a desire for smaller homes and alternative housing types that might better suit their needs. Though this plan does not specificy what size counts as smaller, the public discussion on small housing types discussed sizes ranging from 800 to 2,000 square feet. While some smaller housing types, such as accessory apartments, are allowed under limited circumstances in Foxborough, very few are built. Town's regulations are not supporting market conditions that produce varied housing options. In order to create new choices in the housing market, Foxborough will need to amend its regulations.

Goal 3: Promote a range of housing opportunities in Foxborough to be accessible to families, those without children, single income households, first-time homebuyers, seniors, and those interested in multi-generational living.

Throughout the planning process, members of the Foxborough community have highlighted the housing needs of specific groups. The needs of large, multi-generational families, for instance, are not the same as those of a young single parent or a single-person household. Seniors often have unique needs, and not all seniors agree on the best type of housing to meet those needs. Foxborough's housing should accommodate a variety of choices for people at all phases of their life. Accommodating a variety of people does not mean that each group needs its own specific housing development, but rather the needs of all people should be considered as new development is proposed.

Goal 4: Encourage deed-restricted Affordable Housing for low- and moderate-income households to ensure long-term housing affordability consistent with Foxborough's roots and character.

The Foxborough community consistently expressed a desire for homes that are affordable to Foxborough residents. Many in the community cherish Foxborough's mixed-income history and its inclusion of working class families and those with lower incomes. As the regional housing crisis has worsened and housing costs rise, many fear that legacy is at risk. This plan's prior goals aim, in part, to address housing costs by incentivizing new behavior in the housing market, but market behavior, which is difficult to influence and can change over time, is only one piece of the puzzle. Foxborough will need to encourage Affordable Housing production if it wants to ensure economic diversity into the future.

Deed-restricted Affordable Housing is typically only available to households earning low- and moderate-incomes and must be sold or rented at a price-point affordable to that income range. Because this type of housing is bound by restrictions on the deed (typically for 30 or more years), it is the only type of housing that is guaranteed to remain affordable over the long term. Affordable Housing is typically subsidized by government programs or by the market-rate housing in a mixed-income development.

Goal 5: Maintain a balance of housing versus other land uses. Protect Foxborough's environmental resources, community character, and fiscal health while promoting housing opportunities in Foxborough.

Foxborough is fortunate to have a wide-ranging mix of land uses. In addition to housing, there are expansive open spaces and significant commercial and industrial uses. This mix of land uses improves public health and quality of life, maintains the natural environment, and provides a base of commercial property tax revenue for the town. Future development should be planned to ensure that housing does not damage environmental resources, and residential uses should be balanced with commercial uses to ensure long-term fiscal health.

Housing Strategies

Strategies are the regulations, policies, and programs the Town should pursue to achieve its housing goals. To begin the process of developing strategy recommendations, MAPC offered a list of 35 potential strategies in response to the housing needs and challenges identified through data analysis and public engagement. The list of potential strategies was drawn from communities in Massachusetts and beyond that sought to address similar housing needs, as well as ideas given by the Foxborough community during the plan's early public engagement.

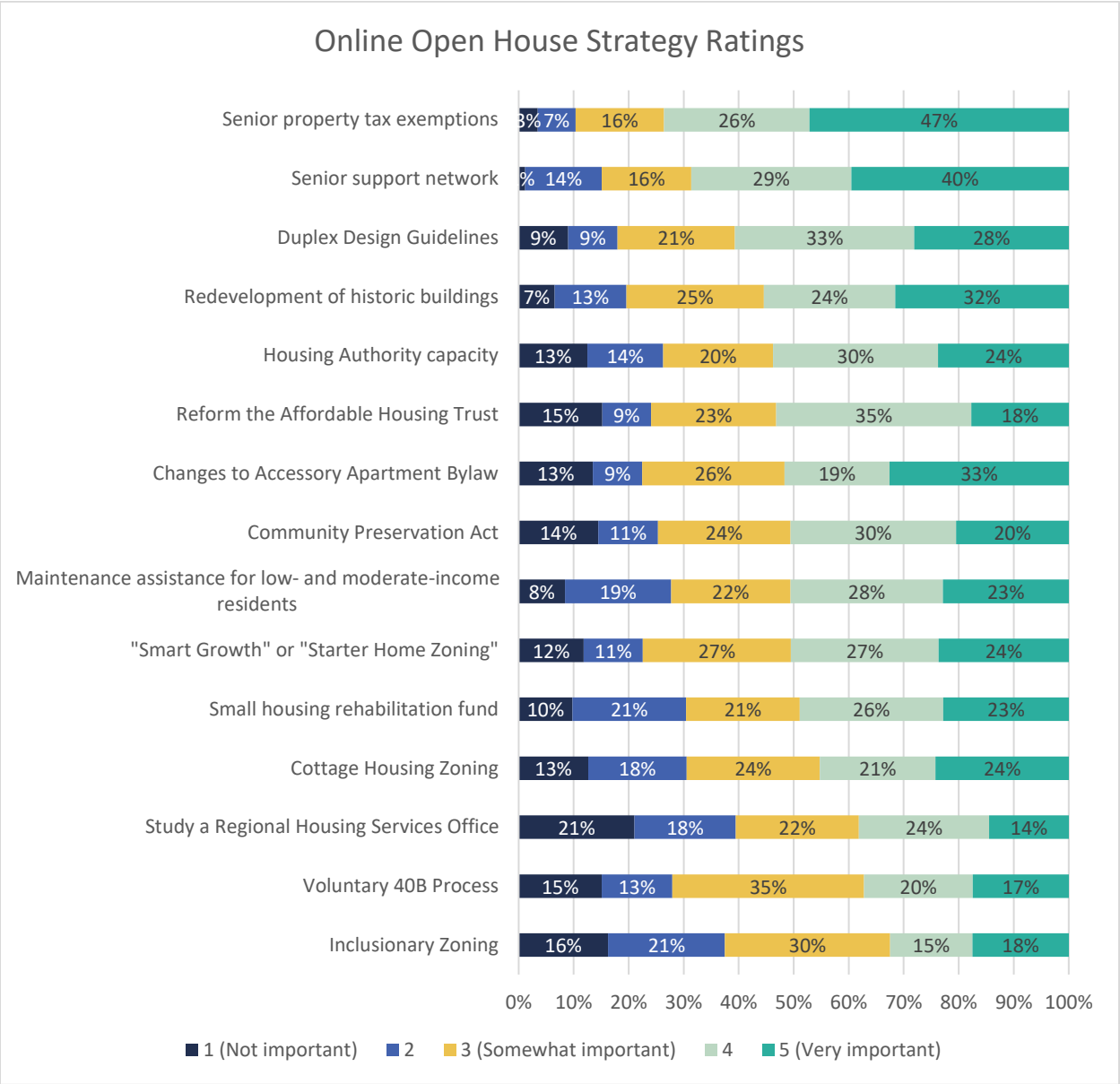
MAPC and the Town narrowed that list slightly, removing ideas with minimal impact or feasibility, and brought 28 potential strategies to the plan's working group, which weighed in on which strategies should be considered in more detail through a public survey. Based on this conversation, a sub-group of working group members met to refine, elevate, or eliminate the strategies. This was followed by a meeting with the full working group to discuss outstanding questions and framing. That process narrowed the list of potential strategies to 15 that the public would comment on, with an additional eight low-cost best practices that Town staff committed to pursue.

These strategies were shared with community members in an "online open house" in June and July 2020. The open house featured videos describing the potential strategies and how they would respond to specific housing challenges in town. More than 240 people meaningfully participated in the open house (meaning they viewed a significant portion of the content). Participants were asked to rate each strategy based on how important it was for Foxborough and could offer additional written feedback.

Ratings were given on a 1-to-5 scale, with 1 indicating not important,3 indicating somewhat important, and 5 indicating very important. The survey indicated a moderate level of support for many strategies. For ten strategies, more than 50% of respondents gave a rating of 4 or 5, indicating majority support for that strategy. A surprisingly large portion of respondents felt many strategies were "somewhat important" for the town to pursue, indicating a kind of neutral position. For most strategies, at least 20% and as many as 35% of respondents gave that neutral response. A significant number of constituents rated each strategy as not important, as well. Respondents that approved of stated goals tended to approve of the strategies much more than respondents who did not approve of the goals. Average strategy ratings illustrate the respondents' overall neutrality, with average ratings ranging from 2.92 to 4.07 and the overwhelming majority of ratings in the 3-range, indicating the community's sentiment did not skew very far in support or lack thereof for any one strategy.

Although the open house did not give a resounding verdict on strategies, it did provide insight into the community's thoughts and the need for continued community engagement through the implementation of any strategy.

Figure 36, Community response to potential strategies, Online Open House, June-July 2020



In addition to the online open house, the project team drew on input received through other engagement, including the Town's spring 2019 housing survey and focus groups, the HPP focus groups in fall 2019, the November 2019 forum, the February 2020 conversation on small housing types, and multiple Housing Coalition discussions. Throughout these conversations, residents consistently indicated a clear desire for smaller, more naturally affordable housing options in town.

Following the online open house, the planning team evaluated each strategy on its potential to advance plan goals and the direct fiscal cost it would create for the Town government (see Table 8 below). Using this framework and considering the public input received throughout the

process, the planning team and the working group arrived at a list of priority strategies to be included as recommendations in this plan.

Table 8, Potential Strategies by Impact and Cost

Potential Strategy	Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	High Impact	High Cost	Avg. Open House Rating
Senior property tax exemptions	X	X					Yes	4.07
Senior support network			X					3.92
Duplex Design Guidelines		X	X		X	Yes		3.62
Redevelopment of historic buildings	X		X		X	Yes	Yes	3.61
Changes to Accessory Apartment Bylaw	X	X	X			Yes		3.48
"Smart Growth" or "Starter Home Zoning"	X	X	X	X		Yes		3.40
Incrase Housing Authority Capacity			X	X		Yes		3.39
Maintenance assistance for low- and moderate-income residents			X				Yes	3.37
Reform the Affordable Housing Trust		X		X				3.32
Small housing rehabilitation fund			X	X	X		Yes	3.32
Community Preservation Act (*revised to a more general and exploratory approach to funding)		X		X		Yes		3.31
Cottage Housing Zoning	X	X	X	X	X	Yes		3.26
Voluntary 40B Process		X	X	X				3.12
Inclusionary Zoning		X		X				2.96
Study a Regional Housing Services Office			X					2.92

The planning team and working group assessed each potential strategy against these criteria, and made decisions that would maximize impact on goals, minimize costs to the town, while addressing the desires of the community.

The recommended strategies represent a well-rounded approach to achieving housing goals. There are no simple solutions to addressing housing needs, and no single strategy will meet the needs of Foxborough's many residents. However, through a mix of strategies that the Town can realistically implement over the next five years, Foxborough can begin to make material progress toward its housing goals.

Priority Strategies

These priority strategies are focused on high-impact policy actions, and include both strategies that can be implemented with minimal cost to the Town and strategies that will require the Town to seek additional resources. Pursuing these strategies will allow the Town to advance its housing goals while managing what type of housing is built and ensuring that new housing makes sense within Foxborough's local context.

These strategies were selected to maximize impact on housing goals and minimize costs to the Town, while considering community input received throughout the planning process. The process for selecting strategies was tailored to Foxborough specifically, and the strategies respond to real needs articulated by members of the public. Each of these strategies would advance multiple goals and serve multiple parts of the Foxborough community. None of the selected strategies would create sweeping change in Town, especially zoning changes, which would be targeted to specific areas. The strategies are meant to create small changes that would help the Town achieve its housing goals.

Importantly, Foxborough's residents will have control over how each of these strategies are implemented, and if they are implemented at all. This plan states that these strategies should be pursued, but there is more work to do before any strategy here can become a reality. None of these strategies will go into effect without further study and input from residents. Details are always important when it comes to housing policy and development, so Foxborough residents will have many more opportunities to consider and define the details of any strategy. Ultimately, after this work and consideration is done, there would be Town Meeting votes on related to several the strategies below. Residents will have the opportunity to adopt some more fleshed out version of these proposals or recommend further refinement. Details on the next steps for each proposal are laid out in the "Action Items" section under each priority strategy.

1. Redevelop historic buildings to create new housing options

Foxborough has numerous historic buildings, many of which currently sit empty or are underutilized. Many historic buildings can be thoughtfully restored and redeveloped as housing. Indeed, Foxborough's once vacant State Hospital was redeveloped not long ago. The old hospital building and the hospital grounds have been redeveloped as apartments and townhouses, adding to the diversity of housing types available in town. This kind of "adaptive reuse" can help create more diversity of housing options without altering the town's architectural character, all while honoring Foxborough's heritage.

This planning process noted several potential historic sites that could be used for new housing if circumstances (willingness of the property owner, building safety, zoning and planning permissions, potential funding opportunities, etc.) enabled such redevelopment. Several of the potential housing locations shared in the summer 2020 online open house were historic

redevelopment sites. These included the State Hospital Auditorium on Payson Road, the Pratt School on Community Way, and the Schneider Electric Neponset Plant on Neponset Road, all of which were among the sites that received the most positive feedback and were ultimately included in this HPP's list of sites that would be appropriate for housing.

However, redevelopment projects are more complex than ground-up development. Older buildings may require expensive structural repairs and environmental remediation to ensure they can be safely inhabited. Some historic commercial, industrial, and institutional buildings must be reconfigured to provide enough light and air circulation that people can pleasantly live in them. Overall, these factors make some historic buildings more suitable for adaptative reuse than others, and often these factors make adaptive reuse projects infeasible without government subsidy. Certain redevelopment projects may be eligible for tax credits, grants, or loans aimed at historic preservation.

Because of the high costs involved in historic redevelopment, it is rare for housing developed in historic buildings to be offered at less than market rates, unless additional resources are available. If an historic property slated for new housing development is owned by the Town, deeding that property to a developer (typically a non-profit developer) would be a way to leverage the land value in exchange for greater affordability. Other subsidies could include federal and state-level grants, loans, and tax credits designed to produce Affordable Housing for low-, moderate-, and potentially middle-income households.

Redevelopment of historic properties would especially advance Goals 1, 3, and 5, by encouraging unsubsidized housing that could be more affordable to Foxborough residents; by promoting a wider range of housing types accessible to different members of the Foxborough community (including seniors, singles, and veterans), and by helping to maintain a balance between housing and other land uses.

Precedent

Many communities have recently turned to "adaptive reuse" of historic properties to create new housing opportunities. Former industrial buildings, schools, and hospitals have all been revived as housing that incorporates the unique architectural features of existing buildings to enhance the surrounding communinity. One recent example is the Sterling Lofts community in Attleboro, a mixed-income "active adult" community for residents 55 and older.

Mechanic Mill, an Attleboro complex of turn-of-the-20th-century factory buildings, had sat largely unused for 15 years. In 2015, the property owner at the time worked with Winn Development (a private, for-profit mixed-income housing developer) to propose an age-restricted housing development with a mix of affordable and market-rate units. This new development renamed the site Sterling Lofts. Attleboro's City Council had some reservations about site design, flooding, and more, but was ultimately supportive of the proposal. The City Council rezoned the site for housing in 2016, and in 2017 the city's zoning board granted the project a Special Permit.

The architects and construction team had to remove exterior siding, restore original window openings, realign floors to allow connections between buildings, and more, before being able to create the new senior housing development. While these architectural moves are more costly than building housing from the ground up, the money helps to cherish and build upon the city's architectural heritage.

The final design, financing, and construction phases lasted several years. Funding the project was as complex as its construction, involving at least 11 sources of funds. According to the New England Real Estate Journal, the project was expected to use federal and state low-income housing tax credits, the state's Housing Stabilization and Facilities Consolidation funds, historic tax credits rom the US National Park Service and Massachusetts Historical Commission, funding the state's Affordable Housing Trust Fund, and federal funding through the Community Development Block Grant and HOME programs. Bank of America provided construction financing, while the quasi-public Massachusetts Housing Partnership provided permanent financing.

The development opened to renters in early 2021. At least 37 of the project's 91 units (roughly 40%) are Affordable Housing reserved for older adults with incomes of 60% Area Median Income or less. The remaining units are rented at market rates with no income restrictions.

Beyond the Sterling Lofts example, the reuse of historic structures for housing can be found at the Sitkowski School Apartments in Webster, Wells Schol in Southbridge, Moseley Apartments in Westfield, the Virginia Blanchard School in Uxbridge, and at many more examples.

Action Items

1. Assess historical properties for their redevelopment potential, with an emphasis on sites owned by the Town. Collaborate with the Foxborough Historical Commission, Foxborough Historical Society, and public and private property owners to identify and prioritize potential sites.
2. Conduct community visioning processes for each priority site to identify specific ideas that the community would like to see on those sites.
3. Identify developers with experience in adaptive reuse of historic structures into housing. Where possible, identify non-profit developers with this expertise.
4. For town-owned sites, work with MassDevelopment or another consultant to develop and issue Requests for Proposals for those sites' redevelopment. Select an appropriate development team for each site. For privately-owned sites, connect those developers to property owners and facilitate an introductory conversation.
5. In collaboration with project developers, work to develop potential funding resources for adaptive reuse projects either on a town-wide or project-specific basis. These resources could include Massachusetts Historic Rehabilitation Tax Credit, Low Income Housing Tax Credits and other state Affordable Housing Resources, or the use of local funds (see Strategy 7 for more information)

6. For projects where the Town has contributed land or funding, ensure that developments include some deed-restricted Affordable Housing. Work to secure additional funding for the projects' affordable components where necessary.

2. Write and pass "cottage housing" zoning and design guidelines

Many people in Foxborough have expressed a desire for housing options that would better meet their current or future needs, including smaller homes that could be less expensive than current market-rate developments. Some seniors are looking to downsize into an accessible home. Some people are looking to make their first home purchase. Others are simply looking for an inexpensive option for their one- or two-person household. The current housing market does not favor small homes. Demand for any housing in Foxborough is high, so land is expensive. If land costs approximately a quarter-million dollars per acre, only one home can be built on that land, and it costs nearly a quarter-million dollars to build that home, then that home will necessarily cost half a million dollars or more, before profit. This is more than the typical Foxborough household can afford.

