

# Town of Medway

## Housing Production Plan



**2016**

Adopted by:  
Affordable Housing Committee 11/5/2015  
Affordable Housing Trust 11/5/2015  
Board of Selectmen 1/4 /2016  
Planning and Economic Development Board 12/8/2015

**PGC Associates**  
CITY/TOWN/REGIONAL PLANNING, POLICY ANALYSIS, PROJECT MANAGEMENT INC

# MEDWAY

## HOUSING PRODUCTION PLAN

### 2016 UPDATE

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# Introduction

This Housing Production Plan is an update to the 2010 Housing Production Plan. It is written in compliance with the guidelines and requirements for Housing Production Plans adopted by the Massachusetts Department of Housing and Community Development according to 760 CMR 56.03. Approval of this plan is valid for a period of five years.

The first section of the plan is a **Comprehensive Housing Needs Assessment**, which provides an analysis of current and future projected housing-related statistics. First, local and regional population and income statistics related to housing are presented. Next, growth projections on both a local and regional level are discussed. Then, the housing stock currently available in Medway is summarized by type, age, size and affordability. Finally, developmental constraints and the capability of the existing infrastructure to support additional growth are analyzed.

The second section presents **Affordable Housing Goals**. It begins with a review of the goals of the 1999 Master Plan, and a chronology of the town's actions since adopting the plan. Next, it discusses current goals and objectives:

Goal 1: Identify Housing Needs

Goal 2: Strengthen Organizational Infrastructure to Implement Housing Plans.

Goal 3: Identify Viable Locations and Optimize Opportunities for Their Development.

Goal 4: Identify Zoning Practices that Encourage Housing Development that Best Serves Our Community's Needs.

Goal 5: Explore and Utilize Creative Development Opportunities

The final section, **Implementation Strategies** discusses a variety of options available for accomplishing the goals and objectives of the Affordable Housing Goals section. Such strategies include encouraging the use of the ARCPUD and open space subdivision bylaws, monitoring the accessory apartment and inclusionary zoning bylaws, and developing additional public housing as well as criteria for local initiative program projects. It also identifies locations for additional housing and provides numerical targets and a schedule for producing affordable housing.

# Section I: Comprehensive Housing Needs Assessment

## A. Demographic Profile

### Population

Medway's population characteristics as estimated by the U.S. Census Bureau's American Community Survey for 2013 and trends since 2000 are presented in Table 1. The total population was 12,866. The age distribution indicates a family-oriented community with the most populous cohorts falling between ages 0-14 and 25-54. The least populous cohorts in 2000 were those between ages 15 to 24 and over 55. By 2013, those cohorts were still among the lowest, though the numbers for the over 55 group increased significantly as the population aged. The 15-24 cohort also increased in numbers as the 5-14 cohort aged into it.

The decline in 5-14 year olds coupled with the drop in nearly half of 35-44 cohort and the decline in the 25-34 cohort indicates a reduced need for single-family homes. The significant increases in the over 55 population and the increase in the 20-24 cohort indicate the need for apartments or condominiums to meet the needs of those groups.

### Income

Income characteristics in Medway in 2013 are presented in Table 2. Whether measured by household or by family, a large majority of households (63.9%) and families (71.5%) earned between \$50,000 and \$200,000 annually. The medium household income was \$106,132 while the medium family income was \$125,865. Only 2.8 percent of families in Medway earned under \$35,000 per year. Table 2 also shows the maximum income limits for affordable housing as determined by the U.S. Department of Housing and Urban Development (HUD). Their figures are based on levels of 30%, 50% and 80%<sup>1</sup> of median family income for the entire metropolitan area.

Table 3 presents Medway's 1999, 2011 and estimated 2013 median family incomes compared to abutting communities, the region, and the state as a whole. Medway compares favorably in this measure as only Norfolk and Holliston have a higher median family income. Medway's median family income is compared to that of the region and the state graphically in Figure 1. Medway's also had the third highest rate of growth in income (again after Norfolk and Holliston) from 1999 to 2011 and well above the Boston MSA and State average. It fell to 4<sup>th</sup> in increase from 2011-2013,

Table 3 also presents the HUD income limits for 2- and 3-person families. Medway's average household size in 2013 was 3.07 for owner-occupied units and 1.66 for rented units.

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<sup>1</sup> The 80% level is limited to be no greater than the median family income for the U.S. as a whole with some adjustments (up to 5%) for high housing cost areas, which results in a 70.8% level for the Boston-Cambridge-Quincy MSA.

**Table 1:  
Population Characteristics, 2000-2013**

| Subject                 | 2000          |            | 2010          |            | 2013          |            |
|-------------------------|---------------|------------|---------------|------------|---------------|------------|
|                         | Number        | Percent    | Number        | Percent    | Number        | Percent    |
| <b>Total Population</b> | <b>12,448</b> | <b>100</b> | <b>12,752</b> | <b>100</b> | <b>12,866</b> | <b>100</b> |
| <b>SEX AND AGE</b>      |               |            |               |            |               |            |
| Male                    | 6,032         | 48.5       | 6,205         | 48.7       | 6,159         | 47.9       |
| Female                  | 6,416         | 51.5       | 6,547         | 51.3       | 6,707         | 52.1       |
| Under 5 years           | 1,067         | 8.6        | 693           | 5.4        | 1,071         | 8.3        |
| 5 to 9 years            | 1,236         | 9.9        | 981           | 7.7        | 836           | 6.5        |
| 10 to 14 years          | 1,119         | 9.0        | 1,150         | 9.0        | 895           | 7.0        |
| 15 to 19 years          | 718           | 5.8        | 1,021         | 8.0        | 890           | 6.9        |
| 20 to 24 years          | 357           | 2.9        | 556           | 4.4        | 634           | 4.9        |
| 25 to 34 years          | 1,445         | 11.6       | 982           | 7.7        | 1,239         | 9.6        |
| 35 to 44 years          | 2,707         | 21.7       | 1,899         | 14.9       | 1,443         | 11.2       |
| 45 to 54 years          | 1,820         | 14.6       | 2,579         | 20.2       | 2,642         | 20.5       |
| 55 to 59 years          | 501           | 4.0        | 888           | 7.0        | 886           | 6.9        |
| 60 to 64 years          | 341           | 2.7        | 678           | 5.3        | 871           | 6.8        |
| 65 to 74 years          | 636           | 5.1        | 650           | 5.1        | 702           | 5.5        |
| 75 to 84 years          | 358           | 2.9        | 487           | 3.8        | 438           | 3.4        |
| 85 years and over       | 143           | 1.1        | 188           | 1.5        | 319           | 2.5        |
| Median age (years)      | 36            | NA         | 41.2          | NA         | 42.1          | NA         |
| 25 to 59                | 6,473         | 52.0       | 6,348         | 49.8       | 6,210         | 48.3       |
| 60 to 84                | 1,335         | 10.7       | 1,815         | 14.2       | 2,011         | 15.6       |
| 65 years and over       | 1,137         | 9.1        | 1,325         | 10.4       | 1,459         | 11.3       |
| 85 years and over       | 143           | 1.1        | 188           | 1.5        | 319           | 2.5        |

Source: U.S. Census 2000, 2010; American Community Survey, 5-year Estimates 2009-2013

**Table 2:  
Income Characteristics, 2013**

| <b>Income In 2013</b>             | <b>Number*</b> | <b>Percent</b> |
|-----------------------------------|----------------|----------------|
| <b>Households</b>                 | <b>4439</b>    | <b>100</b>     |
| Less than \$10,000                | 93             | 2.1            |
| \$10,000 to \$14,999              | 160            | 3.6            |
| \$15,000 to \$24,999              | 231            | 5.2            |
| \$25,000 to \$34,999              | 160            | 3.6            |
| \$35,000 to \$49,999              | 297            | 6.7            |
| \$50,000 to \$74,999              | 550            | 12.4           |
| \$75,000 to \$99,999              | 577            | 13.0           |
| \$100,000 to \$149,999            | 1088           | 24.5           |
| \$150,000 to \$199,999            | 621            | 14.0           |
| \$200,000 or more                 | 661            | 14.9           |
| Median household income (dollars) | \$106,132      |                |

| <b>Income In 2013</b>          | <b>Number*</b> | <b>Percent</b> | <b>HUD Income Limits<br/>2-person<br/>Family#</b> | <b>HUD Income Limits<br/>3-person<br/>Family#</b> |
|--------------------------------|----------------|----------------|---|---|
| <b>Families</b>                | <b>3,431</b>   | <b>100</b>     |   |   |
| Less than \$10,000             | 14             | 0.4            |   |   |
| \$10,000 to \$14,999           | 51             | 1.5            |   |   |
| \$15,000 to \$24,999           | 0              | 0.0            | 30% -- \$23,650                                   | 30% - \$26,600                                    |
| \$25,000 to \$34,999           | 31             | 0.9            |   |   |
| \$35,000 to \$49,999           | 220            | 6.4            | 50% -- \$39,400                                   | 50% -- \$44,350                                   |
| \$50,000 to \$74,999           | 319            | 9.3            | 70.8% -- \$55,800                                 | 70.8% -- \$62,750                                 |
| \$75,000 to \$99,999           | 518            | 15.1           |   |   |
| \$100,000 to \$149,999         | 995            | 29.0           |   |   |
| \$150,000 to \$199,999         | 621            | 18.1           |   |   |
| \$200,000 or more              | 662            | 19.3           |   |   |
| Median family income (dollars) | \$125,865      |                |   |   |

Source: American Community Survey, 5-year Estimates 2009-2013

\* Calculated by authors from estimated percentages. The ACS estimates for each category have margins of error varying from .6 to 4.1

# 2015 HUD limits for 2 and 3 person households (median family sizes for rented and owned housing units in Medway) for Extra Low (30%), Very Low (50%) and Low (70.8%) Income Families as a percentage of the Median Family Income for Boston-Cambridge-Quincy MSA

**Table 3:  
Median Family Income in Medway and Abutting Towns, Boston MSA,  
and Massachusetts, 1999-2013**

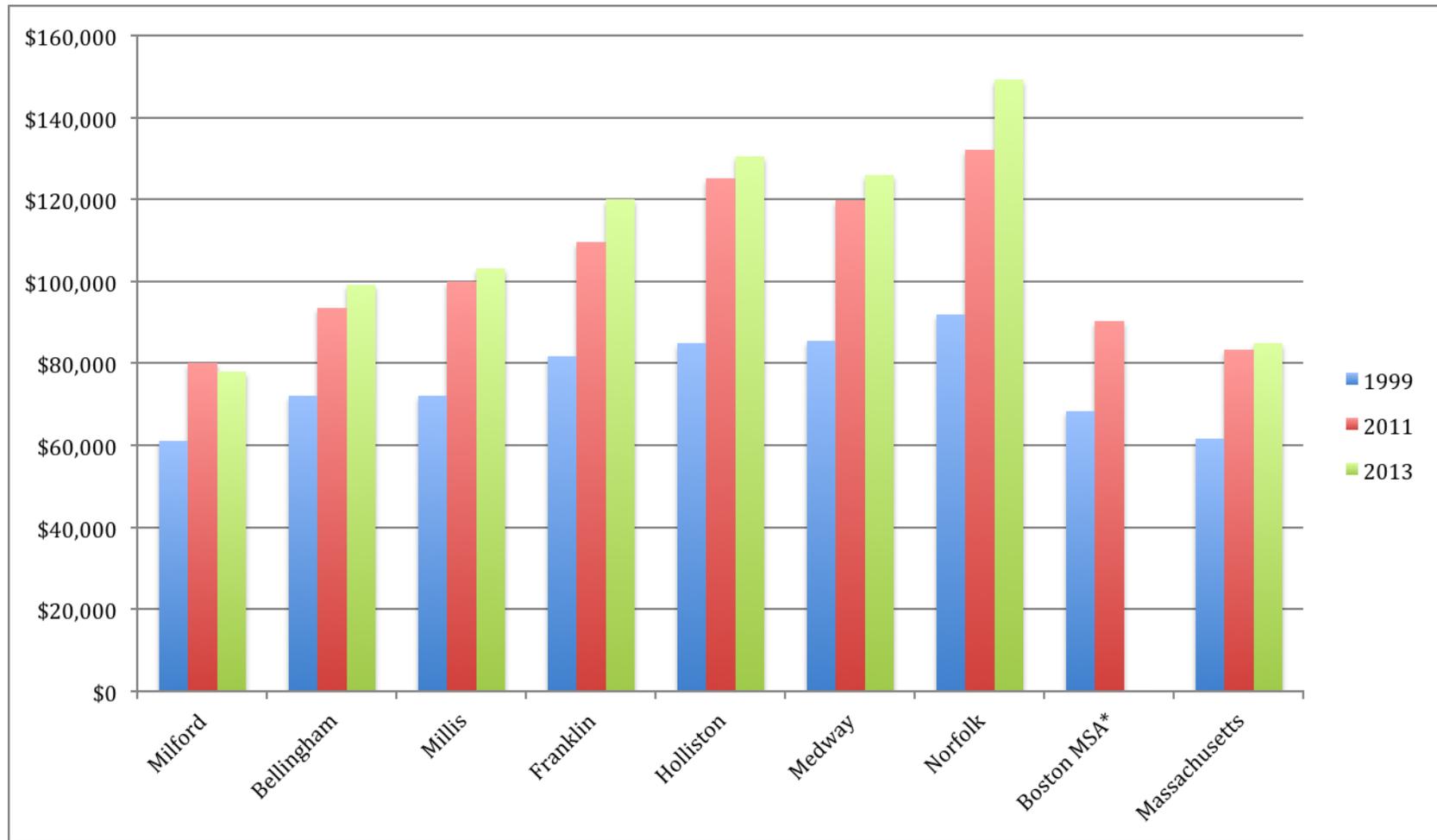
|                      | <b>1999</b>     | <b>2011</b>      | <b>%Change<br/>1999-2011</b> | <b>2013</b>      | <b>%Change<br/>2011-2013</b> |
|----------------------|-----------------|------------------|------------------------------|------------------|------------------------------|
| Milford              | \$61,029        | \$80,127         | 31.3%                        | \$77,865         | -2.8%                        |
| Bellingham           | \$72,074        | \$93,655         | 29.9%                        | \$99,157         | 5.9%                         |
| Millis               | \$72,171        | \$99,906         | 38.4%                        | \$103,173        | 3.3%                         |
| Franklin             | \$81,826        | \$109,602        | 33.9%                        | \$119,957        | 9.4%                         |
| Holliston            | \$84,878        | \$125,236        | 47.5%                        | \$130,647        | 4.3%                         |
| <b>Medway</b>        | <b>\$85,627</b> | <b>\$119,864</b> | 40.0%                        | <b>\$125,865</b> | 5.0%                         |
| Norfolk              | \$92,001        | \$132,250        | 43.7%                        | \$149,302        | 12.9%                        |
| Boston MSA*          | \$68,341        | \$90,330         | 32.2%                        | NA               | NA                           |
| <b>Massachusetts</b> | \$61,664        | \$83,371         | 35.2%                        | \$84,900         | 1.8%                         |

Source: U.S. Census 2000, American Community Survey 2011, 2013

\*Boston-Cambridge-Quincy MA-NH Metro Area

DRAFT

**Figure 1:  
Median Family Income in Medway, Abutting Towns, Boston MSA and Massachusetts, 1999-2013**



Source: U.S. Census 2000, American Community Survey 2011, 2013

\*Boston-Cambridge-Quincy MA-NH Metro Area

## B. Growth Projections

### Age Cohorts

Table 4 presents projected population by age cohort according to a 2014 Metropolitan Area Planning Council (MAPC) study. That study used 2 scenarios and both projected little growth in Medway to 2030. The projections were close enough that only one is presented here for simplicity. The projections for the years 2020 and 2030 indicate a continuing trend toward an older population as current residents grow older and move into new cohorts. The increase in residents in ages 65 and greater is significant, and the fact that the 50-65 age cohorts show the highest numbers (equaling more than 27% of the total projected population) indicates that the trend will continue beyond 2030.

