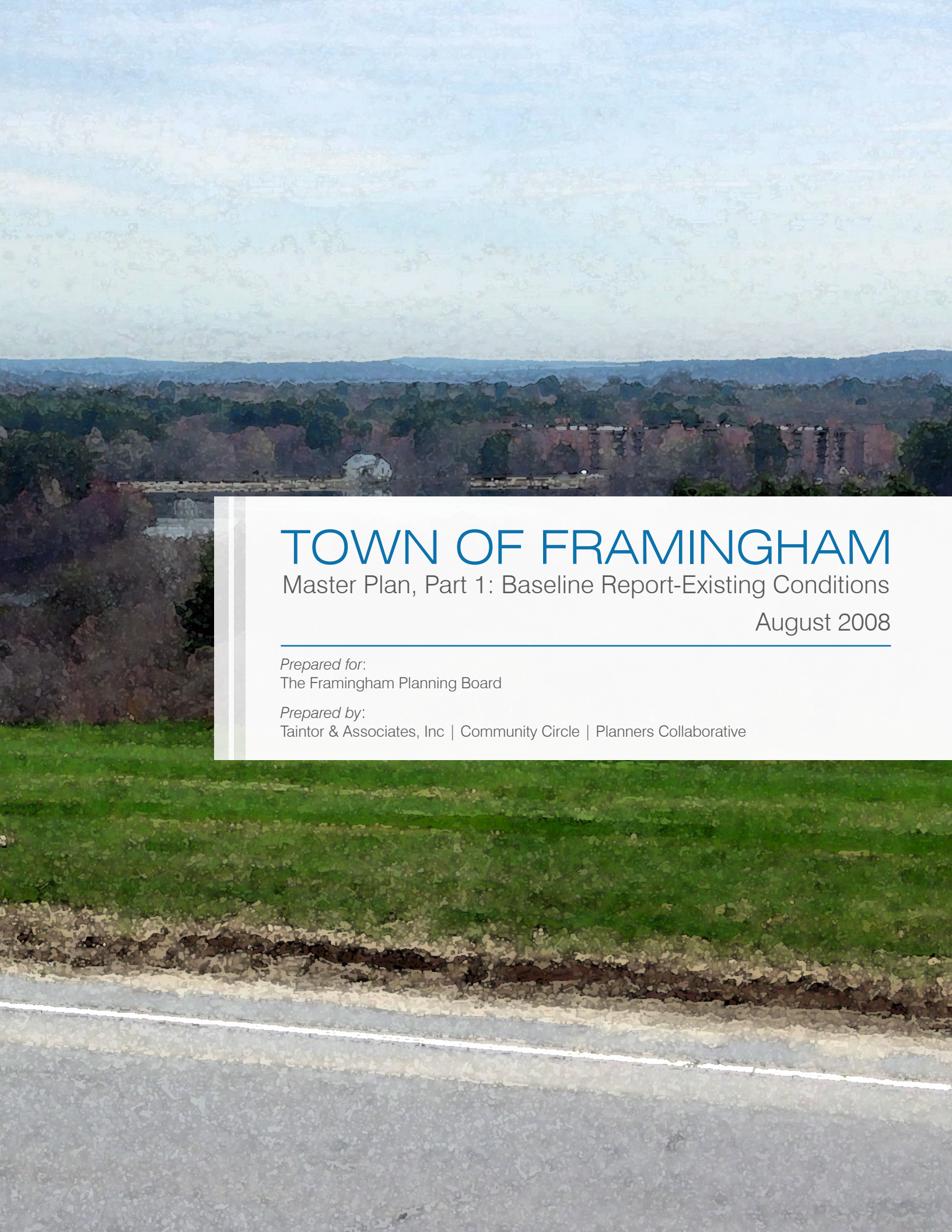

TOWN OF FRAMINGHAM

Master Plan, Part 1: Baseline Report-Existing Conditions

August 2008

Prepared for:
The Framingham Planning Board

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INTRODUCTION

What is a Master Plan?

A Master Plan is a policy guide and a framework for future land use and development. It includes assessments of existing resources and issues, projections of future conditions and needs, and consideration of community goals and desires. In other words, a Master Plan describes what the community is like today and what direction it chooses to go in the future. The Master Plan's purpose is to provide strategies that will enable municipal officials to better manage change based on a clear understanding of the desired vision. The Plan also provides information, direction and support to residents, businesses and developers as they seek to understand their impact on land use, resources and services.

The Master Plan can play an important role in the ongoing work of Town officials and agencies. As a statement of long range goals and policies, the Master Plan provides a consistent point of reference for evaluating and prioritizing potential actions. In addition the data and analysis contained in the plan can be used for documentation in funding applications as well as for monitoring change over time. To ensure that the Master Plan continues to provide these positive tools, all Town departments should be charged with periodically reviewing the Plan in relation to their areas of responsibility, reporting on progress in meeting Master Plan goals, and advising the Planning Board as to ways in which the Master Plan should be amended to respond to changing conditions.

How This Document Relates to the Master Plan

This *Existing Conditions and Trends* report assembles information about Framingham's current physical, economic and environmental conditions, as a basis for future planning. The report presents the most current available data and analysis on land use, housing, economic development, transportation and circulation, public facilities and services, natural resources and environment protection, cultural and historic resources, and open space and recreation. It also includes estimates of the amount of potential future development and projections of growth in population and demand for infrastructure and services.

Much of the information presented in this report is drawn from existing Town reports and plans, including the Open Space and Recreation Plan, Water System Master Plan and Wastewater Management Plan. Additional information was gathered from regional planning documents, public and private data sources, and interviews with Town officials and others.

PLANNING CONTEXT

The Town of Framingham is a thriving community in eastern Massachusetts, about equidistant between Boston and Worcester, the two largest cities in the Commonwealth. The Town has a total area of 26.44 square miles and is bordered by Natick on the east, Wayland on the northeast, Sudbury on the north, Marlborough and Southborough on the west, and Sherborn and Ashland on the south.

History[1]

The Nipmuc tribe of Native Americans originally inhabited the area we know as Framingham. Nipmuc artifacts have been found in various parts of Framingham, including areas which are now Saxonville, Mt. Wayte, Nobscot and South Framingham.

The first European settler arrived in the area of present day Framingham in the 17th century. Although lands were granted by the Massachusetts Bay Company beginning in 1640, no Europeans actually settled in Framingham until 1647. The first settler was John Stone. A native of England, he first settled in Watertown, and then moved to Sudbury. Although there was an abundance of water and woodland for fishing and hunting, his farmland in Sudbury was marshy. He began to explore further along the Sudbury River for another location to build a home and settled in the area that is now Saxonville. It was here that Stone built and had in operation a corn mill as early as 1660 and through his example, others soon followed.

Between 1660 and 1662 pioneers continued to farm and raise families on more than 15,000 acres that were assembled through grants and purchase by Thomas Danforth, west of Stone's land. This property was known first as Danforth's Farms and later Framingham, the name coming from the birthplace of Danforth in England – Framlingham, with the "l" omitted. Danforth was high in the Colonial government and was the first treasurer of Harvard College.

During the 1690's, families persecuted at Salem Village during the frenzy over witchcraft found seclusion and safety in the area west of the Center that is now known as Salem End Road. By 1700, there were 76 families with 350 men, women and children living here. Based on the settlers' desire to establish a local government, the General Court ordered the territory of Danforth's Farms of Framingham be incorporated as a Town and the first Town Meeting was held on August 5, 1770.

Both geography and transportation routes have been influential in the development of Framingham over the years. Native trails like Old Connecticut Path led the first explorers through the area. Later, the Boston Post Road (now Route 20), a stagecoach road from Boston to New York, was developed a few miles to the north. In 1735 the Town purchased the present Centre Common Land from William Pike. A meeting house and other buildings were constructed at the Centre location. In 1810 a toll road opened, the Worcester Turnpike (now Route 9), to

[1] Framingham Historic Preservation Plan, 2002

connect Boston and Worcester, and the Village Hall and the Framingham Academy (currently occupied by the Framingham Historical Society and Museum) were added to the Town Center.

This area served as the center of town until the railroad lines and business growth in South Framingham caused it to diminish in size and importance. As a result of the new rail lines, South Framingham, formerly a cross-road and a tavern grew into the commercial and industrial center. With the advent of the automobile and the Interstate Highway system, including construction of the Massachusetts Turnpike through Framingham, the commercial and industrial focus once again returned to Route 9. Government functions, secondary retail, and the personal service industry have remained near the rail line in south Framingham.

Framingham has grown from a small agricultural community to an important regional center with a population of over 67,000. Manufacturing has long been a foundation of the local economy, and continues today at companies such as Bose Corporation. Along with manufacturing, Framingham has become a retail center for the region with retail giants like Staples, Bose and TJX Corporation headquartered here. There are also a growing number of businesses in high tech industries. Currently the major town employers are primarily non-manufacturing, including medical, retail, education, office and biotechnical activities.

In addition to its diverse economy, the town supports a blend of urban, suburban and rural characteristics, including neighborhoods, natural, historic and cultural resources, open space and recreation and a diverse social, cultural, and ethnic population.

Population Growth[2]

From its initial settlement in the mid 1600's, Framingham's population grew steadily until the Revolutionary War and stabilized at about 1600 residents. Then growth continued and by 1850 the population of Framingham reached 4,252. By the turn of the century it had climbed to 11,302.

During the 1900's the town's population grew dramatically, but with periods of minimal growth and decline toward the end of the century. Between 1950 and 1970 the town's population almost tripled to 64,048. Post World War II federal policies encouraged the development of highways and housing, both of which led to the vast migration of industry and households outward from the Boston core. Framingham became a true suburb, transformed from a small, rural community to a commercial and industrial center. By 2000, the population of Framingham stood at a town high of 66,910.

[2] Framingham Master Plan, 1988

Table 1: Population Rate of Change in Framingham

Year	Population	% Change
1850	4,252	-
1860	4,227	-0.5
1870	4,968	17.5
1880	6,235	25.5
1890	9,239	48.2
1900	11,302	22.3
1910	12,948	14.6
1920	17,033	31.5
1930	22,210	30.4
1940	23,214	4.5
1950	28,068	21.0
1960	44,562	58.5
1970	64,068	43.8
1980	65,113	1.7
1990	64,989	-0.2
2000	66,910	3.0

Source: Framingham Master Plan, 1988; Community Development Plan, 2004

Population Projections[3]

Framingham's population growth rate has declined considerably since the 1960s when its population rose by 19,500 in a single decade. From 1970 to 2000, decennial population growth rates in Framingham ranged from -0.2 to 3%, and according to the Census Bureau, the population has declined by about 2% (1,300 people) since 2000. This represents a larger decrease than the Census Bureau's estimate of population loss for Middlesex County as a whole (-0.1%), but many towns in Middlesex County, including those around Framingham, have continued to grow at a fairly rapid rate despite the recession in 2001 and a softening of the housing market over the past few years.

Recently the Metropolitan Area Planning Council (MAPC) released a region-wide population forecast through 2030. According to MAPC's estimate, Framingham's population is expected to grow by about 5,000 people between 2000 and 2030, or a 7.6% increase over the town's official Census 2000 population count. In contrast, population projections generated by the Massachusetts Institute for Social and Economic Research (MISER) and the U-Mass Donohue Institute suggest that Framingham's population will continue to decline through 2020. It is not clear whether either of the projections incorporates any assumptions about growth or change in Framingham's Brazilian population, a group that some analysts believe to have been undercounted in the last decennial census.

Population Density

Framingham's population density exceeds that of any other community in the region, with only Natick approaching a similar density.

[3] Framingham Housing Plan

Table 2: Population Density in Region

Community	Persons Per Square Mile
Framingham	2,587
Ashland	969
Holliston	691
Hopkinton	346
Marlborough	1,508
Natick	2,022
Sherborn	250
Sudbury	589
Southborough	468
Wayland	779

Source: http://www.mass.gov/dhcd/iprofile

Age[4]

Framingham has a somewhat younger population than most MetroWest communities. Its median population age is similar to that of the state and Middlesex County, yet median age statistics can be very misleading.

Framingham's small increase in total population since the 1990's masks changes that occurred at all age levels, notably among children, seniors and the "Baby Boomers".

Table 3: Change in Population by Age Cohort, 1990 – 2000

Age Cohort	United States	Massachusetts	Middlesex County	Framingham
Under 5	4.5%	-3.7%	1.6%	4.3%
5-17 Years	17.4%	17.2%	18.3%	17.7%
18-24 Years	1.5%	-18.3%	-21.9%	-27.5%
25-34 Years	-7.6%	-15.9%	-14.6%	-11.9%
35-44 Years	20.1%	15.7%	15.4%	14.1%
45-54 Years	49.4	45.5%	38.9%	30.1%
55-64 Years	14.8%	6.1%	2.6%	-1.4%
65-74 Years	1.6%	-7.0%	-2.0%	-1.0%
75-84 Years	22.9%	18.1%	16.3%	20.4%
Over 85	37.6%	26.6%	23.8%	18.1%
Total (All Ages)	13.2%	5.5%	4.8%	3.0%

Source: Census 2000, SF 1 Table P12; 1990 Census, SF1 Table PO11; Community Opportunities Group, Inc.

[4] Framingham Housing Plan, 2007

Race and Ethnicity[5]

Framingham is more diverse than any of the surrounding communities or the state as a whole. The total population includes more than 13,500 racial minorities (20.2% and 7,265 Hispanic or Latino persons, of whom 42% are white. Table 4 provides a comparison summary of racial minorities and Hispanic or Latino persons in Framingham, Middlesex County and Massachusetts.

Region-wide, including Framingham, Asian persons account for a majority of the racial minority growth in the past decade.

Table 4: Race and Hispanic or Latino Populations

Population Measure	Framingham	Massachusetts	Middlesex County
Total Population	66,910	6,349,097	85.9%
% Population by Race			
White	79.8%	84.5%	85.9%
Black or African American	5.1%	5.4%	3.4%
American Indian/Alaska Native	0.2%	0.2%	0.2%
Asian	5.3%	3.8%	6.3%
Native Hawaiian/Other Pacific Islander	0.0%	0.0%	0.0%
Other race	6.3%	3.7%	2.1%
Two or more races	3.4%	2.3%	2.2%
Hispanic or Latino Population	7,265	328,729	66,707
% Hispanic or Latino Population by Race			
White	42.4%	39.4%	50.5%
Black	5.8%	5.9%	4.1%
American Indian/Alaska Native	0.5%	0.9%	0.8%
Asian	0.2%	0.3%	0.5%
Native Hawaiian/Other Pacific Islander	0.3%	0.2%	0.2%
Other race	41.9%	45.0%	35.3%
Two or more races	9.0%	8.3%	8.6%

*Source: Census 2000, SF 1 Tables P7, P8. *Native Hawaiian or other Pacific Islanders constitute less than one-tenth of the total population in all three geographic area.*

Income[6]

Framingham is located near the western edge of the state's most affluent area, which generally includes the area bounded by Route 128 on the east, I-495 on the west, U.S. Route 3 to the north and State Route 109 to the south. The west-of-Boston "wealth belt" includes a nearly contiguous band of 23 towns with median household incomes above the 90th percentile for the state as a whole. Together, they house just 4% of the state's 2.4 million households, but these households represent more than 20% of all households in Massachusetts with annual incomes over $200,000. Framingham's median income of $54,288 is somewhat higher than the median for the state as a

[5] Framingham Housing Plan, 2007

[6] Framingham Housing Plan, 2007

whole ($50,502). Still it is the areas' lowest median income and it falls significantly below the median for four adjacent towns: Sherborn, Wayland, Sudbury, and Southborough.

Educational Achievement[7]

Framingham has a reasonably well-educated population, and this contributes to the town's lower-than-average unemployment rates. Compared to the state, Framingham has a larger percentage of adults with a college, graduate or professional degree. Of the 46,871 persons age 25 and over in Framingham (Census 2000), 11,869 have Bachelor's degrees and 7,970 also have graduate or professional degrees. Overall, 87% of the town's over-25 population has a high school diploma or higher, placing Framingham somewhat ahead of the state.

[7] Framingham Housing Plan, 2007

LAND USE

The Town of Framingham has a total area of 26.44 square miles, with 25.12 square miles of land and 1.32 square miles of water.

Land Use – Land Cover Analysis

Table 5 presents data on land use in Framingham, without respect to parcel boundaries. These data are based on aerial photography interpretation by the Resource Mapping Project at the University of Massachusetts, Amherst.

Table 5: Land Use, 1999 (Land Cover Photointerpretation)

Land Use	Land Use	Percent of Land Area
Undeveloped		
Forest	4,310	26.8%
Agriculture	570	3.5%
Cropland	477	3.0%
Pasture	93	0.6%
Open Land	390	2.4%
Non-forested Wetlands	192	1.2%
Mining (including sand and gravel)*	96	0.6%
Total Undeveloped	5,558	34.5%
Developed		
Residential	7,258	45.1%
Multi-family	237	1.5%
High Density (lots smaller than 1/4 acre)	1,140	7.1%
Medium Density (1/4- to 1/2-acre lots)	4,355	27.1%
Low Density (lots larger than 1/2 acre)	1,526	9.5%
Commercial and Industrial	1,806	11.2%
Commercial	1,133	7.0%
Industrial	673	4.2%
Recreation	387	2.4%
Participation Recreation	377	2.3%
Spectator Recreation	9	0.1%
Water-based Recreation	2	0.0%
Urban Open	662	4.1%
Transportation	407	2.5%
Waste Disposal	9	0.1%
Total Developed	10,530	65.5%
Total land area	16,088	100.0%
Water	884	
Total area, land + water	16,973	

** Because the data are from 1999, the New England Sand and Gravel property in Saxonville is included as "mining" rather than developable or residential land.*

Source: "Land Use Summary Statistics," MassGIS, September 2003 (http://www.mass.gov/mgis/landuse_stats.htm, accessed June 2007).

Although not as current as the Town's assessing database, the land cover data are useful for showing general patterns and land use change over time. Table 6 presents the changes in land use over the period from 1971 to 1999, based on the land cover photointerpretation analysis. In the period from 1985 to 1999, the Town lost about 200 acres of agricultural land, 390 acres of forest, and 100 acres of urban open space and recreation area to development. Growth over the same period included over 400 acres of low- to medium-density residential development, and 175 acres of commercial and industrial development.

Table 6: Land Use Change, 1971-1999 (Land Cover)

Land Use	Change in Acres			Percent Change		
	1971-1985	1985-1999	1971-1999	1971-1985	1985-1999	1971-1999
Undeveloped						
Forest	-344	-391	-735	-7%	-8%	-15%
Woody Perennial	-2	-21	-24	-10%	-100%	-100%
Agriculture	-73	-197	-269	-9%	-26%	-32%
Open Land	7	73	79	2%	23%	26%
Non-forested Wetlands	-17	0	-18	-8%	0%	-8%
Mining (including sand and gravel)*	14	9	23	20%	10%	32%
Total Undeveloped	-416	-527	-943	-6%	-9%	-15%
Developed						
Residential						
Residential - Multi-family	15	5	19	7%	2%	9%
High Density (lots < 1/4 acre)	3	11	14	0%	1%	1%
Medium Density (1/4- to 1/2-acre)	111	161	272	3%	4%	7%
Low Density (lots > 1/2 acre)	267	264	531	27%	21%	53%
Commercial and Industrial						
Commercial	26	71	98	3%	7%	9%
Industrial	12	104	116	2%	18%	21%
Recreation	0	-45	-45	0%	-10%	-10%
Urban Open	-18	-56	-74	-2%	-8%	-10%
Transportation	0	11	11	0%	3%	3%
Waste Disposal	0	-1	-1	0%	-10%	-10%
Total Developed	416	525	941	4%	5%	10%

Source: "Land Use Summary Statistics," MassGIS, September 2003 (http://www.mass.gov/mgis/landuse_stats.htm, accessed June 2007).

The land cover data are also useful because they focus on the use of the land regardless of ownership. Thus, the amount of open land shown in Table 5 is much higher than the total of agriculture, recreation and vacant land shown in Table 7, because the assessing database assigns much of this open land to specific ownership categories such as municipal (e.g., Farm Pond Park), state (e.g., Callahan State Park), non-profits (e.g., Sudbury Valley Trustees, Boy Scouts), etc.

Town-Wide Land Use – Parcel Data

Table 7 summarizes Framingham's land uses based on the Town's assessing database.[8] The database contains 20,117 records, of which 17,246 represent parcels of land and 2,871 are other records with no land area attached.[9]

Table 7: Land Use Profile, 2006 (Parcel Data)

Land Use	No. of Parcels	% of Parcels	Total Acreage	% of Acres	Average Acres
Residential, Single-Family					
- Single Family	13,308	66%	6,366	42%	0.48
- Other Residential	4,360	22%	657	4%	0.15
Commercial	775	4%	1,109	7%	1.43
Industrial	76	0%	440	3%	5.79
Mixed Use					
- Residential/Commercial	119	1%	50	0%	0.42
- Other Mixed Use	19	0%	238	2%	12.50
Agricultural	16	0%	308	2%	19.27
Recreation	9	0%	169	1%	18.80
Public & Non-Profit					
- Municipal	384	2%	1,318	9%	3.43
- Other Public & Nonprofit	428	2%	3,746	24%	8.75
Vacant Land					
- Developable	192	1%	399	3%	2.08
- Potentially Developable	118	1%	320	2%	2.71
- Undevelopable	312	2%	175	1%	0.56
TOTAL	20,116	100%	15,295	100%	0.76

Source: Town of Framingham Assessing Database

[8] This document's analyses of land use in parcels draw on two separate databases provided by the Planning Board office in the spring of 2007: the Assessors parcel database and the Town's Geographic Information System (GIS) database. These databases contain complementary information but are not completely consistent.

In some instances the inconsistencies are due to the purpose and structure of the databases. The GIS database divides the Town into polygons based on land coverage while the assessing data are based on property ownership. One result of this difference is that a building or group of buildings in condominium ownership appears as one parcel in the GIS, but as many individual records in the assessing database.

In other cases, the data inconsistencies result from the databases using different rules or being updated at different times. For example, the parcels in Saxonville that are being developed as a PUD are classified as residential land in the assessing database (reflecting the overlay district) but as industrial land in the GIS database (reflecting the underlying zoning).

Using these two data sources together requires some judgment and interpretation. When necessary, the text indicates which database is being used.

[9] The 2,871 assessment records with no land area include 2,771 residential condominium units (2,754 in private ownership, 11 owned by nonprofits, and 6 owned by the Housing Authority), 54 commercial condominium units, and 46 miscellaneous ownership units.

The 17,246 parcels in the database total 15,295 acres, or 24.05 square miles (which may include some water area). The remaining 2.39 square miles of total area represents water bodies and public roads.

Of the total area in parcels, residential uses comprise 46%, commercial and industrial uses 10%, and public and non-profit uses 33%. Five percent of the parcel area total is in agricultural or recreational use, or in some form of mixed use (e.g., residential and commercial, or residential and agricultural), and 6% is vacant land.[10]

The 2006 parcel data in Table 7 are generally consistent with the 1999 land use distribution in Table 5: both the parcel data and the land cover interpretation show a total of 56% of the Town's land area in residential, commercial or industrial use.

Residential Land Use

Residential uses represent 46 percent of Framingham's total area in parcels. Table 8 presents a breakdown of these uses based on the state land use classification codes used by the Assessing Department, and Figures 1, 3 and 4 show the distribution of single-family, two-/three-family, and multifamily residential uses throughout the Town.

Table 8: Residential Land Uses (Parcel Data)

Current Land Use	Land Use Code	No. of Parcels	Area (Acres)
Single Family	101	13,308	6,366.3
Condominium	102	2,754*	-
Two Family	104	1,021	237.6
Three Family	105	225	52.1
Outbuilding	106	25	9.6
Multiple Housing on One Parcel	109	76	102.9
Apartments, 4-8 units	111	183	39.8
Apartments, 8 or more units	112	48	30.8
Other Apartments	113	13	95.5
Rooming & Boarding House	121	7	1.7
Residence Halls, Dormitories	123	1	2.0
Other Congregate Housing	125	4	24.6
Other Non-Transient Group Quarters	126	3	60.0
All Residential Uses		17,668	7,022.9

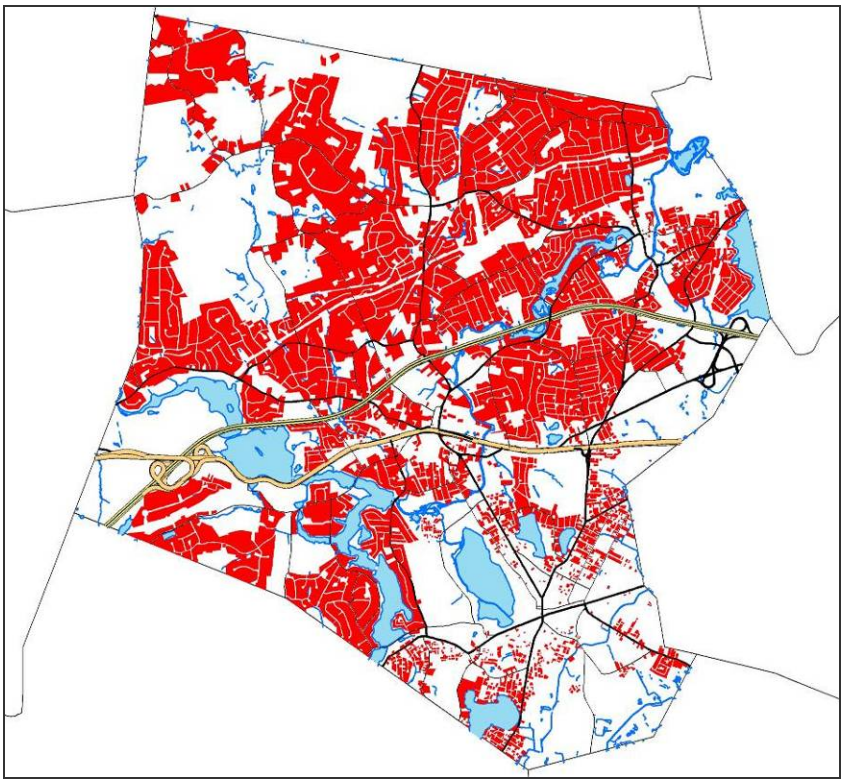
Source: Town of Framingham Assessing Database

* *The number of condominium "parcels" in the assessing database refers to the number of condominium units. The Town's Housing Plan identifies 96 parcels in condominium use comprising 138.5 acres of land.*

[10] Note that the data in Table 3 are based on the primary use coded for each parcel in the assessing database. They are therefore subject to some error, particularly when the primary use does not occupy the majority of the site. For example, when there is a single-family home on an oversized lot, the entire lot will be classified as residential, even though the "excess" land might better be classified as developable residential land.

Single-family residences account for 91% of the residential acreage, or 42% of the total parcel area. As shown in Figure 1, single-family dwellings are distributed throughout the town but concentrated more heavily to the west of Winter Street and to the north of the downtown area.[11]

Figure 1: Single-Family Residential Parcels

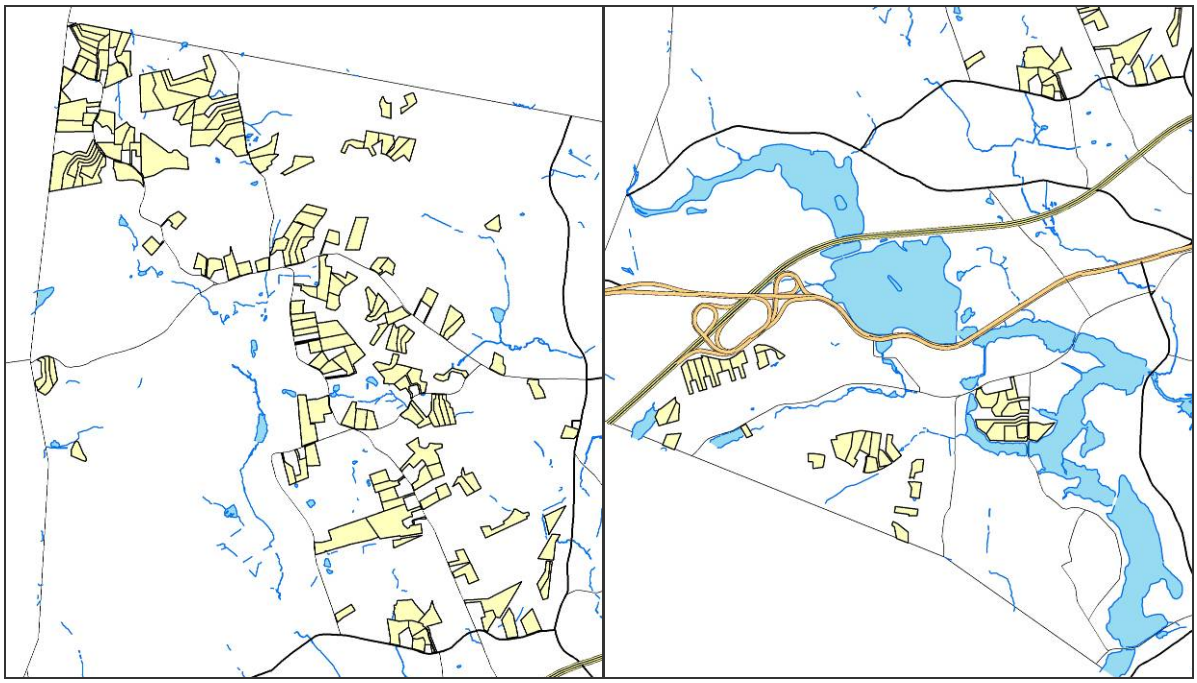


Source: Town of Framingham Geographic Information System

[11] The figures in the following discussion are based on the state land use codes as recorded in the Town's GIS database. These land use codes are missing for a number of records in the database, but the land use patterns depicted by the figures are generally accurate.

As noted earlier, the land use coding of the parcel data does not distinguish between a fully developed parcel and one that is oversized with potential for additional development. In order to identify potential growth areas, Figure 2 shows the parcels in the R-4 zoning district that are classified as single-family residences and are more than two acres (double the one-acre minimum lot area). There are 190 such parcels with a total of 680 acres of land, which would imply a maximum infill potential of 490 dwelling units. However, a review of Figure 2 reveals that the majority of these lots are narrow and deep, including many that have contorted boundaries designed to achieve the frontage and area required by zoning; and in addition much of the land area is constrained by conditions such as steep slopes. Consequently, these lots in general do not provide much residential growth potential.

Figure 2: Single-Family Residential Parcels Larger Than 2 Acres in the R-4 District (Northwest and Southwest Quadrants)

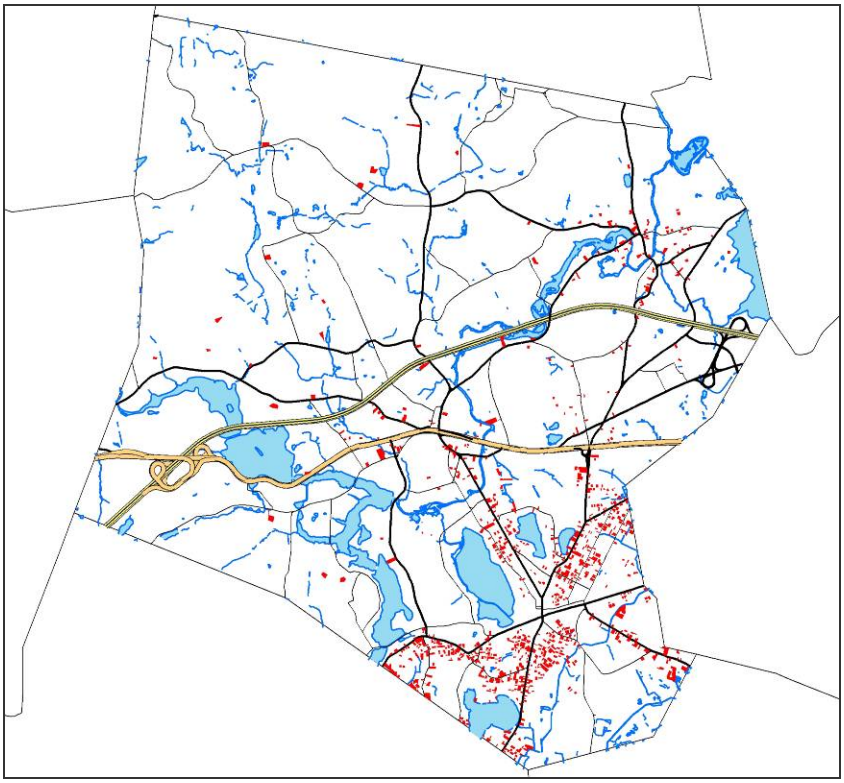


Source: Town of Framingham Geographic Information System

It should be noted that the above discussion is based on a survey of mapped parcels and general information concerning the Town's topography and geology, and is not a buildout analysis based on detailed investigation of each parcel's potential for additional development.

Two- and three-family dwellings are concentrated to the south of Route 9, particularly in the older neighborhoods within several blocks of Concord Street, Union Avenue, Waverley Street, Hollis Street and Beaver Street (see Figure 3). Smaller clusters of two- and three- family homes exist around Saxonville and Framingham Centre, and others are scattered throughout the Town.

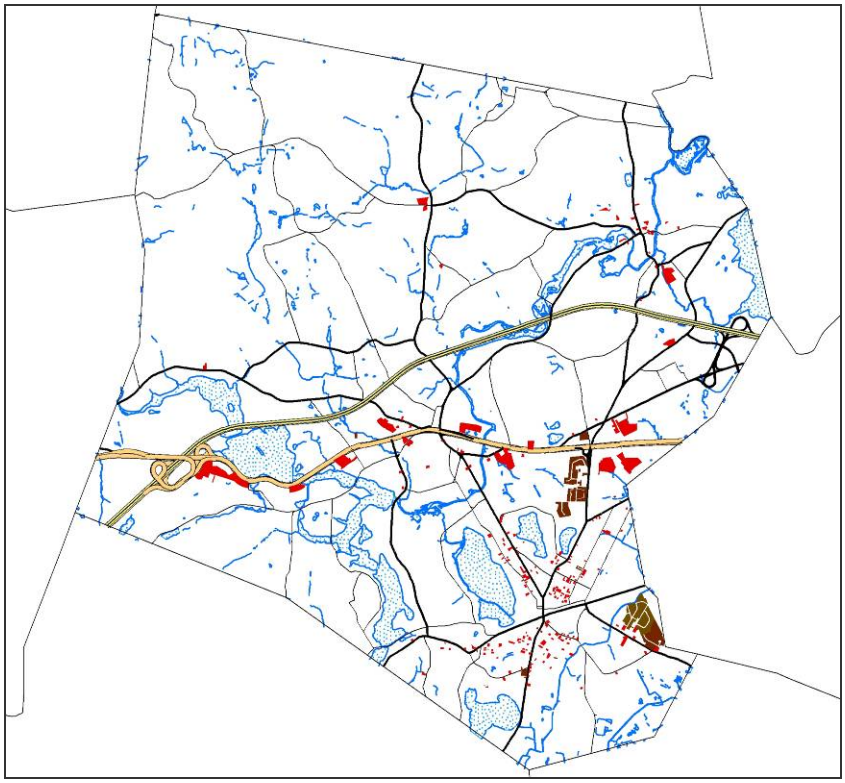
Figure 3: Two-Family and Three-Family Residential Parcels



Source: Town of Framingham Geographic Information System

Multifamily residential uses range from converted single-family homes with four or more units to large apartment and condominium complexes. Figure 4 depicts the distribution of the multifamily uses. Small multifamily properties are scattered around South Framingham close to the downtown area, with another cluster near Saxonville. Larger apartment and condominium complexes are located along Route 9 between Exit 12 and the Natick town line.

Figure 4: Multifamily Residential Parcels (Apartments and Condominiums)



Source: Town of Framingham Geographic Information System

Figure 4 also shows several public and quasi-public multifamily residential complexes, which are classified in the assessing database as "public service property" rather than as residential property. These include the Framingham Housing Authority's extensive developments along the west side of Concord Street between Route 9 and Hartford Street as well as smaller developments such as the former Memorial, and the large subsidized housing complex on Beaver and Second Streets in the South Side.

Commercial Land Use

Parcels in commercial land uses account for approximately 1,100 acres, or about 7 percent of Framingham's parcel acreage (Table 9). The largest use categories in terms of land area are general office buildings (327 acres) and shopping centers and malls (184 acres).

Table 9: Major Commercial Land Uses (Parcel Data)

Current Land Use	Land Use Code	No. of Parcels	Area (Acres)	Average Lot Area
Storage, Warehouses	316	50	99.4	1.99
Hardware	321	23	28.0	1.22
Shopping Centers/ Malls	323	21	183.7	8.75
Small Retail & Service (<10,000 sq ft)	325	117	51.7	0.44
Eating & Drinking Establishments	326	51	32.8	0.64
Auto Sales & Services	330	16	36.3	2.27
Auto Repair	332	58	28.2	0.49
Parking Lots	337	74	79.2	1.07
Other Motor Vehicles Sales	338	7	28.2	4.03
General Office Buildings	340	163	326.8	2.00
Subtotal		580	894.4	1.54
Other Commercial Uses		195	214.5	1.10
Total		775	1,109.0	1.43

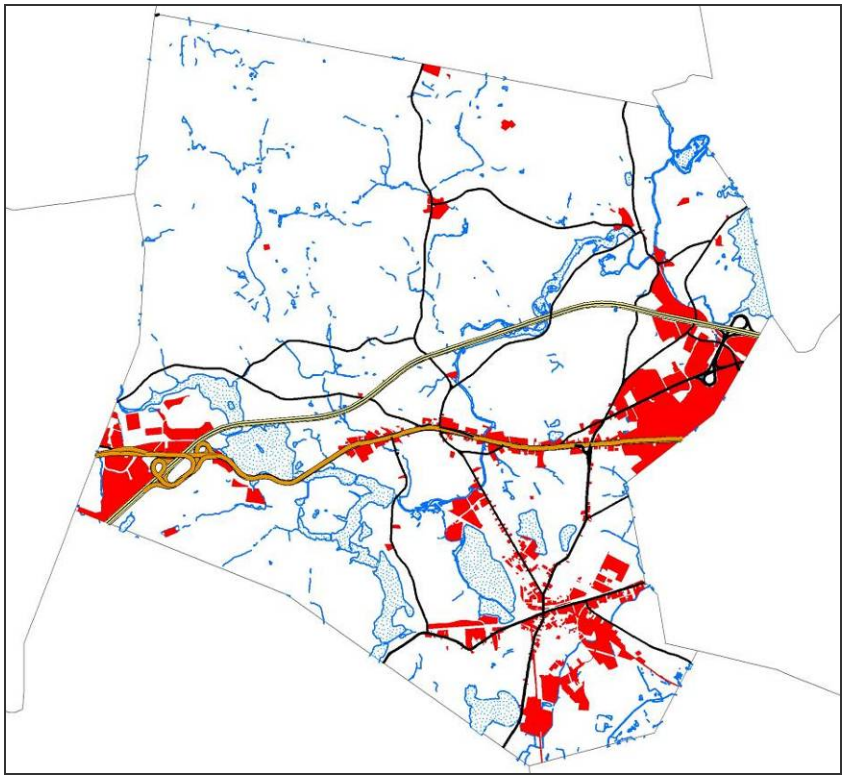
Source: Town of Framingham Assessing Database

Figure 5 depicts the distribution of commercial uses across the Town. Route 9 is Framingham's primary commercial spine, linking two major concentrations of commercial activities. From the Natick town line to Route 126, the Golden Triangle area is a major retail center with adjoining office parks. To the west, the 9/90 Crossing and Framingham Industrial Park (Technology Park) represent the second major commercial center, with a primary focus on office and R&D uses.

South Framingham includes several smaller yet significant clusters of commercial activity. As well as being the Town's civic and cultural center, Downtown Framingham provides retail and services for surrounding neighborhoods as well as some commercial and service uses with regional draws. Business uses extend outward from the downtown along all the major collector and arterial streets, including Concord Street (Route 126), Union Avenue and Lincoln Street to the north; Hollis Street (Route 126), Irving Street, Beaver Street, Blandin Avenue and Loring Avenue to the south; and Waverley Street (Route 135) to the east and west.

Smaller neighborhood-oriented clusters of commercial activity exist in Saxonville and Nobscot, as well as within the larger concentrations described above.

Figure 5: Commercial Parcels



Source: Town of Framingham Geographic Information System

Industrial Land Use

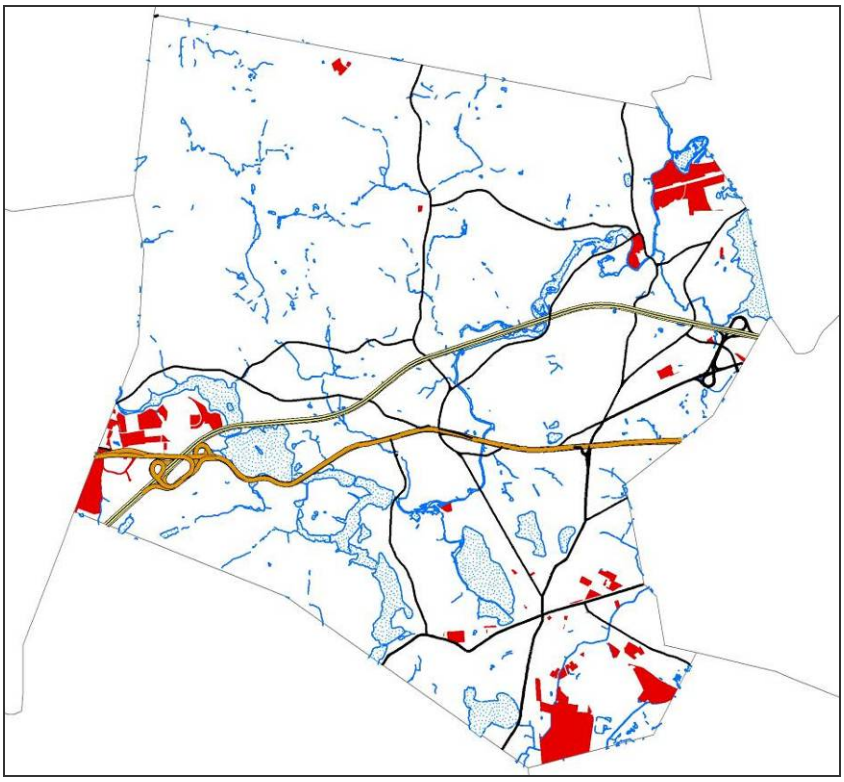
Industrial uses comprise only 3 to 4 percent of Framingham's parcel area. Table 10 summarizes the parcel data on industrial uses from the assessing database and Figure 6 shows the locations of these uses.

Table 10: Industrial Land Uses (Parcel Data)

Current Land Use	Land Use Code	No. of Parcels	Area (Acres)
Buildings for Manufacturing	400	24	74.1
Industrial Warehouses	401	8	153.9
Industrial Office Buildings	402	10	30.7
Accessory Land	403	1	1.5
Research & Development Facilities	404	10	84.8
Sand and Gravel	410	4	42.3
Electricity Regulating Stations	424	7	31.3
Natural Gas Storage	427	1	0.5
Telephone Exchange Stations	430	4	11.4
Telephone Relay Tower	431	7	9.4
Total Industrial Uses		76	439.7

Source: Town of Framingham Assessing Data

Figure 6: Industrial Parcels



Source: Town of Framingham Geographic Information System

Industrial uses in Framingham are concentrated primarily in two areas: on both sides of Route 9 west of the Massachusetts Turnpike Interchange 12 (Framingham Industrial

Park/Technology Park and 9/90 Crossing); and in the South Side between Hollis Street and Beaver Street. There are also some smaller scale industrial uses in the Northeast quadrant of the Town, along Concord Street and Old Connecticut Path.

The largest use category in terms of land area is “industrial warehouses” (land use classification code 401), a diverse category dominated by three parcels: the 109-acre ADESA Boston auto auction property (formerly General Motors) on Loring Drive and Western Avenue, a 19-acre parcel on New York Avenue owned by Bose Corporation, and the 18-acre Saxonville mill complex.

The next largest category is “research and development facilities” (land use code 404), consisting of 10 parcels totaling 84.8 acres. This category is dominated by parcels in the Technology Park area, owned by Bose Corporation and Genzyme Corporation.

Figure 6 shows a large industrial area in northeast Framingham at the Wayland town line. This is the former sand and gravel operation which is being developed as the “Danforth Green” residential planned unit development, which is zoned for industrial use but is also subject to a Planned Unit Development overlay district. This area, totaling approximately 131 acres, is classified as residential land in the assessing database and is therefore not included as industrial in Table 10.

Public and Semi-Public Lands

Public and semi-public lands exist in every part of Framingham, and include land owned by the Town, the Commonwealth of Massachusetts, and the United States government; religious and educational entities; charitable organizations, and housing and redevelopment authorities. Table 11 summarizes the public and nonprofit parcels by ownership, and Figure 7 shows the distribution of the parcels in public and nonprofit uses (excluding the MWRA reservoirs).

Table 11: Public and Nonprofit Land Use (Parcel Data)

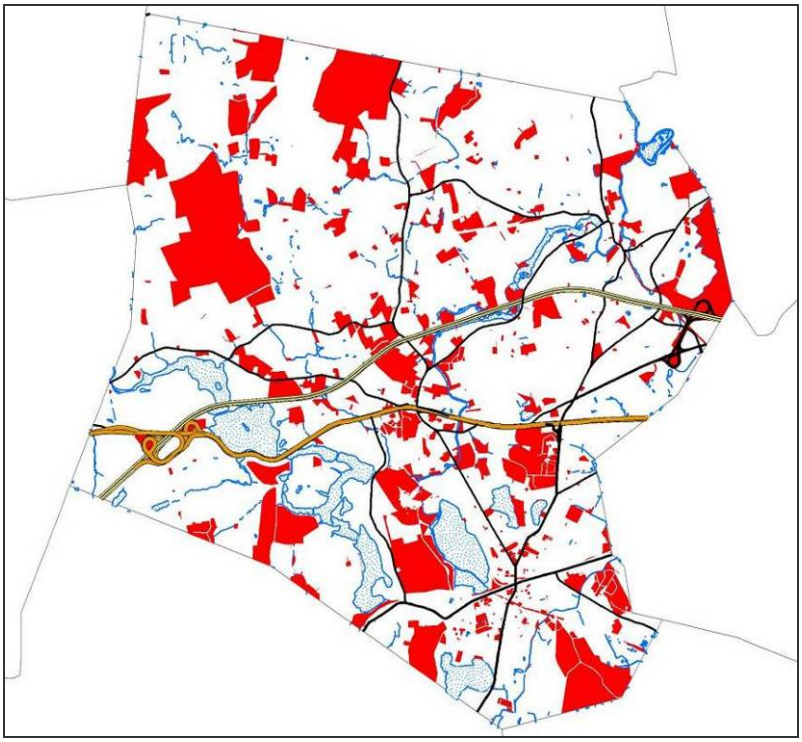
Current Land Use	Land Use Code	No. of Parcels	Area (Acres)
United States Properties	900	2	19.6
Municipalities	903	**384**	**1,318.4**
Colleges, Schools	904	17	36.5
Charitable Organizations	905	191	678.4
Churches, Synagogues and Temples	906	93	252.4
121A Corporation*	907	3	32.1
Housing Authority	908	27	61.8
Nonprofits	910	12	730.3
Commonwealth of Massachusetts			
Metropolitan District Commission, MWRA	901, 915, 925	19	1,388.0
Dept. of Corrections, Dept. of Youth Services	912, 922	12	281.4
Massachusetts Highway Department	924	6	158.6
Massachusetts Public Colleges and Universities	917, 927	24	62.0
Dept. of Public Health, Dept. of Mental Health	923	3	14.0
Judiciary	926	2	1.8
Other Commonwealth of Massachusetts:	929		
Massachusetts Bay Transportation Authority		8	13.4
Massachusetts Port Authority		2	6.8
Sudbury Aqueduct		6	5.3
Sudbury Watershed		1	4.1
State Total		**83**	**1,935.3**
Total Public Service Properties		812	5,064.8

*The three parcels coded as "121A Corporation" are subsidized residential developments on Second Street, owned by an entity named "Pelham Beaver Limited Partnership."

Source: Town of Framingham Assessing Data

The largest public landowner is the Commonwealth of Massachusetts, which has 83 parcels totaling more than 1,900 acres, or approximately 13 percent of the Town's total parcel area. These state properties represent a wide range of uses, including a major correctional facility (MCI Framingham in the southeast quadrant), two colleges (Framingham State and Massachusetts Bay Community College), two state parks (Callahan in the northwest quadrant, and Cochituate in the northeast quadrant), and Massachusetts Turnpike interchanges and service area. The largest component of this state land, totaling nearly 1,400 acres, is the Metropolitan Water Resources Authority's reservoir system (identified in the database primarily as "Metropolitan District Commission").

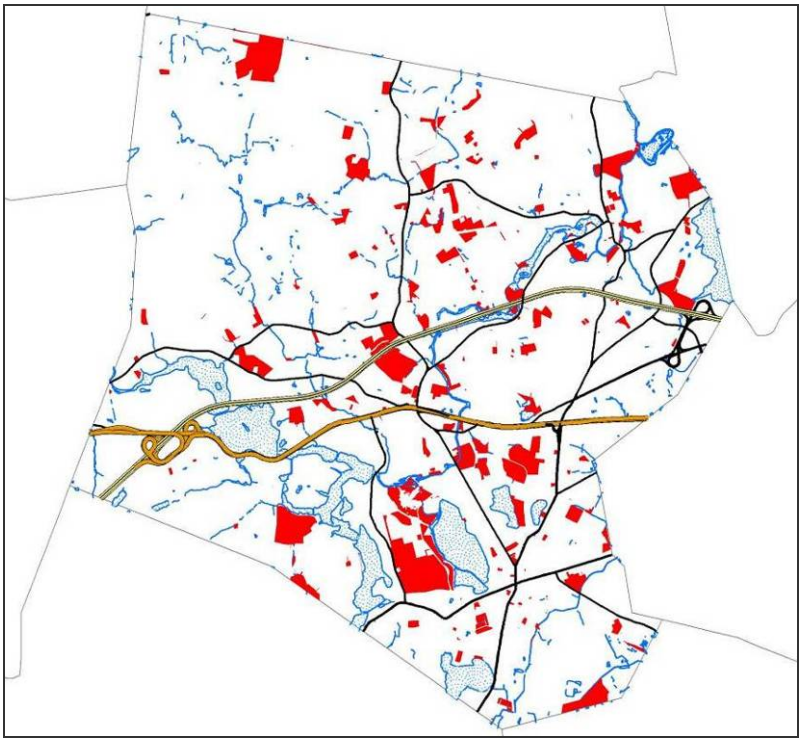
Figure 7: Public and Nonprofit Parcels



The Town has rezoned several parcels of state-owned land on Western Avenue and Merchant Road in the Southeast quadrant from Industrial to Residential (R-4). These properties are currently under the jurisdiction of the Department of Corrections, but include significant amounts of open space that would present the potential for residential development if the Commonwealth should determine that they are surplus to public needs.

The Town of Framingham is the second largest public landowner, with 384 parcels totaling almost 1,400 acres. This includes 313 acres under the jurisdiction of the School Department, 289 acres under the Conservation Commission, 227 acres under the Park and Recreation Department, 99 acres of tax title property, and other land used for various municipal departments including Fire, Public Works (Water, Sewer, Highway), and Cemeteries. Figure 8 shows just the parcels owned by the Town of Framingham.

Figure 8: Municipal Parcels



Source: Town of Framingham Geographic Information System

Vacant Developable Land

Approximately 870 acres of land in Framingham are classified as vacant by the Assessors. These parcels are summarized by zoning district and development capability in Table 12.

Table 12: Vacant Parcels by Zoning and Development Capability

Zoning District	Developable	Potentially Developable	Undevelopable	Total
G	19.2	7.2	32.5	58.8
R-1	66.0	23.3	44.8	134.0
R-3	34.2	0.4	50.5	85.2
R-4	164.5	48.2	69.2	281.9
P	0.3	0.0	0.2	0.4
B	5.0	13.4	3.4	21.8
B-1	1.0	0.0	0.1	1.1
B-2	1.1	0.0	0.0	1.1
CB	1.8	0.0	0.0	1.8
M	38.3	123.0	14.0	175.3
M-1	48.6	53.5	0.6	102.7
TP	2.0	0.5	3.4	5.9
OSR	0.0	0.5	0.0	0.5
All Districts	381.9	269.9	218.7	870.5

Source: Town of Framingham Assessing Data

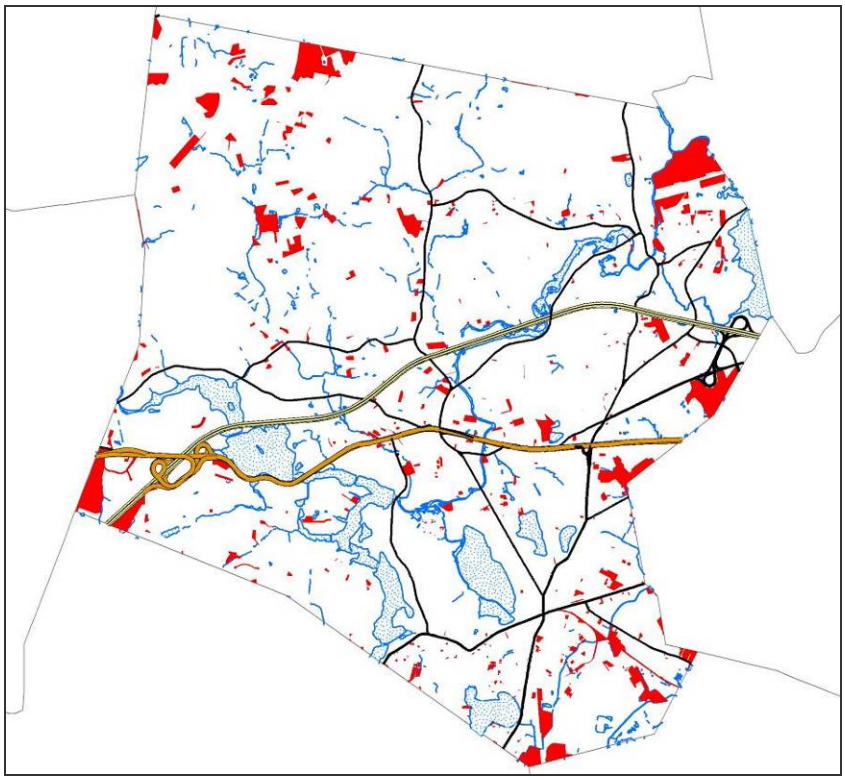
The assessing database classifies these vacant parcels according to their potential for development. About 44 percent of the vacant land area is classified as "developable," 31 percent as "potentially developable," and 25 percent as "undevelopable."

The residential districts contain a total of 363 acres of land classified as "developable" or "potentially developable," including 212.7 acres in the R-4 district and 89 acres in the R-1 district. Based solely on minimum required lot areas (that is, without factoring in any development constraints due to soils, topography, lot shape or other features), the maximum potential residential growth represented by these vacant parcels is 955 additional single-family homes as indicated below.

Zoning District	Developable or Potentially Developable	Maximum Density (Dwelling Units per Acre)	Maximum Potential for New Dwelling Units
G	26.4	10.89	262
R-1	89.3	5.45	441
R-3	34.6	2.18	65
R-4	212.7	1.00	187
	363.0		955

Figure 9 depicts the locations of the vacant parcels. Note that some of these parcels are also shown in Figures 5 and 6 (the commercial and industrial groupings include "vacant commercial land" and "vacant industrial land").

Figure 9: Vacant Parcels



Source: Town of Framingham Geographic Information System

In addition to parcels identified as "vacant", another category of land with potential for development includes those parcels that are currently designated as being in agricultural, forestry or recreational use, particularly those that receive lower property tax assessments under the State's Chapter 61, 61A and 61B programs. Table 13 summarizes the data from the Town's assessing database on parcels that fall into these classifications. In addition to 308 acres of agricultural and forest land, there are 237 acres of land in parcels that are primarily residential but also partially in Chapter 61, 61A or 61B. Thus, parcel in Framingham that are wholly or partially agricultural total 545 acres. Although a detailed build-out analysis of these parcels has not been completed, they could contain the potential for up to 400 residential lots depending on their physical characteristics and natural constraints.

Table 13: Mixed Residential and Agricultural Land Use (Parcel Data)

Current Land Use	Land Use Code	No. of Parcels	Area (Acres)
Mixed Residential / Agricultural / Recreational			
Primarily Residential, Part Chapter 61 (Forest)	016	1	4.8
Primarily Residential, Part Chapter 61A (Agriculture)	017	7	98.4
Primarily Residential, Part Chapter 61B (Recreational)	018	9	133.7
Total Mixed Residential / Ag / Rec		17	236.9
Agricultural			
Chapter 61	601	5	33.3
Truck Crops -- vegetables	712	4	13.1
Productive Woodland (trees, woodlots)	717	5	143.8
Pasture	718	1	112.0
Ag areas wetlands, scrub, rockland	722	1	6.0
Total Agricultural		16	308.2
Total Mixed Residential and Agricultural Properties		33	545.11

Source: Town of Framingham Assessing Data

Residential development in Framingham over the past three decades as been primarily in the form of single-family dwellings on individual lots. Recently, there has been more interest in other development patterns, including mixed-use development and planned unit developments (such as the Danforth Green PUD currently being developed in Saxonville). These alternative forms can offer opportunities to accommodate development with lower fiscal and environmental impacts relative to conventional single-family subdivisions, and they may therefore be of increasing benefit to Framingham as it considers the development potential of the Town's remaining large open parcels.

