



FRANKLIN TOWN COUNCIL

Agenda & Meeting Packet

January 21, 2026

6:00 PM

Meeting will be held at the Franklin Municipal Building
355 East Central Street - 2nd Floor, Council Chambers

A NOTE TO RESIDENTS: All citizens are welcome to attend public meetings in person. To **view the live meeting remotely, citizens** are encouraged to watch the live stream on the [Franklin Town Hall TV YouTube channel](#) or the live broadcast on Comcast Channel 9 and Verizon Channel 29. To **listen to the meeting remotely** citizens may call-in using this number: 1-929-205-6099. To **participate in the meeting remotely** citizens may join a [Zoom Webinar](#) using the information provided below. Meetings are recorded and archived by Franklin TV on the [Franklin Town Hall TV YouTube channel](#) and shown on repeat on Comcast Channel 9 and Verizon Channel 29.

ZOOM WEBINAR DETAILS: ID #837 6897 1986 & Link: <https://us02web.zoom.us/j/83768971986>

- **Any participants who wish to speak** during the webinar must enter their **full name and email address** when joining the webinar.
- All participants will be automatically muted upon joining the webinar. In order to speak, participants will need to select the "Raise Hand" function to request to be unmuted.
- All speakers will be required to state their full name and street address before commenting.

1. ANNOUNCEMENTS FROM THE CHAIR

- a. *This meeting is being recorded by Franklin TV and shown on Comcast channel 9 and Verizon Channel 29. This meeting may be recorded by others.*
- b. *Chair to identify members participating remotely.*
- c. *Upcoming Town Sponsored Community Events.*

2. CITIZEN COMMENTS

- a. *Citizens are welcome to express their views for up to three minutes on a matter that is not on the agenda. In compliance with G.L. Chapter 30A, Section 20 et seq, the Open Meeting Law, the Council cannot engage in a dialogue or comment on a matter raised during Citizen Comments. The Council may ask the Town Administrator to review the matter. Nothing herein shall prevent the Town Administrator from correcting a misstatement of fact.*

3. APPROVAL OF MINUTES

- a. [January 7, 2026](#)

4. PROCLAMATIONS / RECOGNITIONS

- a. Proclamation – Scotty Smith Retirement

5. APPOINTMENTS

- a. [Zoning Board of Appeals](#)
 - i. [Isabella Carter](#)
 - ii. [Jennifer Williams](#)

6. PUBLIC HEARINGS – 6:00 PM – None Scheduled

7. LICENSE TRANSACTIONS – None Scheduled

8. PRESENTATIONS / DISCUSSION

- a. [Town Infrastructure Overview](#) – Brutus Cantoreggi, Director of Public Works

9. LEGISLATION FOR ACTION

- a. [Resolution 26-06: Amendment to Cannabis licensing Local Approval Process and Cannabis Social Equity Policy Social Equity policy](#)
(Motion to Approve Resolution 26-06 - Majority Vote)
- b. [Resolution 26-07: Gift Acceptance - Franklin Public Library \(\\$500\)](#)
(Motion to Approve Resolution 26-07 - Majority Vote)

10. TOWN ADMINISTRATOR'S REPORT

- a. [FY27 Budget Update and Timeline](#)

11. SUBCOMMITTEE & AD HOC COMMITTEE REPORTS

12. FUTURE AGENDA ITEMS

13. COUNCIL COMMENTS

14. EXECUTIVE SESSION – *None Scheduled.*

15. ADJOURN

Note: Two-Thirds Vote: requires 6 votes

Majority Vote: requires majority of members present and voting

FRANKLIN TOWN COUNCIL
MINUTES OF MEETING
January 7, 2026

A meeting of the Town Council was held on Wednesday, January 7, 2026, at the Municipal Building, 2nd Floor, Council Chambers, 355 East Central Street, Franklin, MA. Councilors present: Jane Callaway-Tripp, Ted Cormier-Leger, Robert Dellorco, Gene Grella, Caroline Griffith, Michael LeBlanc, Stephen Malloy, Max Morrongiello, Kenneth Ojukwu. Councilors absent: None. Administrative personnel in attendance: Jamie Hellen, Town Administrator; Mark Cerel, Town Attorney.

CALL TO ORDER: ► Chair Dellorco called the meeting to order at 6:02 PM. He called for a moment of silence. All recited the Pledge of Allegiance.

ANNOUNCEMENTS FROM THE CHAIR: ► Chair Dellorco reviewed the following as posted on the agenda. A Note to Residents: All citizens are welcome to attend public meetings in person. To view the live meeting remotely, citizens are encouraged to watch the live stream on the Franklin Town Hall TV YouTube channel or the live broadcast on Comcast Channel 9 and Verizon Channel 29. To listen to the meeting remotely citizens may call-in using the number on the agenda. To participate in the meeting remotely citizens may join a Zoom Webinar using the information provided on the agenda. Meetings are recorded and archived by Franklin TV on the Franklin Town Hall TV YouTube channel and shown on repeat on Comcast Channel 9 and Verizon Channel 29. Any participants who wish to speak during the webinar must enter their full name and email address when joining the webinar. All participants will be automatically muted upon joining the webinar. In order to speak, participants will need to select the “raise hand” function to request to be unmuted. All speakers will be required to state their full name and street address before commenting. This meeting is being recorded by Franklin TV and shown on Comcast channel 9 and Verizon Channel 29. This meeting may be recorded by others.

CITIZEN COMMENTS: ► Mr. Mark Minnichelli, 31 Longfellow Drive, said tonight the Town Council will debate the future of the friendly 40B policy. He shared his thoughts about a new tool to measure housing affordability in Franklin. He discussed various measuring tools. He explained and gave an example that subsidized housing inventory (SHI) unfortunately is not an accurate measure of housing affordability. He said they need to develop their own metric which he calls the ASHI or the actual subsidized housing index and explained his calculation. He urged the Town Council to adopt a new metric such as the ASHI to seriously and accurately measure our affordable housing progress in Franklin. ► Mr. Andrew Majcher, 98 Brook Street, said he was a member of the Franklin Fathers group. He reviewed events member have participated in. He thanked those at the Food Pantry for allowing them to volunteer. He reviewed there were 15 dads and 25 children playing sports at the Downtown Sports event over school break. He said on January 8 they are having a member meet up at The Tavern on Central. On Friday, January 16 at 3:30 PM Franklin Fathers will be going to the Franklin Library hairstyling event. ► DPW Director Brutus Cantoreggi said folks are not really following the parking ban in the downtown area. He reviewed the ban which is only during snow events. He said people are not moving their cars and that costs everybody more money as they have to go back and clean it up. He asked all to help and if you know it is going to snow, please move the cars off the road. He reviewed they have been out 12 times and used about 40 percent of the budget. They have used 2,500 tons of salt. He discussed the recent ice conditions that required treatment. ► Mr. Steve Sherlock, 13 Magnolia Drive, Franklin Matters and Franklin Public Radio, Community Information Director, reminded all Town Council members to use the microphones in front of them. He discussed that he augments what the TV studio does for the meetings to increase awareness of the meetings so the information is shared as much as possible. He discussed and reviewed he implemented a Franklin Matters weekly. He said he does this because Franklin matters. ► Ms. Kim Mu-Chow, 4 Briarwood Road, a member of the Council on Aging and chair of the Board of Health, said she wanted to bring up a problem that occurred at the Senior Center and how everyone worked together to save as much as possible. She reviewed that there was a recent power outage that affected the Senior Center, and she believes the schools. She said the vaccine refrigerator in the

public health office is not on emergency power or the refrigerators and freezers at the Senior Center. She said there were no vaccines in there, and they are following code. The major problem was they had to throw away all the food at the Senior Center. She said they made the decision to move the food, and they were very successful in doing that. She said we were able to save a fair amount of food. She thanked the volunteers and all who helped move things and provide space.

APPROVAL OF MINUTES: ► *December 3, 2025.* ► **MOTION** to Approve the December 3, 2025 meeting minutes by **Cormier-Leger**. **SECOND** by **Malloy**. **No discussion.** ► **VOTE: Yes-9, No-0, Absent-0.**

PROCLAMATIONS/RECOGNITIONS: ► **None.**

APPOINTMENTS: ► *Municipal Affordable Housing Trust - Mark Minnichelli.* ► Councilor Cormier-Leger read the appointment. ► **MOTION** to ratify the appointment by the Town Administrator of Mark Minnichelli to serve as a Member of the Municipal Affordable Housing Trust with a term to expire on June 30, 2026, by **Cormier-Leger**. **SECOND** by **Grella**. **Discussion:** ► Councilor Malloy asked if Mr. Minnichelli was still active in the Ben for Franklin organization. ► Mr. Minnichelli said yes. ► Councilor Malloy noted in the newsletter from yesterday an assessment for Ben for Franklin on the 40B discussion that we are going to have tonight. He asked if Mr. Minnichelli was familiar with it and if he wrote it. ► Mr. Minnichelli said he read it; he did not write it. ► Councilor Malloy read a section aloud and requested Mr. Minnichelli's comments on it and said this topic is classified as an affordable housing ban in the note from Ben for Franklin, and it is a couple of short paragraphs. ► Mr. Minnichelli said he did not have any comments and when asked said he agreed with the statement. ► Councilor Callaway-Tripp said the problem she has is that she understands his standpoint with Ben for Franklin and the affordability, the problem she has is what we actually need as affordable housing does not fall under 40B. She said 40B housing is not the affordable housing this town needs because the people who need that affordable housing cannot afford those 40B apartments. If you are agreeing with the statement that we are being discriminatory, that is a problem. She said what she is against is what is being built and how it is being built and who is truly benefitting. She said what she is against is the state telling us we have to have all these 40B apartment complexes that take away from the beauty of the town and what we want is affordability. She said the only ones benefitting from the 40B projects are the contractors building them, not the people in this town. If you want to sit on this and work on the ones that really need the affordability, she is all for that, and she will support Mr. Minnichelli. But, if it is going to be that we are discriminating against people because we are choosing the direction we want our town go, then she cannot. ► Mr. Minnichelli said when you look at affordability it is not an either/or discussion that you either do 40Bs or you do more affordable housing. He said he is an advocate to do both. He said he understands her concern that a 40B project discounts the market rate by 20 percent which he explained. He said he is not agreeable to throwing the baby out with the bathwater, and if the state is going to mandate that we hit a certain percentage of affordability in the Town of Franklin and 40B projects are going to produce 25 percent of their units to be discounted 20 percent off of their market rates, he thinks that is a plus. He explained that in addition we should do other things. The discriminatory comments in the article have to do with the concept that if you are going to outright ban new 40B projects that are rental units, then to some degree that ban discriminates against people who want to rent, who can afford to rent, and may not be able to afford to buy. He said he thinks the concept behind the article is one of concern that if the Town Council votes tonight to ban completely rental units, you are taking an option off the table that might be considered in the future, and now you have created a bylaw that says you cannot even consider it. ► Councilor Callaway-Tripp said she agrees we need affordability and explained she thinks we have enough 40Bs. She said with the trust, if we can prevent the 40Bs apartment complexes that are hideous and focus on things the trust can help to bring in what is truly affordable for those who really need it, then she is 100 percent behind that. ► Mr. Minnichelli explained he does not think it is an either/or. ► Councilor Ojukwu said his understanding from reading the newsletter is essentially what this suggests is that you are asking to not ban all 40Bs, let's keep the option and not banning all friendly 40Bs. ► Mr. Minnichelli said yes. He said he has additional comments he is reserving for the 40B discussion later this evening. ► Councilor Malloy

said his concern with the way it is written concerning the sensitivity of the issue, he thinks it grossly misrepresents the reason why the 40B topic is being reintroduced, and this could be more carefully written. He said he knows Mr. Minnichelli did not write it. ► Councilor Griffith said Mr. Minnichelli has been active in the affordable housing conversation in Franklin and many conversations in many topics, and he has put in much work to help develop the town and support the people who live here and want to live here. She said she is impressed by his knowledge and ideas, and he will be an asset to the Municipal Affordable Housing Trust. ► Councilor Morrongiello asked about the direction he would like to see the trust go and issues he would like to bring to the table. ► Mr. Minnichelli said he is not that in tune yet with what the trust does and the future plans. He explained his understanding of it. He said he is a clean slate and has no predetermined notions. ► Councilor Grella said he recently talked to a resident who lives in an affordable building who had no hot water and other issues. He said if Mr. Minnichelli does get approved, can he look into these various housing units and what the issues are for the residents and see if he can make a difference. ► Mr. Minnichelli said if it fits the purview of the trust, he will. ► Mr. Hellen said the Housing Authority is a state property that is completely separate, and he explained the trust's responsibilities are narrow. He noted some of the projects in town. He said the trust has no role in Housing Authority matters. He talked about the overall housing stock and where we are at. He said a lot of mitigation money from the early 2000s from developments in town went to the trust, and that stopped about seven to eight years ago. He noted the trust could take Mr. Minnichelli's ASHI and look at that. ► Councilor Grella said he was looking at the overall quality of the housing. ► Mr. Minnichelli said he would be committed to make sure that any affordable units in Franklin are up to standards in general. ► Mr. Hellen said maybe we can invite the Housing Authority's new director to an Affordable Housing Trust meeting, and they can at least have that discussion. ► Mr. Minnichelli read aloud a statement that he wrote and explained he was raised in Franklin. He reviewed his parents' background, the duplex he lived in, his education and career, and that he returned to Franklin 10 years ago. He reviewed that he started Ben for Franklin and the goals of the group. He looks forward to helping the Affordable Housing Trust Committee achieve their objectives. ► Councilor Cormier-Leger said he echoed Councilor Griffith's comments that Mr. Minnichelli would be excellent on this committee. ► Chair Dellorco said he agreed with Councilor Cormier-Leger. He said \$2,600 is not affordable for kids today and talked about housing affordability. ► **VOTE: Yes-9, No-0, Absent-0.**

PUBLIC HEARINGS - 6:00 PM: ► None.

LICENSE TRANSACTIONS: ► None.