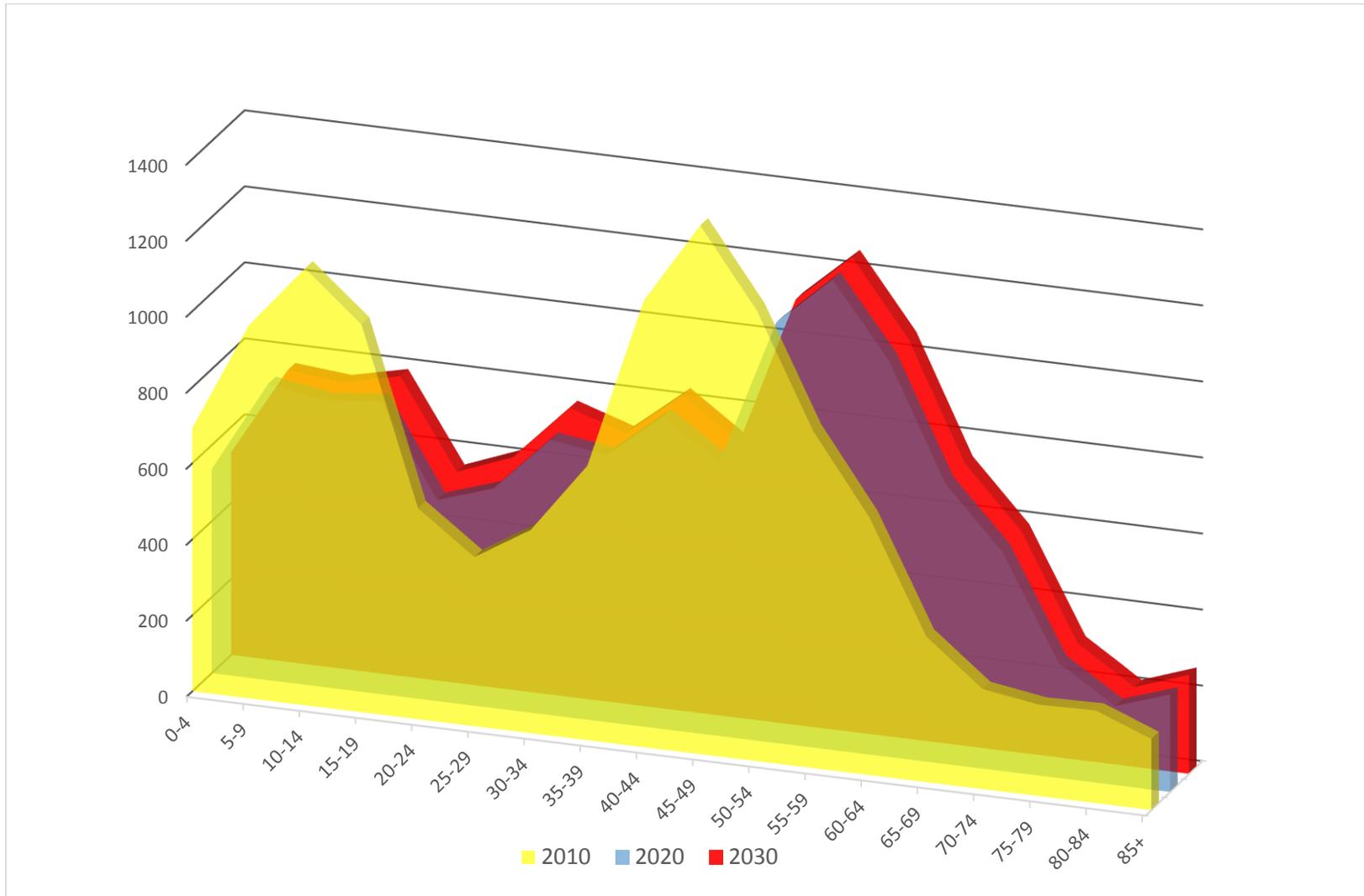
The projection also indicates a decline in school-aged children. The 5-19 cohorts decline by 840, or 26.6% Figure 2 provides a visual depiction of these trends, which provide further evidence of the need for housing types other than single-family homes, and that Medway is especially underserved by apartments and smaller homes/condos for both young people in their late 20's/early 30's as well as for older residents wishing to downsize.

**Table 4:  
Population Projections to 2020 and 2030, by Age Cohort**

| Age Group    | 2010          | 2020          | 2030          |
|--------------|---------------|---------------|---------------|
| 0-4          | 693           | 537           | 534           |
| 5-9          | 981           | 780           | 768           |
| 10-14        | 1,150         | 756           | 755           |
| 15-19        | 1,021         | 771           | 789           |
| 20-24        | 556           | 530           | 556           |
| 25-29        | 446           | 579           | 613           |
| 30-34        | 536           | 725           | 761           |
| 35-39        | 723           | 704           | 713           |
| 40-44        | 1,176         | 824           | 831           |
| 45-49        | 1,392         | 722           | 726           |
| 50-54        | 1,187         | 1,107         | 1,120         |
| 55-59        | 888           | 1,239         | 1,250         |
| 60-64        | 678           | 1,044         | 1,053         |
| 65-69        | 385           | 738           | 744           |
| 70-74        | 265           | 580           | 584           |
| 75-79        | 242           | 305           | 307           |
| 80-84        | 245           | 209           | 211           |
| 85+          | 188           | 258           | 262           |
| <b>TOTAL</b> | <b>12,752</b> | <b>12,409</b> | <b>12,578</b> |

Sources: Metropolitan Area Planning Council projection, January 14, 2014; U.S. Census 2010

**Figure 2: Medway Population Projections to 2020 and 2030, by Age Cohort**



Sources: Metropolitan Area Planning Council projection, January 14, 2014  
 U.S. Census 2010

## Regional Growth

Table 5 presents population growth in the Southwest Area Planning (SWAP) sub-region (plus Holliston) from 2000 to 2013. Between 2000 and 2013, Medway's population grew from 12,448 to 12,866, an increase of 3.4%. This was the fourth-lowest percentage increase in the 10-town sub-region of the MAPC area, putting Medway in the lower half of the group with a rate that is half of the rate for region as a whole, and less than Massachusetts. Hopkinton, Norfolk and Franklin led the region in growth.

**Table 5:  
Population Growth in SWAP Sub-Region<sup>2</sup>, 2000-2013**

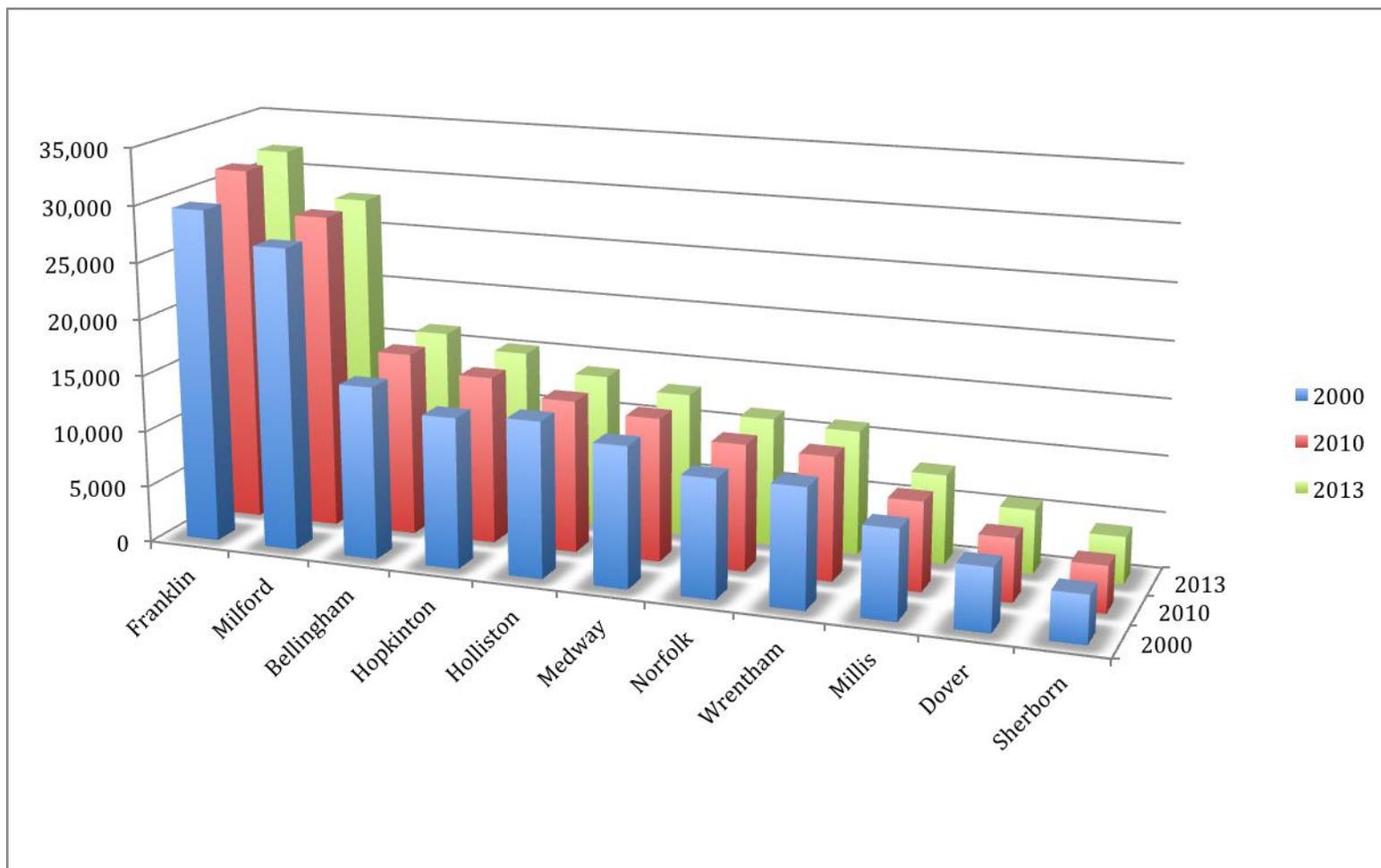
| Town              | 2000          | 2010          | 2013          | Percent Change (2000-2013) | Absolute Change (2000 - 2013) |
|-------------------|---------------|---------------|---------------|----------------------------|-------------------------------|
| Franklin          | 29,560        | 31,635        | 32,064        | 8.5%                       | 2,504                         |
| Milford           | 26,799        | 27,999        | 28,109        | 4.9%                       | 1,310                         |
| Bellingham        | 15,314        | 16,332        | 16,438        | 7.3%                       | 1,124                         |
| Hopkinton         | 13,346        | 14,925        | 15,271        | 14.4%                      | 1,925                         |
| Holliston         | 13,801        | 13,547        | 13,811        | 0.07%                      | 10                            |
| <b>Medway</b>     | <b>12,448</b> | <b>12,752</b> | <b>12,866</b> | <b>3.4%</b>                | <b>418</b>                    |
| Norfolk           | 10,460        | 11,227        | 11,409        | 9.1%                       | 949                           |
| Wrentham          | 10,554        | 10,955        | 11,058        | 4.8%                       | 504                           |
| Millis            | 7,902         | 7,891         | 7,950         | 0.6%                       | 48                            |
| Dover             | 5,558         | 5,589         | 5,677         | 2.1%                       | 119                           |
| Sherborn          | 4,200         | 4,119         | 4,169         | -0.7%                      | -31                           |
| SWAP <sup>2</sup> | 149,942       | 156,971       | 158,822       | 5.9%                       | 8,880                         |
| Massachusetts     | 6,349,105     | 6,547,629     | 6,605,058     | 4.0%                       | 255,953                       |

Sources: U.S. Census, 2000, 2010; American Community Survey 2013

It should be noted the fast-growing towns of Hopkinton, Norfolk and Franklin also rank among the towns with the greatest increase in median family income. Holliston is an exception to this in that its income increased among the leaders but essentially did not grow in population. Also, Bellingham was among the leaders in population growth but its income growth was below the state average.

<sup>2</sup> Plus Holliston

**Figure 3: Population Growth in SWAP Sub-Region\*, 2000-2013**



Sources: U.S. Census, 2000, 2010; American Community Survey 2013

\*Plus Holliston

## **C. Housing Stock**

### **Types of Housing**

Table 6 presents the types of housing units in Medway, some similar nearby towns and in Massachusetts as a whole. In 2013, there were a total of 4,686 housing units in Medway. As the table indicates, the vast majority of Medway housing units (77.3%) were detached single-family homes. Another 3.6% were attached single-family homes and 5.0% were duplex units. Medway's stock includes 14.1% of housing units in buildings with three or more units. As Table 6 indicates, this is a typical mix for a suburban community. In fact, Medway's housing stock is more diverse than the neighboring towns shown, and the diversity of unit types has increased since 2008 as developers have taken advantage of zoning changes permitting greater diversity. However, in the state as a whole, 31.4% of housing units are in buildings with three or more units.

It should also be noted that, according to the 2013 American Community Survey, 80.9% of the housing units in Medway were owner-occupied and 13.8% were renter-occupied (5.3% were vacant). By contrast, in the state as a whole, 56.4% of housing units were owner-occupied, 33.6% renter occupied and 9.9% were vacant.

The large difference in housing types and occupancies between Medway and the state as a whole indicates that Medway is underserved by rental housing.

### **Age of Housing**

The age of Medway's housing stock is presented in Table 7. As would be expected for a community that has experienced rapid growth in relatively recent years, 23.7% of Medway's housing units were constructed since 1990 [Note: This understates the situation since the estimate provided by the 2013 American Community Survey shows 0 units constructed since 2010. This is clearly not accurate when one considers the building permits issued during this period as presented in Table 10)]. During this same period, only 14.9% of the state housing stock was constructed. Furthermore, while 52.1% of the state's housing stock was constructed prior to 1960, only 39.8% of Medway's housing was constructed before that year. Again, this is to be expected as Medway's first large growth spurt occurred in the 1960's, then after a decline during the 1970's, picked up steam in the 1980's and 1990's, before leveling off somewhat after 2000.

As houses age, especially in denser neighborhoods, there is often a tendency to divide them into more than one unit if zoning allows it. Some of Medway's housing stock may be approaching that point.

**Table 6:  
Types of Housing Units in Medway, Nearby Towns and in Massachusetts, 2013**

| Unit Type                        | Medway |         | Medfield |         | Holliston |         | Wrentham |         | Massachusetts |         |
|----------------------------------|--------|---------|----------|---------|-----------|---------|----------|---------|---------------|---------|
|                                  | Number | Percent | Number   | Percent | Number    | Percent | Number   | Percent | Number        | Percent |
| <b>Single Family - Detached</b>  | 3,623  | 77.3%   | 3,736    | 84.3%   | 4,223     | 83.6%   | 3,525    | 85.1%   | 1,468,336     | 52.3%   |
| <b>Single Family - Attached#</b> | 168    | 3.6%    | 155      | 3.5%    | 91        | 1.8%    | 173      | 4.2%    | 143,933       | 5.1%    |
| <b>Duplex</b>                    | 233    | 5.0%    | 106      | 2.4%    | 140       | 2.8%    | 123      | 3.0%    | 288,984       | 10.3%   |
| <b>3 or 4 Units</b>              | 158    | 3.4%    | 51       | 1.2%    | 125       | 2.5%    | 125      | 3.0%    | 309,207       | 11.0%   |
| <b>5 to 9 Units</b>              | 124    | 2.6%    | 118      | 2.7%    | 173       | 3.4%    | 99       | 2.4%    | 167,093       | 5.9%    |
| <b>10 to 19 Units</b>            | 247    | 5.3%    | 139      | 3.1%    | 27        | 0.5%    | 0        | 0.0%    | 118,438       | 4.2%    |
| <b>20 or More Units</b>          | 133    | 2.8%    | 125      | 2.8%    | 274       | 5.4%    | 95       | 2.3%    | 288,403       | 10.3%   |
| <b>Mobile Homes</b>              | 0      | 0.0%    | 0        | 0.0%    | 0         | 0.0%    | 0        | 0.0%    | 23,768        | 0.8%    |
| <b>Boat, RV, Van, etc.</b>       | 0      | 0.0%    | 0        | 0.0%    | 0         | 0.0%    | 0        | 0.0%    | 387           | 0.0%    |
| <b>Total</b>                     | 4,686  | 100%    | 4,430    | 100%    | 5,053     | 100%    | 4,140    | 100%    | 2,808,549     | 100%    |

Source: U.S. Census American Community Survey 2013

#For example, row houses or townhouses that share a wall that goes from basement to roof.

**Table 7:  
Age of Housing Units in Medway and in Massachusetts, 2013**

| Year Built            | Medway |            | Massachusetts |            |
|-----------------------|--------|------------|---------------|------------|
|                       | Number | Percentage | Number        | Percentage |
| <b>2010 or later</b>  | 0*     |            | 9,397         | 0.3%       |
| <b>2000-2009</b>      | 343    | 7.3%       | 205,499       | 7.3%       |
| <b>1990-1999</b>      | 770    | 16.4%      | 205,985       | 7.3%       |
| <b>1980-1989</b>      | 698    | 14.9%      | 302,336       | 10.8%      |
| <b>1970-1979</b>      | 579    | 12.4%      | 327,501       | 11.7%      |
| <b>1960-1969</b>      | 430    | 9.2%       | 292,797       | 10.4%      |
| <b>1950-1959</b>      | 747    | 15.9%      | 325,468       | 11.6%      |
| <b>1940-1949</b>      | 65     | 1.4%       | 166,942       | 5.9%       |
| <b>1939 or before</b> | 1054   | 22.5%      | 972,624       | 34.6%      |
| <b>Total</b>          | 4,686  | 100%       | 2,808,549     | 100.0%     |

Source: U.S. Census American Community Survey 2013

\*Estimate from American Community Survey with margin of error of 19. See Table 10 for building permits issued during this period.