"Cottage housing" has been discussed as one creative solution to this dilemma. In a cottage-style development, small single-family homes are arranged around a central green. Parking is often combined in a single location, or otherwise managed so as to reduce its footprint and cost to residents. Cottages effectively provide the units per acre needed to decrease the land cost per home, while they use low-scale buildings, site design techniques, and architectural styles that are well suited for a suburban environment. Indeed, cottage developments can enable a density of eight to twelve housing units per acre without feeling out-of-scale and without feeling "out of place." When small housing types were discussed at a panel of small housing architects and developers in winter 2020, many in the community expressed specific interest in cottage-style housing, reflecting sentiments heard throughout the public engagement process during this plan and preceding it.

Cottage housing is not currently permissible anywhere under Foxborough's zoning laws. To enable cottage development in Foxborough, the Town will need to create special provisions for that development. This will be most effectively managed by creating a new subsection under the zoning code's "Special Residential Regulations" section and by amending the use table. There are other plausible options for incorporating cottage housing into the zoning, such as amendments to the current "Innovative Residential Development" or "Open Space Residential" provisions. These alternative options were considered by Town staff and MAPC, but were thought to be less favorable, since cottage housing was not the intended purpose of those provisions. However, they would be viable methods for introducing cottage zoning to Foxborough, should the community prefer them.

Design will be a very important factor for cottages to blend well into Foxborough's existing character, so design guidelines should be created to regulate the style of new development beyond what is offered in traditional zoning.

Importantly, Foxborough will need to be judicious with its use of cottages to decrease the land cost per unit and ultimately the price of the cottages themselves. While a permissive attitude toward housing development generally lowers the cost of housing, Foxborough would not want to increase land prices through a blanket by-right allowance of higher-density development. In order to assure this won't happen, the Town will need to permit cottages on a very selective basis. The community can there expect that cottages will not overtake other housing types and alter Foxborough's built character. Most likely, only one or a handful of cottage developments would be progress in Foxborough in the years after they were allowed, most likely at one of the targeted housing opportunity sites noted earlier in the plan or at some similar, targeted stie.

There is no guarantee that cottages will be inexpensive—only that they will provide for a smaller housing option not currently found in Foxborough, which are more likely to be inexpensive. To guarantee affordability, the Town (working with a nonprofit developer) would need to pursue a more traditional Affordable Housing strategy. While this would be a commendable approach to new development, it is separate from zoning for cottages generally. Since there is desire for cottages at all income levels, it is appropriate to pursue a general zoning strategy, rather than just a targeted Affordable Housing strategy. One mechanism to achieve affordability would be to include cottage housing as part of a Smart Growth Overlay District, as described in the following strategy. Another would be to include an affordability provision requiring that a certain percentage of housing built under the cottage bylaw be deed-restricted Affordable.

Like all zoning matters, this strategy will require a two-thirds affirmative vote at Town Meeting to be implemented. If cottage housing were adopted by Town Meeting, cottages would then only be built when a developer found a viable site and secured planning permissions.

Cottage housing development would especially advance Goals 1, 3, and 5 by encouraging unsubsidized housing that could be more affordable to Foxborough residents; by promoting a wider range of housing types accessible to different members of the Foxborough community (including seniors, singles, and small families), and by helping to maintain a balance between housing and other land uses through compact development. *Zoning* for cottage housing would strongly advance Goal 2, creating a regulatory environment conducive to more varied housing options. Assuming cottage developments are permitted with an affordability provision requiring some portion of deed-restricted Affordable Housing units, cottage housing would also advance Goal 4, encouraging need deed-restricte Afforable Houisng consistent with Foxborough's roots and character.

Precedent

Cottage-style housing development is increasingly prevalent in Massachusetts and other areas of New England. Cottage developments can be found in Weymouth, Concord, Dennis, and Brewster in Massachusetts, as well as East Greenwich, Tiverton, and North Kingstowne in Rhode Island. Medway's 2021 Town Meeting will vote on a cottage bylaw allowing

construction of smaller homes, and Medfield is currently offering town-owned land for cottage-style senior development.

Towns' explicitly zoning for cottage housing is a longstanding practice in Washington state, where cottages were used to preserve the small-town character of towns undergoing population growth. The cottage housing zoning for Kirkland, WA serves as a model ordinance for communities nationally. The small town of Port Townshed has enacted Cottage Housing Design Standards, which govern cottage development across several zoning desitricts and densities. Seattle also has a a "Residential Small Lot" zone which allows cottages by right in certain cases.

In New England, while cottage communities are now common, cottage *zoning* is not firmly established here. As noted above, Medway is currently considering a cottage bylaw. Most existing cottage communities thus far have been permitted under ordinances that allow for individual master planned communities, such as "planned unit developments." A few communities do have cottage provisions in their bylaw. Scituate's zoning code includes a "cottage court" provision with some modest dimensional standards and site plan standards, though many details are unaccounted for, so this is not the best model bylaw. The zoning ordinance of West Newbury, MA includes a density bonus provision for cottage homes, but specifies no cottage-specific design controls beyond a maximum gross floor area. In contrast to these lean provisions, some nearby communities are now advancing explicit cottage zoning. Dennis, MA allows cottages under a "Seasonal Resort Commuinty" bylaw, though this case differs from Foxborough's needs significantly. Hamilton, MA and North Kingstowne, RI have both drafted and considered robust cottage zoning ordinances with extensive dimensional and design controls. Neither has passed those ordinances as of this writing.

Action items

1. Secure funds for a small planning process to create cottage housing zoning and design guidelines. Masshousing's Planning for Housing Production Program is one potential funding source.
2. Draft and issue a Request for Proposals for a consultant to help with this process. Select a consultant with experience running public engagement processes, designing cottage-style housing, working closely with developers of cottage-style housing, and writing zoning language.
3. Using design charette techniques or a similar process, work with the community, consultant, and Planning Board to determine general areas of town appropriate for cottages and the design elements of cottage housing that the community feels would be appropriate.
4. Determine the best process for permitting cottage development. This is most likely a Special Permit process.

5. Work with the consultant to develop an amendment to the zoning bylaw and design guidelines for cottages. The zoning amendment should include a requirement that development meet the design guidelines.
6. Publish the draft zoning amendment and design guidelines for public feedback and revise them as necessary. Involve the Foxborough Housing Coalition to provide input and educate residents on the benefits of cottage housing.
7. Consider the amendment at Town Meeting.
8. Identify ideal specific sites for cottage development, as defined by the bylaw. Work with property owners to market those sites to developers, including for-profit and nonprofit developers.

3. Plan for and pass a Smart Growth Overlay District

The Commonwealth has two programs that directly incentivize communities to plan for and permit diverse, mixed-income housing options through the writing of new zoning overlays. These are the "Smart Growth" and "Starter Home" overlay zoning district programs created under M.G.L. Chapter 40R. (Note that Chapter 40R is entirely separate from M.G.L. Chapter 40B and does not involve the Chapter 40B Comprehensive Permit process. Though the two laws involve housing, they are not similar. Chapter 40B creates a process that can override local zoning, whereas Chapter 40R provides for local control of development through a small zoning overlay.)

Under the "Smart Growth" and "Starter Home" programs, a community like Foxborough first decides where it would like to see new diverse housing types for mixed-income residents. This location will be a small and highly targeted to a specific place, often a small group of parcels. The Town then creates a very specific plan for the housing in that area, including a plan for number of units, housing size, and housing design. The Town has total control over this planning process. The Town then writes zoning and design standards to reflect that plan, Town Meeting then passes the zoning, and the Town then permits a private developer to build new housing at that location when it follows the zoning rules and design standards. The new district must provide for more units per acre than the existing base zoning, with a minimum number of units per acre required for each type of housing. New development is approved by a limited review (much like site plan review) when a proposal conforms to the zoning and design standards. The developer(s) must provide 20% of that development as deed-restricted Affordable Housing units.

To offset the costs associated with development, the state provides payment to the town upon passage of the new zoning plus additional payments for each new unit that is built. The town can also a apply for additional school funding to offset the cost of new students living in that new housing, using the Chapter 40S program.

Based on this plan's community engagement process, it is clear many in the community are looking for smaller, less expensive homes in Foxborough. For smaller homes to be built, zoning will need to allow more units per acre than is currently allowed. Given that the community already desires this change, a Chapter 40R district could be a powerful tool to create the desired new housing, ensuring a portion of the units are Affordable Housing, and getting payments from the Commonwealth to offset the costs of new housing. If the community seeks new, smaller housing anyway, a 40R district is a win-win.

A community looking to pass a 40R district needs to have a specific location in mind and a clear vision for the site. Chapter 40R provides for two types of districts: "Starter Home" and "Smart Growth" districts. Starter Home districts are meant for relatively rural and exurban areas where large "McMansion" style housing is prevalent, as these districts provide for single-family housing that is similar in density to older, more established suburbs. Though these districts are called "Starter Home" districts, there is no age-restriction or first-time homebuyer requirement for the homes built there; the homes are simply smaller than the large, single-family houses that are commonly built today. The densities required for a Starter Home district are slightly less dense than what is allowed in Foxborough's R-15 and GB districts currently, so these areas would be ineligible for this type of district. There could be some areas in the R-40 district where development is already being considered, such as locations noted in the development opportunities section. However, the location of a Starter Home district should be sufficiently large to provide enough housing to make adopting the district worthwhile.

Smart Growth districts, the second type of district defined under Chapter 40R, are meant for areas with walkable access to public transit and/or everyday amenities such as retail businesses and parks. This type of district is very flexible and can accommodate a variety of housing types. The density for single-family housing is roughly equivalent to that required to create "cottage style" housing. Townhomes may be allowed at slightly higher densities, and multifamily housing may be allowed at the density of a garden-style apartment. There is no requirement to allow any particular housing type. In Foxborough, areas near the MBTA Foxboro train station and near Foxborough Center would likely be eligible for a Smart Growth district. However, Foxborough Center recently underwent a rezoning process and already enables compact, mixed-use development. Therefore, the area near Foxboro station may be the ideal candidate for such a district.

While both "Starter Home" and "Smart Growth" districts could be appropriate, Foxborough should focus its efforts on creating a Smart Growth Overlay District. A Smart Growth district will be most impactful in providing the type of housing diversity desired by Foxborough residents.

Traditional zoning itself regulates building density and some basic dimensional attributes of the building, but Smart Growth districts can also require new housing to conform to design guidelines. Design guidelines are powerful tools for regulating building design and site planning beyond what typically regulated under zoning, including rules about building

massing; building materials; building placement and site design; placement of windows, doors, and garages; roof pitch and gabling; design of porches and decks; and more. This can ensure that any new housing is consistent with the Town's goals that the housing fit with community character.

Like all zoning matters, this strategy will require a two-thirds affirmative vote at Town Meeting to be implemented. If such a district were adopted by Town Meeting, housing would then only be built when a developer found a viable site and secured planning permissions through the limited, site-plan-style review process.

A Smart Growth Overlay District would particularly advance Goals 1 2, 3, and45 by encouraging unsubsidized housing that could be more affordable to Foxborough residents; by creating a regulatory environment conducive to varied housing types; by promoting a wider range of housing types accessible to different members of the Foxborough community (including seniors, singles, veterans, families, and young professionals); and by encouraging deed-restricted Affordable Housing through the affordability requirements in these zoning overlays.

Precedent

Chapter 40R is a flexible tool that allows for many different types of housing across a range of Massachusetts communities, including Sharon, Norwood, Reading, Easton, Swampscott, , and more.

Norwood created the first 40R district in the state, which included a total of 15 units of affordable housing (versus the 4 permitted under the district's base zoning). This 0.75 acre district is the smallest in the state and was created to shape the redevelopment of a single site containing a church, rectory and convent that closed in 2004. The town first considered using 40R after the Archdiocese of Boston sold the property to a private developer (D&J Realty) in late 2005 for $1 million, and the developer approached the Town to discuss redevelopment options. The underlying zoning would have allowed the development of two duplexes if the existing buildings were torn down. At the Town's suggestion, the developer agreed to use 40R to create a development plan. The town planner worked with the developer to identify a consultant and attorney to assist them (funded by the developer)

Smart Growth zoning has been a cornerstone of Reading's redevelopment success. The Town of Reading has adopted two 40R Smart Growth districts: The Gateway Smart Growth District, which is located on the MBTA Stoneham line, and the Downtown Smart Growth District that helped transform downtown into a thriving mixed-use neighborhood. Covering 26 acres of downtown, the district is a transit-oriented development area that allows for 256 housing units, smaller infill, and redevelopment opportunities across numerous parcels in the same block as the town's commuter rail station. To date, the district has earned the town $350,000 in 40R zoning incentive funds, $159,000 in 40R implementation funds, as well as $18 million in private investment.

Northampton's Village Hill district serves as a great model for Foxborough. In 2008, Northampton established a 40R Smart Growth district at a former state hospital site near Smith College, working with MassDevelopment and a developer, both of which had existing plans for the site. The 40R designation allowed for 156 additional housing units across multiple parcels in a mix of single-family, townhouse, duplex, and condominium homes starting at 1,000 square feet. The development was governed by new zoning rules, as well as design guidelines to ensure the new homes fit within the community. Northampton was awarded $200,000 in 40R zoning incentive funds and $120,000 in additional implementation funds when Phase II of the project broke ground. Of the 63 units built by 2016, 32 were affordable housing units. Additional affordable apartments were permitted in summer 2019.

Action Items

1. Work with the community to determine the ideal location for a Smart Growth Overlay District. Work with property owners in that location to determine their interest and likelihood of developing housing there according to the new district's requirements.
2. Secure funds for a small planning process to develop Smart Growth Overlay District zoning and design guidelines. MassHousing's Planning for Housing Production Program is one potential funding source.
3. Issue a Request for Proposals for a consultant to develop the zoning and design guidelines. Select a consultant with experience running a public engagement process, writing zoning language, drafting design guidelines that are architecturally feasible, and (if possible) working to create Chapter 40R districts specifically.
4. Work with the community and consultant to determine the desired amount and type of housing, as well as design choices that would ensure new development fits into the existing context of Foxborough.
5. Work with the consultant to draft the zoning amendment and design guidelines. The zoning amendment should include a requirement to conform to the design guidelines.
6. Publish draft zoning and design guidelines for public feedback and revise them as necessary. Involve the Foxborough Housing Coalition to provide input and educate residents on the benefits of cottage housing.
7. Consider the amendment at Town Meeting.

4. Amend the Accessory Apartment Bylaw to enable more production of Accessory Apartments

Accessory apartments are relatively small apartments that are added to an existing single-family home. Not simply spare rooms, accessory apartments include separate entrances, kitchens, and bathrooms, allowing for the experience of a fully independent housing unit. They are sometimes called "Accessory Dwelling Units," "ADUs," "granny flats," and "in-law apartments." Before the advent of modern zoning bylaws in the middle of the 20th Century, it

was common in Massachusetts for single-family homes to have these accessory apartments, often to enable low-cost multi-generational living or to provide homeowners with a little extra income. Zoning in most towns illegalized these apartments in the mid-20th Century, but in recent decades, communities have begun allowing them again. Today, accessory apartments are an efficient way to provide more diverse housing options, including smaller homes and multigenerational living arrangements, without substantially impacting the built character of the community.

Foxborough allows accessory apartments on single-family properties under certain conditions. Single-family homeowners in the R-15 and GB zoning districts can build accessory apartments by right, while those in the R-40 and NB zoning districts can build them upon being granted a Special Permit. Foxborough's accessory apartments must be attached to the main house (either as an addition or carved out of existing living space) and no larger than 850 square feet. Any addition must not violate standard setback requirements for single-family homes, and the building must maintain the appearance of a single-family home from the front yard. The property must also be owner-occupied (the owner living in either the main house or the accessory apartment) and the accessory unit must be occupied by a family member of the owner.

Accessory apartments often serve seniors and/or multigenerational households. They are a way to increase housing affordability without changing the character of existing neighborhoods, since they can look similar to a garage or similar accessory building. Allowing accessory apartments is a best practice for communities seeking to create smaller, lower cost housing options for residents

Foxborough already allows accessory apartments under certain conditions. These conditions on the form of accessory apartments and who can build them respond to legitimate concerns about accessory apartment development, but they do limit the production of accessory apartments. Foxborough's accessory apartment law has produced only 45 units, with only a few units permitted each year. The limiting provisions found in the Town's law include:

- Requiring the units to be occupied by the property owner and a member of their family limits the financing available for building an accessory apartment. Banks and other lenders are unlikely to lend on home improvements that they cannot recover as collateral if a subsequent homeowner did not have a family member willing to live in the apartment. Banks therefore do not finance on accessory apartments with family requirements. The logic is similar for owner occupancy requirements. This limits those who can build accessory apartments to homeowners with significant free cash and those with a home equity loan or line of credit on their home.
- Requiring that accessory apartments be attached to the main home can limit opportunities where a detached accessory apartment may be appropriate. This could be the case where there are existing garages or other out-buildings that could be

adapted into accessory apartments, or where out-buildings would be generally within the character of the surrounding context. For residents, detached accessory apartments can offer a lifestyle closer to that of an independent single-family home, making some occupants more comfortable with living on one property.

- Requiring two additional parking spaces for the accessory apartment may prevent accessory apartments fitting onto some sites. Given that single-family homes are only required to provide one parking space, and that the small size of accessory apartments limits how many people could live there, this rule likely exceeds what is needed.
- A Special Permit process is required to permit an accessory apartment the R-40 and NB districts. Special Permit processes, by definition, limit the building of accessory apartments to homeowners who are savvy about Town government, those who can invest the time to learn about Special Permit processes, or those who can pay for assistance.

These provisions limit accessory apartment production in Foxborough, though they may be appropriate for Foxborough regardless. This plan is not recommending specific changes to the accessory apartment bylaw. Rather this plan recommends the community assess potential changes in detail, with the aim to increase accessory apartment construction while balancing other goals. Once the community has decide which changes are most appropriate for the Town, zoning amendments reflecting those changes should be drafted and then voted on at Town Meeting.

Some of this work is already moving forward. The Planning Board informally discussed amendments to the bylaw in Spring 2020, which were written in part in response to favorable conversations around accessory apartments at Housing Coalition meetings. These amendments did not address all the issues noted above and also addressed other concerns, such as allowing deed-restricted affordable accessory apartments for rent. This important effort could benefit from a wider public process and consideration of all the factors that influence accessory apartment development.