PRESENTATIONS / DISCUSSIONS: ► *Town and School Facilities Presentation - Kevin Harn, Facilities Director.* ► Mr. Harn narrated a slideshow presentation. He read aloud the mission statement of the Department of Public Facilities. He talked about the facilities team which includes administrative staff, custodial staff, trades staff, other departments and outside contractors and more. He talked about the work order system. He said there are 1.2 million sq. ft. He reviewed the Facilities Department organization chart and noted the bi-weekly leadership meetings which present an opportunity to focus on specific items. He reviewed the department responsibilities. The work falls into three buckets: maintenance, engineering, and operations. The team works and supports all of these buckets. He reviewed the custodial staff. He reviewed the Facilities Department consists of 45 custodians and 1 maintenance/utility custodian of which 28 are full time, 14 are part time, and there are subs and summer help as needed. He reviewed the trades staff. Facilities Department has a licensed plumber, a licensed electrician, and a licensed carpenter. He talked about the Computerized Maintenance Management System (CMMS) for work orders and to prioritize work. He discussed there were 2,507 work orders completed in calendar year 2025. He reviewed recent staffing changes and retirements. He said their institutional knowledge will be difficult to replace. He reviewed the major school and town buildings that equal the 1.2 million sq. ft. He reviewed managing the square footage of the buildings and properties requires the appropriate tools and resources to do so. He reviewed they maintain compliance with regulatory and national standards. He showed and reviewed a timeline of recent projects over the past few years. He showed before and after photos of the Red Brick School which was originally constructed in the late 1700s and recently renovated. He reviewed the EV fleet and stations and

charging used. He reviewed the FMS drainage project and the flooding that occurred; it has not flooded since the project. He reviewed the JFK modular removal; the modulars were put up in the late 1990s to support the student population. He reviewed the Senior Center pavilion project which offers seniors an outdoor space to enjoy in hotter and rainier weather. He reviewed and showed photos of the Municipal Building renovations with the approximately \$1.4 million cost borrowed and free cash. He talked about the school redistricting and how facilities worked closely with the school on this, and he thanked those who worked on this and were part of this move. He also showed photos of the moving process and setting up. He reviewed and showed photos of the FHS new visitor bleaches. He highlighted the cupola renovation project for the town's original Town Hall. He reviewed what is on the horizon including the new police station, Washington Street Elementary renovations, and King Street Park redesign. He reviewed upcoming projects, system needs, and facilities necessities including but not limited to animal control renovations, municipal building RTUs, Fire headquarters AHU and generator replacement. He reviewed these items to provide awareness. He noted pending questions, discussion points, and decisions as listed on his slide. He said his goal tonight was to show what it takes to keep everything we have here as a town working and what risks we need to plan for.

► Town Council members asked questions, made comments, and thanked Mr. Harn for the presentation. ► In response to questions, Mr. Harn discussed that he has looked at other communities and towns, and it is difficult to compare apples to apples. He responded that his biggest cost center is utilities. He said the Davis Thayer roof was repaired in 2023, 2024, 2025. He noted insurance and utilities for Davis Thayer. Mr. Harn was asked to have comparables and how they respond to facilities issues in town, such as recently in the middle school, regarding how the process is managed when something happens out of pocket as opposed to preparing for it in advance. Mr. Harn said this week's middle school issue took time and work. He talked about the plumber of 30 years. They had a sewer ejection pump failure that went back to when we lost power on December 19. It was a pump failure on a Friday. They hoped that when the power came back it would come back up and running. He explained that lights were on, but not all the power was back. He reviewed his process on when all the power came back on. He talked about the sewer ejection pump issue. He said the team tried to identify the problem and noted institutional knowledge was no longer there. They found it was a bad relay. As it is 50 years old, the replacement component is not readily available. He responded to the question of the cost of replacing it if planned versus having to do it not planned. He explained a goal for the department is to implement annual facility inspections and take a deep dive in the buildings year after year and get ahead of these things. He discussed he has faith and trust in the custodial staff and trades team to make the right decisions and their best decisions in the moment. He said they empower the custodial team and trades staff. When asked if the middle school issue was preventable, Mr. Harn said he will say it was preventable, but it was a series of a lot of unfortunate events starting with the power loss on Friday, December 19. In response to the question about what percentage of Kennedy is being used and unused, he said about 50 to 60 percent; but explained it is a tough answer. He explained for Parmenter, it is pretty much fully used. ► Mr. Hellen explained the Horace Mann roof, Washington Street school, and police station are all \$1.5 million projects or greater, so by state law you have to have an OPM, and then you can go out and do the financing. He said they need direction from the Town Council about can we do this as all three projects will need financing. He said if you do not sell any buildings, then you will have to go out and do a debt exclusion for the projects. He said he has estimates for the projects. He said about \$38 million to \$40 million today and the police station will take approximately three years. He said about \$10 million to \$15 million for the Washington Street school, and about \$2 million for the Horace Mann roof and that has not even been fully evaluated. With all three projects, they are looking at about \$55 million. ► Mr. Harn reviewed the process to put in a work order and who can put in a work order. He thinks employees know the process, but there could be training. He said he is not sure the percentage of people who have an account and are in the system. He said his opinion is that the number one item at Washington Street Elementary is the roof. ► Mr. Hellen said yes to the question regarding combining the Oak Street roof, Senior Center sprinklers, and the Washington School renovation into a single debt exclusion override. He said that for the police station, first there needs to be consensus on a desire to do it, agreed upon location, the police department has to become more active on this and involved in this, agreement on the lay of the land. He said last night the recreation community seems to be rallying around the Parmenter building, and that is probably something you would also put on that number because if you have to do a million or two renovations to Parmenter to make that

building up to code or meet the needs of recreation. He said he thinks November would be hard, and we have not even hired the OPM for the Washington Street school yet. He said you would want to set up a School Building Committee. The following November may be more applicable. He reviewed the need for a substation on the north side has always been there. He talked about the Davis Thayer building, and said at some point the Town Council will have to make a decision on what to do with the building. He explained it would be a 2-to-10-month process to get rid of the building. ► Mr. Harn reviewed some of the needed renovations in town buildings. From a facilities perspective, the town is sitting on a lot of property, and they are trying to identify how they want to use it and move forward. ► Mr. Hellen talked about having a ground lease. He said the upkeep for the building is so significant that you will have a hard time leasing the building to a tenant; we would have to fix or renovate the building. He said they are not in a seller's market for us to get everything we want; we are going to have to make some concessions. He explained the biggest issue that it was not fit as an educational facility for children. There are a lot of problems with the building. In response to questions about the budget, he said it looks like for the facilities budget, the school side is 53 percent and municipal side is 47 percent. He explained about 85 percent of the \$7.7 million for facilities, in account 192, is school-related costs. He confirmed that nothing comes out of the school budget to pay for facilities. It all comes out of the municipal budget for school-related facilities. ► In response to questions, Mr. Harn explained they have an outside contractor who does an annual PM on all the generators; he said they do have a run weekly on the generators automatically. Most generators have diesel tanks; a few are tied into gas. ► Chair Dellorco said he agrees it is time for the Town Council to make a decision on Davis Thayer and the recreation department to sell these properties to get some income. ► Mr. Hellen noted they use to have the SchoolDude work order system, and the new system is a huge plus. He gave a shout-out to all those who manage the system. He thanked Mr. Harn for the presentation. ► Mr. Hellen said this was Mr. Harn's first presentation, and he congratulated him. He noted the facilities team manages an extraordinary amount and thanked the whole facilities staff.

Chair Dellorco said he was going to skip down and do the 40B last.

LEGISLATION FOR ACTION:

Note: Two-Thirds Vote requires six votes; Majority Vote requires majority of members present and voting.

- d. ***Resolution 26-02: Gift Acceptance - Veterans Services Dept. (\$2,470) (Motion to Approve Resolution 26-02 - Majority Vote).*** ► **MOTION** to Approve Resolution 26-02: Gift Acceptance - Veterans Services Dept. (\$2,470) by **Griffith**. **SECOND** by **Grella**. **Discussion:** ► Chair Dellorco and Mr. Hellen said thank you. ► **VOTE: Yes-9, No-0, Absent-0.**

- b. ***Zoning Bylaw Amendment 26-946: A Zoning Bylaw Amendment to the Code of the Town of Franklin at Chapter 185, Attachment 7, Part VI Use Regulation Schedule - Referral to the Planning Board (Motion to Refer Zoning Bylaw Amendment 26-946 to the Planning Board - Majority Vote).*** ► **MOTION** to Refer Zoning Bylaw Amendment 26-946: A Zoning Bylaw Amendment to the Code of the Town of Franklin at Chapter 185, Attachment 7, Part VI Use Regulation Schedule to the Planning Board by **Cormier-Leger**. **SECOND** by **Grella**. **Discussion:** ► Councilor Callaway-Tripp asked about the process when referring to the Planning Board. ► Mr. Hellen explained the Town Council refers the zoning bylaw to the Planning Board; the Planning Board and our office coordinates two public hearings with one for the Planning Board and one for the Town Council. A first reading and second reading are needed. The Planning Board only offers the Town Council a recommendation. The Town Council can amend it on first or second reading. He said you are just referring it to Planning Board, they are not making the final decision, they never make the final decision, and they provide a report back to you. For example, for the timeline, if you approve this tonight, you will have all of this wrapped up by end of March. ► Mr. Cerel said this is largely housekeeping. ► **VOTE: Yes-9, No-0, Absent-0.**

- c. ***Zoning Bylaw Amendment 26-947: A Zoning Bylaw Amendment to the Code of the Town of Franklin at Chapter 185, Attachment 9, Schedule of Lot, Area, Frontage, Yard and Height Requirements -***

Referral to the Planning Board (Motion to Refer Zoning Bylaw Amendment 26-947 to the Planning Board - Majority Vote). ► **MOTION to Refer** Zoning Bylaw Amendment 26-947: A Zoning Bylaw Amendment to the Code of the Town of Franklin at Chapter 185, Attachment 9, Schedule of Lot, Area, Frontage, Yard and Height Requirements to the Planning Board by **Cormier-Leger**. **SECOND** by **Grella**. **No discussion.** ► **VOTE: Yes-9, No-0, Absent-0.**

a. Resolution 26-01 - Friendly 40B Policy (Motion to Approve Resolution 26-01 - Majority Vote).

► **MOTION to Approve** Resolution 26-01 - Friendly 40B Policy by **Grella**. **SECOND** by **Callaway-Tripp**. **Discussion:** ► Mr. Hellen said many of you are familiar with this discussion. He said this is a policy that is now a town staff policy, and we feel as a staff we have heard lots of concerns about large apartment complexes in town. This will not prohibit every apartment rental. He explained there are three types of 40Bs: unfriendly ones when you are under 10 percent, comprehensive permits such as St. John's Church, friendly 40Bs where you are over 10 percent. He said these are the antiquated terms from the state law in 1969 when 40B was passed. He said the housing crunch in Massachusetts is bad. He said this is the only one the Town Council has any input on. This policy allows you as a Town Council to still consider friendly 40B applications for sale. He said it was time to take a timeout on the larger rental applications. He noted in two years you have not gotten any new applications. He said he understands this is a big deal from listening to residents. He said as long as we stay over our 10 percent, you should be able to withstand for some time the ability to have any unfriendly 40Bs. He said the policy was enacted in November 2024, and was amended at a staff level when we heard a lot of concerns from folks. He said he thinks on this case, because it is the Town Council's will or not to accept applications, this would be a modest effort for a certain time. He said between 121 Grove Street, 444 East Central Street, Franklin Ridge, the one Habitat for Humanity house, and the St. John's project, there will be a buffer to not fall below 10 percent. He said even if you have the numerator, and it goes up, you have to also look at the denominator. He reviewed all the market rate units are hitting the town all the time. All of a sudden, that is how you can go under, so you do need a buffer. He said as a staff, we are trying to say you need a buffer zone for the numbers. He said these affordable units may not feel affordable, but there is a demographic that will qualify for that. He said this is a hard balancing act. He said he stands by this policy and noted it can always come back and be amended in the future. We had this on the agenda last July, but that Town Council could not get the policy through. ► Mr. Cerel clarified that Glen Meadow is not affordable in perpetuity even now; it is a fixed period because the project was originally built as of right and did not require any zoning relief. He said he wanted to correct and clarify that yes, even the affordables are not really affordable, but the formula is those who are eligible are families making 80 percent of the median income for the greater Boston area. He said what can they afford. There is a formula to determine that. Affordables, whether rental or homeownership, have to be at least 25 percent affordable under one of those programs. ► Mr. Mark Minnichelli, 31 Longfellow Drive, said one of the key metrics for determining is the subsidized housing inventory (SHI) number. That 10 percent number is the focus point. So, if the town meets and exceeds the threshold, the town has much more control over details of future projects. He said from November 2024 to November 2025, the SHI number in Franklin dropped from 11.97 percent to 11.05 percent. He noted the calculation for the SHI number. He said he knows they are concerned about what is affordable. He discussed if we can get some measure of affordability through the 40B units, they should take that and run with it even while we are trying to do more and better. Should we throw up our hands and walk away from 40Bs because they are only marginally affordable? He said he does not think that is the right answer. We should take what we get and try to find 40B projects that make sense to approve. He discussed that he was asking the Town Council to reconsider the question of completely eliminating the possibility of future rental housing projects. He said he understands the desire to see more occupant owned projects like condos. But he also thinks the economic impact of a large apartment complex is more positive to the town than most people think that it is. He said this will be a topic that is examined from the finance committee also. He explained that to create a policy that does not allow you to even consider rental units in the future will unnecessarily limit your ability to approve project opportunities in Franklin. ► Town Council members asked questions and made comments. ► Councilor Malloy discussed that he is in favor of this policy. He explained we still