## Household Size

Table 8 presents the number of rooms in housing units in Medway and in Massachusetts. Only 38.4% of units in Medway had 6 or fewer rooms compared to 66.9% of units in all of Massachusetts. Conversely, 61.6% of housing units in Medway had 7 or more rooms versus only 33.1% in Massachusetts as a whole. In 2013, the median number of rooms was estimated to be 7.3 in Medway while it was 5.5 in Massachusetts.

Table 9 presents the average household size in Medway and in Massachusetts in 2013. The average household size of owner-occupied units in Medway was 3.07 compared to 2.69 for owner-occupied units in Massachusetts. For renter-occupied units, the average household size was 1.66 in Medway, while for Massachusetts it was 2.22.

**Table 8:  
Number of Rooms in Medway and in Massachusetts, 2013**

| Rooms     | Medway |            | Massachusetts |            |
|-----------|--------|------------|---------------|------------|
|           | Number | Percentage | Number        | Percentage |
| 1         | 107    | 2.3%       | 63,089        | 2.2%       |
| 2         | 100    | 2.1%       | 83,239        | 3.0%       |
| 3         | 213    | 4.5%       | 279,565       | 10.0%      |
| 4         | 286    | 6.1%       | 440,932       | 15.7%      |
| 5         | 434    | 9.3%       | 514,275       | 18.3%      |
| 6         | 660    | 14.1%      | 498,343       | 17.7%      |
| 7         | 711    | 15.2%      | 343,900       | 12.2%      |
| 8         | 880    | 18.8%      | 263,210       | 9.4%       |
| 9 or more | 1,295  | 27.6%      | 321,996       | 11.5%      |
| Median    | 7.3    |            | 5.5           |            |

Source: U.S. Census American Community Survey 2013

**Table 9:  
Average Household Size in Medway and in Massachusetts, 2000, 2013**

| Average Household Size | Medway |      | Massachusetts |      |
|------------------------|--------|------|---------------|------|
|                        | 2000   | 2013 | 2000          | 2013 |
| Owner-occupied units   | 3.12   | 3.07 | 2.71          | 2.69 |
| Renter-occupied units  | 1.96   | 1.66 | 2.16          | 2.22 |

Source: U.S. Census 2000, U.S. Census American Community Survey 2013

### **Housing Occupancy**

Nearly half, 47% of households moved into their current unit since 2000. The statewide rate was 59.3%. The vast majority, 77.3% of the 4,439 households in Medway were families. Of these families, 41.7% had children under 18. Non-family households totaled 22.7%, of which 21.8% were persons living alone. The homeowner vacancy rate was 1.3%, equal to the statewide rate. The rental vacancy rate was 13.2% compared to a statewide rate of 5.0%. (It should be noted that the small sample size of the American Community Survey within a specific community can produce inaccurate results. The margin of error for this statistic is 9.4% so the actual rate could be as low as 3.8%).

### **Current Development Trends**

The number of building permits for new housing units in Medway and its six abutting towns during the period 2005-2013 is presented in Table 10. As the table indicates, Medway issued a total of 120 building permits for single-family houses, an annual average of 13.3 over the nine-year period. It also issued 4 permits for multiple family units, an annual average of approximately .4. This trend is graphically demonstrated in Figure 4. This represents a significant slowdown from the pre-2008 period.

With 10.5% of the total 2013 population of the 7 towns, Medway accounted for 6.3% of the building permits for single-family homes and 0.6% of the multiple family units during the 2005-2013 period. Only Millis averaged fewer single-family home permits. Bellingham, (1.7), Milford (0) and Norfolk (0) averaged fewer permits for multiple family housing. With 427 units, Franklin accounted for 80% of the multiple family units in the 7 towns.

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**Table 10:  
Building Permits in Medway and Abutting Towns, 2005-2013**

**Single Family**

| Town              | Year      |           |           |          |          |          |          |          |           | Total | Average |
|-------------------|-----------|-----------|-----------|----------|----------|----------|----------|----------|-----------|-------|---------|
|                   | 2005      | 2006      | 2007      | 2008     | 2009     | 2010     | 2011     | 2012     | 2013      |       |         |
| <b>Medway</b>     | <b>30</b> | <b>11</b> | <b>11</b> | <b>8</b> | <b>6</b> | <b>9</b> | <b>6</b> | <b>5</b> | <b>34</b> | 120   | 13.3    |
| <b>Bellingham</b> | 84        | 43        | 15        | 9        | 13       | 12       | 19       | 22       | 20        | 237   | 26.3    |
| <b>Franklin</b>   | 64        | 75        | 87        | 53       | 41       | 24       | 21       | 25       | 32        | 422   | 46.9    |
| <b>Holliston</b>  | 50        | 21        | 19        | 25       | 20       | 30       | 21       | 29       | 60        | 275   | 30.6    |
| <b>Milford</b>    | 105       | 41        | 72        | 24       | 37       | 31       | 22       | 35       | 67        | 434   | 48.2    |
| <b>Millis</b>     | 25        | 5         | 14        | 2        | 2        | 9        | 3        | 5        | 7         | 72    | 8.0     |
| <b>Norfolk</b>    | 57        | 40        | 33        | 10       | 21       | 39       | 29       | 40       | 59        | 328   | 36.4    |
| <b>Total</b>      | 415       | 236       | 251       | 131      | 140      | 154      | 121      | 161      | 279       | 1,888 | 209.8   |

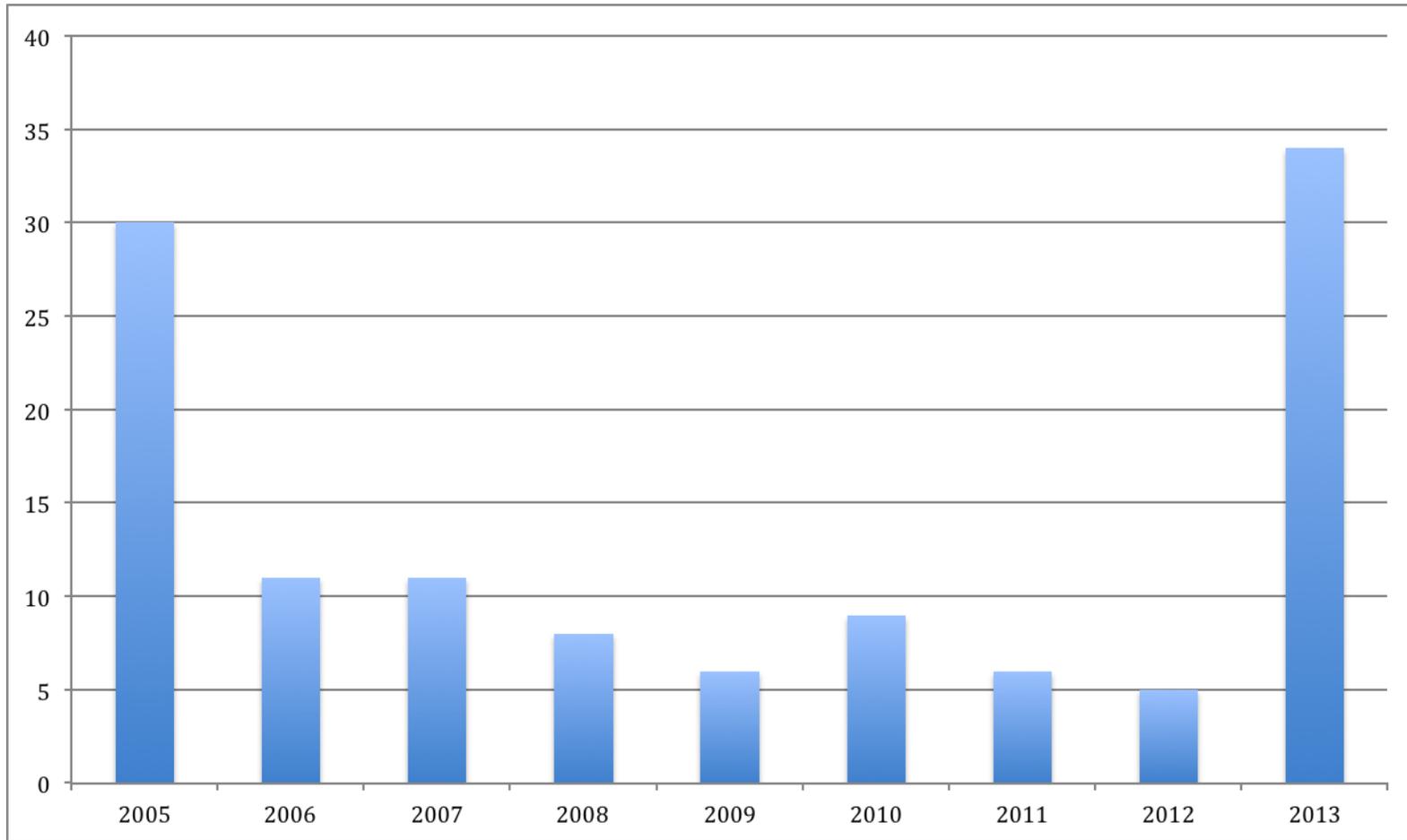
**Multiple Family<sup>1</sup>**

| Town              | Year     |          |          |          |          |          |          |          |          | Total | Average |
|-------------------|----------|----------|----------|----------|----------|----------|----------|----------|----------|-------|---------|
|                   | 2005     | 2006     | 2007     | 2008     | 2009     | 2010     | 2011     | 2012     | 2013     |       |         |
| <b>Medway</b>     | <b>2</b> | <b>0</b> | <b>0</b> | <b>0</b> | <b>0</b> | <b>0</b> | <b>2</b> | <b>0</b> | <b>0</b> | 4     | 0.4     |
| <b>Bellingham</b> | 0        | 10       | 0        | 2        | 0        | 0        | 0        | 3        | 0        | 15    | 1.7     |
| <b>Franklin</b>   | 146      | 53       | 14       | 163      | 7        | 21       | 0        | 7        | 16       | 427   | 47.4    |
| <b>Holliston</b>  | 0        | 0        | 0        | 0        | 0        | 30       | 4        | 0        | 0        | 34    | 3.8     |
| <b>Milford</b>    | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0     | 0.0     |
| <b>Millis</b>     | 0        | 2        | 0        | 4        | 0        | 10       | 0        | 0        | 40       | 56    | 6.2     |
| <b>Norfolk</b>    | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0        | 0     | 0.0     |
| <b>Total</b>      | 148      | 65       | 14       | 169      | 7        | 61       | 6        | 10       | 56       | 536   | 59.6    |

Source: U.S. Census, various years

<sup>1</sup>Includes number of units in duplexes, 3-4 unit structures and 5+ unit structures.

**Figure 4: Medway Single Family Building Permits, 2005 – 2013**



Source: U.S. Census, various years

## Affordable Housing Stock - Chapter 40B

Medway currently has 233 units of affordable housing according to the Chapter 40B Subsidized Housing Inventory published by the Massachusetts Department of Housing and Community Development (DHCD) in December 2014. This housing consists primarily of units managed by the Medway Housing Authority, including the following:

| Location           | Housing  |
|--------------------|--|
| Mahan Circle       | <ul style="list-style-type: none"> <li>70 apartments or elderly, handicapped and disabled</li> </ul>               |
| Lovering Heights   | <ul style="list-style-type: none"> <li>60 apartments for elderly</li> </ul>  |
| Kenny Drive        | <ul style="list-style-type: none"> <li>34 apartments for elderly</li> </ul>  |
| Maple Lane         | <ul style="list-style-type: none"> <li>30 apartments for families</li> <li>2 apartments for handicapped</li> </ul> |
| 284 Village Street | <ul style="list-style-type: none"> <li>6 apartments for handicapped</li> </ul>                                     |
| 5 County Lane      | <ul style="list-style-type: none"> <li>1 home for 3 handicapped individuals</li> </ul>                             |
| Scattered Site     | <ul style="list-style-type: none"> <li>4 apartments for families</li> </ul>  |
| <b>Subtotal</b>    | <b>207</b>   |

Chapter 40B of the Massachusetts General Laws is designed to encourage the construction of affordable housing. Under this statute, towns whose housing stock includes less than 10% of affordable housing have little control over housing developments that do not conform to the Town's Zoning Bylaw if such projects provide that at least 25% of the units are affordable as defined by the state.

The Chapter 40B inventory maintained by DCHD classifies 233 housing units in Medway as subsidized out of a total of 4,603, or 5.1%. Medway would need a total of 461 subsidized housing units (an additional 228 units) to reach 10% if no more market rate units were developed.

If the previous nine-year average of 13.3 new housing units per year were to continue for the next five years (67 total), at least 3-4 of those units per year (17 total) would need to be affordable units in order to just avoid falling further behind the effort to reach 10%. However, the previous nine years included several years of single digit growth, which is not likely to be repeated over the next 5 years. As noted in Table 10, permits for 34 new single family homes were issued in 2013 and the Medway Building Department reports that 21 permits for single family homes and permits for 6 duplex/multifamily units were issued in 2014. Therefore, many more than 3-4 per year are likely to be needed just to stay at 5.1%.

The number of housing units issued building permits and built over the past 2 years has averaged 31 units per year (34 in 2013 and 27 in 2014). If this were to continue over the next 5 years, then in order to reach the 10% goal in the same period, an average of 46 new affordable units would need to be built each year (in addition to the 31 units). This would bring the total number of units to 4988 and the total number of affordable units to 463. This would, of course, be very difficult to achieve. Furthermore, the 2020 U.S. Census will produce a new base number of total

housing units and the Town would then fall back under 10%. So an even higher number of affordable units would need to be built in order to remain above 10%. Temporary “safe harbor” status could be achieved by building 23 affordable units per year to increase the supply by .5% (Base units = 4603, .5% x 4603 = 23). That is still a daunting number. Other options are discussed in the Affordable Housing Goals section.

**House Values and Rent Levels**

Table 11 presents the median housing unit value and median rent for Medway and its abutting towns in 2013 as reported by the U.S. Census. The table indicates that Medway had the third lowest median housing unit value among its neighbors in 2013. It also had the lowest median rent, according to these figures, but the reported value appears to be significantly understated, perhaps due to a small sample size.

**Table 11:  
Median Housing Unit Values and Rents, Medway and Surrounding Towns, 2013**

| Town       | Median Housing Unit Value | Median Rent Values |
|------------|---------------------------|--------------------|
| Medway     | \$364,800                 | \$ 760*            |
| Bellingham | \$285,900                 | \$1,249            |
| Franklin   | \$380,900                 | \$1,109            |
| Holliston  | \$382,400                 | \$ 897             |
| Milford    | \$300,300                 | \$1,085            |
| Millis     | \$370,100                 | \$1,233            |
| Norfolk    | \$443,400                 | \$ 921             |

Source: U.S. Census American Community Survey (ACS) 2013

\*This understates rent values. Of the 629 rental units estimated by ACS, nearly one third are units operated by the Medway Housing Authority. Table 15 presents a more realistic picture of the rental costs in Medway. A recent search on Zillow and Craigslist found 6 units with rents ranging from \$895 to \$2500. The rents cited are for “housing units,” not rooms.

Table 12 presents a breakdown of the values of owner-occupied units in Medway in 2013, as well as the percentage of income necessary for monthly mortgage payments and other selected monthly costs. Table 13 presents the same information for renters. Housing is generally considered affordable when it requires less than 30% of its occupants’ income. These tables indicate that 11.2% of homeowners devoted between 30% and 35% of their income to housing and another 20.2% devoted at least 35% of their income for a total of 31.4% of homeowners spending more than 30% of their income for housing. This is an increase from 23.2% in 2000.

For renters, the difference is even more dramatic. In 2000, a total of 16.2% of renters in Medway spent more than 30% of their income on rent. In 2013, 13.8% spent between 30% and 35% of their income on housing and another 22.9% spent 35% or more for a total of 36.7% devoting 30% or more of their income to housing in 2013. This statistic also supports the fact that the median rent reported in Table 11 is significantly underestimated. It also strongly supports the need for more affordable rental units in Medway.