Importantly, the effect on Foxborough's community character is likely to be small no matter what changes are considered and advanced. Even the most open accessory apartment laws tend to produce a small number of accessory apartments, since most homeowners do not wish to have one. A 2018 Pioneer Institute study of Massachusetts accessory apartment laws found the towns with the most accessory apartments still only had about 100 to 150 units total.[6] The town with the most accessory apartment production was Marshfield, which was an outlier at 15 accessory units permitted per year. There is no precedent for any accessory apartment bylaw changing the character of a community. Creating a more functional accessory apartment

[6] Amy Dain. "The State of Zoning for Accessory Dwelling Units." Pioneer Institute White Paper no. 184, July 2018. < https://ma-smartgrowth.org/wp-content/uploads/2019/01/ADU-MSGA-Pioneer-paper-2018.pdf >

bylaw will allow more seniors and others to receive the benefits of this law, but the changes to Foxborough overall will be modest.

Amending the accessory apartment bylaw and enabling more accessory apartment production would advance Goals 1, 2, 3, and 5 by encoraging housing that is unsubsidized but relatively affordable, creating a regulatory environment that is supports the market production of varied housing options, promoting a range of houisng types for different parts of the Foxborough community (especially seniors, singles, young professionals, homeowners, and multigenerational households), and by maintaining a balance between housing and other land uses.

Precedent

The Town of Scituate has some of the most accessory apartments in the Greater Boston region, with 122 units produced since 1990, 52 of which were produced since 2010. This modest contribution to the community's housing stock provides options to single-person households, seniors, young people, and others seeking relatively low-cost housing options. The zoning that enables accessory apartment production is flexible but is not entirely different from Foxborough's accessory apartment law. Accessory apartments are allowed in all residential districts by Special Permit, as well as some business districts by Special Permit. The accessory unit can be within the existing structure, added as an extension, or in a secondary building, as long as that building conforms to zoning's dimensional requirements. The unit must be obviously subordinate to the main unit and cannot exceed 750 square feet or 40% of the total floor area, whichever is greater. Like Foxborough, the zoning requires two parking spaces for each accessory unit, though this can be reduced to one space by the Planning Board.

Scituate's zoning also includes special provisions for affordable accessory apartments. These units must be deed-restricted, rented to a low-income household at an affordable rate, and meet the criteria of the Subsidized Housing Inventory. The primary residence of a property with an affordable accessory apartment must be owner-occupied. By law production of these affordable accessory units is capped at 15 per year, but to date only one affordable accessory apartment has been built in Scituate since the introduction of these provisions in 2004.

Scituate's accessory apartment bylaw is a thought-provoking precedent. It is less restrictive than Foxborough's law in its allowance of detached accessory units, its lack of residency requirements for the owners of most accessory apartments, and the potential reduction of parking requirements. It is actually more restrictive than Foxborough's law in its use of a Special Permit process in all cases. Based on Scituate's accessory apartment data, only three of 122 units appear to be built by business entities (one was a church), indicating the law has not been a tool for home flippers. Overall, the Scituate example demonstrates how tweaks to

accessory apartment regulations can produce modest but significant gains in new unit production.

Beyond Scituate, many other communities have accessory apartment bylaws with varying levels of accessory apartment production. Lexington is one community that had a longstanding accessory apartment bylaw (dating from 1983). The Town amended that bylaw in 2005 in order to simplify the rules and enable the development of more accessory units. Changes made included:

- Reducing or eliminating minimum lot size or floor area requirements;
- Allowing accessory apartments by-right in homes built as recently as five years ago; and
- Allowing accessory apartments by Special Permit in new construction

Lexington's accessory apartment provisions match the goals articulated in the Town's comprehensive plan, which include increasing the supply of affordable housing and providing housing for middle-income households that are being priced out of the town's housing market. To date, 60 accessory units have been constructed under the bylaw.

Action Items

1. Through a design charette or similar process, work with the community to create a vision for desirable accessory apartments. This process should identify what designs of detached structures could be appropriate in the existing built context. The process should also identify what requirements would be necessary for accessory apartments in the R-40 and NB districts
2. Consult with local banks and other lenders to determine whether the owner occupancy or family member requirements can be amended to better conform with lending requirements while maintaining the spirit of those requirements. Work with local banks to identify potential loan products homeowners could use.
3. Write a zoning amendment that reflects the desires of the community identified in the design charette, as well as any changes that would enable easier financing.
4. Publish the draft amendment for public comment and revise as needed.
5. Consider the amendment at town meeting.

5. Develop duplex design guidelines

Two-family homes are allowed by right under zoning in Foxborough's R-15 and GB zones, essentially Foxborough Center and the surrounding residential neighborhoods. Generally, outside of Foxborough, two-family homes or "duplexes" are considered a clear method of producing smaller, lower-cost homes in a style that can easily blend into single-family neighborhoods. In many communities, duplexes can be almost indistinguishable from single-family homes.

However, despite the potential benefits of duplexes, the two-family construction in Foxborough has not met the community's expectations. Because duplexes are allowed only in the older sections of Town, they tend to replace existing smaller housing, such as bungalows, capes, ranches, or other single-story houses. These types of houses can be less expensive than the average Foxborough house, due to their age and relatively small square footage. They also have the potential to be accessible units, since they are often arranged on a single floor. Many in the community see the loss of these older houses as a loss of inexpensive, desirable housing stock. Conversely, the duplexes that are built in Foxborough tend to be relatively large homes, though still smaller than new single-family construction in most cases. Their prices tend to reflect the per-square-foot prices of other new or remodeled homes in Foxborough. Neighbors often feel their design is out of character with the existing community.

It is important that Foxborough make the design of duplex housing work in the community. While the Town has no regulatory control over the price of a duplex sold by private parties, it can encourage more compact and context-sensitive designs through design guidelines. Design guidelines are controls to a building's form that go beyond what is typically included in zoning. They can include rules about building massing; building materials; building placement and site design; placement of windows, doors, and garages; roof pitch and gabling; design of porches and decks; and more. Duplexes that conform to design guidelines will better match the existing character of Foxborough, and duplexes will better provide more diverse housing options in town.

Design guidelines themselves are typically a mix of text, illustrations, and precedent photos. To best meet the needs of the community in a way that is practicable by developers and architects, the guidelines should be written by a trained architect with experience in this type of design.

Duplex design guidelines could advance Goals 1, 2, and 5 by encouraing unsubsidized housing that is inexpensive relative to other new development, creating a regulatory environment conducive to varied housing types, and by maintaining a balance of other land uses. Good design guidelines would benefit seniors, singles, couples, young families, and anyone living in o rnear the R-15 zoning district.

Precedent

Many eastern Massachusetts communities are facing difficulty with teardowns and reconstruction. Some communities are beging to implement design guidelines to address the issue, though Foxborough would be part of the cutting edge, along with Arlington, Marlborough, and to some degree Watertown.

In 2021, the Town of Arlington released design guidelines for residential developments in the community's existing low-density residential neighborhoods. Like Foxborough, Arlington's residential neighborhoods have experienced recent development pressure, with teardowns of older, small, and relatively inexpensive homes and their replacement with very large homes

offered at a much higher price. According to the Design Guidelines' existing conditions analysis, the new homes also lacked design clarity and were inconsistent with existing styles, and parking dominated their front facades. To address these concerns, the Town developed design guidelines that could regulate neighborhood-scale development beyond existing zoning, though without setting overly prescriptive architectural requirements. The guidelines set standards for the relationship of the building to the street it sits on, the design of the building overall, and the use of specific design elements (such as roof and window styles). The guidelines are not so rigid that they dictate precisely what each building will look like, but they provide guidance to property owners seeking to complement the neighborhood with a new building.

Beyond Arlington, other design guidelines and studies have worked to fit new development into the existing built context in ways that might be relevant to Foxborough. Marlborough's Multifamily Development Review Criteria and Design Guidelines provide detailed guidance to property owners in existing residential neighborhoods, and those guidelines also seek to control new buildings' scale so that they match the surrounding context. Additionally, in Watertown's design guideline development process, a Massachusetts architecture firm studied how duplexes replacing single-family homes could be designed to match the historic town fabric, by breaking up building massings and through creative roof designs. (Watertown ultimately did not adopt guidelines for residential neighborhoods, but the study could serve as a useful precedent for Foxborough.)

Action items

1. Secure funds for a small planning process to develop and implement duplex design guidelines.
2. Issue a Request for Proposals for a consultant and select a consultant for the project. This consultant should have experience running public engagement processes, designing duplexes and other small housing types, and writing and illustrating design guidelines that can be incorporated into zoning codes.
3. Working with the consultant, conduct a public visioning process that determines the community's desires for duplex development and which architectural issues should be directly in the design guidelines.
4. Oversee the development of draft guidelines by the consultant.
5. Conduct a public process for reviewing the draft guidelines. Revise the document as needed and publish the final design guidelines.
6. Design guidelines are typically adopted by a town's Planning Board. For the design guidelines to have the force of law, the guidelines can be referenced in the zoning bylaw; an amendment to the zoning bylaw would need to be passed by Town Meeting.

6. Increase the Housing Authority's capacity to provide mixed-income housing

The Foxborough Housing Authority (FHA) is an independent quasi-governmental organization that provides homes to low- and moderate-income people in Foxborough using federal and state-level subsidy programs. Most FHA-owned homes are only available to seniors, though the agency has a few homes for low- and moderate-income families. The waitlist to rent an FHA home is years, and potentially decades, long. Priority is given to Foxborough residents for placement in this housing, to the extent allowed by state law.

FHA-owned homes play an important role in Foxborough's housing market. The Housing Authority's current portfolio is entirely deed-restricted Affordable Housing. Such homes must be offered at an affordable rate to income-eligible households; exact income requirements and rental rates vary by which government programs subsidize the housing. Deed-restricted Affordable Housing is the only housing where housing costs are *guaranteed* to be less than the market-rate cost for comparable housing. For this reason, Affordable Housing has positive spillover benefits to the wider housing market.

The FHA also owns several parcels of undeveloped land, some of which are suitable for new housing development, most notably a large site at the corner of Walnut Street and Commercial Street (Rt. 140). Land ownership is one of the most important factors in creating new housing options, particularly when most or all of that housing will be deed-restricted as Affordable Housing for low- and moderate-income residents. By bringing land "to the table" at no charge, the FHA eliminates one very expensive component of new housing.

The Town, working with the Housing Authority, has already taken steps to increase the Housing Authority's capacity at the Walnut Street site, though no specifics for development have been worked out. In early 2020, Foxborough received $247,000 through a Housing Choice grant to design a sewer extension to the site and to design transportation infrastructure improvements at the notoriously dangerous intersection of Rt. 140 and Walnut Street. This funding was made available in part thanks to Foxborough's status as a "Housing Choice Community." This work is an important first step to making the site ready for potential development, but more work must be done.

Once the Housing Authority and Town are confident the site will be ready for development, they will need to start working with the community, designers, and potential developers to decide what will work on the site. Considerations will include how much housing is appropriate for the site, how it should be configured and designed, and more.

Affordable rents are not sufficient to cover the cost to build the housing or the ongoing costs to operate it. Therefore, financing will be one of the biggest hurdles to development. For some projects, the inclusion of housing open to middle-income households (so-called "workforce housing") and/or market-rate units can make a project feasible by "cross-subsidizing" the rents for lower-income residents. Depending on the project scale and phasing, a portion of the units might need to be market-rate. In addition to these "cross subsidies," the project will likely need

direct government subsidies to build the Affordable Housing units. Very often the subsidy needed is awarded is through a mix of tax credits, loans, and grants.

Any new Affordable Housing at the Walnut Street site (and any other site) will require a developer partner. The Housing Authority itself does not have recent development experience, and Affordable Housing development at this scale requires highly specialized knowledge. Additionally, if built by the Town, the project cost would likely increase due to prevailing wage requirements. Ultimately, increasing FHA capacity will require collaboration across local government, private non-profits, and the community. Eventually, the project will need to be permitted. The Housing Authority, Town, developer partner, and the community will need to decide the best way to permit the project. Depending on the needs of the development and the community's desires, the project could be permitted using a Special Permit, by rezoning the site to allow for the favored design, or by using a voluntary Comprehensive Permit process to allow an exception to current zoning. The best path forward will have to be decided after further study and engagement and once the community has a better understanding of what they would like at the site.

Increasing Housing Authority capacity through a development at Walnut Street is an important strategy for the Town to pursue, but it cannot be the Town's only strategy to produce needed housing. First, any development at Walnut Street cannot meet all the housing needs in the Town. Not everyone would want to live in such a development (and sometimes such developments are age-restricted). To meet the needs of the wider community, this cannot be the Town's sole strategy. Second, the project is contingent on external factors to move forward, including and especially external funding. Federal subsidies, lending partners, and state support could all conceivably dry up, so the Town cannot be overly reliant on this one project. Third, if the project does move forward, it is likely the development will be phased, meaning new homes will be delivered over the course of many years, perhaps a decade or more, depending on how the project is structured.

Increasing the FHA's capacity to provide mixed-income housing would advance Goals 3, 4, and 5 by promoting a range of housing types to meet the needs of the Foxborough community (incuding potentially seniors, veterans, families, and/or singles, depending on the housing built), facilitating deed-restricted Affordable Housing production for low- and moderate-income households, and maintaining a balance of housing versus other land uses.

Precedent

Many Massachusetts housing authorities are becoming more creative in expanding their capacity as housing needs rise and federal spending on housing remains low. Stony Brook Village in Westford serves as a great model for new, Housing Authority-led development in a suburban context. In 2001, the Town of Westford, Westford Housing Authority, Massachusetts Department of Housing and Community Development, and the quasi-public Massachusetts Housing Partnership identified a sand pit as a potential new site for housing, as well as a new middle school, athletic fields, and wastewater treatment plant. The Town first rezoned the

land to allow for multifamily housing, then conveyed the land to its Housing Authority. Over he next five years, the Housing Authority worked to prepare the site for development. The Housing Authority then declared the property available for disposition, analyzed the site, and issued an RFP with the findings from that analysis. The Housing Authority then received two viable proposals, and ultimately chose the proposal with a more favorable design, which complemented the historic building styles found in Westford. They awarded a long-term lease to the development arm of a local nonprofit, Community Teamwork, which developed the project in two phases over 11 years. The first phase opened in 2006 with 15 units. The Housing Authority's leadership in preparing the site and disposing the land to a qualified nonprofit developer was integral to the development. The project was able to secure coveted funding through the Massachusetts Housing Partnership's Suburban Rental Pilot Program, state and federal Low-Income Housing Tax Credits, and funding from the state's Affordable Housing Trust. In addition to the land, the Town contributed $600,000 over the two phases with Community Preservation Act funds and funds from their local housing trust fund.

Action Items

1. Working with the community, the FHA, and non-profit real estate developers, create a clear vision for the Walnut Street site that can drive decisions about amount and types of housing, the ideal mix of residents, building design, affordability levels, community amenities, and any other specifics that can help create realistic and achievable expectations for the Town, the FHA, any development partner, and the community.
2. Work with MassWorks to secure funding to extend sewer lines to the site and install a traffic signal.
3. Work with MassDevelopment or a consultant to assess the Walnut Street site and determine a realistic density and configuration of housing on the Walnut Street site and perform any other pre-development work needed to write a realistic and compelling Request for Proposals. This includes extending sewer and utility access to the site.
4. Write and issue a Request for Proposals to find a development partner. Select a developer with experience developing Affordable Housing in partnership with local housing authorities. Very likely this will be one of several non-profit housing developers already working in Eastern Massachusetts.
5. Work with the developer to create a more detailed development plan, including specifics on architecture, unit mix, Affordability levels, and project phasing.
6. Working with the selected developer, seek subsidies for development from federal and state sources.
7. Get the project permitted. Depending on the scale of development, this might occur through the typical site planning and Special Permit processes, by seeking a zoning variance, by seeking to amend the zoning at Town Meeting, or more likely through a voluntary Comprehensive Permit process.

7. Secure a stable source of funding for housing programs

Throughout the planning process, Foxborough residents expressed support for housing programs that would require the Town to spend money (e.g., grant programs for home rehabilitation, direct funding of Affordable Housing development, and expanded tax exemptions). Securing funds for new programs can be difficult during economic booms, let alone during uncertain economic times. As in municipalities across the state, the economic fallout surrounding the COVID-19 crisis has put increased pressure on the Town's budget. With this fiscal crunch in mind, this planning process deliberately focused on recommendations that could be accomplished without significant Town funding (though some, such as redeveloping historic buildings or expanding Housing Authority capacity, would greatly benefit from Town funding). Still, stable funding sources outside the Town's general fund should be secured to expand what the Town is capable of doing to address housing need and the community's desires.

This plan is not recommending a specific funding source for the Town to adopt. Determining which source of funds is appropriate for the Town will require further study and public discussion. In the discussion below, this plan presents some options the Town could study and discuss, though this list is not exhaustive.

Foxborough has an unusual set of potential funding opportunities. As home to a professional sports franchise and its stadium, Foxborough has resources unavailable to most communities. For instance, Foxborough's local option meals tax, which applies a 0.75% charge on meals and alcohol, raised more than $1 million in Fiscal Year 2019, due in large part to sales at Gillette Stadium. A portion of these revenues (or future growth in meals tax revenues) could be dedicated to addressing housing needs. While the COVID-19 crisis will no doubt decrease meals tax revenue for the current and near-term fiscal years, the Town would benefit from taking a long-term perspective to funding.

Beyond the Meals Tax, Foxborough should consider how it can leverage any commercial development occurring around the stadium. Commercial development creates more net new revenue than residential development in most cases. Patriot Place has demonstrated a viable commercial market around the stadium. If the Town does permit future commercial development in that area, it should consider how new revenue from that development can be directed toward housing.