need to keep the character of Franklin in mind as we look at growth. ► Councilor Ojukwu asked if a yes vote means that we will no longer consider any 40Bs. ► Mr. Hellen said incorrect. He said the policy is all housing types except for larger rental properties. ► Councilor Ojukwu said he does not think anyone wants more large rental apartment complexes. He is concerned with this policy as it feels performative rather than practical. It takes away a tool that we have to help manage what happens in town. He said he is aware of the risk that if we do not even look at a friendly 40B and then we fall behind, they are more likely to jam one in on us. He said this policy prevents us from even voting on it. Voting against this policy allows us more flexibility and does not prevent us from voting against the large rental apartment complex. ► Councilor Griffith said it feels like Councilor Ojukwu read her mind on this. She is struggling with this. Adopting this policy will put us in a very risky place. She said we could be saying we are not going to look at this and all of a sudden, we drop and they jump in, and now we have no say. She asked about the wording of the policy regarding that the town policy will be to accept friendly 40B applications that provide for home ownership and not rentals. ► Mr. Hellen explained the wording. He pointed out and explained that the town has already permitted about 800 units that will be added to the SHI if everything that is permitted gets built. So, he thinks this is where the balance is. He is not trying to be exclusionary, but he is recognizing that this is some pretty contentious stuff, and he is trying to listen to people. He agrees with both on why would we not accept an application. We did that in the past two years and look what happened. The thinking was let's hear them out. He said people are raging angry about this. He does not know the right balance or the right answer. ► Councilor Griffith said we need to decide if we are trusting ourselves enough to have the conversation about the applications that come in, or are we saying we do not trust this Town Council or future Town Councils to have that conversation, and so we are going to limit the power there. ► Councilor Grella said this does not stop apartments; it stops 40B apartments. He said the 40B process takes all the power away from the boards and puts it in the hands of the three members of the ZBA. He said we have heard from the people on this. He wants to vote for this and get the policy in place. ► Councilor Cormier-Leger said this is an emotional and contentious issue that has destroyed our community over the last two years. He said we need to listen and say what is the balancing act. This policy does not say we are against people who need an apartment. There are 800 units coming on, and the SHI numbers will be increased to 16 percent to 20 percent once these units are finished and people are in them. That is a large number. He said he thinks there is a nice variety of housing options in Franklin except for affordable housing for seniors and veterans. He said it is more profitable for a developer to put up a 300-unit apartment building than build 10 small entry-level houses. He said let's find a way to incentivize developers to take the little land we have left to do some more 40B deed restricted homes. He said this issue of friendly 40B policy needs a pause. It needs a Town Council brave enough to say we hear you and put a pause on this. He said he thinks it is time for us to say we hear you, and we are moving forward with all the other projects that have been approved. At some point we have to be the leaders and help the community heal. He is in support of this as written. ► Councilor Morrongiello said he wants to reiterate the policy being a pause. He explained his thoughts on what different Town Council members want regarding the 40B issue. He said he proposes that we revisit this issue by the end of next January. However, he is worried as a Town Council we will not have any incentive to actually follow through on doing that. He said he is proposing an amendment to ensure follow through. He said he is proposing this resolution should have to be renewed by January 31, 2027, by making the following motion.

► **MOTION to Amend Resolution 26-01 exhibit 1** by inserting the following sentence after the final paragraph: This policy and the preceding administrative policy shall end on January 31, 2027, by **Morrongiello. SECOND by LeBlanc. Discussion (on the amendment):** ► Chair Dellorco said a yes would amend it. ► Councilor Malloy noted the wording and said it does not give us a chance to renew it; it says it is going to end. ► Councilor Morrongiello said unless we put something in place over that. ► Councilor Malloy said he does not like that it will end in a year. He said will be reevaluated in a year, will be reconsidered, or something. ► Councilor Morrongiello said if there is no objection, he is open to changing it to voted on; this should be voted on again. ► Mr. Cerel said it will end unless extended prior to this. ► Councilor Morrongiello said if there is no objection, he does not mind changing it to that.

► Mr. Hellen said because you got a second, you will have to withdraw that amendment and rephrase your amendment. ► Councilor Morrongiello said this policy and the preceding. ► Mr. Hellen said you do not need to deal with the Town policy. The Town policy will be superseded by a Town Council policy. That was the whole idea last summer. ► Councilor Morrongiello said is renewed okay. ► Councilor Cormier-Leger asked about language that could say this policy is subject to annual review. ► Councilor Morrongiello said if there is no objection. ► Councilor Cormier-Leger confirmed this policy shall be subject to annual review by the Town Council. ► Mr. Cerel asked annual review or annual renewal. ► Councilor Cormier-Leger said annual review and/or renewal. ► Mr. Hellen said one or the other. ► Councilor Morrongiello said he would only support renewal. ► Councilor Cormier-Leger said this policy shall be subject to annual review. ► Councilor Callaway-Tripp said if we put it in as a review, we will come to an agenda and review that, and if we feel that we need to change it, we can then do an amendment to change it. If you are saying only to do a renewal, then that means if anything happens and we cannot get there by that date, it ends. It is better to put it as a review. ► Councilor Morrongiello said he supports renewal; he does not support review. ► Chair Dellorco asked for the original motion. ► Councilor Cormier-Leger said this policy shall be subject to annual renewal by the Franklin Town Council. That is what we would vote on right now. ► Mr. Hellen said so he made an amendment on if you agreed on renewal. Somebody has to second it and you can have a discussion. **SECOND** by **LeBlanc** for the language change to renewal. ► Councilor Cormier-Leger read aloud and said just so everyone is clear: it is the entire thing as is with the addition at the end: this policy shall be subject to annual renewal by the Franklin Town Council and it has been seconded. ► **Discussion:** ► Councilor LeBlanc said as it relates to what Councilor Morrongiello is trying to do here, and I agree with him, is that I agree with what we are trying to do here. I do think that the thing that failed about the process at 444 East Central Street was the process. It was not a friendly 40B; it became an unfriendly 40B. It started out with the Town Council having these stipulations. I do not think it involved the abutters in the first place. It forces us in the next year to define what that process is for a large-scale project. He said one of the ways we are going to get out of our fiscal crisis, is you are not going to get it through cutting. We need to raise funds in this town, and the only way to raise funds is to build. He talked about doing the math to build the tax revenue to pay for everything; we do need growth. He said he is for this amendment particularly because it then forces us over the next year to come up with a policy, to come up with a process, so that in a year, we can open it up a little bit, but it will be a very well-defined process. It is putting a proverbial whatever to our head to get it done, and that is the reason why I am supporting this. ► Chair Dellorco said he does not know where there is more land. ► Councilor Ojukwu said there is land that people own and age and retire. ► Chair Dellorco confirmed that right now they are voting on the amendment; then the next vote would include the amendment. ► **ROLL CALL VOTE (on the amendment):** Callaway-Tripp-NO, Cormier-Leger-YES, Dellorco-NO, Grella-NO, Griffith-YES, LeBlanc-YES, Malloy-NO, Morrongiello-YES, Ojukwu-YES. ► **VOTE: Yes-5, No-4, Absent-0.**

► Mr. Cerel said now you are back to discussion on the motion/resolution as amended. **Discussion (on the motion/resolution as amended):** ► Mr. Hellen said he is going to update in any final vote if you approve it, that the percentage in here is 11.05, and he is also going to modify the agency name because the agency name changed, the state changed it to EOHLIC. He wants the record to reflect that. He said if you do vote tonight on this, I will just date it tonight's date, and those two changes will be added to the amendment that was there. ► Councilor Callaway-Tripp confirmed this discussion is on the original as amended. She said the amendment is specifically about the renewal, and she is speaking about the body. She said she supports this. She said we are going to be able to accept the applications for the homes, not just the big apartments. She said if we go below 10 percent, it would not matter if it were a friendly 40B or not because if they came in and we denied them and we were below 10 percent, they go to the state and the state says you are taking it anyway. She said what this is doing is about if they trust us. The trust is lost between the residents and this table. This is what they want, this is what has been said, this is what we fought for. To not pass this now would be a slap in everyone's face. She will vote to pass this. She talked about apartments and said these buildings are horrific, and if there is any way to prevent that we have to take a stand. She noted there was little land left. She said we are going to be so far above, we

have breathing room. She said they should do this if they want the residents to trust this body.

► Councilor Griffith said she agrees with Councilor Callaway-Tripp. She explained the idea is to not fall below 10 percent. She said with the amendment, that forces a renewal every year, that puts us in a really good position. This amended policy solves all of the problems that both sides of the conversation had here. ► Councilor Ojukwu said it allows us the ability to step back and fix the process. He talked about where he grew up. He said we need a better process. He said this policy as amended forces us and allows us to do that. ► Councilor Cormier-Leger asked Mr. Hellen about concerns raised about projects approved but do not get funded which could jeopardize the number. He would assume that Mr. Hellen would get wind of a project not moving forward. ► Mr. Hellen said yes. ► Councilor Cormier-Leger said you would have that information and you would be able to share that with us and say that and let us know that we would need to revisit the policy so we would not be put in jeopardy. ► Mr. Hellen said it would get out there. ► Councilor Cormier-Leger said we have to trust Mr. Hellen as the paid leader of the town. ► Councilor LeBlanc said he wants to wordsmith in the first sentence of the fourth paragraph. It said, 40B applications that provide for home ownership and not rentals. The sentence after it says as long as it is not a large-scale rental. And further down it says you can do a small-scale rental under 20 units. He said he is concerned about that. ► Mr. Hellen said the 20 is there because that is what is allowed under bylaw. ► Councilor LeBlanc said does the first sentence have to say until further notice the Town policy will be accept friendly 40B applications that provide for home ownership and not large-scale rentals, because you defined that large scale rental is anything over 20. ► Mr. Hellen said it is a scrivener's error. ► Councilor Cormier-Leger asked if they needed to do an amendment to fix it. ► Mr. Hellen said if you want to. ► Councilor LeBlanc confirmed he is recommending an amendment to paragraph four, the first sentence, that says homeownership and not large-scale rentals. **SECOND by Griffith. No Discussion. Vote (on the new amendment): ► VOTE: Yes-9, No-0, Absent-0.**

► **MOTION to Approve Resolution 26-01 As Amended Twice - Friendly 40B Policy by Dellorco. NO SECOND Made. No discussion. ► ROLL CALL VOTE (on the motion as amended twice):** Callaway-Tripp-YES, Cormier-Leger-YES, Dellorco-YES, Grella-YES, Griffith-YES, LeBlanc-YES, Malloy-YES, Morrongiello-YES, Ojukwu-YES. ► **VOTE: Yes-9, No-0, Absent-0.**

Chair Dellorco declared a recess for a few minutes.

TOWN ADMINISTRATOR'S REPORT: ► Personnel Update. ► Mr. Hellen said they secured a fellow from UMass Lowell: a sustainability fellow for six months. There are two big pieces with that. The fellow will do a comprehensive report documenting what we do. The second issue will be a cost-benefit on electric vehicles in terms of our fleet. He thanked Mr. Harn for a good presentation. He said there is a deputy director of facilities offer out there. He said there is an offer out for the plumber also. He said both will go through learning curves. The electrician position will be interviewed for soon. He noted some retirees and said there will be a recognition at the next meeting. He gave a shout-out to DPW employee Scott Smith who has been with the town for 32 years. He gave a shout-out to electrician Dave Gregoire who retired, and plumber Mike Carter for working just under 30 years who retired and his wife Beth Carter who was the lead custodian at the high school. He congratulated them. He said Conservation Director Breeka Li Goodlander is not leaving, but will be transitioning from a full-time employee to a part-time employee. In the budget we will hire her a part-time admin. He said she has done an amazing job. He said a staff member resigned at the Senior Center a while ago. He said when someone resigns or retires, we always evaluate if we can amend the job, do a reform, change the composition of the department. We always do a review because at that time we try to look out at the future. He said they have split the responsibilities of that position into three other positions there and upped the job responsibilities for three employees at the Senior Center, and they now feel more emboldened to stay and commit themselves to the Senior Center. He said they were also able to take on a little more pay. He said they were able to bring back the LPN and the part-time nurse that was laid off during the override cuts. He said for his office, they can talk about it now. He said they posted the positions and will be interviewing for the part-time position. He said as Ms. McCann is sick this week, he is alone. He said he has to hire the communications person. He said they have a newsletter but have not done one in a few

months; they need some help in his office. He hopes to have the communications director within the next four to six weeks. He said there is a lot of great stuff happening every day, and we do not have a chance to properly talk about it. He noted topics for the next meetings and the capital budget meetings. He said he needs some support. He asked if the Town Council was comfortable with it, and if not, they have to let him know now. He said they are in hard shape. ► Town Council members noted they had no problem proceeding. ► Chair Dellorco said Mr. Hellen got a straw poll. ► Mr. Hellen said they need to communicate what is happening at the meetings; no one is coming to them. They need to find some strategies on how to reach out to people. He said if they have Facebook, they should shut off all the comments. He confirmed he has a senior from the tax work-off program in the office, and she has been great. He thanked the Town Council for their support. He confirmed the fellow does not cost anything, and it is for six months.

SUBCOMMITTEE & AD HOC COMMITTEE REPORTS:

► **Police Station Building Committee.** ► Chair Dellorco said the only one was the police station. He said the committee voted for the Parmenter School, but it is not just the police station. It is the police station plus another little league field plus a fieldhouse for recreation, and outdoor basketball and pickleball courts, and we still have five acres to work with. He said for a future agenda he is going to suggest the committee comes in and talks to us.