**Table 12:  
Medway Home Values and Percentage of Income Needed for Housing for  
Owner-Occupied Units, 2013**

| 2013 Value          |           |         | Percentage of Income |         |         |
|---------------------|-----------|---------|----------------------|---------|---------|
| Range               | Number    | Percent | Range                | Number  | Percent |
| Less than \$100,000 | 144#      | 3.8%    | Less than 20%        | 1123    | 37.7%   |
| \$100,000-\$149,999 | 7         | 0.2%    | 20-24.9%             | 443     | 14.9%   |
| \$150,000-\$199,999 | 100       | 2.6%    | 25-29.9%             | 467     | 15.7%   |
| \$200,000-\$299,999 | 669       | 17.6%   | 30-34.9%             | 333     | 11.2%   |
| \$300,000-\$499,999 | 2153      | 56.8%   | 35% or more          | 601     | 20.2%   |
| \$500,000-\$999,999 | 667       | 17.6%   | Not computed         | 9       | 0.3%    |
| \$1,000,000+        | 52        | 1.4%    | Median monthly cost  | \$2,437 |         |
| Median              | \$364,800 |         |                      |         |         |

Source: U.S. Census American Community Survey 2013

#This is likely inaccurate due to a combination of inaccurate reporting and margin of error in ACS survey. Assessors records show 1 housing unit with a value below \$100,000.

**Table 13:  
Medway Rents and Percentage of Income Needed for Rents, 2013**

| 2013 Rent       |        |         | Percentage of Income |        |         |
|-----------------|--------|---------|----------------------|--------|---------|
| Range           | Number | Percent | Range                | Number | Percent |
| Less than \$200 | 27     | 4.2%    | Less than 15%        | 50     | 7.9%    |
| \$200-\$299     | 48     | 7.4%    | 15-19.9%             | 115    | 18.3%   |
| \$300-\$499     | 136    | 21.0%   | 20-24.9%             | 78     | 12.4%   |
| \$500-\$749     | 98     | 15.1%   | 25-29.9%             | 155    | 24.6%   |
| \$750-\$999     | 67     | 10.4%   | 30-34.9%             | 87     | 13.8%   |
| \$1000-\$1499   | 125    | 19.3%   | 35% or more          | 144    | 22.9%   |
| \$1500+         | 128    | 19.8%   |                      |        |         |
| No cash rent    | 18     | 2.8%    | Not computed         | 18     |         |
| Median          | \$760* |         |                      |        |         |

Source: U.S. Census American Community Survey 2013

\*This understates rent values. Of the 629 rental units estimated by ACS, nearly one third are units operated by the Medway Housing Authority. Table 15 presents a more realistic picture of the rental costs in Medway. A recent search on Zillow and Craigslist found 6 units with rents ranging from \$895 to \$2500. The rents cited are for "housing units," not rooms.

## The Supply-Demand Housing Gap

As Table 14 indicates, the median sales price of homes in Medway was relatively stable in the years following 2008. However, according to Zillow, it has increased considerably in the past 2 years (from \$353,000 in 2013 to \$408,000 in 2015) and is projected to increase an additional 3.8% by March 2016. Similarly, rents have increased nearly 20% over the past 5 years, from \$1905 to \$2282 (see Table 15).

Table 3 indicates the increase in median family income between 2011 and 2013 (latest year available) only increased by about 5% between 2011 and 2013. Using a different source with more recent data (but not strictly comparable), the U.S. Department of Housing and Urban Development estimates median family income by metropolitan statistical area to determine eligibility for affordable housing programs. Their estimates indicate an increase of 4.3% between 2013 and 2015. Thus, while housing prices increased 15.6% between 2013 and 2015 for ownership units and 10.1% for rental units, incomes increased by only 5% during that period.

Nevertheless, using U.S. Census data from the same source, a Medway family with the estimated 2013 median family income of \$125,865 could afford the 2013 median home value of a single-family home of \$364,800. Assuming 5% down (\$18,240) and a mortgage of \$322,050 at 4.5% interest over 30 years results in a monthly payment of \$1756. This equals an annual cost of \$21,072, well within 30% of the median family income of \$125,865 (\$37,759), leaving plenty of margin to cover closing costs, private mortgage insurance, taxes, etc.). However, the median family income and median values mask the impacts of housing costs on households at the low end and middle of the income scale.

Low-income households are defined as those whose income is 50% or less of the region's median income. For the Boston metropolitan statistical area, that means households with incomes of \$49,250 or less (50% of the 2015 median income of \$98,500). Moderate-income households are those with incomes between \$49,250 and \$78,800 (80% of median). Middle-income households have incomes between \$78,800 and \$147,750 (150% of the median). Thus, Medway's median income falls in the middle-income category. However, as the following tables demonstrate, there are housing needs in all three groups but especially the low and moderate-income categories.

Table 16 presents, and Figure 6 illustrates, a more detailed analysis of housing affordability by income categories. It presents the number of housing units available to households at various income levels, using data from the 2013 U.S. Census American Community Survey. The table indicates there were 644 households (14.5% of total households) with incomes up to \$34,999 in Medway that could afford a house costing as much as \$172,500 in 2013. There were only 196 houses reported to be valued at that level or below<sup>3</sup>. The gap is partially made up by the 343 rental units affordable to these income levels. However, that still means that only 539 housing units (12.1% of total occupied housing units) were affordable to this group.

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<sup>3</sup> However, the distribution of those units at the lower end of the scale is not accurate, as there are no housing units valued below \$100,000. Assessors data indicates 91 condos and 12 single family homes assessed below \$172,500, and another 51 condos just above \$172,500 (up to \$185,000). All but 17 are assessed above \$125,000. Therefore, the 4 categories below \$35,000 have been collapsed into 2: Less than \$25,000 and \$25,000 to \$34,900.

**Table 14**  
**Medway Median Home Value, 2009– 2015**

| <b>Year<sup>4</sup></b> | <b>Single Family Houses</b> | <b>Condominiums</b> | <b>All</b> |
|-------------------------|-----------------------------|---------------------|------------|
| <b>2009</b>             | \$347,000                   | \$213,000           | \$337,000  |
| <b>2010</b>             | \$355,000                   | \$205,000           | \$347,000  |
| <b>2011</b>             | \$344,000                   | \$215,000           | \$337,000  |
| <b>2012</b>             | \$337,000                   | \$207,000           | \$327,000  |
| <b>2013</b>             | \$353,000                   | \$214,000           | \$347,000  |
| <b>2014</b>             | \$377,000                   | \$221,000           | \$367,000  |
| <b>2015</b>             | \$408,000                   | \$243,000           | \$398,000  |
| <b>2016#</b>            | NA                          | NA                  | \$413,000  |

Source: Zillow, 2015: <http://www.zillow.com/medway-ma/home-values/>  
#Projected

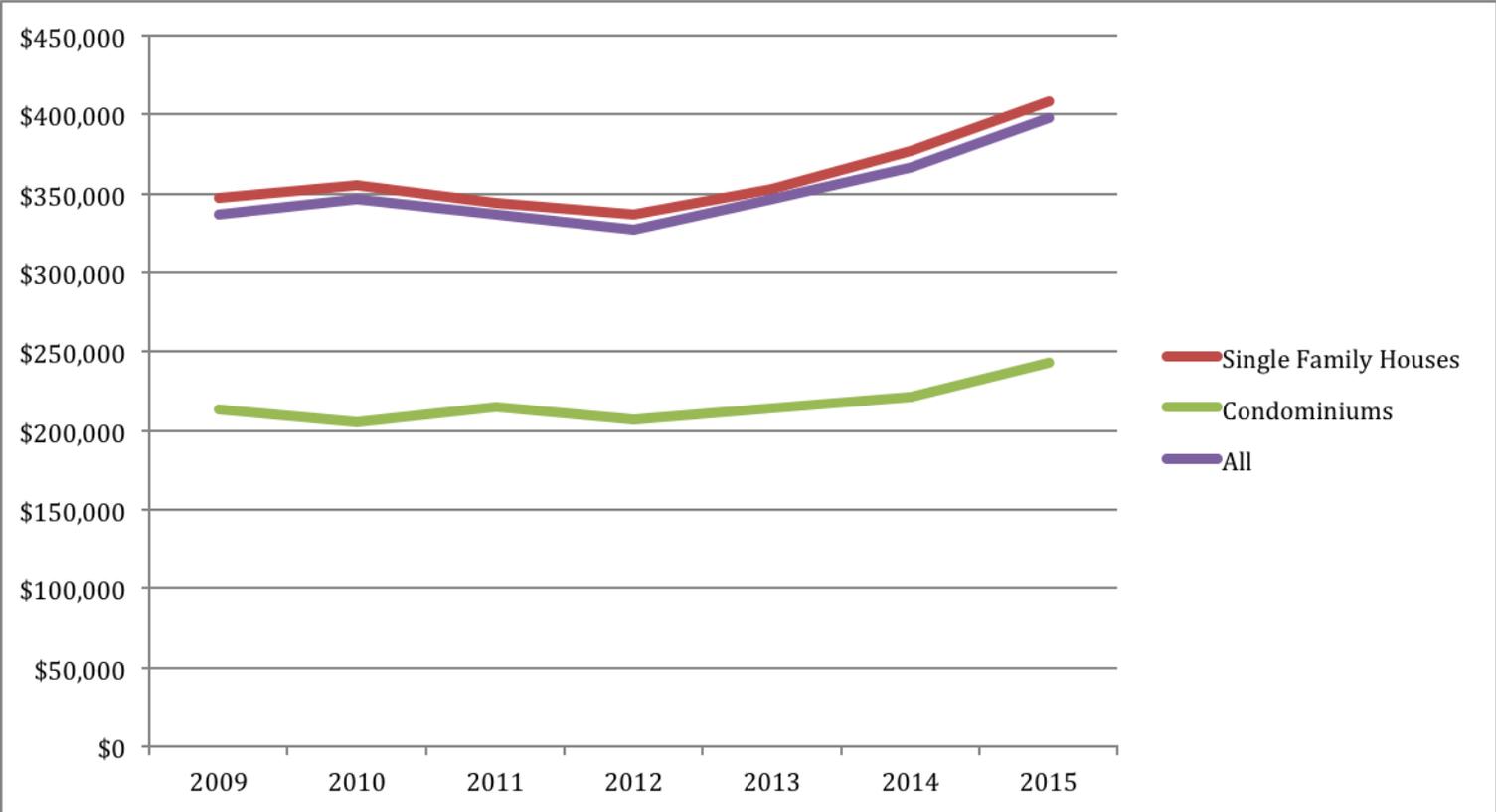
**Table 15**  
**Medway Median Rent, 2011-2015**

| <b>Year<sup>1</sup></b> | <b>Median Rent*</b> |
|-------------------------|---------------------|
| <b>2011</b>             | \$1905              |
| <b>2012</b>             | \$1902              |
| <b>2013</b>             | \$2072              |
| <b>2014</b>             | \$2245              |
| <b>2015</b>             | \$2282              |

Source: Zillow, 2015: <http://www.zillow.com/medway-ma/home-values/>  
\*Median error in Boston metro area is 8.7%

<sup>4</sup> As of March of each year

**Figure 5: Medway Median Home Value, 2009- 2015**



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Source: Zillow, 2015: <http://www.zillow.com/medway-ma/home-values/>

**Table 16**  
**Medway Housing Supply-Demand Gap by Household Income**

| <b>HOUSEHOLD INCOME LEVEL</b> | <b>PERCENT OF HOUSEHOLDS</b> | <b>NUMBER OF HOUSEHOLDS</b> | <b>AFFORDABLE PURCHASE PRICE<sup>1</sup></b> | <b>NUMBER OF HOMES AT AFFORDABLE PRICE<sup>2</sup></b> | <b>AFFORDABLE RENTAL LEVEL<sup>3</sup></b> | <b>NUMBER OF AFFORDABLE RENTAL UNITS<sup>2</sup></b> | <b>TOTAL UNITS</b>      |
|-------------------------------|------------------------------|-----------------------------|--|--|--|--|-------------------------|
| Less than \$25,000            | 10.9                         | 484                         | Up to \$123,500                              | 147  | 0-\$625                                    | 260  | 407                     |
| \$25,000 to \$34,999          | 3.6                          | 160                         | \$124,500-\$172,500                          | 49   | \$625-\$875                                | 83   | 132                     |
| \$35,000 to \$49,999          | 6.7                          | 297                         | \$173,000-\$246,500                          | 366  | \$875-\$1250                               | 96   | 462                     |
| \$50,000 to \$74,999          | 12.4                         | 550                         | \$247,000-\$370,000                          | 1112   | \$1250-\$1875                              | 88   | 1200                    |
| \$75,000 to \$99,999          | 13.0                         | 577                         | \$370,500-\$483,500                          | 1222   | \$1875-\$2500                              | 102  | 1324                    |
| \$100,000 to \$149,999        | 24.5                         | 1088                        | \$484,000-\$740,000                          | 497  | \$2500-\$3750                              | --   | 497                     |
| \$150,000 to \$199,999        | 14.0                         | 621                         | \$740,000-\$986,500                          | 329  | \$3750-\$5000                              | --   | 329                     |
| \$200,000 or more             | 14.9                         | 661                         | \$986,500+                                   | 70   | \$5000+                                    | --   | 70                      |
| <b>TOTALS</b>                 | <b>100%</b>                  | <b>4439</b>                 | <b>--</b>                                    | <b>3792</b>  |  | <b>647<sup>4</sup></b>                               | <b>4439<sup>4</sup></b> |

Source: U.S. Bureau of the Census and derived by author

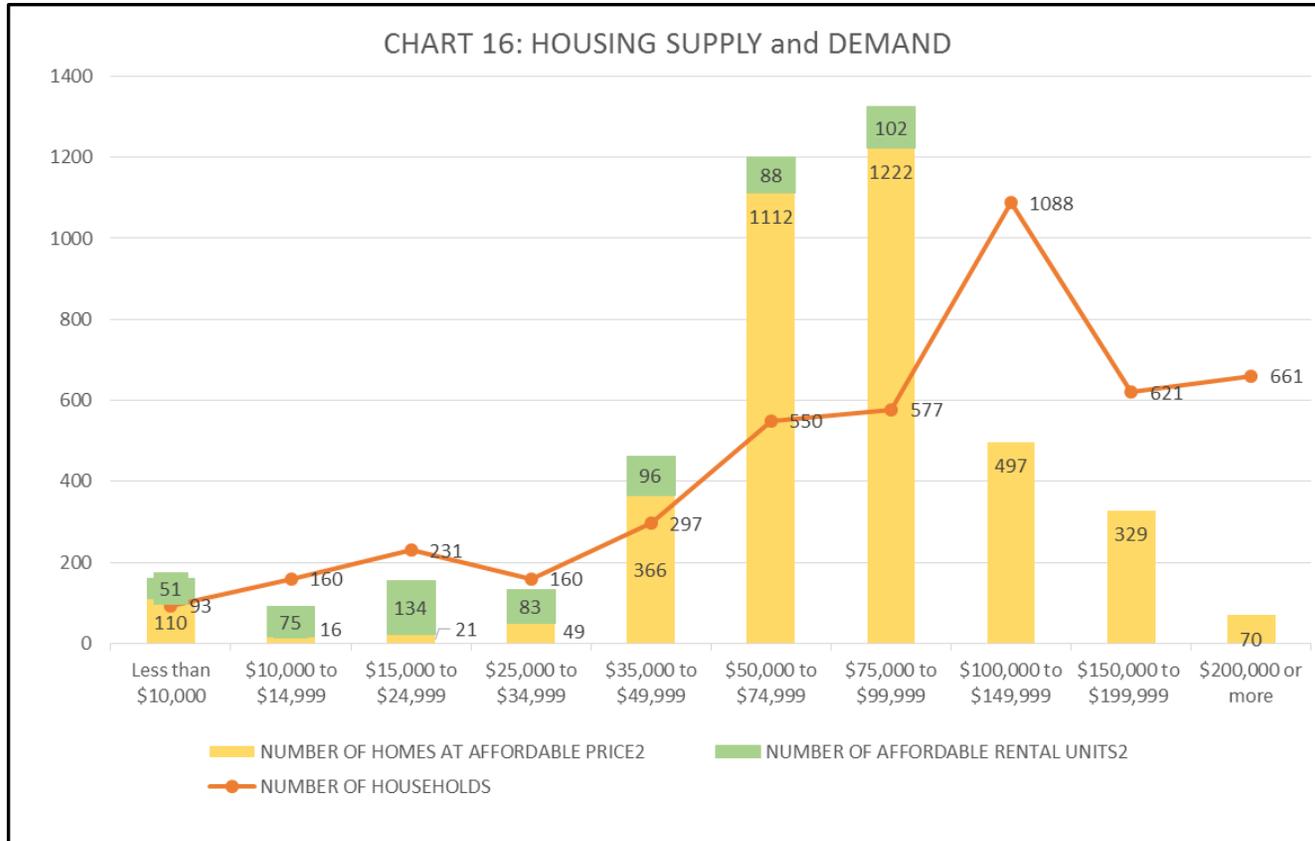
<sup>1</sup>Based on 30% of income, 5% down payment and a 30-year loan at 4.5% interest

<sup>2</sup>Figures have been interpolated based on 2013 U.S. Census American Community Survey figures. See notes for Tables 12 and 13 for explanation of why the numbers of low value homes and rents are overstated.