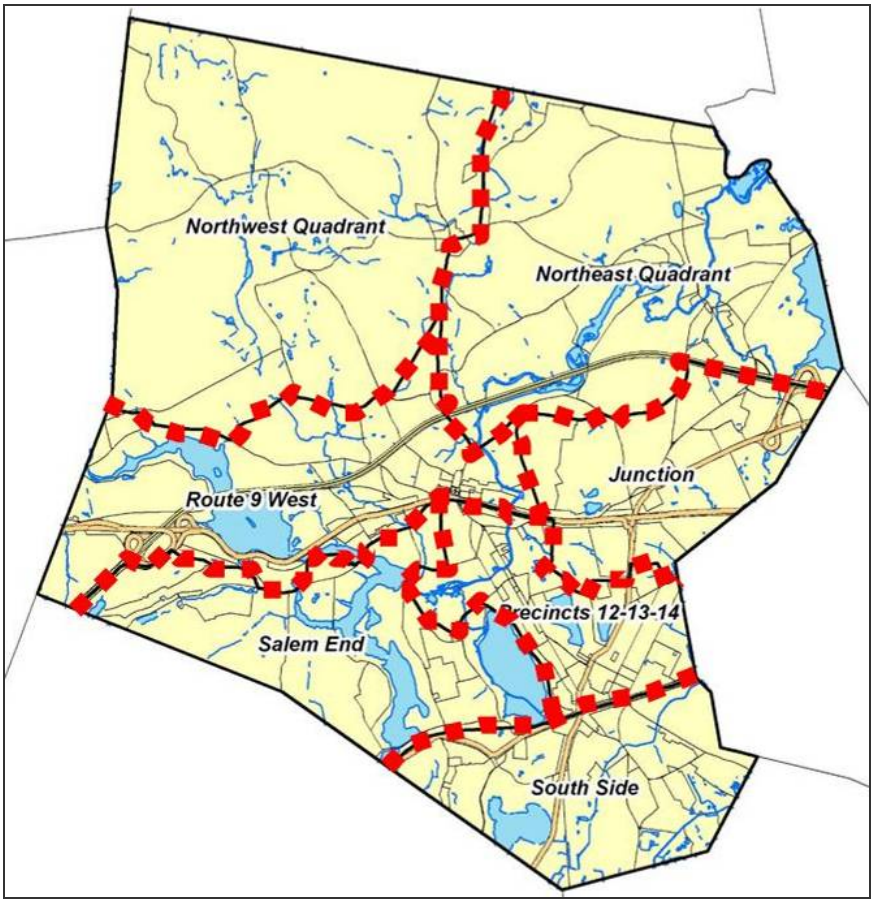
Planning Areas

In order to take a closer look at Framingham's land use patterns, a preliminary delineation of planning areas has been made by combining groups of precincts, as follows:

Planning Area	Precincts
Northwest Quadrant	1, 4
Northeast Quadrant	2, 3, 5, 6
Route 9 West	7, 10
Route 9 East (Framingham Junction)	8, 9
Salem End	11
Precincts 12-13-14	12, 13, 14
South Side	15, 16, 17, 18

These planning areas are depicted in Figure 10.

Figure 10: Preliminary Planning Areas



There very likely are areas where the actual neighborhoods as understood by residents do not coincide with the precinct boundaries, and the delineation shown in Figure 10 should

be considered a working draft for the purpose of this existing conditions analysis. Further discussion in later stages of the Master Plan can refine the planning area or neighborhood breakdown.

Table 14 and Table 15 summarize the land use data from the Town's assessing database for these preliminary planning areas. The following sections then provide more detailed land use analysis tables and descriptions for each planning area.

Table 14: Parcel Acreage by Land Use and Planning Area

	Town	NW Quad	NE Quad	Route 9 West	Route 9 East	Salem End	Pcts 12,13,14	South Side
Residential								
•Single-Family	6,366	2,023	1,995	634	447	786	272	210
•Other Residential	657	82	84	82	72	40	121	174
Commercial	1,109	15	62	260	425	37	130	180
Industrial	440	10	58	124	20	1	28	199
Mixed Use								
•Residential/Commercial	50	12	3	1	3	-	18	13
•Other Mixed Use	238	211	-	26	-	-	0	0
Agricultural	308	299	-	-	-	-	-	9
Recreation	169	20	-	2	-	147	-	-
Public & Non-Profit								
•Town of Framingham	1,318	184	378	151	102	245	135	125
•Other	3,746	1,226	286	242	199	212	120	1,461
Vacant Land								
•Developable	399	154	46	60	79	12	16	33
•Potentially Developable	320	19	132	15	52	18	20	66
•Undevelopable	175	49	33	26	8	16	11	32
TOTAL	15,295	4,306	3,076	1,622	1,406	1,513	870	2,503

Source: Town of Framingham Assessing Database

Table 15: Distribution of Land Use Acreage Within Planning Areas

	Town	NW Quad	NE Quad	Route 9 West	Route 9 East	Salem End	Pcts 12,13,14	South Side
Residential								
•Single-Family	42%	47%	65%	39%	32%	52%	31%	8%
•Other Residential	4%	2%	3%	5%	5%	3%	14%	7%
Commercial	7%	0%	2%	16%	30%	2%	15%	7%
Industrial	3%	0%	2%	8%	1%	0%	3%	8%
Mixed Use								
•Residential/Commercial	0%	0%	0%	0%	0%	0%	2%	1%
•Other Mixed Use	2%	5%	0%	2%	0%	0%	0%	0%
Agricultural	2%	7%	0%	0%	0%	0%	0%	0%
Recreation	1%	0%	0%	0%	0%	10%	0%	0%
Public & Non-Profit								
•Town of Framingham	9%	4%	12%	9%	7%	16%	15%	5%
•Other	24%	28%	9%	15%	14%	14%	14%	58%
Vacant Land								
•Developable	3%	4%	1%	4%	6%	1%	2%	1%
•Potentially Developable	2%	0%	4%	1%	4%	1%	2%	3%
•Undevelopable	1%	1%	1%	2%	1%	1%	1%	1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%

Northwest Quadrant

The Northwest Quadrant has the largest acreage of both single-family residential and agricultural land in Framingham, and is the only part of the town with no significant commercial or industrial development. As a result this area has a rural character compared to the rest of the Town.

Most of the Northwest Quadrant is zoned for single-family residences with a minimum lot area of one acre. The area near Pleasant Street and Belknap Road at the southern edge of the Quadrant is zoned for half-acre lots, and the Windsor Drive condominium development on Edgell Road north of Nobscot Center is zoned General Residence. The only nonresidential zoning in this planning area is the small Community Business (B-2) district surrounding the intersection of Edgell Road with Edmands Road and Water Street in Nobscot center (at the eastern edge of the Northwest Quadrant).

Reflecting the zoning pattern, nearly 50 percent of the total parcel area is developed residentially, almost all of it as single-family homes. Much of the remaining land is open space. Nearly one-third of the Quadrant's parcel area is owned by public entities and non-profit organizations, including Callahan State Park, the Nobscot Boy Scout Reservation, and a number of parcels owned by the Sudbury Valley Trustees. Other private land also contributes to the extensive open space system, including the private Millwood Farms Golf Course (20 acres) and several farms totaling nearly 300 acres, which represent 97

percent of the Town's farmland. Some farmland and other open spaces that are in private ownership are subject to conservation restrictions held by the Sudbury Valley Trustees or agricultural preservation restrictions, both of which preserve the land in its current use.

Approximately 173 acres (or 4% of the Northwest Quadrant) is classified by the Town's Assessors as developable or potentially developable land, including some large parcels. This represents 45% of the remaining developable or potentially developable land in the town. However, development within this quadrant is restricted by steep slopes, depth to bedrock, and flood plains.

Table 16: Parcels and Acreage by Land Use, Northwest Quadrant

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	2,307	2,023	0.88	47%	**32%**
• Other Residential	729	82	0.11	2%	13%
Commercial	11	15	1.35	0%	1%
Industrial	7	10	1.45	0%	2%
Mixed Use					
• Residential/Commercial	2	12	6.04	0%	24%
• Other Mixed Use	14	211	15.08	5%	**89%**
Agricultural	13	299	23.03	7%	97%
Recreation	2	20	10.19	0%	12%
Public & Non-Profit					
• Town of Framingham	42	184	4.39	4%	14%
• Other	59	1,226	20.78	28%	33%
Vacant Land					
• Developable	29	154	5.31	4%	39%
• Potentially Developable	12	19	1.60	0%	6%
• Undevelopable	53	49	0.93	1%	28%
TOTAL	3,280	4,306	1.31	100%	28%

Northeast Quadrant

The Northeast Quadrant area extends from Nobscot to the Wayland town line and from the Sudbury town line to the Massachusetts Turnpike, and includes Saxonville village as well as Lake Cochituate. Single-family homes comprise about two-thirds of the area, making this the most residential of the seven planning areas; and public and nonprofit uses make up about one-fifth of the total. The public uses includes almost 30 percent of the land owned by the Town, consisting of schools, several small parks and playgrounds, the Walsh Athletic Complex, and Saxonville Beach along Lake Cochituate. Commercial and industrial properties represent only about 5 percent of the Northwest Quadrant's acreage, and are located primarily in three areas: Saxonville Village, Nobscot Center, and on the north side of the Massachusetts Turnpike between Concord Street (Route 126) and Old Connecticut Path..

About 52 percent of the Town's land classified as "developable" or "potentially developable" (178 acres) is located in this quadrant. Included in this is the 131-acre Danforth Landing planned unit development, north of Old Connecticut Path between the Sudbury River and the Wayland town line. This development will create 525 new dwelling units (including 53 affordable units) and will be the major source of residential growth in the near future.

Table 17: Parcels and Acreage by Land Use, Northeast Quadrant

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	4,908	1,995	0.41	65%	31%
• Other Residential	270	84	0.31	3%	13%
Commercial	42	62	1.47	2%	6%
Industrial	5	58	11.63	2%	13%
Mixed Use					
• Residential/Commercial	8	3	0.41	0%	7%
• Other Mixed Use	0	0		0%	0%
Agricultural	0	0		0%	0%
Recreation	0	0		0%	0%
Public & Non-Profit					
• Town of Framingham	107	378	3.53	12%	29%
• Other	82	286	3.49	9%	8%
Vacant Land					
• Developable	36	46	1.27	1%	11%
• Potentially Developable	30	132	4.39	4%	41%
• Undevelopable	57	33	0.58	1%	19%
TOTAL	5,545	3,076	0.55	100%	20%

Route 9 West

The Route 9 West area extends from Framingham Centre to the Southborough town line and includes the 9/90 Corporate Center and the Framingham Industrial Park (Technology Park). This area contains almost a quarter of the Town's commercially developed land and more than a quarter of the Town's land in industrial uses.

Permitted uses in the 9/90 Corporate Center include manufacturing, light industrial, R&D and laboratory, office, and retail. Permitted uses in the Technology Park include R&D, light manufacturing, printing and delivery services, storage and distribution, and business and professional offices. The Technology Park and the 9/90 Corporate Center together host the headquarters of Staples Corporation and Bose Corporation, as well as several Genzyme Corporation facilities. Genzyme is planning to expand its presence with the construction of a new biotech drug manufacturing plant in the Technology Park, which is being supported by a $12.9 million state appropriation for water and waste water system infrastructure improvements.

Residential uses comprise 44 percent of the parcel area in the Route 9 West planning area. Single-family residences account for 96 percent of the area of residential parcels, but this ratio is deceptive because the remaining area includes several large multi-family residential complexes along Worcester Road (Chapel Hill, Jefferson Hills, Jefferson Terrace, Jefferson Village, etc.). For the census tract within which these complexes are located, the 2000 U.S. Census counted 1,921 dwelling units in structures with 50 or more units, compared to 1,127 single-family units. The residential densities of these developments are high compared to other parts of Framingham, but are balanced by the expansive reservoir system on the north side of Worcester Road, and by the Framingham Country Club and wetlands associated with the reservoirs behind the complexes.

Table 18: Parcels and Acreage by Land Use, Route 9 West

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	1,144	634	0.55	39%	10%
• Other Residential	1,089	82	0.08	5%	12%
Commercial	125	260	2.08	16%	**23%**
Industrial	16	124	7.74	8%	**28%**
Mixed Use					
• Residential/Commercial	5	1	0.28	0%	3%
• Other Mixed Use	3	26	8.59	2%	11%
Agricultural	0	0		0%	0%
Recreation	1	2	2.16	0%	1%
Public & Non-Profit					
• Town of Framingham	45	151	3.35	9%	11%
• Other	53	242	4.56	15%	6%
Vacant Land					
• Developable	31	60	1.92	4%	15%
• Potentially Developable	13	15	1.15	1%	5%
• Undevelopable	32	26	0.81	2%	15%
TOTAL	2,557	1,622	0.63	100%	11%

The Route 9 West planning area also includes retail development along Route 9 between Temple Street and Prospect Street, and the historic Framingham Centre district along Pleasant Street and Edgell Road.

Only 5% of the land in this area (or about 75 acres) has development potential. About half of this land is represented by a single 33.5-acre parcel owned by Staples Corporation at the end of Staples Drive (abutting the Southborough town line), which is identified in the assessing database as developable industrial land. The remainder of this planning area's developable land consists of scattered small parcels.

Route 9 East

The Route 9 East area extends along Route 9 and Route 30 from Prospect Street and Main Street to the Natick town line. This area encompasses Framingham's major retail center and includes several regional and subregional shopping centers and large-format ("big box") stores.

Route 9 East is part of the "Golden Triangle," a continuous commercial area in Framingham and Natick which was New England's second-largest retail center in the 1970s and 1980s. In 1991 the Golden Triangle was the focus of an extensive zoning and regulatory plan that resulted in the creation of an innovative overlay zone. The Golden Triangle Plan incorporated both regulatory guidelines and appropriate incentives to encourage private development that would also serve identified public needs and purposes. The zoning measures that were developed for the Golden Triangle included revisions to development intensity limits and open space requirements; improved landscaping and screening standards; and a density bonus system under which increases in floor area are tied to the provision of public benefit amenities. The recommended standards were implemented through the establishment of two new overlay districts: a Regional Center district encompassing the Golden Triangle itself, and a Highway Corridor district comprised of the remainder of the Route 9 corridor.

Shoppers World, the second suburban shopping mall in the United States, was redeveloped in the 1990s as a "power center" with 800,000 square feet of retail space. The Framingham Mall is located north of Route 30 and includes major retailer Target as the anchor store as well as Home Goods. Other major retailers in this area include Wal-Mart on Route 9, and Lowe's and REI on Route 30.

Elsewhere in the Route 9 East area there are several large multifamily developments, including the Bayberry Hills apartment complex on Dinsmore Avenue off Route 9. Single-family subdivisions to the north of Route 30 and to the east of Concord Street date from the 1960s.

The Town's FY2007 assessing database lists 26 parcels of "developable" or "potentially developable" land totaling 131 acres (36% of the Town's total parcel area in these two categories). However, much of this land has serious natural constraints to development, including 54 acres between Shoppers World, Route 30, Speen Street and Flutie Pass (almost entirely wetlands); 36 acres between the Bayberry Hill apartments, Phelps Road and Hartford Street (wetlands and steep slopes); and several acres at the end of Sealtest Drive (wetlands). Also included in the "developable land" category is a 14-acre parcel on Lockland Avenue owned by Wayside Youth and Family Support, Inc., which is currently being developed as a residential campus for the organization's youth programs. In actuality, therefore, there is little potential for conversion of open land to development in this area, and any growth will likely occur through redevelopment of existing developed parcels.

Table 19: Parcels and Acreage by Land Use, Route 9 East

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	1,523	447	0.29	32%	7%
• Other Residential	131	72	0.55	5%	11%
Commercial	176	425	2.42	30%	**38%**
Industrial	6	20	3.28	1%	4%
Mixed Use					
• Residential/Commercial	12	3	0.23	0%	5%
• Other Mixed Use	0	0		0%	0%
Agricultural	0	0		0%	0%
Recreation	0	0		0%	0%
Public & Non-Profit					
• Town of Framingham	24	102	4.23	7%	8%
• Other	30	199	6.65	14%	5%
Vacant Land					
• Developable	19	79	4.17	6%	20%
• Potentially Developable	7	52	7.39	4%	16%
• Undevelopable	26	8	0.30	1%	4%
TOTAL	1,954	1,406	0.72	100%	9%

Salem End

The Salem End planning area includes the residential areas along Salem and Parker Roads and neighborhoods to the south along Badger Road, Singletary Lane and Winter Street, as well as the park and recreational areas along Farm Pond and at the former Cushing Hospital. This corner of Framingham that abuts Salem includes the Framingham Country Club, representing a large portion of the Town's private recreation land.

Just over 50 percent of the land in this area is in single-family residential use with another 30 percent in public or non-profit uses. The public use parcels include several large recreational facilities along Dudley Road: Farm Pond Park, the Long Field complex, Loring Arena and Tercentennial Park (part of the former Cushing State Hospital property). Adjoining these recreational areas are Keefe Regional Technical High School and Barbieri Elementary School.

Table 20: Parcels and Acreage by Land Use, Salem End

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	1,285	786	0.61	52%	12%
• Other Residential	282	40	0.14	3%	6%
Commercial	13	37	2.84	2%	3%
Industrial	1	1	1.07	0%	0%
Mixed Use					
• Residential/Commercial	0	0		0%	0%
• Other Mixed Use	0	0		0%	0%
Agricultural	0	0		0%	0%
Recreation	6	147	24.44	10%	87%
Public & Non-Profit					
• Town of Framingham	29	245	8.44	16%	19%
• Other	40	212	5.29	14%	6%
Vacant Land					
• Developable	8	12	1.46	1%	3%
• Potentially Developable	8	18	2.22	1%	6%
• Undevelopable	16	16	0.98	1%	9%
TOTAL	1,688	1,513	0.90	100%	10%

Precincts 12-13-14

This planning area includes the part of Framingham Centre south of Route 9 and the part of the downtown north of the railroad tracks (i.e., the Concord Street-Union Avenue Central Business District), and contains a wide variety of civic, professional, and business uses as well as cultural and educational facilities. Just north of the central business district, MetroWest Medical Center–Framingham Union Hospital on Lincoln Street is surrounded by medical offices and related facilities. North on Concord Street are the Framingham District Court and a cluster of legal offices.

Schools include Framingham State College, Massachusetts Bay Community College, and several public and private elementary and middle schools. Cultural uses include the Framingham Historical Society Museum, the Danforth Museum, the Performing Arts Center, and the Fountain Street Artists Studios.

This planning area has the highest percentage of land devoted to residential uses other than single-family homes (14%, compared to 4% townwide), and the second-highest acreage in these uses (121 acres). Large multifamily developments are along Bishop Street, and smaller multifamily structures are present throughout the planning area.

Not included in the residential acreage are the parcels owned by the Framingham Housing Authority, which the assessing database counts as "public" uses. This planning area includes the Housing Authority's largest public housing developments, located along

the west side of Concord Street between Normandy Road and Route 9. These include multi-family housing, elderly housing and veterans housing.

Several rail lines converge in the southern portion of the area near the downtown, and Nevins Yard is an important freight facility. Framingham's MBTA Commuter Rail station is located on Waverley Street.

The former Dennison Manufacturing Company, which was a significant economic base for the Town, is being redeveloped as a mixed use development with loft-style condominiums as well as office and commercial space.

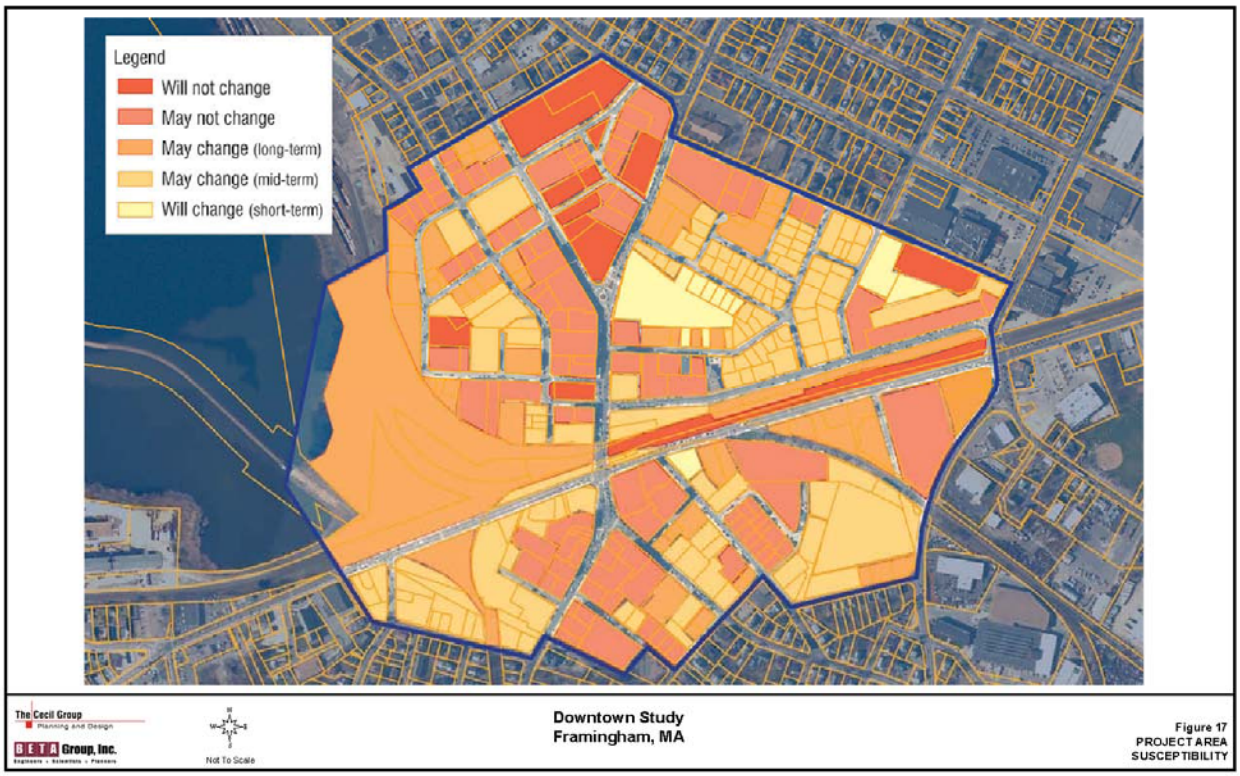
Table 21: Parcels and Acreage by Land Use, Precincts 12-13-14

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	1,188	272	0.23	31%	4%
• Other Residential	897	121	0.14	14%	18%
Commercial	234	130	0.56	15%	12%
Industrial	13	28	2.14	3%	6%
Mixed Use					
• Residential/Commercial	48	18	0.37	2%	36%
• Other Mixed Use	1	0	0.27	0%	0%
Agricultural	0	0		0%	0%
Recreation	0	0		0%	0%
Public & Non-Profit					
• Town of Framingham	86	135	1.56	15%	10%
• Other	82	120	1.46	14%	3%
Vacant Land					
• Developable	24	16	0.66	2%	4%
• Potentially Developable	24	20	0.81	2%	6%
• Undevelopable	46	11	0.23	1%	6%
TOTAL	2,643	870	0.33	100%	6%

As part of the downtown rail crossing study, The Cecil Group prepared an Urban Design and Land Use Assessment[12] that included an analysis of parcels in the downtown that are "susceptible to change" in land use. The results of the analysis are illustrated in Figure 11.

[12] *Framingham Downtown Study – Technical Memorandum On Existing Conditions – Urban Design And Land Use Assessment*, The Cecil Group, Inc., March 2008, pages 44-46.

Figure 11: Downtown Framingham Parcels – Susceptibility to Change



The area covered by the "susceptibility-to-change analysis" in Figure 11 includes parcels in both the Precinct 12-13-14 and South Side planning areas. The results of the analysis were described in the report as follows:

- Areas that are not expected to change include the Town's civic and cultural institutions (the Cultural Triangle) and the historic commercial buildings along Route 126 (with the exception of the Arcade Building).
- Areas that are expected to change in the short term are represented by the proposed and ongoing redevelopment projects: the proposed Arcade mixed-use redevelopment, the large building still vacant in the Dennison Triangle (Dennison Crossing), and the health care offices under construction at the corner of South and Waverley Streets.
- Areas perceived as being susceptible to change in the mid- to long-term include parcels located next to proposed and current developments that are considered to be relatively "soft" due to the age and conditions of their buildings, or to the presence of large tracts of visibly underutilized parking.
- Areas perceived as being susceptible to change in the long term have been identified as being those areas that are not planned or proposed to change at this point, but that could become significant assets in the long-term as potential areas for redevelopment or recreational open space, should changes in ownership or attitude from the part of their owners take place.

South Side

The South Side area is a complex mix of commercial, industrial, public and high-density residential uses. Commercial uses extend outward from the central business district along Waverly Street (Route 135) and from Dennison Crossing south along Beaver Street. This area includes the south side of downtown area and has 45 percent of the Town's industrial properties along the railroad corridors off Western Avenue and Leland Street, including the ADESA auto auction site (former General Motors assembly plant).

Much of the residential uses are multi-family and there is a higher concentration of rental properties here. The South Side contains more than one-quarter of the Town's non-single-family residential acreage and only 3 percent of its single-family acreage.

Public and non-profit properties that are not Town-owned comprise 58% of this area's land area and include the Massachusetts Correction Institution (a women's prison) and the former Bethany Convent (now the Bethany Hill School and Bethany Health Care Center). Also in this category is the extensive public housing area between Beaver Street and the Natick town line.

Table 22: Parcels and Acreage by Land Use, South Side

	Number of Parcels	Total Parcel Area (Acres)	Average Parcel Area (Acres)	Percent of Parcel Acres in This Planning Area	Percent of Town's Total Parcel Acres in This Land Use
Residential					
• Single-Family	953	210	0.22	8%	3%
• Other Residential	962	174	0.18	7%	**27%**
Commercial	174	180	1.03	7%	16%
Industrial	28	199	7.10	8%	**45%**
Mixed Use					
• Residential/Commercial	44	13	0.29	1%	25%
• Other Mixed Use	1	0	0.37	0%	0%
Agricultural	3	9	2.93	0%	3%
Recreation	0	0		0%	0%
Public & Non-Profit					
• Town of Framingham	51	125	2.45	5%	9%
• Other	82	1,461	17.82	**58%**	**39%**
Vacant Land					
• Developable	45	33	0.74	1%	8%
• Potentially Developable	24	66	2.73	3%	20%
• Undevelopable	82	32	0.40	1%	19%
TOTAL	2,449	2,503	1.02	100%	16%

Zoning

Framingham's overall zoning pattern is depicted in Figure 12. Residential zoning districts comprise more than four-fifths of the Town's area, while 5 percent is zoned for business uses and 11 percent for industrial uses. The largest business areas are along the major road corridors, particularly Worcester Road (Route 9), Waverley Street (Route 135), Concord Street (Route 126) and Union Avenue. Smaller business districts are in historic centers: Saxonville, Nobscot and Framingham Centre.

Figure 12: Generalized Zoning

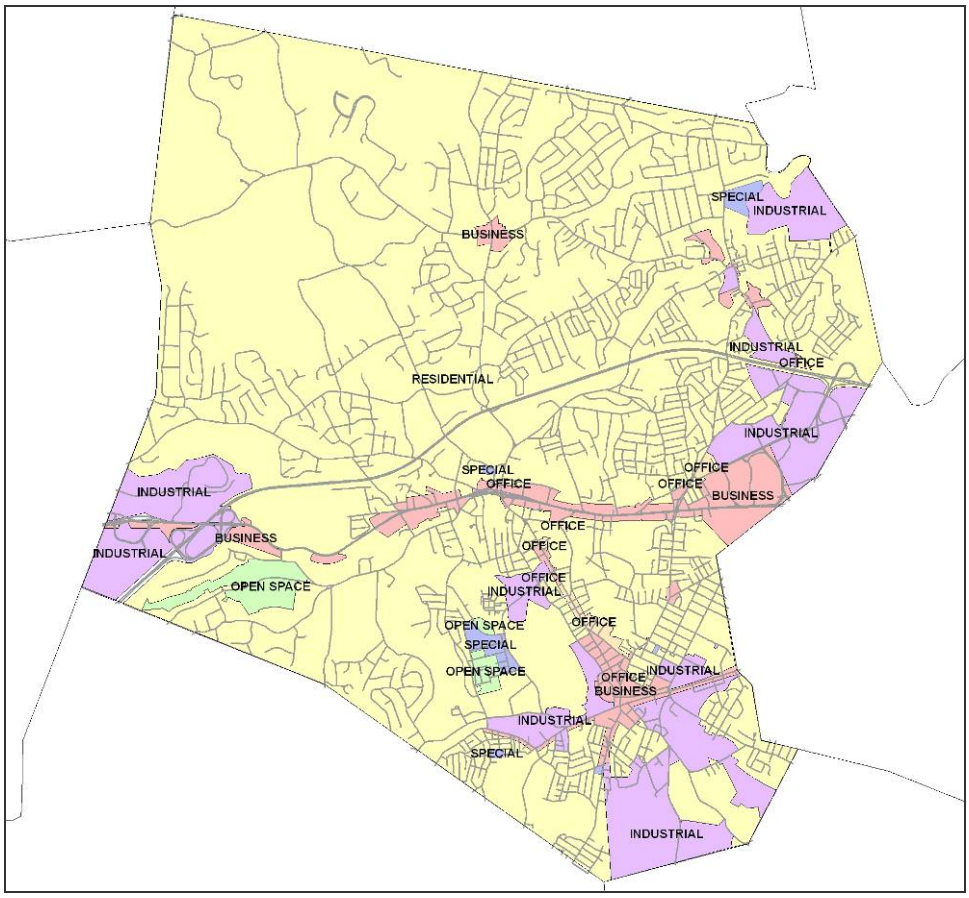


Table 23 lists the specific zoning districts within each broad category, and the total acreage of these districts; and Table 24 presents the number of parcels and total and average parcel acreage by zoning district.

Table 23: Total Acreage by Zoning District

District	Total Area (Acres)	Percent of Total
Residential		
General Residence (G)	1,209	
Single Family Residence – 8,000 SF Lots (R-1)	3,951	
Single Family Residence – 12,000 SF Lots (R-2)	6	
Single Family Residence – 20,000 SF Lots (R-3)	3,604	
Single Family Residence – 43,560 SF Lots (R-4)	5,204	
Subtotal	**13,975**	82.6%
Commercial		
Business (B)	583	
Neighborhood Business (B-1)	22	
Community Business (B-2)	68	
General Business (B-3)	3	
Central Business (CB)	103	
Office And Professional (P)	75	
Subtotal	**855**	5.1%
Industrial		
General Manufacturing (M)	1,085	
Light Manufacturing (M-1)	534	
Technology Park (TP)	190	
Subtotal	**1,810**	10.7%
Special Districts		
Planned Reuse (PRD)	39	
Geriatric Care/Elderly Housing (G-E)	47	
Subtotal	**86**	0.5%
Open Space/Recreation (OSR)	**196**	1.2%
Total – All Zoning Districts	**16,922**	100%

Source: Town of Framingham Geographic Information System

Table 24: Framingham Parcels by Zoning District

District	Parcels	Total Parcel Area	Average Lot Area
Residential			
General Residence (G)	2,523	838	0.33
Single Family Residence – 8,000 SF Lots (R-1)	6,280	2,843	0.45
Single Family Residence – 12,000 SF Lots (R-2)	18	6	0.31
Single Family Residence – 20,000 SF Lots (R-3)	4,001	2,964	0.74
Single Family Residence – 43,560 SF Lots (R-4)	2,740	4,823	1.76
Subtotal	**15,562**	**11,474**	
Commercial			
Business (B)	537	446	0.83
Neighborhood Business (B-1)	51	10	0.20
Community Business (B-2)	48	54	1.13
General Business (B-3)	1	4	3.84
Central Business (CB)	220	75	0.34
Office And Professional (P)	123	52	0.42
Subtotal	**980**	**641**	
Industrial			
General Manufacturing (M)	493	1,069	2.17
Light Manufacturing (M-1)	72	430	5.97
Technology Park (TP)	33	177	5.36
Subtotal	**598**	**1676**	
Special Districts			
Planned Reuse (PRD)	6	41	6.82
Geriatric Care/Elderly Housing (G-E)	4	44	10.97
Subtotal	**10**	**85**	
Open Space/Recreation (OSR)	**27**	**209**	7.72
Total – All Zoning Districts	**17,177**	**14,084**	0.82
Zoning missing or not applicable	**2,940**	**1,212**	0.41
Total – All Parcels	**20,117**	**15,295**	0.76

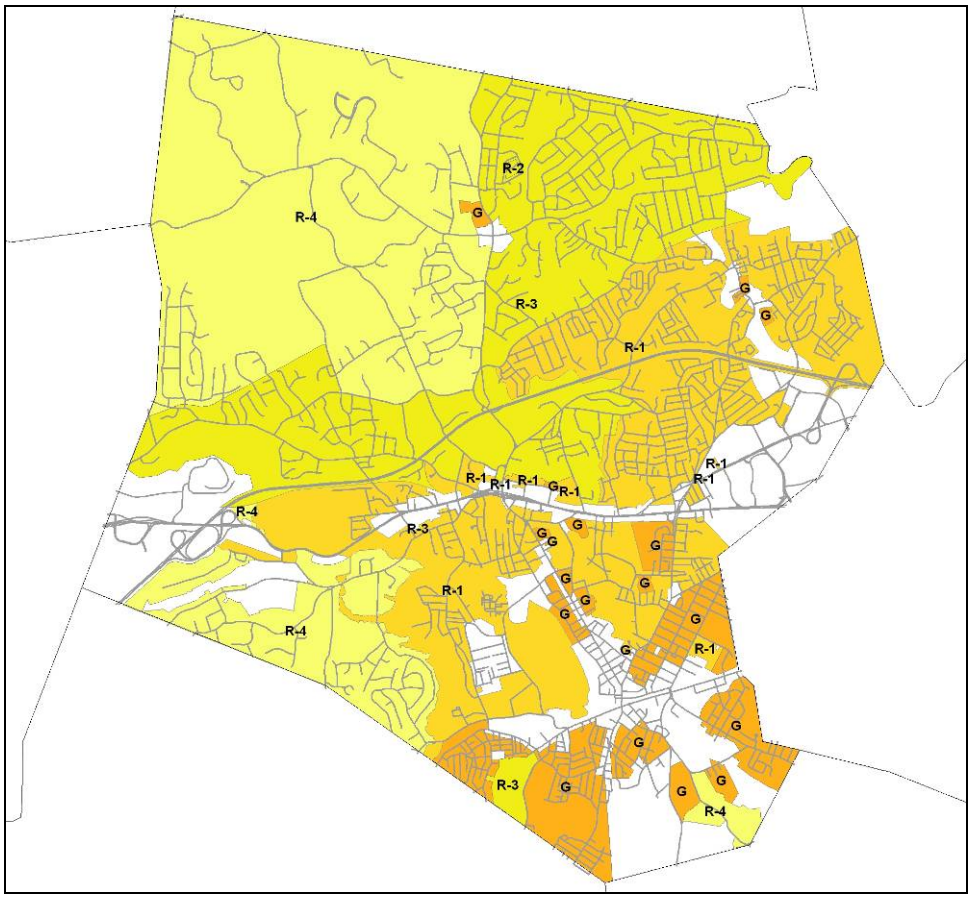
Source: Town of Framingham Geographic Information System

Residential Districts

The Zoning Bylaw provides for five residential districts. The **General Residence** (G) district allows the greatest density, with one- or two-family dwellings on 8,000 square foot lots. The G district is primarily located to the south of Route 9, with small areas in Framingham Centre (Auburn Street, Georgetown Apartments), Nobscot (Windsor Drive condominiums), and Saxonville (Saxonville Village and other parcels).

The other four residential districts allow only single-family dwellings with minimum lot areas ranging from 8,000 square feet to one acre. The **R-1 Single Residence** district (8,000 square feet) encompasses almost 6,300 parcels and almost 4,000 acres, primarily between Waverly Street and Route 9, and on the north side of Route 9 east of Prospect Street and south of Brook Street. This is the Town's largest district in terms of the number of single-family residences, with 5,579 single-family parcels totaling 1,606 acres (3.47 units per acre).

Figure 13: Residential Zoning Districts



The **R-2 Single Residence** district (minimum lot area of 12,000 square feet) is only 6 acres in area and applies to fewer than 30 parcels in a small neighborhood north of Nobscot (Janebar Circle, Roundtop Road and James Street).

The **R-3 Single Residence** district (minimum lot area of 20,000 square feet) applies to the Pleasant Street area between Framingham Centre and the Southborough town line; the Central Street/Prospect Street/Indian Head Road neighborhoods between Worcester Road and the Sudbury River; and the area north of Brook Street and east of Edgell Road. This is the Town's second-largest zoning district in terms of both the number of parcels (4,001) and total parcel area (2,964 acres). It contains 3,738 single residences totaling 2,038 acres, for an average density of 1.83 units per acre.

The **R-4 Single Residence** district, with a minimum lot area of one acre, is Framingham's least lowest-density residential district as well as its largest, encompassing more than 30 percent of the Town's area. The R-4 district covers the Northwest Quadrant (north of Belknap Road and west of Edgell Road), the Salem End Road and Singletary Lane areas (south of Route 9 and west of the Brackett Reservoir), and a small area of State-owned land on Merchant Road in the South Side, adjacent to the Sherborn town line. This district contains 2,418 single-family parcels totaling 2,391 acres, or slightly more than one dwelling unit per acre (this likely reflects some pre-existing nonconforming lots).

As noted in the discussion of vacant developable land (page 23), the R-4 district contains 54 parcels totaling 212.7 acres that are classified in the assessing database as "developable" or "potentially developable." After the Danforth Landing project in Saxonville (made possible by special overlay zoning), this district presents the greatest potential for additional residential development in the Town.

Zoning for Multifamily Residential Use

Although apartments and condominiums comprise more than 40 percent of Framingham's housing stock, the Town's zoning did not permit multifamily residential development from the early 1970s until 2000. The many multifamily complexes and smaller multifamily structures that existed in the Town up to 2000 were developed prior to the elimination of apartments from the Zoning Bylaw in 1969, or under special exclusions for subsidized housing such as Chapter 40B, or by variance from the Board of Appeals.

Beginning in the late 1980s the Town began to consider limited instances in which multifamily developments might be allowed with review and approval by the Planning Board. These changes include the establishment of the Planned Unit Development District (an overlay district that may be superimposed on a Business, Manufacturing or Light Manufacturing District) and the creation of "Mixed Use" and "Mixed Use Complex" options in the Central Business District and Active Adult Housing options in the Single Residence Districts.

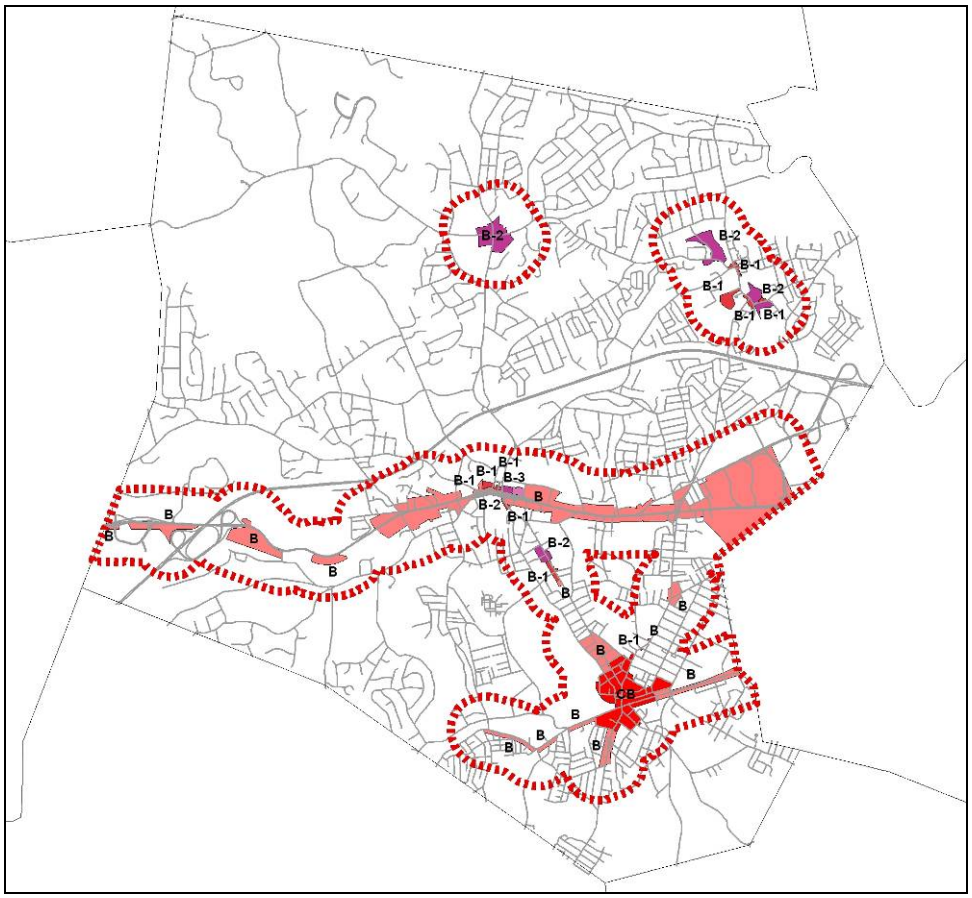
The **Planned Unit Development** District was adopted in 1989 in order to accommodate the redevelopment of New England Sand & Gravel, Inc.'s Saxonville property, the majority of which is in the Manufacturing (M) district. This project was delayed for many years by legal conflicts and other issues, but the 525-unit "Danforth Green" development finally received approval in 2006 and is now under way.

In 2000 and 2002 the Zoning Bylaw was amended to allow two specific types of multifamily development by special permit in the **Central Business** district: "Mixed Use" (residential uses above nonresidential uses), and "Mixed Use Complex" (adaptive redevelopment of historic mill structures with a mandatory mix of residential and nonresidential uses). The former Dennison Manufacturing Company property adjacent to the downtown was rezoned from Manufacturing to Central Business in 2004 in order to permit its conversion to residential condominiums under the Mixed Use Complex provisions. Other developments taking advantage of the Mixed Use provisions include the Kendall (25 units) and The Arcade (290 units) – although the Arcade project was also granted a variance to permit dwelling units on the first floor.

Commercial Districts

Framingham has five business districts totaling 780 acres. Figure 14 shows the locations of these districts, and outlines the areas of the Town that are within one-half mile of a business district.

Figure 14: Business Zoning Districts



The Town's largest commercial district is the **Business (B)** district, containing 537 parcels totaling 446 acres. This district is the primary zoning within the Golden Triangle retail center and along Route 9. Smaller B district radiate outward from the Central Business District along Waverley Street to the east and west, Union Avenue to the north, and Hollis Street to the south. There is also a small B district at the intersection of Concord and Hartford Streets, and a single

lot zoned B at the corner of Concord Street and Dennison Avenue, apparently to recognize a corner market that has at this location for many years.

The B-1 through B-4 zoning districts were created in order to differentiate the Town's various business areas and to move toward a hierarchy of business zoning districts. Thus, it is intended that many of the existing General Business (B) districts will over time be replaced by these newer districts.

The **Central Business (CB)** district is intended to accommodate the diverse range of "general and specialty retail, office, and other commercial uses" that exist in the downtown area, "complemented by a variety of residential environments." Since the 1988 Master Plan the regulations for this district have been modified a number of times, most significantly by allowing residential uses as discussed above ("Zoning for Multifamily Residential Use," page 42). This district is centered on Concord Square and Irving Square, extending two to three blocks north and south along Concord, Union, Hollis and Irving Streets. In 2004 the CB district was extended east to include the historic Dennison Manufacturing Company buildings bounded by Bishop, Clinton, Grant and Howard Streets in order to allow redevelopment as a "Mixed Use Complex."

Three new business districts were introduced into the Zoning Bylaw to implement the Town's 1988 Master Plan: Neighborhood Business, Community Business and General Business. The **Neighborhood Business (B-1)** district provides opportunities for small neighborhood-oriented businesses close to residential areas while protecting these areas from large-scale businesses and high traffic generators. This district has been applied in three principal areas: Framingham Centre (both north and south of Route 9); Union Avenue between the Sudbury River and Middlesex Street (approximately 900 feet on the west side of Union Avenue, and two lots on the east side of Union Avenue between Bowditch Field and Buckminster Street); and Saxonville (several lots on the south side of Watson Place including the undeveloped back portion of the former Roxbury Carpet Company property).

The **Community Business (B-2)** district also accommodates businesses that are compatible with nearby neighborhoods, but at a somewhat larger scale including small shopping centers and commercial strips. There are five areas zoned Community Business, three of which are large enough to be considered community centers: the Nobscot commercial area around the intersection of Edgell Road, Edmands Road and Water Street; the Pinefield Shopping Center area on Water Street and Nicholas Road in Saxonville; and the area on the east side of Concord Street in Saxonville, extending up School Street to Hamilton Street. The other two smaller B-2 districts are the small commercial center in Framingham Centre at the corner of Worcester Road and Edgell Road, and Union Avenue between the Sudbury River and Wood Street (including the Town's Senior Center and Mass Bay Community College).

The stated purposes of the **General Business (B-3, B-4)** districts include "to encourage business areas with more expansive uses along regional roadways," "to foster consolidation of small parcels," and "to encourage concentrated rather than strip

development." The General Business districts allow all uses permitted in the Community Business district, and also allow a wide range of auto-oriented and vehicular service uses by special permit. However, at present the only B-3 district consists of the Trolley Square commercial development at the corner of Worcester Road and Auburn Street. There is no designated B-4 district.

The **Office and Professional (P)** district is not classified in the Zoning Bylaw as a business district, but is intended to be a transitional district at the edge of residential districts, particularly along heavily trafficked streets and adjacent to large-scale nonresidential uses. This district allows only single-family residences as of right, and allows offices and branch banks by special permit. The largest Office and Professional district is from the northerly edge of the Central Business district along Lincoln Street and Union Avenue to a short distance north of Walnut Street and Newton Place. This district includes the MetroWest Medical Center/Framingham Union Hospital area with the many surrounding medical and related offices. A second large P district extends along the north side of Cochituate Road (Route 30) from Beacon Street across Concord Street to the medical office building at 260 Cochituate Road. Several other, smaller Office and Professional districts exist in scattered locations throughout the Town.

Industrial Districts

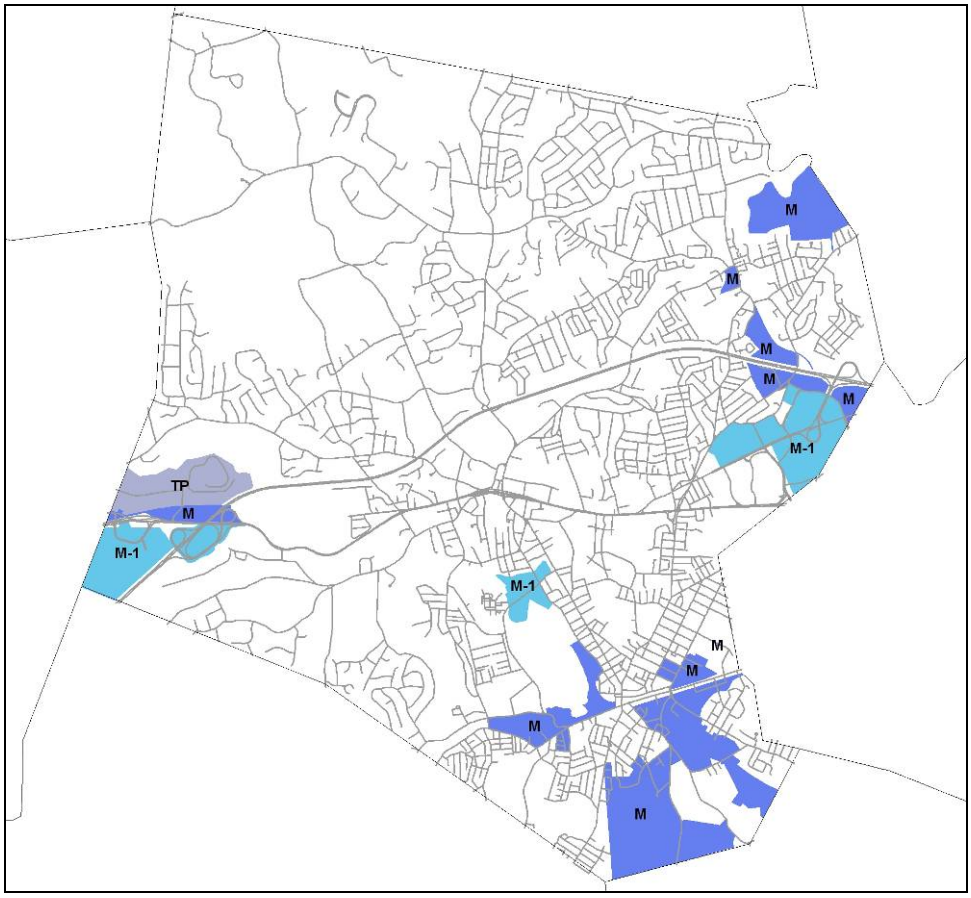
There are three Industrial districts in Framingham: General Manufacturing, Light Manufacturing and Technology Park. These districts are depicted in Figure 15.

The **General Manufacturing (M)** district is the largest of the industrial districts, encompassing more than 1,000 acres and almost two-thirds of the Town's industrial zoning. This district permits a full range of nonresidential uses including retail, services, office, warehousing, distribution, and manufacturing. It exists in five general areas: (1) South Framingham, particularly along the railroad mainline and several branch lines; (2) the Roxbury Carpet Company complex in Saxonville; (3) along the Saxonville branch rail line; (4) at Exit 12 of the Mass Pike; and (5) northeast of Saxonville at the Wayland town line.

The largest contiguous M district consists of 562 acres in the South Side, bounded on the west by the rail line paralleling Hollis Street and on the south by the Sherborn town line. This district includes most of the southeast part of Framingham, includes the ADESA Boston automobile auction site (formerly the General Motors Assembly Plant) as well as other older industrial areas along the two rail lines toward the south. There are two other General Manufacturing districts in South Framingham, on the north side of the railroad mainline. The first, to the west of the Central Business District, includes the extensive Nevins Yard freight storage and distribution area along the east side of Farm Pond, as well as the MBTA Commuter Rail station on Waverly Street and the complex of older industrial buildings on Fountain Street. The second M district on the north side of the mainline contains the majority of the Dennison Manufacturing Company complex (excluding the historic triangle along Howard Street that has been incorporated into the Central Business District and is being redeveloped as a Mixed Use Complex).

Another nineteenth-century industrial area that is zoned General Manufacturing is the Roxbury Carpet Company complex on the Sudbury River and Concord and Water Streets in Saxonville.

Figure 15: Industrial Zoning Districts



The third General Manufacturing district extends along the Saxonville branch rail line from Route 30 to Concord Street. This district is different in character from the M districts in South Framingham and at the Roxbury Carpet complex, as it includes modern office developments along Speen Street and Old Connecticut Path on both sides of the Massachusetts Turnpike, as well as warehouse and distribution facilities on Concord Street. A somewhat similar M district is located near Exit 12 on the west side of town: most of the Framingham Industrial Park area on the north side of Route 9 has been rezoned to Technology Park, but the front lots between Route 9 and the Marlborough branch rail line (including the Sheraton Tara hotel) were left in the General Manufacturing district along with a few small lots on the Route 30 Connector.

The last area zoned for General Manufacturing is the former New England Sand & Gravel property in northeast Saxonville at the Wayland town line. As discussed earlier (page 42), this area is also within a Planned Unit Development overlay district and residential development is under way; hence, the underlying M district is somewhat irrelevant at this point.

The **Light Manufacturing (M-1)** zoning district permits a wide range of nonresidential uses, including manufacturing (excluding processing of basic materials, power generation, or hazardous uses), research and development, and municipal incinerators,

landfills and sewer treatment plants. This district has been applied in three general areas of Framingham, each with a different character. The 9/90 Corporate Park area, bounded by the Massachusetts Turnpike, Worcester Road (Route 9), and the Ashland and Southborough town lines, has been redeveloped from a landfill into a modern office park. On the other side of town, the M-1 district encompasses an area that is primarily a mix of retail and office uses, including the Framingham Mall, a large portion of Shoppers World, BJ's Warehouse, and office buildings around Exit 13 and along the west side of Speen Street. The third Light Manufacturing district, as noted earlier, surrounds three sides of the intersection of Franklin Street and Mount Wayte Avenue, and includes the Perini Corporation property, Framingham's Incinerator, and a community shopping center and related uses.

The **Technology Park (TP)** district was created in 1994, and includes the majority of the Framingham Industrial Park on New York and California Avenues near Exit 12 of the Mass Pike. Unlike the M and M-1 districts, which are encompass a wide range of nonresidential uses, the TP district is quite focused on a limited range of uses that support its purpose of promoting "technological and light industrial development." To this end, only limited retail and service uses (not exceeding 2,500 square feet in floor area) are allowed, and only by special permit. In addition, the district provides for increases in density above specified base floor area ratios subject to special permit to assure participation in a transportation demand management program and compliance with development impact standards. The TP district is a primary focus of the Town's economic development efforts, and contains the headquarters of Bose Corporation and several existing and planned facilities of Genzyme Corporation.

Land Use Regulations and Development Review

Framingham's Zoning Bylaw was originally adopted in 1939 and has been significantly updated and expanded many times over the intervening years. A comprehensive zoning revision prepared in the early 1980s was ultimately not approved by Town Meeting, but since then the Bylaw has undergone numerous incremental revisions which have greatly enhanced the Town's ability to manage development. The following is a list of some key revisions and is not meant to be exhaustive.

Site Plan Review

In 1982 the By-Law's off-street parking and loading regulations were updated, incorporating the provisions that had been developed for the comprehensive zoning revision and giving the Planning Board the authority to review and approve parking plans. The parking plan review that was established at this time created the first formal site plan review process, although with limited scope.

In 1984 the Town adopted an innovative Traffic Impact Review provision which established developer cost-sharing of off-site improvements, and this was expanded into a full Site Plan Review bylaw the following year. This section of the Zoning By-Law has enabled the Planning Board to coordinate funding from individual developments in order to make needed infrastructure improvements.

While these measures were technically advanced, they were subject to legal challenge because the Massachusetts Zoning Act (unlike many state statutes) does not specifically authorize site plan review; and in 1996 the Land Court invalidated aspects of the Town's site plan review provisions (Gutierrez v. Town of Framingham, 4 LCR 10 [1996]). To remedy this, in 1997 the Town amended the Zoning By-Law to require a special permit for uses subject to Site Plan Review. The Site Plan Review section of the By-Law has been amended several times since then to refine its application.

Dimensional Regulations

In 1987 the dimensional regulations of the By-Law were updated in a number of ways, including the institution of a floor area ratio requirement and provisions regarding irregularly shaped lots to better manage residential development. The new section of the bylaw provided a structure that has made it easier to update and refine the dimensional and intensity requirements over time.

The Golden Triangle

In 1989 and 1990 Framingham and Natick undertook a joint planning project for the "Golden Triangle" area defined by Route 9 and Route 30 and Speen Street. The project resulted in the adoption by both towns of two overlay districts: a Regional Center district for the Golden Triangle area itself, and a Highway Corridor overlay district for other commercially zoned areas along the Route 9 corridor. The overlay districts established innovative land use controls, improved landscaping and parking requirements, and a process of intermunicipal consultation for major development projects. (In recent years Natick has increased the allowable floor area ratios in exchange for public benefits.)

Environmental Controls

The Town has recently added new environmental regulations within the Zoning By-Law, including provisions relating to earth removal and erosion control and a Groundwater Protection Overlay District (both adopted in 2004).

Land Use Issues

Framingham is a mature community with relatively little open land remaining. As a result, redevelopment is and will continue to be characteristic of the Town's residential and economic growth. It is important to recognize that redevelopment for more intensive use of already developed land can provide opportunities to the Town for reducing existing problems, upgrading the quality of development, and enhancing the overall quality of life for residents.

Application of Business Districts

Following the 1988 Master Plan process the Town adopted several new business districts, which were intended to encourage types and scales of development that were appropriate to the particular neighborhood or area context. However, for whatever reason, these new tools have not been applied broadly: there is only one B-3 General Business district and no B-4 district. At the same time, the Town's pyramidal industrial districts, which are antiquated in comparison to the newer districts and provide very little land use guidance,

dominate large and important areas of the community. Major retail and office areas along Route 30 remain in the Light Manufacturing district, and some parts of the South Framingham General Manufacturing district have become commercial areas. Another example is the area around the intersection of Franklin Street and Mount Wayte Avenue. The southeast corner of this intersection is zoned Office and Professional, reflecting the health care facility and office that exist here; and the northeast and northwest corners, owned by the Perini Corporation, a major construction company, are zoned for Light Manufacturing. The southeast corner and adjacent properties along Franklin Street is an older retail center, but these parcels too are in the Light Manufacturing district.