Alternatively, the Town could adopt the Community Preservation Act (CPA), a common tool to generate resources for housing at a local level. CPA is a local-option state program for Affordable Housing, historic preservation, and open space. Roughly half of Massachusetts cities and towns have adopted CPA to fund housing programs, as well as programs related to open space and historic preservation. Area towns with CPA include Wrentham, Plainville, Norfolk, Easton, Sharon, Norwood, and Millis. CPA allows communities to add a surcharge to annual property taxes, typically of 0.5% to 1.5% of a household's property tax bill. Revenues from that surcharge are added to a local Community Preservation Fund, and the money must

be spent on Affordable Housing, open space, and historic preservation projects. Towns with CPA also receive funds from the state's Community Preservation Trust Fund. CPA communities can adopt exemptions to the tax, including exemptions for all low-income households, moderate-income senior households, and on the first $100,000 of a home's assessed value. Because CPA increases taxes on property owners, the policy can be controversial. Some communities decide the benefits are greater than the costs, but not all do. The community could have a conversation on the role CPA can play in town and decide if CPA is right for Foxborough.

Again, this plan is not recommending the Town adopt these specific funding sources, nor any others. The plan is simply recommending the Town hold a process to study potential funding sources and determine which, if any, are appropriate for Foxborough. The other strategies recommended in this plan do not rely on new funding, but several potential strategies that had community support were considered and unfortunatley dismissed due to a lack of necessary resources.

If Foxborough can secure a regular dedicated funding stream for housing needs, that funding can be transferred to the Town's Affordable Housing Trust Fund, where it can be saved and distributed to provide funding for Affordable Housing development or otherwise fund housing programs. Finding this funding could potentially support all goals and all parts of the Foxborough community, depending on how that funding is raised and spent.

Precedent

Massachusetts has numerous examples of conventional and unconventional sources of funding for housing initiatives. Many of these are responsive to development (e.g., developer payments as part of the permitting process) or are otherwise unstable from year to year (e.g., appropriations of free cash from the general fund). The most common stable source of local funding is the Community Preservation Act (CPA), which has been adopted in roughly half of Massachusetts communities, but this is not the only source. The Town of Harwich, for example, took an innovative approach to Affordable Housing funding by leasing Town-owned land for cell towers and reserving those lease payments for their Affordable Housing Trust. The lease payments generate roughly $40,000 annually for the trust, a small sum compared to its CPA funding, but still worthwhile. While this specific idea might not be relevant to Foxborough, Harwich's outside-the-box approach to raising stable funds for Affordable Housing could serve as a jumping-off-point for Foxborough as it considers potential sources. Beyond Massachusetts, Foxborough could look to Alexandria, VA, which tied its meals tax to Affordable Housing in 2018.

Action Items

1. Conduct a small study on the potential impact of adopting the Community Preservation Act. The study should estimate potential revenue, consider the types and scale of programs that could be funded, and predict the impact on property owners.

2. Host community conversations on CPA, presenting the findings of the study and discussing the costs and benefits of adopting the law.
3. Based on the outcomes of those conversations, decide whether to pursue CPA. For CPA to be adopted, it must be approved at Town Meeting and then presented as a ballot question for voters at the next election. Residents can also petition to put CPA on the ballot without approval from Town Meeting.
4. Separate from the CPA process, assess potential future revenues from the meals tax, and consider whether and how to dedicate a portion of meals tax funding to housing programs.
5. When commercial development is proposed in Foxborough, particularly around the stadium, the Town should assess how to dedicate future incremental revenue from that development to support housing needs.
6. When funding sources are identified and funds received, transfer those funds to Foxborough's Affordable Housing Trust Fund.

Additional Best Practice Strategies

Beyond the priority strategies discussed above, there are additional strategies the Town should pursue to advance progress on this plan's goals. These strategies are best practices, some of which the Town is already undertaking, but are explicitly noted here for the impact they have on Town goals. These strategies were originally included in the list of potential recommendations (discussed above) drawn from other communities addressing similar housing needs and ideas given by the Foxborough community in early engagement. They were not included as priorities because of their low cost and relative ease of implementation, not because they are necessarily less important.

Form a committee to monitor the implementation of this plan's recommendations.
The Town must be actively committed to implementing this plan. The best way to ensure these recommendations are implemented is by appointing a committee to monitor ongoing implementation. The committee could be composed of members of this plan's Working Group, the Planning Board, and the Housing Coalition.

Proactively build relationships with nonprofit housing developers to meet the housing needs of Foxborough residents.
Several nonprofit housing developers work to build contextually sensitive Affordable Housing in communities like Foxborough across the region. The Town should seek out those developers to discuss potential opportunities for collaboration.

Encourage developers to apply for state resources for moderate-income housing (sometimes called "workforce housing").
As the statewide housing crisis has intensified, moderate- and middle-income households have been increasingly under housing pressure. The state has responded by providing new funding

resources to house these households. Developers building housing in Foxborough should seek out this funding, and the Town should help facilitate that process.

Apply for state planning grants.
Several of the priority strategies require additional targeted planning work. Foxborough should apply for state planning grants to help fund those initiatives.

Monitor eligibility for state housing programs.
Massachusetts has several programs for communities trying to meet their housing needs. In the past, Foxborough has taken advantage of those programs when the Town is eligible, and it should continue to do so.

Promote existing state first-time homebuyer programs.
Massachusetts offers several first-time homebuyer programs, including education and assistance, that could be of even greater benefit to the Foxborough Community. The Town should actively promote these resources.

Create a centralized housing resources website.
Currently, housing resources are difficult to understand and access. The Town should add a housing resources webpage to its website that explains and links to all of the programs available to Foxborough residents, including those from local, state, and federal government, and those offered by private organizations. This would require some staff time at the outset to compile resources, and then could be maintained as part of the Town's website.

Study the potential for town land to meet housing needs.
The Town has significant land resources, some of which may no longer be necessary for the continued functioning of government. Foxborough should study which Town-owned land could be better used to meet housing needs for the community.

Continue Town support for the Foxborough Housing Coalition.
The Foxborough Housing Coalition is an independent group of residents advocating for policies to address the community's housing needs has developed. Though the group functions independently, the Town has provided space and coordination where needed, and generally encourages an active civil society presence in the Town's housing discourse. Foxborough should continue to support housing advocates where possible.

Implementation Plan

The following table specifies which Town entity could take the lead in advancing a given strategy, which Town entities would provide support for implementation, and the time frame in which it could be moved forward.

Timeframes

- Short-term: 1-2 years

- Medium-term: 3-4 years
- Long-term: 5+ years
- Ongoing: 1-5+ years

Priority Strategies

	Implementation Partners		
Strategy	**Lead**	**Support**	**Timeframe**
Redevelop historic buildings to create new housing options.	Planning Department	Planning Board, Historical Commission	Medium-term
Write and pass "cottage housing" zoning and design guidelines.	Planning Department	Planning Board	Medium-term
Plan for and pass a Smart Growth Overlay District.	Planning Department	Planning Board	Long-term
Amend the Accessory Apartment Bylaw to enable more production of Accessory Apartments.	Planning Department	Planning Board	Short-term
Develop duplex design guidelines.	Planning Department	Planning Board	Short-term
Increase the Housing Authority's capacity to provide mixed-income housing.	Housing Authority	Planning Department, Planning Board, Water and Sewer Department	Medium-term
Secure a stable source of funding to provide housing resources.	Town Manager, Board of Selectmen	Finance Department, Planning Department, Assessor	Long-term

Best Practices

	Implementation Partners		
Strategy	**Lead**	**Support**	**Timeframe**
Form a committee to monitor the implementation of this plan's recommendations.	Board of Selectmen	Planning Department	Short-term
Proactively build relationships with nonprofit housing developers to meet the housing needs of Foxborough residents.	Planning Department	Housing Authority	Ongoing

Encourage developers to apply for state resources for moderate-income housing (sometimes called "workforce housing").	Planning Department	-	Ongoing
Apply for state planning grants.	Planning Department	-	Ongoing
Monitor eligibility for state housing programs.	Planning Department	-	Ongoing
Promote existing state first-time homebuyer programs.	Planning Department	-	Ongoing
Create a centralized housing resources website.	Planning Department	Housing Authority, Council on Aging & Human Services	Ongoing
Study the potential for town land to meet housing needs.	Planning Department	Town Asset Review Committee	Medium-term
Continue Town support for the Foxborough Housing Coalition.	Planning Department	Town Manager	Ongoing

Production Targets

A Housing Production Plan must include numerical targets for housing production according to state regulations. For municipalities that have not yet reached Massachusetts's goal that 10% of each municipality's housing stock be included on the state's Subsidized Housing Inventory (SHI), the production target would typically describe progress that should be made towards reaching this state goal or achieving temporary "safe harbor" though HPP certification. With 12.8% of its housing stock (878 units) on the SHI, Foxborough has surpassed this goal and is not in danger of falling below 10% in the coming years. However, achieving safe harbor does not mean that housing need has been met, and the Commonwealth still requires that an HPP include a production target.

As discussed in greater detail in the Housing Needs Assessment, there are 2,180 low-income[7] households in Foxborough (34% of all households in town) whose income would typically make them eligible for housing assistance. With 878 units currently on the SHI, this means there are two and a half times as many households eligible for subsidized housing as there are housing units on the Town's SHI. Additionally, 1,539 of Foxborough's low-income households are also cost-burdened, meaning they spend more than 30% of their income on housing. Because there is still a strong need Affordable housing, it is important that the Town continue to work towards meeting this need.

Importantly, production targets should not be taken to reflect a population target for Foxborough. This plan offers recommendations to address housing need. It makes no determination about how many people *should* live in Foxborough.

Production goal: Meet HPP certification targets

Following DHCD's approval of the HPP, the Town may wish to pursue HPP certification. HPP certification is a Housing Choice Best Practice and provides temporary safe harbor under M.G.L. Chapter 40B. Although Foxborough has achieved permanent safe harbor by reaching the state's 10% goal, and thus does not need temporary safe harbor, the Town may still seek to certify its HPP. To achieve certification, Foxborough would need to increase the number of low-income year-round housing units (as counted on the SHI) in an amount equal to or greater than one of the below targets. Even if the Town does not wish to pursue HPP certification, meeting one of these targets would be an important next step in addressing the need for Affordable housing in Town.

[7] "Low-income" includes a range of incomes; see the Housing Needs Assessment for additional details.

- One-year certification: Increase SHI units by at least 0.5% of the year-round housing units, or 34 units, in one calendar year. Maintaining this rate over the life of this 5-year HPP would yield 171 units.
- Two-year certification: Increase SHI units by at least 1% of the year-round housing units, or 69 units, in one calendar year. Maintaining this rate over the life of this 5-year HPP would yield 343 units.

There are several opportunities identified in this HPP that would help the Town reach one of these targets. First, the Housing Authority property on Walnut Street site, described in recommendation #6, may have the capacity for up to 250 additional units once Town sewer lines are extended to the site. Although the project will likely be developed in phases due to funding availability, a first phase (and possibly even a second phase) of 50-65 Affordable units is attainable within the life of this plan and would mean significant strides towards the targets above. Additionally, the redevelopment of the Pratt school or the former State Hospital auditorium, both Town-owned properties (see recommendation #1), could result in up to 5 and 12 Affordable units, respectively. Finally, other zoning recommendations in this HPP, if approved at Town Meeting, would further enable additional Affordable housing production.

Appendices

Appendix A: Quantitative Methodology to Identify Development Opportunities

The six main criteria selected for parcel identification were chosen to guide development towards locations near transit with high walkability and access to employment opportunities, while protecting environmentally critical areas and watersheds and avoiding sites with hazardous material. A weight was given to each main criteria to determine parcel eligibility. Indicators under each main criteria were also assigned a weight.

Figure 37, Development Opportunities Analysis

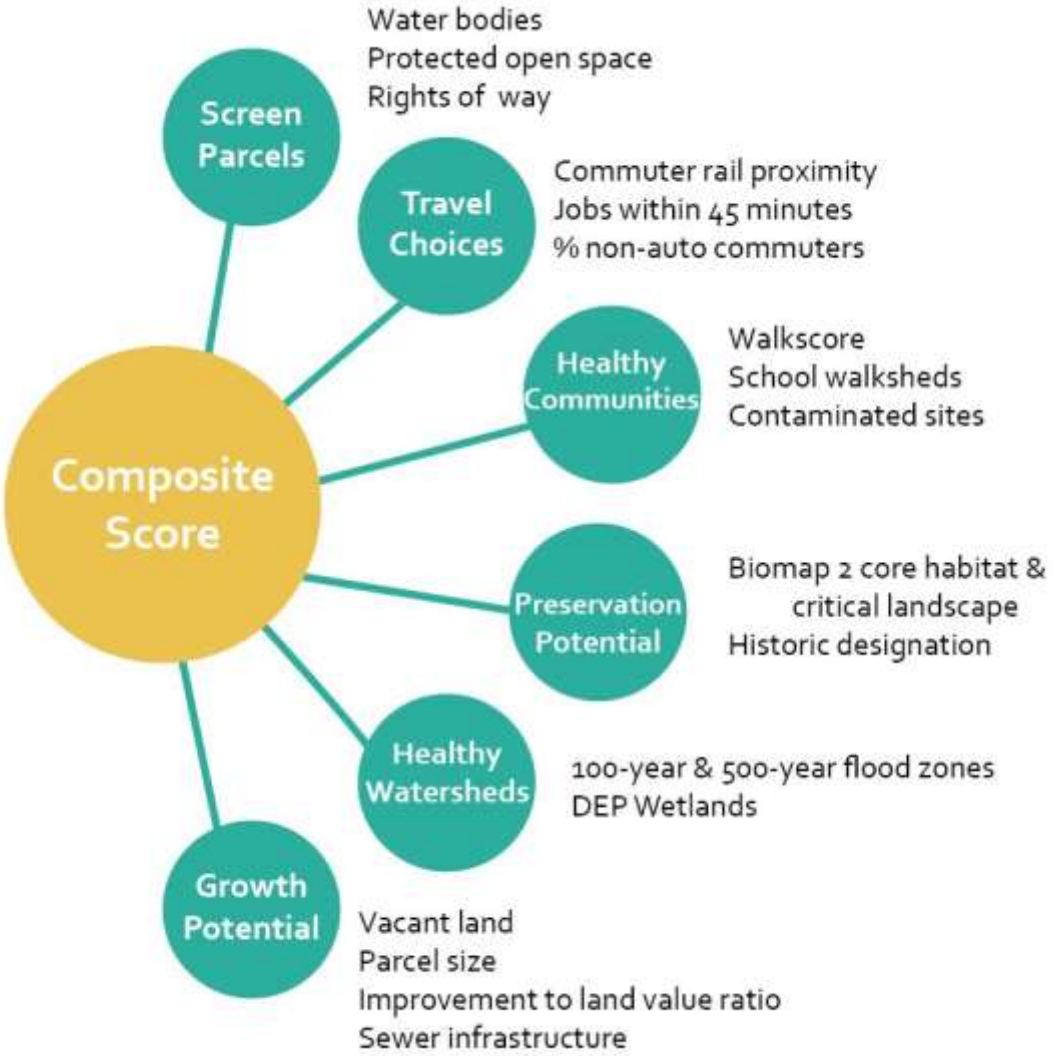
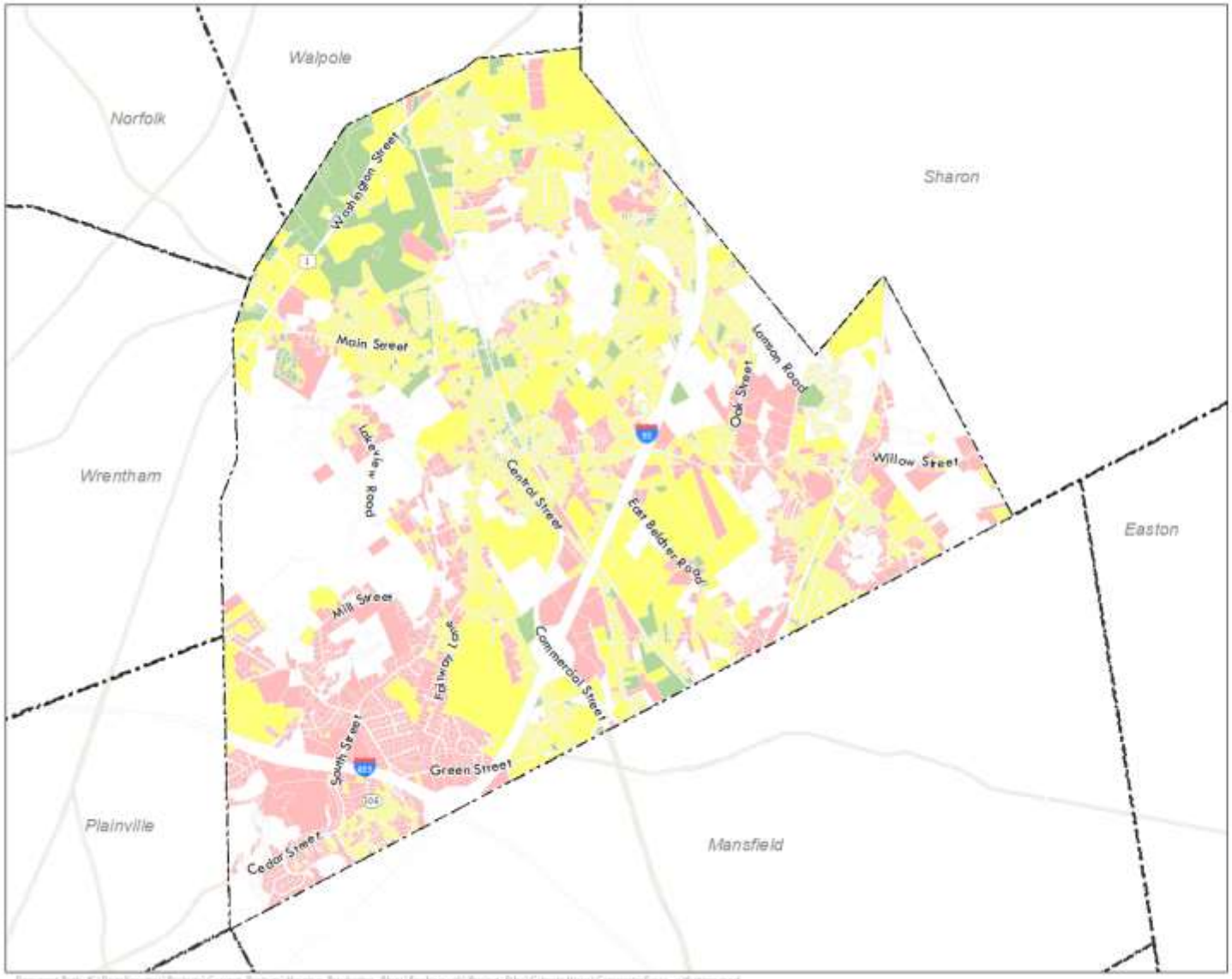


Table 9, Development Opportunities Criteria and Indicators Weight

Criteria and Indicators	Weight	Description
Screened Parcels	**Excluded**	Parcels removed from consideration in the analysis
Bodies of Water	Excluded	Rivers and ponds
Permanently Protected Open Space	Excluded	Federal, State, and local protected areas
Rights of Way and Railroad Rights of Way	Excluded	State and town vehicle roads and railroad tracks
All Open Space	Excluded	Additional open spaces not formally protected but identified by the Town as significant
Cemeteries	Excluded	
Public Schools	Excluded	
Travel Choices	7	Prioritizes ability to commute using modes other than private car
Commuter Train	7	Proximity to closest commuter rail station
Jobs within 45 minutes	7	Based on the EPA Smart Location Database, which is a nationwide geographic data resource for measuring location efficiency
Workers within 45 min.	5	
% Non-Auto Commuters	4	
Healthy Communities	8	Prioritizes walkability and non-contaminated areas
WalkScore™	8	Measures walkability to amenities including schools, transit, and food options
School Walksheds	8	Probability of students being within walking distance to school
Chapter 21 E Sites	7	Contaminated or hazardous waste sites. 150-foot buffer used in this analysis
Activity and Use Limitations	7	Limits use based on identified site conditions and remaining contamination risk after site cleanup. 150-foot buffer used in this analysis
Preservation Potential	5	Prioritizes limiting encroachment on environmentally critical areas and sites of historic significance
Biomap 2 Core Habitat	4	Habitats for rare or uncommon species
BioMap 2 Critical Landscape	4	Landscape blocks, adjacent land to habitats
National Register of Historic Places Individual Property	5	
Locally designated historic property	5	
Healthy Watersheds	9	Prioritizes land not located flood zones or near wetlands
100-year flood zone	9	
500-year flood zone	9	
DEP Wetlands	9	100-foot buffer used in this analysis
Growth Potential	10	Prioritizes opportunity for development
Vacant Lands	10	Based on assessor's land use codes
Parcel Size	10	Prioritizes larger parcels
Improvement to Land Value Ratio	6	Measurement of development potential based on value of land and buildings; prioritizes parcels where the land is worth more than the building on it.
Sewer infrastructure	8	



Foxborough, MA

Suitability Analysis

Composite Suitability Score

Composite Scores

- Excluded Parcels*
- Moderately Suitable
- Suitable
- Highly Suitable
- Town Boundaries

*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.