<sup>3</sup>Based on 30% of income

<sup>4</sup>Including 18 units for which no rent was paid. U.S. Census reported a total of 4686 occupied housing units in 2013, so these figures slightly understate actual numbers.

**Figure 6: Medway Housing Supply-Demand Gap by Household Income**



MEDWAY MEDIAN HOUSEHOLD INCOME LIMITS FOR MEDIAN SIZE ROUNDED TO 3

| STATE: MASSACHUSETTS                |                 | -----SECTION 8 INCOME LIMITS----- |          |          |          |          |          |          |          |
|-------------------------------------|-----------------|-----------------------------------|----------|----------|----------|----------|----------|----------|----------|
| PROGRAM                             |                 | 1 PERSON                          | 2 PERSON | 3 PERSON | 4 PERSON | 5 PERSON | 6 PERSON | 7 PERSON | 8 PERSON |
| Boston-Cambridge-Quincy, MA-NH HMFA |                 |                                   |          |          |          |          |          |          |          |
| FY 2015 MPI: 98500                  | EXTR LOW INCOME | 20700                             | 23650    | 26600    | 29550    | 31950    | 34300    | 36730    | 40890    |
|                                     | VERY LOW INCOME | 34500                             | 39400    | 44350    | 49250    | 53200    | 57150    | 61100    | 65050    |
|                                     | LOW-INCOME      | 48800                             | 55800    | 62750    | 69700    | 75300    | 80900    | 86450    | 92050    |

Table 16 presents and Figure 6 illustrates that there is surplus of housing serving the next three income categories. While there are 297 households in the income range of \$35,000 to \$49,999, there are 366 homes and 96 rental units (462 total housing units) affordable to this group. Similarly, there are 550 households with incomes from \$50,000 to \$74,999, while 1112 houses and 88 apartments are affordable to this group, and there were 577 households with incomes between \$75,000 and \$99,999 who had 1222 houses and 102 apartments affordable to them.

This phenomenon in these income categories can be partially explained by the fact that 31.4% of homeowners (634 households) and 36.7% of renters (231 households) are spending more than 30% of their income on housing. Thus, they are living in these middle-income units, but spending more than what is considered an “affordable” percentage of their income on housing. This may partially explain the difficulty Medway has encountered in finding buyers for the affordable units that have become available in recent years.

Another portion of the phenomenon can be explained by the fact that there are 2370 households with incomes (\$100,000 and above) sufficient to afford houses costing \$484,000 and up. However, there are only 896 such units. Therefore, the rest of the households live in lower cost houses and can spend lower percentages of their income on housing. As illustrated in Tables 12 and 13, 1288 households (1,123 homeowners and 165 renters) spend less than 20% of their income on housing.

Furthermore, it should be noted that housing is a regional issue. This fact has two potentially conflicting impacts. On the one hand, Medway could serve a regional need for affordable housing. As noted above, while a large percentage of Medway homeowners and renters are spending more than 30% of their income on housing, it has been difficult to find buyers for the affordable units that have come on the market. This provides an opportunity for those outside Medway to purchase those units.

On the other hand, since affordable prices are based on median income for the entire metropolitan Boston area as a whole, the prices for affordable homes and apartments in Medway are virtually identical to those that are in Boston or closer to Boston in locations that may be considered more desirable than Medway. Since the band of individuals and families whose income is below the maximum allowed, yet above what is needed to qualify for a mortgage, this limited pool of buyers may be more attracted to those locations nearer to Boston.

## **D. Developmental Constraints**

### **Chapter 21E Sites**

Under the Massachusetts General Laws Chapter 21E, sites which are contaminated by oil or other hazardous material and are subject to special restrictions for redevelopment. Such sites are classified by tiers based on their level of contamination and their owner’s compliance with regulations. The Massachusetts Department of Environmental Protection (Mass DEP) has a searchable database <http://public.dep.state.ma.us/SearchableSites2/Search.aspx> that lists 40 reportable spills

of oil and/or hazardous materials in Medway from 1987 through March 2015. Most of those sites, including some former gas station sites, are classified in a status that poses no significant risk.

Table 17 and Figure 5 present five Tier II and Tier 1D Chapter 21E sites in Medway. Three gas stations on Main Street are classified as Tier II, meaning that permits from the Massachusetts Department of Environmental Protection (Mass DEP) are not required and response action may be performed under the supervision of a Licensed Site Professional, without prior Departmental approval. All three stations are in cleanup phase. All three are also located within the C-I district, which allows multi-family housing as part of a mixed-use development by special permit.

The Medway Oil and Propane Facility and 8 Populatic Street are located in the C-III and AR-II zoning districts respectively and are designated as Tier 1D sites. Tier 1D includes any site where the responsible party fails to provide a required submittal to Mass DEP by a specified deadline. A site is categorically classified as Tier 1D on the date of its applicable transition deadline and is assessed annual compliance fees should the responsible party fail to submit certain paperwork to the department by the applicable deadline<sup>1</sup>. The Populatic Street site is unlikely to be targeted for housing-related redevelopment in the foreseeable future.

The Medway Oil and Propane facility is the site of another release reported in March 2015. That incident is unclassified pending a report due within one year of the report. The site is within the newly adopted Multifamily Housing Overlay District.

**Table 17:  
Chapter 21E Sites**

| Site Name                   | Address            | Zoning | Tier |
|-----------------------------|--------------------|--------|------|
| <b>Medway Mobil Station</b> | 107 Main Street    | C-I    | II   |
| <b>Aoude Gas Station</b>    | 73 Main Street     | C-I    | II   |
| <b>Texaco Station</b>       | 71 Main Street     | C-I    | II   |
| <b>Medway Oil Facility</b>  | 37 Broad Street    | C-III  | 1D   |
| <b>NA</b>                   | 8 Populatic Street | AR-II  | 1D   |

Source: MassGIS

It should be noted that Table 17 presents those sites on a list of sites with reported spills that has been prepared by Mass DEP. It is not meant to suggest that these sites are undevelopable for housing, nor it is intended here to imply that these are the only sites that may be hindered for development due to past spills. That judgment must necessarily be made on a site-by-site basis.

**Natural Wildlife Habitats**

Figure 5 includes the Natural Heritage and Endangered Species Program’s (NHESP) BioMap Core Habitat and Supporting Natural Landscape. The Core Habitat is an area designated by NHESP scientists as a most viable habitat for rare and endangered species. The Supporting Natural Landscape Habitat is a buffer around Core Habitats and

provides connections between Core Habitats. According to NHESP, the designation of SNL zones was based on four characteristics:

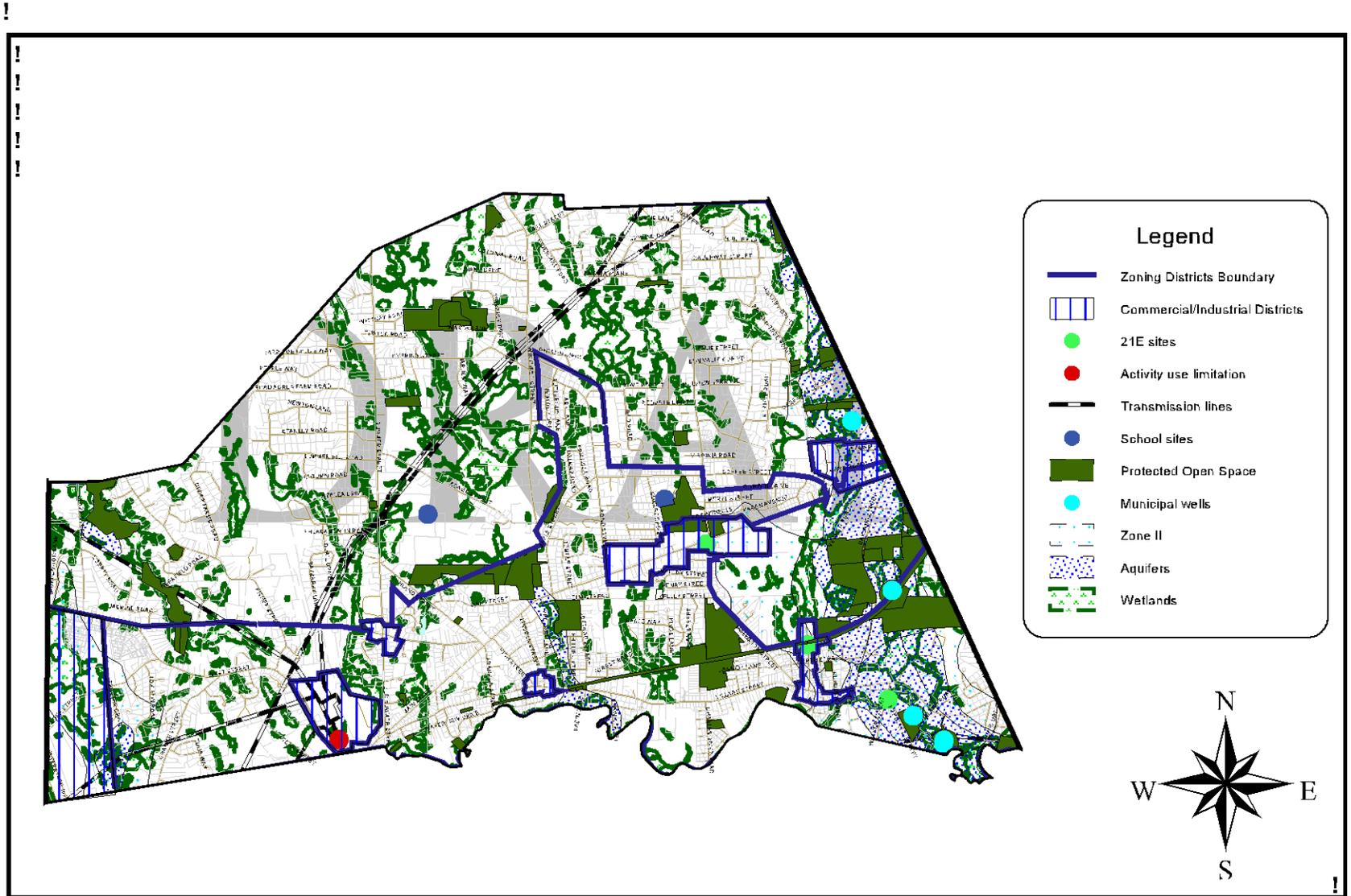
- Natural vegetation patch characteristics;
- Size of relatively road-less areas;
- Subwatershed integrity;
- Contribution to buffering BioMap Core Habitat polygons for plants and exemplary communities.

Medway's Core Habitat and SNL habitats are located in the northwest corner of town between Routes 109 and 126. The BioCore Habitat extends into Holliston and is adjacent to a SNL habitat connecting it to BioCore Habitats in Holliston and Milford. There are no existing plans to target new affordable housing developments in or near these habitats.

### **Zone II Areas**

Zone II areas are protected areas of an aquifer that contribute to severe pumping and recharge conditions. Medway has four Zone II areas, including three that overlap. One area is in the southwest corner of town extending from the Bellingham town line to Route 109. The other three are overlapping in the southeast corner of town covering the Great Black Swamp and most of the area south of Main Street from Holliston Street to the Norfolk town line.

**Figure'7:'Development'Constraints'Map'**



Source:MassGIS

Housing developments in Zone II areas are generally restricted to a maximum of 15% coverage of impervious surfaces per lot, unless a special permit for greater coverage is granted. This restriction can significantly inhibit the density of a housing development, especially a multi-unit development. However, mitigating measures can be included in such developments, which would help in obtaining the necessary special permit.

## **E. Capacity of Infrastructure<sup>1</sup>**

This section analyses the existing infrastructure in Medway and its ability to support the current housing supply. It also discusses the ability of the infrastructure to accommodate future growth and current initiatives involving expansion or improvements to Medway's infrastructure. In preparation for writing the 2009 Master Plan, the committee conducted a survey of Medway residents to gather their opinion on the most important concerns regarding the town's infrastructure. The results of that survey indicate that the most important issues were the quality of drinking water, the maintenance of public buildings and the quality of the schools.

### **Water and Sewer**

Medway has four public wells that pump an average of 333 million gallons per year to support the town water supply. They are located on Populatic Street, Oakland Street, Village Street and off Industrial Park Road. There are also two water tanks with a combined capacity of 2.8 million gallons and about 75 miles of water mains. A recent leak detection program resulted in repair of some water lines significantly reducing water lost through leaks. An annual water restriction program also conserves water needed to support Medway's population and commercial establishments. These measures are necessary to support the existing and future housing supply. However, additional measures are likely necessary to support any substantial future growth since the Massachusetts Department of Environmental Protection strictly limits the amount of water that can be withdrawn from Medway's aquifers within the Charles River Basin.

Medway is within the Charles River Water Pollution Control District and falls under its oversight for management, treatment and disposal of wastewater. There is a treatment facility on Village Street that discharges its treated effluent into the Charles River.

Wastewater in Medway is disposed primarily through its sewer system, though some parts of town are not served and therefore use private septic systems. In 1973, the Charles River Water Pollution Control District (CRPCD) was established to manage and oversee regional treatment and disposal of wastewater. The treatment facility is jointly owned by Medway (16.75%) and Franklin (63.9%). Some of its capacity has been purchased by Millis (11%), Bellingham (6.6%), Norfolk, Dover and Sherborn.

Medway's sewer system includes 44 miles of gravity sewer mains serving nearly 2500 locations. It also now includes a sewer pump station and associated force mains serving the Medway-495 Business Park. The Town's daily share of the regional sewer treatment plant's capacity is about 895,000 gallons. Due in part to several new

developments as well as inflow and infiltration to the system, that capacity is nearly exhausted. Therefore, the Town adopted a temporary moratorium on extending sewer mains until the capacity issue is resolved. Residences and businesses located along existing sewer lines may connect to the system, but those lines are not allowed to be extended to new areas.

The first 2 phases of \$28 million dollar upgrade of the sewer treatment plant have been completed and the third and final phase is under construction (and expected to be completed in September 2016). However, while the upgrades improve treatment, they do not increase the capacity of the plant.

The Town has initiated an Illicit Discharge and Detection Program to reduce inflow and is continuing to examine areas for potential infiltration problems. Reducing inflow and infiltration will free up capacity for additional sewer connections.

Medway has completed master plans of its infrastructure in recent years that have led to numerous other infrastructure improvements. The Capital Improvement Plan includes additional future improvements as well.

### **Roads**

Medway has approximately 100 miles of roadway, encompassing 280 lane miles, for which the Department of Public Services is responsible. Interstate 495 as well as state Routes 126 and 109 also serve the Town. Route 126 (Summer Street) has been reconstructed in recent years to increase capacity and safety. Route 109 has been redesigned and its reconstruction has been approved for funding. Construction is expected to begin in 2016.

The network of sidewalks in Medway is inadequate, as sidewalks are mostly not interconnecting. Commercial areas in town are not easily accessible by pedestrians from residential areas. Efforts are underway to improve the sidewalk network, by making connections where feasible.

### **Public Transit**

Medway has access to the MBTA commuter rail line through three stations in the abutting towns of Norfolk and Franklin. The commuter rail line provides access to Boston as well as neighboring suburbs. In September 2007, the Greater Attleboro and Taunton Transit Authority (GATRA) bus service began a route with several stops in Medway to the Norfolk train station. The GATRA bus offers three runs in the morning and three in the evening with stops at the Medway Middle School and the Village Street Post Office.

### **Schools**

Medway has four public schools serving approximately 2400 students. There are two public elementary schools: Burke-Memorial and McGovern, which combine to serve students from Pre-Kindergarten through grade four. The Francis J Burke Elementary school on Cassidy Lane opened in 1953 while the Memorial Elementary School was

added in 1997. The combined school currently offers grades 2-4. The John D McGovern Elementary School on Lovering Street opened in 1965 and offers pre-kindergarten and kindergarten, as well as grade 1. The Medway Middle School on Holliston Street offers grades 5-8. Medway High School opened in 2004 and is located on Summer Street.