FUTURE AGENDA ITEMS: ► Councilor Malloy said he would combine comments and future agenda items as quickly as he can. He said to follow up on tonight, they need to find a way to facilitate some of the capital expenditure decisions that we need to make, prioritize what has to happen first, second, third, especially about empty sites, and how fast we can make the decisions. ► Councilor Ojukwu said in the same vein to combine the two to keep us moving, he does not have anything to add. He said there is some budgeting coming up. ► Councilor Griffith said she would combine so you will hear from her once. She said they just heard about the police station subcommittee, but they have not heard about any others and assembling them. She said I think we asked about it on December 3. ► Chair Dellorco said now that we are getting some help in Mr. Hellen's office. ► Councilor Griffith said she wanted to take a moment to recognize Steven LaPorta, the police officer from Uxbridge, who tragically was lost his life in an accident while he was working yesterday. She said her thoughts and prayers were with the Uxbridge Police and the Franklin Police Departments and all local police departments. She said it is a dangerous job, and they take on risks to take care of us. She thought she would put in a plug to have the police run radar by the schools during pick up and drop off times; she has seen conversations about how terrible it is. She said in October they did Operation Magic School Bus where police officers each took a school bus and followed them to catch drivers going around them when they had the lights on. She said she sees that every day and children are at risk. She said she would like to see that happen more frequently by the police. She said this is another reason we need an override to keep our kids safe. She said Mr. Cantoreggi mentioned the parking ban on the streets, and someone reached out to her, and maybe we should be raising the fees on that for the ticket. ► Mr. Hellen said they have not had a problem with it in a long time. He said for the parking fees, they tried; enforcement becomes an issue and is harder than one thinks. He talked about the fees and ambulance rates and some other fees. He can have the chief look at the fines in the bylaw. ► Councilor Griffith said people seem happy to ignore a \$25 fee and that makes it harder for the town. She explained that raising the fee seems like a way to deter this. ► Councilor LeBlanc said his only comment is about the overnight parking. Maybe when we get communications, we can send something out. ► Councilor Morrongiello said he would combine things as well to make it easier for folks. He thanked all the first responders regarding the power outage and the snowstorms, and DPW for plowing the streets. He questioned if for future agendas items they would be doing goals. ► Mr. Hellen said he is talking to the chair about how to schedule goals, strategic planning, and many other items. ► Councilor Morrongiello talked about doing something from the Master Plan. ► Mr. Hellen said the Town Council decides the priorities of the Master Plan. ► Councilor Callaway-Tripp said she would like to have something on the agenda that has to do with 444 East Central Street, not the project itself, or the vote that was cast by the ZBA, but for some of the information that was portrayed during the process because she feels based on going back through meetings and minutes, there was some lying happening, and she wants to get some information and wants to get to the bottom of it. She said it is public knowledge, but

does this need to be in an open meeting or in executive session. ► Mr. Hellen asked if she feels he is lying. ► Councilor Callaway-Tripp said it has nothing to do with Mr. Hellen. ► Mr. Hellen said he and Mr. Cerel were very clear on where this stood the entire time. He said he does not believe executive session is allowed except for litigation. He said the suggestion of a debrief on some of the information and the 40B process is a great suggestion. They can talk about where can we go from here. ► Councilor Callaway-Tripp said this has nothing to do with Mr. Hellen, but she thinks there was some misrepresentation. ► Mr. Hellen asked if we can find out what the issue/content is offline. He would appreciate an email or phone call to find out what Councilor Callaway-Tripp is actually talking about. It is abstract what you are talking about. ► Chair Dellorco said he would call Mr. Hellen tomorrow. ► Mr. Cerel, said you are caught in a bind right now. There are not grounds for an executive session for pending or threatening litigation. On the other hand, he advised against having any kind of public discussion along the lines you are saying as there is potential liability from a variety of sources. This thing just has to play itself out. ► Councilor Callaway-Tripp confirmed she could meet with Mr. Hellen to talk about this. ► Mr. Cerel explained what it would be like if this were to result in any kind of litigation. ► Councilor Cormier-Leger said he would support a future agenda item regarding what Mr. Minnichelli brought up and the ASHI and reexamining how the town is calculating the index. He would like to see a future agenda item about what is the 10-year outlook regarding property. ► Mr. Hellen said this is on for February 4. ► Councilor Cormier-Leger said something has to be done to support the infrastructure needs of our town regarding National Grid and Verizon pertaining to our power continuing to go out. He noted Rep. Roy and Sen. Rausch and said he knows they have influence, but maybe they need a letter from us about this. He talked about the story that came out during Mr. Harn's presentation about the janitors and discussed the innovative caring approach used. He said this body needs to create some boundaries with the public because we are not the whipping boys for everyone to beat on about everything. We are a group of volunteers working hundreds of hours for free. He talked about abuse by residents to this group. He said it should not be tolerated, and he said respect the office. He said to send emails to town emails and schedule an appointment. ► Councilor Grella congratulated Mr. Minnichelli. He talked about the tax bills. He said it went up a lot. He talked about residential going up and commercial/industrial going down, and there is going to be an imbalance where the residents are going to get hit more. He said they are going to have to have a serious conversation about the split tax rate. ► Chair Dellorco congratulated all who got promoted and appointed. He agrees about National Grid; he said he never loses power. He said some sections of town are older. He noted it was a bad storm. He said at some point they will get the police station in here to give us a little more background.

COUNCIL COMMENTS: ► Combined with Future Agenda Items.

EXECUTIVE SESSION: ► None.

ADJOURN: ► MOTION to Adjourn by Griffith. SECOND by Grella. No Discussion. ► VOTE: Yes-9, No-0, Absent-0.

Meeting adjourned at 10:07 PM.

Respectfully submitted,

Judith Lizardi
Recording Secretary



**TOWN
ADMINISTRATOR**
TOWN *of* FRANKLIN

MEMORANDUM

January 16, 2026

To: Town Council
From: Jamie Hellen, Town Administrator

RE: Appointments – Zoning Board of Appeals

I am asking the Town Council to ratify my nomination appointments of Jennifer Williams and Isabella Carter as At-Large members of the Zoning Board of Appeals (ZBA).

Robert “Archie” Acevedo resigned from the ZBA on January 7, 2026 with a term nearing expiration on June 30, 2026. I am nominating Isabella Carter to fill this vacancy with the expectation she will be reappointed in June 2026 for a full three year term through 2029.

Bruce Hunchard’s 3-year term expired on June 30, 2025; however his term was extended through the completion of the ZBA’s final decision on the 444 East Central St. project. The current term for this vacated seat expires on June 30, 2028. I am nominating Jennifer Williams to fill this term.

Membership on the ZBA is challenging and board members are faced with some extremely difficult and divisive decisions to make. As I have [already reported](#), this one Board receives scarce interest to serve and we have had very few people apply to be on the ZBA. Furthermore, the board requires technical knowledge, deep interest in these issues and a deep commitment to learn on their own personal time. The ZBA oversees a complicated, dense and deep set of issues that are affected by federal, state and local laws, case law and with potential significant consequences to the community, private property owners, residents, and commercial businesses.

Bruce and Archie have served the ZBA for 34 and 22 years respectively and have done an exceptional job. Their service to the Town is greatly appreciated by all of the staff, and sadly, often goes underappreciated by the general public. While I am firmly aware of the concerns in the community surrounding members of the ZBA, at times, there is no mix or words that I could come up with to commend Bruce and Archie’s combined 56 years of volunteer service to the town. It is the end of an era. They deserve far more respect and appreciation than condemnation. There is no question Bruce and Archie have helped people in Franklin at a far greater level than not. Their decisions have helped

small businesses, commercial businesses, and thousands of residents. They have helped generate significant tax levy and tax base over the decades. They have an intimate knowledge of federal, state and local laws. Their expertise and institutional knowledge will be missed.

That said, the community clearly desires a new ZBA. If these nominations are approved this evening, the town will have very intelligent, thoughtful, considerate and engaged members on the Zoning Board of Appeals. I am hopeful that with new membership, our organization can steer the community toward greater understanding of the complex web of laws and case law that many times defines the final decision of the Board, enhance transparency and easier access to complicated materials and address concerns from residents. This does not mean residents will always see the decision they want. But we hope to provide a better experience to residents who choose to engage with the ZBA.

The volunteer forms and resumes for both Jen and Isabella are included in the agenda packet for the January 21st Town Council meeting.

Please let me know if you have any questions.

APPOINTMENTS



Zoning Board of Appeals

The Town Administrator has appointed the following individuals to serve on the Zoning Board of Appeals with terms to become effective January 21, 2026 and to expire as stated below:

NAME	STREET ADDRESS	TERM EXPIRATION
Isabella Carter	407 Oakland Parkway	June 30, 2026
Jennifer Williams	28 Queen Street	June 30, 2028

MOTION to ratify the appointments by the Town Administrator of the individuals named above to serve on the Zoning Board of Appeals with terms to become effective January 21, 2026 and to expire as stated above.

DATED: _____, 2026

VOTED: _____

UNANIMOUS: _____

A TRUE RECORD ATTEST:

YES: _____ NO: _____

ABSTAIN: _____ ABSENT: _____

RECUSED: _____

Nancy Danello, CMC
Town Clerk

Ted Cormier-Leger, Clerk
Franklin Town Council



Town of Franklin MA

355 East Central Street

Franklin, MA 02038

Phone: 508-520-4949

Volunteer Form

Good Government Starts with You!

Date Submitted: October 23, 2025

Name: Isabella M Carter

Home Address: 407 Oakland Pkwy
FRANKLIN, MA 02038

Mailing Address: 407 Oakland Pkwy
FRANKLIN, MA 02038

Phone Number(s): [REDACTED]

Email Address: [REDACTED]

Current Occupation/Employer: Structural Engineer, RSE Associates

Narrative: I have up to 4 hours per week available. I'm a licensed structural engineer (MA), with 20 years of experience in design and construction. Attached resume is current to July of 2024.

Board(s) / Committee(s): ___ Zoning Board of Appeal

ISABELLA CARTER, P.E.

EXPERIENCE

SENIOR PROJECT MANAGER

McNamara Salvia, Inc, Boston, MA

2012-Present

- Successfully managed and completed several new construction and renovation projects, from inception through completion.
- Project experience includes office, laboratory, medical office, retail, hospitality, and institutional facilities.
- Collaborate with design team and ownership to design efficient and economical structural systems that satisfy design intent and budgets.
- Utilize suite of analysis software to model and design a range of building structures, including Bentley Systems and ETABS.
- Work with team of engineers and production staff to prepare full construction documents.
- See projects through construction administration phase, including coordinating with general and sub-contractors, ensuring projects are completed within budget and on schedule.
- Experienced with a range of materials, including structural steel, concrete, and masonry, and wood systems.
- Proficient in BIM modeling and drafting using Revit and AutoCAD.
 - Use Revit to generate structural BIM models and corresponding drawings including plans, sections, isometrics, schedules and details.
 - Collaborated with small team to codify and implement internal documentation standards.
 - Developed internal seminar series focused on BIM training, from beginner to advanced topics.
- Proven track record of successfully managing multiple projects simultaneously, while maintaining excellent communication with client, contractors, and team members.

DESIGNER

Lim Consultants, Inc., Cambridge, MA

2009-2012

- Create complete structural BIM models for inter-disciplinary collaboration, using Revit.
 - Use structural model to prepare framing plans and details.
 - Prepare full construction documents.
- Management of Revit structural model templates and custom families.
 - Create and customize templates utilizing office standards.
 - Customize out-of-the-box families and create new families to supplement library.
- Assist engineers with construction administration.

DESIGNER

Ultratec, Inc., Methuen, MA

2006-2008

- Estimate cost of wall panel materials and manufacturing and TJI floor/roof system materials.
- Coordinate bidding of wall panels and trusses with outside sources.
- Prepare installation layouts for TJI floor and roof systems.
- Prepare wall panel shop drawings and erection drawings.
- Provide support to field supervisors and framers regarding installation of wall panels and TJI framing.

NEW PRODUCTS DESIGN MANAGER

iLevel by Weyerhaeuser, Bedford, NH

2004-2006

EDUCATION

TUFTS UNIVERSITY

Medford, MA — Master of Engineering, 2014
Structural Engineering and Mechanics

WENTWORTH INSTITUTE OF TECHNOLOGY

Boston, MA — Bachelor of Architecture, 2004

CERTIFICATIONS

PROFESSIONAL ENGINEER – COMMONWEALTH OF MASSACHUSETTS



Town of Franklin MA

355 East Central Street

Franklin, MA 02038

Phone: 508-520-4949

Volunteer Form

Good Government Starts with You!

Date Submitted: July 7, 2025

Name: Jennifer Williams

Home Address: 28 Queen Street
02038

Mailing Address: 28 Queen Street
02038

Phone Number(s):

Email Address:

Current Occupation/Employer: Managing Principal / Perkins&Will

Narrative: I am available as needed for in person and/or virtual weeknight meetings at 7pm or later.

As evident from my resume (employer resume attached), as an architect I have experience in projects of all scales: from complex renovations to entire campus master plans. A deep understanding of zoning, planning, and community development is essential to continued success in my personal profession. Each project I lead in my line of work - similar to each project that goes in front of any Town Board - must respond to its unique circumstances and community context to ultimately yield success.

Beyond my day job, I am a Franklin Planning Board Member coming up on the end of a full four year term (plus tenure as an associate member prior). I am deeply familiar with the expectations associated with Board involvement. In addition to my commitment as a Board Member, I volunteered additional time and effort to also represent my Board and Town on the recent Master Plan Update Committee. Now is a pivotal moment in which our Town has the opportunity to strategically implement the vision set forth through that impressive process. I see great opportunity for all Boards and Committees to work together in the future and collaboratively bring actionable items to fruition. When the opportunity arises, I hope to continue actively participating as an engaged full member of a Town Board through movement to the Zoning Board of Appeal.

I appreciate your consideration for an appointment. I believe my involvement to date has proven my ability to be reliable and engaged in the best interest of the residents of Franklin.

Thank you!