Conflicts at Residential-Industrial Interfaces

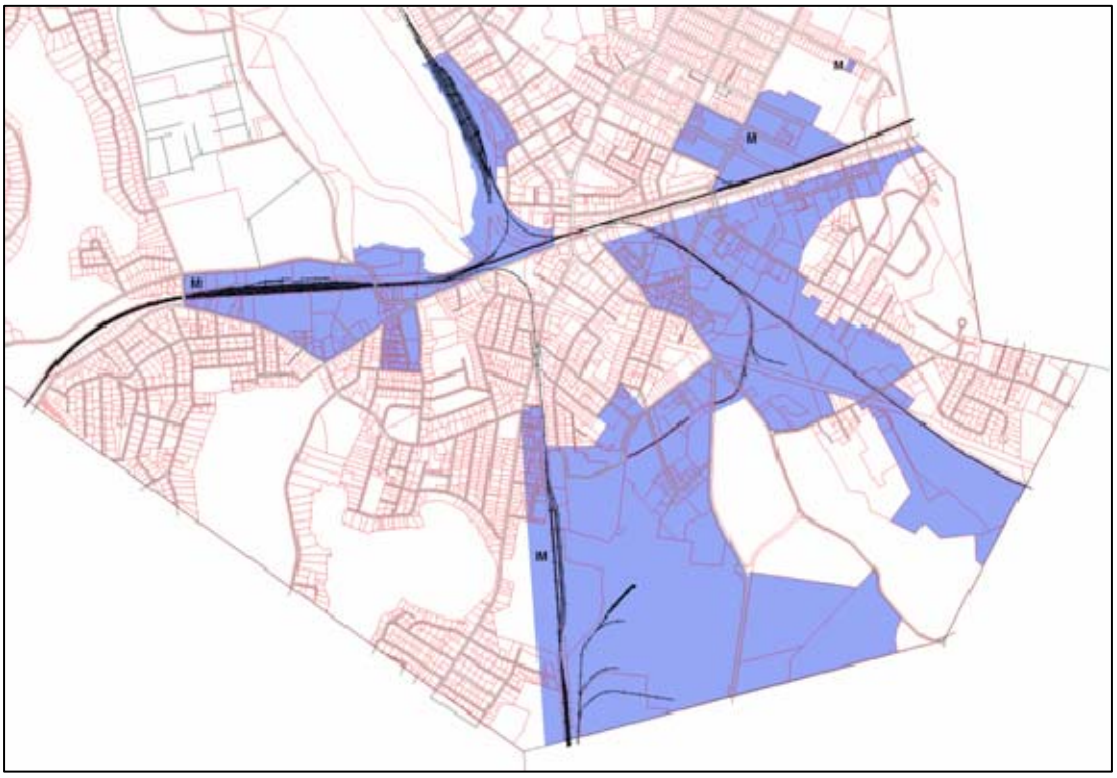
Before the Boston metropolitan area expanded to encompass it, Framingham was a significant industrial center. Like many older communities, Framingham's historic industrial areas grew up in the nineteenth century around the rail lines that provided the vital transportation for their raw materials and their finished products. As Figure 16 clearly shows, this close relationship of the manufacturing base and the rail transportation system continues to be reflected in the zoning pattern.

Meanwhile, commercial development occurred both in centers (such as downtown Framingham) and along major roads, while residential development filled in the areas between the major roads. South Framingham was historically an immigrant and working class community, with development on small lots and often quite close to the commercial and industrial zones, as is also evident in Figure 16.

It is important to recognize that the zoning came after the development of this part of Framingham; thus, the most intensive industrial district (General Manufacturing) abuts the highest-density residential district (General Residence) in several areas. In addition, the practice of drawing zoning boundaries at a set distance from a street or rail line resulted in district lines cutting through neighborhoods. There are also some isolated commercial parcels that interrupt residential areas.

Efforts have been made to buffer the residential neighborhoods through the establishment of transitional districts. One example is a two-block Office and Professional district between Clinton and Grant Streets, between the Dennison Triangle and the dense Clinton-Freeman neighborhood. The Town has also strengthened open space, landscaping and setback requirements in business districts to protect abutting residential properties.

Figure 16: South Framingham Industrial Districts



HOUSING[13]

Framingham has much to offer with regard to housing supply, diversity and opportunities. It has suburban neighborhoods of single-family homes, urbanized two-family and multi-family areas, mid-rise and high-rise apartments and condominiums, mixed-use developments, and historic buildings and neighborhoods. Framingham has a larger percentage of rental housing units (45%) than almost any town in the state. Framingham also provides a wide range of subsidized housing-for low-income families, the elderly and persons with disabilities – and is one of 49 communities that currently meet the Chapter 40B 10% threshold for low- or moderate-income housing.

Number of Housing Units and Structure Type

Framingham has both more housing units and a more diverse housing stock than the surrounding communities. In 2000 the Town had a total of 26,734 housing units. Of these, 50% were detached single-family homes and 40% were in multi-family structures (3 or more units per building), a much larger supply of multi-family units than surrounding communities. Table 25 presents 2000 U.S. Census data on the number of housing units by structure type for the Town's 12 census tracts.

In addition, Framingham's housing represents a variety of architectural styles: colonials dating to the 1600s, duplexes and triplexes of the early 20th century, split levels and ranches from 1960s and 1970s, and contemporary condominiums from the 1980s.

Housing Density

Housing density varies significantly from one section of Framingham to another. In downtown-area neighborhoods where 30% of the town's entire multi-family housing stock is located, housing densities run high. In addition, higher density housing exists along Route 9. Over 46% of Framingham's multi-family housing is located in large-scale apartment complexes and neighborhoods along this corridor.

Age and Condition of Housing Stock

While Framingham's housing stock dates back 300 years, a large percentage of the town's present housing units were built during the 1950s and 1960s, the same period in which Framingham experienced its most dramatic rates of population growth. According to local data, 56% of Framingham's single-family detached homes and 66% of its condominiums date to the post-war period. The median year of construction for Framingham's owner-occupied housing is 1959 and almost 70% of all housing was built before 1970. In line with its aging housing stock, housing in Framingham is also less expensive than housing in surrounding communities.

[13] Framingham Housing Plan, 2007

Table 25: Units in Structure by Census Tract

Census Tract	3831	3832	3833	3834	3835.01	3835.02
Total Units	3,082	2,186	1,139	2,188	2,130	1,190
Single-Family Detached	417	727	490	606	472	466
Single-Family Attached	122	133	33	76	105	42
Two-Family/2 Units	384	612	106	474	132	89
3-4 Units	457	332	111	358	217	115
5-9 Units	303	170	151	238	222	87
10-19 Units	424	82	172	282	329	44
20-49 Units	537	82	76	102	133	174
50+ Units	423	48	0	52	520	173
Mobile Home	15	0	0	0	0	0
Boat, RV, Van, etc.	0	0	0	0	0	0
% Multi-Family Units	69.6%	32.7%	44.8%	47.2%	66.7%	49.8%

Census Tract	3836	3837	3838	3839.01	3839.02	3840
Total Units	2,440	2,109	2,161	3,005	1,895	3,209
Single-Family Detached	1,494	1,551	1,773	2,428	1,810	1,127
Single-Family Attached	9	67	21	105	0	8
Two-Family/2 Units	81	112	58	9	11	33
3-4 Units	80	95	87	10	7	16
5-9 Units	43	8	73	91	13	16
10-19 Units	233	229	72	26	0	23
20-49 Units	159	47	0	73	0	65
50+ Units	338	0	77	255	54	1921
Mobile Home	3	0	0	0	0	0
0	0	0	0	0	0	0
% Multi-Family Units	35.0%	18.0%	14.3%	15.1%	3.9%	63.6%

Source: Census 2000, Summary File 3, Table H-30. See Reference Maps, Appendix A, for geographic boundaries of Framingham census tracts.
Table 26, page 36 of Framingham Housing Plan, 2007

With the exception of very valuable historic homes, Framingham's older houses are usually smaller and often in poorer condition. This is especially true for rental units, which may not receive the same attention from landlords than owner–occupied homes receive from homeowners. It is difficult to generate accurate housing condition and quality statistics for any community without a detailed survey. However, since the federal census reports statistics such as lack of complete plumbing and kitchen facilities and the market value of housing units, it sheds light on the number of units that are most likely in poor condition (see Table 26). Framingham has a considerable number of units that lack complete plumbing and kitchen facilities. In April 2000, there were 169 rental units and 20 owner-occupied units without complete plumbing facilities, and 200 units lacked complete kitchen facilities.

Table 26: Regional Comparison of Age, Value & Condition of Housing Stock

Town	Ashland	Framingham	Holliston	Hopkinton	Marlborough
Total Housing Units	5,794	26,734	4,868	4,548	14,903
Median Age Structure Built	1975	1961	1965	1980	1966
% Units built before 1940	13%	19%	20%	18%	25%
% Units built before 1970	45%	69%	61%	36%	58%
Median Housing Value	$209,600	$210,800	$235,800	$306,500	$181,500
Median Contract Rent	$738	$764	$677	$544	$744
Units Lacking Complete Plumbing	15	189	8	0	12
Units Lacking Complete Kitchens	13	201	18	11	161
Town	Natick	Sherborn	Sudbury	Southborough	Wayland
Total Housing Units	13,368	1,451	5,590	2,997	4,735
Median Age Structure Built	1956	1964	1968	1972	1959
% Units built before 1940	27%	20%	9%	16%	17%
% Units built before 1970	67%	64%	57%	47%	72%
Median Housing Value	$242,900	$504,100	$423,200	$324,400	$388,600
Median Contract Rent	$820	$824	$683	$839	$705
Units Lacking Complete Plumbing	42	0	10	0	27
Units Lacking Complete Kitchens	31	0	8	10	0

Source: Census 2000, Summary File 3, Tables H-3, H-35, H-85, H-56, H-49, H-51.
Table 28, page 37 of Framingham Housing Plan, 2007

Subsidized and Assisted Housing

Compared to many MetroWest towns, Framingham has a large inventory of subsidized housing. Its Chapter 40B Subsidized Housing Inventory included 2,724 as of January 2007, or 10.2% of the Town's Census 2000 year-round housing units. Aside from Marlborough, the surrounding towns have very few subsidized housing units.

Table 27: Regional Chapter 40B Subsidized Housing Inventory

City/Town	2000 Census Year Round Units	Total Development Units	Total Subsidized Units	Percent Subsidized Units
Framingham	**26,588**	**2,724**	**2,724**	**10.2%**
Ashland	5,781	264	248	4.3%
Holliston	4,861	214	168	3.5%
Hopkinton	4,521	296	137	3.0%
Marlborough	14,846	1,618	1,564	10.5%
Natick	13,337	901	901	6.8%
Sherborn	1,449	41	34	2.3%
Sudbury	5,582	274	256	4.6%
Southborough	2,988	432	103	3.4%
Wayland	4,703	200	150	3.2%

Source: Massachusetts Department of Housing and Community Development (January 2007).
Table 332, page 42 of Framingham Housing Plan, 2007

While maintaining the 10% statutory minimum for affordable housing is desired to discourage building by comprehensive permits, it is not a realistic measure of housing needs in most communities. In most parts of the Commonwealth, low and moderate-income households comprise a significantly larger percentage of the households than 10%. Meeting the State's 10% target on a region-wide basis would require a total of 8,466 affordable units (or 2,181 Chapter B units in addition to the existing inventory). However there are about 24,257 low- and moderate-income households in Framingham and the surrounding towns, including more than 14,000 that are unaffordably housed.

Framingham Housing Authority

Approximately 1,069 of the 2,724 units listed on Framingham's Subsidized Housing Inventory are rental units owned and managed by the Framingham Housing Authority (FrHA). Typically, FrHA units are rented by families with incomes at or below 30% of area median income (AMI). Although households with incomes up to 80% AMI are eligible for public housing, households with higher incomes are less likely to apply for FrHA units. The FrHA maintains waiting lists for family and elderly units as well as Section 8 vouchers. As in most communities, Framingham has a large demand for family units (over 4,000 applicants) with less than 30% being for Framingham residents. On average, family units turn over at a rate of four per month.

In contrast, there is reportedly limited demand for FrHA elderly housing. Only 13% of the units in elderly/disabled developments may be occupied by young disabled persons and there are 1,960 people on the waiting list for less than 800 vouchers. Few of the waiting list applicants are Framingham residents, but the FrHA offers preference to local residents and disabled persons when vouchers become available. Although the FrHA maintains a supply of housing units accessible to persons with physical disabilities, there is limited demand for these units. Many people applying for disabled units have mental disabilities.

Other Subsidized Housing

In addition to public housing, Framingham has privately owned and managed subsidized housing developments, group homes operated by the Massachusetts Department of Mental Health (DMH) and Department of Mental Retardation (DMR), and supportive housing units owned and managed by non-profit social services providers.

Some of Framingham's subsidized developments have affordability restrictions that could expire in the next few years. It is possible but unlikely that by 2010, more than 400 of Framingham's existing subsidized units will have converted to market-rate housing and become ineligible for listing on the Subsidized Housing Inventory. The use restriction on another 577 units is scheduled to expire by 2020. The loss of these units would cause Framingham to fall below the 10% threshold that determines whether towns may deny comprehensive permits without the threat of appeal to the state Housing Appeals Committee (HAC). Another factor that will eventually affect Framingham's Chapter 40B status is the development of new market-rate housing. As unsubsidized year-round housing increases, the proportion of subsidized units as a percentage of the whole will decrease.

Housing Development Trends[14]

The MetroWest region gained a total of 7,274 housing units during the 1990s, though very little new residential development occurred in Framingham due to the town's diminishing supply of vacant land. From 2000 to 2005 construction permits have slowed even more. Three factors have contributed to the recent slowdown in new residential development: the housing market has softened considerably since 2001, zoning makes it easier to build single-family homes on large lots than other types of housing, and much of the remaining residentially zoned land is marginal, i.e., hampered by wetlands or steep slopes. However, another factor that influences the rate and type of new development is Chapter 40B comprehensive permits, which often involve non-residentially zoned land.

Framingham's relatively small number of new residential building permits presents an incomplete picture of the town's recent development activity. According to the Department of Planning and Economic Development, Framingham anticipates construction of more than 1,500 new housing units by 2010 (Table 28).

Table 28: Existing and Proposed Residential Development Forecast, Framingham; 2000-2010

Year	New Dwelling Units				
	Single-Family	Two-Family	Multi-Family	Total Units	Affordable Units
2000+	45	4		49	
2001+	43	2		45	
2002+	35	2		37	
2003+	28	6		34	
2004+	46	4		50	
2005+	124	4	101	229	
2006+	31	8	290	329	58
2007*	39	4	377	420	164
2008*	39	4	100	143	10
2009*	39	4	62	105	7
2010*	39	4	32	75	3
Total	508	46	962	1,516	242

Census 2000	26,588	2,724
Units added 2000-2010	1,516	242
Estimated Census 2010	28,104	2,966

*+Actual permit data; *annual estimates based on trends.*
Source: Framingham Department of Planning and Economic Development, December 2006, citing Framingham Annual Town Reports 200-2005; Monthly Building Department Data, 2006; and estimated construction schedules for several multi-family projects, 2006-2010. See Appendix F for detailed 2006-2010 Forecast.
Table 38, page 52 of Framingham Housing Plan, 2007

[14] Framingham Housing Plan, 2007

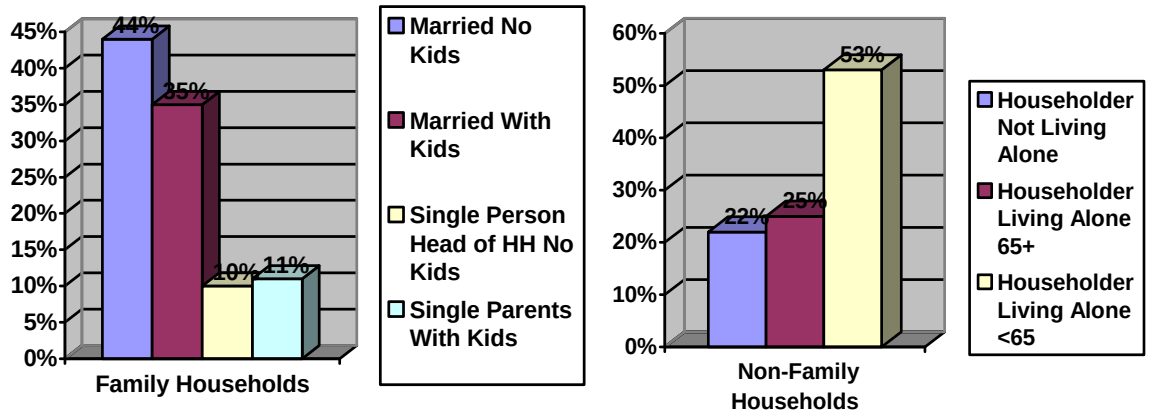
Nearly one-third of Framingham's predicted housing growth stems from a single, large development: the Villages at Danforth Farms, a Planned Unit Development (PUD). Other large developments included in the Town's forecast include conversion of the former Dennison manufacturing facility to 160 condominiums; The Arcade, a major mixed-use development project with 290 units in Downtown Framingham; and Shillman House, a 150-unit assisted living residence proposed by Jewish Community Housing for the Elderly. Together these projects are expected to yield 242 new affordable housing units, including 37% that will be affordable for low income seniors.

Household Size and Composition[15]

Population trends are among the key factors driving housing demand. Framingham's population grew slowly in the 1990's and so too, did the number of households – over 4%- while at the same time the average household size fell. With 2.6 people per household, Framingham's households are the same size as MetroWest. The trend toward smaller households is a nationwide phenomenon, driven largely by the growing diversity of household types and lifestyle choices. People are marrying later, living in a greater variety of household configurations, and living longer, often outliving spouses as the overall population ages.

Changes in household size were accompanied by changes in household composition. Of Framingham's households, 63% are families and 37% are non-families. The proportion of families changed only slightly in 1990. Non-family households have increased slightly (5%) more than family households (3%). Figure 1 shows the composition of family and non-family households.

Figure 17: Family and Non-Family Households



The make-up and size of non-family and non-traditional households in Framingham contribute to the town's diversity and distinguish it from most of the surrounding towns. Framingham's household characteristics shed light on the Town's role as a supplier of housing and employment for a broad range of people and a large population. Compared

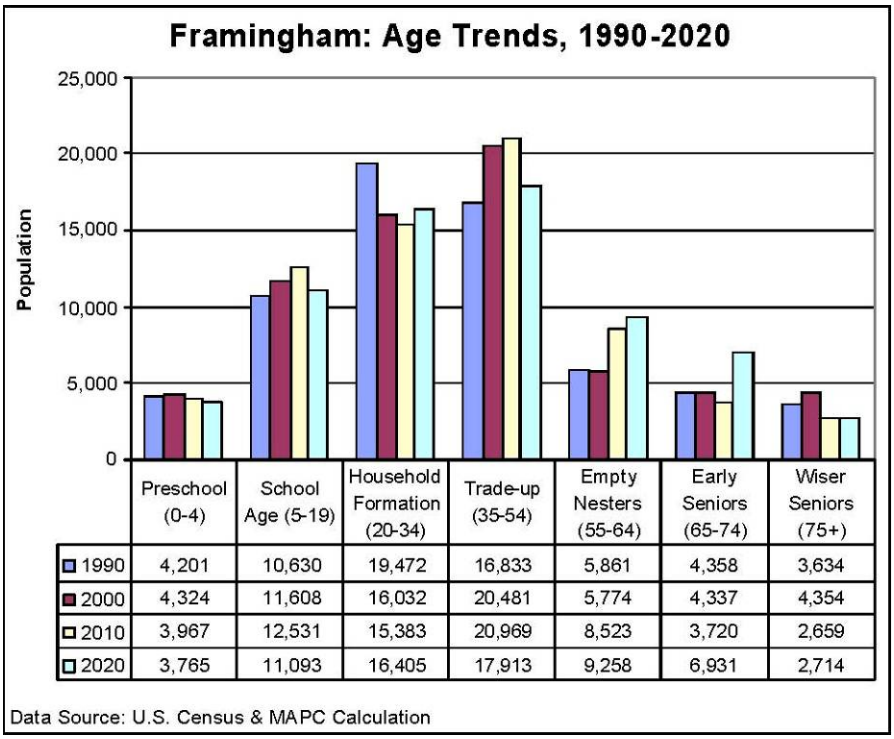
[15] Community Development Plan, 2004

to most or all communities nearby, Framingham has a relatively large percentage of single, working-age (under 65) persons living alone, and single, working-age women in particular. Furthermore, 50% of its non-relative population consists of people in roommate households. In addition, two-person and larger non-family households are somewhat more common in Framingham than in most towns nearby, and Framingham also has larger percentages of middle-age (45-54) non-family households and unmarried partner households.

Changes in Framingham's age mix also affect housing demand and housing need. In the last decade the town has seen:

- An increase in the number of pre-school and school-age children, suggesting a fairly stable demand for family housing;
- A decline in the household formation years (ages 20-34), signaling a possible decline in demand for rentals and first-time homebuyer opportunities;
- A steep rise in the middle years (ages 35-54) fueled by the baby boomers and putting pressure on the trade-up market;
- Very little change in the empty-nester years (ages 55-64) and in the early senior ages (65-74); and
- A slight increase in the number of seniors, suggesting a need for small-scale housing and housing with services.

Figure 18: Framingham: Age Trends, 1990-2020



	Preschool (0-4)	School Age (5-19)	Household Formation (20-34)	Trade-up (35-54)	Empty Nesters (55-64)	Early Seniors (65-74)	Wiser Seniors (75+)
1990	4,201	10,630	19,472	16,833	5,861	4,358	3,634
2000	4,324	11,608	16,032	20,481	5,774	4,337	4,354
2010	3,967	12,531	15,383	20,969	8,523	3,720	2,659
2020	3,765	11,093	16,405	17,913	9,258	6,931	2,714

Housing Costs, Income and Affordability[16]

Framingham's median household income of $54,288 is somewhat higher than the median for the state as a whole, $50,502. Still, it is MetroWest's lowest median income and it falls significantly below the median for four adjacent towns: Sherborn, Wayland, Sudbury and Southborough. Several factors affect the town's household income profile and all of the factors attest, directly or indirectly, to the diversity and affordability of housing in Framingham.

- **Non-Family Households.** Framingham has a relatively large percentage of non-family households, 36.6%. The incomes of non-family households are typically less than family incomes.

- **Single-Parent Families.** Framingham has a large percentage of single-parent families, and they usually have lower incomes than married-couple families, particularly single women with children under 18. Framingham has not only a large number of single-parent families, but also the region's lowest-income single-parent families.

- **Urban Household Wealth Profile.** The distribution of household wealth in Framingham is more like that of cities than suburbs or small towns. Notably, it has somewhat greater wealth among families without dependent children than with dependent children.

While Framingham has a wider range of housing options than a majority of its neighbors, including a larger inventory of multi-family and subsidized housing and a large number of housing units that sell for prices well below regional market norms, it also has a large share of the region's unaffordably housed people, particularly renters. Moreover, Framingham has a fairly limited supply of housing that most of the adjacent towns seem to have in abundance: "buy-up" homes or single-family residences that appeal to families seeking to trade up from their first or second home.

Estimating Needs for Affordable Housing

Housing Cost Burden

Housing cost burden exists when low-or moderate-income households pay more than they can afford to own a home or rent an apartment. According to HUD definitions, low- and moderate-income households can afford to pay a maximum of their monthly income on housing costs. Under this standard, households paying more than 30% are defined as housing cost burdened.

Table 29 reports the number of low-or moderate income households in Framingham's region, and the number and percentage of those households with cost burdens. While Framingham has a large percentage of lower-income households with cost burdens, the percentage is smaller than that of most neighboring towns. Also, Framingham is home to

[16] Framingham Housing Plan, 2007

nearly 32% of the regions total households, but 42% of the region's low- or moderate-income households. As a result, even though Framingham has a large Subsidized Housing Inventory and many non-subsidized units that are fairly inexpensive, it has a disproportionate share of the region's unaffordably housed people: 40% of those with housing cost burdens and 37% of those with severe cost burdens.

Table 29: Low-or Moderate-Income (LMI) Household & Housing Cost Burden

	Households				LMI Households		
		LMI	Cost Burdened		% Total	% Cost Burdened	
Geography	Total	Total	Total	Severe	Households	Total	Severe
Framingham	**26,098**	**10,100**	**5,659**	**2,673**	**38.7%**	**56.0%**	**26.5%**
Ashland	5,724	1,579	887	368	27.6%	56.2%	23.3%
Holliston	4,775	1,115	625	279	23.4%	56.1%	25.0%
Hopkinton	4,426	762	469	269	17.2%	61.6%	35.3%
Marlborough	14,438	4,922	2,957	1,500	34.1%	60.1%	30.5%
Natick	13,022	3,477	1,910	1,020	26.5%	55.4%	29.6%
Sherborn	1,410	208	139	77	14.8%	66.8%	37.0%
Southborough	2,944	565	357	208	19.2%	63.2%	36.8%
Sudbury	5,465	749	477	335	13.7%	63.7%	44.7%
Wayland	4,618	810	562	365	17.5%	69.4%	45.1%
Regional Total	82,920	24,257	14,043	7,095	29.3%	57.9%	29.2%
Massachusetts	2,443,369	984,700	525,761	268,471	40.3%	53.4%	27.3%
Middlesex County	561,205	189,309	109,000	57,097	33.7%	57.6%	30.2%
Worcester County	283,880	117,367	58,065	27,578	41.3%	49.5%	23.5%

Source: HUD, CHAS 2000 Data, State of the Cities Data System
Table 39, page 57 of Framingham Housing Plan, 2007

Compared to other communities nearby, Framingham has a much larger inventory of subsidized and market-rate rental units not subject to age restrictions, so families do not encounter the same housing barriers in Framingham that exist elsewhere in the region.

For lower-income people, impediments to affordable homeownership exist throughout the MetroWest area and there is little indication that conditions have improved since April 2000. Housing sale prices and property taxes have increased more rapidly than wages, and since 2001, sale prices have increased more rapidly in Framingham than in all but one other community in the Metro West area (Natick). Framingham homeowners benefit from this accelerated rate of growth in property values, as does the town as a whole. The same condition also affects the affordability that Framingham has offered in a region dominated by very high-end housing. From 1990 – 2000, the number of cost-burdened homeowners in Framingham rose by 50%. However, the total number of low- and moderate-income renters with housing cost burdens increased less dramatically, and the number of low-income seniors with rental housing cost burdens actually declined.

Housing Preservation

Framingham has at least two housing preservation needs: preserving the affordability of existing subsidized housing, and preserving traditionally lower-priced homes for purchase by moderate-

and middle-income homebuyers in the future. Due to the town's fairly large inventory of condominiums that offer moderate-income affordability, issues involved with preserving affordability in unsubsidized housing stock do not seem as pressing as the issues Framingham may face with its older subsidized rental inventory.

Of the 2,724 units of Framingham's Chapter 40B Subsidized Housing Inventory, 1,634 are owned by entities other than the Framingham Housing Authority. In many cases, the units are classified as affordable in perpetuity. However, more than 1,300 are subject to affordable housing restrictions with expiration dates ranging from 2006 to 2100. A recent analysis of Framingham's expiring use developments indicates that 86 Chapter 40B units in two developments have a moderate to high risk of conversion to market-rate housing. The important question for Framingham is what the Town's role, if any, should be in attempting to preserve the affordability of these units.

Framingham recently adopted an affordable housing bylaw that may generate new units affordable for low- or moderate-income families in the future. Placing affordable housing restrictions on existing single-family homes or condominiums in order to cap their prices upon resale has been mentioned in Framingham as a desirable way to increase the Town's Chapter 40B Inventory. However, it requires local capacity and funding that Framingham does not have today because purchase price buy-down programs are difficult and time-consuming to administer. In addition, DHCD has signaled a preference for production that increases the overall housing supply which is quite different from investing public funds in acquiring restrictions on existing homes.

Rental Housing

The Town of Framingham would like the FrHA to play a key role in providing more rental housing because properties will be properly managed and maintained. However, there are few resources available for housing authorities to increase their rental inventories because housing subsidies have become so scarce.

Middle-Income Housing

Framingham is still relatively affordable to middle-income homebuyers and renters, or households with incomes between 81 – 120 % AMI. The Town wants to do more to encourage middle-income housing and to preserve the middle-income housing it already has.

Toward these ends, Framingham needs new tools and resources. For example, the Town's new inclusionary zoning bylaw requires affordable units for low-or moderate-income households, but it does not address middle-income affordability. In addition, Framingham does not have any regulation to control mansionization, yet the loss of small, low-priced homes in subdivisions from the 1950s and 1960s threatens Framingham's inventory of starter homes; housing that has supplied the gateway to homeownership in Framingham for many years. The elimination of approval not required plans (ANRs) would help communities prevent tear-downs that progressively reduce starter and buy-up housing stock. Also better tools for managing the size of houses relative to lots would reduce economic pressures to mansionize, e.g., floor area ratio

regulations for single-family units or a teardown tax. Other techniques to increase middle-income affordability, such as employer-assisted housing programs, also should be pursued. At the state and legislative level, the reform of Chapter 40A is crucial to the protection of all types of housing, but particularly middle-income housing.

High-End Housing

Single-family homes have been the predominant housing type produced in Framingham in recent years. New-home construction has been at the high end of the price range due in part to the high price of land. There is also a lack of available vacant land in Framingham. There are 273 vacant residential parcels listed in the assessor's database. This represents 1.5% of all parcels in Framingham. Most of the larger vacant parcels are in the northwest portion of town. These factors combine to reduce opportunities for low- and moderate-income households.

Housing Development Constraints[17]

Zoning Regulations

Compared to other towns in the MetroWest area, Framingham offers the broadest repertoire of nonresidential and mixed-use development options. Its Highway Business Overlay District, Technology Park District and Planned Unit Development District reflect a thoughtful approach to development incentives and ways to harmonize public interests with the developer's interests. Still some of Framingham's zoning regulations include overt and tacit disincentives to housing diversity. For example:

- **Regulatory Barriers to Multi-Family and Two Family Housing**. Developing new multi-family housing requires a zoning change, such as rezoning land to the Planned Unit Development (Overlay) District or the Mixed Use or Planned Reuse Districts. In the Single Residence, General Residence, Business and Office-Professional Districts, Framingham limits small multi-unit conversion projects to single-family homes that existed in 1939 and conform to current lot area and frontage requirements – condition that can be difficult for most older homes to meet. In addition, while the Town does allow new two-family homes by special permit in the General Residence District, there is limited land left for new development.

- **Mixed-Use Development**. In Framingham, mixed-use development in the Central Business District allows residential units only above the ground floor of buildings with permitted nonresidential uses on the ground floor. Locating units on the first floor of a mixed-use building requires a variance – an action the Town decided to take for The Arcade – or an elevator, which is uneconomic for small projects. Some communities have reconceived this regulation to allow side- or rear-access units on the ground floor. This approach preserves the ground floor facing the street for retail but also facilitates barrier-free housing.

- **Off-Street Parking Requirements**. Framingham's off-street parking regulations require two off-street parking spaces for a single-family home, two spaces for a one- or two-bedroom

[17] Framingham Housing Plan, 2007

multi-family unit, and three parking spaces for a three-bedroom unit. The requirements of two spaces for a one-bedroom multi-family and three spaces for a three bedroom are higher than typical. Framingham however also needs to assure adequate parking is provided due to its winter parking regulation limiting parking to one side of the street from November through April. Second, multi-family units are often occupied by several adults, each owning an automobile. Furthermore, the Planning Board may grant a special permit to reduce the parking requirement for multi-family housing in the Planned Unit Development or Planned Reuse Districts or for mixed-use development in one of the business districts where transit-oriented development is encouraged.

- **Accessory Apartments.** Framingham does not allow accessory apartments, a form of housing that could supply more housing choices.

- **Inclusionary Zoning**. Framingham's inclusionary zoning bylaw does not offer a density bonus or another type of cost-offset to assist with subsidizing the reduced sales income from a homeownership unit or the reduced investment income from a rent-restricted apartment.

- **Unit Size Restrictions**. Framingham's mixed-use bylaw restricts unit sizes to one or two bedrooms. Given the unmet need for affordable family-sized units and the capacity for development in the Central Business District, the Town could consider allowing a limited number of three-bedroom units in mixed use developments.

State and Federal Regulations, Practices and Subsidies

State and Federal regulations, practices and subsidies also seriously affect housing development. Consider that:

- The state of Massachusetts does not have a state-wide housing plan or systematic, uniform policies to reduced housing barriers. Unless communities have adequate local capacity or interest to pursue some of the Commonwealth's financial incentives, there is no guarantee that affordable housing will be built in the state's smaller towns. In addition, mixed-income housing developers prefer sites with public water and sewer service. As a result, small towns – and particularly small affluent towns with very high land values – are less likely to provide a market climate favorable to comprehensive permits than towns that have construction-ready land. Over time, this has perpetuated historic imbalances in the distribution of affordable housing and fiscal responsibility for providing municipal and school services.

- There has been a decline in state and federal housing subsidies that originally provided support for building and operating subsidized housing.

- The state does not appear to have a clear or consistent policy that determines the number of units that will be counted for Subsidized Housing Inventory in rental developments build without a comprehensive permit. For communities seeking to maintain support for affordable housing, zoning that makes rental developments economically feasible is very important. However, it is difficult to build political

support for higher-density zoning without knowing whether the state will add all of the units in a non-comprehensive permit development to the Subsidized Housing Inventory.

- Chapter 40R seeks to spur housing development by offering financial incentives to communities that adopt high-density zoning regulations and approve new mixed-income units. Chapter 40S commits extra state aid for Chapter 40R-related education costs that are not covered by development-generated revenue. The state has already approved several Chapter 40R districts and it is not clear that funds will continue to be available to encourage new proposals. Further, even though the legislature has agreed to provide additional public school aid, prior-year local aid cuts mean there are no guarantees of access to Chapter 40S assistance for communities that need it.

Infrastructure

Framingham, along with Marlborough and Natick are the region's most "construction-ready" communities in terms of available water and sewer service combined, yet Framingham has very little land available to support new growth. For Framingham to address a wide range of housing opportunities, redevelopment will be the most likely source of growth in multi-family housing regardless of price range.

In northwest Framingham where some developable land exists, development is constrained by lack of public water and sewer.

Housing Development Opportunities

The Housing Plan recommends that the new Master Plan process explore locations and areas in Framingham for the following types of housing initiatives:

- Consider allowing multi-family development by special permit in some zoning districts such as the Regional Center Overlay District (Golden Triangle), provided that developments are compatible with their surrounding context.
- Identify appropriate areas for townhouse development, two-family homes and multi-family garden-style housing, with an emphasis on homeownership.
- Establish incentives that encourage homeownership.
- Ensure compliance with applicable state and federal regulations pertaining to housing for people with disabilities.
- Establish regulations and incentives for artist live/work units.
- Extend the mixed-use development option that currently exists in the Central Business District to other commercial areas.
- Encourage development of high-end, buy-up housing to retain higher-income households and encourage those looking for high-end housing in the MetroWest region to settle in Framingham.
- Increase housing choices for "empty nesters".

- Foreclose on tax title properties and sell for limited development, e.g., one- or two-family owner-occupied housing units, for affordable housing, middle-income housing or senior housing.
- Consider zoning changes to allow accessory apartments by special permit where appropriate.

ECONOMIC DEVELOPMENT

Economic development is important to a community for at least four reasons: job creation, tax base expansion, provision of goods and services, and community revitalization.

First, economic development creates jobs in the community. To the extent that these new jobs are taken by local residents, they directly contribute to increased income in the community. If the new employees come from outside the community, there are still secondary income effects as the new workers spend some of their income in local businesses. Increased employment can also attract new residents to the community, but this tends to be a more subtle effect: in today's economy, both jobs and workers are highly mobile, and as a result people are likely to change jobs (and thus the community in which they work) much more frequently than their place of residence.

When economic development creates jobs, the extent to which residents of the community benefit from the new jobs depends both on the types of jobs created and on the characteristics of the local labor pool. Jobs that do not require high skill levels will provide additional income for residents with low skill levels, including those just entering the job market, and can be beneficial where unemployment rates are high. Conversely, jobs that require technical training or advanced education will tend to produce higher average salaries and wages. A balanced economy will have a mix of jobs at various skill levels and in various sectors.

The second important benefit of economic development is that expansion of the nonresidential property tax base reduces the tax burden on homeowners. This condition exists because our property tax system is structured so that commercial and industrial developments generally pay more in taxes than they require in Town services. Residential development – and single-family housing in particular – generally costs more in Town services (especially schools) than it produces in tax revenues.

A third reason to pursue local economic development is that growth in retail and service businesses creates more local opportunities to shop for goods and obtain privately provided personal and business services. Increased availability of goods and services has both economic and non-economic benefits. On the economic side, having local grocery stores, bookstores, doctors' offices, hairdressers, and department stores (to name just a few), reduces the time and expense of everyday living. Non-economic benefits can be equally important, and include the sense of community that comes from meeting neighbors and friends in local shops and business areas, as well as the higher level of civic engagement that exists when residents are in town during the day and not just when they get home in the evening.

Finally, economic development is important as a way to reuse vacant or obsolescent building space, and more broadly as a means for revitalizing areas that have fallen into disuse. Some neighborhood commercial areas in Framingham are declining and in need of revitalization, and finding new roles for these areas can be as important a goal as creating jobs, generating tax revenues, or providing shopping opportunities.

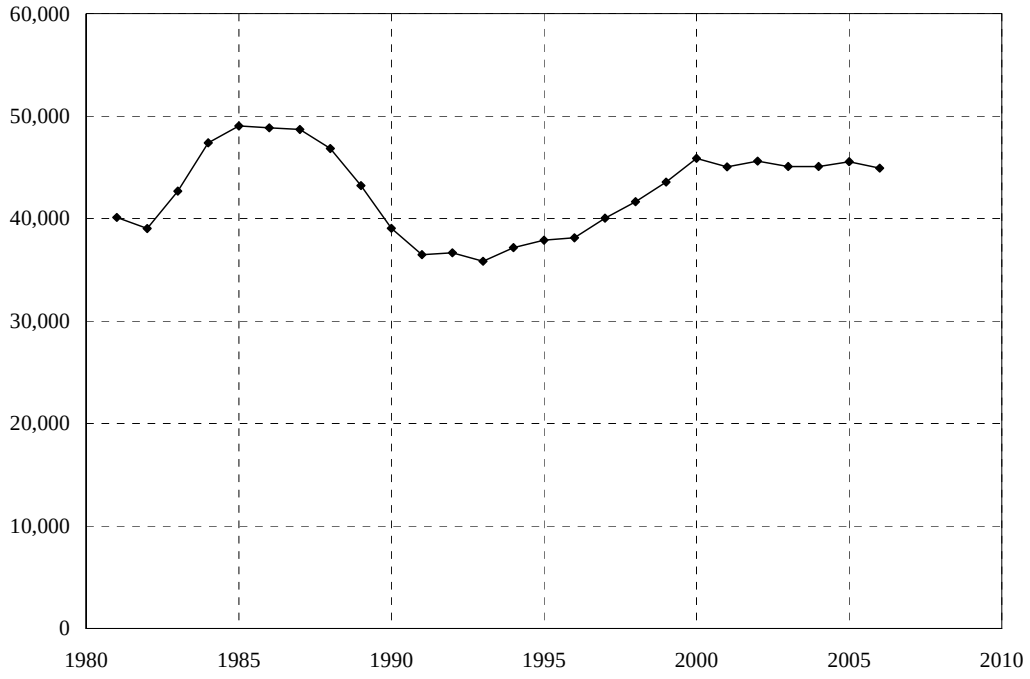
Employment, Number of Establishments and Wages

Framingham is an important employment center in the MetroWest[18] area, accounting for about one-third of the area's total employment. This share is expected to remain constant in the future, according to forecasts of employment prepared by the Metropolitan Area Planning Council (MAPC).

Total Employment in Framingham

Figure 19 shows average annual employment levels in Framingham for the years 1981 through 2006 (these figures represent all jobs in Framingham businesses and organizations, regardless of the employees' place of residence).

Figure 19: Framingham Total Employment, 1981-2006



In the early 1980s job growth in the Town was rapid (more than 5% per year), peaking in 1985 when manufacturing employment was also at its highest level. However, the economy started turning in 1987 and for the next four years the number of jobs in Framingham dropped equally quickly, bottoming out in 1991 with 25% fewer jobs than at the peak. Employment levels remained low for several years after the official end of the 1990-1991 recession, and then increased from 1994 to 2000 at a moderate pace (3.6%

[18] The term "MetroWest" has varying meanings depending on the source. As defined by the Metropolitan Area Planning Council (MAPC), the MetroWest region includes the 10 communities of Ashland, Framingham, Holliston, Marlborough, Natick, Southborough, Sudbury, Wayland, Wellesley, and Weston. The MetroWest Economic Research Center at Framingham State College excludes Marlborough and Weston but adds Hopkinton, for a total of nine towns. In this report the term is used loosely to describe Framingham and its close neighbors. Where the term refers to a specific grouping of towns, this particular meaning should be clear from the table to which the text refers.

annual growth). This increase was halted by the next recession in 2001. The employment level in 2006 was still about 6% below that of the 1985 peak.

As shown in Table 30, Framingham's employment and number of establishments fluctuated only marginally from 2001 to 2006. Over the 6-year period shown, average weekly wages and total wages have increased 24% and 22%, respectively, well ahead of statewide increases of 17% and 14% during the same period.

Table 30: Framingham Establishments, Employment and Wages, 2001-2006

Year	Number of Establishments	Total Employment	Average Weekly Wages	Total Wages
2001	2,237	45,047	$ 990	$2,355,052,788
2002	2,266	45,603	968	2,296,634,862
2003	2,274	45,085	1,034	2,423,473,412
2004	2,338	45,079	1,113	2,608,369,836
2005	2,246	45,540	1,152	2,728,945,192
2006	2,220	44,917	1,229	2,870,869,503

Source: Mass. Department of Employment and Training
"Total Wages" = wages earned by all workers for the entire year.

The top employers in Framingham (excluding headquarters reporting employment outside of Framingham such as TJ Maxx and Staples) are listed in Table 31:

Table 31: Largest Employers in Framingham, 2006

	Employees
Bose Corporation	3,000
Metrowest Medical Center	2,500
Framingham School District	1,000
Lifeline Systems	700
Metrowest Career Center	600
Genzyme Corporation	600
TLC Nursing Services	500
Saint Patrick's Manor	500
Framingham State College	400

Source: Claritas Business Data Base

Employment by Economic Sector

Table 32 shows employment in Framingham by economic sector from 1981 to 2000, and Table 33 continues the data (with modified categories) from 2001 through 2005. While total employment in Framingham has remained fairly stable recently, there have been shifts within major categories:

- The loss of 4,000 jobs at the General Motors plant starting in 1986 was the most dramatic event in the shift away from traditional ***manufacturing*** in the employment base of Framingham. From 1986 to 2000 the Town lost nearly 60% of its manufacturing jobs. By 2006, manufacturing employment had dropped to less than one-third of its level in the middle of the 1980s. This reflects national trends in manufacturing losses.

- ***Wholesale and retail trade*** peaked in 1987 then dropped off slightly and by 1999 had recovered to about 90% of what it was at its peak. Since 2001 wholesale and retail trade has remained stable with between 7,500 and 7,800 employees.[19]

- Employment in ***services***[20] increased dramatically during the 1980s and 1990s, more than doubling from 7,977 to 16,024 employees, representing an annual growth rate of about 4 percent. Since 2001, services have grown at an annual rate of about 1 to 2%.

- Between 1988 and 1994 there was a substantial decrease in ***transportation, communication and public utility*** (TCPU) jobs, associated with a decrease in Framingham's rail operations. Between 1994 and 2000 these jobs remained fairly stable, with small increases. Since 2000 this sector has remained stable.

- ***Construction*** employment generally follows the overall economy. This sector grew to a peak in the mid-1980s, dropped sharply to the trough of the recession in 1991, and then rebounded with the rest of the economy through the 1990s. Construction jobs represent a fairly constant 3%-4% of total employment in the Town.

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[19] The "trade" category cannot be directly compared between the periods 1981-1999 and 2001-2005 because of changes in classification of some types of businesses. Prior to 2000, food services (restaurants and food markets) were classified as retail uses. Since 2000, food services have been combined in a new category with accommodations (hotels, motels, inns, and bed and breakfasts) which had been included in the services category.

[20] Up to the year 2001, "Services" included the categories: Hotels and Other Lodging Places; Personal Services (e.g. beauty salons, clothes cleaning services, etc.); Business Services; Auto Repair Services and Garages; Miscellaneous Repair Services; Motion Pictures; Amusement and Recreation Services; Health Services including Doctor's and Dentist's Offices and Hospitals; Legal Services; Educational Services; Museums, Botanical and Zoological Gardens; and Miscellaneous Services including Engineering, Architectural, Research and Accounting Services.

Since 2001 "Services" includes the categories: Finance and Insurance; Real Estate and Rental and Leasing; Professional, Scientific, and Technical Services; Management of Companies and Enterprises; Administrative and Support and Waste Management and Remediation Services; Educational Services; Health Care and Social Assistance; Arts, Entertainment, and Recreation; Accommodation and Food Services; Other Services (Except Public Administration/Government). For more detailed definitions see the North American Industrial Classification System at http://www.census.gov/epcd/www.naics.html.

- ***Government*** employment has remained fairly stable.

Table 32: Employment in Framingham, 1981-2000

Year	Total	Ag./For./ Fish.	Govt.	Constr.	Manufact.	TCPU	Trade	FIRE	Services
1981	40,103	160	3,933	1,269	11,306	3,173	10,996	1,262	7,977
1982	39,031	186	3,650	1,214	9,892	3,104	11,179	1,289	8,492
1983	42,670	205	3,784	1,093	11,885	3,069	11,583	1,832	9,196
1984	47,395	258	3,567	1,270	14,657	3,258	12,361	2,064	9,838
1985	49,032	253	3,578	1,476	14,888	3,308	12,791	2,213	10,511
1986	48,844	217	3,577	1,898	13,787	3,252	13,241	2,025	10,824
1987	48,687	266	3,629	1,977	11,039	3,355	14,589	2,326	11,486
1988	46,838	254	3,619	1,807	9,403	3,005	14,145	2,410	12,177
1989	43,218	194	3,613	1,324	8,579	1,882	12,954	2,604	12,050
1990	39,047	173	3,541	1,181	6,593	1,544	11,302	2,309	12,398
1991	36,475	183	3,248	823	6,134	1,246	10,146	2,214	12,474
1992	36,666	128	3,012	735	5,220	1,269	10,117	2,444	13,733
1993	35,829	148	3,069	809	4,749	1,188	10,550	2,529	12,752
1994	37,166	152	3,091	869	5,414	1,153	10,915	2,703	12,859
1995	37,895	151	3,100	900	5,502	1,354	10,933	2,759	13,186
1996	38,127	124	3,078	1,158	4,577	1,192	11,510	2,511	13,967
1997	40,044	145	3,692	1,400	5,001	1,254	11,387	2,256	14,902
1998	41,649	161	3,831	1,650	5,546	1,354	11,652	2,276	15,168
1999	43,555	175	3,755	1,400	5,687	1,350	13,225	1,927	16,024
2000	45,880	181	4,100	1,506	5,688	1,354	14,691	1,732	16,628

TCPU = Transportation, Communication and Public Utilities FIRE = Finance, Insurance and Real Estate

Source: Mass. Department of Employment and Training.

Note: Definitions of categories changed in 2001 when reporting shifted from the earlier Standard Industrial Classification (SIC) to the current North American Industry Classification System (NAICS).

Table 33: Employment in Framingham, 2001-2005

	Year					2001-2005 Change	
	2001	**2002**	**2003**	**2004**	**2005**	**#**	**%**
Total Employment	45,749	45,603	45,085	45,079	45,540	-209	-0.5%
Construction	1,968	2,059	1,611	2,027	1,831	-137	-7.0%
Manufacturing	5,042	4,922	5,085	4,059	4,177	-865	-17.2%
Wholesale Trade	1,520	1,654	1,436	1,310	1,371	-149	-9.8%
Retail Trade	6,290	6,059	6,070	6,150	6,245	-45	-0.7%
Transportation and Warehousing	529	592	584	596	589	60	11.3%
Information	3,051	2,665	2,638	2,605	2,690	-361	-11.8%
Finance and Insurance	958	904	764	800	829	-129	-13.5%
Real Estate and Rental and Leasing	477	480	520	498	469	-8	-1.7%
Professional and Technical Services	4,205	3,549	3,156	4,002	3,621	-584	-13.9%
Management of Companies and Enterprises	3,553	4,181	4,264	4,421	5,031	1,478	41.6%
Administrative and Waste Services	2,705	2,338	2,575	2,658	2,723	18	0.7%
Educational Services	436	457	461	505	534	98	22.5%
Health Care *	4,919	5,177	5,274	5,506	5,488	569	11.6%
Social Assistance (services to individuals and families)	840	867	1,149	945	930	90	10.7%
Arts, Entertainment, and Recreation	296	297	323	325	271	-25	-8.4%
Accommodation and Food Services	2,895	2,845	2,832	2,940	3,048	153	5.3%
Other Services, Except Public Administration	1,350	1,383	1,200	1,176	1,194	-156	-11.6%

TCPU = Transportation, Communication and Public Utilities FIRE = Finance, Insurance and Real Estate

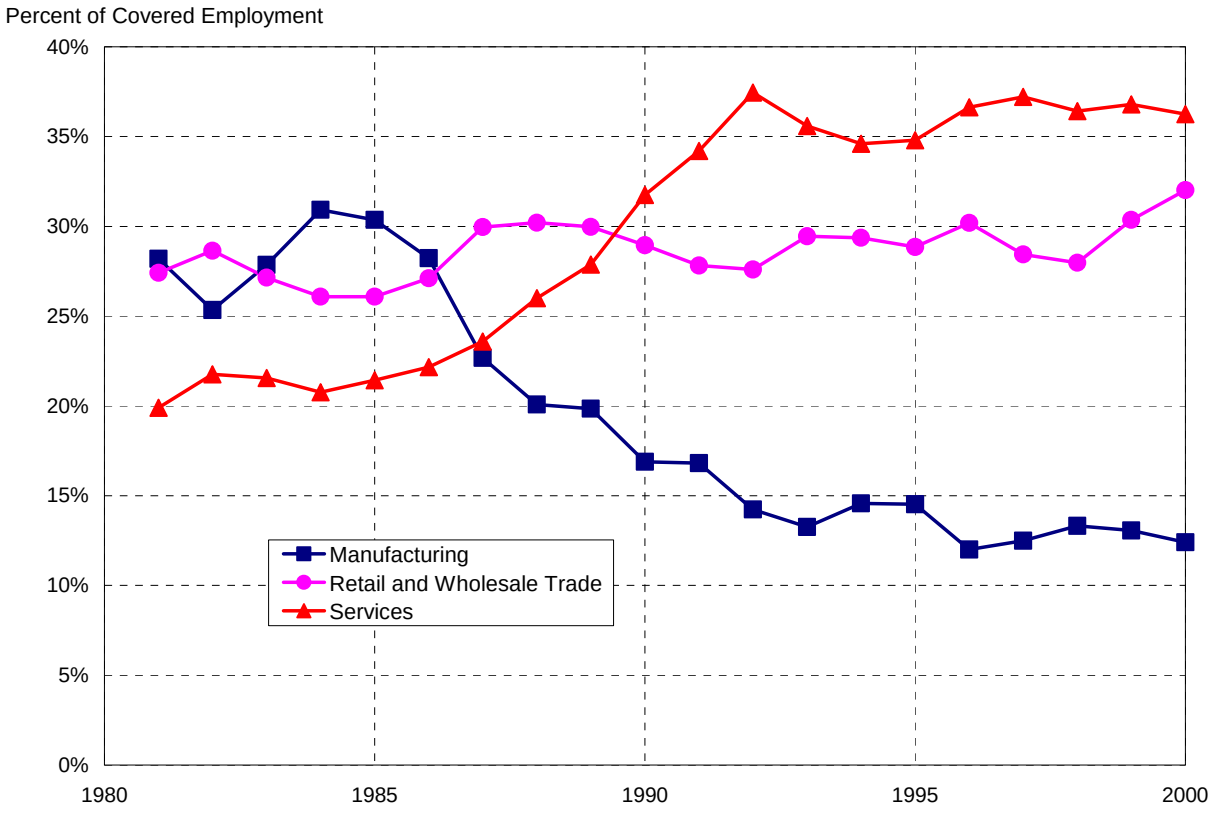
Source: Mass. Department of Employment and Training

Note: Definitions of categories changed in 2001 when reporting shifted from the earlier Standard Industrial Classification (SIC) to the current North American Industry Classification System (NAICS).

** Of those employed in Health Care about 2500 are employed at the MetroWest Medical Center (both the Framingham Union Hospital and the Leonard Morse Hospital campuses).*

As noted earlier, since the early 1980s there has been a shift in employment away from manufacturing and toward service sector businesses. Figure 20 illustrates the dramatic shift that has occurred in Framingham's local economy during the 1980s and 1990s. Since the middle of the 1980s, manufacturing employment has been steadily declining while service employment grew rapidly until the early 1990s. These data reflect national economic trends.

Figure 20: Employment Shift in Major Economic Sectors, 1981-2000



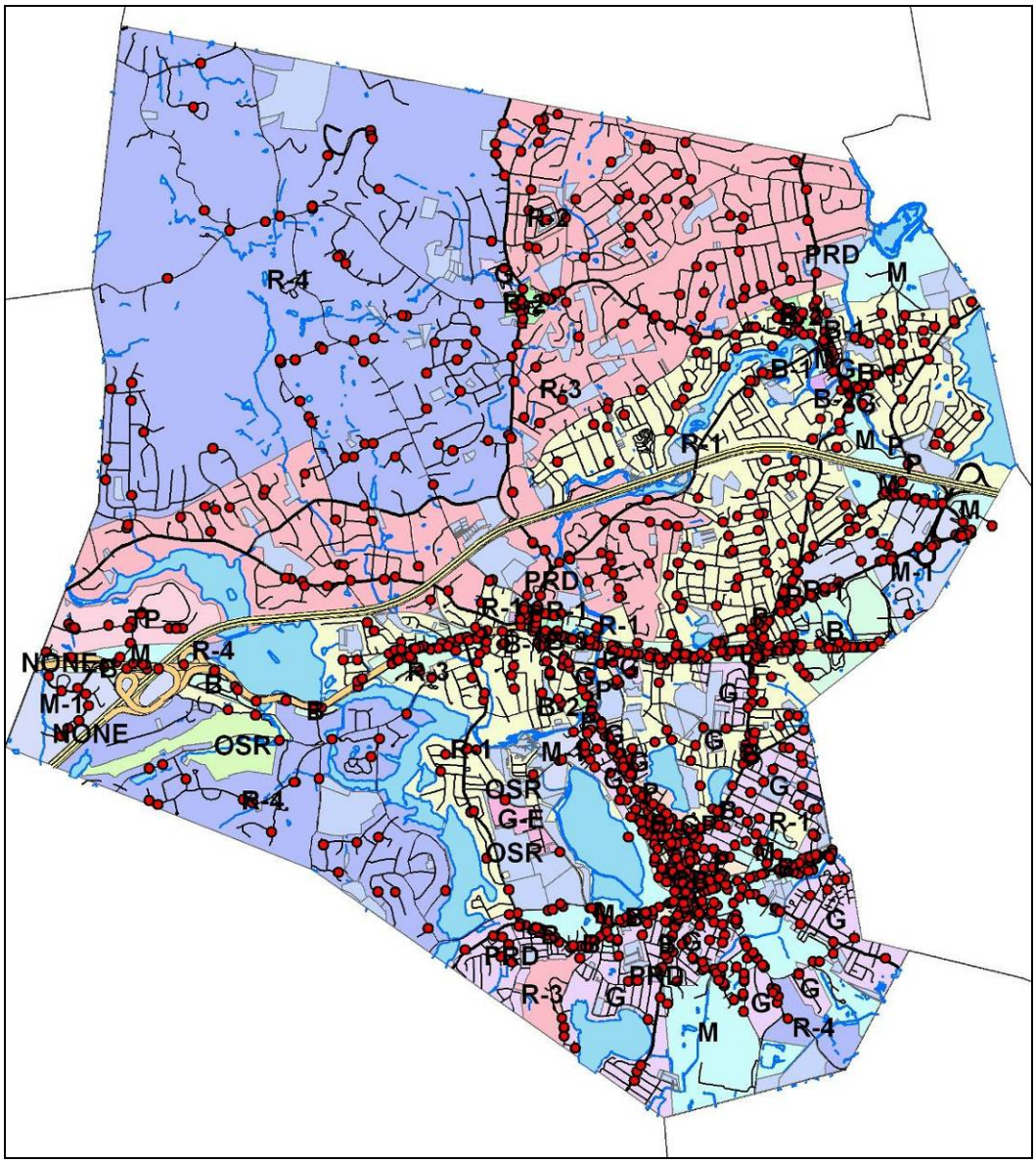
Note: Definitions of services and other categories are from the Standard Industrial Classification System, which was superseded by the North American Industrial Classification System.

In 2005, services including government accounted for about 50% of total employment, followed by trade with 18%, and manufacturing accounting for another 9%. These categories accounted for 77% of all employment.

Employment Location

Map 1 shows the locations of Framingham employers, with the density of dots on the map providing a general indication of the important business areas throughout the Town. The map shows a pattern consisting of economic centers – Downtown, the hospital area, Saxonville, Nobscot – and linear economic corridors – Route 9, Route 126, Union Avenue, and Route 135.

Map 1: Locations of Framingham Businesses[21]



[21] The map is meant to be illustrative, and not definitive. A map on which the size of the symbols varied according to number of employees or sales volume would give more weight to industrial and office areas with relatively few but very large businesses, such as the Technology Park and 9/90 Crossing, and would thus result in a more detailed depiction of business patterns in Framingham. Further, the source data for the map includes all types of employers – government, religious, nonprofit, etc. – and not solely businesses.

Source: Claritas (mapping by Taintor & Associates, Inc.)

Many businesses in Framingham are located in the Route 9 corridor. For the most part, these are highway-oriented retail and service businesses that serve region-wide markets. To the west of Shoppers World and Route 126, the Route 9 corridor contains businesses that also depend on highway access but are smaller in scale. Downtown Framingham contains a mix of retail and services that serve the local area market as well as a few businesses and government offices with a regional market. There are two business corridors connecting Downtown Framingham with Route 9 along Concord Street (Route 126) and Union Avenue. Neighborhood scale commercial uses are located in Saxonville in the northeast corner of Framingham and Nobscot in the north central part of the Town as well as in other small historic village areas such as Coburnville, Mount Wayte and Cochituate Station.

One striking feature of the map is the number of businesses that are located in residential zones throughout the Town. These tend to be very small businesses run from residents' homes, although the data indicate that many of them have one or more employees in addition to the business owner.

Commercial rents (which include both retail and office space) in the small business areas and historic village centers are about $10 to $15 per square foot per year. These are somewhat higher than the commercial rents in Downtown Framingham at about $8 to $12 per square foot per year. Commercial rents along Union and Concord Streets are at about $12 to $18 per square foot per year. Commercial rents along the western section of Route 9 are in the $12 to $20 per square foot per year range, while the Golden Triangle area represent the highest commercial rents in town in the $20 to $40 per square foot per year range, depending on quality of space. Rents for manufacturing and storage space are considerably less, some in the $5 to $9 per square foot per year range. (These data reflect asking prices reported by Phoenix Commercial Real Estate, Kaplan Commercial Properties and the Boston Business Journal.)