Three of the four schools have either been built or undergone major renovations within the past 20 years. The McGovern and Burke side of the Burke-Memorial School may be in need of updating.

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## II. Affordable Housing Goals

### A. Background – Setting Sights for Success

Medway’s 1999 Master Plan served as the basis for many of the housing initiatives pursued steadfastly by town leaders during the first decade of the twenty-first century. Drafted during a period of rapid growth in the Town<sup>5</sup> and statewide shortages in affordable housing, Medway’s 1999 Master Plan recognized the importance of managing growth while diversifying housing to meet targeted needs. Additionally, the significantly increased demand for services, facilities and infrastructure<sup>6</sup> and the substantial loss of open space, heightened the desire to maintain Medway’s character.

As reviewed in the 2009 Master Plan, Medway’s affordable housing efforts led to the implementation of a sizable number of the “best practices” espoused by various housing advocacy groups. Their successes provided a solid basis for the vision laid out in the town’s 2009 Master Plan and the subsequent 2010 Housing Production Plan.

While this section revisits the gains spurred by the 1999 Master Plan, the following section “B. 2016 Housing Production Plan: Goals and Objectives – Carrying the Effort Forward,” enumerates additional advances realized since 2010 and carries forward the 2009-2010 goals and implementation steps, as reflecting experience and insight gained since.

#### 1999 Master Plan Housing Goals

The 1999 Master Plan included four major housing-related goals, as follows:

- Manage the Rate of Residential Growth
- Develop an Affordable Housing Plan
- Target Housing Needs
- Maintain Current Character

#### 1999 Master Plan Housing Objectives:

In addition to setting down the broad strokes of a housing policy, the 1999 planners identified objectives designed to move toward those goals, expressing the need for the Town:

- to reactivate the Affordable Housing Committee;
- to target housing inventories to meet both community needs and state mandates;

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<sup>5</sup> Medway had the third largest percentage increase in the Southwest Area Planning sub-region of MAPC and the seventh largest percentage increase in the number of housing units among the 101 cities and towns in the MAPC region.

<sup>6</sup> These included new and expanded schools, new police and fire stations, expanded library, expanded sewer treatment plant, planning for a new municipal well, etc.

- to encourage open space development plans;
- to provide for Planned Unit Developments;
- to encourage housing for senior citizen, and
- to provide a fiscal base for achieving the other goals by rezoning some residential land in order to increase economic development opportunities thereby encouraging a considered preservation of neighborhoods.

### **Milestones: Meeting the Housing Goals of the 1999 Master Plan**

The concentrated focus and coordinated activity by many volunteers, elected officials and town staff led to a considerable body of regulatory and organizational changes designed to promote the growth of affordable housing while accommodating the remaining community goals.

The major accomplishments of this period are listed in a rough chronology below and are further described in the endnotes concluding this section.

2000

- Affordable Housing Committee reactivated.
- Portions of AR-I and the AR-II district were rezoned to create a new Commercial V zoning district.
- The Zoning Board of Appeals issues its first 40B permit,<sup>i</sup> generating 14 affordable units.
- An Adult Retirement Community Planned Unit Development (ARCPUD)<sup>ii</sup> option was passed by Town Meeting in October.

2001

- The Community Preservation Act<sup>iii</sup> was adopted, collecting the maximum rate allowed.
- An updated demolition delay bylaw was approved by Town Meeting.

2002

- Colonial Arms Estate Condominiums generates 4 affordable units.

2004

- An affordable housing plan was completed as part of a Community Development Plan.
- A process allowing accessory dwelling units<sup>iv</sup> was adopted in 2004.
- An Adaptive Use Overlay District<sup>v</sup>, allowing mixed-use development was approved.

2005

- A new Open Space Residential Development (OSRD)<sup>vi</sup> option within the Zoning Bylaw was adopted.

2007

- The bylaw for the Adaptive Use Overlay District was amended to allow multifamily housing on the site of the Medway Mill. Subsequently, portions of Village Street was added to the district.

2008

- An inclusionary zoning bylaw<sup>vii</sup> was adopted.
- The creation and funding of an affordable housing trust<sup>viii</sup> were both approved in 2008.

2009

- A new Master Plan was adopted, reviewing progress in housing production and diversity over the prior decade, surveying residents about housing issues and setting new affordable housing production goals.
- An infill development<sup>ix</sup> bylaw for affordable housing was adopted in 2009.
- A Town-owned lot was conveyed to Habitat for Humanity in 2009 for the construction of an affordable home.
- Assisted living units allowed in C1 district, which was expanded to include C2 and C6 districts.

2010

- Adoption of the 2010 Housing Production Plan

As demonstrated, the actions taken to meet the 1999 goals succeeded not only in producing affordable housing but also in establishing stratagems of ongoing impact. Moreover, they reflect the considerable time spent educating leaders and residents about the need and merits of affordable housing and demonstrate an ingrained awareness among town leaders.

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## **B. 2016 Housing Production Plan: Goals and Objectives – Carrying the Effort Forward**

After surveying the advances made toward the goals of the Town’s 1999 Master Plan, the authors of the affordable housing section of the 2009 Master Plan developed a more finely tuned set of 5 housing goals and “implementation actions”, which were adopted in the 2010 Housing Production Plan and pursued vigorously. In continued pursuit of the aspirations of the Town’s 2009 Master Plan, those goals remain the focus of this updated Housing Plan. They are:

- Goal 1: Identify Housing Needs
- Goal 2: Strengthen Organizational Infrastructure to Implement Housing Plans.
- Goal 3: Identify Viable Locations and Optimize Opportunities for Their Development.
- Goal 4: Identify Zoning Practices that Encourage Housing Development that Best Serves Our Community’s Needs.
- Goal 5: Explore and Utilize Creative Development Opportunities

Despite the realization of many “best practices” as catalogued in the previous section, progress towards the 2010 Housing Plan’s numerical goals has met with limited success, with 5 projects producing 13 affordable ownership units and “in lieu payments” to the Trust for a mixture of 12 ownership and rental units. These include:

- Williamsburg Condominium: Special Permit, OSRD – 18 Duplex Townhouses/2 Affordable Units – nearing completion;
- Fox Run Farm: Comprehensive Permit – 12 Detached Single-family Units/3 Affordable Units – completed;
- Millstone Village: Special Permit, ARCPUD – 80 Units: 35 Detached Single Family, 18 Duplex Townhouse, 27 Triplex Townhouses/8 Affordable Units – under construction;
- Charles River Village: Special Permit, OSRD – 11 Detached Single-family Units/*In lieu* payments for 2 Affordable Units – nearing completion;
- The Willows: Special Permit, ARCPUD – 60 Assisted Living Apartments, 40 Memory-impaired Apartments, 56 Independent Living Apartments, 71 Independent Living Cottages/*In lieu* payments for 8 Affordable Units – in permitting process.

Currently, Timber Crest, a proposed comprehensive permit project is under eligibility review by Mass Housing. The original plan anticipates constructing 76 single family homes and 116 condominium units, yielding 48 affordable units. While the project’s size is troublesome in many respects, town officials are working with the developer reviewing perceived problems with the project’s density in the proposed location. Concern has also been expressed about the Town’s capacity to absorb the amount of ownership affordable units under foreseeable market conditions, which indicate an overwhelming need for rental opportunities. It has been noted that, depending on the project’s production

schedule, this project alone will not meet the Town's 10% goal and may, in fact, even fail to provide limited safe harbor from other outsized ventures.

Medway is not alone in its shortfall in projected affordable housing production. Sluggish production and resales have been reported in many towns ringing Boston and are attributed to the "Great Recession's" effects on housing development in general. More specifically, the affordable housing market has been stymied by a disproportionate drain on moderate and low incomes and down-payment reserves, the evaporation of credit available to previously qualifying households and other pressures on traditional first-time buyers such as student loans or under-employment.

Looking forward, the lumbering recovery from the housing crash is revealing enduring market factors, perhaps obscured in more robust economies, which seem to increasingly threaten both the proliferation of the smaller-scaled housing development consistent with the Town's goals and the possibility of attaining the mandated 10% housing goal. Along this vein, various local, district and administration stakeholders have opened discussion about the causes and policy implications of the lack of qualified buyers for local affordable inventories and the anti-competitive nature of identical pricing of affordable units among the greatly disparate communities within our Metropolitan Statistical Area.

While the Town expects to continue its investment in this conversation, this section of the 2016 Housing Production Plan:

- lays out each of the Town's current goals (as restated from the 2010 plan);
- provides a summation of activity and accomplishments over the last 5 years; and finally,
- outlines implementing actions and initiatives in the face of foreseeable local economic and market conditions.

### **Goal 1: Identify Housing Needs.**

Among the goals and objectives of the both the 1999 and 2009 Master Plans, several bore on the importance of information to gauge priorities among differing housing needs and hopefully to identify confluent opportunities. Hence, this goal is carried forward, since identifying evolving conditions is an ongoing process, (e.g. call for rental versus ownership, changing household size, need for universally accessible housing, etc.)

The completion of the 2010 Housing Production Plan was an important step in identifying these needs and it serves as a model for our current review. The subsequent activity of the Affordable Housing Committee and Trust combined with the work of the Community Housing Coordinator have helped to identify "post" recession housing needs and limitations affecting local marketing of both new and re-selling units.

With 2 ARCPUD projects in the pipeline representing over 300 age-55+ units of housing, the foreseeable need for market-rate, senior housing options may be met.

Unfortunately, the Town's available opportunities for the growing class of moderate and lower income seniors and infirmed or disabled remain limited.

This process is ongoing.

**Implementation Actions:**

1. Update the Housing Production Plan per DHCD requirements using current, recognized statistical sources.
  - i. Identify extent of populations needing accessible housing.
  - ii. Identify shortfalls in affordable ownership and rental housing stocks across a wide range of household incomes, sizes and ability levels.
2. Determine the extent of the need for new and replacement of existing public housing.
3. Increase outreach efforts to make the Town's efforts to collect affordable housing information more broadly known in the business and real estate community.

**Goal 2: Strengthen Organizational Infrastructure to Implement Housing Plans.**

The Town needs its active committees and experienced personnel to continue to identify development opportunities, and to initiate needed and desirable housing projects. Access to funding sources is a critical component of this goal.

The 2010 goal to establish such an infrastructure has been largely attained by reactivating the Affordable Housing Committee and establishing the Affordable Housing Trust with the Community Preservation Committee's recommendation for significant funding at Town Meeting. At its first meeting on January 5, 2011, the Trust adopted an Action Plan<sup>7</sup>, which laid out the Trusts mission:

“To assist eligible residents to manage housing costs and to actively preserve existing and create new affordable housing opportunities, both rental and homeownership, to increase Medway's subsidized housing inventory.”

The Action Plan contained seven initiatives in line with the Housing Plan's goals and a 5-year budget. As it has turned out, practice varied considerably from expectations due to the unanticipated slow pace of the recovery from the housing crisis and the ensuing uncertainty of specific housing needs arising out of an alarming lack of buyers for both new and reselling affordable units. Due to the close alignment of objectives between the 2010 Production and the 2011 Action plans, the main narrative of this update will remain focused on achievements, goals and actions as organized in the Housing Production Plan.

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<sup>7</sup> The Action Plan's Executive Summary is appended to this document.

Subsequent to its initial allocation of CPA funds, the Trust has received targeted annual supplements from Community Preservation Funds to meet administrative, operational, legal and consultation needs. The payment-in-lieu option of the inclusionary zoning bylaw has also provided additional funding to the Trust.

A part-time Community Housing Coordinator has been active since the end of 2011 advising and coordinating local boards, assisting in preserving the affordable status of reselling units, facilitating and monitoring regulatory compliance of private sector projects and supporting the ongoing progress of the Trust and Committee toward goals laid out in various plans.

**Implementation Actions:**

1. To better achieve the town’s housing goals, increase the Community Housing Coordinator’s compensated time to:
  - a. more effectively identify, promote and facilitate appropriate housing initiatives in conjunction with housing-related boards and committees;
  - b. collaborate and share innovative approaches and best practices with peers and housing advocates;
  - c. better understand and develop policies that overcome market anomalies negatively affecting Medway and similar towns in the region;
  - d. qualify for and provide (or monitor 3<sup>rd</sup> party) marketing and lottery agent services including the compilation and administration of buyer and renter lists for the fair allocation of housing, and
  - e. determine, coordinate and assure compliance with the regulations, policies, procedures, practices and other requirements related to the development of housing qualified for inclusion in DHCD’s Subsidized Housing Inventory.
2. Improve communication links among town boards, committees and staff to increase understanding of changing housing needs, important regulatory developments, the work of the Trust and Committee and each other’s various roles in the process.
3. Identify potential property managers (including Medway Housing Authority) to operate 40 B rental properties purchased or developed by the Town.
4. Develop relationships with developers to understand their needs and promote local development.
5. Update the Trust’s charter to better align its spending authority with the broader uses allowed for the CPA funds reserved for affordable housing.
6. Explore extant avenues of government funding available for projects.

7. Research the potential and practice of leveraging real property assets to optimize the use of available funds.
8. Continue to actively engage the Affordable Housing Committee in promoting and facilitating programs, and researching housing issues.
9. Encourage Trust and Committee members to benefit from educational opportunities such as the Massachusetts Housing Partnership's Housing Institute and other periodic workshops.
10. Identify individuals with mission-related skills and backgrounds for consultation or membership on the Board and Committee.

### **Goal 3: Identify Viable Locations and Optimize Opportunities for Their Development.**

The Affordable Housing Committee and Affordable Housing Trust should refocus on compiling a comprehensive inventory and map of undeveloped parcels and “under-built” properties, in order to improve recognition of development opportunities. Particular emphasis should be placed on town committees working collaboratively toward reaching mutually beneficial goals, such as preserving open space and producing affordable housing at the same time.

In addition to the 5 projects permitted or completed since 2009, numerous other possibilities have been proposed by 3<sup>rd</sup> parties or identified internally and undergone varying degrees of review and analysis. Until most recently, none have borne fruit. Several failed to make economic sense and one promising property was sold faster than the requisition process allowed the Trust to respond.

Recently, the Trust's first major project has been initiated with the purchase of the former American Legion Hall, a 6,000 sq. ft. structure. Originally built as a schoolhouse in the late 19<sup>th</sup> century, the property affords an excellent opportunity for repurposing. The Trust is actively engaged in procuring bids for the design/build of 12 affordable rental units for variously sized households.

#### **Implementation Actions:**

1. Continue to identify and list appropriate parcels and/or buildings (including single family homes) for review as they become available.
2. Proactively promote use of infill, accessory apartment and multifamily conversions of existing properties.
3. Seek the help of local professionals to identify opportunities on a timely basis.
4. Continue to streamline the Trust's procurement and proposal process, definitively resolving related legal issues.
5. Help to purchase land for open space/restricted affordable housing combination as parcels and funding are available.
6. Identify locations where private/affordable housing combined-development or conversion is possible and take action to facilitate such development (See Goal 4)

7. Identify the best manner and adequate means to secure and maintain appropriate properties through the process of procuring developers.
8. Coordinate land use with the Medway Housing Authority as they develop plans to update their properties.

**Goal 4: Identify Zoning Practices that Encourage Housing Development that Best Serves Our Community's Needs.**

As noted, many zoning changes have been made to encourage increases in housing stocks. However, existing zoning may still prohibit projects from being developed or implemented in the most appropriate areas. For example, the Medway Zoning Bylaw does not provide for the “by right” construction of apartments anywhere in Medway. Frequently, these barriers result from tension between the goals of providing for diverse housing needs and preserving character. Fortunately, this conflict has been addressed and mollified in many communities often by the sensitive modification or expansion of existing market rate units to include affordable elements.

The most recent changes allow mixed-use projects in the C-1 district by special permit, and sanction multifamily housing by special permit in new overlay zoning districts. In the C-1 district, by special permit, housing units may occupy up to 67% of the floor area of new mixed-use developments provided the housing is either (1) on the upper floors of a building, or (2) in the same or a separate building as long as commercial space faces the public way or private access drive and the housing is to the rear of the commercial space. As an incentive to use the special permit, dimensional requirements are relaxed, including smaller lot sizes, reduced frontage and greater height (up to 60 feet). There are also open space and connectivity requirements.

The multifamily overlay district includes most neighborhoods within about 2000 feet of a commercial district. By special permit, conversion of existing buildings or new construction for multifamily housing can be developed at a density up to 12 units per acre. Density bonuses are also available for the inclusion of affordable housing and the repurposing of existing stock.