The information depicted on this map is for planning purposes only. It is not adequate for legal boundary definition, regulatory interpretation, or parcel-level analyses.

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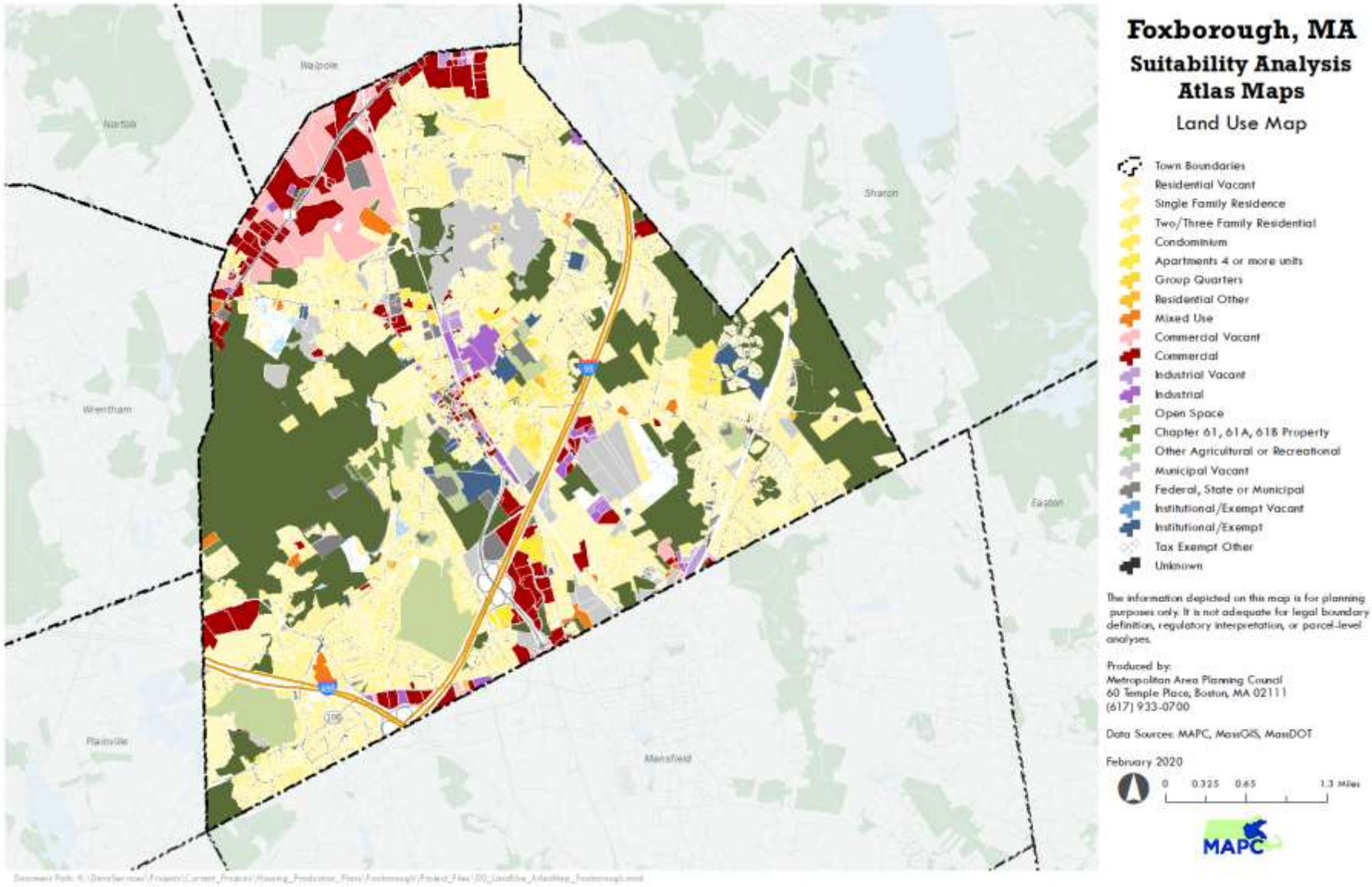
Data Sources: MAPC, MassGIS, MassDOT

August 2020

0 0.325 0.65 1.3 Miles

MAPC


Foxborough, MA
Suitability Analysis
Atlas Maps
Land Use Map
Town Boundaries
Residential Vacant
Single Family Residence
Two/Three Family Residential
Condominium
Apartments 4 or more units
Group Quarters
Residential Other
Mixed Use
Commercial Vacant
Commercial
Industrial Vacant
Industrial
Open Space
Chapter 61, 61A, 61B Property
Other Agricultural or Recreational
Municipal Vacant
Federal, State or Municipal
Institutional/Exempt Vacant
Institutional/Exempt
Tax Exempt Other
Unknown
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February 2020
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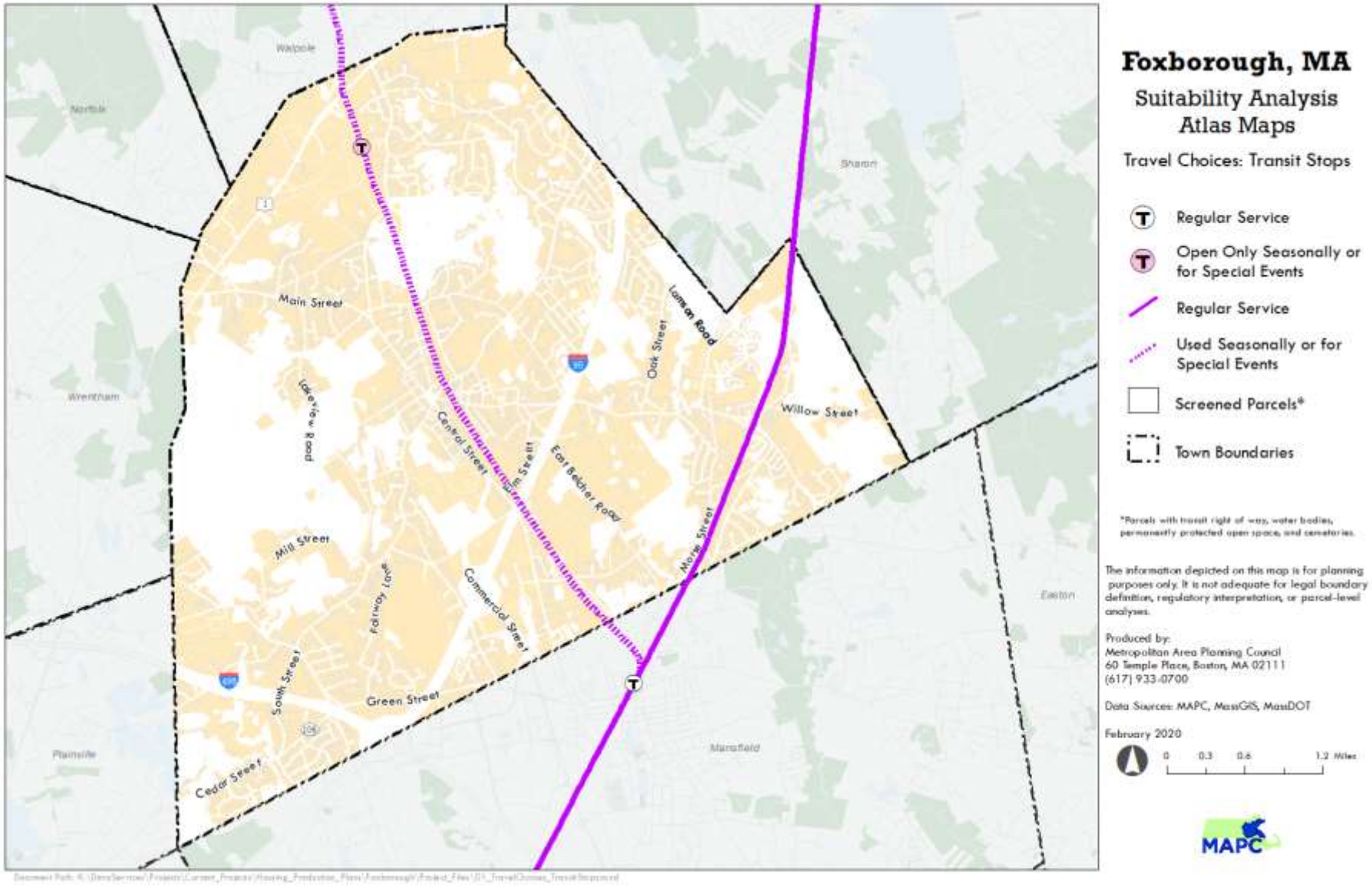
MAPC
Walpole
Norfolk
Sharon
Wrentham
Easton
Plainville
Mansfield


Foxborough, MA
Suitability Analysis
Atlas Maps
Travel Choices: Transit Stops
Regular Service
Open Only Seasonally or for Special Events
Regular Service
Used Seasonally or for Special Events
Screened Parcels*
Town Boundaries
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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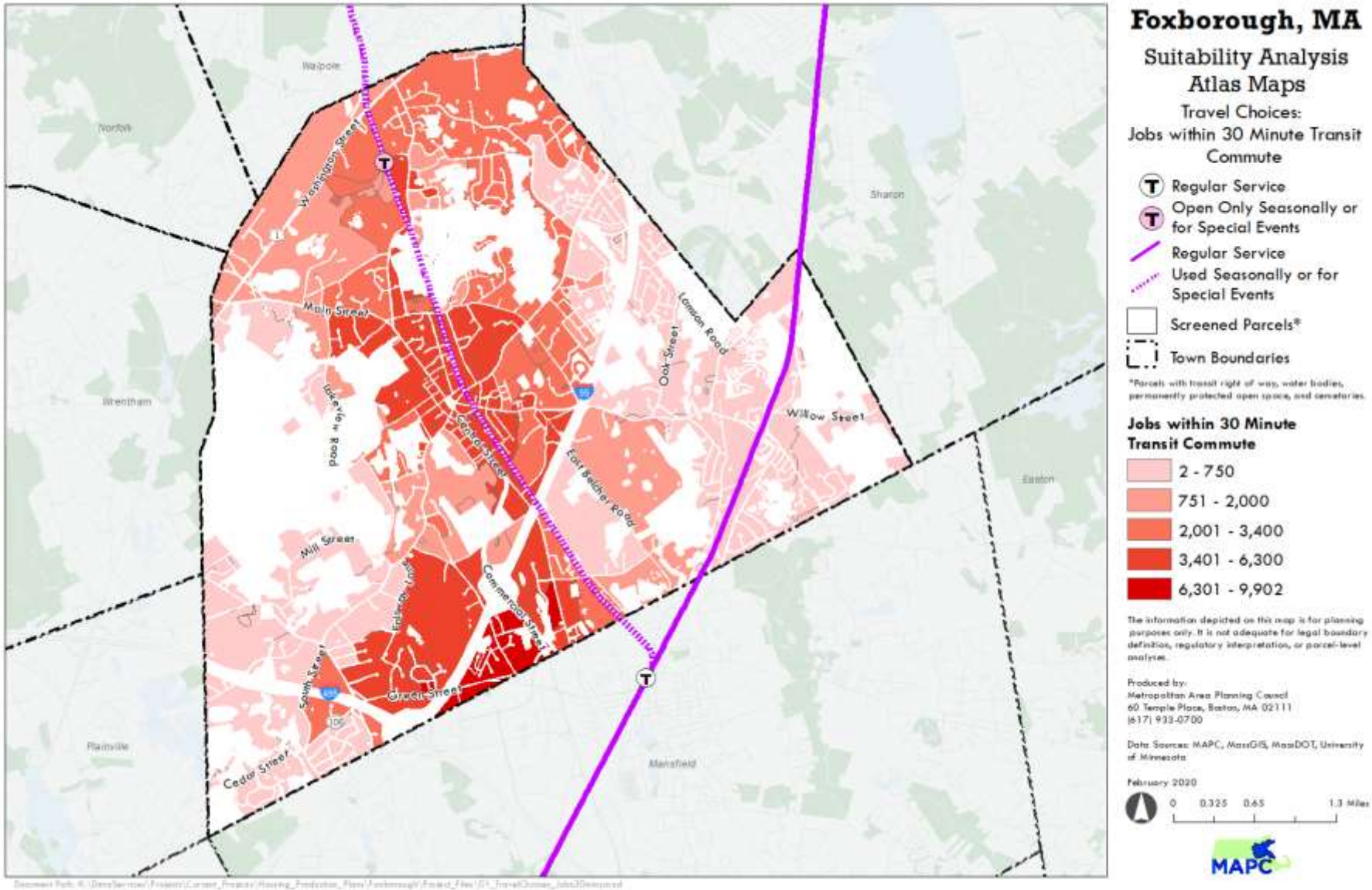
February 2020
0 0.3 0.6 1.2 Miles
MAPC
Walpole
Norfolk
Wrentham
Plainville
Sharon
Easton
Mansfield
Main Street
Lakeview Road
Central Street
East Belcher Road
Oak Street
Lamson Road
Willow Street
Morse Street
Mill Street
Fairway Drive
Commercial Street
South Street
Green Street
Cedar Street


Foxborough, MA
Suitability Analysis
Atlas Maps
Travel Choices:
Jobs within 30 Minute Transit Commute
Regular Service
Open Only Seasonally or for Special Events
Regular Service
Used Seasonally or for Special Events
Screened Parcels*
Town Boundaries
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
Jobs within 30 Minute Transit Commute
2 - 750
751 - 2,000
2,001 - 3,400
3,401 - 6,300
6,301 - 9,902
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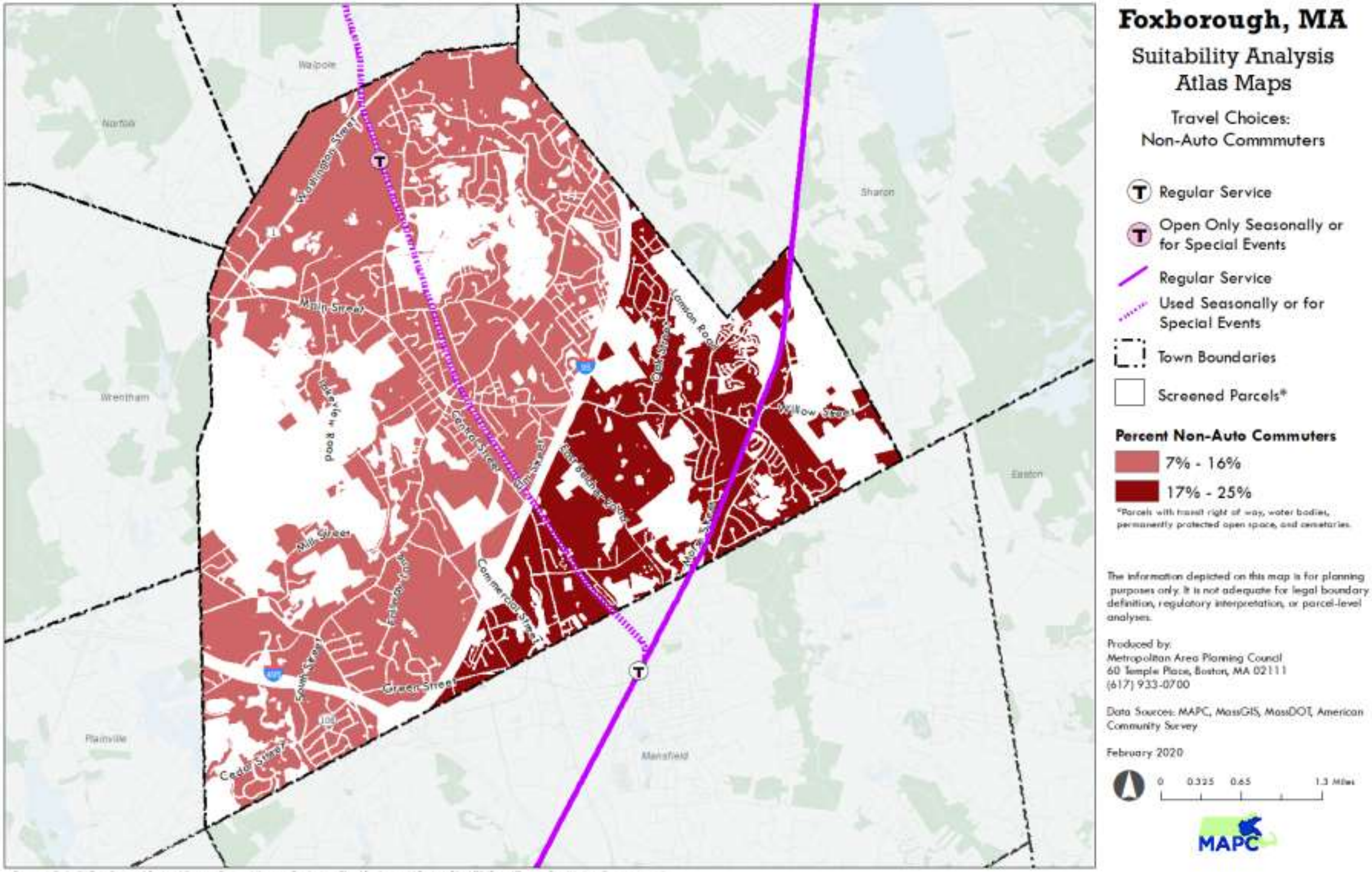
Data Sources: MAPC, MassGIS, MassDOT, University of Minnesota
February 2020
0 0.325 0.65 1.3 Miles
MAPC
Walpole
Norfolk
Wrentham
Plainville
Sharon
Easton
Mansfield
Washington Street
Main Street
Lakeview Road
Oak Street
Lonsdale Road
Willow Street
East Belcher Road
Mill Street
Commercial Street
South Street
Cedar Street