Retail and Services

The segment of the Route 9 corridor east of Route 126, commonly known as the "Golden Triangle," contains most of the region-wide retail businesses and is built on the attraction of Shopper's World and the adjacent Natick Mall. Both of these regional shopping centers have been expanding and upscaling in order to maintain their competitive positions in the region. Other major retail centers that compete with these malls include:

The Mall at Chestnut Hill	Newton	12 miles east
Solomon Pond Mall	Marlborough/Berlin	18 miles northwest
Burlington Mall	Burlington	20 miles northeast
South Shore Plaza	Braintree	30 miles southeast
North Shore Mall/Liberty Tree Mall	Danvers/Peabody	40 miles northeast
Emerald Square Mall	Attleboro	44 miles south

The Golden Triangle continues to grow and expand as new businesses are added and existing establishments are redeveloped or expanded.

Many of the businesses located to the west of the Golden Triangle on Route 9 are small scale retail establishments. In addition to their highway orientation they also serve town-wide markets. The small Framingham Centre business district was historically a distinct center but is now subsumed within this continuous retail corridor extending west to Temple Street.

Retail and service businesses in downtown Framingham primarily serve a local market area consisting of the residential neighborhoods surrounding the downtown and extending south along Hollis and Irving Streets. Many businesses in Downtown Framingham are ethnic in character with Brazilian and Spanish orientations predominant.

In addition to this local orientation, the Downtown also serves town-wide and regional markets. There are a few region-serving businesses in the Downtown such as The Fabric Place. A number of government offices in the downtown area, including the Registry of Motor Vehicles and the Social Security Administration, also draw from a wider population.

Medical and Professional Offices and Related Services

Some converted industrial buildings east of the Downtown include professional offices and there are some professional offices in converted residences along Route 9 and Concord Street. A large concentration of medical offices and related facilities is located in and around the MetroWest Medical Center on Lincoln Street at Evergreen. Similarly, the Framingham District Court on Concord Street has historically attracted offices of attorneys. Medical and law offices and other professional services offices serve regional markets.

Office and Technology Parks

Some of the Town’s major office and industrial developments are located along Route 9 off exit 12 from the Massachusetts Turnpike (I-90). The Technology Park on the north of Route 9 and the 9/90 Corporate Center to the south together host Staples headquarters, Bose headquarters, Genzyme and other companies.

Retail Sales and Employment

Table 34 and Table 36 show retail and service sales and related data in Framingham in 2002, the latest year the U.S. Census Bureau published the surveys of these activities (which it does every five years).

Table 34: 2002 Retail Sales, Number of Establishments, Annual Payroll and Employment

Retail Category	Number of establishments	Sales ($1,000)	Annual Payroll ($1,000)	Number of employees
All Retail Trade	274	1,315,369	119,259	5,120
Motor vehicle & parts dealers	27	441,320	29,979	806
Furniture & home furnishings stores	24	77,782	8,672	330
Electronics & appliance stores	15	90,564	7,815	318
Building material & garden equipment & supplies dealers	22	45,814	8,050	217
Food & beverage stores	39	123,797	14,503	857
Health & personal care stores	16	55,128	5,070	503
Gasoline stations	34	76,932	3,901	197
Clothing & clothing accessories stores	24	83,636	8,811	511
Jewelry stores	6	23,902	2,150	75
Sporting goods, hobby, book, & music stores	21	83,221	8,726	562
General merchandise stores	5	147,349	11,708	410
Miscellaneous store retailers	21	18,424	2,801	120
Non-store retailers	20	47,500	7,073	214

Source: 2002 Economic Census of Retail Trade, U. S. Census Bureau (The data for 2007 (the next 5 year retail business census) will not be available until late 2008.)
Note: The data are from federal sources which do not count as many retail employees as state data sources.

Motor vehicle and parts dealers are the largest retail category, accounting for 34% of the value of all sales in Framingham. In 2002 there were 27 motor vehicle and parts dealers in the Town, employing about 800 workers. Most of the motor vehicle and parts sales (93%) are made by the 11 new car dealers in Framingham.

The ADESA, Inc., automobile auction site, located at the former General Motors plan on Loring Drive, is also included in the motor vehicle dealer category. While this is an extensive land use, it is relatively unimportant economically. The automobile auction under-utilizes the site, which in a more intensive use has a potential to make a larger contribution to economic development in Framingham. In other communities, such as Acton, auto auctions have been replaced with other uses as the land that they occupy becomes more attractive for higher value uses.

General merchandise stores account for the second largest volume of sales (11%) followed by food and beverage stores (9%). Most of the general merchandise sales are made at the department and specialty stores in the Golden Triangle. This area is

undergoing substantial upgrading in an effort to retain its market position as the major shopping area in the Metrowest region, and as mentioned, to keep even with other major regional shopping areas.

Big-Box Stores

Framingham's retail sector includes a significant component of "big-box" or "large format" businesses,[22] including Wal-Mart, Target, Lowe's, BJ's Wholesale Club, Barnes & Noble, and Office Depot. (Framingham also hosts the headquarters of Staples, the leading big-box office supply retailer.) Big-box businesses serve the basic economic development objectives of providing employment and tax revenues, and they serve residents by providing a wide range of goods, sometimes at relatively low prices.

However, big-box development is not particularly beneficial to communities from a fiscal perspective, generating relatively low tax revenues and high municipal costs. As Table 35 shows, big-box development is a lower-value use of land in Framingham than other retail forms: parcels with small retail and service establishments (less than 10,000 sq. ft. of floor area per parcel) have a higher value per acre of land than discount stores, shopping centers and malls, hardware stores, or supermarkets. A fiscal impact analysis conducted for the town of Barnstable, MA, estimated that both big-box stores and shopping centers had a negative fiscal impact on municipal finances, while "specialty retail" was estimated to have a positive municipal fiscal impact.[23] In addition to the lower average taxable valuation noted above, a major factor is the wider geographic draw of the large-format stores, which results in higher municipal costs for road maintenance and public safety.

[22] While big-box stores are characterized in part by being significantly larger than other retail establishments, there is not unanimity about the scale at which a store is considered to be a "big box." A commonly used threshold is 100,000 square feet of floor area, while other definitions relate the size to the typical size of competitors, for example, three times the size of a comparable business.

[23] Tischler & Associates, Inc., *Fiscal Impact Analysis of Residential and Nonresidential Land Use Prototypes*, Prepared for Town of Barnstable, Massachusetts, July 1, 2002.

Table 35: Assessed Valuation of Framingham Retail Parcels

Assessors Land Use Classification	No. of Parcels	Total Area (Acres)	Assessed Valuation			
			Total (Land + Bldgs)	Average Per Acre		
				Land + Buildings	Land	Buildings
Small Retail and Service (<10,000 sq ft)	117	51.69	$88,833,100	$1,718,697	$662,471	$1,056,225
Discount Stores	7	14.50	$20,382,900	$1,405,704	$525,243	$880,461
Supermarkets (>10,000 sq ft)	4	20.14	$27,999,500	$1,390,147	$571,728	$818,419
Auto Parts	3	1.64	$2,199,800	$1,341,931	$385,535	$956,396
Hardware	23	28.00	$36,299,100	$1,296,175	$590,810	$705,365
Shopping Centers/Malls	21	183.68	$231,809,400	$1,262,030	$414,592	$847,438

Source: Town of Framingham Assessors Database

In addition to the potential negative fiscal impacts of big-box stores, this type of development raises issues about environmental sustainability and community character. Because they are designed to draw from a wide geographic area, they depend on easy automobile access and particularly access from regional highways or major roadways with high visibility; and they are typically in large footprint, one-story buildings surrounding by expansive parking lots. As a result, this form of development has high rates of land consumption and traffic generation compared to other commercial uses.

Service Industries Sales and Employment

Table 36 shows sales of service industries by major category for 2002, as reported by the U. S. Census Bureau in its economic survey of service industries. The largest sales are probably in professional, scientific and technical services, but the amount is unreported in the survey because of disclosure rules. This category had the largest number of establishments. For sales data that were reported, health care and social assistance had the largest amount ($509,743,000). Framingham has significant health care activities centered on the MetroWest Medical Center on Lincoln Street, the Franklin Medical Building on Franklin Street, and the Wellness Center on Route 9.

Table 36: 2002 Service Industry Sales, Number of Establishments, Annual Payroll and Employment

Service Category	Number of establishments	Sales, shipments, receipts, revenues ($1,000)	Annual payroll ($1,000)	Number of employees
Professional, scientific, & technical services	360	D	D	D
Educational services	25	31,057	12,561	310
Health care	209	464,103	215,728	6,217
Social assistance (services to individuals and families)	38	45,640	15,226	557
Arts, entertainment, & recreation	19	15,310	7,668	625
Other services (except public administration)	137	130,482	41,964	1,356

Source: 2002 Economic Census of Service Industries, U. S. Census Bureau
"D" = data not given in order to protect confidential information on individual companies.
Note: The data are from federal sources which count more service industry employees than state data sources.

Table 36 does not include public administration (government) workers. In 2006 there were 2,497 workers employed in public administration in Framingham (reported in the Claritas Business Database).

Office Space, Vacancies and Rents

Table 37 shows the amounts of office space in Framingham by quality category and the annual square footage rents charged for the space, and the current vacancy rates in each category. Rents range from $14.60 to $23.02 with an average for all categories of $19.66. The overall vacancy rate is 7.3%, which is considered normal in the industry. (Data on commercial building permits, which relate to the amount of office space in Framingham, is given in the Land Use chapter).

Table 37: Framingham Office Space

Office Type[24]	Square Feet	Vacancy Rate	Quoted Rental Rate
Class A	10,284,148	7.3%	$23.02
Class B	4,184,490	9.7%	$20.02
Class C	2,124,558	4.3%	$14.60
Total or Average	16,593,196	7.3%	$19.66

Source: Advisors' Real Estate Listings

Labor Force, Employment and Unemployment

Occupations of the Resident Labor Force

The "resident labor force" consists of people who live in Framingham and are employed anywhere. The labor force also includes unemployed people seeking jobs.

Nearly 45% of Framingham's resident workforce is in professional and other related relatively high paying occupations. Table 38 shows the composition of the work force in 1990 and 2000. Between 1990 and 2000 the employed resident labor force decreased by 937 workers. There were losses in the labor force categories of service occupations; sales and office occupations; construction, extraction and maintenance occupations; and farming, fishing and forestry

[24] The distinctions among "classes" of office space are subjective. The Urban Land Institute, a noted authority on commercial land uses, says the following about these classifications in its Office Development Handbook:

> ***Class A*** office space can be characterized as buildings that have excellent location and access, attract high quality tenants, and are managed professionally. Building materials are high quality and rents are competitive with other new buildings. In practical terms, the office buildings that you see in the heart of the financial district with lots of brass and glass fixtures and huge, expensive lobbies are examples of Class A office buildings. Class A office buildings are usually steel-framed and tall. They are often occupied by banks, high-priced law firms, investment banking companies, and other high-profile companies with a need to provide the trappings of financial success.
>
> ***Class B*** buildings have good (versus excellent) locations, management, and construction, and tenant standards are high. Buildings should have very little functional obsolescence and deterioration. In practical terms, Class B buildings are usually newer, wood-framed buildings or older, former Class A buildings. Class B office buildings are often found in the suburbs or the less-pricey areas of major Central Business Districts (CBD's). Wood-framed Class B office buildings are usually three stories or less.
>
> ***Class C*** buildings are typically 15 to 25 years old but are maintaining steady occupancy. A fair number of the Class C office spaces in the inventory are not truly office buildings but rather walk-up office spaces above retail or service businesses. In a normal market, Class A rents are much higher than Class B, which are above Class C. This makes sense because Class A buildings offer higher quality to the tenants and cost more to provide.

occupations. These losses were somewhat offset by gains in management, professional and related occupations, and in production, transportation, and material-moving occupations.

Table 38: Framingham Labor Force Composition by Occupation in 1990 and 2000

	1990	2000
All employed persons 16 years of age and over	36,664	35,727
Management, professional and related occupations	14,008	16,115
Service occupations	6,176	5,668
Sales and office occupations	11,035	8,710
Construction, extraction and maintenance occupations	3,624	2,100
Production, transportation, and material-moving occupations	1,500	3,098
Farming, fishing and forestry	321	36

Source: 1990 and 2000 U.S. Census of Population

Table 39 shows additional information about the changes in resident labor force, revealing the growth in self-employment and government workers between 1990 and 2000. Employment in government jobs grew by 49% over this 10-year period.

Table 39: Self-Employed and Government Workers Residing in Framingham: 1990 and 2000

	1990	2000
Self-employed in incorporated businesses	n/a	997
Self-employed in non-incorporated businesses	2,168	2,488
Local government workers	n/a	2,343
State government workers	n/a	1,103
Federal government workers	n/a	458
All government workers	2,617	3,904

Source: 1990 and 2000 U. S. Census of Population

Note that Table 38 and Table 39 present different parameters of the labor force. Table 38 shows the composition of Framingham's entire resident labor force by occupation. Thus, the numbers in this table include self-employed and government workers as well as workers employed in private companies. Table 39 summarizes the number of self-employed and government workers, regardless of occupational classification.

Resident Labor Force, Employment and Unemployment

Table 40 presents data on the Town's resident labor force, employment and unemployment from 1990 to 2007. These data are slightly different than the U. S. Census data reported above because they are calculated by two different methods. The federal census data are from a 17% sample while the state employment data are from employer records and claims for unemployment compensation.

Table 40: Labor Force, Employment and Unemployment in Framingham

Year (Annual Average)	Labor Force	Employed	Unemployed	Unemployment Rate	
				Framingham	Massachusetts
1990	38,386	36,371	2,015	5.2	6.3
1991	37,646	34,988	2,658	7.1	8.8
1992	37,119	34,347	2,772	7.5	8.8
1993	36,635	34,528	2,107	5.8	7.3
1994	36,731	34,899	1,832	5.0	6.2
1995	37,379	35,810	1,569	4.2	5.5
1996	37,790	36,477	1,313	3.5	4.6
1997	38,376	37,339	1,037	2.7	4.1
1998	38,910	38,051	859	2.2	3.4
1999	39,267	38,317	950	2.4	3.3
2000	37,828	36,987	841	2.2	4.0
2001	37,928	36,791	1,137	3.0	4.7
2002	37,472	35,759	1,713	4.6	5.8
2003	36,772	34,987	1,785	4.9	6.0
2004	36,453	34,929	1,524	4.2	5.5
2005	36,411	35,084	1,327	3.6	5.1
2006	36,714	35,288	1,426	3.9	4.6
Month	**Labor Force**	**Employed**	**Unemployed**	**Unemployment Rate**	
				Framingham	**Massachusetts**
March 2007	36,561	35,262	1,299	3.6	4.8

Source: Mass. Department of Employment and Training

The unemployment rate for Framingham residents has been fairly low, reflecting an educated and skilled labor force that participates in a growing metropolitan economy and competes well for jobs. As Table 40 shows, Framingham has been below the statewide unemployment rate at least since 1990. The higher rates of 1991 and 1992 reflect the overall state and national economic downturn of that period.

One reason to promote economic development is to provide jobs for town residents who may need them. Given the low unemployment rates of Framingham residents and relatively high labor force skills, it appears that continued emphasis on high skill job training and education is appropriate to meet the needs of the Town's businesses and labor force.

Educational Attainment

Table 41 and Figure 21 show the educational attainment of Framingham's labor force compared to the MetroWest region and the State, according to the 2000 U. S. Census of Population.

- Eighty-seven percent (87%) of Framingham's labor force had a high school education or better, compared with 92% for the MetroWest region and 85% for the state.
- The highest single category in Framingham is bachelor's degree at 25%, compared with only 20% for the state, but 28% for the MetroWest region.
- Framingham falls between the state and MetroWest Region in all categories except associate degree holders, where the state exceeds both Framingham and the MetroWest Region.

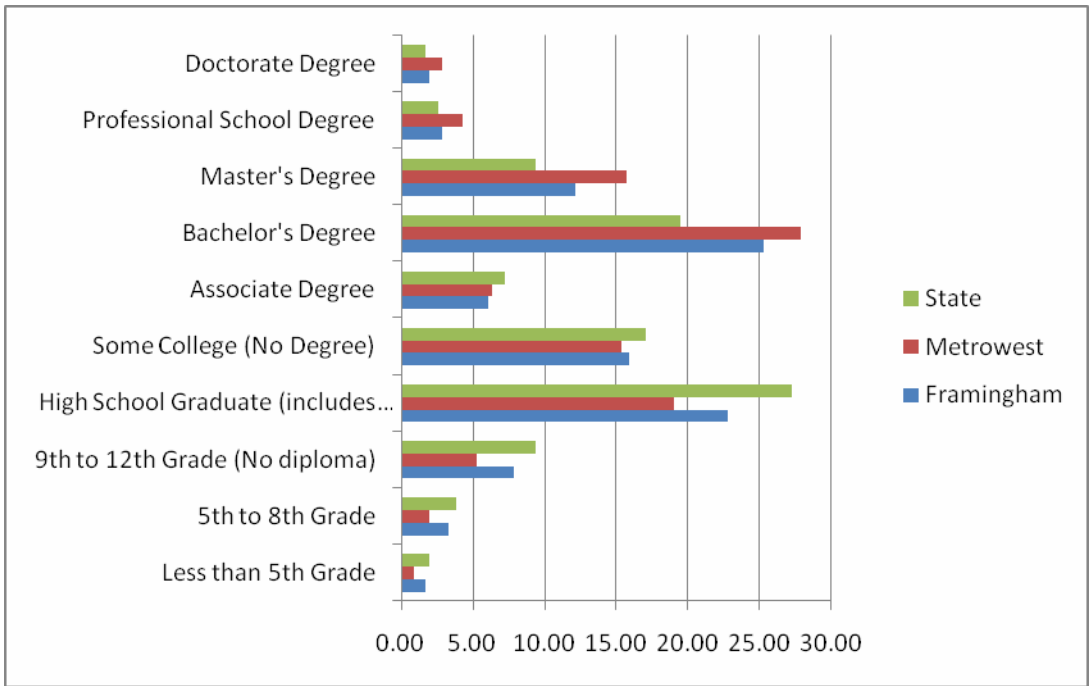
In general Framingham's labor force is well educated and poised to take higher income jobs. Given its location in the center of the MetroWest region, Framingham is well positioned to create high income jobs that utilize the high educational attainment levels of the regional labor force.

Table 41: Educational Attainment of Labor Force in Framingham, MetroWest and the State, 2000

Educational Level	Framingham		MetroWest		Massachusetts	
	Number	Percent	Number	Percent	Number	Percent
Less than 5th grade	777	1.7%	1,435	0.9%	83,622	2.0%
5th to 8th grade	1,537	3.3	3,077	2.0	163,934	3.8
9th to 12th grade (no diploma)	3,709	7.9	8,156	5.3	403,537	9.4
High school graduate (includes equivalency)	10,688	22.8	29,173	19.0	1,165,489	27.3
Some college (no degree)	7,458	15.9	23,623	15.4	730,135	17.1
Associate degree	2,863	6.1	9,739	6.4	308,263	7.2
Bachelor's degree	11,869	25.3	42,755	27.9	834,554	19.5
Master's degree	5,721	12.2	24,200	15.8	400,203	9.4
Professional school degree	1,344	2.9	6,583	4.3	109,722	2.6
Doctoral degree	905	1.9	4,400	2.9	73,816	1.7
TOTAL	**46,871**	**100.0%**	**153,141**	**100.0%**	**4,273,275**	**100.0%**

Source: 2000 U.S. Census of Population

Figure 21: Educational Attainment of Labor Force in Framingham, MetroWest and the State, 2000



Source: 2000 U.S. Census of Population
Note: Horizontal scale represents percent of total labor force.

Places of Work for Framingham Residents

In 2000, one-third of Framingham's resident employed labor force worked in the Town, and two-thirds commuted to jobs outside the Town. The average commuting time to work was 27 minutes.

Table 42 shows where Framingham residents worked in 1990 and 2000. Boston and Natick are the second and third most frequent locations for out-of-town jobs. About 70% of all work locations for Framingham residents are accounted for in this listing of the top ten destinations. The percentage in the top ten locations declined by about 4% from 1990 to 2000, indicating that jobs were sought in further more spread-out locations.

Table 42: Top Ten Cities and Towns in which Framingham Residents Worked in 1990 and 2000

City or Town	1990		2000	
	Framingham Residents Working in City or Town	Percent of All Employed Framingham Residents	Framingham Residents Working in City or Town	Percent of All Employed Framingham Residents
Framingham	**13,056**	**36.2%**	**11,404**	**32.7%**
Boston	3,626	10.5	3,783	10.8
Natick	3,058	8.5	2,665	7.6
Waltham	1,151	3.2	1,318	3.8
Newton	954	2.6	1,197	3.4
Wellesley	1,098	3.0	925	2.6
Marlborough	1,016	2.8	1,003	2.9
Wayland	878	2.4		
Cambridge	873	2.4	1,002	2.9
Westborough	701	1.9		
Sudbury			627	1.8
Ashland			516	1.5
Totals	**26,411**	**71.2%**	**24,440**	**67.1%**

Source: U.S. Census of Population for 1990 and 2000

Employment Forecasts

The Metropolitan Area Planning Council (MAPC) has prepared two recent studies that provide estimates of employment growth in Framingham and surrounding areas. The earlier of these was a build-out analysis carried out in 2001-2002, which estimated that about 1,788,000 sq. ft. (approximately 41 acres) of new commercial and industrial floor area could be created on land then zoned and available for those uses. Typical employment densities for commercial and industrial space are between 200 and 400 sq. ft. per employee, which means that the estimated buildout could house between about 4,500 and 9,000 new employees.

It should be noted that the MAPC buildout analysis was based on development levels in 2001, and therefore does not include newer commercial and industrial development,

particularly in the Technology Park, the 9/90 Crossing development, and other commercial land areas encompassing Interchange 12 on the Massachusetts Turnpike. In other words, the buildout estimates should be adjusted by the amount of floor area that has been built since 2001, as well as floor area that has been approved but was not built at the time of the study. On the other hand, the buildout analysis may not have taken into account parcels that were developed but not fully utilized under the existing zoning, and more intensive use of such properties may support some additional employment growth.

In early 2006 MAPC prepared employment forecasts for Framingham to the year 2030. This forecast was based on an analysis of regional trends and projected population and key industry growth in the region and the state, and represents an estimate of regionally derived demand for commercial and industrial activities and space. As shown in Table 43, the MAPC employment forecast indicates that Framingham's total employment in 2030 will be about 48,800. This represents an increase of about 3,200 employees (7%) over the 2005 figure, and maintains Framingham's one-third share of total employment in the MetroWest area.

Table 43: Forecasts of Total Employment for Framingham: 2005 - 2030

	2000	2005	2010	2020	2030
Total Employment	45,047	45,540	46,641	47,835	48,757

Source: MAPC Forecast of Employment, prepared January, 2006

At one employee per 200 to 400 sq. ft. of floor area, the estimated increase of 3,200 employees would require the construction of 640,000 to 1,280,000 sq. ft. of commercial and industrial floor area, or between 36 and 72 percent of the 1,788,000 sq. ft. floor area increase estimated by the 2001-2002 buildout analysis. Thus, these two studies together indicate that the amount of land in Framingham that is already zoned for commercial and industrial use is adequate to absorb the regionally-derived demand for employment growth in the Town over the next two decades. In other words, it is not likely that Framingham will need to zone additional land for commercial or industrial use in order to accommodate the employment growth forecast for the Town by 2030.

Property Taxes

One of the reasons to encourage further economic development is to increase and broaden the property tax base. Table 44 shows the commercial, industrial and personal property percentage of the total property tax base from Framingham and the surrounding communities. The remaining property taxes are paid by residential and open space uses. (The "personal property" category consists primarily of equipment in commercial and industrial businesses.)

Framingham falls in the upper level of these municipalities with only Marlborough having more of its tax base supported by commercial and industrial properties. Natick is close to Framingham with about 20% of its tax base supported by commercial and industrial activities, followed by Southborough at 17%. The remaining four municipalities are basically suburban bedroom towns with almost all their tax base supported by residential uses.

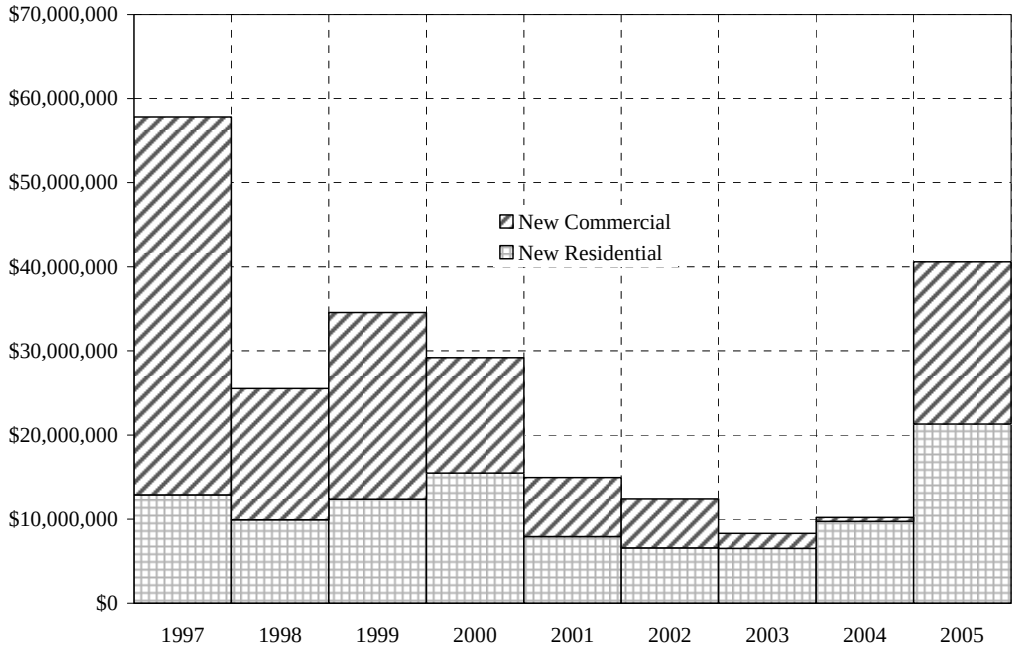
Table 44: Commercial, Industrial and Personal Property Percentages of Tax Bases in Framingham and Surrounding Towns – 2007

Town/City	C/I/P % of Tax Base
Framingham	**22.2%**
Ashland	8.2
Marlborough	28.1
Natick	20.2
Sherborn	3.6
Southborough	17.3
Sudbury	5.7
Wayland	4.3

Source: Massachusetts Department of Revenue Municipal Data Base

Between 1997 and 2005, the total dollar value of commercial construction in Framingham was $130,896,923. This converts to an average of over 14.5 million dollars added to the tax base for each of those years. However, as Figure 22 shows, most of this growth occurred prior to the 2001 recession, and commercial growth was slower than residential construction to recover from the recession.

Figure 22: Value of New Commercial and Residential Construction in Framingham, 1997-2005



Framingham's total commercial valuation increased by 76 percent between 1990 and 2007, a higher rate of increase than in the smaller surrounding communities but significantly slower than in Ashland, Marlborough or Natick (see Table 45). During the same period, Framingham's total industrial valuation decreased by 10 percent, losing a smaller percentage (but a larger absolute valuation) than Ashland and Natick. The

regional data reflect a broad shift from industrial to commercial uses, with only Southborough gaining a major amount of industrial valuation over the 17-year period.

Table 45: Changes in Assessed Values of Commercial and Industrial Properties in Framingham and Surrounding Municipalities, 1990-2007

City or Town	Change in Total Commercial Valuation		Change in Total Industrial Valuation	
	$	%	$	%
Framingham	$621,983,624	76%	-$29,869,900	-10%
Ashland	$66,037,683	130%	-$11,786,200	-21%
Marlborough	$456,741,277	127%	-$46,113,361	-9%
Natick	$692,502,930	141%	-$11,786,200	-21%
Sherborn	$12,693,142	110%	$1,512,300	209%
Southborough	$82,935,566	70%	$35,613,747	51%
Sudbury	$38,646,283	40%	-$6,648,000	-10%
Wayland	$31,127,753	50%	$1,929,200	7%

Source: Massachusetts Department of Revenue Municipal Data Base

Table 46 shows the position of Framingham in relation to the tax rates and average single-family tax bills in surrounding communities. Framingham has a lower than average residential tax rate, but the highest commercial/industrial tax rate of the surrounding cities and towns. The average single-family tax bill for Framingham is the lowest of the eight municipalities.

Table 46: Fiscal Year 2007 Tax Rates and Average Residential Tax Bills

	FY '07 Tax Rate		Average (Mean) FY '07
City or Town	Residential	Commercial/Industrial	Single-Family Tax Bill
Framingham	**$11.85**	**$28.41**	**$4,564**
Ashland	12.60	12.60	5,180
Marlborough	12.65	25.01	Not Available
Natick	9.58	9.58	4,727
Sherborn	14.89	14.89	11,733
Southborough	12.58	12.58	7,289
Sudbury	13.12	20.89	9,221
Wayland	13.82	13.82	9,548
Average	$12.64	$17.22	$7,466

Source: Massachusetts Department of Revenue Municipal Data Base

Framingham's high commercial tax rate may be one reason for increased competition for commercial development from nearby towns, particularly in the Interstate 495 corridor. In order to increase its competitiveness Framingham needs to be viewed as an attractive place to stay, locate and expand. A comprehensive business development/retention program should be prepared and applied that includes information on Framingham's overall attractiveness, including labor force, transportation, internal markets, business services, opportunities for networking, cultural attractions and low residential taxes.

As noted earlier, MAPC estimates that existing vacant land zoned for commercial and industrial use could support about 1.8 million square feet of new floor area. This land is not all equally suited for economic development but it does not have zoning constraints that would prohibit commercial and industrial development. Development of this land would further contribute to broadening Framingham's tax base.

Table 37 (page 79), showing office space and vacancy rates, indicates that the office sector is poised for more growth. The rental rates are competitive and vacancy rates low relative to other areas of the region and state.

Data from Grubb & Ellis's Market Report indicate that over a million square feet of industrial space are being absorbed annually in the area west of Boston. The asking rents for this type of space are $5.67 for warehouse and distribution space, and $10.32 for research and development and flexible layout industrial space. These are comparable to the $5 to $9 found in Framingham for this type of space, indicating that Framingham can readily share in the current growth in these activities.

High value property and furnishings and equipment can make a contribution to the property tax base. This generally means manufacturing and research and development and office activities with high-tech and high-value machinery and equipment. Warehousing and storage and trucking activities generally have a lower relative property value.

Another factor that will lead to higher income to the Town is expiring Tax Increment Finance (TIF) provisions. A number of current properties were developed with TIF provisions that reduced taxes for an initial number of years. When the provisions expire, normal (increased) property taxes will be collected on these properties.

Table 47: Framingham TIF Agreements

Recipient	Location	Length of Agreement	Year of Expiration
Computer Associates	100 Staples Dr.	5 years	2004
ADESA	63 Western Ave.	10 years	2005
Triangle Realty Trust	300 Howard St.	5 years	2005
Staples, Inc.	500 Staples Dr.	10 years	2008
Natural MicroSystems	Staples Dr.	15 years	2012
Lifeline Systems 1	111 Lawrence St.	15 years	2015
Lifeline Systems 2	1 Clarks Hill	15 years	2018
Arcade	101 Concord St.	20 years	2026

Source: Town of Framingham, Department of Community and Economic Development, January 2008

Market Considerations

It is clear that markets for economic development exist in Framingham. Service businesses have increased their employment in Framingham by 8 percent over the past five years and are expected to continue to grow in the area. The fastest growing detailed sector in the Town recently has been management of companies and enterprises (42% growth in employment over the last five years; see Table 33, page 67). Other growth sectors shown on the detailed categories of Table 33 are educational services (22%), health care and social services (11%), and accommodation and food services (5%).

Table 48 shows projected regional employment growth in the MetroWest area. Regional growth categories are expected to be professional and business services, other services, leisure and hospitality services, and information services, all categories in which Framingham now has employers and is well positioned for further gains.

Table 48: Projected Employment in the MetroWest Region

Employment Category	Existing	Projected			% Change
	2000	2010	2020	2030	2010-2030
Natural Resources, Mining & Construction	3,872	4,280	4,573	4,573	6.8%
Manufacturing	18,606	17,306	16,315	15,491	-10.5%
Trade, Transportation & Utilities	33,464	34,939	36,038	36,909	5.6%
Information	7,319	7,914	8,352	8,702	10.0%
Financial Activities	8,489	9,014	9,402	9,711	7.7%
Professional & Business Services	21,141	23,472	25,220	26,628	13.4%
Education & Health Services	26,731	28,511	29,894	31,021	8.8%
Leisure & Hospitality	9,782	10,557	11,140	11,611	10.0%
Other Services	4,548	4,955	5,262	5,509	11.2%
Government	3,428	3,485	3,525	3,555	2.0%
Total	137,379	144,434	149,720	153,939	6.6%

Source: Metropolitan Area Planning Council

Another market consideration is the home occupations that exist in residentially zoned areas of Framingham. There are 2,128 businesses listed by the Town that have been issued current "Doing Business As" certificates. About one-fourth of these appear to be located in residential zones and as some of these businesses grow, they may become candidates for relocation in commercial and industrial zones. They could constitute part of a market for "infill" space along Route 9, Union Avenue and Concord Streets, in Framingham's office parks, and in rehabilitated industrial space and underutilized second and third floor space in Downtown Framingham.

Location and Access

Framingham's location on the Massachusetts Turnpike (I-90) with two exits, and on Routes 9, 30, 126 and 135 provides excellent east-west roadway access and good north-south roadway access. Commercial locations require good highway access and adequate traffic capacity in roadways. Industrial locations require good access to express highways and inter-town connections. The most obvious locations for new retail activities are along major and minor arterial roadways where they now exist. Another obvious location for retail activities is Downtown Framingham, which once was the major retail center for the Town.

Office business services will seek locations similar to industrial activities, that is, near express highway intersections and with good local road access into their parking areas. These activities need good sub-regional and regional access because they draw on labor pools in surrounding towns. Personnel, medical, legal and finance, insurance and real estate services generally desire locations on arterial roadways, such as Concord Street and Union Avenue, to serve local markets.

Retail activities desire locations on local arterial roads. To date, this has generated considerable strip development resulting in excessive curb cuts, lower density development and excessive parking lots. It is important to minimize strip development aspects by clustering retail activities in attractive shopping villages or clusters with mixed uses including residential and office. Expanding the limiting commercial zoning districts along arterial streets, combined with design review is essential to maintaining and enhancing the existing small-town character of certain sections of Framingham.

A major economic development initiative is now underway to develop hotel and office uses in the area of Interchange 12 of the Massachusetts Turnpike. This is a prime commercial location which will provide another major activity center equal in importance to the Golden Triangle area in eastern Framingham.

Transportation Services

Framingham has good commuter rail access with 21 inbound trains and 20 outbound trains to South Station in Boston per weekday. 10 of these trains go on to Worcester each weekday. While the commuter rail system is primarily oriented toward Boston, it can provide a means commuting to Framingham; however, it is difficult to make connections from the rail station to employment locations elsewhere in Framingham. Transportation hub services and public transit are poor in terms of access and interconnection. Economic development for Framingham State College, the 9/90 development, and Technology Park and other locations would benefit from improvements to the transportation network.

It is likely that numerous commuter rail passengers are opting for the Natick and Southborough rail stations versus Framingham. This has implications for Downtown in terms of parking, circulation, traffic and business opportunities.

Local bus service (the LIFT) provides an additional opportunity and should be further developed to enhance job access in Framingham and the surrounding communities. A goal of the new Regional Transit Authority is to better connect rail and road transportation services.

Further development of privately organized and provided van and/or minibus journey-to-work services should also be explored. Framingham has some large employers such as Bose, Fidelity and the MetroWest Medical Center that may be able to provide and/or coordinate van or minibus services themselves, or cooperate with neighboring employers to provide such services.

Finally, the importance of developing walkable communities and developments to further enhance transportation choices should be recognized.

Job Skills and Wages

Professional, technical, clerical and sales jobs that match Framingham's labor force are desirable because they allow local residents to take the jobs. Wage levels that permit workers to live in Framingham are also desirable. Moreover, jobs for entry-level and part-time job seekers are desirable for Framingham residents seeking second or supplementary jobs to increase household income and for students.

An ample supply of jobs for recent migrants that may not speak or read English well is also desirable. Such jobs may be found in the transportation, accommodations and food service and construction, extraction and maintenance occupations sectors. However, these are sectors which have for the most part declined in the past years (see Table 33). This is an indicator of the need for job training programs to prepare Framingham residents for the higher paying service and management sectors that are expected to grow in the future. Moreover, relying on clerical and sales and other entry level jobs to provide employment for local low skill residents will not be enough to raise overall income levels. It is therefore important that education and skill levels be upgraded.

Framingham's primary competition for economic development comes from other Metrowest cities and towns. The data on educational attainment show Framingham is behind its competition in Metrowest in terms of grade school and high school levels. Workforce training is one way to try to narrow this gap. It is recommended that Framingham enhance its workforce training opportunities by encouraging the state to offer more programs and by attracting some private workforce training organizations to open up facilities in Framingham. For example the Town might contact SER – Jobs for Progress, Inc., a national organization based in Dallas, TX which teaches basic office skills, English language skills and GED (high school equivalency) training. It also provides on-site child care and transportation services. SER – Jobs for Progress, Inc. has programs in Taunton and Fall River, MA and Providence, RI.

Economic Development Opportunities

Land Use and Zoning

Land use and zoning have been mentioned where appropriate in the text above. To sum up, there is ample land zoned for economic development in Framingham, enough to support the amount of employment growth that has been projected for the next 23 years.

In retail areas, some additional economic development opportunities might be achieved by increasing the depth of selective commercial areas along major arterials in order to allow clusters to be created and to relieve the strip development character. The character and vitality of these areas could be enhanced by mixing office and residential uses along with retail uses.

Home Occupations as Business Incubators

Home-grown businesses are an important source of economic development. Table 49 shows the numbers of businesses and their employees by zoning district, based on establishment data provided by Claritas, a private demographic and business data marketing firm.[25]

Table 49: Framingham Businesses and Employment by Zoning District, 2007

Zoning District	Name of Zoning District	No. of Businesses	% of Businesses	No. of Employees	%. of Employees
G	SF/2F Residential 8000 sq. ft. lots	126	3.7%	1,494	2.5%
R-1	SF Residential 8,000 sq. ft. lots	563	16.6%	6,060	10.2%
R-2	SF Residential 12,000 sq. ft. lots	1	0.0%	1	0.0%
R-3	SF Residential 20,000 sq. ft. lots	179	5.3%	2,929	4.9%
R-4	SF Residential 1 acre lots	101	3.0%	627	1.1%
G-E	Geriatric & Elderly Housing	1	0.0%	2	0.0%
B	General Business	874	25.7%	9,674	16.3%
B-1	Neighborhood Business	53	1.6%	321	0.5%
B-2	Community Business	123	3.6%	750	1.3%
CB	Central Business	397	11.7%	4,578	7.7%
PRD	Planned Reuse District	2	0.1%	10	0.0%
P	Office & Professional	438	12.9%	10,330	17.4%
M	Industry	213	6.3%	13,054	22.0%
M-1	Light Industry	294	8.6%	4,212	7.1%
TP	Technology Park	29	0.9%	5,045	8.5%
OSR	Open Space & Recreation	1	0.0%	40	0.1%
Unassigned	Zoning District Not Identified	6	0.2%	171	0.3%
	TOTALS	**3,401**	**100.0%**	**59,298**	**100.0%**

Source: Claritas BusinessPoint, 2007

A striking feature of the data presented in Table 49 (and depicted in Map 1) is the number of businesses in residential zoning districts. About 28% of all Framingham businesses are

[25] The Claritas BusinessPoint data system utilizes the national "Business-Facts" database, a set of data that is updated monthly. For information, see http://www.claritas.com/MyBestMarkets2/Default.jsp.

in residential districts, accounting for about 19% of all employment in town. Many of these businesses are home occupations that can grow over time, outgrowing the space permitted them under the zoning bylaw, thus providing a market for office and other space in commercial and industrial districts that permit larger operations.

Claritas reports 13,758 more employees in Framingham in 2007 than the Massachusetts Department of Employment and Training does for 2005. This large discrepancy may be attributed to several factors. The Claritas database includes self-employed individuals who are not covered by the state reporting system, and may include additional industries as well. Also, for some large enterprises headquartered in Framingham, the Claritas data may include workers in other locations. Thus, the data on number of businesses are probably more accurate than the number of employees. The major point of presenting the Claritas database is to identify the potential for home occupations and other businesses in residential zones to be relocated in business zones.

Brownfield Sites

The Massachusetts Department of Environmental Protection (DEP) has identified and provided addresses for 20 sites for which activity and use limitations have been issued. DEP has identified an additional 19 sites with activity and use limitations but has not identified them by address. The sites with addresses are listed in the Attachment at the end of this chapter. DEP has closed 8 further sites. With appropriate clean-up actions some of these sites may represent opportunities for commercial and industrial use.

Costs for clean-up are generally borne by the property owner, but there are fairly extensive financial aid programs from a number of state and federal agencies to help accomplish clean-up. These state resources are available from MassDevelopment, the Brownfields Redevelopment Fund, MassBusiness (Remediation Loan Program), Mass DEP, the Massachusetts Division of Housing and Community Development through several of its programs, the Massachusetts Department of Revenue (primarily for underground storage tank remediation), the Executive Office of Economic Development, the Massachusetts Executive Office of Energy and Environmental Affairs, and the Massachusetts Executive Office of Transportation. Federal resources are available through programs of the U. S. Environmental Protection Agency and the U. S. Department of Housing and Urban Development.

Art and Cultural Organizations and Activities and Economic Development

Framingham needs to sell itself as a desirable place to work, live and do business, as noted above in the discussion of property taxes. In support of this goal Framingham has created a Cultural Triangle in its Downtown, centering on the Main Library. The Cultural Triangle is a partnership with Downtown organizations promoting art and culture in Framingham.

Art studio uses in the downtown and two smaller areas occupy approximately 50,000 square feet of old industrial space. There are three primary studio buildings in Framingham: 59 Fountain Street, Tripp Street and Saxonville Studios in the former Roxbury Carpet mill. These uses have grown considerably in the past ten years due to good real estate and access in Framingham. Framingham State College's art department and the Danforth Museum art school also contribute to this demand. The Town recently entered into a long-term lease for the Hollis Street fire station

with Amazing Things Art Center to permit ATAC to renovate and develop its performance and exhibition space.

Nonprofit cultural organizations, while not currently real estate taxpayers, are a major economic generator due to requirements for goods and services and the visitors or residents they attract. Examples are Garden in the Woods, Sudbury Valley School, and the Nobscot Boy Scout Reservation.

Arts and cultural organizations, in addition to their contributions to the quality of life in a community, contribute to economic development through direct spending on goods and services and by providing jobs. Moreover, arts events enhance markets for consumer spending in restaurants and related visitor businesses such as gift shops and gas stations. A 1996 study by the New England Foundation for the Arts found that arts organizations in Massachusetts spent $1,438,100,000, and took in $1,428,000,000, resulting in $76,000,000 in taxes and a total economic spending impact of $2,554,400,000. In Massachusetts in 1996, 45,368 people were employed in the arts. The arts "industry" is indeed a major contributor to the economy of a region and towns in which they are located.

Framingham would do well to continue its support for arts and cultural activities, building on the resources it has already engaged in these activities. Other communities have shown what can be done in emphasizing arts activities. Waltham has converted some of its older downtown mill space to artists' studios, has attracted a film theater, and has created a sub-regional "restaurant row" along one of its main downtown commercial streets (Moody Street). New Bedford, through a local organization called "aha!" ("art–history–architecture"), packages, sponsors and publicizes free monthly arts and culture nights the second Thursday of every month, attracting people to its downtown.

Economic Development Issues

Development Review Processes

The length of time required for zoning and other review and approval (where required) has been mentioned as a factor impeding economic development. Streamlining the review and approval processes, with joint or simultaneous review by various boards and commissions (not just the Planning Board permits) to shorten the time required, would support economic development. The current capacities of the boards and commissions, given typical work loads and staff support services, could be examined to seek ways to shorten the review and approval processes.

Framingham can look to examples in other towns and cities where streamlining and simplification have worked effectively. Length of time to review is conditioned by the state permitting processes for DEP and MHD at a minimum. Lack of concurrency planning for development and any other interrelated issues need to be identified and defined to provide a context and to be truly explained in the developmental review processes.

Finally, developers need to understand how the local jurisdiction operates in Massachusetts. Generally in Framingham, the projects with professional consulting teams move through the process more quickly than smaller development projects with less professional resources. It may be possible that there could be a separate process with more administrative review to streamline the review for smaller projects, taking up less of the valuable time of town boards and commissions.

Wage Levels and Job Skills

Past economic trends and projections into the future show continued stronger growth in trade and service jobs rather than professional and manufacturing jobs. This implies a tradeoff from higher paying to lower paying jobs. Framingham needs to examine strategies to enhance growth in higher paying professional and manufacturing jobs.

A complementary issue is whether the growing high-tech and bio-tech and professional service industries will provide jobs for the skill levels of less educated lower-income and immigrant residents, as well as other groups such as older people re-entering the work force, elderly people and single mothers. It will be desirable to provide a balance in the types of jobs created or retained in revitalizing Framingham's commercial areas. A mix of both high income/high skills jobs and lower income/lower skills jobs is needed to provide for the needs of all future job seekers, and to make best use of Framingham's commercial and industrial space; and retail businesses provide entry-level jobs for those with lower skills or less work experience. Over time it will be desirable to encourage development of high paying jobs as Framingham's labor force becomes more highly educated and skilled.

Another key to stability and prosperity is education and training. It will be important for Framingham to promote locally available education and training needed for growing sectors of the economy. The MBA, nursing and health care and public administration programs at Framingham State College, and the vocational skills taught at Keefe Tech, are examples of the types of education and training needed.

Design and Community Character

As development and redevelopment take place, it is important to pay attention to building design, site planning and landscaping, so that economic development fits the desired character of the Town. Minimizing strip commercial development is very important both to maintain the traffic-carrying function of Framingham's arterial roadways and to reduce visual disorder. Building scale is another issue: as new commercial buildings become bigger and taller, they can impact the visual character as well as the sense of urbanism.

Another design issue is whether to incorporate internet wireless capabilities townwide, or in commercial/industrial districts, with their related communication/infrastructure issues such as fire alarm upgrades. The Framingham Information Technology Department is developing a "Smart Community" concept which fits into not only public facilities, but economic development. Other town and cities are creating "smart industrial and commercial parks and districts" using both hard wire (fiber optics) and wireless technology. Framingham needs to do the same to keep its competitive edge.

An important design issue is minimizing environmental and energy impacts of economic development. An emerging "green design" technology is being defined and adopted in many public and private projects throughout the state and nation. Some communities have declared "green design" in several forms including "low carbon footprints" to be public policy. Framingham should look into adoption of this technology, both in regulations and guidelines for private development, through the review and permit process, and in public investments controlled, implemented and managed by the Town. "Green design" is an inclusive concept dealing with both the construction and the daily management of the built environment.

Attachment: Framingham Brownfields Sites

Brownfields are defined by the Massachusetts Department of Environmental Protection (DEP) based on initial reports of past pollution and existing conditions or events such as spills of hazardous materials. DEP conducts an investigation and identifies the remediation actions needed to clean up sites or make them safe for activities. DEP then maintains extensive lists of the stage of remediation actions for each site. Framingham has over 400 sites initially identified for some sort of DEP identification and action, but only about 30-40 sites that are seriously polluted. The following table lists those for which addresses are given, and can therefore be mapped. Definitions of terms are given at the end of the table.

Site Address	Site Name	Notification Date[1]	Compliance Status[2]	Date	Phase[3]	RAO Class[4]
Arthur St	Pumping Station	AUL received on 06/28/2000	RAO	7/17/2000	II	A3
229 Arthur St	DPW	AUL received on 07/17/2000	RAO	7/17/2000		A3
47 Blandin Ave	No Location Aid	AUL received on 06/09/2005	RAO	6/9/2005	II	A3
2 Central St	Carpet Mill	AUL received on 11/05/2003	RAO	11/5/2003	IV	A3
35 Claflin St	Gleasons Garage	Legal notice posted on 01/09/2003 Legal notice posted on 12/12/2002 AUL received on 12/06/2002	RAO	3/5/2003	IV	A3
17-19 Hartford St	No Location Aid	AUL received on 08/02/1996	RAO	8/2/1996		B2
Henry St	Henry St Garage/ DPW Garage	Legal notice posted on 02/25/2005 AUL received on 02/14/2005	RAO	2/14/2005	IV	A3
243 Howard St	No Location Aid	AUL received on 10/14/2004	INVSUB	10/18/2006		
280 Irving St	Guertin Realty Trust	AUL received on 07/14/2006 Legal notice posted on 07/14/2006	RAO	7/14/2006	II	B2
133 Leland St	Trinity Oil Co	AUL received on 10/20/1999	RAO	8/7/1998	IV	A3
25 Loring Dr	Property	Legal notice posted on 04/21/2003 AUL terminated on 04/15/2003 AUL terminated on 04/08/2003 AUL received on 08/02/1995	TIER 2	1/26/2001	II	

Site Address	Site Name	Notification Date[1]	Compliance Status[2]	Date	Phase[3]	RAO Class[4]
73 Mt Wayte Ave	Cross St Union Ave	AUL received on 03/29/2007 Legal notice posted on 03/27/2007	RAO	4/3/2007	V	A3
73 Mt Wayte Ave	Cross St Union Ave	AUL received on 03/29/2007 Legal notice posted on 03/27/2007	RTN CLOSED	11/16/2005	IV	
39 Taylor St	Murry Construction Co	AUL received on 11/26/2003	RAO	11/26/2003	II	A3
543 Union Ave	JT Haffey Builders	Legal notice posted on 08/02/2006 AUL received on 08/02/2006	RAO	8/2/2006	II	B2
613-635 Waverly St	No Location Aid	Legal notice posted on 07/02/2007 AUL received on 06/20/2007	RAO	6/20/2007		A3
63 Western Ave	GMC Fmr Landfill	Legal notice posted on 02/06/2007 AUL received on 01/25/2007	RAO	1/25/2007		A4
100 Worcester Rd	Auto Repair Station Fmr	AUL amended on 12/02/2002 Legal notice posted on 11/29/2002 AUL received on 12/20/1994	RAO	12/20/1994	III	A3
100 Worcester Rd	Pier 1	AUL amended on 12/02/2002 Legal notice posted on 11/29/2002 AUL received on 12/20/1994	RAO	12/20/1994	II	A3
1668 Worcester Rd	Commercial Property	AUL amended on 04/25/2002 Legal notice posted on 04/23/2002 AUL received on 04/22/1996	RAO	4/22/1996		B2

Source: Mass. DEP Website

Notes to Brownfields table:

[1]AUL: Activity and Use Limitations are legal restrictions used in the context of the Massachusetts Contingency Plan to limit future exposure to contaminants remaining at a site.

[2]Compliance Status:

INVSUB: Submittal Invalidated by MassDEP.

RAO: Release Action Outcome Statement submitted. An RAO Statement asserts that response actions were sufficient to achieve a level of no significant risk or at least ensure that all substantial hazards were eliminated.

RTN CLOSED: Release Tracking Number closed

TIER 2: A site/release receiving a total NRS score of less than 350, unless the site meets any of the Tier 1 Inclusionary Criteria. Permits are not required at Tier 2 sites/releases and response actions may be performed under the supervision of an Licensed Site Professional without prior MassDEP approval. All pre-1993 transition sites that have accepted waivers are categorically Tier 2 sites.

[3]Phase: the phase of the Massachusetts DEP Contingency Plan for Site Clean-up Actions.

[4]RAO Class: the class of Remedial Action Outcome submitted to the Department of Environmental Protection:

Class A RAO: Remedial work was completed and a level of "no significant risk" has been achieved.

A-1: A permanent solution has been achieved. Contamination has been reduced to background or a threat of release has been eliminated.

A-2: A permanent solution has been achieved. Contamination has not been reduced to background.

A-3: A permanent solution has been achieved. Contamination has not been reduced to background and an Activity and Use Limitation (AUL) has been implemented.

A-4: A permanent solution has been achieved. Contamination has not been reduced to background and an Activity and Use Limitation (AUL) has been implemented. Contamination is located at a depth of >15 feet but evaluation has determined that it is not feasible to reduce it.

Class B RAO: Site assessment indicates that "no significant risk" exists. No remedial work was necessary.

B-1: Remedial actions have not been conducted because a level of No Significant Risk exists.

B-2: Remedial actions have not been conducted because a level of No Significant Risk exists, but that level is contingent upon one or more Activity and use Limitations (AULs) that have been implemented.

B-3: Remedial actions have not been conducted because a level of No Significant Risk exists, but that level is contingent upon one or more Activity and use Limitations (AULs) that have been implemented, and contamination is located at a depth of >15 feet but evaluation has determined that it is not feasible to reduce it.

Class C RAO: A temporary cleanup. Although the site does not present a "substantial hazard", it has not reached a level of no significant risk. The site must be evaluated every five years to determine whether a Class A or Class B RAO is possible. All sites are expected eventually to receive a Class A or B RAO.

TRANSPORTATION

Framingham enjoys a prominent position at the center of the regional transportation network with access into and out of the town provided by major highways, local roads, commuter rail, and bus services. It also boasts a successful and evolving local public transportation system and retains rail facilities and services for freight as well.

The Town is a member of two regional transportation agencies that help to assess and assist towns with their public transportation needs. The Massachusetts Bay Transportation Authority (MBTA) provides commuter rail service between Boston and Worcester and also assists with the funding of the local bus service (LIFT). The MetroWest/495 Transportation Management Association (TMA), operated by the MetroWest Chamber of Commerce, is a newly formed sub-region TMA. It assumed management of the local bus service in 2007 and is integrating it into a regional system that will provide more opportunities for local commuters.

The town's position as the regional transportation nexus creates challenges for the town that, in some ways, impede future growth and downtown revitalization. Severe road congestion, infrastructure that cannot support present uses or future demands, and erosion of quality of life due to excessive traffic are serious local planning issues for Framingham. However, the solution for these issues cannot be solved within the town's borders. They require regional as well as state participation in both the search for a solution and its implementation.

Roadway and Highway System

The town's two major east-west highways, Route 9 and the Massachusetts Turnpike (Interstate 90) run roughly parallel and link Boston with Worcester and points west. They offer high speed access during non-peak travel hours, but during peak travel hours both highways are faced with over-capacity volume resulting in high levels of traffic congestion. The Mass Pike has two interchanges in Framingham: Interchange 12 (with Route 9) is in the western part of the town, Interchange 13 (with Route 30) is in the northern boundary of the Golden Triangle. A third, comparatively minor, east-west road south of Route 9 is Route 135. The larger Route 30 is also part of the east-west system and intersects with Route 9, sharing a common pavement for a short distance.

In contrast, the north-south vehicular movement is limited by the low capacity of the only available north-south roads. Route 126 is the most important north-south link and has a critical intersection with Route 9, east of Route 30 crossing. Other major north-south roads are Edgell Road, Union Avenue, and Temple Street. The extensive local and commuter traffic generated by commercial and residential development in Framingham and surrounding towns flows in a north-south direction through congested local roads in order to reach the Massachusetts Turnpike and Route 9. Other problematic intersections include the crossings of local streets with Route 9 and the crossroads at local centers.

The volume of traffic greatly outweighs the roads' capacities as they pass through downtown and residential neighborhoods. Particularly critical is the Route 126 crossing

of the railroad tracks in the downtown. The Town is in an existing planning process with Beta Group, Inc., to evaluate ways to mitigate the impact of the Downtown Crossing (Route 126 and the railroad tracks) on vehicle traffic flow (see "Route 126/Route 135 Grade Separation" below).

State Roads

The Massachusetts Turnpike, including the ramp systems at Interchanges 12 and 13, is owned and operated by the Massachusetts Turnpike Authority. The interchanges do not adequately process vehicles during peak morning and evening traffic. New right-of-way is required for geometric changes to improve traffic flow at the interchanges.

The Massachusetts Turnpike is wholly funded through tolls, and increasing tolls are a substantial concern to Framingham and other MetroWest commuters.

The Massachusetts Highway Department (MHD) owns and operates three highways or sections of highways in Framingham including the entire section of Route 9, Route 126 from the Ashland town line to near Andrews Street, and Route 30 between the Southborough town line and the Mass Pike overpass at Interchange 12. All associated bridges, lights and signs within the State's right of way are also owned and maintained by MHD. These roadways need upgrades to stormwater drainage collection systems and the removal of access barriers in order to comply with existing state and federal laws.

The Town has hired Greenman Pedersen, Inc., Traffic Engineers, to undertake a study of the Route 9 corridor to identify a comprehensive program of improvements. The Planning Board is funding Phase I of this study with off-site mitigation funds received from project reviews. The Massachusetts Highway Department District 3 Office is providing additional technical assistance and further supports the allocation of funds to make traffic safety and flow improvements.

Town Roads

The Town of Framingham has more than 250 miles of accepted roads and 160 miles of sidewalks. The Highway Division of the Department of Public Works is responsible for the maintenance and operation of these local and regional streets and sidewalks. The Highway Division employs an ongoing Pavement Improvement Program that plans for repaving projects. It also develops a yearly Capital Improvement Plan to help the Town identify and allocate funds for reconstruction and other roadway infrastructure projects for Town owned roads.