Additionally, the Town's bylaws were entirely edited and reorganized to avoid duplicative language, consolidate definitions, simplify configuration and standardize formats. The intent of the exercise was to promote development by facilitating project planning and avoiding unnecessary delays in the application process.

The Affordable Housing Committee must continue to coordinate and work together with other town boards such as the Planning and Economic Development Board, Zoning Board of Appeals, and the Design Review Committee, and identify ways to strategically use of CPA funds to ensure that affordable housing can be developed in Medway.

### **Implementation Actions:**

1. Promote and encourage use of both “mixed-use” development option by special permit in C-I district, and multifamily housing option by special permit in the multifamily overlay district.
2. Determine if incentives might be available to encourage use of “in-fill” development that allows affordable housing on nonconforming lots.
3. Reconsider the applicability of the State’s “Smart Growth” and “Compact Neighborhoods” programs.
4. Actively promote the use of Zoning Bylaw provisions for the development of duplexes and/or multi-family housing in appropriate locations.
5. Revisit inclusionary zoning bylaw and consider changing the current 10% requirement to a sliding scale calculation based on a project’s total number of units.
6. Consider adoption of a “Traditional Neighborhood Development” bylaw to encourage higher densities in appropriate locations, while reducing the need for new infrastructure and services, minimizing environmental impact, and increasing “sense of community.”
7. Revisit the accessory family dwelling unit provision to consider revisions that may better address housing needs.

### **Goal 5: Explore and Utilize Creative Development Opportunities**

To stay abreast of trends and new ideas, the Town should increasingly coordinate with other organizations such as peer networks, developers, builders, architects, and consultants that specialize in affordable housing. In addition, the Town should work closely with state and quasi-governmental housing agencies, such as DHCD, Citizen’s Housing and Planning Association, the Massachusetts Housing Institute, and the Massachusetts Housing Partnership, to guide its efforts to implement its plans.

Finding creative methods for working with developers and builders to streamline the permitting and building or renovation of housing without sidestepping important bylaws designed to protect Medway should receive special emphasis. The current housing market presents unique challenges, but may also yield previously unavailable opportunities to provide both market and affordable housing and move towards the 10% goal.

A proposed comprehensive permit project called Timber Crest is under project eligibility review by Mass Housing. The original plan anticipates the construction of 76 single family homes and 116 condominium units, yielding 48 affordable units. The project will not meet the Town’s 10% goal, but may help reach safe harbor status.

### **Implementation Actions:**

1. Solicit local builders and non-profit organizations to build “friendly 40B” projects within our housing target areas, with an emphasis on

rental units, and seek input on other actions that could encourage housing production.

2. Look into “buying down” existing residences, apartments and foreclosed properties to restrict them to affordable use.
3. Further encourage use of ARCPUD and OSRD development options in desirable locales.
4. Facilitate the transfer and use of CPC funds to support development of affordable housing.
5. Determine ways to increase the number of housing units affordable to those households with less than 50% and between 50% and 80% of median family income.
6. Encourage an increase in number of units for disabled persons.
7. Explore opportunities for regional management of rental housing.
8. Work with the Medway Redevelopment Authority to identify opportunity and plan for the inclusion of affordable housing in its long-range plans.
9. Identify temporary housing solutions where residents of public housing could live if existing units are renovated.

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### III. Implementation Strategies

This section is to provide strategies for implementing activities to achieve the five goals stated above. The intent is to achieve and maintain safe harbor status while working toward the goal of 10% of the Town's housing stock being affordable.

The strategies with the highest priority are those that attempt to accomplish multiple objectives for community development. Moreover, the overarching goal of these strategies is for Medway to achieve and maintain safe harbor while working toward a minimum of 10% of its housing stock being affordable in compliance with MGL Chapter 40B.

#### A. Locations

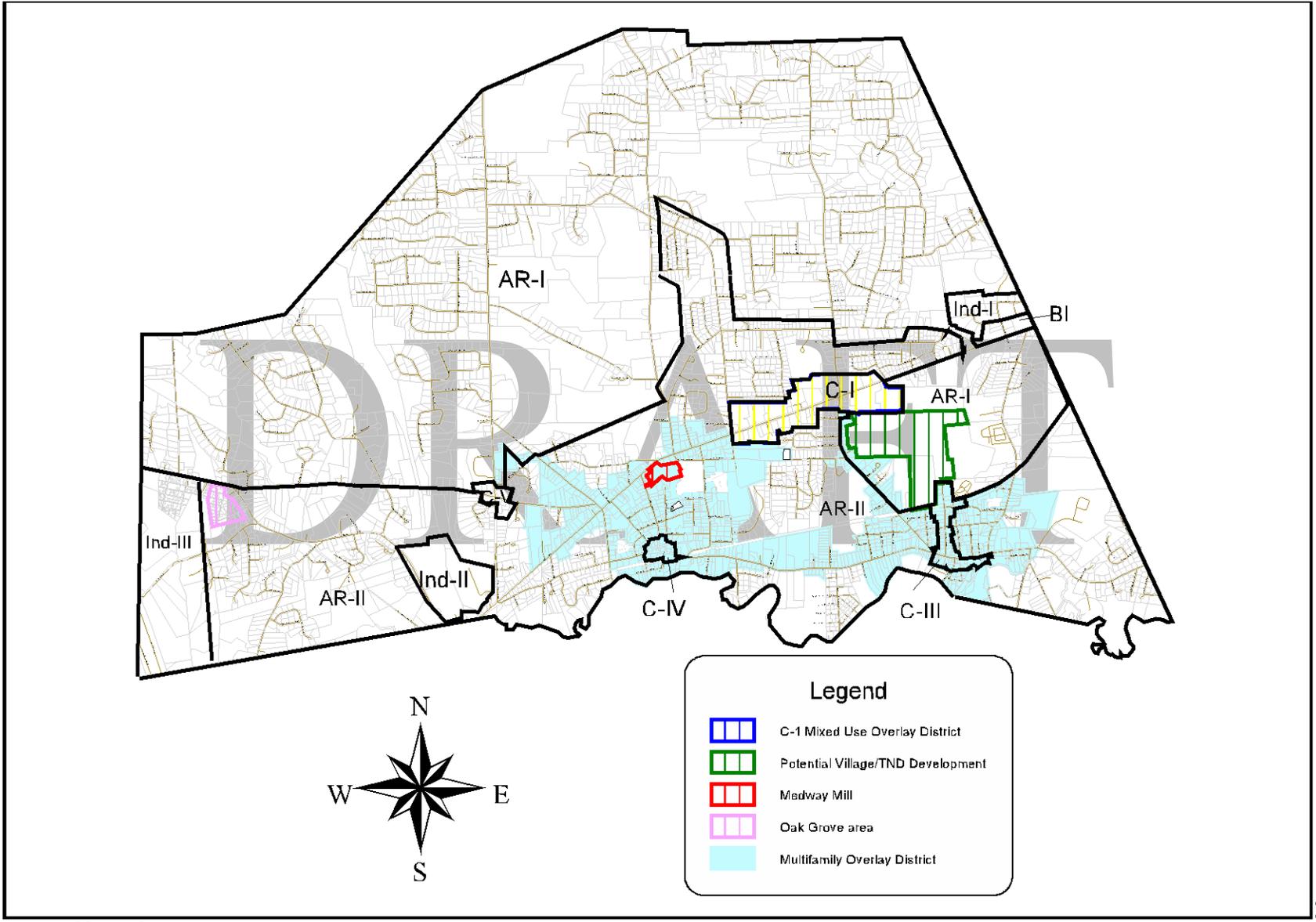
The preferred locations for new housing (See Figure 8) are generally those areas with existing infrastructure (primarily nearby transportation, town sewer and water, sidewalks, etc.) capable of handling new development. Also, encouraging compact development rather than sprawl suggests that new housing should be located near existing or emerging centers of activity. The following are the target locations for increased housing:

- Main Street Shopping Center Area (C1 district) as part of a new mixed-use/Town Center zoning district adopted in 2014.
- The area around the new mixed-use/Town Center zoning district, including the new multi-family zoning district adopted in 2015 around the commercial districts.
- Route 109 /Trotter Drive area (Oak Grove) for mixed use and apartments on residentially-zoned portion of Oak Grove.
- Area between Medway Village and the Medway Commons shopping center.
- Infill lots within existing neighborhoods.
- Medway Mill.

While it is impossible to accurately estimate the number of potential new units in these areas due to the number of possible combinations of unit types, sizes and permitting vehicles, reasonable estimates based on plausible scenarios have been calculated.

The mixed-use district encompassing the current C1 zoning district that allows apartments on the upper floors of buildings and/or residential condominiums could potentially accommodate between 100 or 200 new housing units, but this would require major redevelopment of existing sites that is not likely within the next 5 years. Based on discussions with private developers, we are more likely to see smaller projects resulting in 25-50 new units over the next few years.

**Figure 8: Housing Development Targets!**



Prepared by authors!

The new multifamily zoning overlay districts (Figure 9) offers one of the best opportunities for producing additional housing. The district encourages both conversion of existing buildings and construction of new units. Density bonuses are offered for historic preservation and affordable housing. The district generally encompasses the areas of Town that already have many duplex and multifamily units and that are within walking distance of the commercial districts.

The Route 109/Trotter Drive (Oak Grove) area is another potential area for additional housing. In a project sponsored by the 495 Metrowest Corridor Partnership, a graduate class from UMass-Amherst completed a study that proposed a mixed use district in this area that would serve as a “gateway” to Medway from the west. One version of the study proposed about 300 dwelling units for the area. A Medway Redevelopment Authority has been formed and a redevelopment plan is underway. However, in addition to completing a redevelopment plan, there are title issues that need to be resolved. While offering a long-term opportunity, significant development is likely beyond the 5-year horizon of this report. This is an area where the Town could consider an RFP for a “friendly 40B.”

The area between Medway Village (off Broad and Village Streets) and the Medway Commons shopping center also has potential for substantial housing development. One scenario for development of this area could be an extension of the existing “village” style of development from Broad Street into the parcel.

Development in this area could consist of single structures<sup>8</sup> on small lots compatible with the adjacent Medway Village. Condominiums, cottage-style clusters and multifamily housing could be part of the mix. Ideally, both rental and ownership housing, designed to accommodate households of different sizes or with special needs would be integrated throughout.

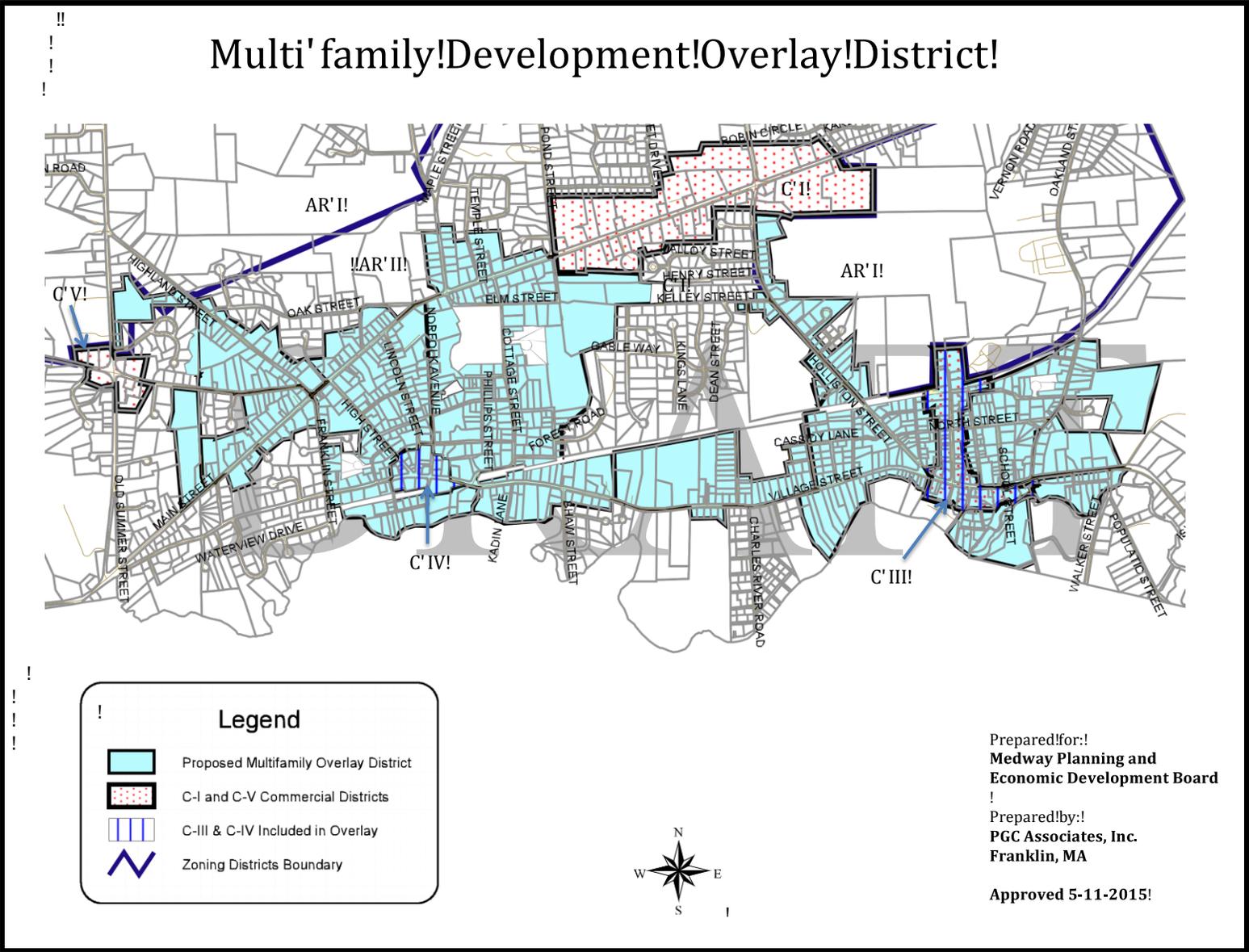
Since a stream and wetlands traverse the site, an open space element (perhaps a possible Town Common) could also be part of development in this area. A recreation component should also be integrated into the mix of uses. The proximity of this area to the historic Medway Village, the Medway Commons, Medway Shopping Center area and the Medway Middle School make it a potential 40R site. It would also be an excellent location for additional public housing to replace or supplement the Medway Housing Authority’s existing stock.

Development of this area could accommodate 50-100 single-family homes and 100-150 condominiums while still maintaining a large area of open space.

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<sup>8</sup> Housing single or multi-families

**Figure 9: Multifamily Development Overlay District**



The infill housing development bylaw adopted in 2009 encourages affordable development on parcels that do not comply with current zoning requirements but are similar in size and frontage to other lots in the neighborhood, and that are suitable to be built upon. This provision has not been used and should be reviewed to determine incentives to encourage its use. An estimated 15-25 new units could be developed in these locations.

The owner of the Medway Mill continues to express interest in adding apartments to the historic site and has developed conceptual plans to do so. The Mill is now part of the new multifamily housing district which should help facilitate such a project. This could result in 20-30 housing units.

In summary, the various areas targeted here for housing could accommodate an estimated 435 - 805 units of single- and multi-family homes, apartments and condominiums. Of course, at current rates it would take decades to reach these totals with affordable production falling short of desired safe harbor triggers. Hopefully the strategies outlined here combined with developments affecting affordable-market conditions, such as increasingly available credit and more highly competitive pricing practices, can counteract any systemic drag on preferred development scenarios.

## **B. Basic Strategies**

Representing higher-order approaches to achieving this plan's goals, the dozen or so strategies listed below either encompass or supplement the "Implementation Actions" previously detailed in Section II.

### **Identify Land and Existing Housing Units for Purchase, Development or Conversion as Affordable Ownership or Rental Housing**

Monitor listing services and public notices to identify properties that can be developed or converted as affordable ownership or rental housing or produce a combination of affordable housing and open space. Review funding sources and propose as appropriate, policies and evaluation criteria to fund the purchase and subsidization of existing housing to be resold or rented as deed restricted units.

### **Continue to Monitor and Evaluate Inclusionary Zoning Bylaw**

The inclusionary zoning bylaw originally required that 15% of new housing developments be affordable units. That requirement was reduced to 10% after the Planning and Economic Development Board determined the marginal expense as overly burdensome for developers of relatively small projects. Since inclusionary-exempt projects of fewer than 6 units do not generate affordable units and larger developments offset just 10% of their market rate units, the existing version of this zoning provision

does not advance the Town's long-term<sup>9</sup>, proportional standing in the Subsidized Housing Inventory. Therefore, a sliding scale of percentage requirements based on a project size should be considered.