Board(s) / Committee(s): ___Zoning Board of Appeal

contact me

professional qualifications & organizations

Licensed Interior Designer
NCIDQ no. 027458

IIDA Professional member of the International Interior Design Association

AIA Associate member of the American Institute of Architects

BSA Member of the Boston Society of Architects

LEED Accredited Professional

WELL Accredited Professional

Fitwel Ambassador

education

Endicott College: Bachelor of Science in Interior Design

community

ACE Mentor Program of Greater Boston: Board Member, Marketing Coordinator

Women Leaders in College Sports: Member

Spaulding Rehabilitation Hospital
4x Boston Marathon Race for Rehab Team Member

speaking

Athletic Business National Fall 2019: Project tips from Facility of Merit Award Winners

ACUI Region VIII Fall 2016: What's Next? Trends in Student Life

NIRSA National Spring 2014: Value-driven Design: Building Spaces with Inclusivity in Mind

JENNIFER WILLIAMS

IIDA, ASSOC. AIA, LEED AP, WELL AP, FITWEL AMBASSADOR

employment

PERKINSandWILL Senior Associate

Sept. 2010-present

Roles and Responsibilities: client engagement / sports, performance healthcare, and education planning and programming / master planning and strategic planning / interior architecture design direction and execution / marketing efforts through interviewing, proposal writing, conference attendance and speaking / representation of the firm through outside organizations and charities / active participation in firm-wide leadership programs / intern and staff hiring

Projects:

Columbia University: *Tennis and Squash Center Feasibility Study*

\$30 million / 60,000 GSF / Study Complete Summer 2019

University of Massachusetts Amherst: *McGuirk Stadium Study, Expansion and Air Supported Structure, Amherst, MA*

\$18 million / 120,000 GSF / Opened Summer 2019

Northwestern University: *Ryan Fieldhouse and Walter Athletics Center, Evanston, IL*

\$180 million / 420,000 GSF / Phase I Opened August 2018

Stevens Institute of Technology: *Athletics and Recreation Master Plan*

\$30 million / 60,000 GSF / Master Plan Complete Spring 2019

Phillips Academy Andover: *Snyder Athletic Center, Andover, MA*

\$38 million / 100,000 GSF / Opening Fall 2017

Baylor, Scott, & White: *Blue Star Sports Therapy and Research Center, Frisco, TX*

\$56 million / 205,000 GSF / Opening January 2018

Boston University: *Athletic Strategic Master Plan, Men's Basketball Feasibility Study, Men's Lacrosse Locker Room, Case Athletic Center Entry and Lobby Improvement, Women's Hockey Feasibility Study*

\$Various / 480,000 GSF / Ongoing implementation of projects

Colby College: *Athletic Master Plan, Waterville, ME*

580,000 GSF / Master plan complete 2015

University of Massachusetts Amherst: *Football Performance Center & Press Box, Amherst, MA*

\$26 million / 47,000 GSF / Opened Fall 2014

University of Massachusetts: *Lowell University Crossing Student Center, Lowell, MA*

\$47 million / 138,000 GSF / Opened Summer 2014

Clark University: *Bickman Fitness Center Expansion, Worcester, MA*

\$3 million / 11,000 GSF / Opened Summer 2014

Wentworth Institute of Technology: *Center for Biomed. Sciences and Engineering, Boston, MA*

\$14.4 million / 40,000 GSF / Opened Summer 2012

SASAKI Interior Designer

May 2007 - Sept. 2010

Roles and Responsibilities: sports planning and documentation / interior architecture and design and execution / active participation in firm-wide activities

Projects:

Loyola University Ridley Athletic Complex \$54 million / 94,700 GSF / Opened Spring 2010

Towson University SECU Arena \$Confidential / 183,000 GSF / Opened Summer 2012

Bluffton University Recreation Center \$10.8 million / 57,100 GSF / Opened 2011

Guckenheimer Cafe Renovation at the John Hancock Tower \$7 million / 17,000 GSF

DEPARTMENT OF PUBLIC WORKS | INFRASTRUCTURE & COSTS

JANUARY 21, 2026

Robert Cantoreggi, Director & Best Team Ever



TOWN *of* FRANKLIN
MASSACHUSETTS



ROADWAY CONDITION

Road Structural Ratings (RSR)

\$40.5m

Backlog
Cost of Repairs

2012

77.0

Average RSR by segment

2019

73.5

Average RSR by segment

2025

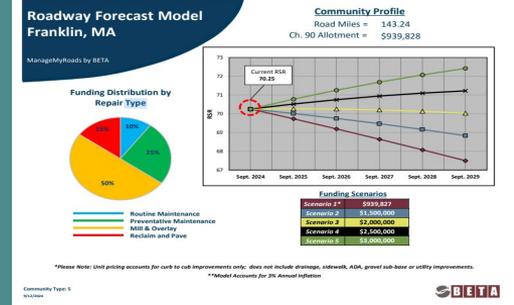
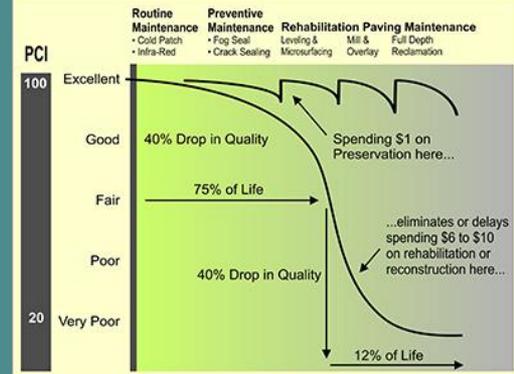
70.7

Average RSR by segment

Average Expenditure for Road Improvements has been steadily decreasing...
2019 around \$2.5M/year to 2025 around \$1.7/year

ROAD IMPROVEMENT COSTS

- Past Average Annual Expenditure – \$2.5M per year
- Previous funding sources included
 - Water Main Replacement Program
 - Ch 90
 - ARPA
 - MassWorks Grant
 - Town Capital Appropriations
- Only spent \$1.7M in 2025
- Ch 90 funding for 2026 is \$1.7M
- Need to average \$3M per year just to get our RSR back to where we were 5 years ago (not including associated drainage, sidewalk, or ADA costs)



PROJECT COSTS

1. Sidewalks

- 126 miles: 76 asphalt, 50 concrete
- Sidewalk Condition Index (SCI) 67.42
- Repair Backlog \$18,505,829
- ADA Transition Plan
 - 1,253 ramps need improvements to meet current standards \$10,813,600

● Parking Lots

- 40.85 acres
- Repair Backlog \$943,991

● Quiet Zone(s) (6)

- Six crossings: \$7,700,000



\$37,963,420

Sidewalks, Parking Lots,
ADA Transition Plan,
Quiet Zone(s)

GROUNDS

Operating Budget: \$1,113,850.00

PARKS

All Town Parks
Sculpture
Community Garden
Disc Golf
Street Hockey
Tennis
Pickleball



FIELDS

Town & All Schools

Natural & Synthetic Turf (replacements needed)
Line Painting
Grooming
Fencing
Irrigation (replacements needed)

CENTRAL MOTORS

Operation Budget: \$1,161,235.00

218 Registered vehicles and equipment!

- Vehicle / Equipment maintenance and repair
- Winter operations related repairs
- Tires, oil, and parts inventory
- Vehicle and equipment sublet repairs
- Fuel and DEF
- Tool and diagnostic equipment upgrades



CURBSIDE TRASH & RECYCLING

Operating Budget: \$3,159,313.00

1. 9,780 curbside customers
2. Extremely low recycling-contamination rate
3. Contract for disposal (waste to energy) – negotiations ongoing.
4. Future waste bans... compost?
5. **Cart Replacement (past due) – life span is 10 years, currently at 15 years. 20,000 barrels, \$70 per barrel = \$1,400,000.00**



RECYCLING CENTER

Operating Budget: \$257,141.00

- 3,800 Recycling Center customers
- Recent significant cost increases:
Household Hazardous Waste, Rigid Plastic,
Latex Paint
- Increased volume = increased costs;
residents like to recycle!



LANDFILL



Construct and Improve Recycling Center

- Redesign and reconstruct facility.
- Organics collection/staging area?

Officially “Cap” Old Landfill

- Test borings, surveying, design material/grading.



COST

Largely contingent on area that must be 'capped'

Approximate cost per acre = \$350,000

Site is approximately 10 acres

\$6-10 million!

DRINKING WATER

Operating Budget: \$8,131,339.00

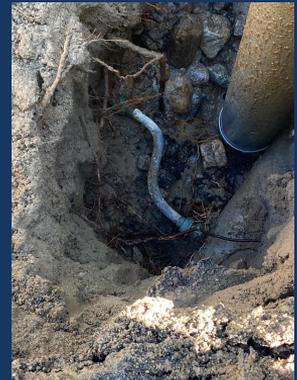
1. Completed Projects
 - Water Main Replacement – 20 years – \$22.5M
 - Grove St Water Treatment Plant – May 2021 – \$12.3M
 - Fales St Water Main Replacement – 2024 – \$250K
2. Currently Approved & Funded Projects
 - Franklin Ridge Booster Station – \$3.2M MassWorks Grant – completion February 2026
 - Well 7 PFAS Removal Addition – \$6.5M SRF loan – completion May 2026
 - Fisher St WTP upgrade & PFAS Removal Addition – \$25M SRF loan – completion February 2027



DRINKING WATER

Unfunded Project Costs

1. Water Main Replacement/Road Improvement Program renewal
\$12 million
2. Water Tank Replacement / Rehab – \$12.5 million
 - Hillside Tank replacement – \$10.5 million
 - Bald Hill & Forge Hill Tank rehab – \$3.2 million
3. Pleasant St Service area reconfiguration – \$7.0 million
4. PFAS – potential for \$50+ million for additional treatment





WATERLINE/ROADWAY 5+ YEAR IMPROVEMENT PLAN

1

Pine St and Beech St (frequent leaks/breaks)

2

Partridge St and Maple St

3

Park Rd, Hillside Rd, Moore and Pinehurst
(water quality)

4

Pheasant Hill Rd and Acorn Terrace

5

Meadow Parkway

Total Estimated Water Costs: \$12,000,000.00

Additional Areas of Concern

Phyllis Ln, Besso St, Woodside Rd, George Rd, Jimmy St, Brushwood Hill
Pleasant St (Church Sq to Dean Ave)
Crossfield Rd, Walker Rd, White Ave

Lincoln St (Daniels to Town line)
Union St (Washington to Loretta)

SEWER

Operating Budget: \$4,549,271.00

1. Beaver St Interceptor – \$33 million
2. I&L Lining Program
 - Over \$4.2M spent from 2005 to 2025
 - Phase 10 – Phase 13 Planned – \$2M
3. 23 Lift Stations: 1977 – 2004
 - Completed Asset Management Plan to prioritize improvements – grant funding!
 - Upgrade existing control systems – \$250k each year over the next 5+ years
 - GAP III Energy Improvement Grant – \$62k
 - GAP IV Energy Improvement Grant – Applied 2025
4. Collections System
 - Seeking grant for Phase 2 of Asset Management Plan





SEWER

Annual investigation, rehabilitation, and repair for pipes and manholes are required to mitigate current infiltration and proactively prevent future asset deterioration.





STORMWATER

Operating Budget: \$1,128,150.00

Phosphorus Control Plan (PCP)

\$30m

5 Year Cost to be in
compliance

(July 2023 – July 2028)

\$60.30

to

\$350

Increase in average annual cost
of residential Stormwater Utility
fee to meet compliance funding
levels

\$120m

20 Year Cost to be in
compliance

(\$6M/year through 2038)

STORMWATER

What we need to do:

- More frequent street sweeping, catch basin cleaning
- Maintain and repair existing infrastructure
- Maintain and upgrade detention basins
- Construct new infrastructure
- Use science to our advantage



Target Milestones	Reduction Required	Reduction Provided by Existing SCMs	Estimated Load Reduction Gap
Phase 1-Year 8 Reduction Requirement July 2026	20% (499.1 lbs/year)	14.5% (362.8 lbs/year)	5.5% (136.3 lbs/year)
Phase 1-Year 10 Reduction Requirement July 2028	25% (623.8 lbs/year)	14.5% (362.8 lbs/year)	10.5% (261.0 lbs/year)
Total 20-Year Permit Reduction Requirement July 2038	100% (2,495.3 lbs/year)	14.5% (362.8 lbs/year)	85.5% (2,132.5 lbs/year)

GIS (Geographic Information System)

PAST: Separate consultants maintaining separate sets of data

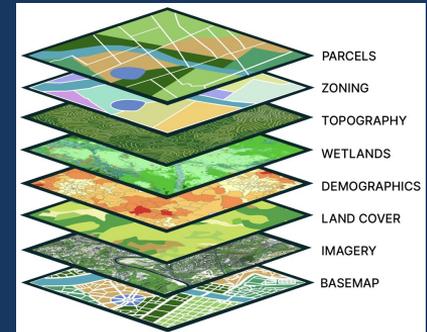
- Expensive
- Lack of continuity
- Long response times for updates
- Always out-of-date

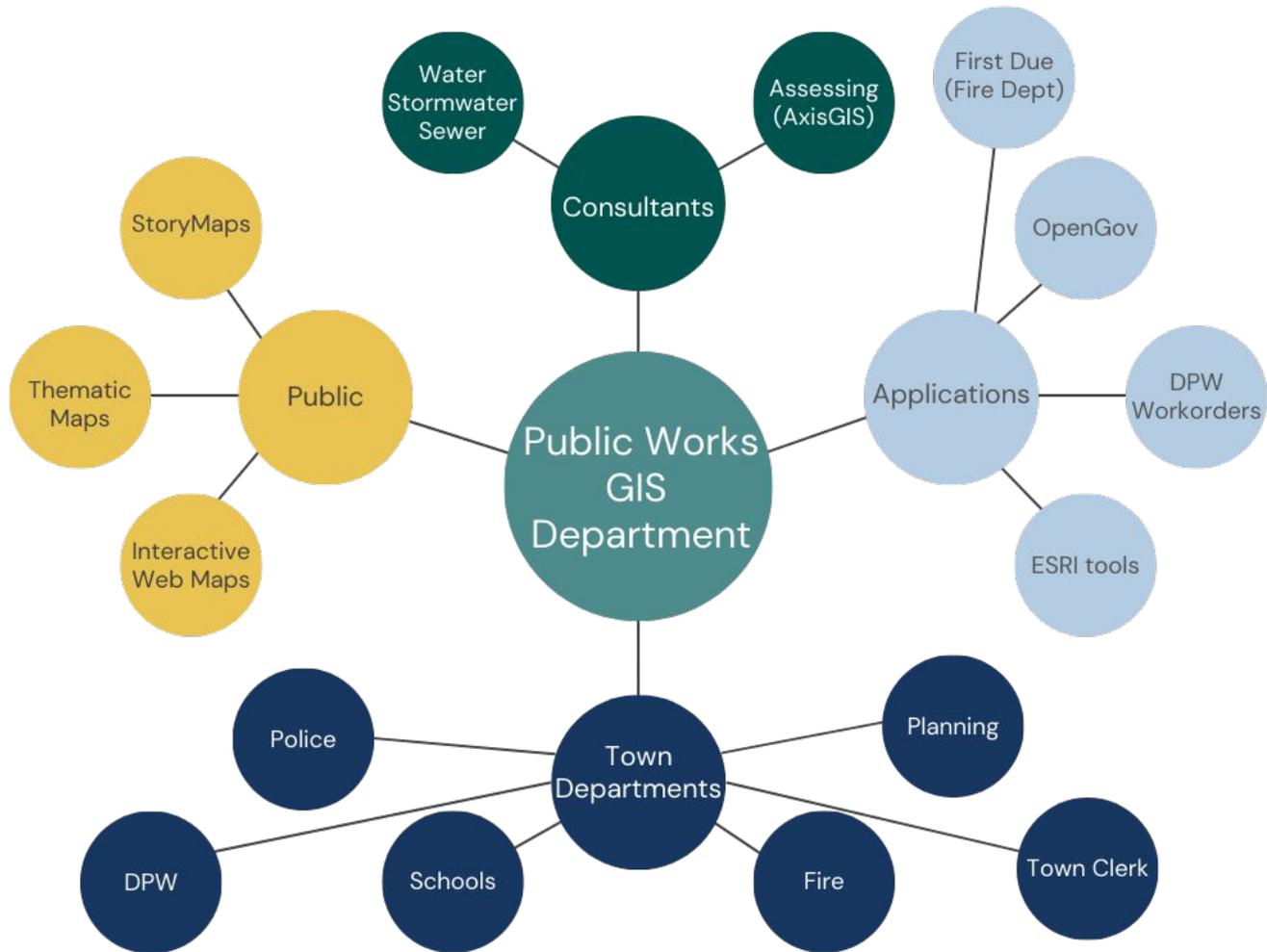
PRESENT: Franklin's data is maintained internally (parcels excluded)

- Real-time updates pushed across multiple platforms
- Immediate response for updates
- Up-to-date
- Efficient
- Allows for collaboration both internally and externally

A picture is
worth a
thousand
words...