Foxborough, MA
Suitability Analysis
Atlas Maps
Travel Choices:
Non-Auto Commmuters
Regular Service
Open Only Seasonally or for Special Events
Regular Service
Used Seasonally or for Special Events
Town Boundaries
Screened Parcels*
Percent Non-Auto Commuters
7% - 16%
17% - 25%
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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Data Sources: MAPC, MassGIS, MassDOT, American Community Survey
February 2020
0
0.325
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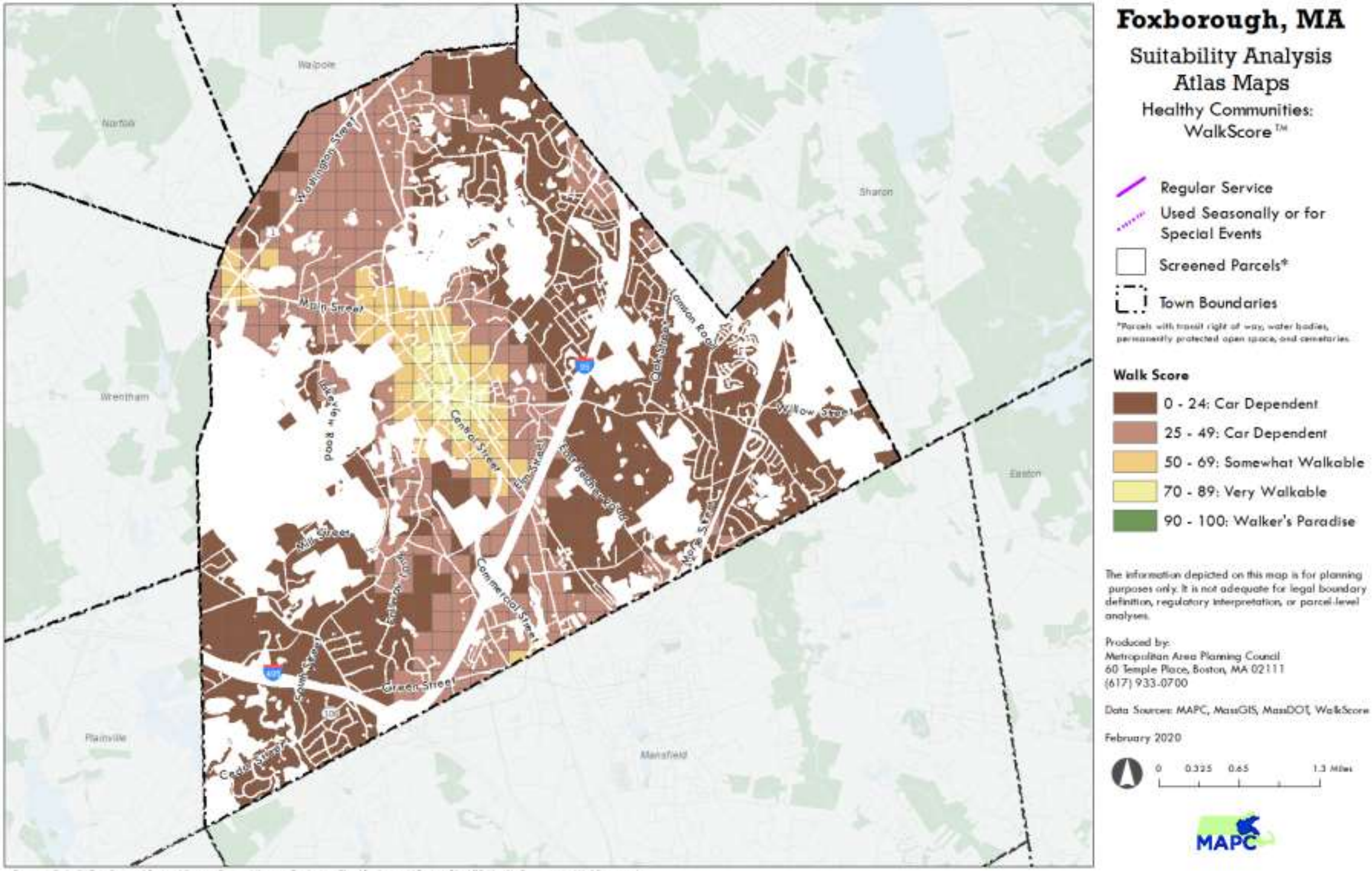
1.3 Miles
MAPC
Walpole
Norfolk
Sharon
Wrentham
Easton
Plainville
Mansfield
Washington Street
Main Street
Lakeview Road
Central Street
Mill Street
Commercial Street
Green Street
South Street
Cedar Street
Lawson Road
Willow Street