In addition to adjusting the required percentage, the construction of rental units should be facilitated by promoting measures to allow, and developing incentives to produce, apartment units as an alternative to on-site production. To promote the integration of affordable units throughout town, raising and clearly defining the standards for accepting in-lieu payment or off-site units as inclusionary alternatives should be considered.

### **Clarify Protocols for Local Initiative Program and Comprehensive Permit Projects**

In order to facilitate and encourage private sector developments that include affordable housing and to provide early input to 40B projects, permitting bodies should formalize intake procedures and model parameters for all proposed Chapter 40B projects,<sup>10</sup> including location, design, density, amenities, percentage of affordable units, infrastructure needs, etc.

### **Encourage Use of Mixed-Use/Town Center Special Permit in C-I Zoning District**

Medway currently lacks a coherent, traditional New England mixed-use Town Center and developing one would serve multiple objectives. It would encourage additional commercial development while providing an opportunity to develop new housing at a higher density in areas that can best accommodate growth. Encouraging and concentrating housing in and adjacent to a Town Center would allow more of the open space throughout town to be preserved. Providing housing in close proximity to commercial areas reduces traffic by accommodating pedestrian activity. Finally, a mixed use, pedestrian-friendly center provides opportunities for social interaction that are missed when virtually all trips are made by automobile.

A "vision" of what a future Town Center in the C-I district could look like was produced several years ago using a Priority Development Fund grant.

### **Promote the Use of Accessory Apartments beyond Family Members**

Accessory dwelling units are currently allowed in the AR-I and AR-II districts by special permit. Such apartments are limited in area, design and occupancy. Broadening the allowed uses of such arrangements beyond immediate family members should encourage their production.

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<sup>9</sup> While new affordable units are added to the SHI as eligible, the total number of units in a municipality are adjusted once after the U.S. Census causing spiked declines in percentages of affordable units.

<sup>10</sup> Both comprehensive permit and LIP projects.

It should be noted that accessory apartments will probably count toward the Town's Subsidized Housing Inventory in very few instances. However, they would fill a significant housing need and reduce pent up pressure in the area's rental market.

### **Promote and Encourage Use of New Multifamily Housing Special Permit Provision**

This new bylaw adopted at the 2015 Annual Town Meeting allows both conversion of existing buildings and development of new housing units at densities up to 12 units per acre (and up to 20 units per acre with certain density bonuses). It is subject to the inclusionary zoning bylaw and offers an additional incentive of 2 market rate units when the number of affordable units equals 25% of the total. This provides a significant tool for meeting Medway's housing needs both in terms of units that qualify for the Subsidized Housing Inventory as well as market rate units that do not qualify for the SHI but nevertheless fill a need for lower priced housing in areas with appropriate infrastructure and close to commercial services.

### **Consider Additional Options for Duplexes and Multi-Family Housing**

The use of the accessory apartment and multifamily housing bylaws should be promoted and analyzed periodically in order to identify and evaluate the need for future revisions to those zoning provisions. If needed, zoning amendments to further encourage such housing, including possibly allowing it by right, should be considered.

### **Encourage Use of Open Space Subdivision Bylaw**

The Town's Open Space Residential Development (OSRD) bylaw provides incentives to preserve open space, reducing sprawl and resulting in more attractive developments. It also allows multifamily housing to be developed as part of an OSRD. In combination with the inclusionary zoning bylaw, this bylaw has likelihood to result in new affordable units. Consideration should be given to make it more appealing to developers by allowing open space subdivisions by right (subject to certain criteria) rather than by special permit in order to streamline a process that accomplishes the dual goals of providing affordable housing and protecting open space.

### **Develop Alternatives to ARCPUD Housing for Seniors**

Since its adoption, the ARCPUD has successfully encouraged housing developments that provide housing tailored to the needs of Medway's rapidly-growing senior population while concurrently making progress toward preserving open space and providing affordable housing. One age-restricted ARCPUD of 80 units is currently under construction while another multifaceted development of 227 units including assisted living, congregate care, memory care and independent living units, is in the permitting process. Both projects will contribute to the attainment of affordable housing targets, either through unit construction or in-lieu payments.

While it is unclear if the market will currently support additional ARCPUD developments within Medway, the senior population will continue to grow and we need to plan for their housing needs, ideally in a more widely integrated fashion.

### **Develop Additional Public Housing**

The Medway Housing Authority (MHA) currently operates more than 200 units of affordable units serving families, senior citizens and incapacitated individuals. Since the housing supply-demand gap illustrates a significant shortage of housing for those with less than 50% of median household income, plans to build and identify funding sources for additional subsidized affordable rental housing should be undertaken by the Medway Housing Authority and increasingly be of concern to town leaders.

The two largest of the current public housing facilities are aging and require replacement or rehabilitation. Consideration should be given on how to maximize the benefit of such expenditures. That is, rather than rehabilitating the facilities in place, it may be preferable to relocate the current housing to areas closer to services and putting the land to other uses. A financing plan for relocating these developments would likely be difficult and would require significant grant assistance.

Consideration should also be given to expanding the role of MHA by assigning it management responsibility for affordable rental units developed with Town funding as well as serving as monitoring agent for privately-owned affordable units. Income generated could be used for MHA administration and capital maintenance expenses.

### **Use the Affordable Housing Trust to Administer New Funding Opportunities**

The Trust will be key in implementing this Housing Production Plan. In addition to formalizing policy and protocol for its current focus on funding Trust-initiated projects, the institution of new uses to better leverage unit production should be pursued.

Among the other potential activities envisioned by the AHT are a down payment assistance program; purchasing, renovating and deed restricting existing homes; gap financing for small inclusive projects; and constructing new homes on vacant land.

## **A. Numerical Targets and Schedule**

Table 18 presents a proposed schedule for adding affordable units over the next 5 years. The table is optimistic in the sense that some of the projected affordable units to be derived from the multifamily overlay district, affordable housing trust (beyond the Cutler Street project), inclusionary zoning and the C-1 district mixed use overlay district are speculative since there is no way to accurately predict how private property owners will react to these new incentives. At the same time, it is reasonable and fairly conservative in that the large majority of projected units (60 of 113) are derived from projects currently in the works.

The schedule indicated would help Medway achieve safe harbor status by 2017 and maintain it through 2020. It would also represent a significant movement toward the 10% goal by bringing Medway to about 7.5%

## **B. Certification**

Upon achieving production of housing units in accordance with Table 18, Medway will be eligible to request certification of its Housing Production Plan. Certification will provide the Town the option of denying a Chapter 40B comprehensive permit application. Certification will be valid for one year if the Town achieves an increase in the number of units in its Subsidized Housing Inventory of .5% in one year, or it will be valid for two years if it achieves an increase of .75%.

If a community has achieved certification within 15 days of the opening of the local hearing for a Comprehensive Permit, the ZBA shall provide written notice to the Applicant, with a copy to DHCD, that it considers that a denial of the permit or the imposition of conditions or requirements would be Consistent with Local Needs, the grounds that it believes have been met, and the factual basis for that position, including any necessary supportive documentation.

If the Applicant wishes to challenge the ZBA's assertion, it must do so by providing written notice to DHCD, with a copy to the ZBA, within 15 days of its receipt of the ZBA's notice, including any documentation to support its position. DHCD shall review the materials provided by both parties and issue a decision within 30 days of its receipt of all materials. The ZBA shall have the burden of proving satisfaction of the grounds for asserting that a denial or approval with conditions would be consistent with local needs, provided, however, that any failure of the DHCD to issue a timely decision shall be deemed a determination in favor of the municipality. This procedure shall toll the requirement to terminate the hearing within 180 days.

**Table 18  
Numerical Targets and Schedule\***

| <b>YEAR</b> | <b>#UNITS</b> | <b>SOURCE</b>  | <b>CUMULATIVE</b> |
|-------------|---------------|--|-------------------|
| <b>2016</b> | 6             | 4 from Millstone<br>2 from Multifamily Overlay District  | 6                 |
| <b>2017</b> | 36            | 4 from Millstone<br>16 from 40Bs<br>2 from Multifamily Overlay<br>12 from Housing Trust project on<br>Cutler Street<br>2 from Inclusionary Zoning<br>requirement | 42                |
| <b>2018</b> | 24            | 2 from Inclusionary Zoning<br>Requirement,<br>16 from 40Bs<br>2 from Affordable Housing Trust Fund<br>4 from Multifamily Overlay District                        | 66                |
| <b>2019</b> | 24            | 2 from Inclusionary Zoning<br>Requirement,<br>2 from Affordable Housing Trust Fund,<br>16 from 40Bs<br>2 from Multifamily Overlay District                       | 90                |
| <b>2020</b> | 23            | 5 from Inclusionary Zoning<br>Requirement,<br>6 from Affordable Housing Trust Fund,<br>6 from Multifamily Overlay District<br>6 from C-1 mixed use development   | 113               |

\*The number of affordable units needed annually to achieve and maintain safe harbor status is 23. In addition to the total number, it is a goal that 10% of affordable units are 3 bedroom units in accordance with the Interagency Agreement among DHCD and other housing agencies.

# Appendix

## Executive Summary

This Action Plan was made possible through funding from the Medway Community Preservation Act (CPA) fund and the direction of the Community Preservation Committee and the Affordable Housing Committee. The purpose of this Plan is to set direction for the first five years of operation of the Medway Affordable Housing Trust (Trust), which was created in May 2008 through a majority vote of Town Meeting.

The Trust fund, by state statute, is required to be overseen by a Board of Trustees that is appointed by the Board of Selectmen. In Medway, the Trust is comprised of a member of the Board of Selectmen and the Town Administrator as well as professionals with a wealth of expertise including banking and real estate. The Board of Trustees has a fiduciary responsibility to manage the Trust fund for the sole purpose of creating and preserving affordable housing in the Town of Medway.

This Plan is an outgrowth of the community's affordable housing goals established by Medway's current Housing Production Plan (March 2010) (HPP), which was prepared in accordance with the Massachusetts Department of Housing and Community Development (DHCD) requirements. The specific goals and initiatives recommended in this Action Plan tie directly into the goals of the HPP and, in addition, are based on a strong public process, which was led by the Affordable Housing Committee (AHC) to create this Plan. The AHC, which is focused on affordable housing policy and advocacy, worked closely with members of the Board of Trustees on this planning initiative.

The Trust's five goals, established through this Plan, are listed below and described in more detail in Section 3. The following goals are listed in order of priority:

**GOAL ONE: RETAIN AND CREATE UNITS FOR LOW-INCOME HOUSEHOLDS**

**GOAL TWO: FUND PRODUCTION OF HOUSING UNITS**

**GOAL THREE: HELP AND PROMOTE OTHER LOCAL AFFORDABLE HOUSING EFFORTS**

**GOAL FOUR: HELP HOMEOWNERS STAY IN HOMES**

**GOAL FIVE: DIVERSIFY TRUST FUND REVENUE**

In order to accomplish these goals, this Plan sets out seven primary initiatives to focus on in the Trust's first five years (FY12-FY16). These initiatives are listed below and described in more detail in Section 4:

**INITIATIVE 1: BUILD THE TRUST'S CAPACITY**

**INITIATIVE 2: IDENTIFY AND ACQUIRE APPROPRIATE PRIVATE AND/OR TOWN-OWNED VACANT PARCELS FOR AFFORDABLE HOUSING**

**INITIATIVE 3: SUPPORT DEVELOPERS AND OTHER ENTITIES IN CREATING AFFORDABLE HOUSING**

**INITIATIVE 4: IMPLEMENT A LOTTERY AND MONITORING PROGRAM**

**INITIATIVE 5: ACTIVELY RETAIN EXISTING AFFORDABLE UNITS**

**INITIATIVE 6: PROVIDE SMALL GRANTS FOR HOME REPAIRS**

**INITIATIVE 7: ESTABLISH A HOMEBUYER ASSISTANCE PROGRAM**

To accomplish these initiatives, the Affordable Housing Committee, working in concert with the members of the Board of Trustees, laid out a five-year budget that demonstrates targeted revenue sources and planned expenditure for these initiatives. The budget is presented in Section 5.

The Affordable Housing Committee and members of the Board of Trustees have prepared this Plan with full due diligence to formalize the community's goals for the Trust and lay out a realistic and logical blueprint for accomplishing those goals.

## Endnotes

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<sup>i</sup> *Chapter 40B Comprehensive Permit Projects* - In 2000, the town Zoning Board of Appeals approved a comprehensive permit under Chapter 40B for Woodside, a condominium development of 53 townhouse units. Fourteen of the units are affordable. That project is now fully built out and occupied. Since then, three additional projects were granted comprehensive permits, 2 of which were completed: Colonial Park Estates and Fox Run Farms.

<sup>ii</sup> *Adult Retirement Community Overlay District* - This zoning bylaw provides for the creation of overlay districts within the two residential zoning districts. The overlay districts allow greater density (up to 3 units per acre) for housing units restricted to persons 55 years of age or older. The bylaw also requires that at least 40% of the parcel be set aside as open space, and 10% of its units be affordable. It also encourages mixed uses (including limited commercial development). Such overlay districts are authorized through a special permit granted by the Planning Board and known as an Adult Retirement Community Planned Unit Development (ARCPUD).

Since its adoption in 2007, two developments of 115 and 80 condominium units respectively were granted special permits by the Planning Board. Due to market conditions and other factors, however, neither of these projects were constructed at that time. Subsequently, the 80 unit project is under construction by a different developer, and a new application for a 227 unit ARCPUD on the same site as the 115-unit project has been submitted earlier this year (2015).

<sup>iii</sup> *Community Preservation Act* - Medway adopted the Community Preservation Act (CPA) in 2001. The Act imposes a surcharge of 3% on property taxes and qualifies the Town to receive matching funds from a document-recording fee levied at the Registry of Deeds. A minimum of 10% of the revenues generated by this legislation must be dedicated for each of three uses: the production and maintenance of affordable housing; the conservation of open space (including recreational uses) and the preservation of historical points of interest. In 2009, the Community Preservation Committee transferred \$433k from the housing reserve fund to the Affordable Housing Trust and has supplemented the administrative/operating budget each year since.

<sup>iv</sup> *Accessory Apartment Bylaw* - In 2004, Medway adopted a provision to allow accessory apartments in the AR-I and AR-II districts. The bylaw limits occupancy to relatives and includes restrictions to ensure that the house retains the character of a single-family dwelling.

<sup>v</sup> *Adaptive Use Overlay District* - In 2004, the Town adopted an Adaptive Use Overlay District for the area along Route 109 that abuts its primary commercial district. The overlay district allows mixed commercial and 1 or 2 family units within existing structures in the district

<sup>vi</sup> *Open Space Residential Development Bylaw* - The original version of an open space residential development bylaw was used only once. In 2005, Medway adopted a new version and has since fine-tuned it several times. The present bylaw allows multifamily housing as well as single family homes as part of a development. Three multifamily OSRD projects have been granted special permits. Pine Ridge, a project of 20 townhouse-quad units was permitted prior to inclusionary zoning and has been completed. Williamsburg, an 18-unit project with 2 affordable units is nearly complete. Charles River Village, consisting of 11 single family detached units is nearing completion, and has made “in lieu” payments to the Trust as substitution for providing 2 affordable units on site.

<sup>vii</sup> *Inclusionary Zoning Bylaw*

In May 2008, the Town adopted an inclusionary Zoning Bylaw that required that 15% of new housing projects of 3 or more units be affordable. It was later amended to require 10%. The bylaw allows for the units to be located on or off-site and provides for payment into an Affordable Housing Trust Fund as a third option to satisfy the requirement. This bylaw, to date, has produced or generated over \$290 k.

<sup>viii</sup> *Affordable Housing Trust (AHT)* - Pursuant to MGL 44 - 55C, the Medway Affordable Housing Trust was created in 2008. The Trust can accept contributions from CPA funds, cash-in-lieu payments from

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inclusionary zoning and other sources. The funds can be used to support affordable housing projects and maintain existing units. This entity became active in 2010 as trustees were appointed and it was capitalized with CPA funds for a variety of targeted applications. A five-year operational plan was developed, and a part-time staff person was hired.

The Trust has recently purchased a late 19<sup>th</sup> century school house and is planning to convert the building into an affordable housing development. At subsequent points in its history, it has served as a WPA workroom and as the Town's American Legion Hall. As such, and through ancillary use as a scout den, dance studio and function hall, the location known to many town residents and represents an excellent opportunity to showcase positive aspects of affordable housing.

<sup>ix</sup> *Infill Development Bylaw* - Under this bylaw adopted in 2009, certain undersized lots may be used for affordable housing. Among the requirements are that the lot size and building setbacks be similar to those that already exist in the neighborhood.

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