Roadway Improvement Projects

A number of transportation improvement projects are required to address the congestion and circulation issues in Framingham. The following projects are included in the Region's Transportation Improvement Projects (TIP) and await prioritizing and funding:

- Route 9 at Temple Street Intersection
- Route 126 Hollis Street
- Route 126/135 Underpass
- Route 126 (Route 9 to Lincoln Street)
- Edgell Road Corridor Project
- Franklin Street

Traffic Safety and Flow Improvements Planning Study

The Town has undertaken a planning study to identify needed traffic safety and flow improvements for major intersections. The planning study that is underway with the assistance of Greenman-Pederson, Inc. (GPI) will help to prioritize these locations and identify funding sources to accomplish the work. In Spring 2008 GPI an inventory of recent and current road improvement projects within the Town. This "road matrix" includes both public and private projects at all stages of planning and development. Summary information from the matrix is presented in two tables at the end of this document: Table 51 lists seven projects identified in the matrix as having been completed as of April 2008, and Table 52 lists the 85 projects in the matrix that were planned or proposed.

Route 126/Route 135 Grade Separation

In downtown Framingham a complex traffic circulation and congestion challenge is created by the intersection of Routes 126 and 135 immediately adjacent to Route 126's crossing of the railroad main line from Boston to Albany, which is further complicated by the merging of north-south routes at Concord Square to the north and Irving Square to the south. Various grade separation strategies to address the conflict between road and rail have been developed over many years. The Boston Region Metropolitan Planning Organization's 2007 Transportation Plan, *Journey to 2030*, includes the Framingham Route 126/Route 135 Grade Separation Project as a recommended major infrastructure project.[26]

The current grade separation plan was developed in the 1997 Route 126 Corridor Study. The key functional elements of the approved alternative include a below-grade underpass on Route 126 starting on the north at Park Street and on the south near Irving Street. Under this plan, the underpass would have one travel lane in each direction with a total length of approximately 700 feet, the majority of which would be ascending/descending ramps open to the sky (referred to as a "boat section"). Approximately 135 feet of the underpass, beneath the rail tracks and the Route 135 intersection, would be enclosed. Travel lanes would also be maintained at grade on Route 126 to intersect at Route 135. Each approach to this intersection would have at least two lanes, with a three-lane approach on westbound Route 135.

The design concept for the project includes extensive streetscape amenities such as widened sidewalks, street trees, decorative lighting, and benches. The project also has the potential to encourage economic development in downtown Framingham, in part through the redevelopment of parcels taken for the roadway reconstruction. Additional right-of-way would be required on both sides of Concord Street north of Route 135, on the west side of Concord Street south of

[26] *Journey to 2030: Transportation Plan of the Boston Region Metropolitan Planning Organization*, 2007; pages 13-38 – 13-39

Route 135, and on the north side of Route 135, impacting sites currently in use by downtown businesses. It would also necessitate the elimination of approximately 30 on-street parking spaces.

While the project is already on the Transportation Improvement Plan (TIP), the second phase of the Corridor Study is now underway. This Downtown Study is more comprehensive in its scope and will re-evaluate the alternatives of the previous plan based on current traffic and circulation conditions. It will also analyze the economic development potential the project may stimulate and recommend urban design standards to support the revitalization.

Traffic Safety Evaluations

In 2004 the Town commissioned a study of vehicular and pedestrian safety at six intersections:

- Elm Street at Potter Street
- Edgell Road at Edmands Road/Water Street
- Edgell Road at Brook Street/Edgebrook Road
- Edgell Road at Central Street
- Edgell Road at Vernon Street
- Salem End Road/Gates Road at Badger Road

For each location, peak hour traffic volumes and accident data were collected, capacity analysis was performed, signal warrant criteria were reviewed where applicable and an assessment of the existing traffic signal equipment was conducted. Based on this information safety improvements were determined and the associated costs estimated. Total cost to make all short term improvements at the six intersections was estimated at just over $2 million.

Table 50: Recommended Short-Term Traffic Safety Improvements

Location	Recommended Improvements	Estimated Cost
Elm St. / Potter St.	Signal w/video detection; mill and resurface streets 200 ft. from intersection; install granite curbing; replace sidewalk	$335,000
Edgell Rd. / Edmands Rd. / Water St.	Signal w/video detection; mill and resurface streets 200 ft. from intersection; install granite curbing; replace sidewalk	$355,000
Edgell Rd. / Brook St. / Edgebrook Rd.	Signal w/video detection; mill and resurface streets 200 ft. from intersection; install granite curbing; replace sidewalk	$325,000
Edgell Rd. / Central St.	Signal w/video detection and interconnect; mill and resurface streets 200 ft. from intersection; install granite curbing; replace sidewalk	$385,000
Edgell Rd. / Vernon St.	Signal w/video detection and interconnect; mill and resurface streets 200 ft. from intersection; install granite curbing; replace sidewalk	$325,000
Salem End Rd./Gates Rd. at Badger Rd. -	Install roundabout	$360,000
		$2,085,000

Railroads and Railroad Crossings[27]

The railroad tracks running through Framingham provide valuable passenger transportation and freight service, but are also the source of considerable conflicts due to at-grade crossings of major streets. Route 126 Concord Street intersects the railroad tracks at grade in downtown Framingham approximately 50 feet north of its intersection with Route 135 (Waverly Street). In past years the crossing has been reduced to the present configuration of two mainline tracks crossing Route 126 at an approximate 90-degree angle. Three tracks used for freight also cross Waverly Street within the 126 Corridor area.

MBTA commuter trains make a total of 34 scheduled daily (weekday) crossings of Route 126 in Framingham. Of these 14 terminate (and thus originate as inbound trains) in Framingham. This accounts for 28 of the crossings. The remaining six crossings are by commuter trains to and from Worcester that make stops at the Framingham station. The commuter train crossings are concentrated in the morning and afternoon rush hours.

Amtrak intercity passenger trains make two daily crossings of Route 126 though there is no stop. The outbound train crosses in the late afternoon and the inbound train crosses one hour later, both of which occur during peak afternoon rush hour.

CSX Transportation (formerly Conrail) provides freight rail service and operates an auto transloading facility in Framingham.

Many studies have considered the railroad and street crossings over the past century, though none of the recommendations have been implemented due to high construction costs. The most recently adopted plan for the Route 126 crossing downtown comes from the Route 126 Corridor Study completed in 1997. The concept is based on a Route 126 underpass beneath the rail crossing and Route 135 (as described above).

Parking

Parking in Framingham is an important issue for commuters, employees, shoppers and residents, particularly downtown. Appropriate levels and condition of parking can contribute significantly to how people experience the downtown. A lack of parking, hard to find spaces, or lots in poor condition or with weak connections to destinations will have a negative impact on downtown. Downtown Framingham offers a combination of parking options with garages, lots, and street parking including the following public parking facilities: [28]

- Pearl Street Garage: 289 parking spaces opposite the Registry of Motor Vehicles. Spaces are sold by monthly permit. Rates are $65.00 per month for residents and $80.00 per month non-residents. Attendant on duty Monday through Friday, 6:00 AM to 4:00 PM.

- Waverly Street Commuter Lot: 65 spaces near the Framingham commuter rail station. Spaces are sold by monthly permit; rates are $90.00 per month.

[27] Route 126 Corridor Study, 1997

[28] http://framingham.com/townhall/parking.htm (accessed June 2007)

- Hollis Court Lot: 89 parking spaces located near commuter rail station. Spaces are available for daily parking on first come, first serve basis. Rates are $4.00 per day.

- Metered parking on street: rates are $0.25 per hour, 2 hour limit.

In addition to Town-owned facilities, the MBTA operates 121 parking spaces adjacent to the train platforms on Waverley Street.[29] There are also a number of private lots that provide spaces for employees, customers and guests.

For the 1997 *Route 126 Corridor Study* the Framingham Planning Department staff provided a summary of on- and off-street parking within the downtown Central Business District (CBD) area. The existing parking inventory included 288 metered on-street spaces and approximately 2,825 off-street spaces, including private lots that are restricted to employees and/or residents of apartment buildings. The study concluded, based on field reconnaissance surveys, that there is a need for better parking facilities. It recommended improvements to existing facilities including the installation of curbing and pavement resurfacing, replacement of pavement markings, increased signing of designated public parking lots, and possibly the construction of a parking structure to serve the entire downtown.[30]

According to the 1998 *Downtown Economic Development Plan*, 70 percent of the downtown parking spaces are restricted in one way or another. Parking opportunities are not well marked, most parking lots lack landscaping or attractive lighting, and pedestrian connections between parking and destinations are also poorly defined. This study indicated the lack of a parking management program was problematic. The plan recognized three distinct parking issues downtown:

- insufficient parking for commuters;
- lack of assigned employee parking spaces for many businesses; and
- a perception that parking is scarce and unattractive, particularly if visitors expect to find parking directly in front of their destination.

Signage indicating the location of parking, improved appearance and maintenance of the lots, and good pedestrian connections to destinations are all essential to overcoming the problem.[31]

The *2004 Community Development Plan* indicates that parking remains an ongoing concern for the Town. The Plan was developed by a number of subgroups, and several of these groups identified parking as an issue, indicating a widespread awareness of the importance of the issue. The Economic Development Subgroup listed parking at

[29] http://www.mass.gov/dhcd/iprofile/100.pdf+MBTA+Parking+Framingham&hl=en&ct=clnk&cd=3&gl=us#6 (accessed June 2007).

[30] Route 126 Corridor Study, 1997

[31] Downtown Economic Development Strategic Plan, 1998

transportation hubs as one of four main themes for economic development goals. The Transportation Subgroup identified lack of parking within the top ten overall issues. Even the Open Space Subgroup named lack of parking as a town issue.[32]

The Town is currently initiating an evaluation of the two-hour parking limit, both townwide and focusing on the Downtown and Framingham Center, in terms of analyzing parking utilization.

Whether or not there is a lack of parking spaces, there is ample evidence to show that the condition or the accessibility of parking is not perceived as adequate. There is an opportunity to consider parking along with the need for improved sidewalks, a wayfinding system, and other public realm improvements including street trees, benches, trash receptacles, bike racks, drinking fountains and public art. When these elements of public space are thought of together and organized as an inter-related system, the result can be a downtown that works for pedestrians as well as drivers, and riders of alternative vehicles (bicycles, scooters, etc.).

Outside the downtown, options for additional parking at Framingham State College are being studied by the college and the MBTA as they look for ways to enhance connections between public transportation and the college. Recommendations from these studies should be considered within a comprehensive review of town and downtown parking needs.

Public Transportation

Public transportation in Framingham includes commuter rail, commuter bus and local service. Framingham is served by the MBTA Framingham/Worcester commuter rail line, inter-city buses operating through the region, and a local bus system that provides fixed-route service throughout town and into neighboring communities. Several taxi services supplement the public transportation system. Access to these services is reflected in Framingham's commuter statistics, for only 77% of its residents drive alone to work each day, a smaller percentage than that of other MetroWest communities.[33]

Passenger Rail[34]

The Massachusetts Bay Transportation Authority operates regional passenger rail service through Framingham from Worcester to downtown Boston's South Station, providing connections to the MBTA's Red Line (subway) and Silver Line (bus) routes and to Amtrak's Northeast Corridor rail service. MBTA commuter trains make 20 outbound trips a day from Boston to Framingham and 21 inbound trips from Framingham to Back Bay and South Station. Eleven of the 21 inbound trips to Boston originate in Framingham, with the other 10 trips originating in Worcester. The largest concentration of inbound trips occur during morning commuting times between 6 and 9 A.M. Outbound trips from Boston to Framingham are concentrated in the evening commuting times between 4 and 7 P.M. Travel time to Back Bay Station is 42-45 minutes.[35]

[32] Community Development Plan, 2004

[33] Framingham Housing Plan 2007

[34] Route 126 Corridor Study, 1997

The passenger rail physical plant in Framingham consists of only the mainline tracks and a passenger station. The station, located just west of the Route 126 crossing, consists of two platforms, one on each side of the tracks. The platforms are owned and maintained by the MBTA. The tracks are owned by CSX Transportation and shared with freight services, which is a limitation to expanded passenger rail service.

Amtrak direct rail service to Boston, New York, and all other points on the Amtrak network is available through Framingham. Service is limited to once a day in each direction.

Bus

Local and regional bus services in Framingham are provided by the Metrowest Regional Transportation Authority, the MBTA (The Ride), Massport (Logan Express), Peter Pan Bus Lines and Gulbankian Bus Lines.

Metrowest Regional Transportation Authority[36]

The Town of Framingham, with funding support from the MBTA, created the Local Inter Framingham Transit (LIFT) public transit service in 1984. Initially providing limited fixed-route service within the Town, the system expanded over the years to provide service throughout Framingham with additional service to Ashland, Holliston, Hopkinton, Milford, Marlborough, Southborough and Natick. In 2005, the LIFT provided over 180,000 rides.

The local public transit system accommodates a wide range of passenger and transportation needs. All system routes are within a short distance of a MBTA Commuter Rail station and provide service links to Logan Express and Peter Pan commuter bus services to and from Boston, as well as the Natick Neighborhood Bus.

Until recently the system's office was located in Framingham's Town Hall and was staffed by several customer service representatives. In mid-2007 the new MetroWest Transportation Management Association assumed responsibility for operating LIFT and the office was moved to the Framingham Chamber of Commerce, 1671 Worcester Road. With the creation of the new MetroWest Transportation Authority, the system will be expanded and improved to serve a greater regional population. The shifting of the former LIFT service from a municipal service to a regional transportation authority service is also expected to result in per capita savings for public transportation in the Town.

The Metrowest Regional Transportation Authority has acquired new vehicles which are handicap accessible for wheelchair passengers. The current fleet is 9 vehicles with a seating capacity of 20 to 26 passengers. Initial goals are to install new bus shelters, benches, signage, bike racks, and on-bus bike racks. In addition, there is an ongoing

[35] http://www.mbta.com

[36] LIFT Survey Report, 2006

marketing program to educate potential riders, increase ridership, and eventually lower costs for each hour of service.

The Ride

The Ride is a paratransit service for the elderly and physically disabled operated by the Massachusetts Bay Transportation Authority (MBTA) for registered customers in the Towns of Framingham and Natick. This is a telephone-activated service.

Logan Express[37]

Massport's *Logan Express* provides frequent direct bus service between Framingham and Boston's Logan Airport. Service is provided every half hour on weekdays as well as on Sundays after noon; and hourly on Saturdays and Sunday mornings. The Framingham bus terminal with secure parking is located off Route 30 at Shoppers World. Round-trip fairs are typically $22 with children under 12 free.

Private Carriers

Peter Pan Bus Lines provides service between Worcester and Boston with connections in Framingham.

Gulbankian Bus Lines travels between Hudson and Boston via Marlborough, Southborough and Framingham.

Ridesharing

TransAction Ridesharing operates a ridesharing program for the MetroWest/495 TMA with computerized ride matching and guaranteed ride home programs. The Commonwealth's Executive Office of Transportation (EOT) operates a statewide program of carpooling and vanpooling called MassRIDES.

Council on Aging

Framingham's Council on Aging receives Mobility Assistance Program (MAP) vehicles from EOT for services to elderly individuals and persons with disabilities as a part of a state program of coordinated capital assistance.

Taxi Service

Several taxi services are available in Framingham, including Crown Limousine, Tommy's Taxi and Town Taxi. Also Executive Coach and Boston Chauffeur are limousine and car service businesses located in and serving the Framingham area.

Park and Ride Lot[38]

MassHighway operates two Park-and-Ride lots in Framingham: an 80-space lot on Flutie Pass at Shoppers World, and a 120-space lot on Route 9 Eastbound, just west of the Massachusetts

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[37] http://www.massport.com/logan/getti_logan_frami.html

[38] http://www.bostonmpo.org/bostonmpo/7_links/1_getting_around/1_park_and_ride/f/framingham.html (accessed July 2008)

Turnpike's Interchange 12. The Boston Region Metropolitan Planning Organization reports that average occupancy for each lot is 32 percent.

Bicycle and Pedestrian Facilities

Bicycle and Pedestrian trails are supported by varied constituents within the town and are seen as a contribution to not only open space and recreational amenities, but also housing, transportation and economic development. Trail systems have the ability to tie neighborhoods together, supply safe routes to schools and parks, reduce the need for in-town automobile trips, and increase access to shops and amenities for those without automobiles. In the Framingham area there are two primary trail systems.

Cochituate Rail Trail[39]

The older of the two trail systems in Framingham is known as the Cochituate Rail Trail (CRT) and is centered on a four-mile-long right of way between the Boston-Worcester MBTA Commuter Rail in Natick and the former Roxbury Carpet Mill in Saxonville. The CRT is a proposed multi-use trail which will extend from Saxonville Village to Natick Center. The Framingham section of trail is currently under development and the Natick section is in the planning stage. The Cochituate Rail Trail is identified in the State Bicycle Master Plan and Framingham has declared the Trail a Priority Enhancement Project.

The land for the CRT is owned in part by the Massachusetts Turnpike Authority (MTA) and in part by the Massachusetts Bay Transportation Authority (MBTA). The Town of Framingham has been granted a permanent trail easement from the MTA for its half-mile portion and is currently negotiating a long-term lease with the MBTA for its one-mile portion.

The CRT has the potential to become one of the most popular recreation facilities in MetroWest. It is expected to be heavily used for transportation as well as recreation. Due to its proximity to office buildings, shopping centers, schools, and residential areas, it will provide residents with an attractive alternative to driving.

The 1.5-mile long Framingham section will start in Saxonville Village near the Sudbury River and Framingham High School. It will travel southeast following Cochituate Brook and cross Old Connecticut Path with a pedestrian-operated traffic signal. After passing Cochituate Brook Reservation, the trail will cross under the Massachusetts Turnpike, then under the Exit 13 ramp, and terminate at Route 30 near Home Depot and Cochituate State Park.

In addition to the main trail, the Framingham Cochituate Rail Trail Committee is actively pursuing connection and spur opportunities, and considerable progress has been made at Natick Mall. When completed, there will be two multi-use trails and bicycle racks on the Mall property. Other benefits will be the crossing at Route 30 and a crossing of Speen

[39] http://www.crtrail.org/

Street that will enable a spur trail in the mall to connect to the CRT. In addition, the CRT project has received additional funds due to the expansion project's impact on Framingham.

As part of the replacement of its gas station at the corner of Speen Street and Route 30, Cumberland Farms will construct a concrete path from the Rail Trail to the convenience store, install bike racks and provide picnic tables on their property. Cumberland Farms will also be building sidewalks along its sections of Speen Street and Route 30. Combined with obligations by the Natick Mall expansion project, the side along Route 30 will be continuous to the signal in front of TJX.

Nobscot Rail Trail[40]

The second trail system is the Nobscot Rail Trail, also known as Phase 3 of the Bruce Freeman Trail, a proposed trail through Lowell, Chelmsford, Westford, Carlisle, Acton, Concord, Sudbury and Framingham. Phase 1 (6.8 miles in Lowell, Chelmsford, and Westford) is under construction, and Phase 2A (Acton, Carlisle and Westford) completed 25% design in April 2008. Feasibility studies Phases 2B (Concord-Sudbury) and 3 (Sudbury-Framingham).

Phase 3 is the shortest of the three phases of the Bruce Freeman Trail, totaling 4.6 miles. This section begins on Route 20 in Sudbury, and continues south along the east side of Edgell Road. It passes near the Garden in the Woods and the back yards of homes on Nob Hill Drive, Merrill Drive, Hemenway Road and Apple D'Or Road. It crosses Water Street near the Hemenway School and then passes near subdivisions on Whiting Road, Montgomery, and Lomas Drives before crossing Frost Street and Edgell Road again.

West of Edgell Road the trail crosses Pine Lane near Ruthellen Road, and then crosses Belknap at grade, followed by both Grove Street and the Massachusetts Turnpike on overpasses. It ends about 100 yards south of Pleasant Street (Route 30) where the right of way joins with a still active rail line going west along the Massachusetts Turnpike and eventually into Northborough.

Sidewalks

Sidewalks, including their associated landscape and street furniture, are a critical component of downtowns and neighborhoods with walkability often sited as major criteria for success. The chance for people to walk to services, neighbors, and parks, stroll for exercise and socialization, and linger in public places fosters a sense of community that is essential to a healthy and sustainable town.

Nearly half of Framingham's streets (49%), including 95% of the downtown streets, have sidewalks on at least one side. While these assets provide many opportunities for pedestrians, the poor condition of sidewalks was noted by several focus groups in the 2004 *Community Development Plan*: the Economic Development Group documented "sidewalk maintenance" as a priority opportunity; the Transportation Group identified "sidewalk accessibility" as a town-wide liability; and the Open Space Group listed "bicycle and pedestrian hostile" as a town-wide liability.[41]

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[40] http://www.framinghamtrails.org

[41] Community Development Plan, 2004

The 1998 *Economic Development Strategic Plan* stated that improvements to the physical environment are crucial to changing downtown's image and to enhancing its potential as a pedestrian friendly place. Their recommendations included:

- Improve maintenance of the Pearl Street garage and enhance the pedestrian environment between parking spaces and downtown destinations by improving lighting, landscaping and identification of pedestrian routes.
- Enhance the pedestrian experience downtown by streetscape improvements such as planning of more street trees, installation of pedestrian-scale lighting, restriction of curb cuts, discouragement of blank walks in buildings, and installation of low walls or fencing with landscaping where parking lots abut the sidewalk.
- Focus streetscape improvements first on the Downtown Spine, the Howard Street connection between the Dennison complex and downtown, and the gateways to the downtown area.[42]

The 1997 *Route 126 Corridor Study* proposed that building the Route 126 Underpass would be one essential step in a larger strategy for economic development in downtown Framingham. The Underpass would accomplish three major goals: alleviate traffic congestion; create a new pedestrian-friendly streetscape; and develop a framework for consolidation of several parcels on Concord Street, and create larger redevelopment parcels in three key locations. The study noted multiple cases where economic development went hand in hand with improved traffic efficiency and safety and an improved pedestrian environment.[43]

Issues

Circulation and Congestion

Traffic congestion, and its effect on the quality of life for the neighborhoods involved, is a perennial issue in Framingham as in many communities. In particular, separation of rail and automobile traffic in the downtown is seen as of critical importance to the area's vitality.

Parking capacity, convenience and conditions in the downtown area are another set of issues the Town is looking to address.

Gaps in bicycle and pedestrian systems could be identified through a comprehensive needs analysis including mapping. This would provide a basis for developing a list of facilities including trails, bicycle racks, sidewalks with amenities, signs and other elements that could then be used for linkages or mitigation by development.

[42] Downtown Economic Development Strategic Plan, 1988

[43] Route 126 Corridor Study, 1997

Wayfinding throughout the town, and particularly in the downtown, should be better integrated in transportation planning. Signs, roads, paths, sidewalks and streetscaping can be designed as a complete system adding to the security and understanding of the public realm.

Public Transportation

Public transportation services to enhance access to jobs have been raised as an issue for economic development. Even with the range of transportation services available in Framingham, there are concerns that public transportation services do not meet the needs of Framingham residents and employees. One issue is that gaps in public transit services limit the ability of Framingham employers to attract a workforce. Two issues in particular have been raised concerning access to Framingham jobs for employees from other communities: the lack of transportation connections between the downtown rail station and places of employment; and the lack of reverse commuting services (i.e., providing transportation to Framingham area jobs for Boston residents) on MBTA's Commuter Rail. In 2001 Central Transportation Planning Staff prepared the MBTA Reverse Commuting Study to analyze the feasibility of providing additional commuter rail and connecting bus transportation services to facilitate reverse commuting.[44] The study concluded that, contrary to local perceptions, increasing reverse commuting transit services from Boston by rail or bus would make negligible contributions toward increasing the labor supply for suburban work sites or reducing traffic congestion.

Framingham State College is interested in providing transportation alternatives for students commuting to campus and additional student parking. In collaboration with MBTA the College sponsored a feasibility study to co-locate a rail station and parking facility.[45] The feasibility study examined the potential for extending commuter rail service on a spur from the MBTA Framingham/Worcester Line in downtown Framingham to a potential transit station and parking garage on the College campus, which would accommodate both MBTA ridership and FSC college students. The study noted that a new station may represent an improvement in traffic impacts on neighborhoods currently affected by commuters accessing the Commuter Rail station in downtown Framingham. However, the extension of service to Framingham State College would not be further pursued until such time as further evaluation of service from Framingham to Leominster is undertaken by the MBTA.

[44] MBTA Reverse Commuting Study, 2001

[45] Framingham State College Commuter Rail Station Feasibility Study, 2006

Attachments: Road Project Matrix

Table 51: Road Project Matrix – Projects Completed as of April 2008

Location	Project Name	Scope	Completed	Cost
Golden Triangle	Route 126 bridge over Route 9	Replace bridge, minor incidental roadway work	Autumn 2005	$1,819,100 (const.)
Golden Triangle	Route 30 and Speen Street	Reconstruct intersection and install upgraded signal equipment	Spring 2001	$1,333,624 (const.)
Golden Triangle	Route 30 at Whittier Street	Modify signal timings/equip. and create exclusive Whittier St. SB right-turn lane		Unknown
Golden Triangle	Route 30 and Route 126	Reconstruct intersection and install upgraded signal equipment. Added SB lead left phase.	Autumn 2007	$1,744,118 (const.)
Framingham Centre	Edgell Road at Route 9	Widen High Street. Install new signals	Spring 2008	
Corridors	Route 135 (Waverley Street)	Roadway reconstruction and signals on section of Route 135	Summer 2004	$6,436,231 (const.)
Corridors	Warren Road and Dennison Avenue	Roadway reconstruction on sections of Warren Road and Dennison Avenue from Route 126 to Walnut St	Summer 2003	$1,881,627 (const.)

Table 52: Road Project Matrix – Proposed and Planned Projects as of April 2008

Area	Project Name	Scope	Schedule	Costs	Status
Golden Triangle	Route 9 at Route 126	Major changes to ramps	Not scheduled	$4,000,000 (est. const.)	Preliminary Design
Golden Triangle	Route 9 / Bennigan's	Restaurant in existing building; providing mitigation money	N/A	N/A	Before planning board
Golden Triangle	Chrysler Road	40B housing off Speen St in Natick, on Fram. town line	Construction in 2009 likely	N/A	Peer review; 4th public hearing
Golden Triangle	Cochituate Road	Reconstruct from Burr St to Ring Rd	FY 2010-1	$515,200 (const.)	
Golden Triangle	Cochituate Road	Resurface sections of Cochituate Road	FY 2012	$282,000 (const.)	
Golden Triangle	Eastern Bank	Bank at 236 Cochituate Road	N/A	N/A	Approved

Area	Project Name	Scope	Schedule	Costs	Status
Golden Triangle	Framingham Cooperative Bank	Bank with drive-thru at 828 Concord Street (at Route 30)	N/A	N/A	Approved
Golden Triangle	Logan Express Improvements	Replace surface parking lot with multi-story parking garage. Widening of Shoppers World driveway NB approach.	On hold	Unknown	Unknown
Golden Triangle	Route 30 signals	Install upgraded signal equipment, some restriping	Construction ends Spring 2008		Under construction
Golden Triangle	Route 30 and Beacon Street	Install upgraded signal equipment, some restriping	Construction in 2008		Preliminary Design
Framingham Centre	Route 9 at Main Street	Median break west of Prospect Street			
Framingham Centre	Main Street bridge over Route 9	Replace bridge deck	Construction begins Autumn 2008	$1,600,000 (est. const.)	Preliminary Design
Framingham Centre	State Street at Maynard Road	Improve accessibility by improving sidewalks and roadway	Construction in 2008		
Framingham Centre	State Street	Rehab/resurface State Street	FY 2009	$590,400 (design/const.)	
Framingham Centre	Walnut Street	Rehab/resurface Walnut Street	FY 2009	$450,000 (const.)	
Framingham Centre	Main Street	Resurface Main Street	FY 2011	$276,000 (const.)	
Framingham Centre	Prospect Street	Reconstruct road after water/sewer project	FY 2011-2	$1,039,300 (design/const.)	
Framingham Centre	20 Vernon Street		N/A	N/A	Approved
Framingham Centre	Salem End Road at Winter Street	Possible signal reconstruction			
West Framingham	Route 9 at Temple Street	Widen Route 9 to provide 3 thru + 2 left lanes in each direction. New signal equipment.	Not scheduled	$2,000,000 (est. const.)	Preliminary Design
West Framingham	Route 9 at Temple Street (Interim Improvement)	Planned interim improvements to intersection prior to MHD project			
West Framingham	Terrace at Jefferson Hills	Access change (new curb cuts) on Country Club Ln and Gates St	N/A	N/A	
West Framingham	California Avenue	Reconstruct California Avenue	FY 2010	$560,000 (const.)	

Area	Project Name	Scope	Schedule	Costs	Status
West Framingham	New York Avenue	Reconstruct New York Avenue	FY 2011-2	$1,225,600 (const.)	
West Framingham	Pennsylvania Avenue	Reconstruct Pennsylvania Avenue	FY 2012	$675,000 (const.)	
West Framingham	Salem End Road	Reconstruct from Badger Rd to Ashland TL	FY 2010-1	$528,000 (design/const.)	
West Framingham	Route 9 at California Avenue (Interchange 12)	Possible mitigation for 300,000 sf office park / light industrial / 150-room hotel inside I-90 interchange 12 loops Access off Route 9 opposite California Ave incl dual left			Under appeal for extended permits
West Framingham	Genzyme Mitigation	Possible mitigation on Route 30 (Pleasant St), New York Ave, Pleasant St connector, Route 9 ramps, and in Southboro to help keep Route 9 at California functioning. Upgrade/signalize? 2 intersections on Pleasant St. Also, off-site water & sewer may require road reconstruction.			
West Framingham	100 Mountain Road	108,000 sf addition to R+D center		N/A	Approved
West Framingham	15 Pleasant St Connector	60,000 sf 3-story manufacturing bldg, 577 parking spaces		N/A	Approved
Downtown Framingham	Route 126/135 Grade Separation	Construct Route 126 underpass below Route 135 and railroad tracks	2020–2030	$50,000,000 (design/const.)	Proposed
Downtown Framingham	Hartford Street	Rehab/resurface Hartford Street	FY 2009	$313,200 (design/const.)	
Downtown Framingham	Howard Street	Reconstruct Howard Street	FY 2010	$1,120,900 (design/const.)	
Downtown Framingham	Grant Street	Resurface Grant Street	FY 2013	$910,000 (const.)	
Downtown Framingham	58 Park Street	Carpenter / workshop / warehouse (under 10,000 sf)		N/A	Partial Occupancy
Downtown Framingham	Kendall Building	Mixed-use development at 79-80 Concord St. (22 units)		N/A	Approved
Downtown Framingham	Building 1	Mixed use/residential complex at 300 Howard Street (50-100,000 sf)		N/A	Approved
Downtown Framingham	Winthrop Street	Rehab/resurface Winthrop Street	FY 2009	$657,700 (design/const.)	

Area	Project Name	Scope	Schedule	Costs	Status
Downtown Framingham	The Arcade at Downtown Framingham	Providing mitigation money to town? Ped improvements? Between Concord, Frederick, and Kendall Sts.			Approved
Corridors	Route 9 resurfacing	Resurface Route 9 in Natick and Framingham	Not scheduled	$4,600,000 (est. const.)	Preliminary Design
Corridors	Route 9 widening	Widen westbound Route 9 to provide 3 lanes between Cochituate Road and Main Street	Not scheduled		Contract under review by Town
Corridors	Route 126 from Route 9 to Lincoln Street	Roadway reconstruction, signal upgrades, sidewalk and drainage improvements	2011 +	$3,200,000 (design/const.)	Waiting for design
Corridors	Concord Street	Resurface multiple sections	FY 2010	$450,000 (design/const.)	
Corridors	Route 126 (Hollis Street)	Roadway reconstruction, signal upgrades, sidewalk and drainage improvements	2015	$2,000,000 (design/const.)	
Corridors	Union Avenue	Resurface Union Avenue	FY 2013	$1,514,000 (design/const.)	
Corridors	Edgell Road	New/upgraded signals at 4 intersections (Edgell at Water/Edmands, Brooks, Central, and Vernon), corridor improvements from Route 9 to Sudbury town line	2015 +	$800,000 (design) $1,500,000 (est. const.)	Preliminary Design
Corridors	Bishop Street	Reconstruct roadway, sidewalks and drainage from Howard Street to Natick town line; upgrade signal at Arthur Street	FY 2009	$2,100,000 (design/const.)	Design almost complete
Corridors	Winter Street	Rehab/resurface Winter Street between Fountain St and Maple St	FY 2010	$1,269,000 (design/const.)	
Corridors	Fountain Street	Reconstruct from Winter St to Waverley St	FY 2011-2	$1,132,700 (design/const.)	
Corridors	Franklin Street	Reconstruct from Main Street to south of Howard Street, including new traffic signals (Franklin/Main), upgraded signal (Franklin/Mount Wayte), and upgrade from flashing beacon to full signal (Franklin/Maple) Pedestrian improvements in downtown Framingham near bus+train and Howard St, and Pearl St garage	Construction begins 2008	$7,500,000 (est. const.)	Waiting for funding
North Framingham	Elm Street at Potter Street	New signals	Construction in 2008 (FY 2009?)	$250,000 (design/const.)	Bidding

Area	Project Name	Scope	Schedule	Costs	Status
North Framingham	Brimstone Estates	20 single-family homes on Woodstock Drive	N/A	N/A	Under construction
North Framingham	Brookbury	6 single-family homes at 97 Brook Street	N/A	N/A	Under construction
North Framingham	Central Street	Resurface Central St between Copeland St and Water St	FY 2009	$434,700 (design/const.)	
North Framingham	Central Street	Resurface Central St between Edgell Rd and Wickford Rd	FY 2013	$1,118,900 (design/const.)	
North Framingham	Nicholas Road	Reconstruct Nicholas Road	FY 2012	$452,700 (design/const.)	
North Framingham	Potter Road	Resurface Potter Street	FY 2012-3	$950,000 (design/const.)	
North Framingham	Water Street	Reconstruct road after water/sewer project	FY 2010-1	$772,700 (design/const.)	
North Framingham	Brookmeadow Estates	14 single-family homes on Millwood Circle			Under construction
North Framingham	Grove Street	Resurface Grove Street from Belknap Road to Mass Pike	FY 2013	$150,000 (design/const.)	
North Framingham	Danforth Green (formerly Villages at Danforth Farm)	525-unit PUD. Geometric improvements at 4 locations (Route 126 at Riverpath Dr, Danforth St, and Hamilton St; School St at Hamilton St) Installing signals at 2 locations (School St at Route 126, and OCP) Upgrading signals at McGrath Square Improvements at Concord St at A St	Phase I before occupancy (2011), Phase II at 50% occupancy		Peer review (Planning board review done by Spring 2008)
North Framingham	Danforth Village II	37-unit single-family residential on Danforth Street	N/A	N/A	Under construction
North Framingham	Fox Creek Lane	12-unit single-family residential on Meadow Street	N/A	N/A	Approved
North Framingham	Ford's Meadow	24-unit single-family residential at 45 Nixon Road	N/A	N/A	Pending
North Framingham	Doeskin II	8-unit single-family residential at 70 Carter Drive	N/A	N/A	Under construction
North Framingham	Wayside Circle	1,500,000 sf subdivision, 44ksf+ lot size, on Wayside Inn Road	N/A	N/A	Under construction
North Framingham	JCHE (Jewish Community Housing for the Elderly)	40B single-family at 49 Edmands Road; Roadway realignment of Edmands St west of Edgell Rd	N/A	N/A	Approved

Area	Project Name	Scope	Schedule	Costs	Status
Other	Dudley St at Fountain St	Unknown improvements			
Other		443 mixed res on Dr Harvey Cushing Way (formerly North Rd)			
Other	Village at Farm Pond	Reconstruct Summer Street	N/A	N/A	Partial Occupancy
Other	Summer Street	Rehab/resurface Mount Wayte Ave between Franklin St and Dudley Rd	FY 2011	$980,000 (design/const.)	
Other	Mount Wayte Avenue	Reconstruct road after water/sewer project	FY 2013	$225,000 (design/const.)	
Other	Fay Road	Resurface between Franklin St and Winter St	FY 2012-3	$686,950 (design/const.)	
Other	Maple Street	62,000 sf campus with 72 res units, cafeteria, gym, and meeting rooms on Frederick Abbott Way	FY 2011	$246,000 (design/const.)	
Other	Wayside Youth & Family Network	Replace bridge, minor incidental roadway work	N/A	N/A	In litigation
Other	Fountain Street bridge over Railroad	Rehabilitate bridge, minor incidental roadway work	Construction begins Spring 2009	$4,100,000 (est. const.)	75% comments returned to design engineer
Other	Winter Street bridge over Railroad	Re-deck two bridges, minor incidental trail work	Construction begins 2011	$3,600,000 (est. const.)	Bridge type study comments received
Other	Cochituate Rail Trail	Replace 2 bridges			
Bridges over Sudbury River	Winter Street bridge	Replace bridge, minor incidental roadway work	Construction begins 2011	$2,500,000 (est. const.)	25% comments returned to design engineer
Bridges over Sudbury River	Central Street bridge	Replace bridge	Construction begins Spring 2009	$1,800,000 (est. const.)	Bridge sketch plans signed
Bridges over Sudbury River	Danforth Street bridge	Replace bridge, minor incidental roadway work	Construction begins 2011	$1,325,000 (est. const.)	Preliminary Design
Bridges over Sudbury River	Main Street bridge	Replace bridge, minor incidental roadway work	Construction ends 2008	$1,597,322 (const.)	Under Construction (50% complete)
Bridges over Sudbury River	Route 9 bridge	Replace bridge	Construction ends Spring 2009	$5,290,515 (const.)	Under Construction (41% complete)

Area	Project Name	Scope	Schedule	Costs	Status
Bridges over Sudbury River	Salem End Road bridge	Replace bridge	FY 2010		
Bridges over Sudbury River	School Street bridge	Replace bridge	FY 2011		

PUBLIC FACILITIES AND SERVICES

This chapter identifies and describes the public facilities and services that the municipality of Framingham provides to its residents. As the town continues to grow, municipal services will change to reflect the needs of the community. Aging facilities will need to be replaced and/or upgraded. Existing town services may need to be adjusted and adapted to meet code, changes in technology, changes in available methods for increased efficiency, and changes in user base. New services and facilities may be needed to accommodate a growing elderly population and other shifts in the demographics including an increasingly ethnically diverse population. These changes will impact the way in which services are provided, the buildings which house them, as well as their capital needs, and therefore, the town budget.

The information presented in this chapter is a compilation of a review of relevant previous studies, and documents and information posted on the web and presented in annual Town Reports. Additionally, for each facility and service, at least one "leadership interview" was conducted (e.g. Police, Chief, Superintendent of Schools, Director of the Library, etc). Site visits and a series of cluster meetings with key personnel from included departments were also held.

Key Issues and Potential Trade-offs

For the most part Framingham's public facilities have been a challenge for the Town to maintain and today many are suffering from years of deferred maintenance. Additionally, there are programmatic needs not adequately met at some of the town's facilities as well as the need to plan for future requirements related to the anticipated growth in the population. MAPC projections show an expectation of a continued increase in population for a total of 67,751 residents in the year 2010 and a 2020 population of 68,078. Facility needs range from minor repairs to complete renovations. In addition many of the town-owned buildings are not handicap accessible as determined by a study of ADA compliance of all town-owned buildings and schools.

The demographics of a town necessarily influence the needs for types and amounts of municipal services. Specifically, the increase in the immigrant population, in the number of residents for whom English is a second language (over one-third of the students enrolled in Framingham Public Schools) and a rising number of low-income residents impacts the type and amount of services needed. These trends in the population can be expected to affect services and facilities in a number of ways including the need for additional space at the schools (to keep to the goal of small class sizes and to provide for support programs), for consideration of the language(s) in which services are provided, and for increased adult literacy programs. Job training programs and a number of support services may be needed for low-income residents.

There are an unknown number of undocumented residents in the town. It would be desirable to develop an approximate range of how many live in Framingham because these individuals and their children need and receive municipal services. It would help to better plan services and

facilities such as police, fire and schools if there was a more accurate sense regarding the number of people to plan for.

When it comes to public facilities, trade-offs are related to the phasing of improvements, renovation and construction projects. That is, given the Town's limited resources, service and facility needs must be prioritized by using criteria based on issues such as safety, significance of need, extent of impact, and others. In addition to facility needs, sewer and water capacities impact economic development, housing and other long term planning and potential growth issues. Transportation infrastructure and maintenance services are a primary Town service as well but will be considered in a section devoted to Transportation.

Resident Input

In both a town-wide visioning workshop and a questionnaire distributed at Town Meeting (Spring 2007), residents emphasized the following points with regard to public services and facilities:

- Stressed the importance of education and good schools to the community
- Favored town support for increased art and cultural opportunities
- Called for consistency in the quality of municipal facilities and services across neighborhoods.
- Expressed a concern for safety and support of public safety services
- Called for the need to meet senior (Senior Center and other amenities and services) and youth (especially access to recreational facilities) needs
- In an attempt to ensure a good fit between resident need and the provision of services, residents emphasized the need to improve town government in a number of ways including:
  - Conducting outreach to non-participating groups and newcomers
  - Actively working to change the perception of the town's identity and marketing
    its good features
  - Improving communication with the public
  - Increasing communication between town groups
  - Improving and nurturing relationships with state representatives and state agencies
  - Working towards a unified vision

The following public facilities and services are described in this chapter:

Town Hall	Public Safety (Police and Fire)
Public Library	Senior Center
Schools	Water
Wastewater	Solid Waste

This is not meant to be a comprehensive list of all public facilities and services. Those managed and maintained by the Department of Parks and Recreation, are discussed in the
Open Space and Recreation chapter. Additionally there are a number of historic buildings owned by the Town that are described in the chapter on Cultural and Historic Resources. Some other services and facilities are beyond the scope of this planning effort.

General Government

Memorial Building (Town Hall)

Most of the municipal departments and services are located in the Memorial Building, an attractive historic building, imposingly sited at the main intersection Downtown. The building, built in 1926, was originally designed to be a town hall and war memorial; it has undergone significant renovation and is in t need of substantial repairs. Town Meeting recently (Spring 2007) approved money for some of the most pressing repairs including replacing the front steps, new widows, lighting and boilers.

Facility Needs

Some of the main deficiencies of the existing building include:

- The physical condition of the building, e.g. existence of mold, asbestos and no central air exchange
- Storage: currently five classrooms on the third floor of the Danforth building are fully utilized for the storage of town hall archives
- Way-finding: there is a floor plan and directory only at some of the entrances and the layout of the building makes it difficult for the public to find their way around.
- Nevins Hall: needs renovation (see discussion under Cultural Triangle, chapter on Historic and Cultural Resources).
- Parking: there are currently 130 spaces shared with the Police Department. Very often the Memorial Building is the site of regional seminars, in-house training and other functions. If there is such an event, participants are encouraged to park at the municipal parking garage (located a few blocks away) free of charge. However during most weekdays and during the time that Town Meeting is held, there is a significant parking shortage. While the building enjoys significant nighttime usage, parking seems to be adequate in the evening.
- ADA compliance: A study of ADA compliance of all town-owned buildings and schools found several code deficiencies. The Department of Building Services has obtained some federal grant money and will begin addressing this issue by first improving the accessibility of the Memorial Building (Town Hall).

In the past some consideration had been given to re-locating Town Hall functions to another building, but the Downtown location and amount of available space were considered critical to the decision to stay in the current building. In addition to the fact that there are no available town-owned buildings that can accommodate all of the town departments and services, it was determined that some, namely those that are currently housed separately (e.g. School Department, Department of Public Works, and Parks and Recreation) may be more appropriately

located in separate buildings as opposed to being clustered with the existing departments at Town Hall.

Over the years there have been four studies of the Memorial Building, each of which has resulted in a variety of recommendations including proposals for major renovation and re-organization. The latest study (by Arcade) suggested renovating the entire building and even including surrounding buildings (by exercising eminent domain) to create a new town hall complex. The study recommended incorporating retail on the ground floor, providing an underground parking garage and expanding town department space. The cost, $42 million, was prohibitive to its implementation.

Hours of Operation

Town Offices are open between the hours of 8:30 am and 5:00 pm. Monday through Friday. The following offices have extended hours: Assessor (Monday 8:30 am – 8:00 pm), Board of Health (Monday 6:00 pm – 8:00 pm), Department of Public Works (Monday 8:30 am – 7 pm), Treasurer/Collector (Monday 8:30 am – 7:00 pm), and the Building Inspection Department (Monday 8:30 am – 7:00 pm).

Public Meeting Spaces

The public meeting spaces – the conference rooms, the Deborah D. Blumer Community Room (public hearing room), and sometimes even part of the Nevins Hall space are reportedly booked every week night.

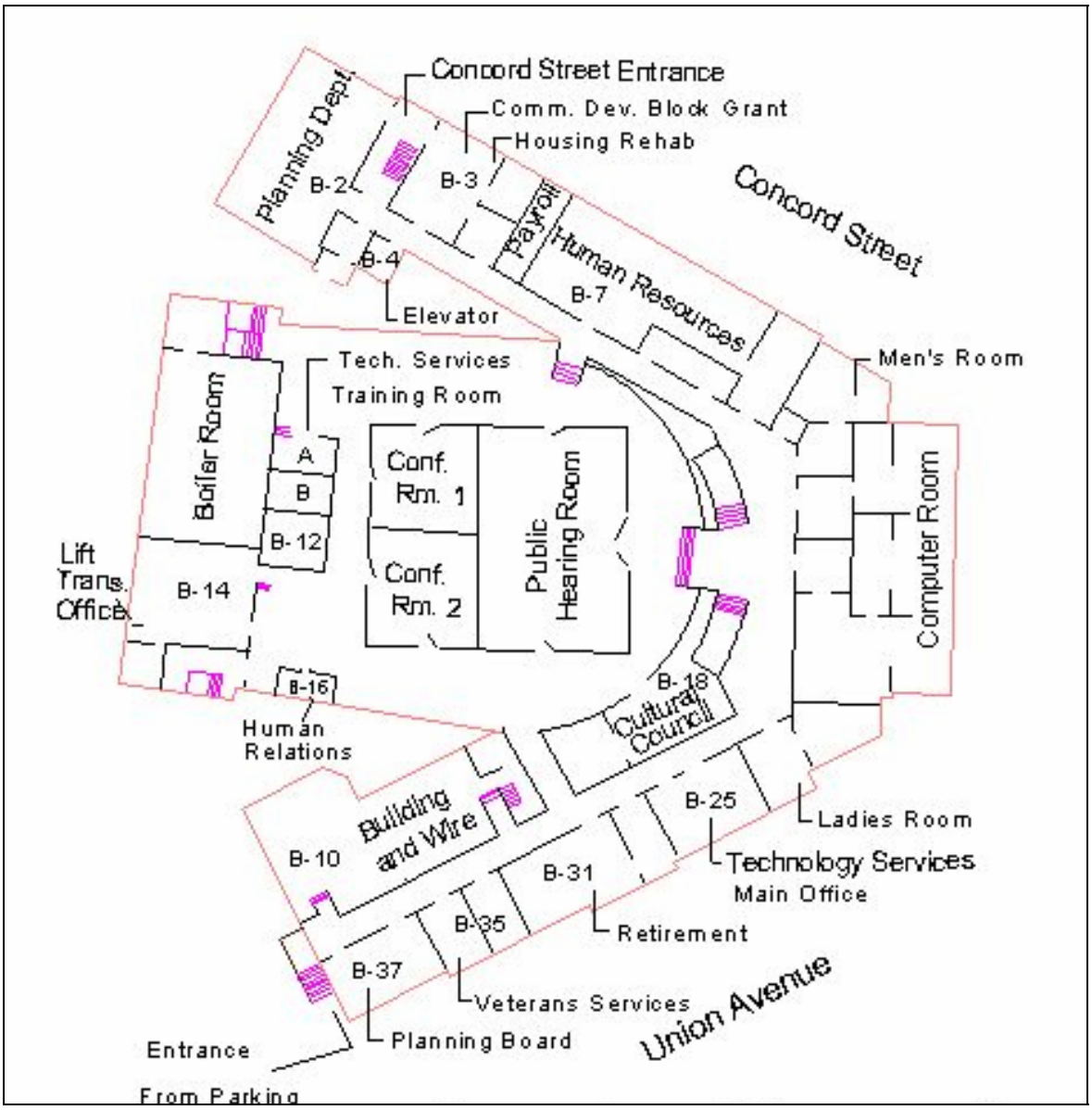
Government Access Cable TV

The Town currently regularly televises meeting of the Board of Selectmen, the Planning Board, Disability Commission, Conservation Commission, and the meetings of other boards and committees on an as needed basis.

Memorial Building – Lower Level (Basement) Offices:

Planning Department	Payroll
CDBG/Housing Rehab	Planning Board
Human Relations	Retirement
Human Resources	Technology Services
Cultural Council	Veterans Services

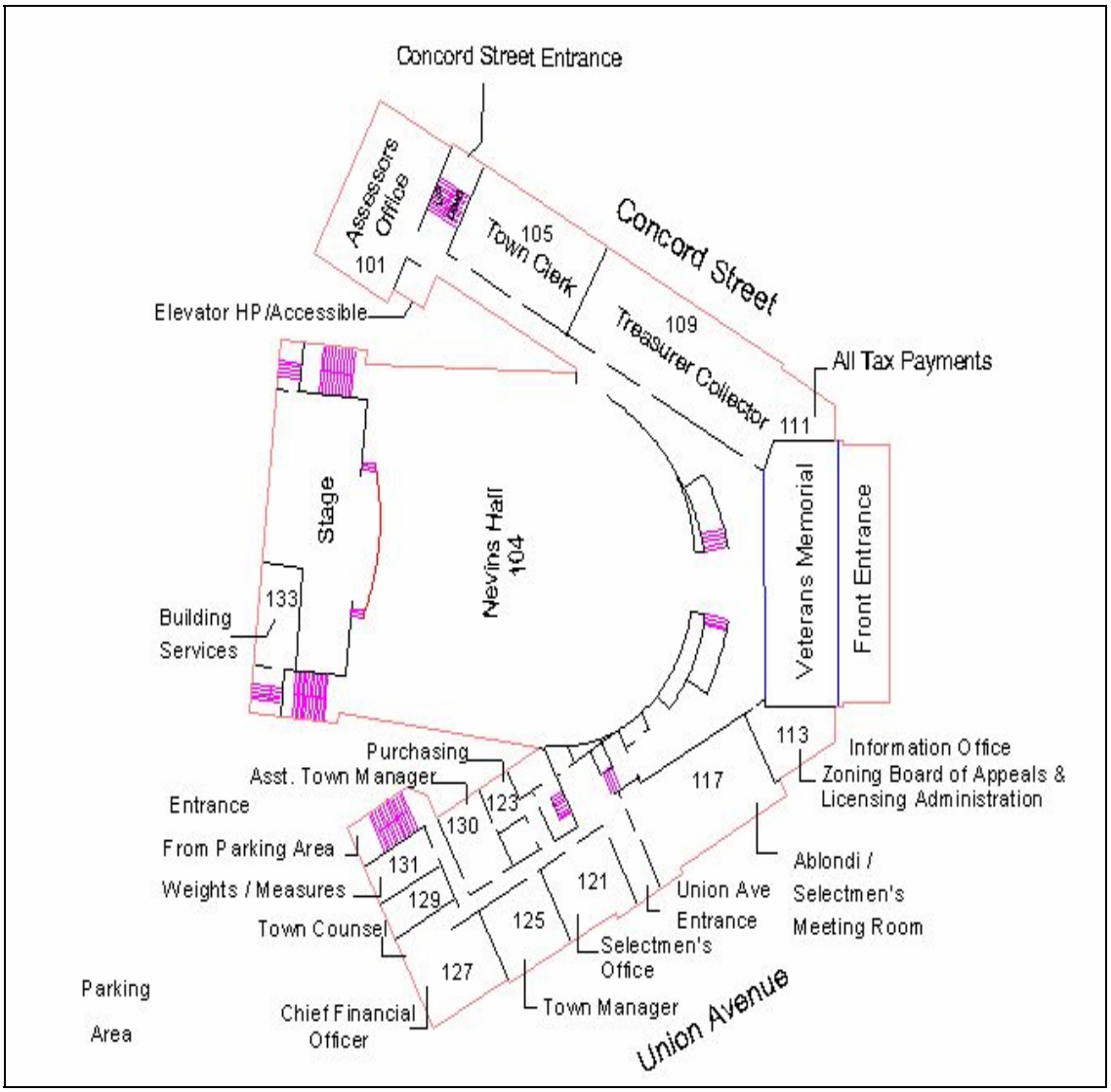
Figure 23: Memorial Building, Lower Level



Memorial Building – First Floor Offices:

Selectman's Office and Meeting Room	Purchasing
Assessor's Office	Town Clerk
Town Manager	Town Council
Building Services	Treasurer
Licensing Administrator	Zoning Board of Appeals

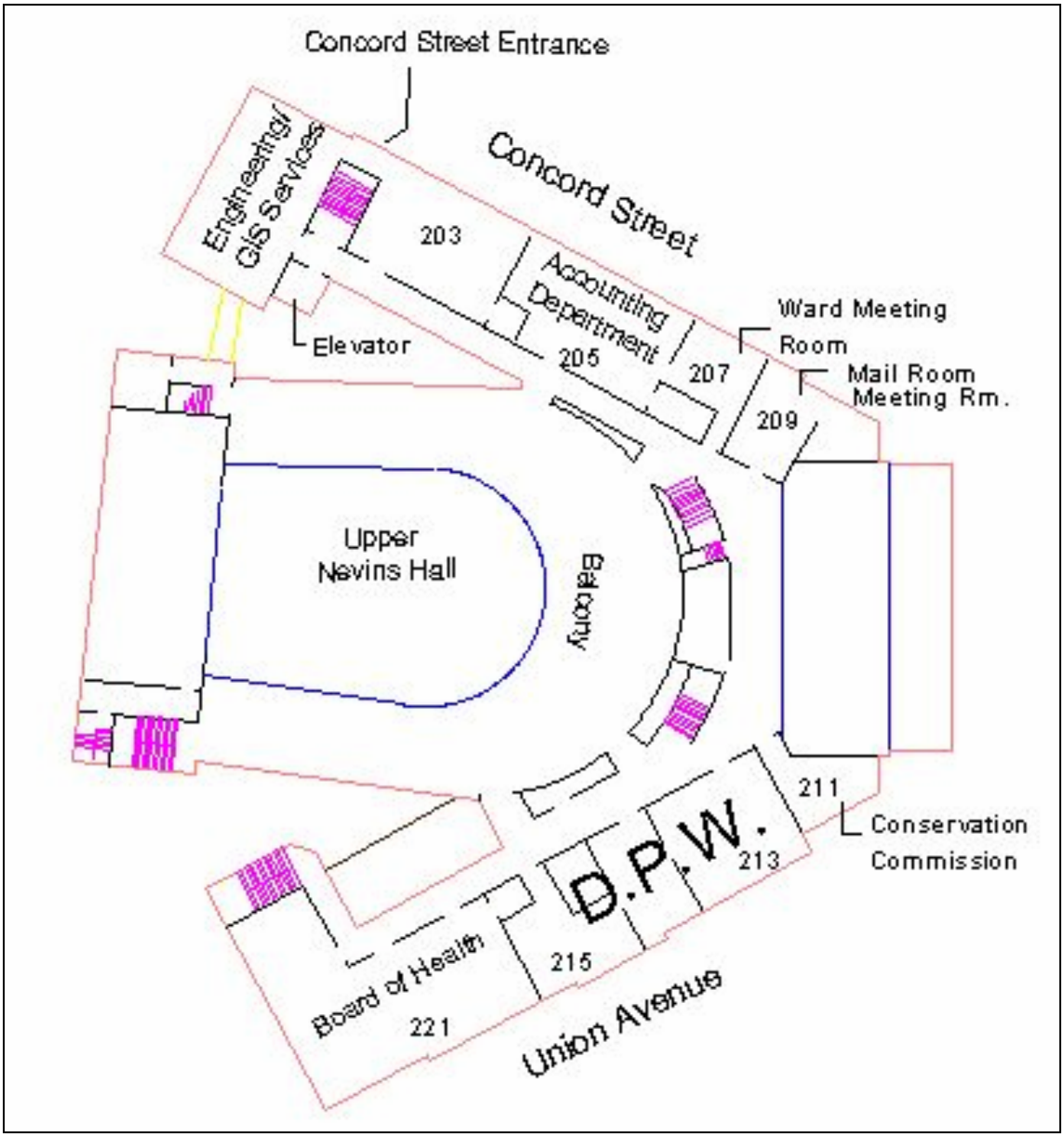
Figure 24: Memorial Building, First Floor



Memorial Building – Second Floor Offices:

Accounting	Board of Health
Conservation Commission	Department of Public Works
Building Inspection	

Figure 25: Memorial Building, Second Floor



Building and Wiring has relocated from the Lower Level (where it is shown in the floor plan) to the Second Floor where Engineering/GIS is shown. Engineering/GIS in turn relocated to a DPW building on Western Avenue. These moves were undertaken due to a need for additional space.

A number of departments report experiencing crowded conditions and a lack of storage. For example, the Board of Health, which by virtue of its function receives many visitors, reports having handicap accessibility issues as well as not enough space to fulfill its multiple functions (including providing flu clinic services out of Nevins Hall). Staff feels the layout could be improved to support their work.

Changes to the locations of departments and renovations to specific offices need to be part of an overall study of the building and decisions made related to which offices should remain in the building and which locations are optimal for which services within the building.

Additional Town Offices & Locations

While the majority of town offices are located in the Memorial Building (Town Hall), the following municipal departments are located in other locations:

- Police Headquarters, 1 William Welch Way
- Fire Headquarters, 10 Loring Drive
- Park and Recreation Office, 475 Union Avenue
- DPW Engineering/GIS, 100 Western Avenue
- Framingham Public Schools
  - Superintendent Office, 14 Vernon Street
  - Parent Information Center, 454 Water Street
- Library
  - Main Library, 49 Lexington Street
  - McAuliffe Branch, 10 Nicholas Road
- Animal Control, 50 Western Avenue
- Council on Aging, 535 Union Street

Future Plans/Needs

While some of the facility issues at the Memorial Building will be addressed in the immediate future, including some repairs and ADA compliance, there are a number of outstanding issues that will require attention and funding in the near future. These include the need for additional storage and parking, and the need to improve the “health” of the building in terms of air quality, lighting, and other related issues. Additionally, it would be desirable to accommodate the Historic Commission and the Historic District Commission with office and archival space in the Town Hall in the future.