Foxborough, MA
Suitability Analysis
Atlas Maps
Healthy Communities:
WalkScore™
Regular Service
Used Seasonally or for Special Events
Screened Parcels*
Town Boundaries
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries
Walk Score
0 - 24: Car Dependent
25 - 49: Car Dependent
50 - 69: Somewhat Walkable
70 - 89: Very Walkable
90 - 100: Walker's Paradise
The information depicted on this map is for planning purposes only. It is not adequate for legal boundary definition, regulatory interpretation, or parcel-level analyses.
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(617) 933-0700
Data Sources: MAPC, MassGIS, MassDOT, WalkScore
February 2020
0
0.325
0.65
1.3 Miles
MAPC
Walpole
Norfolk
Sharon
Wrentham
Easton
Plainville
Mansfield
Washington Street
Main Street
Central Street
Lakeview Road
Elm Street
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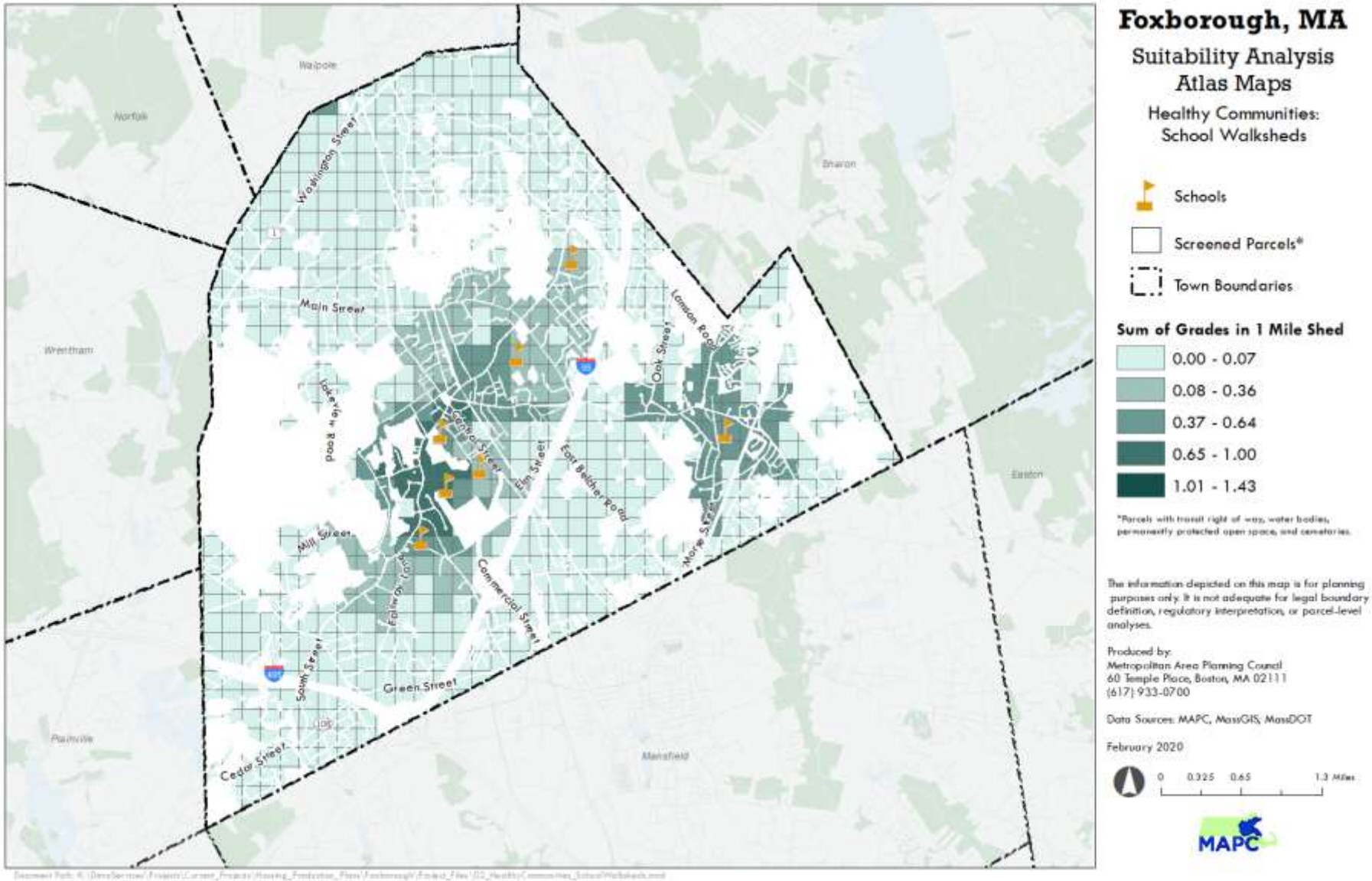
Foxborough, MA
Suitability Analysis
Atlas Maps
Healthy Communities:
School Walksheds
Schools
Screened Parcels*
Town Boundaries
Sum of Grades in 1 Mile Shed
0.00 - 0.07
0.08 - 0.36
0.37 - 0.64
0.65 - 1.00
1.01 - 1.43
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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Produced by:
Metropolitan Area Planning Council
60 Temple Place, Boston, MA 02111
(617) 933-0700
Data Sources: MAPC, MassGIS, MassDOT
February 2020
0 0.325 0.65 1.3 Miles
MAPC
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Wrentham
Easton
Plainville
Mansfield
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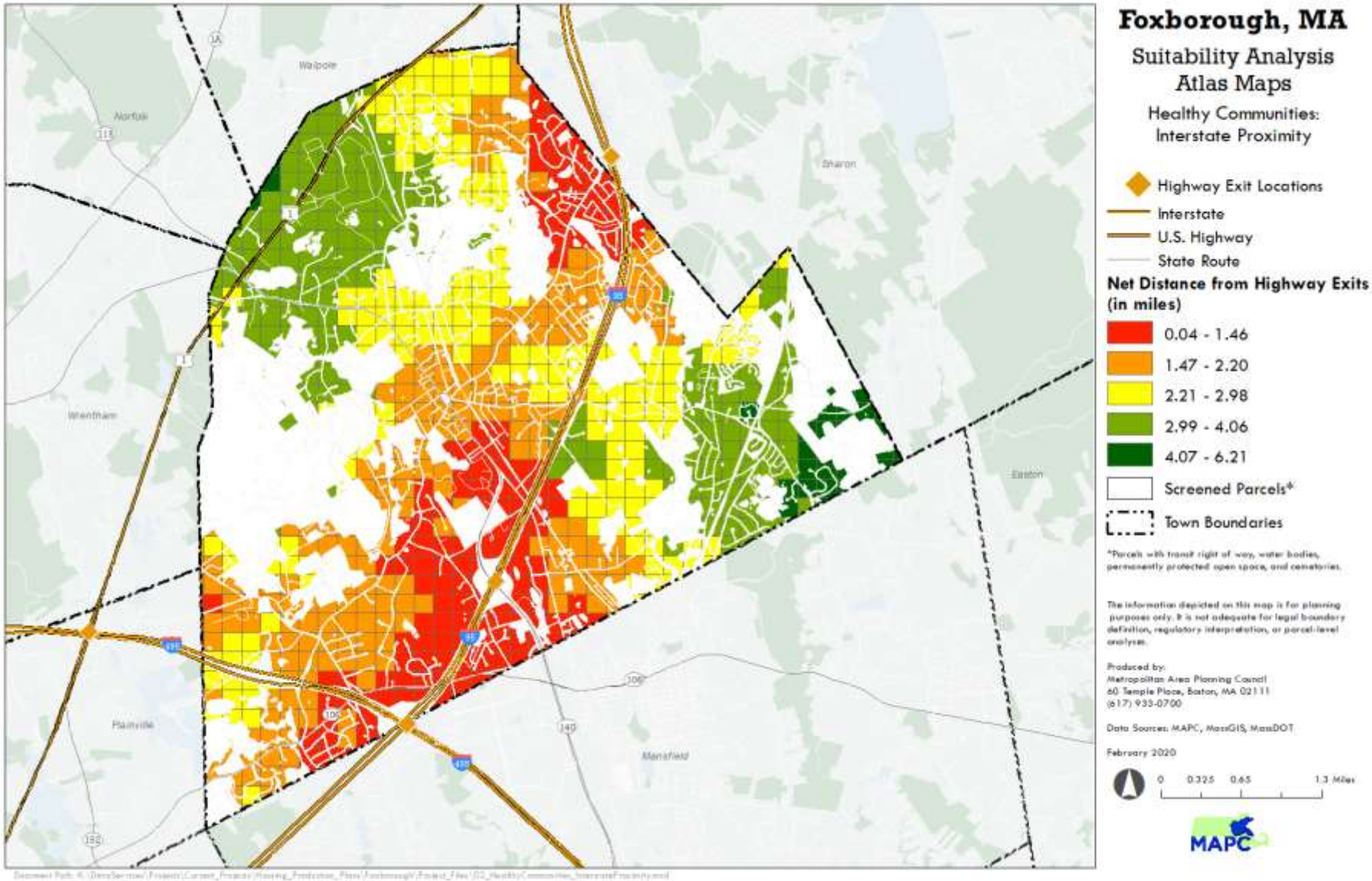
Foxborough, MA
Suitability Analysis
Atlas Maps
Healthy Communities:
Interstate Proximity
Highway Exit Locations
Interstate
U.S. Highway
State Route
Net Distance from Highway Exits
(in miles)
0.04 - 1.46
1.47 - 2.20
2.21 - 2.98
2.99 - 4.06
4.07 - 6.21
Screened Parcels*
Town Boundaries
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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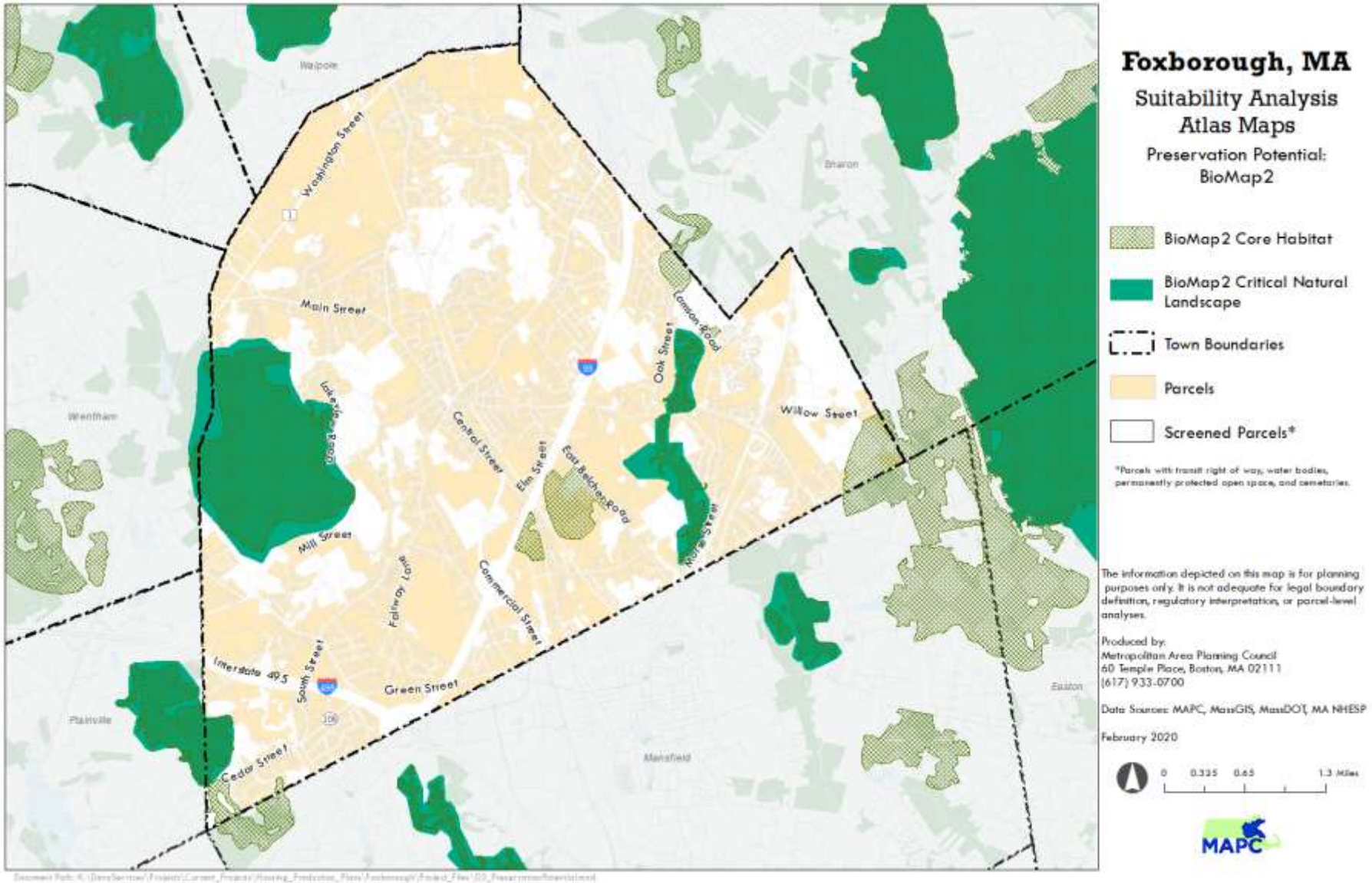
Foxborough, MA
Suitability Analysis
Atlas Maps
Preservation Potential:
BioMap2
BioMap2 Core Habitat
BioMap2 Critical Natural Landscape
Town Boundaries
Parcels
Screened Parcels*
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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Metropolitan Area Planning Council
60 Temple Place, Boston, MA 02111
(617) 933-0700
Data Sources: MAPC, MassGIS, MassDOT, MA NHESP
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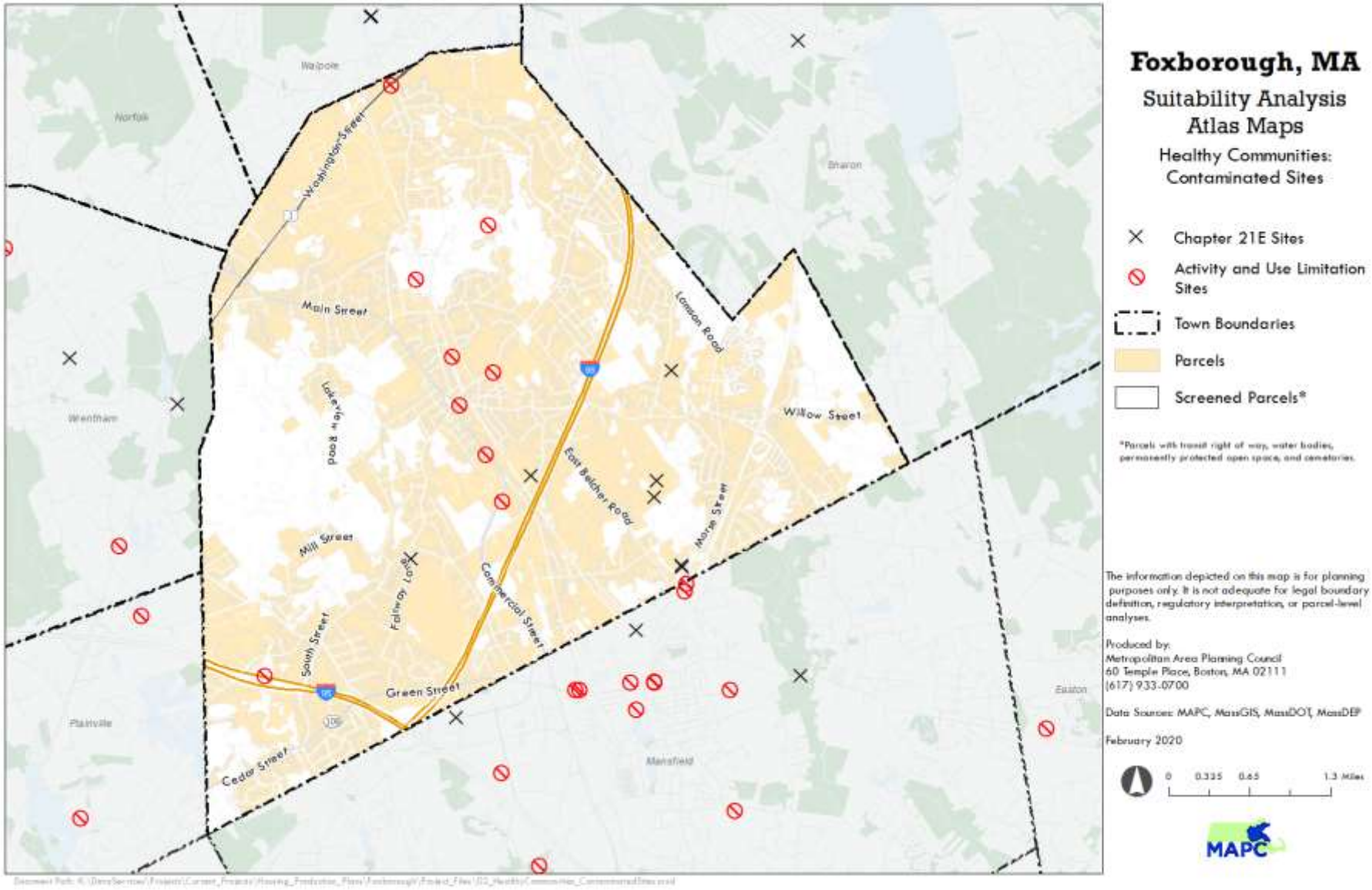
Foxborough, MA
Suitability Analysis
Atlas Maps
Healthy Communities:
Contaminated Sites
Chapter 21E Sites
Activity and Use Limitation Sites
Town Boundaries
Parcels
Screened Parcels*
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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Metropolitan Area Planning Council
60 Temple Place, Boston, MA 02111
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Data Sources: MAPC, MassGIS, MassDOT, MassDEP
February 2020
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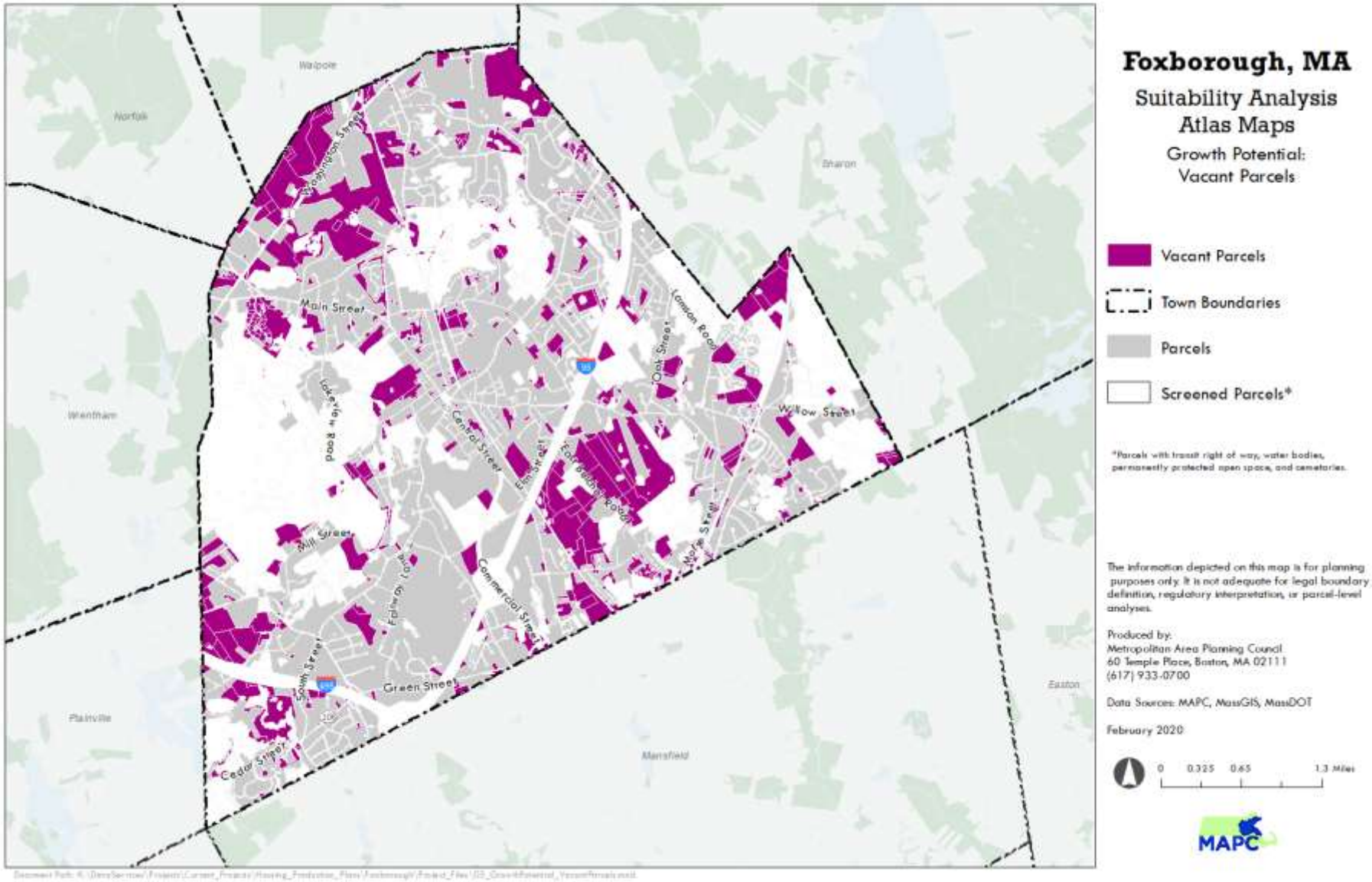
Foxborough, MA
Suitability Analysis
Atlas Maps
Growth Potential:
Vacant Parcels
Vacant Parcels
Town Boundaries
Parcels
Screened Parcels*
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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February 2020
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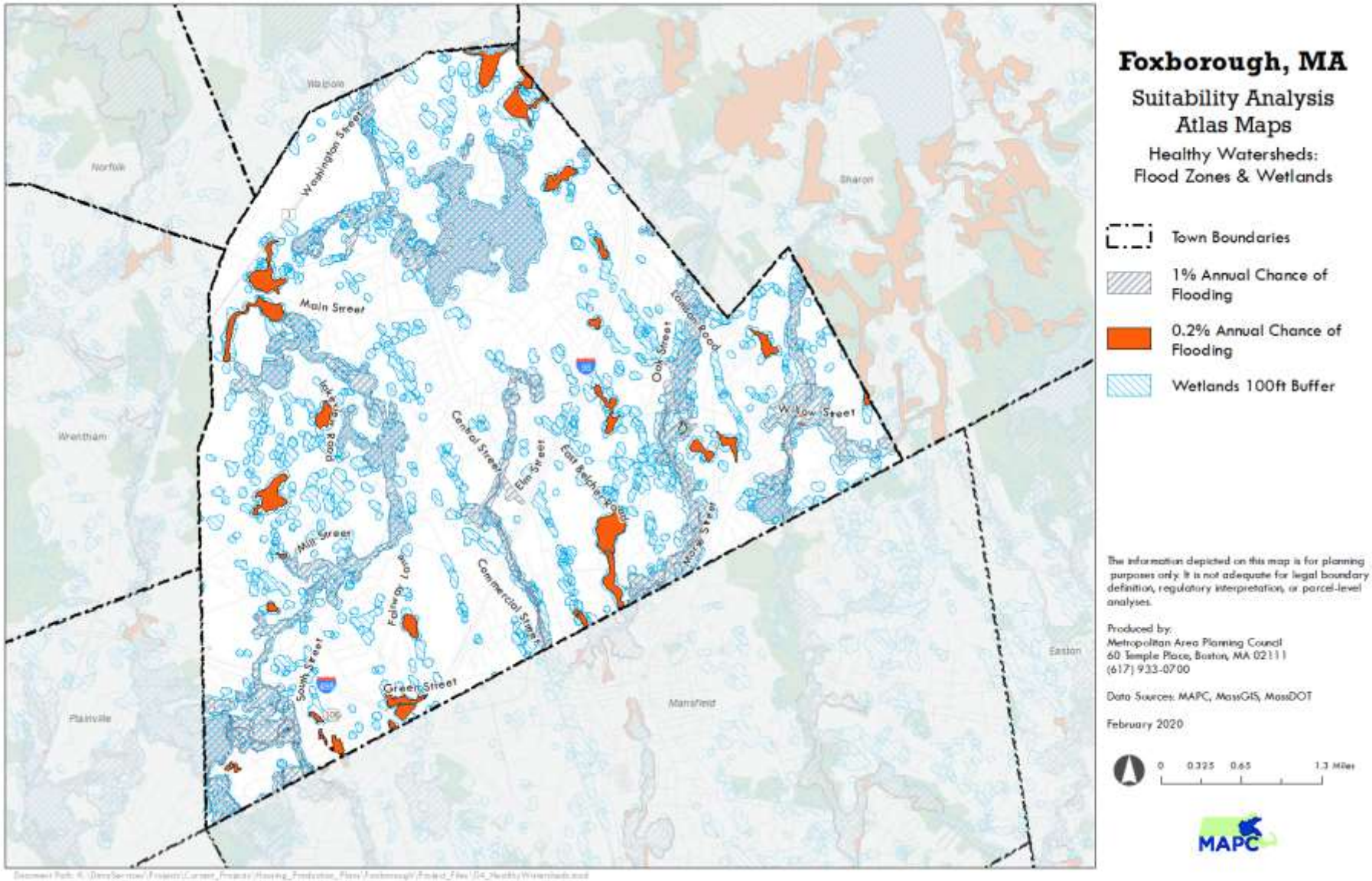
Foxborough, MA
Suitability Analysis
Atlas Maps
Healthy Watersheds:
Flood Zones & Wetlands
Town Boundaries
1% Annual Chance of Flooding
0.2% Annual Chance of Flooding
Wetlands 100ft Buffer
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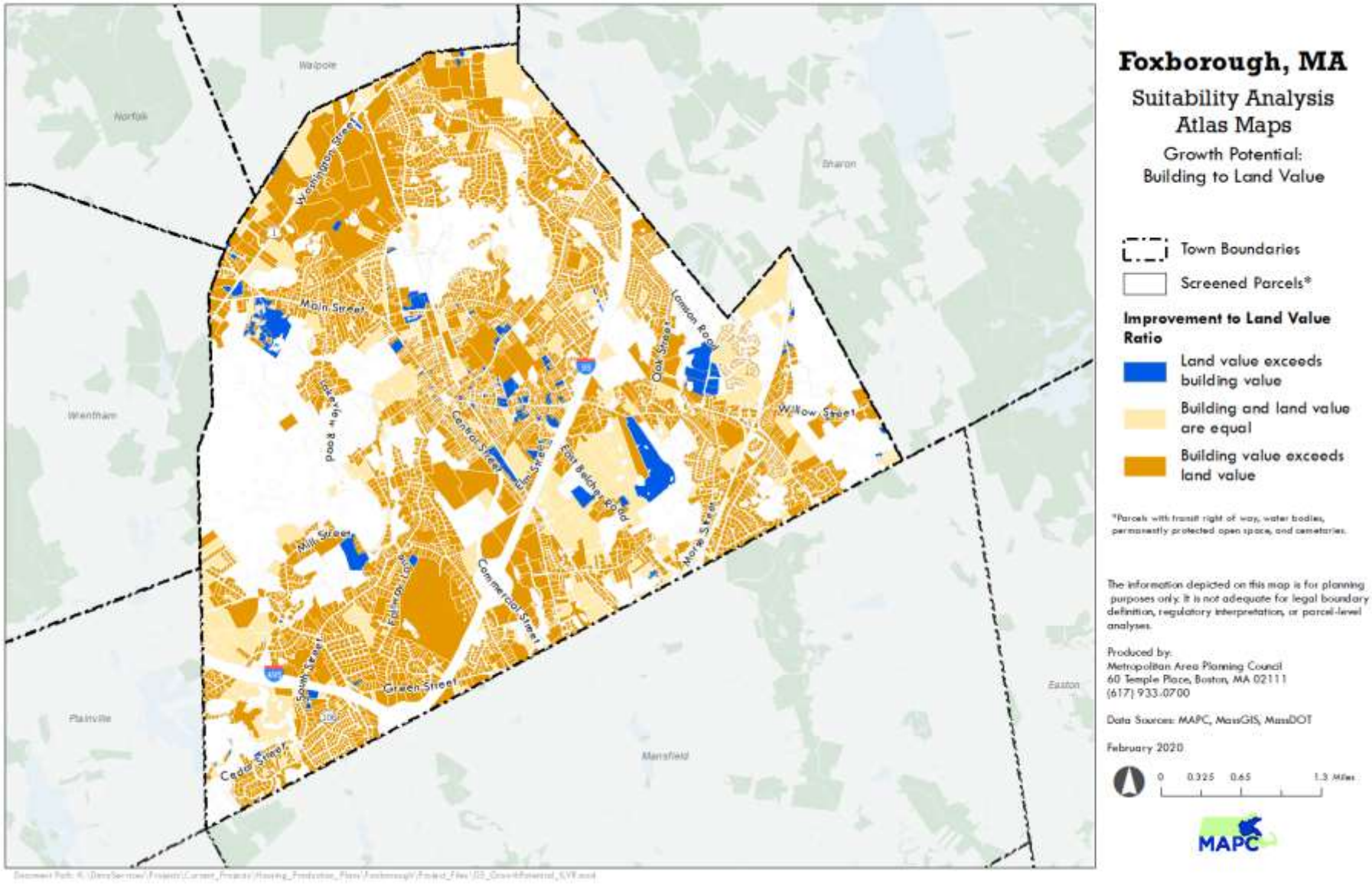
Foxborough, MA
Suitability Analysis
Atlas Maps
Growth Potential:
Building to Land Value
Town Boundaries
Screened Parcels*
Improvement to Land Value Ratio
Land value exceeds building value
Building and land value are equal
Building value exceeds land value
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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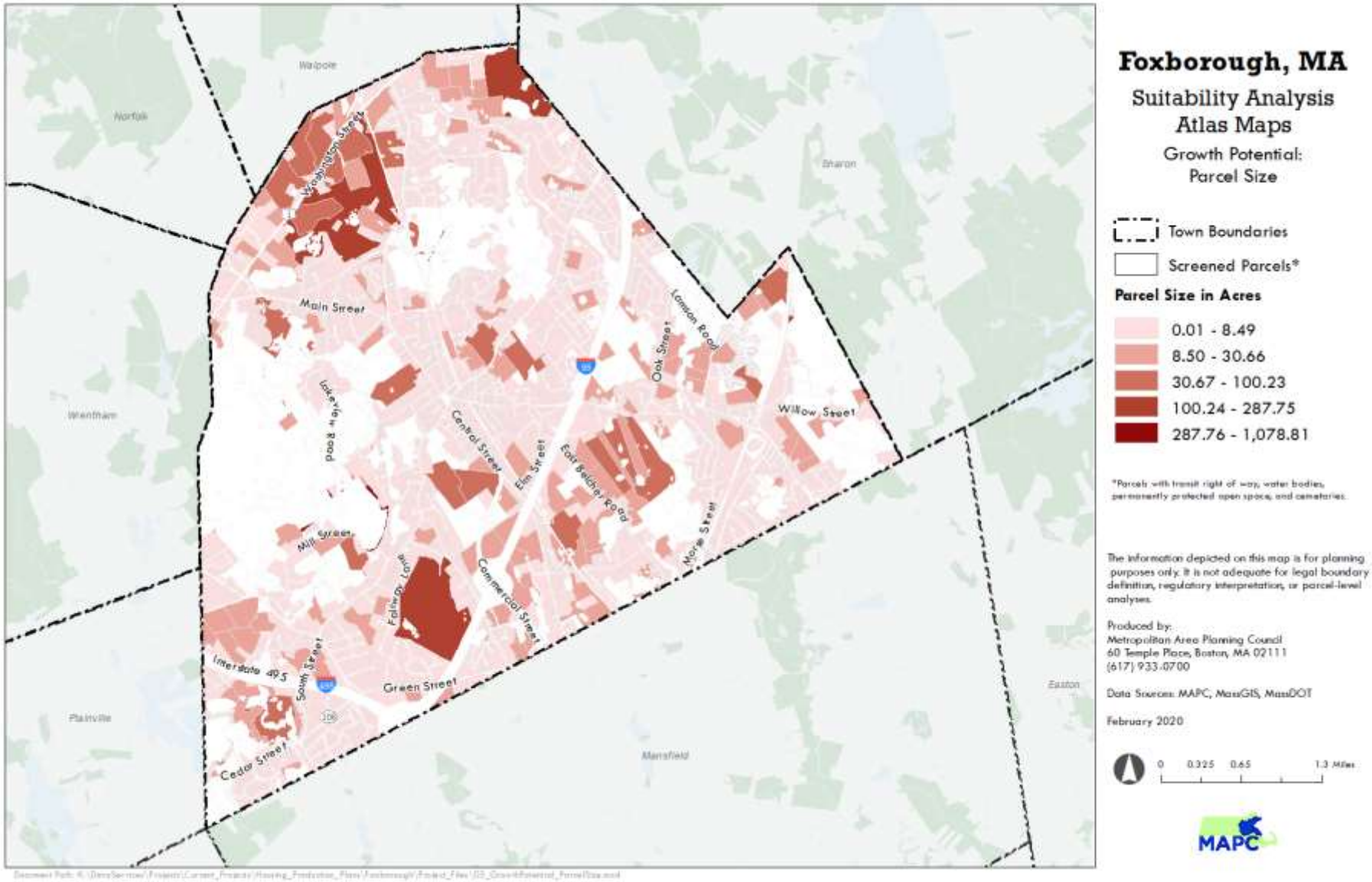
Foxborough, MA
Suitability Analysis
Atlas Maps
Growth Potential:
Parcel Size
Town Boundaries
Screened Parcels*
Parcel Size in Acres
0.01 - 8.49
8.50 - 30.66
30.67 - 100.23
100.24 - 287.75
287.76 - 1,078.81
*Parcels with transit right of way, water bodies, permanently protected open space, and cemeteries.
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Lonsdale Road
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Commercial Street
Morse Street
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South Street
Green Street
Cedar Street