...but a map is
worth a
million.





ADDITIONAL CHALLENGES

Personnel

- Shortage of workers
- Outsourcing
- Snow Plow contractors

Global Warming

- Flooding
- Extreme Events

Construction Costs





PLANNED & PROJECTED TOTAL INFRASTRUCTURE COSTS

FUNDED

\$67.7m

Franklin Ridge Booster Station (\$3.2m – grant)

Well 7 PFAS Removal (\$6.5m – SRF loan)

Fisher St WTP Upgrade & PFAS Removal (\$25m – SRF loan)

Beaver St Interceptor (\$33m – SRF loan)



PLANNED & PROJECTED TOTAL INFRASTRUCTURE COSTS

BARELY FUNDED

\$64.35m

Parking Lot Improvements (\$950k)

Roadway Improvements (\$39m)

Sidewalk Improvements (\$19m)

Turf Fields (3) Carpet Replacement (\$5.4m)



PLANNED & PROJECTED TOTAL INFRASTRUCTURE COSTS

UNFUNDED

\$85.7m

Stormwater PCP (\$30m)

ADA Transition Plan (\$10m)

Closing Landfill & New Recycling Center (\$8m)

Quiet Zones (\$7.7m)

Water Main Replacement/Road Improvement (\$12m)

Water Tank Replacement/Rehab (\$12.5m)

Pleasant St Service Area Improvements (\$5.5m)



WHAT IS AT STAKE?

TOP 5 THREATS!

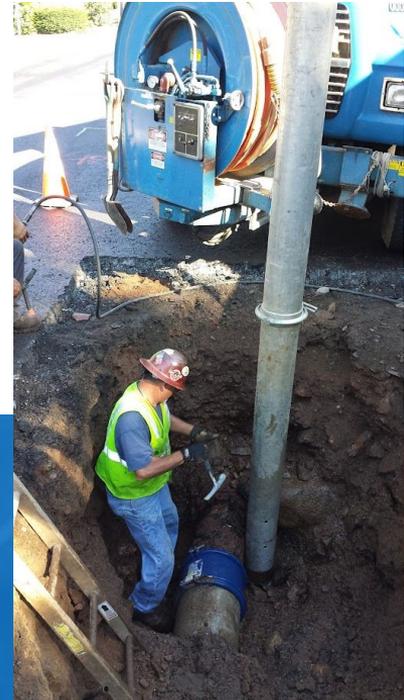
Roadways

- If the projected maintenance / improvement timeline continues, we will have “D” grade roads in 5–9 years!
- Road repair cost will be exponentially higher



Waterlines

- Pre 2005 averaging 45+ water breaks/year; currently averaging 4.
- Without continuing the waterline replacement program, breaks will increase, water quality will be reduced, and galvanized services lines will not get replaced.





Water Tanks

- Hillside tanks were built in 1888 & 1928.
- Need to be replaced to prevent catastrophic failure.



A close-up photograph of a stone plaque with embossed text. The text is arranged in two lines: "EAST BOSTON" on the top line and "MASS. 1888" on the bottom line. The stone is weathered and has some discoloration.



Stormwater

- Non-compliance could result in a Consent Decree
- Ex: Quincy MA: \$150k civil penalty, \$100+m by 2034.



Landfill / Recycling Center

Timely action avoids

State-imposed costs & timelines.





The Good Stuff, Roadwork:

- Reconstructed over 80 miles of roadway
- Rehabilitated / constructed over 33 miles of sidewalks
- Established a proactive maintenance program to extend the life expectancy of roadway surfaces from 20 years to 40+ years



The Good Stuff, Parks and Grounds:

- Replaced 2 turfgrass fields
- Created and built two new parks
- Created and built a dog park
- Created and built a community garden
- Improved the town Common / Veterans Memorial



The Good Stuff, Water Work:

- Replaced 45.9 miles of water mains
- Rehabilitated / Rebuilt / Improved three major water treatment plants
- Reduced our average daily use from over 70 gallons per person per day to 46 in 2024.
- Unaccounted for water reduced from over 15% to 6.5% in 2024



The Good Stuff, Sewer:

- Lined 13.75 miles of Sewer mains
- Lined and sealed up over 500 manholes
- Reduced our average daily flow to the Charles River Pollution Control District by 1.2 Million Gallons

Select residential bill and monthly consumption amount

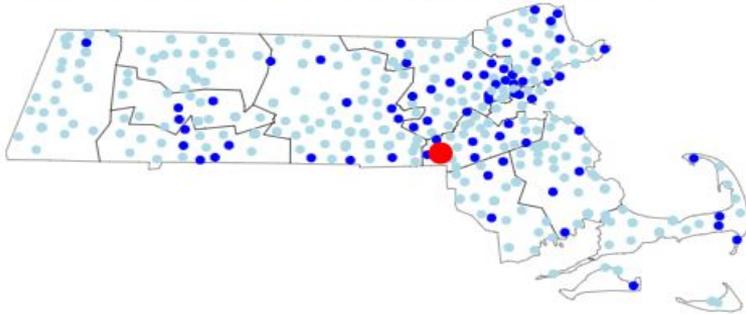
Water Bill Sewer Bill Water + Sewer Bill



Monthly Water & Sewer Bill: \$107.39

Select comparison group:

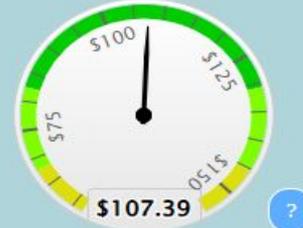
Comparing to utilities also with 3,000 to 10,000 accounts



Effects of raising rates by:

Bill Comparison

Water & Sewer Bill at
5,000 gallons
Median: \$111.63



Conservation Signal

Water & Sewer Price/1,000
gallons, after 10,000 gallons
Median: \$21.72



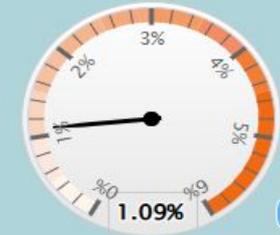
Cost Recovery

Operating
Ratio Incl. Deprec.



Median Affordability

Annual Water & Sewer Bills as
% MHI



[Download Data](#)



“This is the most existential
threat facing Franklin...”

Former Town Councilor

Questions?



**TOWN
ADMINISTRATOR**
TOWN of FRANKLIN

MEMORANDUM

January 16, 2026

To: Town Council
From: Jamie Hellen, Town Administrator

RE: Resolution 26-06: Cannabis Licensing Local Approval Process & Cannabis Social Equity Policy

If approved, Resolution 26-06 will amend the Cannabis Licensing Local Approval Process & Cannabis Social Equity Policy. The first iteration of this process and policy was adopted by the previous Town Council on October 29, 2025 with Resolution 25-70, which passed unanimously. Recently, the current Town Council proposed to amend paragraph 1 of the policy by striking two sentences, as follows:

~~1. The Town of Franklin Local Approval Process will be administered prospectively so that a General Applicant may be approved only after a Social Equity Business has commenced operations, or a period of time has elapsed encouraging social equity applicants to be considered and permitted. (All currently permitted cannabis establishments are exempted from this requirement.)~~

The Town of Franklin will continue to allow marijuana establishments, subject to the Planning Board special permit and site plan approval process required for all cannabis establishments, with no current cap on the number allowed. ~~Under the CCC program, Social Equity and Economic Empowerment applicants are eligible for exclusive access to marijuana establishment licensure for at least two years from October 29, 2025 through October 29, 2027.~~ By not imposing a hard cap on this License type, social equity applicants have greater access to participation in the regulated Cannabis industry.

For more information, please find in the agenda packet for the 1/21/26 Town Council meeting Jamie Hellen's 10/29/25 dated memo as well as all related materials from the 10/29/25 Town Council meeting.

Please let me know if you have any questions.



**TOWN OF FRANKLIN
RESOLUTION 26-06**

**AMENDMENT (FIRST) TO THE CANNABIS LICENSING LOCAL APPROVAL
PROCESS AND CANNABIS SOCIAL EQUITY POLICY**

WHEREAS, the Franklin Town Council adopted the “Cannabis Licensing: Local Approval Process and Cannabis Social Equity Policy” (hereinafter: “Policy”) on October 29, 2025 with the approval of Resolution 25-50; and

WHEREAS, the Franklin Town Council has now decided to amend “Policy” by deleting two sentences;

NOW THEREFORE, BE IT RESOLVED THAT the Franklin Town Council, on behalf of the Town of Franklin, hereby amends the “Cannabis Licensing: Local Approval Process and Cannabis Social Equity Policy” by deleting two sentences as shown in copy of “Policy” dated January 21, 2026 and attached hereto as “Exhibit 1” and, as so-amended, hereby approves “Policy”.

This resolution shall become effective according to the provisions of the Town of Franklin Home Rule Charter.

DATED: _____, 2026

VOTED: _____

A TRUE RECORD ATTEST:

UNANIMOUS: _____

YES: _____ **NO:** _____

ABSTAIN: _____ **ABSENT:** _____

RECUSED: _____

**Nancy Danello, CMC
Town Clerk**

**Ted Cormier-Leger, Clerk
Franklin Town Council**

Town Council

Robert Dellorco, *Chair*
Gene Grella, *Vice Chair*
Ted Cormier-Leger, *Clerk*

**TOWN of
FRANKLIN**
MASSACHUSETTS

355 E. Central St.
Franklin, MA 02038
P. 508.520.4949
www.franklinma.gov

Date: January 21, 2026

CANNABIS LICENSING:
LOCAL APPROVAL PROCESS & CANNABIS SOCIAL EQUITY POLICY

Purpose & Scope

On August 11, 2022, [S.3096: An Act Relative to Equity in the Cannabis Industry, Chapter 180 of the Acts of 2022](#), was approved by the Massachusetts Legislature and signed into law by Governor Charlie Baker. The Act made numerous changes to Massachusetts' cannabis laws, most notably requiring the Cannabis Control Commission ("CCC") to establish procedures and minimum standards for municipalities to promote and encourage full participation in the regulated Marijuana industry by communities disproportionately harmed by marijuana prohibition and enforcement.

Pursuant to Massachusetts Code of Regulations ([CMR 500.181 - 935 CMR 500.181\(3\)\(b\)2](#) and [935 CMR 501.181\(3\)\(b\)2](#)), the Cannabis Control Commission is requiring Host Communities of any type of cannabis facility to have a model bylaw/ordinance or local approval process, including a Municipal "Social Equity Plan."

Based on guidance issued by the CCC on May 9, 2024, the Town of Franklin, through its Legislative Body, the Franklin Town Council, adopts the following policy, entitled *Cannabis Licensing: Local Approval Process and Cannabis Social Equity Policy*, to further promote social equity in the regulated cannabis industry, as required by state law.

Definitions

For the purpose of this policy, unless defined herein otherwise, all terms shall have the meaning ascribed to them by the CCC in its regulations (See [935 CMR 500](#) and [935 CMR 501](#)).

- **Area of Disproportionate Impact:** a geographic area identified by the Commission for the purposes identified in M.G.L. c.94G s. 4(a½)(iv), and which has had historically high rates of arrest, conviction, and incarceration related to Cannabis crimes.

Franklin has not been identified by the Commission as one of the state's municipalities located within geographic areas of disproportionate impact.

- Economic Empowerment Priority Applicant: an applicant who, as an entity or through an individual certified by the CCC in 2018, meets and continues to meet three or more of the following six criteria, at least one of which shall be a majority-equity-ownership criterion:
 - Majority-equity-ownership Criteria:
 - A majority (more than 50%) of ownership belongs to people who have lived for five of the preceding ten years in an Area of Disproportionate Impact, as determined by the CCC.
 - A majority (more than 50%) of ownership has held one or more previous positions where the primary population served were disproportionately impacted, or where primary responsibilities included economic education, resource provision or empowerment to disproportionately impacted individuals or communities.
 - Additional Criteria:
 - At least 51% of current employees or subcontractors reside in Areas of Disproportionate Impact and by the first day of business, the ratio will meet or exceed 75%. At least 51% of employees or subcontractors who have drug-related CORI and are otherwise legally employable in Cannabis enterprises.
 - Other significant articulable demonstration of past experience in or business practices that promote economic empowerment in Areas of Disproportionate Impact. This applicant has priority for the purposes of the review of its license application.
- Pre-verification or Verification of Eligibility as Social Equity Business: the process through which the Commission confirms whether an applicant is a Social Equity Business.
- Social Equity Business: a Cannabis Establishment comprising at least 51% (majority) ownership of individuals who are Social Equity Program Participants, or who have been certified as meeting the Commission's criteria for designation as an Economic Empowerment Priority Applicant, or both.
- Social Equity Program Participant: an individual who qualified to participate in the Social Equity Program and is designated as a program participant by the Commission.

Local Approval Process

The application process in Franklin is simple and streamlined for all applicants. The Town has successfully permitted a variety of cannabis businesses whose operations include manufacturing, retail, medical, cultivation, research and more. Franklin was one of the first communities to approve a cannabis bylaw in Massachusetts and has been open for business since the law was approved by voters in 2016.

A prospective applicant should know the following policies, factoids and guidance:

1. The Town of Franklin does not have a license quota for cannabis retail establishments.
2. The Town has approved the "[Marijuana Use Overlay District](#)" ([Exhibit 1](#)) with available parcels to be considered.
3. Town Bylaw allows retail, medical, and manufacturing establishments by special permit through the Planning Board. Please read [Town Code Zoning Bylaw section 185-49](#) for specific information.
 - a. Some notable prohibitions are:
 - i. Prohibition within 500 feet of a public or private school;
 - ii. Within 200 feet of a residential zoning district, library, church, child-care facility, park, and playground.
 - iii. The 500 feet and 200 feet distances shall be measured from all property lines of the proposed use; state forest land shall not be considered when determining the proximity of a parcel to a residential zoning district.
 - iv. The Town has not approved of the following cannabis related uses:
 1. Social Consumption business (which requires a ballot question).