A decision regarding the future use of the building in the long term is pending and important with regard to formulating plans for investments in improvements of the building. The Selectmen have decided that the building will house town offices, however, some offices may be moved to another site thus freeing up space for those which remain. The degree of interior renovation must then be decided upon.

Additionally discussions are currently underway regarding creating wireless connections throughout the downtown area.

Public Safety

Police Department

The Police Headquarters building is located at 1 William Welch Way in the Downtown, next to the Town Hall. The building – the location of Police Headquarters for many decades – underwent a major renovation and the department has been in the "new" building since 1995. The new facility is reportedly a major improvement as well as being aesthetically pleasing and generally accommodating the functions of a modern police department. However, there are some remaining issues related to functionality and capacity. There is no additional space within which to expand and the department is currently at maximum capacity. There is very little storage, there are competing interests for programmatic space and there is also a parking shortage.

The Dispatch Center where all 911 calls, calls to police and fire (transferred to the Fire Department) are taken is currently not handicap accessible. The entire console has to be replaced in order to accommodate consoles that can be moved vertically to accommodate a person seated in a wheelchair. Town Meeting recently approved the funding for this. Town Meeting also approved money to fix the currently out of order Firing Range used for in-service training,

Calls for Service

A continuing trend has been an increase in calls for service. According to Framingham Police Department statistics both violent crime (Part 1 offenses) and property crimes (Part 2 offenses) have been increasing, with a very recent slight decline in property crimes (2007, not listed in Table 53 below). Of the violent crimes the most prevalent are larceny (60% in 2006), assault (15% in 2006) and burglary (13% in 2006). Of the property crimes vandalism is the most prevalent (39% in 2006), followed by "Other incidents" (including disturbing the peace and town by-law violations– 22% in 2006) and offenses against family and children (17% in 2006).

Table 53: Violent and Property Crimes in Framingham: 2002- 2006

Year	Violent Crimes (Part 1)	Property Crimes (Part 2)
2002	1,764	1,596
2003	1,707	1,382
2004	1,885	1,439
2005	1,930	1,606
2006	1,924	1,922

Part 1 Offenses include: motor vehicle theft, arson, homicide, rape, robbery, assault and burglary.

Part 2 Offenses include drug offenses, sex offenses, prostitution, weapons, vandalism, stolen property, fraud, forgery and counterfeiting, disorderly conduct, drunkenness, liquor laws, driving under the influence, and offenses against family and children.

A Jail Diversion Program (JDP) has successfully reduced the number of arrests by re-directing those who need mental health services to appropriate help. During 2006, an average of 73% of those eligible for arrest by the police was diverted from arrest as a result of the JDP clinician's intervention. There are twenty (20) holding cells (15 male, 3 female, and 2 juvenile) located in the basement of the Headquarters building.

Personnel

The Police Department personnel are organized in the following divisions: Administration, Emergency Management, Operations, Safety (including Traffic and Roadway). The Police Department took over Emergency Management in 2007 and developed a comprehensive Emergency Management Plan.

The Department has 122 personnel. Personnel includes 1 Chief, 3 Deputy Chiefs, 1 Captain, 11 Lieutenants, 12 Sergeants, 1 Administrative Aide, 1 Assistant to the Chief, 87 Patrol Officers, 12 Civilian Staff, 2 full-time and 2 part-time Animal Control Officers and 19 Crossing Guards. The Department has 21 marked cars (some assigned to the schools), 15 unmarked cars and 4 motorcycles. Much of the equipment is purchased with grant money.

The Police Department works closely with the Fire Department and the Department of Public Works as a "Public Safety Team." Personnel train together and work together in many ways.

The Framingham Police Department has been designated as a regional Crime Analysis Unit and is participating in statistical and mapping analysis for the Greater MetroWest area focusing on tracking drug and gang activity. A space has been set up for this function with appropriate workstations and equipment.

The Emergency Operations Center has as its purpose to protect Framingham through integrated approaches of Emergency Management and Homeland Security to prepare for, respond to, mitigate against, and recover from emergencies and disasters, or acts of terrorism. Through a service called Connect-CTV, the town has the ability to notify residents in the case of an emergency (including a missing child or elderly person). The system calls 1000 homes per minute with a recorded message from a town official. This "reverse 911" service has been very successful; within the last year the police was able to locate two lost elderly and two children within half an hour of their being reported as missing.

The Police Department has two sub-stations both located in Housing Authority housing complexes. The Framingham Police and the Framingham Housing Authority formed a partnership in 1996 and since then there has been a marked decrease in calls for service originating from Housing Authority properties. One sub-station is at the Pelham Housing and the other at Musterfield. The Community Policing Substation in the Pelham Apartments also worked closely with the Housing Authority to develop a Computer and Recreation Center for resident youths and maintains a library for small children.

An additional way in which needs are met on a geographic basis is the "Downtown Initiative" shift which responds to the needs of residents, customers and merchants in the downtown; officers walk and ride bicycles[46] through the downtown area.

[46] The Department has 7 trained and equipped bicycle patrol officers. Staffing ranges from none to four in any given twenty-four hour period based on weather, staffing and budget conditions.

Future Plans/Needs

Facilities

As the number of police officers increases, the areas of the Police Headquarters building where most of the pressure will be felt are lockers and computer workstations. There are currently 130 lockers, required by the union to be separated by gender and by rank (ranking officers are given a separate locker room). The Chief predicts that the number of police personnel will reach 130 within the next three years. Since the existing locker room area is currently in disrepair, perhaps one way of dealing with the need for more lockers is to renovate the locker rooms and replace the existing lockers with smaller ones (thereby fitting a larger number into the same amount of space).

The Police Chief and Fire Chief agree that a joint "Public Safety Dispatch Center" would be desirable. Calls for Police, Fire, DPW and Emergency operations would be handled in the joint center. This would be located in a separate facility (because it would not fit in any of the currently used facilities). One possible location could be the DPW building but it would require putting a second floor onto their existing building to accommodate such a center.

One option for addressing the parking issue would be a municipal parking garage. The building next door to the Memorial Building at 188 Concord Street, was at one point for sale. This site could be considered for use for additional parking in a number of ways including the construction of a parking facility. See the location map below.

Personnel and Operations

There are competing demands on the Department's resources which are stretched between traditional activities such as traffic control and neighborhood patrolling versus attending to specific targeted needs. As the incidence of certain types of crime increases, this may become more of an issue in the future.

In keeping with the department's focus on understanding how best to serve the Framingham community, the Police routinely conduct community surveys. These take various forms including a Post-Contact Customer Satisfaction Survey (a questionnaire distributed to individuals after they have interacted with the department), and the Downtown Merchant's Survey (intended to measure the impact of numerous crime and quality of life issues impacting the downtown area). Results from this survey have resulted in developing police responses targeting the downtown area including increased traffic enforcement, including foot and bicycle patrols, and the assignment of the Street Crimes Unit to this area. The Police Department plans to continue to periodically survey the community so that it can update its services to meet changing needs. The Department will also continue to use geo-based mapping for tracking incidents by location to help identify crime trends and respond accordingly.

Fire Department

There are currently five fire stations including the Downtown Headquarters. The facilities range in age from over one hundred years old (Station 2, Saxonville) to just over a decade old (Headquarters, Downtown). In 1987 the Fire Department engine companies were consolidated and in 1994 the old Hollis Street Station (150 Hollis Street) was closed and

leased (50 year lease) to a performing arts and theater group in 2007. Headquarters was moved to a newly constructed building in 1994.

The stations are all in fair to good condition with the exception of Station 2 in Saxonville. The building was constructed in 1901 and has not been significantly renovated since. Existing deficiencies include structural problems, asbestos in the basement rendering it unusable, ADA noncompliance, HVAC failure, aging floors and walls, and garage bays that are too small for modern equipment.

The remaining facilities are in fair to good condition but in need of upkeep and maintenance. For a brief description of each station and the condition of the facility, please see pages that follow.

Calls for Service

The Department has experienced a 300% increase in incidents since 1975. This is approximately a 6% increase in runs per year from 1975. The number of calls for service has increased at a rate of approximately 3% per year since 1985. In 2006, the Fire Department responded to a total of 9,261 emergency calls and 9,423 non-emergency calls (18,684 total responses), an 8% increase in emergency calls since 2003. There has also been an approximate increase of 3% annually for medical responses. The following table demonstrates these trends.

Table 54: Total Fire Department Incidents and Medical Calls

Year	Total Fire Department Incidents	Total Fire Department Medical Calls[47]
1985	5,496	2,955
1992	n.a.	3,601
1993	6,668	n.a.
1994	7,109	n.a.
1995	7,580	n.a.
1996	7,924	4,540
1997	7,607	4,557
1998	7,555	4,605
1999	8,036	4,853
2000	8,618	5,053
2001	8,940	5,096
2002	8,710	5,139
2003	8,533	5,074
2004	9,065	5,228
2005	9,474	5,699

n.a. = data not available

[47] The percentage of medical calls from the total number of incidents from 1996 to 2005 was 59% as opposed to non-medical which was 41% during the same time period.

The trend of an increase in calls for service is at least partially explained by the increase in the number of workers commuting daily to Framingham, the large number of shoppers visiting the Town and an increase in the number of residents (while formal census numbers do not show a significant increase, the number of residents who do not report to the census has increased). Approximately 75% of calls are reached within the industry standard response time of 4-6 minutes. Where there are delays these are primarily due to traffic.

The Framingham Fire Department has used the historical data to develop predictions regarding future need for services. The following table lists these estimates which project a continued trend for an increase in calls.

Table 55: Projected Incident Calls Based on Historical Data

Year	2006	2007	2008	2009	2010
Total Incident	9,758	10,050	10,351	10,661	10,981
Medical Calls	5,869	6,045	6,226	6,412	6,604

The Framingham Dispatch Center is operated out of a centrally located station on Route 9. The Dispatch Center (located at Station 1) is currently overburdened as it consists of only one person on a twenty-four hour schedule. As previously mentioned, in addition to routine calls, in 2006 there were approximately 9,500 emergency dispatches. Day to day operations include: dispatching vehicles to emergency and non emergency calls, handling calls through 911 systems, providing mutual aid to surrounding towns, communicating between fire and police officials and maintaining records of the daily activities. There needs to be a way to relieve the pressure from current operations which – due to the low number of staff – result in not meeting accreditation criteria.

The Framingham Fire Department has mutual aid agreements and long standing informal relationships with surrounding towns; these are: Natick, Sherbourne, Ashland, Southborough, Sudbury, Wayland and Marlborough. In 2005 Framingham gave mutual aid in 25 reported incidents and received mutual aid in 189 incidents.

Personnel and Apparatus

The Framingham Fire Department employs 148 uniformed firefighters, 24 lieutenants, 8 captains, and 7 deputy chiefs, and two assistant chiefs. Fire fighting apparatus includes 5 engines, 2 ladders, and 1 heavy rescue vehicle.

There are five engine companies, with four men per engine and a minimum of three on rescue trucks and ladder, one in Dispatch and a shift Deputy for a total minimum of 30 manning any one 24-hour shift. This is reportedly adequate to handle most calls.

Fire Alarm and Signal Division is located at the Route 9 Station and is manned by firefighters on duty. Fire Alarm is housed in a separate building located behind the station that houses the Superintendent of Fire Alarms and Signals office. He is the master electrician who maintains fire alarm systems town-wide. He reviews fire alarm systems when owners seek town approval and conducts electrical work for fire stations, police

and other town buildings. This division is also responsible for maintaining all traffic and crosswalk signals in Town.

In addition to fire fighting and prevention, the Fire Department provides rescue services. The Framingham Fire Dive Rescue Team, (a joint fire and police service), comprised of 16 dive rescue specialists (one of the largest fully equipped public safety dive teams in New England) provide around the clock immediate response. All firefighters are certified as public safety divers and trained in a variety of areas including ice diving, hazardous materials, tunnel rescue, land search and rescue, auto extrication, etc.

The Department also has a two-member State Hazardous Materials Unit (HazMat) Response Team (seven firefighters in total have Hazardous Materials removal technical certification). HazMat response is needed as Framingham has a number of large industries which dispose of hazardous waste; these include General Chemical, Bose Manufacturing, Genzyme Corporation, as well as the fact that a large amount of hazardous materials travels through Framingham on the Massachusetts Turnpike and CSX. In 2006, 62 businesses had reportable amounts of hazardous materials as required by the EPCRA (Emergency Planning and Community Right to Know Act).

The Fire Department works closely with the Police Department on a number of initiatives including water emergency rescue. A 30-member Tunnel Rescue Team, trained by Boston Fire, is prepared to handle any emergency that may arise at the MWRA's 11-mile water pipe that is 400 feet underground.

Emergency Medical Services

The town contracts its Emergency Medical Services to AMR (American Medical Response), a national chain. Ambulances are housed at Station Eight, Five and Headquarters. The service is managed by the Fire Department. Although the ambulance is privately contracted, the crew members assigned to the EMS trucks that cover the town, must meet and be approved by the fire chief before working in the system.

Stations

Headquarters/Station Three
10 Loring Drive

Equipment: 1 engine, 1 ladder engine, boat, tunnel truck, spare engine, spare platform, business offices, fire prevention, department mechanics.

Condition: Good.

Station 3 was built in 1996 to replace the Hollis St. station and is the newest of the five active fire stations.

Station One
1055 Worcester Road (Route 9)
Dispatch Center, Signal Division

Equipment: engine, platform, boat, dive truck

Condition: Good. Needs minor interior maintenance and some exterior finishes (siding).

Station Two
2 Watson Place (Saxonville)

Equipment: engine, boat, Brush Truck engine.

Station 2 was built in 1901 to support Roxbury Carpet, and is the oldest of the five active fire stations. The roof was replaced in 2007; this was the first major repair the building has undergone.

This station is the most in need of renovation/repair or replacement.

Station Five
520 Concord Street

Equipment: 1 engine, 1 rescue vehicle, 2 cars, 1 ambulance, boat, deputies office.

Condition: Fair. Needs floor and minor roof repairs.

Station Seven
789 Water Street (Nobscot)

Equipment: 2 engines

Condition: Good. Needs some floor repair.

American Medical Response (AMR)
Located in a privately-owned building in Framingham Centre.

AMR is the contracted ambulance service in town.

Future Plans/Needs

The Saxonville Station is in need of major renovation or rebuilding. The Fire Chief feels this should be the number one priority before money is spent on repairs.

The Fire Chief would like to explore options for improving the current dispatch process. A combined fire/police Dispatch Center might help to relieve the overburdened Fire Dispatch**.** Another option would be to increase capacity by hiring a call taker assistant.

Concord Street is a very congested corridor because it is a main north–south route and connection to the Mass Pike. It is important that ways are found to improve access from the Concord Street station to the surrounding areas through signalization and traffic control technologies. Some Opticom equipment has been purchased, but more is needed.

The Chief is also exploring the increased use of technology for improving the efficiency of responding to emergencies. For example, using wireless connectivity and GIS mapping software to determine optimal routing would significantly help to avoid traffic congestion and thereby reduce response time. Reinforcing mutual aid agreements and understanding fire fighting in an increasingly regional light is another important way of improving efficiencies.

Framingham Public Library[48]

Facilities

The Framingham library system consists of two branches: the Main Library in Downtown Framingham (at 49 Lexington Street) and the McAuliffe Branch in Saxonville. There are 42 full-time and 38 part-time employees, for a total of 81 staff members. It is part of the regional Minuteman library system.

[48] The mission of the Framingham Public Library is to develop, maintain, and promote collections of materials and related services to meet the practical information needs of the diverse community it serves; to provide resources to meet the needs of students in formal education programs, preschool through high school, as well as those in adult education programs; to serve as a literacy promotion center for children and adults, including those for whom English is a second language; to provide and publicize a collection of popular materials in varied media to enrich the lives of community members of all ages and backgrounds; and to serve as a community activities center by making available gallery, exhibit, and meeting room space to individuals and nonprofit groups in the Framingham area.

In Fiscal Year (FY) 2006, the Main Library was open 3,254 hours and the McAuliffe Branch was open 3,099 hours. Both the Main Library and the branch are open Monday through Thursday from 9:00 am to 9:00 pm, Friday and Saturday from 9:00 am to 5:00 pm and closed on Sundays. The Main Library is closed on Saturdays during the three summer months and the McAuliffe Branch is closed on weekends during July and August.

Library Usage Statistics

- The library's 352,500 materials include 300,900 books, 23,000 tapes and CDs, and 21,900 videos and DVDs. They subscribe to 398 magazines and newspapers.
- In 2006, total system-wide circulation, including inter-library loans was 982,212. A total of 388,587 visits were made to the library, an average of 7,483 visits per week.
- In 2005 library users got answers to over 114,992 reference questions, and had the opportunity to attend nearly 570 programs, from preschool stories hours to author visits.
- 44,000 people held Framingham library cards in June of 2006.
- The Library hosts about 600 meetings a year

The Main Library is ranked the fifth busiest in the State, based on circulation. Built in 1979, the building recently underwent a number of repairs and improvements, including repair of water damage caused by burst pipes: upgrading of all interior and exterior lighting (including in the parking garage); repair of rooftop HVAC units, plumbing fixtures, boilers and other building system needs; and some landscaping improvements. Some enhancements to the library's computer network were also completed. There are ADA compliance issues yet to be addressed as well as the need for additional meeting and program space.

At the McAuliffe Branch library (originally built in 1963) handicap access issues were recently attended to as well as a new HVAC system, new carpeting, new building security system and other needed repairs. . For many years this library was ranked the busiest branch library in the State; it has recently been ranked the second busiest (after the branch library in Coolidge Corner, Brookline). When considered as a stand alone library (that is, not a branch), the McAuliffe is ranked the twenty-fourth busiest library in the State, meaning that it is busier than many main (non-branch) libraries. The building is too small to serve its patrons.

The Friends of the Framingham Library focus attention on the library's needs as well as its services to the community and provide items not included in the library budget. They organize and run monthly book sales; sponsor programs for children, teens, and adults; purchase books for the summer reading list; and provide passes for museums.

Programs

In addition to its extensive collections, the library also provides a wide range of programs to Framingham residents including teen group activities, story-hour for school age children, including a Portuguese story hour, family movie nights and book clubs. In 2006 the library launched a new effort to increase adult programming by forming an Adult Programs Committee; this resulted in a 500% increase in programming.

Literacy Unlimited is the volunteer literacy tutoring program of the Framingham Public Library. Founded in 1986 to combat the problems of adult illiteracy in Framingham and other communities in the MetroWest area, Literacy Unlimited has been an affiliate of Literacy Volunteers of America (LVA) since 1988. The mission of Literacy Unlimited is to provide a solid, comprehensive program for training volunteers to teach basic reading, writing and/or computational skills to adult learners, aged sixteen and over, including those for who English is a foreign language. Typical goals are completing a job application form, using English more at work, obtaining a promotion or more highly skilled job, or reading to one's children. The program currently supports over 300 students, approximately 25% of whom are basic literacy adult learners, and 75% are speakers of other languages who want to learn or improve their English.

By contacting the Community Services Librarian a home-bound Framingham resident can access the library's books, books on tape, large-print books, and CDs; these are available to any Framingham resident with a valid library card needing home delivery.

The library has an extensive foreign language collection with books in approximately ten languages and web pages in English, Spanish and Portuguese. Several of the library's staff are multi-lingual.

The Library caters to a large deaf community by housing an extensive audio collection and it also has a relationship with the Perkins School for the Blind in order to access Braille materials for its sight-impaired clientele.

The Main Library is also a member of the Cultural Triangle, a partnership with Downtown organizations promoting art and culture in Framingham. The Library offers a number of such activities including films, concerts, crafts, and literature (story-time, book) groups, etc. (see discussion of the Cultural Triangle in Historic and Cultural Resources chapter). Currently the library attracts approximately 7,500 visitors per week.

Future Plans/Needs

The Library recently received a planning and design grant from the Massachusetts Board of Library Commissioners. Some of the future needs identified as part of the planning and application processes include:

- A large local history room with climate control, enough space to accommodate collections and provide display space for exhibitions
- Computer workstations
- Computer lab for teaching
- A young adult area
- More space for the Literacy Program
- More small and flexible spaces for programs and for use by the community
- A café and/or restaurant
- Streetscape improvements connecting the Downtown to the Danforth Museum.

The concept for the library of the future is to make it more of a community center attracting many different kinds of residents to the Downtown thus contributing to its vitality which in turn will enhance the visibility and visitorship of the library.

In terms of the McAuliffe branch library, the library had attempted to acquire a new building several years ago and did not raise the necessary funds. In the future, due to increasing usage, it will need a new building as the current site is too small and cannot accommodate an addition. The new site will need to be accessible by public transportation and should be in the Saxonville neighborhood. Both the Saxonville and Nobscot neighborhoods also reportedly need more community meeting space. . A study of possible options, including those of increasing hours and/or staff, may be helpful in determining how best to utilize the existing space as well as a possible future new and/or expanded library building

The library is also planning on expanding its foreign language programming to reflect Framingham's multi-cultural residents. It currently accommodates one of the largest ESL programs in the Commonwealth (with 300 learners and 300 tutors and a waiting list) and would like to be able to expand this program but is lacking the space. The library plans to continue to work closely with the Town's schools.

In April and May of 2007, over 300 people participated in focus group interviews and/or an online survey regarding the future of the Framingham Library. The following is a brief summary of the results of these surveys.

The survey attempted to define the library's role in the community at large and as part of this process asked people to respond to a vision of the larger Framingham community.[49] To the question "How important would it be for the library to help fulfill these aspects of the community vision?" the highest percentage of participants rated the following as highest priority ("Very Important"):

- Education will be a priority for the Town.
- Twenty-first century technology will be available to all.

[49] The following Vision statement was presented to participants for their response:

> Framingham will be celebrated for the multitude of resources that is has to offer by reason of its location, diversity and opportunities for work and leisure. Residents and visitors alike will share in the town's accessible arts and cultural activities in a revitalized downtown and throughout its neighborhood centers.
>
> Education will be a priority. Our Town will offer superlative schools as well as opportunities for lifelong learning. Quality health care will be supported through a mix of public- and private-sector providers. Town government will be responsive and participatory; striving to provide excellent public safety and public works, fiscal responsibility, thoughtful long range planning, appropriate and diverse housing opportunities, well managed traffic flow and alternative transportation options.
>
> Framingham will be a successful exercise in balance: the balance of urban and suburban, of commercial and residential, of public and private sectors, long-established residents and the newly arrived. Growth will incorporate historic preservation and environmental conservation and include support for development. Twenty-first century technology will be accessible to all.
>
> Residents will treat each other with respect, regardless of their differences. We will work to insure that all interests are heard and that the demands of the few do not compromise the needs of the many.

- Framingham will have abundant opportunities for lifelong learning related to public issues, hobbies, and other interests.
- The community will work toward school success for all.
- Framingham will be celebrated for the multitude of resources it has to offer.
- Framingham will be a proud and dynamic community, striving for excellence in its future.
- Residents will treat each other with respect, regardless of their differences.

At the focus groups participants identified a number of common themes as desirable for the library's future focus; these included:

- Develop ongoing academic support of readers at risk;
- Further define the role of the library in supporting formal education;
- Supporting lifelong learning;
- Support a culture of reading and books ;
- Provide a context for social interaction with others.

In a session comprised of library staff, participants identified the following as goals for the future. For each of these a number of strategies were brainstormed (these can be found in the complete notes of the session).

- School success for all;
- Imparting a love of reading and learning;
- Lifelong learning;
- Appreciation for diversity;
- Technology available to all ;
- Ability to find quality information;
- No barriers because of mobility/accessibility;
- Fulfill the library's potential as a community center (gathering place);
- Arts and Culture.

Council on Aging

The Callahan Senior Center is located at 535 Union Avenue in a recently renovated building in what is a very good example of adaptive re-use of a former car dealership (first renovated by the cable company RCN in 2000).. The town's Council on Aging moved into the building in 2005 after Phase I of the senior center renovation was completed. Phase II of the renovation which includes creating additional program and recreational space and nurse's offices upstairs will be completed in the summer of 2007. Phase III renovation funds were approved by Town Meeting (2007) and renovation will soon begin of the warehouse-type space into a function room with stage area and caterer's kitchen to be used by seniors as well as for a source of revenue (through renting out the space). The building will also be fitted with solar panels to improve energy efficiency thereby reducing utility costs.

The Senior Center is open from 8:30 am to 4:30 pm, Monday through Friday with limited evening programming. The Center offers a range of programs and services including

exercise, educational, and recreational programs as well as trips, health seminars, volunteer opportunities, financial planning seminars, social service, information and referrals. The Center has a computer room and offers computer training classes. Center staff organizes numerous field trips – day trips as well as overnight and week-long trips.

Medical services include a Blood Pressure Clinic open on Wednesdays from 9:00 am to 11:00 am and from 12:00 noon to 1:00 pm. A Cardiovascular Clinic operates on the first Tuesday of the month and a podiatrist comes to the Center on the second Thursday of the month. . A Social Service/Outreach Department helps with benefit counseling and food stamp applications and SHINE (Serving the Health Insurance Needs of Elders) provides one-to-one counseling on health insurance issues and concerns.

The Center organizes a number of support groups including Bereavement, Caregivers, Diabetes, Grandparent, Low Vision, Parkinson's, and Stroke Survivors.

The public bus system stops at the Center several times a day to pick up and drop off seniors. Other transportation options for seniors include The Ride, Busy Bee Transportation System and Dial a Ride.

Future Plans/Needs

The building is in very good condition, is currently being renovated to meet senior needs, and will not have any additional facility needs in the foreseeable future. However, the parking lot currently floods as does the back room on occasion.

Also, the center does not have a meals program, an important draw in many other area senior centers. Additionally, as the baby boomer population ages, they will have different expectations of a senior center especially in terms of the activities it provides (e.g. tend to be more fitness-oriented).

There are opportunities to improve the connections to Bowditch by way of a pedestrian bridge providing recreational opportunities for seniors. This is included in the Bowditch Master Plan recommendations.

Schools and Education

Framingham's schools are considered to be among the top school systems statewide. A large number of students are enrolled in Advanced Placement classes, are high achieving and move on to prestigious institutions of higher education. Another high percentage of the students come from low-income homes where the parents have less education and where English is not spoken, and these children have many of the disadvantages generally associated with poverty.

One third of Framingham's students are eligible for free lunch. Additionally, one third comes from families who speak a language other than English at home; many most of these students' parents have below average educational attainment. There are more than sixty different languages represented in the town's schools. There is also a trend of an increasing number of students with special needs.

One of the main challenges facing the Framingham Public School system is to close the achievement gap between the majority and the minority students. The diversity in the student population results in a variety of needs. The school system has a well developed system of support programs and has been successful at both challenging the gifted students among its population and keeping the drop out rate at less than 1% (below the state average of 3.8%). The main goal has been to support a culture of education where learning is valued. A study recently conducted by the UMASS Center for Educational Policy concluded that "the Framingham Public Schools have a reputation for continued success with a diverse student population." This reputation is based on the fact that Framingham students consistently rank high among students from other communities with similar demographics (poverty indicators, limited English language proficiency, etc.). In fact, Framingham High School (FHS) made Newsweek's 2007 list of America's best public schools, ranked at 893 in the country and 11th among Massachusetts schools. While the number of FHS students taking Advanced Placement classes has increased at a far greater rate than state and national averages, what is most impressive is that when Framingham High School is compared to schools where the number of students receiving free or reduced-price lunch is included, other than Boston Latin, "no other Massachusetts public school is close to FHS's 26.5%,;"[50] demonstrating that the Framingham public school system is successfully stepping up to the challenge.

Figure 26: Boston Globe, June 17, 2007

Statistic Of The Week

Massachusetts High School Rankings in Washington Post/Newsweek Challenge Index

(as reported in the May 28 edition of Newsweek Magazine):

Rank	School	Challenge Index	Equity Excellence	Free/Reduced Lunch %
76	Boston Latin H.S.	3.588	65	31.0
127	Dover-Sherborn H.S.	3.051	64	1.8
134	Duxbury H.S.	2.961	58	1.0
186	Weston H.S.	2.658	67	0.0
257	Belmont H.S.	2.407	51	6.0
299	Manchester-Essex Regional H.S.	2.302	44	7.0
487	Wellesley H.S.	1.897	65	4.0
607	Norwell H.S.	1.723	47	3.0
686	Wayland H.S.	1.609	45	3.4
712	Newton South H.S.	1.582	54	6.9
893	Framingham H.S.	1.378	41	26.5
926	Lynnfield H.S.	1.336	39	2.0
1027	Needham H.S.	1.218	46	3.8
1039	Brookline H.S.	1.207	46	12.0
1165	Hingham H.S.	1.078	39	n/a

NOTES :

"Challenge Index" = Total number of A.P. or I.B. exams given in 2006 divided by number of 2006 graduates

"Equity/Excellence" = Percent of 2006 graduating seniors earning at least 1 score of 3 or better on an AP exam

For a better explanation go to : http://projects.washingtonpost.com/challengeindex/2007/

[50] From an article in the Boston Globe, by Dan Loeterman, Sunday, June 17th, 2007

The Town has eight K-5 elementary schools, one pre-school, three middle schools and one high school (with a satellite two location), a vocational-technical school and two community colleges and a state college. There are also various private and parochial schools located in Framingham. Additionally there are numerous day care centers and pre-schools.

The following is a list of the public schools located in Framingham:

Pre-school and Elementary Schools

- B.L.O.C.K.S. Preschool, King Building (former school) 454 Water Street
- Barbieri Elementary School, located at 100 Dudley Road
- Brophy Elementary School, located at 575 Pleasant Street
- Dunning Elementary School, 48 Frost Street
- Hemenway Elementary School, 729 Water Street
- McCarthy Elementary School, 8 Flagg Drive
- Potter Road Elementary School, 492 Potter Road
- Stapleton Elementary School, located at 25 Elm Street
- Wilson Elementary School, located at 169 Leland Street

Middle Schools

- Walsh Middle School, 301 Brook Street
- Cameron Middle School, located at 215 Elm Street
- Fuller Middle School, 31 Flagg Drive

High Schools

- Framingham High School, located at 115A Street
- Framingham High School – Thayer Campus, located at 50 Lawrence Street, is an alternative high school with a student enrollment of approximately 100, with a work/study component for students who might otherwise drop out.

Facility Needs

The High School underwent a $60 million renovation and addition completed in 2007, with punch list items being currently addressed by the contractor. Over the past nine years, all school buildings have received new roofs and new boilers (heating) and have been retrofitted whenever possible in an effort to maintain them.

Of the fourteen school buildings in the Framingham Public School system, two are in need of renovation, the Stapleton Elementary and the Fuller Middle School. The Stapleton Elementary School is the oldest of the school buildings and, while a new roof was added in 2006, it is an aging building in need of a new HVAC system and other updates. The Fuller Middle School was the former Framingham South High School which was closed and re-opened as a middle school in 1995, though the building's design is not optimal for that student population. It is in need of general renovation and repair and is in some ways out of date regarding such aspects as labs and other newer technologies, etc.

The closing of the Juniper Hill Elementary School in 2003 resulted in the other area elementary schools having to accommodate additional students. As a result several schools are currently

overcrowded, holding art and music classes in supply closets and forcing many special education students to attend out-of-district schools due to lack of space. The elementary schools are currently at capacity in terms of classroom space and there is no room for expansion to accommodate more classrooms, additional programming or more special education students.

Several of the town's schools also serve as community Emergency Shelters; these are: Wilson, Cameron, the High School, Fuller Middle School, McCarthy and Hemingway schools.

Enrollments

Overall student enrollments have remained fairly stable during the course of the last ten years. [51]

Table 56: Framingham Public Schools Enrollment Data: 2001 - 2006

Year	Total Enrollment
10/1/2001	8,566
10/1/2002	8,527
10/1/2003	8,288
10/1/2004	8,259
10/1/2005	8,318
10/1/2006	8,265

Student enrollments are expected to remain fairly consistent over the next few years followed by a slight decrease by the year 2010. However, as previously mentioned, elementary school buildings are currently at capacity and in many cases overcrowded. Therefore, while additional space will not be needed to accommodate an increase in student enrollment, it will be needed to accommodate the existing numbers of students.

Table 57: Framingham Public Schools Enrollment: Projected: 2005 - 2010[52]

Year	Projected Enrollment
2005	8,163
2006	8,131
2007	7,994
2008	7,971
2009	7,859
2010	7,804

[51] From October 1 Reports, as reported to the Mass. Department of Education (DOE).

[52] From Framingham Public Schools Superintendent's Office

Special Education

The Commonwealth mandates that special education needs be met for all students determined to have such needs. Where these cannot be accommodated in-district, the Town must pay for students to attend out-of-district institutions. The number of special needs students has been increasing in Framingham public schools as has the number of these special needs students attending out-of-district schools. It is more expensive for students to be in out-of-district schools, but space constraints have consistently resulted in the need for many of these students to be accommodated out-of-district (as indicated in Table 58).

Table 58: Framingham Public Schools Enrollment Data: 2001 - 2006[53]

Year	Total Enrollment	SPED	Out-of-District	Percent SPED
10/1/2001	8,566	1,382	155	16.13%
10/1/2002	8,527	1,431	163	16.78%
10/1/2003	8,288	1,474	162	17.78%
10/1/2004	8,259	1,591	154	19.26%
10/1/2005	8,318	1,714	162	20.61%
10/1/2006	8,265	1,778	191	21.51%

Family Primary Language Not English (FPLINE)

As is evident in Table 59 below, the number of children for whom English is not a first language has been steadily increasing over the last decade (reaching one-third) as has the related number of students with Limited English Proficiency (approximately 15%). The number of low-income students has remained at less than one-third of total enrollments throughout the decade.

Table 59: Framingham Public Schools: Language and Income Characteristics: 1991-2007

Year	First Language Not English	Limited English Proficiency	Low Income
1991-92	15.8%	6.9%	17.3%
1992-93 – 1996-97	(data not available)		
1997-98	24.8%	11.9%	26.0%
1998-99	26.4%	14.4%	25.1%
1999-00	27.1%	15.6%	27.5%
2000-01	26.9%	12.8%	28.0%
2001-02	30.7%	16.9%	28.4%
2002-03	31.8%	18.2%	26.6%
2003-04	32.2%	14.8%	27.7%
2004-05	32.7%	15.8%	27.3%

[53] From Framingham Public Schools Superintendent's Office

2005-06	33.4%	17.2%	28.9%
2006-07	33.6%	14.7%	25.8%

Of almost 8,250 students in the Framingham Public Schools, 2,704 speak a language in addition to English; the majority of these speak Portuguese and Spanish, followed by Chinese and Indian languages and then French and Creole. Approximately 1,200 students are "limited English proficient. "(Data is based on March 1, 2007) [54]

Language skills are critical for acquiring an education, for employment and for participating in the community at large. The Framingham Public Schools have well developed bilingual, English as a Second Language and Sheltered English programs. Additionally the district offers an innovative Two-Way Bilingual Spanish/English Program at the Barbieri Elementary School (grades K-5), Walsh Middle School (grades 6-8) and at the High School (grades 9-12) which is considered to be a national model. This program aims for students to become bilingual and bi-literate in Spanish and English. Students progress academically according to the same curriculum used in the standard classrooms, and develop positive cross-cultural relationships and positive attitudes toward their own culture and those of others. Many students from mono-lingual English-speaking families choose this program recognizing the value of being bi-lingual in an increasingly global economy.[55]

Elementary "Sheltered English" programs for Spanish and Portuguese speakers are housed at Woodrow Wilson, Potter Road and Brophy Schools. Bilingual Spanish and Portuguese programs are offered at Wilson, Potter, Brophy, Fuller and Framingham High School. English as a Second Language classes are based at Dunning.

Because a large number of students are in need of language instruction and special education programming, providing these in the most cost-effective way takes precedence over organizing enrollment on a neighborhood schools basis. That is, it would be far too expensive to provide each and every one of these language and special education programs at every school in the Framingham Public School system. Centralizing the programs in some schools also makes it easier to find specialist staffing because fewer staff members are needed. Additionally, the school system studied school choice programs for voluntary desegregation in the mid-90's and developed the current school choice program that also resulted in the state reimbursing 90% of the cost of school renovations.

Before and After School Programs

Because many of the students come from homes where both parents are working, before and after school care programs are very important to support these families and their children's learning. There is an extensive after-school program (extended day) at the

[54] From Framingham Public Schools web site: http://pages.framingham.k12.ma.us/bilingual/fpsdemographics.htm

[55] Framingham's Two-Way program is highlighted in a new book recently published by the Center for Applied Linguistics.

Framingham elementary and middle school levels. The schools work with the YMCA at the elementary level and Stapleton and Wilson schools have parent-run programs.

Before-school care, while not available in many communities, is provided at a number of facilities throughout Framingham including the Suburban Child, Woodrow Wilson and the MetroWest YMCA Elementary Extended Day. Vacation/holiday care is available at the Framingham Extended Day, SMOC, Suburban Child, and the MetroWest YMCA Elementary Extended Day.

All three of Framingham's District Middle Schools offer academic support, school sponsored clubs, intramurals and wellness activities that run all year. A bus leaves school at 4:00 p.m. and drops students off at neighborhood stops.

The School Department collects user fees for athletic activities and transportation. User fees are on a sliding scale, taking the student's financial need into account. All elementary school buses are free; however, those to the middle and high school are paid for. Those students receiving free or reduced lunch, pay a nominal fee (those outside of the 1.5 mile radius of the middle school and a 2-mile radius at the high school receive priority placement on the bus). The School Department also transports students to private schools located throughout the Town.

Framingham offers full day Kindergarten for a fee. Half-day Kindergarten is provided in all the Town's elementary schools, free of charge. There has been an increase in the number of students whose parents are signing them up for full day Kindergarten.

There is also extensive use of the school facilities by the community at large, especially with regard to recreation and athletic activities.

Other Educational Institutions

The **Parent Information Center** located at 454 Water Street is where parents go to register their children for Kindergarten, arrange for school tours, and to obtain information regarding the town's public school system.

The **Family Learning Center** is a community partnership that works with pre-schools on parenting issues. It is open Mondays through Fridays from 8:00 AM - 3:00 PM or by appointment. It is located at the Juniper Hill School at 29 Upper Joclyn Avenue. Programs include free parenting classes, workshops and discussion groups sponsored by the Title I program. The Center is open to all Framingham parents/guardians and professionals. It is supervised and staffed by the Parent Program Coordinator.

The center has a parenting resource lending library, educational videos, games, manipulative, and information about agencies and services available to families in Framingham. It provides areas where children can play and learn and parent meetings can be held.

Christa McAuliffe Regional Charter Public School is located at 25 Clinton Street. McAuliffe Regional CPS opened in September 2002 as the Framingham Community Charter School, the first charter middle school serving the Boston MetroWest area. During the 2005 school year, the

school broadened its enrollment to include students from surrounding towns Open to all students free of charge; it serves nearly 300 students in grades six through eight, from Framingham and more than a dozen from surrounding towns.

Keefe Vocational Regional High School is located at 750 Winter Street and houses grades 9-12 enrolling in programs such as Automotive Technology, Business Technology, Cosmetology, Culinary Arts and Graphic Arts. Of the school's total enrollment of 715 students, the majority (532) are from Framingham; the remaining are from the region's surrounding towns - 46 students from Ashland, 31 from Holliston, 62 from Natick, 23 from Hopkinton, and 21 from out-of-district communities.

Framingham State College, located on a 73-acre campus at 100 State Street, offers undergraduate and graduate education in a wide range of programs including Art, Biology, and Communications. The college also has an undergraduate evening program. Total student enrollment in 2006 was 5,861.

Clark University Graduate Management, a satellite of Clark University in Worcester located at 1671 Worcester Road, offers students degree programs in Management and Finance. The university also offers an accelerated B.A./Masters Degree Program in Management.

Mass Bay Community College is located at 19 Flagg Drive. Almost one-third of the student enrollment is from Boston, Framingham and Newton (in 2006, 12% of the students were from Framingham). Approximately 60% of the students are women and almost half of all students attend evening courses. In 2006, 40% of the students were full-time (from a total enrollment of 5,040). The most popular programs include those in the health professions, liberal arts, technologies, business and career programs.

Adult Education

The Adult ESL Plus Program is housed at the Fuller Middle School and currently serves 700 people. It is funded by the state and federal grants as well as private and community donations. Verizon recently donated a new state-of-the-art language lab. The long waiting list clearly demonstrates the need for additional adult literacy programs.

Over 5,000 adults per year attend continuing education courses at the Keefe Regional Vocational High School. Not all of these individuals are Framingham residents.

Private Schools

Approximately 95% (94.7% in 2006-07)[56] of children living in the Town attend Framingham Public Schools (this includes students attending the Keefe Technical High School, a regional public school). The remaining students (approximately 5%) attend private and parochial schools or are home schooled. The following private and parochial schools are located in Framingham:

- Marian High School, 273 Union Avenue
- St. Bridget Elementary School, 832 Worcester Road
- Sudbury Valley School, 2 Winch Street
- Humpty Dumpty Kindergarten, 11 Warren Road
- Reed Academy, 1 Winch Street
- St. Tarcisius School, 560 Waverly Street
- Summit Montessori School, 283 Pleasant Street
- The Learning Center for Deaf Children, 848 Central Street
- Wryland Academy of Framingham, 360 Water Street
- MetroWest Jewish Day School

Some of the public school children on Special Needs Education plans receive financial support to attend The Learning Center for Deaf Children and occasionally other area private schools.

Future Plans/Needs

A feasibility study will be needed to determine the appropriate course of action for future use of the Stapleton Elementary School and the Fuller Middle School as they are in need of extensive repairs and, according to the School Department's facility personnel, renovation may not be the most cost-effective solution. Fuller is 200,000 square feet while Stapleton, a beautiful historic building with potential for other uses, is only 80,000 square feet. The two buildings were ranked three out of four (4 being the worst) in a state-wide assessment. Given the new School Building Assistance Program goal to give compensation to those facilities receiving a four ranking in the assessment, it seems unlikely that these Framingham school buildings will receive the attention they need in the near future. The Town is highly dependent on the state reimbursement for school facility improvements and it is currently unknown whether and how much the State will reimburse for such improvements given the new way of assessing and funding school building needs statewide.

The School Department's first priority as stated by the Superintendent is to re-open the Juniper Hill Elementary School, located in the middle of town (north of Route 9) to add flexibility system-wide, relieve overcrowding at the other elementary schools and free up space for art and music, and for special education to be provided in-district (thereby reducing costs). Small class sizes are also most critical at the elementary school level.

The Juniper Hill School building is currently leased to the MetroWest Jewish Day School which is expanding and planning to relocate to a space they recently purchased on Prospect Street, thereby freeing up the space for use by the Framingham Public School System. A plan has been developed for the gradual re-opening of the school. Eventually the existing enrollment would be

[56] Data from Framingham School Superintendent's Office

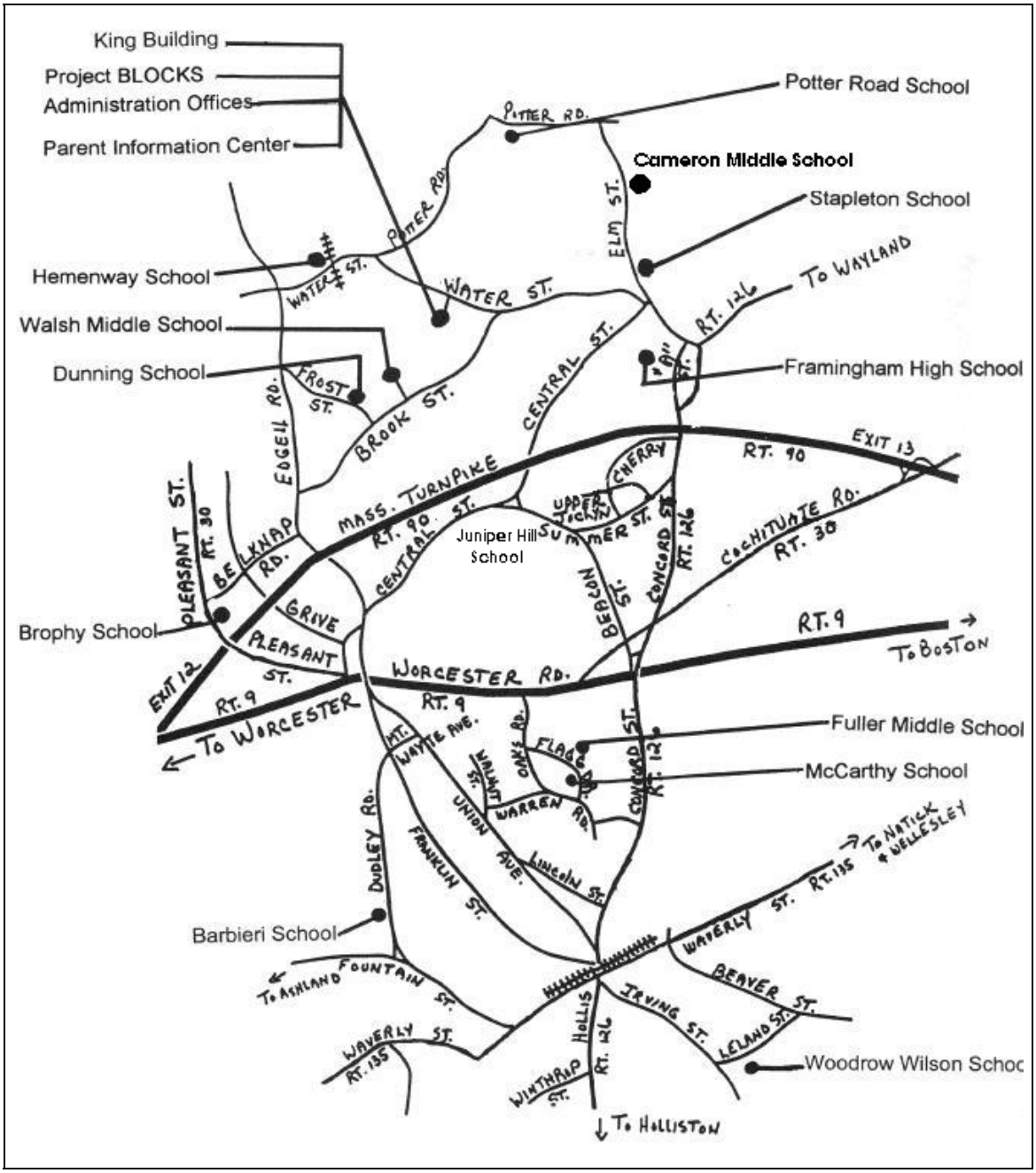
re-distributed, but initially the facility would open only as a kindergarten and slowly adding in Grades 1 and 2 and “growing” into a full-fledged elementary school over a four year period The intent is to minimize disruption as for students by not requiring them to transfer to a “new” school once they have already started at another elementary school.

The Maynard Building which currently houses School Administration is in need of approximately $4-5 million in renovation.

There is a significant need for additional adult literacy programs.

The bilingual programs, especially the Two-Way programs where mono-lingual English-speaking students as well as students coming from homes where languages other than English are spoken can become bilingual and bi-literate are considered by some to be the wave of the future. Speaking more than one language is increasingly becoming an important skill for participating in the global economy. Students completing their education in the Framingham school system will need to be adequately prepared to participate and compete in this economy. The Framingham school system has extensive experience in providing quality bilingual education and should continue to build on this tradition.

Figure 27: Map of Framingham Public Schools



Thayer Campus (not shown) is located at 50 Lawrence Street.

Water Supply[57]

The Water Division, a management program of the Framingham Department of Public Works is headquartered at 100 Western Avenue. It also has operational system facilities at six other locations and maintains a fleet of 25 service and construction vehicles. The division has a staff of 35 that includes one Program Manager, two Operations Managers, five administrative and clerical positions, three meter readers, and a construction and maintenance management crew of twenty four individuals. This accounts for approximately twenty five percent of the Department's total workforce. The Director of the Division serves as the Program Manager and reports to the Executive Director of the Department of Public Works.[58]

The Division is responsible for the maintenance management of the water supply and distribution system that consists of 250 miles of water main, five pumping stations, one booster station, five above ground reservoirs containing nine million gallons of water, and 2,000 hydrants, 22,000 water meters, as well as, many other distribution system appurtenances. The Department is reactivating the Town's former water supply and will be constructing a new water treatment facility located off of River Path Drive. Upon activation, the Town will be able to supply one half of its daily water supply needs and will remain only as a partial MWRA customer.

The Town of Framingham completed a Draft Water Systems Master Plan in 2006. The following information is taken from the Water Systems Master Plan Executive Summary. Much greater detail is provided in the complete, 12 section Draft Comprehensive Master Plan.

Water demand has averaged 7.5 million gallons per day (MGD), of which 77.1% is domestic, 14.7% non-domestic, and 8.2% unaccounted for (fire flows, hydrant flushing, leaks and water meter slippage). The Town sees peaks for water demand reach up to 12 MGD. Based upon the latest population projections, future water demands in 2025 will an average approximately 8.2 MGD. Since development in Framingham is almost exclusively for residential occupancy, the maximum water demand will probably not exceed an average of 8.4 MGD.

Distribution System

Framingham's water distribution system is a large and complex system that services an estimated 17,640 service connections. Its complexity is due to the existence of: five (5) different pressure zones; six (6) water tanks; seven (7) pump stations; four (4) MWRA aqueduct connections. A well field is anticipated to come on-line in the future.

[57] Water Systems Master Plan, Executive Summary, 8/1/2007

[58] Information on facilities, staff and equipment provided by DPW director, Peter Sellers, April 2008.

Drinking water is provided to the town by the Massachusetts Water Resources Authority (MWRA) from four connections into the MetroWest Tunnel and Hultman Aqueduct with the Sudbury Aqueduct available as an emergency supply. This supply will be supplemented with flows from the wells in the reactivated Birch Road Well Field in 2011.

The water is distributed to the town's residential and commercial accounts through a network of 280 miles of water mains and 90 miles of Town owned service laterals. Those customers are protected through 2,180 hydrants connected to the water system. Five (5) emergency water connections are available from surrounding towns. The water distribution system s broken down into 5 pressure zones which are served by six (6) water storage tanks and seven (7) pump stations. In addition to these sources of service pressure, the town plans to bring the Birch Road Well Field on-line in 2011 which will supply around four million gallons of water per day (MGD), thereby reducing the amount the Town will need to purchase from MWRA.

Operations and Maintenance

The town is maintaining the integrity of its water distribution system through on-going leak detection and cross connection protection programs, as well as valve exercising and maintenance, water main flushing, and water meter replacement. Town Meeting has also approved automated water meter reading that is operated using GPS. In addition to reading meters which will result in considerable time and cost savings to the Town and its residents it will detect leaks much quicker than they are detected currently, helping to reduce over-charging.
Framingham conducts ongoing tests of the water supply for: bacteria; lead and other heavy metals; herbicides and pesticides; industrial solvents; and annually for asbestos. The MWRA maintains water quality through ozone disinfection plus the injection of chloramines into the water, the addition of sodium bicarbonate for pH control, and fluoridation.

Since 2003, the town has been collecting water system data for inclusion in the Town's GIS program as well as for water system mapping for a town-wide water distribution model. The town now has a benchmark on accessing the locations, types, age, condition, operating characteristics and maintenance history of many elements of their water distribution system. Eventually, the town's GIS department will be able to monitor and manage all water system data and to incorporate updates to the database as new projects enter the system.

Recommendations

A comprehensive analysis of the water distribution system was performed based on a water system model developed as part of the Water Master Plan project. The system was analyzed to determine its ability to provide sufficient fire flow, pressure, and water quality to all areas of the town. It included water age analysis, fire flow requirements, and storage tank and pump station adequacy. Storage tank and pump station analysis in addition to determining current capacity, forecast additional number of homes that could be added to each system. Following the analysis recommendations were developed in the following areas: pipe improvements, unidirectional flushing program, pump station improvements, storage tank improvements, supply improvements, operational improvement and security improvements. More specifically the recommendations are:

1. Regular inspection, maintenance and upgrading of the seven Town pump stations and six water storage tanks.
2. Water main maintenance and disinfection through an on-going Unidirectional Flushing Program.
3. Replacement/rehabilitation of unlined and/or tuberculated water mains.
4. Regular inspection, testing and maintenance of all valves and hydrants as well as replacement of any valve or hydrant that fails to function properly.
5. Replacement of any remaining lead service connections whenever they are discovered.
6. Evaluation of service reliability, redundancy and vulnerabilities to provide for appropriate system responses during emergencies.
7. Continue investigations and follow-up work for leak detection, meter upgrades/replacement and cross-connection protection programs.

It is expected that costs for water system improvements, exclusive of the costs associated with reactivation of the Birch Road Well Field, will be over one hundred million dollars at current dollar values.

Wastewater[59]

The Wastewater Management Division represents another management program of the Department of Public Works It is headquartered at 100 Western Avenue with major operational system facilities at eight other locations. It has a fleet of 19 service and construction vehicles. The Wastewater Management Division is currently staffed with 24 employees, representing approximately seventeen (17%) percent of the Department's work force. The Director of the Division serves as the Program Manager and reports to the Executive Director of the Department of Public Works.[60]

The Division is responsible for the collection and conveyance of wastewater throughout the Town. The 300 mile, 50 pump station wastewater collection system converges at one

[59] Framingham Comprehensive Wastewater Management Plan Report, 2006

[60] Information on facilities, staff and equipment provided by DPW director, Peter Sellers, April 2008.

single discharge point to the MWRA which is located at the end of Arthur Street. The Town is presently engaged in an eight year 120 million dollar program to design and reconstruct major elements of the collection system. The scope of the work will upgrade several of the pumping stations eliminate 11 pumping stations and work to eliminate the chronic sewer system overflows that have existed in the town for several decades.[61]

In March 2006, the Commonwealth of Massachusetts determined that Framingham's wastewater collection system was experiencing excessive occurrences of sewer overflow from its manholes. Late in 2006 the Town received a completed draft of its Comprehensive Waste Water Management Plan after a three year study to assess the Town's wastewater system. The resultant three volume report gives extensive information about the condition and capacity of the system as well as projections for future needs and recommendations for maintenance, capital improvements and management. In March of 2007, the Commonwealth of Massachusetts issued an Administrative Consent Order to the Town of Framingham to address the issue of excessive Sanitary Sewer Overflows. The recommendations made in the draft Comprehensive Waste Water Management Plan relating to SSOs have become the basis for the Consent Order's conditions. The Town is required to advance these recommendations as outlined, provide quarterly updates to the Commonwealth and meet a final compliance deadline in 2013.

The following summary of Framingham's wastewater facilities and services is based on information culled from the Draft Comprehensive Waste Water Management Plan (CWWMP). The draft CWWMP is currently being reviewed by the Massachusetts Department of Environmental Protection and the comment period is on-going.

Distribution System

Framingham depends on the Massachusetts Water Resources Authority (MWRA) for its public wastewater treatment needs. The MWRA treats wastewater at the Deer Island Waste Water Treatment Facility located in Winthrop which is subsequently discharged as effluent into Massachusetts Bay through a 9.5 mile outfall pipe.

Framingham generates approximately 6 million gallons per day of raw wastewater on an annual basis. Also an annual average of 2 million gallons per day of infiltration and inflow are taken by the MWRA. During peak flow periods, total combined flow has exceeded 18 million gallons per day. The town of Ashland sends all its flow through the Framingham system conditioned on an Intermunicipal Agreement. Natick, Southborough and Sherborn also send a portion of their flow through Framingham's system and although each is metered Framingham is considering Intermunicipal Agreements for each of these towns as well.

The existing wastewater collection system is extensive. There are approximately 15,900 residential, industrial, commercial, institutional, and government properties connected to the collection system. Approximately 95% of all development in Framingham has access to public sewer.

[61] Paragraph provided by DPW director, Peter Sellers, April 2008.

The wastewater collection system is almost entirely built out. Approximately 75% of Framingham's total land mass (excluding surface water features) has access to the services provided by the Department of Public Works. The collection system is comprised of several types of infrastructure. The components and their quantity are listed in Table 60. This is a significant amount of sewer infrastructure and is comparable in size to the cities of Cambridge and Lowell. In particular the number of pump stations is extremely high resulting in electrical fees of over one million dollars a year to operate. In addition pumping stations also promotes the generation of sulfides which degrade cement pipes. The task of maintaining the entire system is enormous, requiring substantial resources and manpower.

Table 60: Sewer System Components

Component	Quantity
Gravity Sewer	220 miles
Force Main	19 miles
Manholes	6,900
Pumping Stations (Town owned)	>50 (47)
Service Laterals	140 miles
Inverted Siphons	11
Sewer Easements	40 miles

The existing problems of Framingham's sewer collection system span across a broad array of issues that are common with many sewer collection systems in the northeast. In particular, the Department of Public Works faces challenges related to lack of sewer capacity, odor and corrosion from sulfides, complications of handling excess water from infiltration and inflow (approximately 25% of the flow wasting approximately $2.0 million of funds to transport and treat clean water), and the management of a system that is generally aged, deteriorated and inefficient.

Recommendations

The Wastewater Management plan for improving the level of service to customers recommends two-key steps. First, address the critical and urgent needs of the sewer collection system- those deficiencies of the system that are at or near failure and where consequences of failure are severe. Second, adopt a program to ensure that the level of service is sustained at an appropriate level.

The first step of the recommended plan driven by the urgency of the DEP Consent Order is essentially an intense "fix-it-first" program that will resolve a long backlog of overdue projects. By completing each of these projects the level of service will dramatically increase by reducing the number of annual violations of state and federal laws, coming into compliance with MWRA sulfide limitations, and eliminating existing hydraulic problems in the system that lead to sanitary sewer overflows (SSOs) in the form of sewer backups and basement flooding. The collection of projects that were identified to address the critical and urgent needs of the collection system is known as the recommended

Capital Improvement Plan (CIP). The CIP is based on an 8 year implementation strategy and has an associated cost of $92 million, or nearly $10 million a year on repair and replacement of Wastewater System components with a resultant savings of $100,000in annual overhead cost.