Appendix B: Foxborough Subsidized Housing Inventory

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Foxborough

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
1072	Centennial Court	41 Centennial Court	Rental	40	Perp	No	*DHCD*
1073	N. Carl Annon Court I	90 N. Carl Annon Ct.	Rental	64	Perp	No	*DHCD*
1074	n/a	65-67 Walnut Street	Rental	8	Perp	No	*DHCD*
1075	n/a	Scattered sites	Rental	9	Perp	Yes	*DHCD*
1076	Walnut Terrace	1-12 Walnut Terrace	Rental	12	Perp	No	*DHCD*
1077	n/a	Scattered sites	Rental	20	Perp	No	*DHCD*
1078	N. Carl Annon Court II	90 Carl Annon Ct.	Rental	64	2020*	No	*HUD*
4281	DDS Group Homes	Confidential	Rental	72	N/A	No	*DDS*
6474	Cocasset Place Condos	84 Cocasset Place	Ownership	2	perp	Yes	*MassHousing*
8688	Baker Street	56, 64, & 68 Baker Street	Rental	20	perp	YES	*DHCD* *DHCD* *MassHousing*
9031	The Lodge at Foxborough	400 Foxborough Blvd	Rental	250	Perp	YES	*MassHousing*
9214	Chestnut Green Apartments	30 Chestnut St	Rental	55	Perp	NO	*DHCD*
9932	Domain Foxborough	Fisher St & South High St	Rental	248	Perp	YES	*MassHousing*

1/12/2021

Foxborough

Page 217 of 738

This data is derived from information provided to the Department of Housing and Community Development (DHCD) by individual communities and is subject to change as new information is obtained and use restrictions expire.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT CH40B SUBSIDIZED HOUSING INVENTORY

Foxborough

DHCD ID #	Project Name	Address	Type	Total SHI Units	Affordability Expires	Built w/ Comp. Permit?	Subsidizing Agency
10193	Wyman Village	8 Community Way	Ownership	5	Perp	YES	
10194	Nadia Estates	Morris Street	Ownership	9	Perp	YES	*MassHousing*
	Foxborough	**Totals**		878	**Census 2010 Year Round Housing Units**		6,853
					Percent Subsidized		12.81%

Appendix C: DHCD Affirmative Fair Marketing Guidelines

The Commonwealth of Massachusetts has a compelling interest in creating fair and open access to Affordable Housing and promoting compliance with state and federal civil rights obligations. Therefore, all housing with state subsidy or housing for inclusion on the SHI shall have an Affirmative Fair Housing Marketing Plan. To that end, DHCD has prepared and published comprehensive guidelines, most recently revised in 2013, that all agencies follow in resident selection for Affordable Housing units.

In particular, the local preference allowable categories are specified:

- *Current Residents.* A household in which one or more members is living in the city or town at the time of application. Documentation of residency should be provided, such as rent receipts, utility bills, street listing, or voter registration listing.
- *Municipal Employees.* Employees of the municipality, such as teachers, janitors, firefighters, police officers, librarians, or town hall employees.
- *Employees of Local Businesses.* Employees of businesses located in the municipality.
- *Households with Children.* Households with children attending the locality's schools, such as METCO students.

The full guidelines can be found here: http://www.mass.gov/hed/docs/dhcd/hd/fair/afhmp.pdf

Appendix D: State Bedroom Mix Policy

Agreements

NOW, THEREFORE, DHCD, MHP, MassHousing, MassDevelopment and CEDAC agree as follows:

Bedroom Mix Policy

1) Consistent with the AI, it is the intention of the State Housing Agencies that at least ten percent (10%) of the units in Affordable Production Developments funded, assisted or approved by a State Housing Agency shall have three (3) or more bedrooms except as provided herein. To the extent practicable, the three bedroom or larger units shall be distributed proportionately among affordable and market rate units.

2) The Bedroom Mix Policy shall be applied by the State Housing Agency that imposes the affordability restriction that complies with the requirements of the SHI.

3) The Bedroom Mix Policy shall not apply to Affordable Production Developments for age-restricted housing, assisted living, supportive housing for individuals, single room occupancy or other developments in which the policy is not appropriate for the intended residents. In addition, the Bedroom Mix Policy shall not apply to a Production Development where such units:

(i) are in a location where there is insufficient market demand for such units , as determined in the reasonable discretion of the applicable State Housing Agency; or
(ii) will render a development infeasible, as determined in the reasonable discretion of the applicable State Housing Agency.

4) Additionally, a State Housing Agency shall have the discretion to waive this policy (a) for small projects that have less than ten (10) units and (b) in limited instances when, in the applicable State Housing Agency's judgment, specific factors applicable to a project and considered in view of the regional need for family housing, make a waiver reasonable.

5) The Bedroom Mix Policy shall be applicable to all Production Developments provided a Subsidy as defined under 760 CMR 56.02 or otherwise subsidized, financed and/or overseen by a State Housing Agency under the M.G.L. Chapter 40B comprehensive permit rules for which a Chapter 40B Project Eligibility letter is issued on or after March 1, 2014. The policy shall be applicable to all other Affordable Production Developments funded, assisted, or approved by a State Housing Agency on or after May 1, 2014.

INTERAGENCY AGREEMENT

Regarding Housing Opportunities for Families with Children

This Interagency Agreement (this "Agreement") is entered into as of the 17th day of January, 2014 by and between the Commonwealth of Massachusetts, acting by and through its Department of Housing and Community Development ("DHCD"), the Massachusetts Housing Partnership Fund Board ("MHP"), the Massachusetts Housing Finance Agency (in its own right and in its capacity as Project Administrator designated by DHCD under the Guidelines for Housing Programs in Which Funding is Provided By Other Than a State Agency, "MassHousing"), the Massachusetts Development Finance Agency ("MassDevelopment") and the Community Economic Development Assistance Corporation ("CEDAC"). DHCD, MHP, MassHousing, MassDevelopment and CEDAC are each referred to herein as a "State Housing Agency" and collectively as the "State Housing Agencies".

Background

A. DHCD's 2013 Analysis of Impediments to Fair Housing Choice ("AI") includes action steps to improve housing opportunities for families, including families with children, the latter being a protected class pursuant to fair housing laws, including the federal Fair Housing Act, as amended (42 U.S.C. §§ 3601 *et seq.)* and Massachusetts General Laws Chapter 151B. In order to respond to development patterns in the Commonwealth that disparately impact and limit housing options for families with children, such steps include requiring a diversity of bedroom sizes in Affordable Production Developments that are not age-restricted and that are funded, assisted or approved by the State Housing Agencies to ensure that families with children are adequately served.

B. The State Housing Agencies have agreed to conduct their activities in accordance with the action steps set forth in the AI.

C. This Agreement sets forth certain agreements and commitments among the State Housing Agencies with respect to this effort.

Definitions

1) "Affordable" - For the purposes of this Agreement, the term "Affordable" shall mean that the development will have units that meet the eligibility requirements for inclusion on the Subsidized Housing Inventory ("SHI").

2) "Production Development" - For purposes of this Agreement "Production Development" is defined as new construction or adaptive reuse of a non-residential building and shall include rehabilitation projects if the property has been vacant for two (2) or more years or if the property has been condemned or made uninhabitable by fire or other casualty.

Appendix E: Spring 2019 Housing Survey Instrument

Online version: https://www.surveymonkey.com/r/7FYFP7M

Please return paper surveys to the Planning Department/Foxborough Town Hall by April 25, 2019. Thank you.

Conversation on Housing

Please help Foxborough kick off a conversation on Housing and Development by completing the short survey below.

Our goals for this conversation with residents and stakeholders will focus on; realistic development which is market-wise, practical, sustainable and meets the communities actual housing needs. We envision extensive public outreach and education efforts because we anticipate a wide diversity of perspectives and needs as well as possible concerns around impacts of new housing developments. Presently, providing housing for seniors is one of our most pressing housing concerns but increasing choices and opportunities for all residents is our ultimate goal.

Background
Foxborough is beginning the process of writing a new Housing Production Plan (HPP). This plan is a community's proactive strategy for planning and developing affordable housing by creating a strategy to enable it to meet its affordable housing needs in a manner consistent with the statutes and regulations. Updating the Housing Production Plan will help Foxborough understand; local housing needs and demands, development constraints and opportunities, and the community's vision for the future housing landscape. Residents can proactively influence development to guide the; type, amount, and location of future housing. And most importantly it can signal to developers the type of preferred future we want for Foxborough.

Unlike many suburban communities, Foxborough has exceeded the state mandated 10% of housing units classified as affordable ("40B") on the Subsidized Housing Inventory (SHI). This means the town is not required to focus on this issue and can turn its attention to addressing actual housing needs and sustainable development for all our residents.

Foxborough has an aging population and we have been contacted by seniors looking for varied housing choices/options. Many seniors do not have the option of remaining in their large single family homes and are at risk of being "sized" or priced out of their community.

Join the conversation!

Please complete the following survey. And check out our social media accounts:

Facebook: @TownofFoxboroughMA
Twitter: @Foxborough_MA

1. Do you feel that Foxborough is facing a social and economic challenge as a result of its current housing options?

- [ ] Yes
- [ ] No

* 2. Age of household members (Fill in how many people in each age group live in your home)

	Number
18-30	
31-45	
46-60	
61-75	
76-90	
90+	

3. Do you own or rent your current residence?

- [ ] Own
- [ ] Rent

4. Number of years living in Town of Foxborough

- ( ) 0-5
- ( ) 6-10
- ( ) 11-20
- ( ) 21-30
- ( ) 30+

5. Why/how did you come to live in Foxborough?

- ◯ Grew up here
- ◯ Work
- ◯ Friends here
- ◯ Family here
- ◯ Schools
- ◯ Was attracted to the community/feel of town
- ◯ Other (please explain)

6. Please select the housing option that best describes your current living situation.

- ◯ Single family home
- ◯ Duplex
- ◯ Large multi-family (in a development having more than 20 units)
- ◯ Small multi-family (in a development having 20 or fewer units)
- ◯ In-law apartment (attached to primary residence)
- ◯ Mobile home/trailer
- ◯ Other (please specify)

7. Would you like to live in Foxborough long-term (through/during retirement)?

- ◯ Yes
- ◯ No

8. Do current housing options provide you with an ability to stay in Foxborough long-term?

- ◯ Yes
- ◯ No

9. Do you think current housing options make it possible for all age groups and socio economic groups to live in Foxborough?

- ◯ Yes
- ◯ No

10. Which groups do you feel are facing the greatest housing challenges in Foxborough?

- ◯ Seniors
- ◯ Singles
- ◯ Couples
- ◯ Young families
- ◯ Other (please specify)

*** 11. May we contact you?**

- ◯ Yes
- ◯ No

12. If yes, please complete contact information below.

Name	
Company	
Address	
Address 2	
City/Town	
State/Province	
ZIP/Postal Code	
Country	
Email Address	
Phone Number	

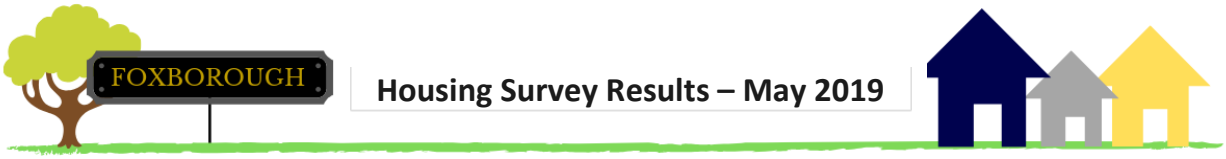
13. Would you be willing to join a citizen focus group/meeting to take on this challenge

- ○ Yes
- ○ No

Please encourage your fellow Foxborough residents to complete this survey.

Online version: https://www.surveymonkey.com/r/7FYFP7M

Appendix F: Spring 2019 Housing Survey Results



791 people responded to our *Conversation on Housing* survey, which was available online from 4/17/19 - 4/25/19. This brief survey was just the first stage in a planning process and discussion that will continue over the upcoming year. The next step, in June, is to meet with focus groups representing varied interests in town so that we are sure diverse and varied citizen partners are represented in this Conversation. After that, we anticipate several public workshops and other forms of outreach to elicit additional input and discussion. The ultimate goal is to develop a housing strategy that is responsive to Foxborough resident and business needs.

Survey Results We will Focus On For Further Outreach and Action.

Current overview:

- 83% of the respondents own their current home; 76% are living in a single-family home.
- Almost 1/3 (30%) of the respondents have lived in town 30+ years. Twenty percent (20%) have lived in town five years or less.
- Eighty-two percent (82%) would like to live in Foxborough long-term (through/during retirement).

Areas requiring more citizen input and further planning and action

- Sixty-two percent (62%) feel current housing options provide them with an ability to stay in Foxborough long-term.
- The survey revealed that 61% of respondents feel Foxborough is facing a social and economic challenge as a result of its current housing options.
- When asked if current housing options make it possible for all age groups and socio economic groups to live in Foxborough, 73% said no.
- Respondents feel the groups facing the greatest housing challenges are seniors (39%) and young families (35%). The breakdown of responses is:
    - Seniors 39%
    - Singles 9%
    - Couples 2%
    - Young families 35%

Since respondents were only able to choose one option, this question received quite a few write in responses, tabulated below:

Seniors	19
Low Income	25
Singles	11
Young Families	8
Working Class	3
All but Couples	3
None	17
All	26
No answer/Other	19

- Almost 1/3 of the respondents (250) indicated they would be willing to be contacted about this issue. This is a positive sign, as citizen input is a critical element of the project. We are hopeful that these individuals, and many others, will continue to participate in the Conversation on Housing over the coming year.

Please check back with us, as this Conversation will continue. Thank you and stay tuned. We appreciate your time.