The following Local Approval Process permitting steps are:

1. Visit the Town of Franklin [Cannabis Information Portal](#) for the latest information and updates.
2. Identify a parcel in the [Cannabis Use Overlay District](#) (last updated 2023) for a potential

project. The Town does not require a formal lease, contractual arrangement for rent, or purchase and sale agreement. However, an applicant should be able to identify a specific parcel of land to discuss as this makes the process much more efficient.

3. Fill out an initial application of interest through the Town's [OpenGov Cannabis Application](#). Potential cannabis facility owners/applicants will need to complete the [State Licensing Process](#) and Application in addition to the Town of Franklin Process.
4. After the initial application, an applicant will meet with the Town of Franklin's "Technical Review Committee" ("Tech Review"). This is a team of municipal department heads that work on all permitting in the community. Tech Review will give feedback and suggest best practices for a Cannabis facility. This is an interactive conversation with the proponent and municipal department heads to prepare for anything *prior to filing*. This enables a more complete and streamlined application. We strongly suggest, but do not require, that an applicant files with the Planning Board and Conservation Commission (assuming wetlands resources are present) at the same time. This is a standard applied to all applications before the Planning Board and/or Conservation Commission so the processes can proceed concurrently, which is a streamlined process for the applicant.

The staff included are:

- Town Administrator, Deputy Town Administrator, Fire Chief, Building Commissioner, Town Attorney, Health Director, Director of Community Planning & Development, Town Planner, Conservation Agent, and Town Engineer.

An applicant can schedule as many meetings with Tech Review staff before filing as they wish. Tech Review meets every week on Wednesdays at 3:00 in the Municipal Building at 355 East Central Street Franklin.

During the Tech Review process, the Town Administrator will discuss a Host Community Agreement (HCA) as part of that engagement. Town policy is to waive the HCA, unless permitting boards site impacts that may need to be mitigated in accordance with state law or regulation. The Town has opted to waive the HCA requirement for the businesses currently operating in town since November 1, 2023.

As of the date of this policy, the Town is not imposing any impact fees with any businesses. We expect to waive the HCA, unless impacts are identified through the permitting process with the Planning Board and Conservation Commission.

5. Meet with the Franklin Police Chief to address the legal requirements set forth in state law or regulation regarding surveillance.
6. Pursuant to state law or regulation, coordinate and schedule the Community Impact/Outreach Meeting through the Town Administrator's office. The Franklin Senior Center has been used as the site of all community outreach hearings for all permitted businesses in town.
7. File concurrently with the Planning Board and Conservation Commission (if applicable).

Cannabis Social Equity Policy

To encourage greater participation by Social Equity Applicants, the Town Council commits to the following:

- ~~1. The Town of Franklin Local Approval Process will be administered prospectively so that a General Applicant may be approved only after a Social Equity Business has commenced operations, or a period of time has elapsed encouraging social equity applicants to be considered and permitted. (All currently permitted cannabis establishments are exempted from this requirement.)~~

The Town of Franklin will continue to allow marijuana establishments, subject to the Planning Board special permit and site plan approval process required for all cannabis establishments, with no current cap on the number allowed. ~~Under the CCC program, Social Equity and Economic Empowerment applicants are eligible for exclusive access to marijuana establishment licensure for at least two years from October 29, 2025 through October 29, 2027.~~ By not imposing a hard cap on this License type, social equity applicants have greater access to participation in the regulated Cannabis industry.

2. The Town of Franklin has and will continue to centralize all information regarding the Local Approval Process on its [Marijuana Information Portal](#) on the Town website, including key individuals involved in the process and all required documentation, to increase transparency and user friendliness. The portal is designed to be a one-stop repository for all of the town's information on regulation and permitting cannabis establishments in town.
3. The Town of Franklin will promote available Host Community Agreements (HCAs), including waivers of HCA's, on its website through the above webpage. The Town assumes a waiver of the HCA. An HCA may be required if town boards decide there are impacts, as defined by state law and regulation, from a proposed project.

The Town of Franklin will publish data on the town website regarding HCAs that have been issued, identifying each Social Equity Business and License Applicant that has been designated as a Social Equity Program Participant or Economic Empowerment Priority Applicant, or who have been pre-verified pursuant to 935 CMR 500.101(7).

Per the Town of Franklin Home Rule Charter, the Town Administrator is the contracting authority for the government. If an HCA is required, the Town Administrator is a sole authority to negotiate and execute an HCA.

4. The Town of Franklin will not charge a fee for reviewing applications for a Host Community Agreement from Social Equity Applicants, thereby encouraging applications from Social Equity applicants by reducing the barrier to entry for the regulated Cannabis industry.
5. The Town of Franklin will provide technical assistance throughout the Local Approval Process. The Town Manager, or their designee, will work closely with Social Equity applicants from initial inquiry through the special permit and building permit process.
6. The Town of Franklin will use the CCC's Model HCA as a template for negotiating HCAs with Social Equity Applicants and commits to complying with the HCA negotiations practices outlined in 935 CMR 500.181(4) and 501.181(4).

Evaluation

The Town of Franklin will use the Commission's [Host Community Cannabis Business Application Standard Evaluation Form](#) for evaluating prospective applicants.



**TOWN
ADMINISTRATOR**
TOWN of FRANKLIN

MEMORANDUM

October 29, 2025

To: Town Council
From: Jamie Hellen, Town Administrator

RE: Cannabis Control Commission “Local Approval Process” and Social Equity Plan

The Council will consider adopting a formal local approval process and policy for marijuana establishments. As part of the state’s commitment to provide economic justice and equity for “those who were harmed by the war on drugs,” the state is requiring host communities or marijuana establishments to finalize a “social equity plan”.

I have modeled this off of the Town of Shrewsbury’s recently adopted policy by the state Cannabis Control Commission (CCC), as well as the Town’s permitting process to date, which has been very economically successful for the community. Well more than 100 communities across the state are susceptible to this mandate. If approved tonight, this will be the fourth community to apply for approval of this state regulation. I anticipate we will receive comments from the CCC staff or the CCC themselves. We will revisit this issue in the future if the state has feedback or comments.

To be clear: As a manager, I have consistently had disagreement with the CCC and their regulations. I have stated many times I believe these businesses should go through local permitting like any other business and even question the scope of the entire agency. I would note that the House of Representatives has approved a reform package of the agency in this legislative session, but the Senate has not taken that up yet, but may later this year. If finalized by the Senate and Governor, this would be the third major reform package of the 2016 voter approved laws around cannabis.

The Town has a thriving cannabis industry with numerous businesses that are providing significant tax revenue to the community. A few factoids on the current cannabis footprint and licensee profile in Franklin:

- \$457,759 in estimated annual tax revenues from the 3% local option cannabis local excise (sales) tax. For those who are against raising local property taxes, this is welcome data as many out of town residents shop at the town’s two stores and help support the town budget.

- A significant addition in “new growth” due to the rehabilitated properties, increased investment in those properties, both commercial and residential.
- While the town has not yet permitted a state-approved Social Equity Business, the town does have a Minority/Women-owned Business Enterprise (M/WBE) certified business in Botera.
- \$1,590,774 in HCA revenues, which funded the Franklin Public Schools mental health programs, Grove Street reconstruction construction, Police Interdiction (\$125,000) and Funding for the SAFE Coalition (\$175,000). All funds have been spent and as the law has changed, the Town no longer collects HCA funds.

<u>Name</u>	<u>Address</u>	<u>Facility USes</u>	<u>Status</u>
NETA	162 Grove Street	Retail/Medical Sales	Open
NETA	5 Forge Parkway	Cultivation	Open
4 Liberty Way	105 Constitution Blvd	Cultivation	Open
Botera	1256 West Central St	Retail/Medical Sales	Open
Hennep	160 Grove Street	Cultivation, Research	Open
CC Lights LLC	164 Grove St	Retail/Medical Sales	Permitted – not built

References

The cannabis industry is far too regulated, but here are additional materials to consider as sources:

- [Guidance on Municipal Equity & Industry Participation May 2024.](#)
- [Municipal Host Community Agreement Standard Evaluation Template Form.](#)
- [Code of Massachusetts Regulations \(CMR\) 500.181 and 501.181](#) on cannabis.
- Massachusetts Cannabis Control Commission [Roles and Responsibilities.](#)
- [Town of Shrewsbury CCC approved plan.](#)

500.181: Minimum Acceptable Equity Standards Governing Municipalities and Host Communities

(1) 935 CMR 500.181 is governed by M.G.L. c. 94G §§ 3 and 4, as amended by St. 2022, c. 180. Pursuant to M.G.L. c. 94G § 3, the Commission must establish minimum acceptable standards for Host Communities to promote and encourage full participation in the regulated Marijuana industry by people from communities that were disproportionately harmed by Marijuana prohibition and enforcement and to positively impact those communities.

(2) M.G.L. c. 94G, § 4(a)(xxx)-(xxxii) empowers the Commission to establish procedures for municipalities to promote and encourage full participation in the regulated Marijuana industry during negotiations of HCAs with Social Equity Businesses and to develop minimum acceptable standards governing HCA negotiations with Social Equity Businesses. The Commission is further authorized to develop best practices for HCA negotiations between municipalities and License Applicants that have been designated as Social Equity Program Participants or Economic Empowerment Priority Applicants.

(3) Equity Standards for Host Communities to Promote and Encourage Full Participation in the Regulated Marijuana Industry.

- (a) Municipalities are presumed to have met the Commission's minimum acceptable equity standards for promoting and encouraging full participation in the regulated Marijuana industry by taking one of the following actions:
 - 1. Adopting an ordinance or bylaw to exclusively permit Social Equity Businesses for three years or until the goals of the exclusivity period have been met;
 - 2. Adopting the Model Ordinance or Bylaw created by the Commission to permit Social Equity Businesses; **or**
 - **3. Creating a Local Approval Process for equity applicants that is administered on a 1:1 basis, where a General Applicant may be approved only after a Social Equity Business has commenced operations.**

Host Communities may choose to administer a 1:1 Local Approval Process until such time as 50% of the Licensees operating in the Host Community are Social Equity Businesses.

- (b) Notwithstanding 935 CMR 500.181(3)(a), a Host Community shall adopt, but not be limited to, the following transparent practices to promote and encourage full equity participation:
 - 1. A Host Community shall publicize certain information in a conspicuous location at its offices and on its website which shall, at minimum, include:
 - a. All required steps of a Host Community's Local Approval Process including, but not limited to, all associated fees, deadlines, and meeting schedules for local bodies involved in the Local Approval Process;
 - b. Identification of key individuals involved in a Host Community's Local Approval Process, including, but not limited to, their name, title, business address, and business contact information such as email address or phone number;

- c. A list of all documentation required by a Host Community's Local Approval Process, in downloadable form and paper form;
 - d. Identification of application criteria for local approval to operate a Marijuana Establishment and scoring methodologies relied on by a Host Community;
 - E. General scoring information for all applicants and a Host Community's scoring of each individual applicant;
 - f. A Host Community's explanation, in narrative form, of its reasoning for the approval or denial of an application; and g. Any other information required by the Commission.
 - 2. A Host Community shall develop an equity plan to promote and encourage full participation in the regulated cannabis industry by individuals from communities disproportionately harmed by cannabis prohibition and enforcement and shall publicize its equity plan in a conspicuous location at its offices and on its website. A Host Community's equity plan shall:
 - a. Encourage applications from business and individuals that would meet the definition of Social Equity Businesses, Social Equity Program Participants, and Economic Empowerment Priority Applicants as determined by the Commission; and
 - b. Include goals, programs, and measurements a Host Community will utilize to promote and encourage equity participation.
 - 3. A Host Community shall publish data regarding its total applicant pool, which shall identify each Social Equity Business and License Applicant that has been designated as a Social Equity Program Participant or Economic Empowerment Priority Applicant, or who have been pre-verified pursuant to 935 CMR 500.101(7).
 - 4. The Commission may require the Host Community to report data to the Commission.
- (c) A municipality or Host Community shall adhere to best practices for HCA negotiations with individuals or entities pre-verified or verified pursuant to 935 CMR 500.101(7), Social Equity Businesses, and License Applicants that have been designated as Social Equity Program Participants or Economic Empowerment Priority Applicants including, but not limited to, the following:
 - 1. A Host Community shall develop a standard evaluation form, or use a form developed by the Commission, that scores components of an application. The evaluation form shall include consideration of equity in the overall evaluation score, which must comprise not less than 25% of the total evaluation score. This equity component shall include:
 - a. whether an individual, entity, or License Applicant is pre-verified or verified pursuant to 935 CMR 500.101(7);
 - b. whether the License Applicant is a Social Equity Program Participant;
 - c. whether the License Applicant is an Economic Empowerment Priority Applicant;
 - d. whether a License Applicant or pre-verified individual or entity has a prior Marijuana-related criminal offense or conviction;
 - e. whether a License Applicant or pre-verified individual or entity is part of an Area of Disproportionate Impact, as identified by the Commission; or
 - f. whether a pre-verified individual is of Black, African American, Hispanic, Latino, Native American or indigenous descent, or a majority of a pre-verified

entity or License Applicant entity is comprised of individuals that are of Black, African American, Hispanic, Latino, Native American or indigenous descent.