As part of the CIP, the study recommends eliminating as many as 12 pumping stations in the collection system. Eliminating pumping stations will save Town resources including capital for replacement of the stations, operating budget for maintenance, operation and repair, and also countless hours of manpower over the life of the facility.

The second step, commit to proactive system management, will ensure that the improved level of service is sustained. By increasing the amount of attention that is given to the condition of the collection system, the Department will be able to plan ahead for rehabilitation and replacement projects instead of reacting to system failures as they happen.

Limit of Service

While 75% of the Town's land mass is serviced by the public wastewater collections system, the balance of the Town relies on private systems to sustain their home and business uses. The area of Framingham not serviced is in the northwest quadrant where homes are on larger lots and density does not warrant a public system. In addition, expansion of the wastewater system into this area would require pumping which the State has made clear it would not approve. It should be noted that the lack of a public wastewater collection and treatment system does have the potential to limit certain types of development.

Stormwater[62]

Summary of Issues

The Town of Framingham's drainage system was not a planned system. As with many New England towns, it was constructed incrementally as the Town grew, resulting today in a system that is both ineffective and costly to maintain.

The Town has studied stormwater issues several times over the past 40 years.

- A stormwater management plan prepared in 1968 ("A Master Plan for Additions and Improvements to Sewerage and Drainage Systems") was based on a goal of removing stormwater runoff as quickly as possible from the streets and developed properties to adjacent wetlands and water bodies.

- A more recent assessment of structures entitled "Supplemental Stormwater Services Summary Report" was published in 2006. This report was not a comprehensive plan but did provide a conditional assessment of the Town's existing system, and made recommendations for minor structural repairs and maintenance for individual structures within the drainage system.

[62] Supplemental Stormwater Services summary Report, 2006; and information provided by Katherine Weeks, Framingham DPW, by e-mail 10/10/2007

- More recently, the goal of the system has expanded to include increasing local groundwater recharge; reducing flooding; and improving the water quality of receiving waters. A new stormwater management plan addressing these goals is being developed in phases, starting with the most adversely impacted drainage sub-basins surrounding Beaver Dam Brook and Farm Pond. This study will provide information on how stormwater runoff impacts the area, what the current drainage can handle, and what major and minor improvements can be made to the system. This first phase is expected to be completed by early 2008. The remaining 20 sub-basins will be studied in a phased basis over the next several years.

The U.S. Environmental Protection Agency (EPA) partners with the Massachusetts Department of Environmental Protection (DEP) to oversee the National Pollutant Discharge Elimination System (NPDES) Storm Water Phase II permitting program. The purpose of the Phase II program is to reduce pollutants in US water bodies from stormwater (or drainage) systems in municipalities with fewer than 100,000 residents. The Town's drainage system operates under such a permit. Under this permit, the Town is required to encourage stormwater control systems incorporating ground water recharge in preference to those using conveyance infrastructures, mandate that stormwater control systems using conveyance infrastructures utilize water quality Best Management Practices (BMPs), develop a program to detect and eliminate illicit discharges, and minimize erosion during construction and post construction.

Based on this program and on recent advances in the understanding of stormwater runoff and its impact to the environment, the Town views the management of stormwater runoff as a multifaceted challenge.

- Many portions of the drainage system are deteriorating and require reconstruction. The 2006 report identified structural deficiencies for future renewal or replacement within each of the twenty-two sub-basins in Framingham. It recommended that any deficiency that is preventing the system from functioning properly should be repaired or replaced immediately.

- Other portions of the system require resizing to increase capacity. Many areas experience flooding, including areas that drain to Beaver Dam Brook, and locations along the Sudbury River between the Reservoir #1 Dam at Winter Street and the Central Street Dam in the Saxonville area.

- Areas of flooding may be served best by not just increasing the capacity, but by providing ways of detaining the runoff and recharging the groundwater, rather than immediately discharging the runoff to surface water (rivers or other water bodies), using BMPs or otherwise controlling the flow of water.

- Water quality improvements are required to protect the receiving waters, using BMPs to improve runoff from roadways and monitoring and enforcement programs to prevent illicit discharges of potentially polluted waters.

Current System Description

The Town's drainage system conveys runoff from the roadways and public areas to nearby bodies of water. Approximately one-third of the system is over 50 years old, and 10% of the system was built before 1925. The materials used for construction vary with the era.

- Clay pipes, corrugated metal pipes, and asphalt-coated concrete pipes were used prior to 1945. Reinforced concrete pipe was the standard after 1945, as recommended by the Massachusetts Highway Department. More recently, high density polyethylene or HDPE pipe (with a corrugated outside and a smooth inside) is used for its durability, cost and ease of installation.

- Catch basins and manholes were originally constructed of stone. Later, concrete blocks were used. Today, precast concrete sections are used due to their strength, ease of installation, and resistance to collapse under stress.

- Headwalls are constructed of either stone or reinforced concrete.

- Culverts are constructed either using pipe or reinforced concrete box sections.

The components of the drainage system are listed below.

Table 61: Drainage System Components

Component	Quantity
Pipe – total length	343,000 feet (65 miles)
Pipe Lines	12,200 (Built before 1955: 4,100)
Catch Basins	8,200 (Built before 1955: 2,500)
Manholes	2,200 (Built before 1955: 1,200)
Outfalls (includes headwalls)	Over 500
Culverts	Over 600

Note: All numbers are rounded to the nearest 100.

The Town has hard copies of historical maps of the drainage system. The Town also uses a computerized system known as VUEWorks™ to provide GIS-based information on all Town-owned drainage systems. This system is continually being updated to reflect changes in the system.

Infrastructure Requirements

In the 1968 report, several areas in town were targeted for increases in size of the drainage system based on the single goal of conveying stormwater as quickly and safely as possible to receiving waters. Although speedy conveyance of stormwater is no longer the single goal of the system, several areas still require an increase in capacity. These areas include:

- Guild Road area
- Waverley Street near Waverley Court
- Second Street/Taralli Terrace

- Bishop Street (Lokerville area)
- McAdams/Livoli Roads
- Waushakum Pond (Berry / Gilbert Streets and Town Beach)
- Circle Drive
- Gates Road (near Country Club Lane)

Improvements to infrastructure and maintenance outlined in the 2006 report addressed specific hydraulic deficiencies, including:

- Coordinate upstream expansion with downstream infrastructure.
- Consider enlargement of bridge/culverts to replace capacity reduced or obstructed by utility pipes.
- Develop a strategy to deal with sedimentation and natural damming (vegetative, beaver).

A comprehensive maintenance program for the drainage system, managed by the Highway Department and formalized in 2006, includes the following elements:

- Frequent street sweeping. Downtown areas are swept nightly. Arterial road and collector roads (Point 1 and Hub routes) are swept once a month except when snow is on the ground. All other roads are swept at least once a year.
- Annual catch basin cleaning, more frequently for problem areas.
- Brush and tree clearing as needed to keep roadways and drainage systems clear.

The Town owns and operates the flood protection works known as the Saxonville Levee, which was constructed in 1979 and is located immediately downstream of the Central Street Dam in Saxonville. The levee consists of approximately 2,500 feet of earthen dikes, 1,350 feet of concrete walls, a vehicular gate at Concord Street, a pump station at Watson Place, and a sluice gate at the Central Street Dam. The dam itself is privately owned and operated. The Federal Emergency Management Agency (FEMA) recently required stricter certification of all dams and levees in the United States. Loss of the designation as a levee-protected area would result in re-designation of the areas as being in the flood zone, with attendant insurance cost increases. It would also result in loss of FEMA support during future flood events under Public Law 84-99 “Flood Control and Coastal Emergencies.” Management of the Saxonville Levee has consequently become an important part of the Town’s overall public works operations and maintenance program. Management includes vegetation removal along the top, sides, and base of the dikes and walls, animal burrow clearing, and operating the flood control works (sluice gate, pump station, and vehicular gate) on a semi-annual basis to ensure they are in proper working order.

The Town is also in the process of revising its construction standards, including standards for materials and construction of the drainage system. These standards will incorporate the requirements of the NPDES permit.

NPDES Phase II Program

The NPDES Phase II program ends its first 5-year permit cycle on May 1, 2008. As of the fall of 2007, Framingham's implementation of the program has been largely successful, and more challenges lie ahead for the second permit cycle.

Framingham has instituted several changes to the by-laws and regulations to meet permit requirements.

- The Zoning By-Laws contain erosion control requirements that are required during construction and following construction.
- The Planning Board's Subdivision Rules and Regulations cover development of two or more divisions of a tract of land. These regulations specifically cite the DEP's "Stormwater Policy Handbook and Best Practices Standards", which addresses the NPDES Phase II requirements, as applying to such development.
- The Planning Board and the Engineering Division of the Department of Public Works have extended the DEP requirements to cover plan review for non-residential development as well. Thus, all major development in the town is managed as required by the Phase II permit.
- The Town is developing a program to manage the detection and elimination of illicit discharges to the drainage system. Many of the discharges are already managed through the Town's Wetlands By-Law. One-third of the town is regulated under this by-law, and most of the discharges are to areas that are so regulated. These areas include wetlands, water bodies, rivers, lakes, streams, vernal pools, and intermittent streams. Additions to the Town's by-laws would allow management of discharges not covered by the Wetlands By-Law.

The Town's housekeeping requirements were previously described under the Highway Department's comprehensive maintenance program. The Town also uses BMPs during redesign of its roadway drainage systems. For example:

- In 2007, water quality structures installed at the drainage system outlet on Shawmut Terrace reduce the bacteria that can be swept into the drains from animal or human waste in the surrounding roadways. They also remove gasoline and oil that may leak from vehicles on these roadways. This project resulted in significant reductions in bacteria entering the pond next to the Learned Pond Town Beach.
- The Town installs deep sump (4-feet) hooded catch basins where possible to reduce the amount of debris entering the drainage system.
- The Town supports efforts by neighboring towns on both a political basis and a financial basis to improve water quality, such as a grant under the EPA Section 319 Clean Water Act awarded to the Town of Ashland for water quality improvements at Lake Waushakum. The Town of Framingham committed at least $20,000 worth of in-kind labor and equipment for installation of water quality structures around the pond.

The Town also provides an extensive program for public education and outreach. Programs include:

- Presentations made to various groups such as the Lions Club, Rotary Club, League of Women Voters, Framingham High School, and public forums on drainage issues facing the Town.
- Volunteer drain-marking programs, through groups such as SuAsCo Community Watershed Council, the Framingham High School Environmental Club, and the Boy Scouts of America.
- Selling rain barrels through a DEP-sponsored program.

Solid Waste[63]

The Sanitation Division of Framingham Public Works Department is responsible for the management of the Town's residential and municipal solid waste programs, as well as for the operation of a resource recovery program intended to collect recyclable materials and thereby limit their inclusion in the more costly general solid waste disposal program. The Division collects 18,000 tons of solid waste annually from 15,000 residential customers. The creation of new State regulations continues to raise the cost for disposal of solid waste.

The Solid Waste Management Division has administrative offices at the Memorial Building at 100 Western Avenue, and manages operational facilities at the Recycling and Drop Off Center located at 255 Mount Wayte Avenue. The Division also operates a yard waste deposit site at 3 Dudley Road. The Division maintains a service fleet of 13 vehicles. The Division consists of a staff of 19 individuals including supervisors and administrative staff, as well as, equipment operators. The Director of the Division serves as the Program Manager and reports to the Executive Director of the Department of Public Works.[64]

The Division provides curbside pickup of household waste to residential properties of less than five units. The waste is then trucked by the Town to the Marlborough Transfer Station where a contractor receives it and then transfers it to a Waste-to-Energy Plant in Milbury. Residential developments with more than four units, commercial, municipal and school buildings have their waste picked up directly by a contractor. Due to market conditions that set the fee for waste, the Town recently was able to renegotiate its ten year contract with its existing service provider midway through its term. The renegotiation resulted in a cost reduction per ton that will provide over $800,000 of savings to the Town over the balance of its contract period. Continued monitoring of market conditions and on-going evaluations of operational procedures is a critical component of operations of the Sanitation Department.

Resource recovery reduces the Town's cost for solid waste disposal by reducing the amount of waste that must be paid for to be disposed of. The Town uses various

[63] Information on Solid Waste services was provided by Mike Lavin, Town of Framingham Director of Sanitation Services, via telephone conversations in June 2007 and from e-mail correspondence from

[64] Information on facilities, staff and equipment provided by DPW director, Peter Sellers, April 2008.

strategies to encourage recycling including instituting mandatory recycling regulations, limiting solid waste per household to 3 barrels a week with a 40-pound limit for each, and applying uniform and equitable enforcement. The Town also introduced single stream recycling, meaning recyclable items can be co-mingled, making recycling easier. As part of this strategy the Division phased out the smaller 18 gallon container and moved to a 35 gallon barrel. There is no limit on the amount of recycling allowed because the Town has a fixed fee contract. Since recycled material is a commodity, the contractor makes more profit when greater amounts are recycled. This serves the Town as well, since whatever is being recycled is not going into the solid waste stream. A vital component of the Division's resource recovery strategy is public outreach and education.

Framingham recycled 23% of its waste in 2005; a figure that the Sanitation Division feels is unacceptable. That amount increased to 27% with the new strategies in place in 2006. The Division has set a target of 30% for 2007.

Framingham has no active landfills, but there are two former landfill sites. The former landfill within a 140 acre site known as the 9/90 Crossing property has been redeveloped into a large corporate office park and serves as the corporate center for Staples, TJX and other large tenants.

The other, the Dudley Road dump site is currently used for limited recycling and yard waste transfer and composting. The Dudley Road dump site is approximately 9.3 acres in size. It is bounded by Eames Brook, Fairbanks Broadcasting Company and the Metro West Lanes bowling alley to the north; Farm Pond to the east; Dudley Road and a portion of Mount Wayte Avenue on the west; and the Sudbury Aqueduct and Farm Pond Park to the south.

The landfill has been inactive since 1966-67. Since dumping ceased before 1972, the State of Massachusetts does not require it to be capped or monitored according to present Department of Environmental Protection standards, though an in-house monitoring program is in place to detect any change in conditions. However, if the site was to be re-used, and the landfill disturbed, it would need to be brought into compliance with current landfill closure standards. The landfill was graded and capped with gravel and soil when it was closed in the 1960s; however the grades are much steeper than the 3:1 slope that is allowed today. Forest and undergrowth vegetation cover the sides of the former landfill. The top of the landfill is used for seasonal yard waste composting or transfer.

Today the Dudley Road site is an impediment to a circuit around Farm Pond. For that very reason and because of its proximity to the adjacent park and recreation complexes, the former landfill site, has potential for eventual reuse for recreation according to the 2003 Open Space Plan.[65] Reuse for this purpose would require a disturbance of the site however; requiring it be closed in compliance with State landfill closure standards.

Near the Dudley Road dump site, a 7.6 acre Town owned site on the north side of Mount Wayte Avenue supports an incinerator building and a drainage system that drains into the Town's municipal wastewater system. Presently this property is used as a recycling center. Residents

[65] Open Space and Recreation Plan, 2003.

may bring recycling to the site where they are responsible for separating it. The sorted material is then sold to a Recycling Contractor who uses it in its own products or finds another market for it. This disposal of recyclables is considered to be revenue neutral since the fees received for the commodity pay for the operational costs of service For commodities that are not recycled.

The Town has commissioned a feasibility study for the incinerator site to determine if it is appropriate for re-use as a Solid Waste Transfer Station. If the study determines that the site can be permitted by the State, has or can support the required infrastructure, and can be commissioned at a reasonable/acceptable cost, the Town will consider re-commissioning the site as a Transfer Station. With this infrastructure in place the Department would have the option to self haul its solid waste in the likely event that it becomes more cost efficient to do so.

NATURAL RESOURCES AND ENVIRONMENTAL PROTECTION

A community's character is often defined and distinguished by its physical landscape of water resources, hills, fields, and forests. These natural features represent the history of an area and add to a town's sense of place. They are also the resources that often provide both active and passive recreation opportunities for a community. Preservation of a community's natural assets is a vital component of planning for the future. A complete environmental inventory can identify environmentally sensitive or significant areas that are in need of protection.

Topography and Geology[66]

Geology

The majority of New England's landforms were created by glaciation. The moderate climate in Southern Massachusetts at the end of the last Ice Age (approximately 10,000) years ago), caused the glaciers to retreat. Large lakes were formed and overflowed eastward. What is known geologically as Glacial Lake Sudbury extended from Framingham to Concord, creating a lake about four miles wide and twenty miles long. This glacial lake spilled over into the Charles River at three different places and times. The rivers began to cut their way through the glacial till to assume their present character with the complete retreat of the ice sheet.

Framingham is part of a broad lowland belt in Eastern Massachusetts where glacial soil deposits cover much of the bedrock. A thin veneer of till (a mixture of pebbles, cobbles, and boulders deposited by melting glaciers and embedded in a mix of sand, silt and clay) overlays much of the bedrock and is most extensive in the hills in the western half of the town. In the lower elevations of the western half, glacial streams deposited sandy gravel soil. Drumlins (small rounded hills formed by deposits of till) are found in various part of the town.

Soils

Most of Framingham's soil is composed of deposits left when glacial Lake Charles covered the eastern part of Framingham. The landforms created by the melting glacier are gently sloping deltas or flat-lying lake-bottom deposits. The delta soils are generally coarse gravel overlying finer-textured sands. Lake bottom deposits found in the southeast corner of Framingham are made up of fine sand. These glacial soils are generally considered either too rocky or too sandy for productive agriculture.

Post-glacial soil deposits include alluvium (unstratified silt, sand and gravel) and swamp deposits. Alluvium is found in the Sudbury River floodplain and is generally considered to be good for agriculture. The most common types of soils in the Sudbury River area are located in meadows consisting of muck and peat, which are associated with a high water table. The Hinckley soil types, derived from granite rocks, drain excessively and are a low crop producing soil. The Merrimac fine sandy loam is free from stones and gravel, easy to cultivate and desirable for building. Large deposits of Ondawa fine sandy loam are located along the river from the

[66] Open Space and Recreation Plan, 2003

Saxonville Dam to the aqueduct. These deposits are close to the water level and are supplied with moisture even during dry seasons. Consequently, the soils are suitable for recreational development and will retain vegetation cover. Small swamps are found in poorly drained areas in various parts of Framingham and consist of peat and muck together with some silt and sand.

The most economically important soil resources in Framingham are sand and gravel deposits, which have been mined in the recent past from pits in the northeast corner of town. Swamp soils are useful as soil enriching agents, but on the whole, Framingham's soils are not agriculturally productive.

Topography

The central section of town is fairly flat with an elevation of about 200 feet above sea level and rises to an elevation of about 400 feet in the Northwest Quadrant. This area is characterized by a combination of wetlands, steep slopes, and exposed bedrock. Throughout the remainder of the town, topographical levels range from a low of 114 feet above sea level at the surface of the Sudbury River below the Saxonville Dam, to a high of 602 feet at the top of Nobscot Hill.

Framingham's geology (bedrock outcrops in particular) has a significant effect on development. Bedrock outcrops are present throughout the town but several large clusters are concentrated in the northwest vicinity. Septic tanks cannot be placed on bedrock outcrops due to the inadequacy of the topsoil for proper leaching. Development in areas with outcrops would require sewer system connections or significant excavation costs. Sewer systems (as opposed to septic tanks) permit development to occur in areas that otherwise could not be developed due to a low depth to bedrock or a high seasonal water table.

For intensive development, sewer systems are usually required to maintain ground water quality. This is a restriction as indiscriminate development may irreparably damage the land and water resources. Consequently the depth to bedrock and water table significantly affect development.

In addition to the problems created by bedrock outcrops, certain soil types can limit development. Soils that have severe limitations on development contain one or more of the following conditions:

- Slow permeability in the substratum
- High water table at or near the surface for more than four months of the year
- Bedrock within five and one half feet of the surface
- Slope gradients steeper than 15%
- Very rock or extremely rock surface soil
- Subject to flooding by stream overflow

Soils with severe limitations due to wetness and/or flooding in Framingham include:

Scituate	Ridgebury	Whitman	Scarboro
Pootatuck	Rippowam	Saco	Swansea muck
Freetown muck	Woodbridge	Limerick	Suncook
Winooski	Wareham	Occum	Raynham
Raypol	Birdsall	Canton	Bernardston
Charlton	Narragansett	Broadbrook	Paxton
Montauk	Hinckley	Quonset	

The gentle rolling topography of Framingham does not directly hinder development but high points could present significant views that should be preserved. Steep slopes are a problem, however, in several areas north of Edmands Road. The development costs associated with construction on steep slopes are extremely high. Necessary expenses in order to develop these sloped include grading, retaining walls and vegetation in order to reduce run-off, erosion, lateral creep, or frost heaving. Consequently, these areas would be best left as undeveloped open space or conservation land.

Surface Water[67]

Water quality in Framingham is generally good. The most significant concern for residents in cleaning up the water features is to improve water clarity and quality. Many of the water bodies have abundant aquatic vegetation and algae growth, which diminish water clarity and often produce odors. Actions are currently being taken to mitigate these problems. Specific details of each of the water features are described below.

Sudbury River System

Framingham is part of the Sudbury River Watershed. Approximately 7.6 miles of the Sudbury River flows through Framingham. The headwaters form in Cedar Swamp in Hopkinton and Westborough. The river flows easterly through Southborough and Ashland, entering Framingham from the south. The 30 foot river channel changes dramatically as it flows through two reservoirs (Bracket Reservoir and Stearns Reservoir) in the southern portion of the town. The Reservoirs range in size from 200-800 feet wide. They were constructed in the late 1800's to provide Boston and the metropolitan area with a public water supply. The reservoirs were created by the construction of two dams located west of Winter Street. By the mid-1900's the Sudbury Reservoir system was discontinued as a source of drinking water due to the construction of the Quabbin Reservoir and discovery of extensive pollution in the Sudbury River sediments.

The Sudbury River regains its narrower channel as it flows northeasterly past Route 9 and the Massachusetts Turnpike. The river channel widens considerably to a width of 700 feet (the area known as Mill Pond) above the dam at the bend of the river in Saxonville. From an elevation of 146 feet above the Saxonville dam, the river falls to 114 feet as it winds through Saxonville and north to the Great Meadows National Wildlife Refuge in Sudbury and Wayland.

[67] Open Space and Recreation Plan, 2003

Major tributaries to the Sudbury River in Framingham are Lake Cochituate, which flows through Cochituate Brook into the Sudbury River below the Concord Street (Route 126) bridge; Dunsdell Brook, which flows into the Sudbury River at the point where it runs alongside the Massachusetts Turnpike; Farm Pond, which flows through Eames Brook into the Sudbury River at Mount Wayte; and Birch Meadow and Baiting Brook, which flow into the Sudbury River just below the Reservoir outflow. Hop Brook flows north into Sudbury and eventually into the Sudbury River. The Sudbury River, in turn, feeds Stony Brook, which flows into Reservoir Three, which then flows to Reservoir One. Another large brook within the Sudbury River watershed is Beaver Dam Brook, which flows from Waushakum Pond through Framingham's southeast corner, then through Natick to Lake Cochituate[68].

Wild and Scenic Designation

In 1999, a 29-mile segment of the Sudbury, Assabet, and Concord (SuAsCo) was designated by Congress to be added to the National Wild and Scenic River system. The section of the Sudbury River so designated begins in Framingham at the Danforth Street Bridge, includes the oxbow, and continues downstream (north) through Wayland, Sudbury, and Concord. Wild and Scenic designation protects the rivers from "federally initiated, funded, or permitted actions that would harm the values for which the rivers were designated" (US Department of Interior Wild and Scenic Designation Q and A).

Designated rivers must possess at least one "outstanding remarkable resource value." The study found that the SuAsCo segment has five of these qualities: Ecological, recreational, historical/archaeological, scenic, and literary (US Department of Interior).

The Sudbury, Assabet and Concord Wild and Scenic River Study included a limited water quality analysis of the Sudbury River. These finding revealed that all three of the rivers in the study are overloaded with nutrients, phosphorous in particular. The study goes on to say that nitrogen is the limiting nutrient in these rivers due to the significant amount of phosphorous. This means that it is more important to control nitrogen to limit eutrophication until the phosphorus that is stored in the system is partially used. However water quality testing conducted by the DEP in 1987 revealed that in general, water quality is good in the Sudbury River. It is designated as Class B which means that the water should be clean enough for fishing and swimming. [69]

A 1986 study by the MWRA analyzed water quality samples taken from seven locations along the upper Sudbury. A Department of Environmental Protection Study in 1992 revealed that the results of the 1986 study were still applicable. The conclusions were:

[68] Open Space and Recreation Plan, 1996

[69] Open Space and Recreation Plan, 1996

- Water quality problems in the Sudbury and Concord Rivers are generally related to non-point source pollution such as run-off.
- Depressed dissolved oxygen levels during low-flow summer months is the major water quality problem. This problem is predominately caused by wetland drainage into the rivers.
- High bacterial levels occur through Framingham and persist to lesser degrees downstream.
- Elevated levels of chlorinated hydrocarbons, PCBs and mercury found in fish above Wash Brook have been attributed to past pesticide applications in swamps and agricultural lands and may indicate pesticide pollution of the river system (US Department of Interior).[70]

Lake Cochituate

Lake Cochituate is a 614-acre lake divided into three major basins or ponds, which are connected by navigable culverts. The 195-acre North Basin is the only basin partially within the Town of Framingham and on the Wayland border. It has a maximum depth of 69 feet (in Wayland) with transparency of five to seven feet. The bottom is predominantly muck, but there are considerable areas of sand in the shallows at the southern end. Aquatic vegetation is common in the shadows.

One of the town swimming beaches is on the North Basin of Lake Cochituate on land that is both Town- and state-owned but whose privileges are licensed to the Town. Water quality has been good for Lake Cochituate in recent years. Bi-weekly testing is performed for total coliform and fecal coliform at the State Beach. If the results are high, the beach is closed for swimming and the tests are performed on a daily basis.

Ponds[71]

In addition to the Sudbury Reservoirs and Lake Cochituate, Framingham has the following six ponds:

Farm Pond is recognized by the state as a great pond. It is located in the south side of town, paralleling Dudley Road and Franklin Street. Farm Pond is divided by a dike that carried a MWRA (Masschusetts Water Resources Authority) aquaduct. Big and Little Farm Pond are approximately 124 and 23 acres respectively. It was once used to supply the town's drinking water. Both water bodies are fed by numerous storm drains as well as groundwater recharge and surface water runoff. The only outlet is Eames Brook, located in the northern end of Big Farm Pond. It drains directly into the Sudbury River. A Town owned park is located on the eastern shoreline and provides boat and fishing access to the pond.

Waushakum Pond is an 82-acre, irregularly shaped glacial kettle pond on the border of Framingham and Ashland. The major part of Waushakum Pond is in Framingham but 80% of its drainage area is in Ashland. The pond has an unnamed inlet stream in its southeast corner. Its outlet is on the northeastern shore next to Hollis St. This outlet feeds a tributary of Beaverdam Brook.

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[70] Open Space and Recreation Plan, 1996

[71] Open Space and Recreation Plan, 2003

Waushakum Pond is threatened by non-point source (NPS) pollution, primarily in the form of excessive sediment and phosphorus. The pond is listed on the state's 2006 Integrated List of Impaired Waters as Category 4C. A recently completed Diagnostic/Feasibility assessment of the pond (ESS, 2001) revealed that tributaries to the pond deliver phosphorus concentrations as high as 0.21 mg/L to the pond, with only 0.04 mg/L attributable to dissolved phosphorus. From this it is apparent that the phosphorus load to the pond is attributable to particulate phosphorus adsorbed to sediment that is mobilized during rain events. ESS' 2001 study recommended that structural and behavioral Best Management Practices (BMPs) be implemented within the Waushakum Pond watershed to reduce NPS pollutants, particularly phosphorus, being transported to the pond during storm events. Storm water BMPs including detention ponds, grass swales, and infiltration basins are also the primary recommendations made by the Massachusetts NPS Management Plan for the Waushakum Pond watershed.[72] The Waushakum Pond Association with representatives from the towns of Ashland and Framingham continues to push for water quality improvements. After completing proposed sampling, analysis and BMP design, the Association intends to seek a 319 State NPS Grant which is primarily intended to fund implementation programs.

Learned Pond is 34 acres with a maximum depth of 13 feet. It is located in a semi-urban area between Union Ave and Warren Road. The pond receives stormwater runoff from most of the surrounding streets. There are no natural inlets or outlets. The Town Beach is located on the eastern shore.

Water quality improvements were made in 2007 to a drainage system outfall adjacent to the Town Beach, including installation of a hydrodynamic separator and a vault containing hydrocarbon and bacteria absorbers that capture and treat the first inch of rainfall. Bacteria levels at the outfall have been reduced by an average of 72% since the improvements were made.

Norton Pond is a small five acre pond, located in the northern portion of Framingham. It is surrounded on three sides by single family homes and stormwater runoff comes into the pond from the north. Water from the ponds southeastern outlet creates Norton Pond Brook, which flows downhill and enters the Sudbury River.

Norton Pond has been identified as a water body afflicted by sedimentation problems. Sedimentation alters the physical features of a water body through modifications to the basin profile which affect water depth, surface area, circulation patterns, and flow rates. These physical changes can have a significant effect on water quality due to the alteration of the natural self-purification processes. Pollution and microbiological contamination of source water can be greatly mitigated through self-purification, which includes dilution, thermal stratification, and sedimentation of particulate matter through the water column. Sedimentation can cause water quality impacts from an increase in suspended matter,

[72]ESS Group, Inc. proposal to provide storm water sampling, analysis and design services to Waushakum Pond Association , October 5,2006

higher turbidity, nutrient enrichment, water temperature fluctuations and reduced concentrations of dissolved oxygen.

Gleason Pond is approximately 12 acres and is located at the intersection of Concord Street and Prindiville Avenue. The shoreline has moderate development, consisting of single family homes along the northern, western, and southern shorelines.

Mohawk Pond, located south of Mohawk Drive, is roughly two acres with an estimated depth of four feet. Most of the pond is bordered by wetlands and woods with a single house along the northern edge. The pond is fed by a small unnamed stream that drains a wetland in Callahan State Park. The only outlet is a concrete weir on the south side of the pond which empties into a tributary to Hop Brook.

Flood Hazard Areas[73]

When a water body can no longer accommodate increased discharge from heavy rains or snow melt, the excess water flows on the adjacent land. This area is known as the "floodplain". The floodplain is the land adjacent to the streams, lakes, or rivers, which is likely to flood during a storm event. Floodplains are categorized according to the average frequency of flooding. Thus, the "100-year floodplain" is that area of land that is likely to be flooded once every 100 years. In other words, there is a 1% chance that the land will be flooded in any given year.

Development in floodplains is regulated in order to protect the health and safety of people in the area and to protect property. Unregulated development in the floodplain can increase the likelihood of flooding by decreasing flood storage and increasing the surface runoff into the stream channel. In addition, water contamination from flood-damaged sewage or septic systems and debris swept downstream from flooded properties can result in unnecessary hazards to those downstream.

The MDC Public Access Plan notes that low lying areas of Framingham are subject to periodic flooding. These occasional floods are caused by the overflow of the Sudbury River, the reservoirs, Hop Brook, Angelica Brook, Beaver Dam Brook, Brook from Waushakum Pond, Eames Brook/Farm Pond, Bating Brook, and Cochituate Brook.

Cedar Swamp in Westborough provides a natural upstream storage area for the Sudbury River. The storage area helps decrease peak flows and the severity of flooding along the river as it passes through the town. The Sudbury Reservoir and the Framingham Reservoir system also provide substantial storage volume which decreases peak flood flows on the Sudbury River within the town. The U.S. Army Corps of Engineers has constructed flood protection dikes and walls along a portion of the Sudbury River in the Saxonville area of the town. This project reduces the threat of flooding in much of the Saxonville area.

The Soil Conservation Service has constructed a flood control project for the Bating Brook watershed that reduces the severity of flooding along major portions of Baiting Brook and Birch

[73] Open Space and Recreation Plan, 2003

Meadow Brook. The project includes a dry dam on Bailing Brook and culvert and channel modifications to the east outlet diversion channel.

Wetlands[74]

Wetlands include marshes, swamps and bogs and often lie within a floodplain. These water features serve a number of vital roles in both the natural and build environments. First wetlands provide important habitat for many different species of wildlife. They also absorb and detain surface waters which help maintain relatively stable groundwater levels and prevent downstream damage from flooding. They also protect water quality by filtering out pollutants and thereby reducing the contamination of streams, lakes and groundwater.

It is essential that wetlands be protected due to the vital roles they play. Development and activities that damage or replace wetlands with impervious surfaces result in increased runoff rates, reduced flood storage, and elevated peak flows. This leads to greater damage from storms. Filling wetlands also reduces wildlife habitat and plant diversity as well as increases the contamination of water bodies due to reduced filtration of pollutants.

Vernal Pools

Most of Framingham's vernal pools were created by glacial action that took place thousands of years ago. Other pools occur as the result of more recent events, such as stream channel migration and changes to the forested landscape due to human influences in the past (Colburn, 2004). Vernal Pools provide unique habitat for a variety of forest and wetland organisms, some of which depend on this habitat for their survival. The absence of fish within these pools is essential, as the breeding strategies of many amphibian species have evolved to the point of total reliance of these depressional wetlands (Colburn, 1997)[75].

Sixteen Vernal Pools have been certified in Framingham though many others are known to exist. Vernal Pool certification through the State requires evidence that a vernal pool exists physically and that it contains the biological indicators that define it as a vernal pool. The Natural Heritage and Endangered Species Program has established specific criteria for certification of a vernal pool including: (1) an area that has a confined basin depression, (2) holds water for a minimum of two continuous months during spring and/or summer for most years, (3) be free of adult fish populations or dry up sometime during the year; and (4) provide essential breeding habitat for certain amphibians and/or food, shelter, migrating, and breeding habitat of other wildlife.

[74] Open Space and Recreation Plan, 2003
75 Colburn, Elizabeth, 2004. Vernal Pools: Natural History and Conservation. McDonald & Woodward Publishing Co., Blacksburg, VA.

Aquifer Recharge Areas

An aquifer is a geologic formation that can easily yield a significant amount of groundwater. As water is withdrawn from an aquifer, if it replenished by water that is carried from the surface through permeable materials. The aquifer's "recharge area" is an area on the surface of the land below which groundwater moves to replenish the aquifer. These areas must be protected from actions that might reduce the downward flow of water or contaminate groundwater supplies.

Zones of Contribution to Public Supply Wells[76]

Public supply wells are the primary sources of water for a community. Wells are located near the MWRA Reservoirs in Framingham as well as in the northeast section of town. The wells (now used only for emergency supply) in the northeast lie within a DEP approved well head protection area.

Surface Watersheds to Water Supply Reservoirs.[77]

A watershed is an area of land that carries water into a lake, stream or wetland. Surface water carried through this area can contain various pollutants from driveways, lawn fertilizers, road salt and sand, sediment from construction, pesticides and agricultural runoff. It is important to protect watershed areas from pollutants and uses that may cause damage that will be carried into the water bodies.

Drainage systems are networks of drains and pipes designed to transport stormwater runoff and to help prevent flooding. As is true for most communities, Framingham's catch basins transport storm water directly to a nearby water body without any form of treatment. Major drainage basins are located throughout Framingham but are concentrated in the northwest quadrant where the topography contributes to the water flow.

Wetlands and Water Resources Protection

Examining the location and condition of water resources is critical to land planning. Lakes, ponds, streams and wetlands not only provide drinking water and irrigation but also wildlife habitat, scenic views and recreational opportunities as well. Water resources also play an important regional role as communities are linked through watersheds and surface water which often cross town boundaries. Any activities occurring within lake or river watersheds affect that body of water and may have implications on other communities downstream.

Massachusetts Wetland Protection Act

Due to the critical need for water resource protection, the State passed the Massachusetts Wetland Protection Act in 1972, followed by the Rivers Protection Act in 1996. Together these acts exist to preserve and protect Massachusetts wetlands by protecting public and private water supplies, protecting fisheries, protecting groundwater supplies; providing flood control;

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[76] Open Space and Recreation Plan, 2003

[77] Open Space and Recreation Plan, 2003

protecting land containing shellfish, preventing storm damage, preventing pollution; and maintaining habitats for plants and wildlife.

The Wetland Protection Act prohibits any filling, excavation, or other alteration of the land surface, water levels, or vegetation in wetlands, floodplains, riverfront areas or other wetland resource areas regardless of ownership without a permit from the local Conservation Commission. Protected wetland resource areas include rivers, streams, brooks, ponds, lakes, vegetated wetlands, banks, lands under water, floodplains, marshes, and vernal pools. (All are referred to as wetlands in the Act). The riverfront area is an area, which extends 200 feet from the banks of rivers, brooks and streams. The regulations also provide a buffer zone, which extends 100 feet from the edge of the wetlands.

The Act gives local communities the authority to determine which Resource Areas within its jurisdiction are protected, to regulate work in these areas, and to enforce the regulations. The performance standards under the Act state that there may be no destruction or impairment of bordering vegetated wetland (BVW) areas.

Vernal pools (with a 100 foot. Buffer) are unique and fragile ecosystems. If they lie within a state wetland resource area they are given special protection, and no adverse effects on the wildlife habitat characteristics are permitted. Pools must have been certified through the Natural Heritage program or identified by a preponderance of the evidence presented at a public hearing to be protected under the State Act.

According to the Massachusetts Department of Environmental Protection, no activity which requires removing, filling, dredging or altering of a wetland is allowed. In addition, no activity within 100 feet of the edge of a wetland ("100 foot buffer zone") is allowed without filing with and approval from the local Conservation Commission. If a project falls within 200 feet of a river or stream, it will also be subject to the laws of the Rivers Protection Act.

Framingham Wetlands Protection Regulations[78]

To further strengthen the Town's commitment to water resource protection, Framingham adopted its own Wetlands Protection Bylaw in 1992 and adopted Wetlands Protection Regulations in 2005. This bylaw increases the protection of water resource areas by creating buffer zones that are wider and/or have more restrictive conditions than those created by the state's Wetland Protection Act. The bylaw creates a 125 foot Buffer Zone around all Resource Areas with the exception of Land subject to inundation by surface water during the 100 year storm event, land under said waters, and Riverfront Area (already inclusive of a 200 foot Riverfront Area). Activities within any portion of the 125-foot Buffer Zone shall not adversely affect the form or function of the Resource Area.

[78] Framingham Wetlands Protection Regulations, 2005, amended 2005 & 2006

The Act also created a 30 foot No Alteration Zone for Undisturbed Lands where no alterations are permitted within 30 feet horizontally outward from the boundary of any Resource Area. A 30-foot No Alteration Zone for Disturbed Lands is differentiated by restrictions that require no alterations resulting in a net increase in impervious surface area, a net increase in non-native or invasive species, a net increase in stormwater runoff, a net increase in lawn area, or net decrease in vegetative cover.

Additionally, no alteration shall be permitted in the entire 125 foot buffer zone (known as the 125-foot No Alteration Zone) or Riverfront Area of the following unique habitats or natural communities as long as said area falls within a Resource Area protected under the state Acts or the Bylaw.

- Vernal Pools
- Important Bird Areas
- Portions of the Riverfront Area of the Sudbury River designated as "Wild and Scenic"
- Estimated Habitat for Rare Wetlands Wildlife as identified by Natural Heritage and Endangered Species Program (NHESP) and
- NHESP BioMap Core Areas or Supporting Landscape

To maintain the perpetual integrity of the 125 foot No-Alteration Zone and to ensure that there will be no encroachments into this Zone by the applicant or future owners of the subject property, the Commission may require the No-Alteration Zone to be marked with permanent markers.

Under the Wetlands Protection Act, the Riverfront Protection Act, and the Framingham Wetlands Bylaw, the Commission is responsible for reviewing and permitting all projects in or near wetlands, ponds and rivers in the Town of Framingham. This places approximately one-third of the land in Framingham under the jurisdiction of the Commission's permitting authority.[79]

Chapter 91[80]

The oldest program of its kind in the nation, Chapter 91 regulates activities on both coastal and inland waterways, including construction, dredging and filling in tidelands, great ponds and certain rivers and streams. Through Chapter 91, the Commonwealth seeks to preserve and protect the rights of the public, and to guarantee that private uses of tidelands and waterways serve a proper public purpose.

While other agencies, including the Department of Environmental Management, Massachusetts Coastal Zone Management and the Division of Fisheries and Wildlife, play a role in preserving public rights in public trust lands, the Waterways Regulation Program, the section of DEP that oversees Chapter 91, is the primary division charged with implementing the "public trust doctrine." Specifically, the DEP Waterways Regulation Program:

[79] http://www.framinghamma.org/web/pages/conservation_index.html
[80] http://www.mass.gov/dep/water/resources/about01.htm

- Preserves pedestrian access along the water's edge for fishing, fowling and navigation and, in return for permission to develop non-water dependent projects on Commonwealth tidelands, provides facilities to enhance public use and enjoyment of the water.
- Seeks to protect and extend public strolling rights, as well as public navigation rights.
- Protects and promotes tidelands as a workplace for commercial fishing, shipping, passenger transportation, boat building and repair, marinas and other activities for which proximity to the water is either essential or highly advantageous.
- Protects Areas of Critical Environmental Concern, ocean sanctuaries and other ecologically sensitive areas from unnecessary encroachment by fill and structures.
- Protects the rights of waterfront property owners to approach their property from the water.
- Encourages the development of city and town harbor plans to dovetail local waterfront land use interests with the Commonwealth's statewide concerns.
- Assures removal or repair of unsafe or hazardous structures.

Farm Pond is recognized by the State as a great pond and is therefore regulated by Chapter 91. A great pond is defined as any pond or lake that contained more than 10 acres in its natural state. Ponds or lakes presently larger than 10 acres are presumed to be great ponds, unless the applicant provides unequivocal evidence to the contrary. Ponds 10 or more acres in their natural state, but which are now smaller, are still considered great ponds.

Rare Plants, Animals and Exemplary Natural Communities[81]

Framingham's natural areas consist of over 26 Natural Communities as described in the Massachusetts Natural Heritage & Endangered Species Program's *Classification of the Natural Communities of Massachusetts*. Examples of Conservation Land with trails that allow visitors to observe these habitats are included in the Town's 2008 Open Space and Recreation Plan.

According to the Massachusetts Natural Heritage and Endangered Species Program, Framingham has three areas of Priority Habitat of Rare Species and three Estimated Habitats of Rare Wildlife. In addition, seven species of vascular plants which are threatened, endangered, or rare have been identified in Framingham. An interesting note however, is that several of these species have not been observed since the 1800's.

[81] Open Space and Recreation Plan, 2003

According to the Massachusetts Natural Heritage and Endangered Species' *Atlas of Estimated Habitat of State-listed Rare Wetlands Wildlife*, there are eleven documented cases of state-listed rare wildlife species in Framingham

In 2001, Massachusetts Natural Heritage & Endangered Species Program published *BioMap: Guiding Land Conservation for Biodiversity in Massachusetts*, which identified Core Habitats (most viable habitat for rare plants, rare animals, and natural communities)

and Supporting Natural Landscape (buffer areas around Core Habitats, large undeveloped patches of vegetation, and undeveloped watersheds). Framingham has two areas of core habitat and supporting natural landscape. One is located in northeast Framingham, along the Sudbury River and Oxbow; the second area is associated with Farm Pond.

Threats to Framingham's Natural Communities

One of the most conspicuous and unfortunate changes in Framingham is the rapid spread of non-native, invasive plants. In spite of efforts by the Town and individuals to control these alien plants, they are establishing themselves on roadsides, fields, woods, and ponds and displacing native plants. Two new species arrived in the 1990's. Garlic mustard carpets the ground and is known to affect the ph of the soil. Water chestnut grows on the water's surface among pond lilies on the Sudbury River and local ponds. Other invasive plants including Eurasian milfoil, purple loosestrife, phragmites, oriental bittersweet, buckthorn, Japanese knotweed, burning bush, honeysuckle and Asian bittersweet continue to spread throughout town's varied natural communities.

Conservation Commission[82]

The Framingham Conservation Commission was created in 1972 to protect and manage open space for the Town. Under the Wetlands Protection Act, and the Framingham Wetlands Bylaw, the Commission is responsible for reviewing and permitting all projects in or near wetlands, ponds and rivers in the Town of Framingham. This Act places approximately one-third of the land in Framingham under the jurisdiction of the Commission's permitting authority. The Commission owns and manages over 400 acres of public land preserved for recreation, wildlife habitat, and water resource protection. Prized parcels include Morency Woods, Wittenborg Woods, Macomber and Cochituate Brook Reservation.

The Conservation Commission's mission is to:

- Protect wetlands, rivers, streams, ponds and lakes and the land surrounding them
- Safeguard both the public & private water supply
- Protect groundwater quality & quantity
- Control flooding & storm damage
- Prevent pollution & erosion
- Provide habitat for wildlife & fish

[82] http://www.framinghamma.org/web/pages/conservation_index.html

- Provide open space for passive recreation, aesthetic appreciation and education

The Framingham Conservation Commission consists of seven members appointed by the Board of Selectman. Each appointment is for three years in staggered terms. The Framingham Conservation Commission is fortunate to have members with expertise in engineering, environmental regulation, environmental management, and biology. In addition the Commission employs one full-time and one part-time administrator who help the Commission with their work.

Further information on the sites owned and/or managed by the Conservation Commission can be found in the Open Space and Recreation chapter

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CULTURAL AND HISTORIC RESOURCES

Cultural and historic resources are vital to a town's sense of place. They are reminders of Framingham's heritage, offering glimpses into its past while providing insight into the present and an intimation of the future. . They are a part of the character that defines the town's center, villages, neighborhoods and landscapes. Unlike natural resources, cultural and historic resources are not made of living things that have the ability to sustain themselves. Rather they are dependent on preservation efforts and without them will perish. Framingham has undertaken substantial efforts to protect and preserve these resources with the formation of the Framingham Historical Commission and the Historic District Commission, the adoption of local historic districts, the development and updating of the Cultural and Historic Resource Inventory, adoption of the Demolition Delay Bylaw, and the crafting of the Framingham Historic Preservation Plan. Continued focus and commitment to identify and protect Framingham's cultural and historic resources should remain a priority for the Town as it moves forward.

Framingham's Historic Preservation Plan, adopted in 2002 is an excellent information source that includes lists of the Town's historic and cultural resources, and provides an accounting of the Town's efforts to identify and protect them. The plan also includes a detailed action plan that will be reviewed and updated as part of Framingham's Master Plan Recommendations and Implementations.

Early History of Framingham

The importance of Framingham's historic and cultural resources is best understood in the context of the community's land use and development. Prior to the first European settlers, the Nipmuc tribe of Native Americans inhabited the Sudbury River area that now includes Framingham. Artifacts of the Nipmuc have been found in various parts of town and at least three distinct Indian settlements have been discovered along the river in the Mount Wayte area, the falls southeast of Saxonville and the vicinity near Lake Cochituate.[83]

European settlement began in Framingham in 1647, when John Stone built a home and corn mill in the area that is now Saxonville. This northeast quadrant of Framingham supported farms and mills through the town's early colonial settlement. The size and number of mills continued to grow as the population increased and between 1830 and 1850 Saxonville developed into a textile industry center[84] lasting into the early 20th century. While the river supported the mills, the village center supported stores, businesses and municipal buildings including the Athenaeum, built by the Town of Framingham in 1847 and considered the civic focus of the Village of Saxonville for 160 years.[85]

> West of the land first settled by Stone, pioneers began farming on more than 15,000 acres that were assembled through grants and purchase by Thomas Danforth and initially

[83] Open Space and Recreation Plan, 2003

[84] Framingham Historic Preservation Plan, 2002

[85] Framingham Historic Preservation Plan, 2002

known as Danforth's Farms. The population of this area grew and in 1700 the General Court ordered the territory of Danforth's Farms be incorporated as a Town. In 1735, the Town purchased the present Centre Common Land and a Meeting House and other buildings including Framingham Academy were constructed. This location which was a days ride from Boston and halfway to Worcester grew to become the town's hub in great part due to servicing the needs of horse and coach transporting goods and people between these two cities. Framingham Centre evolved slowly through the centuries until in the late 1960's the expansion of Route 9 resulted in the destruction of the heart of the commercial center.

With the destruction of Framingham's historic town center and the growth of railroad lines and industry to the south, a new downtown developed. This industrial and commercial area, surrounded by dense neighborhoods soon housed the government seat in the Memorial Building, hosted schools, and public parks.

The northwest quadrant of town remained relatively rural throughout the town's history, likely due to its largely hilly terrain. Here Mt. Nobscot, the area's highest peak rises 602' above sea level.

Preservation[86]

The destruction of the Framingham Centre with the expansion of Route 9 in the 1960s initiated awareness among Framingham residents for the need to involve the municipal government in efforts to preserve its historic and cultural resources.

Historical Commission

In 1969 Town Meeting established The Historical Commission for the "preservation, protection and development" of the town's historical assets. Its five to seven members are appointed by the Selectmen and are charged with:

- Preserving the elements of the built and natural environment which give the town its unique character,
- Assisting the Town in the stewardship of its historic buildings, structures, objects and open spaces,
- Balancing the protection of Framingham's irreplaceable historic resources with its physical and economic growth and development,
- Enhancing the quality of life,
- And informing and educating its citizens and visitors about the heritage endowed to the present generation by the men and women who built the community.

The Historical Commission began its work by inventorying the community's cultural and historic resources which are compiled in a series of documents including the first Cultural Resources Inventory completed in 1981. The inventory was later reconciled with the Massachusetts Historical Commission's MACRIS (Massachusetts Cultural Resource

[86] Framingham Historic Preservation Plan, 2002

Information System) database, and published in 1994 and updated in 1995, 1998 and 2001.

In addition to assuring the community's resources are inventoried, the Historical Commission along with the Planning Department wrote the Demolition Delay Bylaw to protect and preserve significant buildings in town and encourage owners to seek alternative options other than demolition. Also as part of its work, the Commission nominates key properties to the National Register. To date these include: the Framingham Railroad Station, the First Baptist Church, and four districts; Irving Square, Concord Square, Saxonville and Framingham Centre. To assist in informing and educating citizens and visitors about the community's heritage, in 1978 the Commission developed an Historic Markers Program that first documented with markers the town's 12 oldest building and later expanded to other historic structures. In 1991 the Commission established a "watch list" of endangered properties which is reviewed at every meeting.

Historic District Commission

The Historic District Commission was formed in 1978 along with the Framingham Centre Common Historic District and adoption of a local historic district bylaw. The Commission consists of seven resident members appointed by the Board of Selectmen and to include an architect, lawyer, realtor, land owner in a historic district, and a member of the Framingham Historical Society who are charged with supervising the historic features of the districts. The Commission makes recommendations of historic districts by advising Town departments, authorities and other agencies in matters involving historic sites, buildings and districts. It also offers assistance and advice to owners of buildings in any historic district on problems of construction, reconstruction, restoration, and preservation.

The Framingham Common Historic District, the town's first local historic district, originally consisted of 28 building surrounding the Centre Common and the Common itself with its furnishings. In 1996, two buildings were added. A second district, the Jonathan Maynard, with 32 properties was created in 1994. In 1996, six buildings were added.

Restrictions on buildings and structures within the districts are limited to proposed changes visible from a public way. No restrictions are placed on paint colors, roofing material, storm windows or storm doors, antennae, changes substantially at grade level, or vegetations. The local historic districts have separate sign guidelines that must be satisfied prior to Town sign bylaw requirements. In comparison to districts throughout the country, the Town has chosen to adopt relatively lenient regulations that allow necessary and compatible change.

Departments, Boards and Authorities – Policies

In addition to the work of the Historical Commission and the Historic District Commission, many of the Town's boards, commissions and departments have policies directed at preserving the town's historic and cultural resources. The Planning Department oversees planning initiatives and restoration projects including the Hollis Street Fire Station and Athanaeum Hall, wrote the Demolition Delay Bylaw and serves as staff for the Historical Commission.

The Planning Board in its review of development projects, protects historic and cultural resources within the development's boundaries to the extent permissible by the Town's laws including the Scenic Roads ByLaw and consistent with the Town's policies on historic preservation. The 1989 Master Plan includes Policy 13 "Protect historic and architectural resources and the setting in which they are located by adopting standards for design and building patterns which promote respect and compatibility with the existing built environment." In 2001, the Board adopted design standards for the Central Business District in which two National Register Districts are located. In addition the Planning Board has the authority to require a façade easement whenever a special permit or site plan approval is sought "where development proposals involve demolition or major alteration of existing buildings included on the Cultural Resources Inventory and/or within the National Register District."[87]

Framingham continues to take a pro-active approach to preserving its historic buildings and sites by a variety of means including leases with community not-for profits in exchange for restoration and continued preservation and cultural programming. The Parks and Recreation Department is responsible for the town's historical burial grounds as well as historic parks and open spaces. The school department maintains several historic schools listed in the Cultural Resources Inventory, and the Conservation Commission is responsible for the protection of open spaces with significant historic viewsheds.

Private Preservation Efforts

There are a number of private organizations that contribute to Framingham's preservation efforts as well and while some are listed here, this accounting is far from complete. The oldest and most active, The Framingham Historical Society and Museum, was founded in 1888 to collect, preserve and interpret a variety of artifacts and documents representative of the town's and its peoples' past. The Society has a professional director, a curator, a Board of Directors and numerous volunteer committees. The Society's museum is housed in the old Academy Building and the Edgell Memorial Library in the town's Centre Common Historic District. The Society acts as a resource to individuals, town government, the business community, the schools, the media, and as a regional hub for other historic organizations and newspapers.

Framingham Preservation Trust, incorporated in 1997, was organized to acquire, preserve, conserve, protect and open to the public, local historical, architectural and scenic buildings and sites. It has been active in stabilization and restoration efforts of several historic buildings including the unique metal Lustron House and the Rugg-Gates House.

Friends of Saxonville, a not-for-profit educational organization, dedicated to educating the public about its unique historic neighborhood is involved in both capital preservation projects including Athenaeum Hall and the Danforth Bridge, and historic and cultural programming.

[87] Framingham Historic Preservation Plan, 2002

The Framingham Improvement Society has been in existence since before 1905 when it erected a granite post directional sign at Gordon's corner. Today it leases and maintains the circa 1834, Village Hall in Framingham Center, helping to honor and preserve the former Town Hall.

Massachusetts Historical Commission

The Massachusetts Historical Commission, established by the legislature in 1963, is the state agency responsible for the preservation of the state's historic properties, and administers federal reviews and grants. It is a valuable resource for the Town, as it maintains an active advisory service on public relations, community relations, teaching with historic materials and archeology. It is responsible for inventorying the state's historic resources and maintains the State Register of Historic Places. The Massachusetts Historical Commission has worked closely with Framingham on a number of projects including, the Cultural Resources Inventory, Athanaeum Hall, the Soldier Preservation Project, and creation of the town's historic districts.

Current Inventory of Cultural Resources

An initial step in preserving historic and cultural resources is developing a comprehensive and qualified inventory. Framingham's current Cultural Resource Inventory was completed in 1998 and updated in 2001. Its principal purpose was to "provide the Town and MHC with a list of resources which should have their architectural and/or historical value considered before any work is done by federal, state or town agencies which might harm those values."

An assessment found in the Historic Preservation Plan states "While the inventory effort was as comprehensive as possible within its limited time and funding parameters, the inventory forms are uneven in both quality and coverage. Some have complete histories but little architectural description; others are just the opposite. The inventory is also erratic, surveying some town areas well, while several others such as the Walnut Street area are poorly covered. Several building types are under-represented, for example, workers housing, outbuildings, and post World War II housing developments. There are no Parks and Landscapes on the inventory, few historic bridges and no Historical Archeological Sites.[88] In addition to establishing a current inventory the Historical Preservation Plan gives a list of 39 additional properties that should be added.

[88] Framingham Historic Preservation Plan, 2002

Table 62: Properties Recommended for Addition to the Framingham Cultural Resource Inventory

8 Charles Street	53 Clinton Street
106 Cochituate Road	108 Cochituate Road
22,45,53, 63 Cottage Street	Eames Monument, Mt. Wayte Avenue
Eames Square Granite Sign	309 Edgell Road
Edwards Cemetery	Garden in the Woods
65 Gates Road	Gordon's Corner Granite Sign (Framingham Centre)
Harmony Grove Marker, Franklin Street	287 Hollis Street
Knox Cannon Train Monument, Edgell Road	Lawrence Street School
198 Maynard Road	8 Old Connecticut Path
152 Old Connecticut Path	310 Old Connecticut Path
749 Old Connecticut Path	788 Old Connecticut Path
931 Old Connecticut Path	Old South Cemetery
34-38 Proctor Street	44-46 Proctor Street
261 Salem End Road	385 Salem End Road
449 Salem End Road	450 Salem End Road
St. Stephen's Cemetery	St. Tarcissius Cemeteries
215 School Street	3-93 Stearns Street
Swift Marker (Maple Street)	31 Warren Street (Fuller House)
20 Wayside Inn Road	340 Winter Street
World War II Monument, Concord Street	

Historic Public Monuments

Public art in Framingham represents a significant historic resource that warrants continued oversight and on-going maintenance. The town's historic public monuments include Minuteman Monument in Buckminster Square and Whiting Fountain at the corner of Salem End and Maynard Roads; both listed in the Framingham Cultural Resource Inventory, and World War II Monument on Concord Street, recommended for addition to the Inventory. Framingham's other historic public monument is the Civil War Statue located on Oak Street in front of the Old Edgell Library.

National Register of Historic Places[89]

The National Register of Historic Places is the official list of American cultural resources worthy of preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect our historic and archeological resources. Properties listed in the National Register include districts, sites, buildings, structures and objects that are significant in American history, architecture, archeology, engineering, and culture. These resources contribute to an understanding of the historical and cultural foundations of the nation.

The National Register program provides federal, state, and local governments and the general public the following information.

- National recognition of the value of historic properties individually and collectively to the nation.
- Eligibility for federal tax incentives and other preservation assistance.

[89] Framingham Historic Preservation Plan, 2002

- Assistance in cultural resource planning.

Listing a resource is not simply honorary, but also offers protection from federally funded projects that would negatively affect it, and makes properties eligible for some grants and important tax incentives.

Table 63: Current National Register Listed Properties

Historic Districts		
Irving Square District	Irving and Hollis Streets	1981
Concord Square District	Concord and Park Streets	1983
Framingham Centre Historic District	Common	1990
Saxonville Historic District	Center and Elm Streets	1992
Thematic Resource Area Districts related to water supply systems that involve several towns		
Weston Aqueduct Linear District		1990
Sudbury Dam District		1990
Sudbury Aqueduct Linear District		1990
Individual Thematic Resource Areas related to water supply systems		
Framingham Reservoir #1 Dam and Gatehouse	Off Winter Street	1990
Framingham Reservoir #2 Dam and Gatehouse	Off Winter Street	1990
Framingham Reservoir #3 Dam and Gatehouse	Off Worcester Road	1990
Lake Cochituate Dam	NW side Lake Cochituate	1990
Individually Listed Resources		
Framingham Railway Station	417 Waverly Street	1975
First Baptist Church	1013 Worcester Road	1980
Paul Gibbs House	1147 Edmands Road	1983
Moses Ellis House	283 Pleasant Street	1983
St. John's Episcopal Church	Maynard Road/Church Street	1990

Framingham Historic Preservation Plan, 2002, Section 4.1.2.1, pp. 36-37.

State Register of Historic Places

Properties which have received a formal Determination of Eligibility for listing on the National Register, but are not placed on the National Register due to an application not being submitted or an objection from the property owner, are listed on the State Register. Properties on the State Register are provided the same protections as those on the National Register. These State Register properties include:

Old Danforth Street Bridge	Danforth Street	1978
Hollis Street Fire Station	Hollis Street	1981
Saxonville Fire House	Watson Place	1981
Wallace Nutting Factory	46 Park Street	1981
Luther Fuller House	15 Central Street	1981

Scenic Resources and Unique Environments[90]

Scenic resources and unique environments include both those environments that are so designated by the state as well as those identified by the Town for its own management objectives. While they may or may not be man-made or enhanced, they are an important part of a town's historical and cultural inventory.

As part of a state-wide preservation effort, the Department of Environmental Management (now known as the Department of Conservation and Recreation) conducted a survey in 1983 to assess the Commonwealth's scenic landscape inventory. The inventory uses three classes of scenic quality designated as "distinctive", "noteworthy", and "common". Distinctive landscapes include areas of the highest visual quality and include only about 4% of the commonwealth. "Noteworthy" landscapes consist of somewhat less significant, though still important, visual quality and are limited to only 5% of the Commonwealth. The "common" landscapes comprising 91% of the Commonwealth's landscape, contains smaller sections of scenic quality but do not have the consistently high levels found in distinctive and noteworthy areas. The survey indicates that much of the MWRA north Sudbury basin is designated as "distinctive" and "noteworthy" scenic landscapes (MDC Public Access Plan).[91]

Scenic River Views

Scenic areas along the Sudbury River were identified during field investigations for the report entitled *The Sudbury River-A Community Resource: Opportunities and Strategies*. Table 64 lists 18 vantage points for visual access to scenic locations and interesting river views from land. The river is most scenic by the Fenwick Street Dam, near the Massachusetts Turnpike; near the Wickford Road Bridge; in the wide areas of the river before the Saxonville Dam; and around the Oxbow near the town line[92].

[90] Open Space and Recreation Plan, 2003

[91] Framingham 2003 Open Space and Recreation Plan

[92] Margolis, Karen and Patrick Fairbairn. The Sudbury River – A community Resource. April 1989

Table 64: River Views

Public Access Locations	View	View Access	Parking
Winter Street Bridge	dam, reservoir, green enclosure along river	P/C	Limited: DCR Driveway
Main Street Bridge	green enclosure along river	P/C	Limited: on Main St. only
Central Street Bridge	calm, open views, lovely willow tree and sand bar	P	None
Central Street near Fenwick Dam	wide river and scenic wetlands	P/C	Limited: on Haynes St. by DPW Pump Station
Fenwick Street Bridge	dam, suburban river view, scenic wetlands	P	Limited: on Haynes St. by DPW Pump Station
Simpson Park	wide river wetlands	P	Limited: on Haynes St. by DPW Pump Station
Simpson Park	wide river, scenic wetlands, branch off river	P	Limited: on Haynes St. by DPW Pump Station
Wickford Road Bridge	lovely wetland peninsula, island, wide river	P/C	Limited: on street
Simpson Drive Conservation Land	wide river, scenic green island and wetlands	P	Limited: on street
Central Street near Johnson Street	islands, wetlands, wide river	P/C	None
Centennial Place	scenic islands, wetlands, wide river	P	Limited: on street
Water Street	old mill buildings, wide river	P/C	Limited: on street
Saxonville Dam	waterfall, wide river	P/C	Limited: on centennial place
Framingham High School	green enclosure along river	P	At High School or on Johnson Street
Concord Street Bridge	interesting views of river and dike structures	P/C	None
Danforth Street Bridges	river and dike, green river environment	P/C	None
Little Farms Road	Oxbow island and inlet, lovely wetland	P	Parking area available
Aqueduct Bridge	wetlands, green enclosure	P	None

P= View access for pedestrians, C= View access for car occupants
Source: Framingham 2003 Open Space & Recreation Plan, Table 4, p. 4-12.

Scenic Roads

The roads listed in Table 65 are designated as "scenic roads" by the Framingham Planning Board. In general, the roads represent the town's historic and rural qualities. Any repair, maintenance, reconstruction, or paving work along scenic roads which involves the cutting or removal of trees, or the destruction of a portion of a stone wall requires the approval of the Planning Board.

Table 65: Scenic Roads

Auburn Street	In its entirety
Auburn Street Ext.	In its entirety
Barber Road	In its entirety
Belknap Road	From Pleasant Street to a point 300 feet west of Grove Street, and from a point about 850 feet east of Grove Street to Edgell Road
Bethany Road	Winthrop Street to Ashland town line
Central Street	From Edgell Road to Concord Street
Dennison Avenue	In its entirety
Edgell Road	In its entirety
Edmands Road	In its entirety
Fenwick Street	In its entirety
Grove Street	In its entirety
Hemenway Road	In its entirety
Kellogg Street	In its entirety
Lake Road	In its entirety
Lakeview Road	In its entirety
Main Street	In its entirety
Mansfield Street	In its entirety
Maple Street	In its entirety
Merchant Road	In its entirety
Mill Street	In its entirety
Millwood Street	In its entirety
Nixon Road	In its entirety
Parker Road	In its entirety
Parmenter Road	In its entirety
Pond Street	In its entirety
Prindiville Avenue	In its entirety
Prospect Street	In its entirety
Salem End Road	Winter Street to Ashland Line
Singletary Lane	In its entirety
State Street	In its entirety
Warren Road	In its entirety
Wayside Inn Road	In its entirety
Winch Street	In its entirety
Winter Street	Salem End Road to Fountain Street

Table 5, pg 4-13 of the Framingham 2003 Open Space & Recreation Plan

Threatened Resources

The Framingham Historic Preservation Plan documents a number of threatened historical and cultural resources within the town. These include properties of state agencies including the Massachusetts Turnpike Authority (MTA), Massachusetts Water Resources Authority (MWRA), and the Massachusetts Department of Corrections, as well as privately owned buildings and structures. The following briefly describes the properties and structures the Plan recommends for future nominations to the National Register of Historic Places.

- The **Rugg-Gates House,** built in 1774 is both architecturally and historically significant. Long owned by the MTA, the house was recently moved by a developer and stabilized through state grants by the Framingham Preservation Trust.

- The **Massachusetts Correctional Institution at Framingham** is described in the Historic Preservation Plan as one of the town's most fascinating historic resources yet its buildings and grounds are not listed on the National Register of Historic Places nor afforded the protection of review by the MHC.

- A number of **Framingham Milestone Markers** exist throughout the region. These represent a rare group of intact Colonial era monuments (c.1768).

- **Cottage Hill** (Cottage-Stearns Streets) with a mix of mid-19th century domestic architectural styles gives a distinct sense of place to the neighborhood with a number of well-preserved houses.

- **Salem End Road** represents another neighborhood that is uniquely defined by a number of 18th and 19th century domestic structures; some are homes of people important to Framingham's history.

- **Main Street/Buckminster Square** is one of the oldest settled areas of town and contains both the historic Minuteman Monument and an historic mile marker.

The Framingham Historical Preservation Plan also recommends that the **Edgell Grove Cemetery** be added to the Framingham Centre Common Historic District to allow the local district commission the opportunity to review alterations to historic resources. In addition the Plan identifies some properties that in spite of being listed on the National Register, are still threatened by lack of maintenance. The MWRA manages a number of historically and architecturally significant property that are both character defining and highly visible. While they were placed on the National Register of Historic Places in 1990, much of the infrastructure is poorly maintained and rapidly deteriorating. The **Farm Pond Gatehouse** of the Sudbury Aqueduct System, and the **George Bullard House** at 322 Salem End Road are both identified as threatened resources.

Cultural Triangle

The preservation of cultural resources is greatly enhanced by a community's understanding and use of those resources and by their visibility within a town's public realm. Framingham has chosen to highlight some of the community's cultural resources through programming and events aimed at raising awareness of the value of these resources and improving the quality of life of Framingham residents. The following is an inventory of the community facilities related to this effort. The inventory focuses on the proposed "Cultural Triangle" in the downtown area which is comprised of the Framingham Public Library, the Civic League, the Danforth Museum of Art, the Performing Arts Center of MetroWest and Nevins Hall (an auditorium located in the Memorial Building).

Cultural Economic Development

The Cultural Triangle is being conceived as a catalyst to economic growth as well as a way to enrich the lives of residents in Framingham and the surrounding communities. It is being viewed within the context of "Cultural Economic Development," that is part of a "Downtown Framingham Economic Development Strategic Plan."

The major impetus for the Cultural Triangle concept came from the START Framingham Partnership, established in 2002 in collaboration with the Massachusetts Cultural Council, Framingham Cultural Council, and Framingham's Planning & Economic Development Department to ensure that arts and culture play a fundamental role in Framingham's community and economic vibrancy. It is a Town committee dedicated to promoting arts and culture and economic vitality.

Supported by grants from the Wallace Foundation through the Massachusetts Cultural Council, and the Carlisle Foundation, START's mission is to strengthen community life in Framingham and contribute to the cultural and economic vitality of the town by broadening, deepening, and diversifying participation in the arts and cultural activities.

START envisions Framingham as a thriving town diverse in ethnicity, race, geography, and interests. The vision is that by the year 2008, Framingham will be known as the center of cultural life in MetroWest, with increased attendance at a range of new and existing, multi-cultural town-wide arts and cultural events.

START Framingham, supported in part by the Massachusetts Cultural Council (MCC) is a consortium of sixty individuals and organizations, appointed by the Town selectmen, working together to support Framingham's artists and cultural organizations. Framingham was selected as one of three communities in the state to receive a three-year grant from the Wallace Foundation to support and promote community participation in the arts. START is working to raise awareness of the arts and increase participation in arts-related activities among all segments of the population through innovative and creative methods. START's hope is to make Framingham the cultural center of MetroWest, to become a regional destination for art and cultural activities. The idea is to combine business and cultural activities to stimulate profitability in both sectors, attract

more people to the downtown and build on and contribute to the success of mixed use developments in the downtown.

START[93] has identified the following strategic goals:

- Celebrate the unique Framingham cultural story by honoring and supporting its diverse cultural traditions and community resources.
- Advocate for and facilitate the integration of arts and cultural activities and organizations into all downtown revitalization efforts.
- Identify ways to sustain the mission and vision of the START Partnership.

Among those joining forces to bring cultural economic development to Downtown Framingham are: the Performing Arts Center, the Framingham Civic League/Framingham Community Theater, the Framingham Public Library, the Danforth Museum of Art, EDIC, the Framingham Downtown Renaissance, and the Town of Framingham.

In addition to the organizations performing and providing lessons in downtown locations, a number of other activities supplement the combined efforts and goals of those involved in the Cultural Triangle; these include a Restaurants Discount Program supported by area restaurant owners, a number of seasonal festivals (including the Framingham Rotary's Multicultural Fair, Spring Into Arts and Winter Festival), and a Cultural Directory Website.

Cultural Directory

The Cultural Directory is a way for individuals to access the cultural resources in Framingham (people, organizations, venues, and events). The Cultural Directory has been a 2-year long effort of the START Framingham Partnership with funding from the Massachusetts Cultural Council and the Wallace Foundation. The Directory is intended to be used by the general public to find information regarding performances and/or lessons. It is also intended to be useful to the program staff of organizations and individual artists and musicians.

Annual events include:

- Framingham Rotary's Multicultural Fair at the Memorial Building, Town Hall: an annual celebration of the cultural diversity of Framingham – samples of ethnic foods, entertainment and exhibits and crafts from many cultures are provided free of charge.

- Spring Into Arts – an annual month-long festival featuring over 50 arts and cultural events at scheduled locations during parts of April and May. It is organized by the START Partnership. The events include such activities as a Multi-cultural Fair at the Memorial Building and a Family Drop into Art Program at the Danforth Museum. Framingham High School students' art work is also displayed. The Brazilian American Association has a day long festival showcasing Brazilian music, art and literature

- HEART of Winter Festival is a collaboration among the Cultural Triangle members, the START Framingham Partnership and the Framingham Downtown Renaissance. Events include films, puppet theater, plays, Brazilian Capoerira, African Dance and Drumming, and arts and crafts.

Components of Cultural Triangle

As previously mentioned the following are members of the Cultural Triangle and both due to their location and physical proximity to one another, as well as their commitment to the concept of working together to promote cultural economic development, have formed the "Triangle":

- Danforth Museum
- Framingham Civic League
- Performing Arts Center of MetroWest (PAC)
- The Framingham Public Library
- Nevins Hall (in the Memorial Building)

Danforth Museum

The Danforth Museum, located at 123 Union Avenue in the Downtown, is a nationally recognized cultural resource. Established in 1975, the Museum is a non-profit, privately supported, public art museum whose primary purpose is to provide education in the visual arts for MetroWest through its collection of American art, exhibitions, Museum School and outreach programs in the community.

Established as a grass roots organization in 1975 by a committed group of citizens, the Danforth Museum of Art has grown to become a vital cultural resource in the MetroWest community. The Museum provides visitors with entertaining and educational experiences in the visual arts. The Danforth educates the public through its collection of American art, changing exhibits of contemporary artists, classes and workshops in the Museum School, and a variety of community outreach programs. The Museum holds over 90 art classes and workshops each quarter for children, teens, adults and teachers. Additional programs include summer art programs for children and teens, family programs, tours, school/teacher programs, and studio art classes and other programs for adults.

The Danforth Art Museum attracts approximately 25,000 patrons annually from Framingham and the 14 contiguous towns in greater Metro-West, in addition to the 4,000 students from the Art School. Museum visitors and students use the building both during the day and evening hours. The Museum also hosts special events such as receptions, patron parties, films, and can be rented out on Sundays for birthday parties. There are 15 museum employees and 30 contract instructors in the art school.

Performing Arts Center of MetroWest (PAC)

The Performing Arts Center of MetroWest is located at 140 Pearl Street in the same building as the Danforth Museum; it has a separate entrance on Pearl Street which leads directly upstairs to where PAC is housed. PAC is a non-profit, accredited member of the
National Guild of Community Schools of the Arts, providing quality instruction in music, theater and dance for 25 years. They currently offer private instrumental and vocal music instruction; music, theater and dance classes; weekly pre-school performances; summer ensembles; and dance therapy. PAC is the home of the Moving West Repertory Dance Theatre and the PAC Family Players. Other performance opportunities include regular student and faculty recitals and open houses. Classes in music, dance and theater are offered to children of all ages. Productions generally include students in grades 3-8. Performances are at PAC or at the Framingham Civic League Theater, another member of the Cultural Triangle.

Moving West Repertory Dance Theater was founded at PAC in 1988 to create, produce and perform diverse contemporary dance works which foster artistic collaboration. Under the Artistic Direction of founder Lynne Johnson Grynkewicz, Moving West has performed throughout New England and collaborated with a wide range of musicians.

Framingham Civic League, Inc.

The Framingham Civic League is located at 214 Concord Street in the Dennison Building. The building was recently repaired including repairs to the roof and the auditorium was converted to a theater.

The Framingham Civic League is a private non-profit charitable community resource that offers programs and collaborates with other organizations to meet civic, social, recreational and cultural needs of Framingham and its neighbors (including Ashland Dover Framingham Holliston Hopkinton Lincoln, Marlborough Natick Sherborn Southborough Sudbury Wayland Wellesley and Westborough).

In addition to cultural activities and events, the Civic League offers a variety of services and programs including Saturday Meals Program to homeless and low-income individuals and families prepared in the League's kitchen and served by volunteers in the Turenne Auditorium. The League also offers English as a Second Language Classes (ESL) at a variety of levels, four times a year.

The Turenne Auditorium has a capacity of 400 people and is available for rent as are the meeting rooms and the gymnasium. Discounts are available for non-profit organizations and members of the Civic League.

The Framingham Community Theater is sponsored by the Civic League and has as its goal to provide high quality community theater in Framingham for the MetroWest region. The Theater would like to help the League meet its goals of promoting cultural development and art in the community. The Civic League would like to continue to improve its facilities, outreach and program development in order to achieve these objectives. As part of its Strategic Plan, the

League includes the goal of renovating its facilities by the year 2009 so that "they are appealing and functional for a wide range of uses." They are also developing a long term marketing plan and working with other members of the Cultural Triangle to develop additional programs that serve the interests of the community.

Framingham Public Library

The Main branch of the Framingham Public Library is located Downtown at 49 Lexington Street. The Library is an important member of the Cultural Triangle in a number of ways including the fact that it records approximately 8,000 visits/week; visitors are from a wide variety of backgrounds and include all ages. These visitors can be encouraged to spend more time in the Downtown as more cultural activities are offered and they can then contribute to the economic vitality of the area by fulfilling some of their other needs in downtown shops and restaurants.

In addition to promoting literacy and literature, the library supports cultural activities by providing a wide range of programs related to the arts. These include film showings, book clubs, presentations by authors, photography exhibits, arts and crafts workshops, etc.

The Library is also involved in active partnering with the Danforth Museum, that is, they collaborate on programming. For example, during Children's Book Week, the Museum displayed some of the books being read and discussed at the library. They also cross-promote events so as to increase visibility. The Library and the Museum are engaged in discussions on how to increase the frequency of joint programming and even how to create some streetscape improvements which will act to physically connect the two institutions located a block from one another.

Nevins Hall

Nevins Hall is a very attractive 2,200 seat auditorium located in the historic Memorial Building. It is currently used for a wide variety of venues.

A Memorial Building Study Committee has recently made recommendations regarding repairs and a long term plan for its use is being considered.

The Town has applied for a $1million state cultural grant to refurbish the space including improving the acoustics. Additionally, Town Meeting recently (Spring 2007) approved some funding to make improvements to the stage area.

Currently the space is rented out for a wide variety of activities including weddings, private parties, musical performances, Framingham State College theatrical events, circus acts, and special regional church services. The Hall can accommodate 533 persons if there is food being served or 1700 persons in the auditorium seating. The goal is to renovate the space and attract more up-scale shows.

programming, coordinate with each other to increase the role of art and culture in the community, and contribute to the economic vitality of the downtown.

Future Plans/Needs

The Cultural Triangle concept has been enthusiastically embraced by its members who have as their combined goal to implement this vision by continuing to revitalize the downtown in an incremental way and to secure funding for projects while simultaneously putting effort into developing and attracting cultural activities into the arts and cultural organizations and forums. Towards this end the members of the Cultural Triangle plan to continue to improve their facilities, outreach to the community, provide additional

START's goal to focus on arts and culture in Framingham is intended both to help to focus on the positive features of the town and help the town's self-image as well as to act to fill in for the anchor stores that have left the downtown by creating a new draw for residents and visitors. In order to meet these objectives the organization's goals for the future include to:

- Turn Nevins Hall into a major auditorium (by renovating it) so that it can bring in major events. State funding will be used to conduct a survey to determine what kinds of events would be successful in the MetroWest region and what type of specific performance venues they would require (e.g. scale, lighting, acoustics, etc.) in order to design the renovations to a specific target group of performers.
- Increase the recognition and support of arts and cultural offerings among residents and Town Meeting.
- Create a long term funding plan (grant money is running out, choices for the future include state funding, Town funding or a combination of both)
- Increase awareness among the public regarding the organization's mission and purpose and make clear to residents and others how they can participate in the effort to bring more art and culture into Framingham's downtown.
- More clearly articulate the needs of the organization so that those who would like to contribute have a clearer sense of what is needed for the success of the Cultural Triangle.

As stated earlier the concept of the Cultural Triangle is part of a multi-pronged approach to revitalizing the downtown. In order for this to be successful, physical improvements – both aesthetic and functional– will make a difference in attracting patrons to the area. Some of these (as outlined in the Strategic Downtown Economic Development Plan[94]) include:

- Resolving downtown traffic issues (including updating the Route 126 Corridor Study)
- Providing convenient, appropriate parking options (including connecting the underutilized Pearl Street Parking Garage to the downtown)
- Enhancing pedestrian experience (including improving pedestrian access between the MBTA stations).
- Improving storefronts and window displays (including encouraging the use of the CDBG funded Sign and Façade Improvement Project)
- Supporting the development of mixed use projects that will bring in residents to live on upper stories to act as a sort of "captive audience" to artistic and cultural events as well as

[94] Information from Downtown Framingham Economic Development Strategic Plan, Status Report, Kathleen Bartolini, Director of Planning & Economic Development, Feb. 14, 2006. Power point presentation. (http://www.framinghamma.org/planning_dept/DTown%20Plan%20Status_For%20Web.pdf)

to creating synergy by providing a stimulus for additional shops and restaurants to open in the downtown so that they add to the ethnic mix which already exists.

- Enhancing downtown gateways

OPEN SPACE AND RECREATION[95]

Open space and the opportunity for recreation are important aspects of communities for a variety of reasons. They provide areas for community celebrations and solitary reflection, for active sports and passive enjoyment. Open spaces help define the physical character of a community by supporting forests, fields, rivers, playgrounds and beaches. They often contribute to the environmental health of a community by preserving wetlands that help store and clean water and protecting forests and urban trees that filter, clean, and cool air in the summer, and provide habitat to sustain a variety of species. Recreation and play is critical for healthy human development. Playgrounds, parks, beaches, playing fields and natural areas provide opportunities for residents of all ages to participate in activities they enjoy in places that stimulate or nurture them. Framingham's commitment to open space and recreation is reflected in the quality of life it offers to its residents and visitors.

Undeveloped and recreational land in public and private ownership comprise about one-fifth of the town's total land area. Privately owned open space comprises 40% of the total open space. Privately owned open space to which the public has access includes two golf courses, the Garden in the Woods, and several parcels belonging to the Sudbury Valley Trustees. Institutional sites with large amounts of open space include Bethany Center and the United Church of Christ Conference Center. The largest public property in Framingham is Callahan State Park, managed by Massachusetts Department of Conservation and Recreation. Other areas include parks, school grounds, and conservation areas (Lozano, White and Associates, Inc).

Open Space and Recreation Plan

The Town of Framingham completed an updated Open Space and Recreation Plan in 2003. This Plan includes a park system inventory of Town, state and private parks in Framingham noting their level of protection. The plan also includes a list of the most popular recreational activities participated in as defined by respondents to a Citizen Participation Questionnaire; and a list of the recreational resources needed in Framingham. The last sections of the Plan feature goals and objectives, followed by a five year action plan.

The 2003 Open Space and Recreation Plan contains detailed discussions of open space and natural resource issues, needs, and priorities, and serves as the basis for this chapter as well as much of the Natural Resources chapter. The Town is currently updating the 2003 Plan.

Protected Open Space

"Protected open space" is land set aside and permanently restricted for conservation, agriculture or passive recreation purposes. This includes parcels protected from development and managed by the Conservation Commission; Town-owned parcels not intended for sale or development but managed by an organization other than the Conservation Commission; parcels owned by the

[95] Open Space and Recreation Plan, 2003

State or Federal government; quasi-public; and private properties subject to conservation restrictions or other legal limitations.

Conservation Properties

The Conservation Commission owns and maintains about 400 acres (46 properties made up of 109 parcels) protected land that is open to the public for passive recreation. Much of the land is scattered throughout town, protecting small wetlands and woods in neighborhoods. The majority of the properties allow access to the public but many are not clearly marked to indicate the presence of the property or its intended use. Several parcels are quite large and are wonderful for hiking, cross country skiing, bird watching and other passive recreation. Some of the larger sites include:

- Wittenborg Woods is an 86.4 acre parcel located in the northwest area of Framingham. This parcel features both upland forest and wetlands. It offers an abundance of hiking trails.

- Morency Woods is a 14.5 acre parcel in the southwest Framingham, primarily in Natick. Framingham acquired the property in 1894, possibly in connection with Framingham's first sewer system. The woods, stream, and wetlands of Morency Woods provide rich habitat for a variety of wildlife including mammals, birds, amphibians, and reptiles. A trail system provides access to the woods from Morency St. in Natick and Arthur Street in Framingham.

- Cochituate Brook Reservation is a 27-acre property in the northeast area of Framingham. The property surrounds the beginnings of Cochituate Brook as it comes from a dam on Lake Cochituate until it crosses Old Connecticut Path to drain into the Sudbury River. It hosts several trails or parts of trails including the Cochituate Rail Trail.

- Macomber, a 57 acre parcel in the southwestern area of town encompasses meadows, wetlands and upland forest. The north border is Stearns Reservoir #1 which is maintained by the Massachusetts Water Resource Authority. Barton Brook runs through the property creating wooded wetlands. A variety of trails transect the property including old carriage roads with stone and metal grate bridges where they cross Barton Brook.

Parks and Recreation Properties

Approximately 179 acres of recreation land are under the jurisdiction of the Parks and Recreation Department. Table 66 presents a summary of the Town's public open space areas, drawn from the Open Space and Recreation Plan.

Table 66: Recreational Park Inventory

Park	Acres	Location	Amenities
Anna Murphy	3.0	Cove St. and Lake Ave.	Playground Equipment, (2) Tennis Courts, Baseball (Little League)
Apple Street Playground	0.5	Bethany Rd.	Playground Equipment, Basketball Court
Arlington Street Playground	1.8	Arlington St. and Gordon St.	Playground Equipment, Basketball Court
Bates Road	2.6	Off Hollis St.	Playground Equipment, Baseball (Little League), Basketball Court
Bowditch Field*	18.2	Union Avenue	Lighted Baseball,, (4) Lighted Tennis Courts, Lighted Football, Lighted Outdoor Basketball, ¾ Mile Jogging Area, Track, Fitness Course with (20) Exercise Stations, Stadium Seating
Butterworth Park	10.5	Grant St. and Bishop St.	Playground Equipment (4) Tennis Courts
Danforth Park	9.1	Danforth St	Playground Equipment, Little League Field, Basketball
Farm Pond Recreation Area	26.6	Dudley Rd	Passive Recreation; Walking Trails, Non-powered Boating, Playground Equipment, “Tot Lots”, Picnic Areas, Fishing
Furber	3.8	Fairbanks Rd.	Limited Playground Equipment, Baseball (Little League), Basketball Court
Long’s Complex	29.4	Dudley Rd.	Lighted Softball, Lighted Baseball (Little League), Outdoor Lighted Basketball, Football, Soccer
Mary Dennison Park	14.0	Beaver St.	(2) Softball Fields (one lighted), Baseball, Football, Soccer, (2) Outdoor Basketball Courts, Playground Equipment
Mason Park	4.7	Maple St. and Franklin St.	Playground Equipment
Merchant Road	2.9	Merchant Rd.	Soccer Fields (United Soccer)
Mt. Wayte	1.0	Chautauqua Ave.	Playground Equipment
Muster/Galvani Field	6.7	Guadalcanal Road	(2) Soccer, (2) Softball, Football
Nobscot Park	7.2	Edgell Road	Passive Recreation
Oakvale	3.2	Burbank Cir., off Hadley Rd.	Playground Equipment, Baseball (Little League)
Reardon Park	3.0	Brownleaf Rd, off Old Conn.	Playground Equipment, Baseball (Little League)

Park	Acres	Location	Amenities
		Path	
Simpson Park	1.6	Simpson Dr.	Passive Recreation
Temple Street Playground	1.8	Temple St.	Playground Equipment
Cushing Memorial Park		Dudley Rd.	Passive Recreation
Woodfield	7.0	Sloane Dr. and Gregory Rd.	Playground Equipment
Victory Field	6.5	Auburn St. Ext.	Soccer Fields (United Soccer)
Winch Park	10.0	A St.	Baseball, Basketball, Soccer, Softball, Tennis, Multipurpose Field (Field Hockey, Lacrosse, Football)
Beaches			
Lake Waushakum	1.0	Nipmuc Road	Beach
Learneds Pond	1.0	Lower Shawmut Terrace	Beach
Saxonville Beach	.7	Lake St.	Beach
Passive Areas			
Centre Common	5.3	Edgell Rd	Passive Recreation
Downtown Common	0.4	Concord and Franklin St.	Passive Recreation
Gallagher Park	1.3	Concord St.	Passive Recreation, Access to Gleason Pond
Merriam Park	13.3	Dennison Ave.	Passive Recreation
Veterans Park	1.0	Concord St.	Passive Recreation

Source: http://www.framinghamma.gov/parks/locations.htm

Bowditch Field[96]

Bowditch Field is an important recreational facility for the town, its schools and the region as it hosts events as diverse as residents' morning walks to high school and college sports events, music concerts and men's and women's professional soccer. The stadium has also been made available for unique events such as the Statewide School Marching Bands. It is the only facility in Framingham that can accommodate the high school graduation that has as many as 4,500 attendees. In 2006 over 50 events occurred at the stadium, making it a central facility for the local and school community.

Athletic/recreation facilities take up most of the land area of the Bowditch Field Complex and include the basement of the administration building, which houses public toilets and locker rooms. The centrally located stadium contains an athletic field and recently refurbished synthetically surfaced track. The field is used for football, soccer and other sports competitions. The field is flanked on the east and west by concrete grandstands built in the 1930's and seat approximately 1,920 spectators each. The grandstands are in poor condition with significant structural and accessibility issues. A steel bleacher structure for approximately 1,290 spectators is located in the southern "D" area and also does not meet current Massachusetts accessibility codes and building codes.

Other fields and courts within the Bowditch Field complex include a baseball field with bleachers to accommodate around 200, two basketball courts and four tennis courts. Other track event facilities other than the track itself are also located on site.

The Parks and Recreation Department Administration is located on the main floor of the building and includes offices and meeting spaces as well as toilet areas and a small locker room and shower. Maintenance facilities are located on the basement level along with locker facilities shared by maintenance staff and sports teams. Toilet rooms for patrons are also located in the basement. Accessibility and building code issues exist throughout this building as well.

In addition to the maintenance facilities within the basement of the Administration Building, the Parks and Recreation Department has an equipment maintenance building west of the home grandstands, stores vehicles and equipment beneath grandstands and along the Sudbury River and stockpiles material stockpiles along the river.

Main roadways within the site are paved, although the majority is in very poor condition. On-site parking is limited with most of the areas used for parking cars neither paved nor striped. Event parking takes place both on and off site and includes lawn parking, and parking at the Callahan Senior Center, along Walnut Street, and in numerous local privately owned parking lots.

Consistent with the Town's goal to upgrade its recreational facilities as stated in the 2003 Open Space and Recreation Plan, the Parks and Recreation Department and the Parks and Recreation Commission retained a consultant to assist in the development of a Bowditch Field Master Plan in 2005. There were seven original projects driving the Master Plan:

[96] Bowditch Field Master Plan

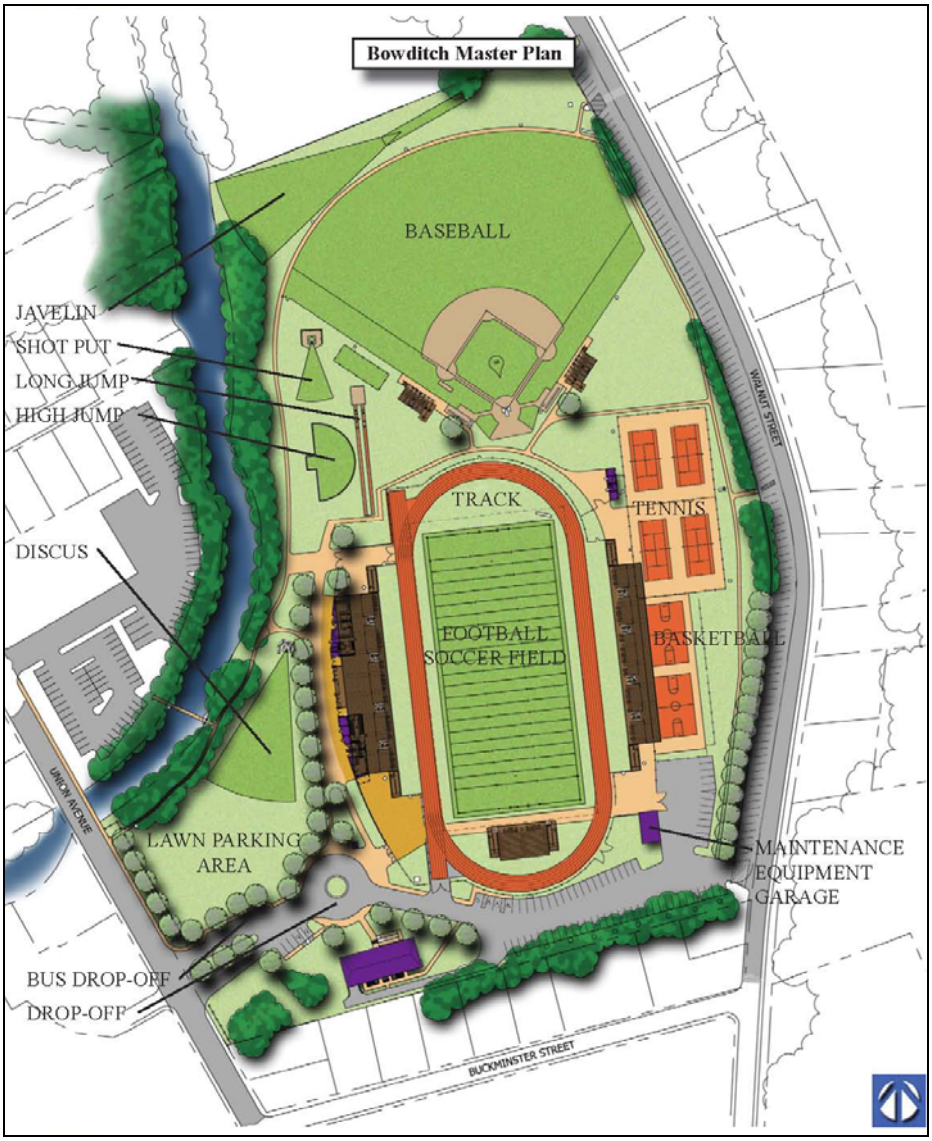
- Concrete Grandstand Refurbishment
- End Zone Bleacher Replacement
- Accessible Locker Rooms and Public Bathrooms
- Maintenance Facility and Garage
- Driveway and Parking Lot Improvements
- Streetscape Design and Improvements at Union Avenue
- Handicapped Accessible Baseball Field Bleachers

In addition to these original seven project goals, additional goals were added as the project progressed through the Bowditch Field Master Plan's public process. Those include:

- Incorporating accessibility mitigation as defined in the recently completed Town ADA Self-Evaluation and Transition Plan
- Addressing and upgrading deficiencies related to current building and fire codes
- Assessment of current electrical service, and solutions for reducing demand charges currently incurred for lighting of athletic facilities
- Incorporating the needs of the newly reconstructed, and continuously growing, Callahan Senior Center as they relate to parking, exercise, and recreational activities
- Unifying the appearance of Bowditch Athletic Complex and the adjacent Callahan Senior Center
- Creating a more environmentally friendly facility by reducing construction impacts in the existing Sudbury River floodplain and riverfront buffer zone.
- Eliminating incompatible use on the property by effectively separating maintenance operations from pedestrian and recreational use.
- Blending Bowditch Athletic Complex into the surrounding neighborhoods through improved streetscapes along both Union Avenue and Walnut Street
- Formalizing and delineating some of the existing parking areas to increase efficiency.

With all of these goals in mind, the Parks and Recreation Department and the Parks and Recreation Commission, assisted by Kaestle Boos and Lincoln consultants, worked to develop a comprehensive master plan that includes a phasing schedule for financial purposes and for the continuity of services. The total cost for all three phases is estimated to be around $6.75 million.

Figure 28: Conceptual Plan for Bowditch Field Complex



Source: Bowditch Field Master Plan, 2007

Cushing Memorial Park

The Town is continuing to improve Cushing Memorial Park, another key open space in Framingham that has resulted from the conversion of a former hospital site into a passive central park. Phased improvements began over a decade ago as a result of the park's master plan that outlined three themes for the park, open space, health and history. Phase I and II have been completed, Phase III is in process, and phases four and five are within the six-year Capital Plan.

Phase I (completed in fall 2004) included a decorative parking lot and extensive landscape enhancements near the chapel. The 911 Committee worked with the Department to complete a living memorial consisting of a gazebo with a grove and pathway dedicated to those who perished in the tragic events of September 11, 2001.

Phase II (completed in spring 2006) also included a decorative parking lot and extensive landscape enhancements on the side of the park abutting Keefe Technical School. In addition, through a collaborative effort with Keefe Technical School, the Department renovated the old Academy Building.

Phase III construction is scheduled for fall 2007 through spring 2008. The major area to be addressed will be the corridor along side of Barbieri School. In addition to the capital improvements to Cushing Memorial Park, the Parks and Recreation Department has requested that the Town consider acquiring lands adjacent to the park if they become available.

Parks and Recreation Capital Plan

Also in support of the 2003 Master Plan's recommendation to update and improve facilities the Parks and Recreation Department developed a 55 item Capital Plan documenting items that need to be considered. (See Attachment: Parks and Recreation Capital Budget) This Capital Plan represents a time line of six years through fiscal year 2013. The Department is now working on a new Capital Plan that will project needs out 20 years.

Lands Under Agricultural and Conservation Restrictions

In addition to open and recreation space owned and managed by the Town, there are other lands that contribute to a town's open space inventory and its rural character. Some tools for protecting these lands are Agricultural and Conservation Restrictions. The Agricultural Preservation Restrictions (APR) program allows the state, Town, or combination of the two, to purchase the development rights on farmland in order to preserve the land's use for agriculture. The owner is compensated by the difference between the full market value (development value) and the agricultural value (the current use).

The only property in Framingham falling under this classification is Hanson's Farm on Nixon Road.

Private property can become permanently protected open space when a conservation restriction is placed on the property. Conservation Restrictions (CR) are development rights held by the state or other not-for-profit land protection agency with additional restrictions held by the Town. CRs ensure that land will remain in its natural, open condition. The land remains in the ownership of the landowner, but the "development rights" have been purchased by the state, Town or land trust. Table 67 shows the parcels in Framingham protected by Conservation Restrictions.

Table 67: Conservation Restrictions

Parcel	Address	Type of Restriction	Grantor	Grantee	Acres	CR Recorded	CR Approved	Exp Date
Aronson-Combs	33 Wayside Inn Rd	CR (1)	B. Aronson	SVT	6.7			none
Belknap	Portions of 153, 85, 59, & 37 Belknap Rd	CR (1)	B. Plympton	Con Com	13.9	7/5/73	10/25/73	none
Belknap	Portion of 289 Belknap Rd	CR (1)	L. Kendal	Con Com	4.3	7/5/73	10/25/73	none
Harrington	32 Nixon Rd	CR (1)	G. Harrington	SVT	80.0	2007	2007	none
Hilltop	Portions of 93 Parmenter Rd. and 7 Hilltop Ln	CR (1)	Hill Top Acres	Con Com	4.0	2/14/80	2/22/80	none
Knox Trail	0 Dartmouth Dr	CR (1)	Campanelli, Inc.	Con Com	1.2	5/4/79	5/31/79	none
Overly	1101 Edmands Rd	CR (1)	E. Overly	SVT	19.0	2007	2007	none
Riverpath Dr		CR (1)	Riverpath Assoc	Con Com	5.6	12/4/03	9/13/04	none
Shady Lane	East portions of 4, 6, 8, 10, 12 Shady Lane	CR (1)	Creative Housing Co. Inc.	Con Com	0.1	4/20/82	5/5/82	none
Wittenborg Woods	55 Wayside Inn Road	CR (1)	Town of Framingham	State	62.7	1999	1999	none
Brimstone Lane	portion of 287 Brimstone Lane	CR	Albermarle Realty Corp.	Con Com	21.0	In process		
Stearns St.	90 Stearns St.	CR	Keith O'Reilly	Con Com	2.6	In process		
Perry Henderson Dr.	Eastely portions of 14, 16, 18, 20, 22, 24, 26, 28, 30, 32, 42, 44, 46, 48, 50 Perry Henderson Dr.	deed restr (2) (3)	National Development Corp.	Con Com	1.8	1983	1983	2013
Legatt-McCall	8 Legatt-McCall Connector	deed restr (2) (4)	Lambda Ltd. Part.	Con Com	2.8	1994	1994	2024
Lavelle-Surro Dr EXPIRED	Portions of 8 & 10 Lavelle Ln. & portions of 1,3,5,9, 9, & 11 Surro Dr.	deed restriction	Colony West Inc.	Con Com		1967	1967	1997

Notes:
(1) MGL Ch 184 Sec 32. Approval by State Secretary connotes perpetual protection and right to enter to monitor
(2) MGL Ch 184 Sec ??. Unapproved CRs are enforceable and monitorable, but subject to 30 year limitation (so must be rerecorded every 30 years).
(3) Perry Henderson will expire in 2013, unless a new CR is approved by Secretary and recorded.
(4) Legatt McCall is a perpetual restriction, notice must be given prior to entry. It would be best to get a new CR approved by Secretary and recorded.
Source: Framingham Conservation Commission, February 2008

Partially and Unprotected Open Space

Current Use lands (Chapter 61, 61A and 61B)

Parcels taxed under the Chapter 61 (Forestry), Chapter 61A (Agriculture), and Chapter 61B (Recreation) tax classification are in private ownership and may be considered as partially protected open space areas. The tax classification enables the lands to be taxed at their use value rather than the full fair market value. The Town has the right of first refusal if the parcels are sold prior to the expiration of the tax abated status. Owners of land classified under Chapters 61, 61A, and 61B must notify the Town before selling or converting the land to another use. The Town has 120 days to decide whether to exercise the option to purchase the land. This allows the Town to protect individual open space parcels as they enter the market or become threatened by development. Approximately 869 acres of land (a total of 41 parcels) in Framingham are under this tax classification.

School Property

The School Department manages many properties, some of which are shown in the recreational park inventory. While unlikely to be developed for residential or commercial uses, there are no prohibitions against these changes. The Parks and Recreation Department is responsible for the management and maintenance of thirty-two of the fields on school property. The schools provide a total of fourteen softball fields, three Little League fields, twelve soccer fields, three Lacrosse fields, six tennis courts and one track.

Tax Exempt Property

Framingham contains 990 acres of tax exempt property. These parcels include non-profit organizations, private recreation land, cemeteries and major institutional holdings. These tax exempt parcels are privately owned and in most cases are not protected open spaces. Many of these properties do however, contribute to the town character and provide recreational uses.

Cemeteries are typically tax exempt properties, are often historically significant, and can be noteworthy open spaces used for walking, sight seeing and other passive pursuits. Framingham's cemeteries include the following.

Table 68: Framingham Cemeteries

Cemetery	Location
Edwards Cemetery	Edwards St
Old South Cemetery	Winthrop Street
Main Street	Main Street (Old Burial Ground)
Edgell Grove	53 Grove Street
St. Stephen's	Fenwick Street
St. Tarcisius	Bethany Road
St. George	Cherry Street

One exceptional private recreation land in Framingham is Garden in the Woods, owned and operated by the non-profit New England Wildflower Society. Founded in 1900, New

England Wildflower Society is America's oldest plant conservation organization. Garden Founder Will C. Curtis deeded Garden in the Woods to the Society in 1965. The forty-five acre native plant botanic garden in Framingham is the Society's headquarters and living museum. The Garden is open to visitors between April 15 and October 31. It is the largest landscaped collection of wildflowers in New England, containing over 1700 kinds of plants, including over two hundred rare and endangered native species. The Garden in the Woods also contains the largest retail native plant nursery in New England. Again, while it is highly unlikely that this property will be sold for commercial or residential development, it remains an unprotected open space.

Indoor Recreation Facilities

The Town of Framingham owns and operates two indoor recreation facilities. Danforth Gym and Recreation Hall located on Pearl Street are open seven days a week for various recreation programs and group activities. Edward F. Loring Skating Arena located on Fountain Street is a municipal skating arena for area groups on a rental basis. The Arena is home for the Bay Path Figure Skating Club and Framingham Youth Hockey. Public skating and stick time are available September through April.

Keefe Pool located on Winter Street, is owned and operated by Keefe Technical School. It is used by Framingham Parks & Recreation for public swimming programs from October through April.

Edward F. Loring Skating Arena

Beaches

There are three Town Beaches staffed from Mid June to Mid August.

- ***Learned Pond***- Lower Shawmut Terrace (off Prindiville Ave)
- ***Saxonville Beach*** Lake Road (off Old Connecticut Path near Wayland Town line)
- ***Waushakum*** – 54 Nipmuc Road (off Route 126 near Ashland Town line)

Outdoor Recreational Facilities

There are two regional facilities in whole or part in Framingham: Cochituate State Park and Callahan State Park.

Cochituate State Park

Cochituate State Park is a popular regional day use park featuring water based recreational opportunities including boating, swimming, windsurfing, and fishing on its three large lakes. Picnicking, swimming, and boat launching are limited to the main area of the park on the middle lake and boaters can gain access to the other lakes through channels under roadways. The Park is within both Framingham and Natick with primary access off Route 30 in Natick.

Callahan State Park

Callahan State Park is an 820-acre day use area located in Northwest Framingham. Callahan has seven miles of marked trails and is used for activities including fishing, hiking, horseback riding and cross-country skiing. Within the park are nearly 100 acres of open fields, 70 acres of which are currently under an agricultural lease.

Recreation Programs

Framingham Parks and Recreation Department provides over 200 formal programs geared toward a varied population including adults, youth, seniors, pre-school, and special needs Services are provided through a combination of user fees and public tax dollars. In 2006 the Department had just fewer than 20,000 users in formal programming. All programs are available to Framingham residents. Some programs are available to non-residents for an additional fee.

The department operates 62 athletic fields for a variety of sports. Fields are available for group use by permit only. In addition there are three public beaches, 20 tennis courts, an indoor recreation center, and several passive recreation areas. The department had over 14,000 events scheduled on their facilities this past year.

Policies for all recreation programming and facilities are determined by the Framingham Park and Recreation Commission, which consists of a five member board appointed by the Board of Selectmen.

The Department is administered by a full time professional staff overseen by the Director of Parks and Recreation, who reports directly to the Town Manager.

Open Space and Recreation Needs

Conservation/Environmental Needs

The two primary needs associated with Conservation land in Framingham are to make better use of existing property that can handle additional use, and to preserve other areas in their natural undisturbed state. The 2003 Open Space and Recreation Plan noted that trails and other passive and low intensity facilities are not clearly marked. Trails are also not well maintained due to a lack of funds. It is vital to provide more resources to improve the management of the properties. The Plan recommends that an evaluation be conducted to ensure that each property is being used properly. The residents of Framingham have expressed an interest in creating natural and wildlife preserves and areas for nature observation

In 2005 the Framingham Conservation Commission began an active land management program. Conservation Land trails were GPS located and trail maps of the six main Conservation Lands were published: Macomber Woods, Wittenborg Woods, Morency Woods, Carol Getchell Nature Trail, Cochituate Brook Reservation, and Nobscot Park.

The Conservation Commission adopted Regulations Governing Use of Conservation Land to specifically deal with encroachment issues on Conservation Land. In 2006 the Commission began a Conservation Land Boundary Delineation Effort which included marking Conservation Land boundaries and noting areas of encroachment. When time permits, the Commission will establish procedures for rectifying encroachment issues.

In 2007, the Conservation Commission established a Volunteer Stewardship Program. A primary and secondary steward was assigned to each of the six main Conservation Lands. Over 20

volunteers have participated in seasonal work days that involved clearing trails, removing invasive species, erecting fences, removing trash and repairing bridges.

Another aspect of open space that is often overlooked is “openness”. This deals with the amount of open space surrounding a building or other area of focus. The majority of historic buildings in Framingham was developed during prime agricultural production and is thus surrounded by open space. It is important to preserve the settings of these historic building/districts by limiting the density and square footage of new development that are adjacent to these areas. It is also important to maintain lines of sight to view natural features and architecturally significant structures.

Community Needs

Many of the Town’s recreation facilities have undergone recent renovations resulting in improvements in the quality and types of recreational facilities available to Framingham residents. However, more updates and improvements are needed to bring Framingham’s aged facilities up to date. It is also important to provide new facilities. According to the Town’s Parks and Recreation Director, the largest demands that cannot be accommodated with the current facilities are lacrosse, soccer, tennis and bicycling.

The Parks and Recreation Department offers various recreation programs throughout the year for a wide range of age groups. However, some residents feel that they are not adequately informed of the availability. Consequently, some adjustments may need to be made in the advertising strategy. According to the Parks Department Director, the primary recreational programs which are desired by residents but appear to be lacking are bowling, and a greater variety of programs that accommodate the disabled and youth at risk.

The Plan further broke down the facility needs by use.

- **Bicycling:** Currently, the Town does not have a bicycle trail system; however, options are being explored to accommodate this unmet demand. The Town is developing the 1.4 mile biking and hiking Cochituate Rail Trail. It is also exploring the opportunity to create a bike path around Farm Pond, a rail-trail on an abandoned railroad right-of-way and bike paths that would provide linkages between several major parcels of open space in the area.

- **Boating:** More public boat landings should be developed on water bodies that can accommodate that type of use without harming the natural features. Canoe access in particular is needed one of which could be provided at the Sudbury River trail head. Increased access to Reservoirs is also desired.

- **Playfields:** There is a need to create multi-use fields that will allow more flexible use of facilities to accommodate demand during fluctuating athletic seasons and changes in sport popularity.

- **Basketball:** Residents have expressed a need for a more even distribution of recreation opportunities. Additional basketball courts in areas outside the Southside and Southeast districts are needed.

- **Golf:** The Town currently has two golf facilities but only one is available to the general public. Framingham Country Club contains an 18-hole course available only to members and guests. The Millwood golf course is a 14-hole course that is privately owned but available to the public for a fee. The Millwood property may be available for purchase by the Town and should be investigated.

- **Tennis:** The need for tennis courts is primarily due to school programs; although there is strong community interest as well. An increase of courts in particular at the Middle Schools would support the needs of the athletic program as well as the general residency.

- **Swimming:** The Town seems to have a sufficient amount of fresh-water swimming for its population, although a continued emphasis on water quality improvement is required. However, due to the unequal distribution of water features, it would be desirable to develop swimming pools in areas not served by natural waters. While the Keefe Pool is used for public programs, the Parks and Recreation Department feels that there is a need for a pool dedicated to programming for school teams, town teams, and swim lessons.

Management Needs and Additional Opportunities

Parks and Recreation Department staffing will need to grow to keep pace with the increased demand for services and programs.

The Parks and Recreation Department has recommended that the care and custody of school owned athletic fields be transferred to the Parks and Recreation Department along with the additional operating resources to manage them. This would ensure they receive a high priority for upkeep consistent with their level of use.

The Town expects to continue its program of updating and adding facilities to respond to unmet needs. Converting existing fields to synthetic turf will allow extended playing seasons and likely be less expensive than acquiring land and constructing new fields. In particular by making a concerted effort to locate new facilities in the areas with the fewest facilities, recreational opportunities will become more available to a greater number of people.

Open Space and Recreation Opportunities

Non-Traditional Recreation

Bicycle and pedestrian trails may be a viable tool for creating a green infrastructure that would satisfy multiple goals: habitat and species protection, water resource protection, cultural and historic view protection, and recreation. They also contribute to the livability of a neighborhood by making it more walkable, allowing residents to travel within their neighborhoods and beyond without getting into their cars or providing safe routes to schools and recreation areas. Bicycle and pedestrian trails can become social spaces within communities leading to increased interaction among community members and a greater sense of trust and affiliation.

Acquisitions

The 2003 Open Space and Recreation Plan included the following list of properties to be assessed for acquisition and or protection.

Table 69: Properties to be Assessed for Acquisition and/or Protection

Name/Description	Location	Acres	Potential Use
MDC-Owned Property/Bullard House	Salem End Road	6	Public access to reservoirs, scenic & historic
Commonwealth Gas Site	Leland Street	25	Athletic fields
Civic League Property	Edmonds Road	20	Link to conservation areas
Millwood Golf Course	Millwood Street	55	14-hole golf course, cross-country skiing
Eastleigh Farm	Edmands Road	125	Conservation, hiking, agriculture, scenic and historic resources, linkage to Callahan State Park
Oxbow	Saxonville	30	Conservation, canoe launch, geologic features
Brimstone Estates Open Space Parcel	Brimstone Lane	18	Conservation, hiking, wildlife habitat
Land in Nobscot	Off Edmands Road	24	Potential to be explored, greenway linkage
Lockland Avenue Acreage	Between Lockland Avenue and Sucker Pond	12	Potential to be explored
Bethany	Bethany Road	30	Trails, buffer for adjacent residential area
Pilgrim Camp and Conference Center	Badger Road and Salem End Road	30	Conservation, trail linkages, hiking, agriculture, scenic and historic values
Morency/Arthur Street Woods	Arthur Street	14	Conservation, walking
Davitt Center Property	Edgell Road		
Knox Trail Council Boy Scout Reservation	Side of Nobscot Hill, Edgell Road	131	Conservation, hiking, wildlife habitat, geologic and historic resources, linkage with conservation properties and Bay Circuit Trail, vernal pool protection
Guild Road Parcel	Guild Road	11	Conservation, trails
Marist Brothers Property	Pleasant Street		Agriculture, scenic value
CXS/South Sudbury Railroad ROW			Rail Trail, linear park
Auburn Street Buffer Parcel	Auburn Street	1	Conservation scenic
Greater Callahan Quadrant	Various		Potential to be explored

2003 Open Space and Recreation Plan, Appendix Q

Attachment: Parks and Recreation Capital Budget

(Updated After Capital Budget Appropriations 07TM)

Priority		FY08	FY09	FY10	FY11	FY12	FY13
1	V#1F250 4x2 Pickup	$23,963					
2	V#2 F550 4x2 Crew Cab Dump	$49,350					
3	V#3 F350 4x4 Ext Cab Pick Up	$29,794					
4	V#4 F650 4x2 Dump	$56,174					
5	Callahan Phase 3, Function room & Caterers Kitchen	$468,268					
6	Bowditch Phase I-Construction Grandstands& Maintenance Bldg.	$2,145,317					
7	Cushing Memorial Phase 4	$450,000					
8	Winch Grandstand Demolition and Replacement	$147,275					
9	Beach - Storm Drain Management- Phase 2	$974,486					
10	Construction of Roller Blade Park	$391,651					
11	V#5 Jacobsen 9016 Gang Mower		$87,670				
12	V #6 F250 4x4 Ext Cab Pickup		$28,057				
13	V# 7 Ford Fusion 4 Door Sedan		$17,163				
14	Bowditch Complex Phase 2 Streetscape, Parking, Locker Rooms		$1,500,000				
15	Park and School-Fence & Backstop Repair Phase 3		$888,441				
16	Computerize Control of Irrigation Systems		$61,057				
17	Butterworth Park Renovation and Irrigation		$1,487,369				
18	Relamping Baseball Fields		$62,100				
19	Walsh Athletic Fields Renovation(synthetic field & lighting)		$2,350,919				
20	Butterworth Tennis Court Lighting		$132,387				
21	Irrigation Wells - Miscellaneous Sites		$322,000				
22	V#8 F450 4x4 Crew CabDump Truck			$56,415.45			
23	V#9 F250 4x4 Pick Up			$29,259.00			
24	V#10 F250 4x4 Pick up			$29,259.00			
25	Mary Dennison Renovation and Irrigation			$1,970,030.00			
26	Fuller Athletic Field Renovation and Irrigation			$417,580.00			
27	Portable Stage			$144,382.00			
28	Saxonville Beach Landscape & Design Improvements			$190,500.00			
29	Learned and Waushakum Beach Aesthetic Improvements			$345,000.00			
30	V # 11 John Deere Tractor				$45,112		

Priority		FY08	FY09	FY10	FY11	FY12	FY13
31	V# 12 New Holland Skid Steer				$30,450		
32	Vehicle #13 Ford 4WD Dual Cab				$46,414		
33	Winch Lower Athletic Field Renovation(synthetic field)				$735,000		
34	Potter Rd. Renovation and Irrigation				$565,026		
35	Play. Equip \ Hand. Access., Phase 1				$92,250		
36	Outdoor Lighting at Charlotte Dunning and Upper Walsh				$283,785		
37	Vehicle #14 F350 4x 4 Pick up					$27,222	
38	Vehicle # 15 F350 Dual Cab					$30,997	
39	Vehicle #16 F450 Grain Body					$58,325	
40	Cushing Memorial Phase 5					$450,000	
41	Farm Pond Shelter and Public Facilities					$194,558	
42	Play. Equip \ Hand. Access., Phase 2					$92,250	
44	Farley Athletic Fields Renovation and Irrigation					$193,393	
43	Barbieri Athletic Fields Renovation and Irrigation					$810,190	
45	V#17 Kubota Tractor						$37,359
46	V#18 Ford 750 J Hook						$131,434
47	V#19 Explorer						$27,388
48	Bowditch Tennis & Basketball resurfacing						$244,403
49	Mary Dennison Softball Lights						$152,807
50	Winch Basketball Courts						$105,210
	Fiscal Year Totals	$4,736,278	$6,937,164	$3,182,425.45	$1,798,037	$1,856,935	$698,601