- 2. In circumstances where a Host Community imposes a cap on the number of Marijuana Establishments or MTCs that may obtain local approval to operate, if a Host Community later decides to allow additional Marijuana Establishments or MTCs, at least 50% of those licenses, but no less than one license, above the previously-established cap shall be reserved for: License Applicants that are Social Equity Businesses; License Applicants that have been designated as Social Equity Program Participants, Economic Empowerment Priority Applicants, or both; or individuals or entities verified or pre-verified pursuant to 935 CMR 500.101(7), including pre-verified individuals or entities that have already been designated as Social Equity Businesses, Economic Empowerment Applicants, or both. A Host Community seeking exemption from this regulatory requirement may submit a waiver request pursuant to 935 CMR 500.850. Such request must include identification of proposed compensating features, as provided under 935 CMR 500.850(2)(b).
- (d) Host Communities must adopt local rules or bylaws to comply with 935 CMR 500.181(3) on or before May 1, 2024. A Host Community shall submit an attestation in a form and manner determined by the Commission affirming that it has adopted local laws to effectuate compliance with 935 CMR 500.181(3) and identifying the specific laws passed. In addition, a Host Community shall submit its equity plan and any other documentation of its compliance with 935 CMR 500.181(3).
- (e) Any interested person may file a complaint with the Commission alleging noncompliance with an equity requirement under 935 CMR 500.181. If the Commission substantiates an allegation of noncompliance with 935 CMR 500.181, a Host Community shall be fined after first receiving notice and opportunity for corrective action pursuant to 935 CMR 500.310 and 935 CMR 500.320. A Host Community shall be fined in an amount equal to the annual total of CIFs received from all Marijuana Establishments and MTCs operating in the Host Community during the prior calendar year.
 - 1. The Commission shall afford a Host Community a right to a hearing pursuant to 935 CMR 500.500.
 - 2. All fines collected shall be deposited into the Cannabis Social Equity Trust Fund established in section 14A of chapter 94G.
 - 3. The Commission may identify on its website any municipality or Host Community that has been assessed a fine for equity noncompliance.
 - 4. Fine assessments pursuant to this section shall take effect no sooner than May 1, 2025.

(4) Equity Standards for Host Communities during HCA Negotiations with Equity Parties.

- (a) A Host Community shall prioritize negotiations of HCAs with equity parties. The equity party to negotiations of an HCA for an application for licensure is: a License Applicant that is a Social Equity Business; a License Applicant that has been designated as Social Equity Program Participants, Economic Empowerment Priority Applicants or both; or an individual or entity verified or pre-verified pursuant to 935 CMR 500.101(7), including pre-verified

individuals or entities that are not yet a License Applicant but have already been designated as Social Equity Businesses, Economic Empowerment Applicants, or both.

- (b) A Host Community may waive or reduce fees for an equity party to an HCA negotiation, including, but not limited to CIFs, zoning and occupancy fees.
- (c) Required Practices. At minimum, a municipality or Host Community shall take the following actions during HCA negotiations with an equity party to promote and encourage their full participation:
 - 1. Engage in an ongoing dialogue by providing multiple opportunities for discussion and negotiation of HCA terms including, at minimum, two conferences with an equity party;
 - 2. Include any attorney, authorized representative, or other advocate, if elected by an equity party, in all negotiation discussions and conferences;
 - 3. Promote language access by providing a certified interpreter or translator to assist an equity party who is a Non-English speaker during all negotiation discussions and conferences;
 - 4. Provide reasonable opportunities for an equity party to review a proposed HCA, HCA term or condition outside of a negotiation conference, or to seek review or input by a third party of their choice.
 - 5. Negotiate the terms of an HCA in good faith, including consideration of flexible terms that may mitigate particular challenges affecting an equity party, such as access to capital, with all terms and clauses conspicuously identified and openly discussed; and
 - 6. Allow an equity party to propose an amendment to, or seek cancellation of, an HCA within thirty days from the date of execution of the HCA.
- (d) Prohibited practices.
 - 1. No municipality or Host Community shall negotiate an HCA with an equity party through the use of undue influence, duress, coercion, intimidation, threats, or any strong-arm tactics.
 - 2. No municipality or Host Community shall threaten loss of an equity party's position in its local application queue or delay the processing of an equity party's application.
 - 3. No municipality or Host Community shall compel an equity party to sign an HCA in any manner that conflicts with the practices required in 935 CMR 500.181(4)(c).
 - 4. No municipality or Host Community shall negotiate or discontinue negotiations with an equity party in bad faith.

(5) Equity Standards for Host Communities to Positively Impact Communities that were Disproportionately Harmed by Marijuana Prohibition and Enforcement.

- (a) A Host Community must develop a plan to positively impact one or more of the following communities:
 - 1. Past or present residents of the geographic "areas of disproportionate impact," which have been defined by the Commission and identified in its Guidance for Identifying Areas of Disproportionate Impact. The designation of these areas will be re-evaluated periodically.
 - 2. State-designated Economic Empowerment Priority Applicants.
 - 3. State-designated Social Equity Program participants.
 - 4. Massachusetts residents who have past drug convictions.

- 5. Massachusetts residents with parents or spouses who have drug convictions.
- (b) A Host Community shall publicize said plan in a conspicuous location at its offices and on its website. The plan shall outline the goals, programs, and measurements the Host Community will pursue.



TOWN OF SHREWSBURY
Richard D. Carney Municipal Office Building
100 Maple Avenue
Shrewsbury, MA 01545

Cannabis Social Equity Policy

Introduction:

On August 11, 2022, [S.3096: An Act Relative to Equity in the Cannabis Industry, Chapter 180 of the Acts of 2022](#), was signed into law by Governor Charlie Baker. The Act made numerous changes to Massachusetts' marijuana laws, most notably requiring the Cannabis Control Commission ("CCC") to establish procedures and minimum standards for municipalities to promote and encourage full participation in the regulated marijuana industry from communities disproportionately harmed by cannabis prohibition and enforcement.

Based on [guidance](#) issued by the CCC on May 9, 2024, the Town of Shrewsbury adopts the following policy, entitled *Town of Shrewsbury - Cannabis Social Equity Policy*, to further promote social equity in the regulated marijuana industry.

Definitions:

For the purpose of this Policy, unless defined herein otherwise, all terms shall have the meaning ascribed to them by the CCC in its regulations (See [935 CMR 500](#) and [935 CMR 501](#)).

Area of Disproportionate Impact: a geographic area identified by the Commission for the purposes identified in M.G.L. c.94G s. 4(a^{1/2})(iv), and which has had historically high rates of arrest, conviction, and incarceration related to Marijuana crimes.

Economic Empowerment Priority Applicant: an applicant who, as an entity or through an individual certified by the CCC in 2018, meets and continues to meet three or more of the following six criteria, at least one of which shall be a majority-equity-ownership criterion:

A. Majority-equity-ownership Criteria:

1. A majority (more than 50%) of ownership belongs to people who have lived for five of the preceding ten years in an Area of Disproportionate Impact, as determined by the CCC.

2. A majority (more than 50%) of ownership has held one or more previous positions where the primary population served were disproportionately impacted, or where primary responsibilities included economic education, resource provision or empowerment to disproportionately impacted individuals or communities.

B. Additional Criteria:

1. At least 51% of current employees or subcontractors reside in Areas of Disproportionate Impact and by the first day of business, the ratio will meet or exceed 75%.
2. At least 51% of employees or subcontractors who have drug-related CORI and are otherwise legally employable in Cannabis enterprises.
3. Other significant articulable demonstration of past experience in or business practices that promote economic empowerment in Areas of Disproportionate Impact. This applicant has priority for the purposes of the review of its license application.

Pre-verification or Verification of Eligibility as Social Equity Business: the process through which the Commission confirms whether an applicant is a Social Equity Business.

Social Equity Business: a Marijuana Establishment comprised of at least 51% (majority) ownership of individuals who are Social Equity Program Participants, or who have been certified as meeting the Commission's criteria for designation as an Economic Empowerment Priority Applicant, or both.

Social Equity Program Participant: an individual who qualified to participate in the Social Equity Program and is designated as a program participant by the Commission.

Applicability:

Unless referenced herein otherwise, this Policy shall apply to License Applicants that have been designated as Social Equity Businesses, Social Equity Program Participants, Economic Empowerment Priority Applicants, or who have been pre-verified pursuant to 935 CMR 500.101(7).

Policy:

To encourage greater participation by Social Equity Applicants, the Select Board commits to the following:

1. The Town of Shrewsbury's Local Approval Process, outlined in [Guidance on the Local Approval Process for Marijuana Establishments](#), will be administered so that a General Applicant may be approved only after a Social Equity Business has commenced operations.

2. The Town of Shrewsbury will continue to allow Marijuana Delivery Operators and Marijuana Courier uses, subject to the Planning Board Special Permit and Site Plan Approval process required for all Marijuana Establishments, with no current cap on the number allowed. Under the CCC program, Social Equity and Economic Empowerment applicants are eligible for exclusive access to Delivery Licenses, including Marijuana Delivery Operator and Marijuana Courier, for at least three years from April 1, 2022 to April 1, 2025. By not imposing a hard cap on this License type, social equity applicants have greater access to participation in the regulated marijuana industry.
3. The Town of Shrewsbury has and will continue to centralize all information regarding the Local Approval Process on one page on its website, including key individuals involved in the process and all required documentation, to increase transparency and user friendliness.
4. The Town of Shrewsbury will promote available Host Community Agreements (HCAs) on its website through the above webpage.
5. The Town of Shrewsbury will publish data on the above webpage regarding HCAs that have been issued, identifying each Social Equity Business and License Applicant that has been designated as a Social Equity Program Participant or Economic Empowerment Priority Applicant, or who have been pre-verified pursuant to 935 CMR 500.101(7).
6. The Town of Shrewsbury will not charge a fee for reviewing applications for a Host Community Agreement from Social Equity Applicants, thereby encouraging applications from Social Equity applicants by reducing the barrier to entry for the regulated marijuana industry.
7. The Town of Shrewsbury will provide technical assistance throughout the Local Approval Process. The Town Manager, or their designee, will work closely with Social Equity applicants from initial inquiry through the special permit and building permit process.
8. The Town of Shrewsbury will use the CCC's Model HCA as a template for negotiating HCAs with Social Equity Applicants and commits to complying with the HCA negotiations practices outlined in 935 CMR 500.181(4) and 501.181(4).



COMMONWEALTH OF MASSACHUSETTS

Guidance on Municipal Equity & Industry Participation

May 2024

Massachusetts Cannabis Control Commission

Ava Callender Concepcion, Acting Chair

Nurys Camargo, Commissioner

Kimberly Roy, Commissioner

Bruce Stebbins, Commissioner

Debra Hilton-Creek, Acting Executive Director

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I. Introduction

The following guidance is provided to assist municipalities working with businesses seeking to apply for licensure and operate as (1) adult-use Marijuana Establishments (“ME”) under 935 Code Mass. Regs. § (“CMR”) 500.000 and/or (2) Medical Marijuana Treatment Centers (“MTC”) under 935 CMR 501.000. This guidance is not legal advice. If municipalities have questions regarding the legal requirements for licensure and other compliance obligations, they are encouraged to consult appropriate legal counsel.¹

II. Role of the Cannabis Control Commission

The Commission has broad authority over the licensing of MEs and MTCs. It has also established regulatory requirements to address public safety, health, and welfare concerns such as the testing², potency, packaging, labeling, advertising³, dispensing, and diversion of marijuana and marijuana products.⁴ Additionally, the Commission is empowered to promote and encourage the full participation in the regulated marijuana industry by individuals and communities disproportionately impacted by marijuana prohibition, women, minority, and veteran-owned businesses.

As a licensing agency, the Commission reviews applicants’ qualifications for licensure, including background checks and suitability determinations, prior to issuing provisional and final licenses and ultimately approving a licensee to commence operations. As part of their licensing application process, applicants must hold a community outreach meeting and enter into a Host Community Agreement (“HCA”) with a municipality.⁵ Additionally, all individuals and entities seeking licensure must be found suitable as licensees by the Commission pursuant to 935 CMR 500.800, 500.801 (Table A), 501.800, and/or 501.801 (Table A). Individuals and entities may be disqualified for licensure if they have been convicted of a felony (not including marijuana-related offenses, however, inclusive of convictions or continuances without a finding for any distribution of a controlled substance to a minor) and may have the ability to seek a hearing. Individuals and entities unsure if they are suitable for licensure should seek independent legal counsel.

Furthermore, the Commission is now required to review and approve HCAs⁶ and review local ordinances and by-laws to ensure the municipality promotes an equitable licensed cannabis industry within its

¹ The Commission uses the term “counsel” as inclusive of and not limited to the following municipal positions: Town Counsel, City Solicitor, Corporation Counsel, Special Town/Municipal Counsel, and Labor Counsel.

² 935 CMR 500.160 and 935 CMR 501.160.

³ 935 CMR 500.105 501.105, and 935 CMR 500.145.

⁴ 935 CMR 500.110 and 501.110.

⁵ 935 CMR 500.180 ; 935 CMR 501.180.

⁶ G.L. c. 94G § 4(a); 935 CMR 500.181(3) and 935 CMR 501.181(3).



borders.⁷ The Commission started its review and enforcement of HCAs in March 2024. Beginning May 1, 2024, the Commission will commence review and enforcement of local equity policies required under relevant laws and regulations.

Once a license has been issued, the Commission may inspect MEs and MTCs, investigate close associates of a licensee whom the Commission suspects is involved in the financing, operation, or management of such licensee, and may impose fees and fines and conduct adjudicatory proceedings. It may also restrict, revoke, or suspend a license.⁸

The Commission has developed relationships with federal, state, and municipal officials in order to address areas of common concern. It may adopt, amend, or repeal regulations for the implementation, administration, and enforcement of the law; refer cases for criminal prosecution to the appropriate law enforcement authorities; monitor federal activity regarding marijuana and hemp; and prepare and publish research studies, legislative reports, or related materials.⁹

More information regarding the Commission’s licensing process can be found in its [Guidance on Licensure](#).

III. Commission License Types

The Commission is empowered to license businesses that meet certain qualifications as MEs and MTCs.

A brief list and description of the different types of licenses issued by the Commission are as follows:

Medical Marijuana Treatment Center

An MTC is an entity licensed under 935 CMR 501.000, that acquires, cultivates, possesses, processes, repackages, transports, sells, distributes, delivers, dispenses, or administers marijuana, marijuana products, related supplies, or educational materials to Registered Qualifying Patients or their Personal Caregivers for medical use.

Marijuana Cultivator, Microbusiness, and Craft Marijuana Cooperative

⁷ 935 CMR 500.181(3)(d) and 935 CMR 501.181(3)(d).

⁸ See generally G.L. c. 94G § 4; 935 CMR 500.301-500.370 and 935 CMR 501.301-501.370; 935 CMR 500.500 and 935 CMR 501.500.

⁹ See generally G.L. c. 94G § 4.



A Marijuana Cultivator is an entity licensed to cultivate, process and package Marijuana, and to transfer Marijuana to other MEs, but not to Consumers. Cultivators select what tier, *i.e.*, size of the grow they will operate, which determines their application and licensing fees.

A Microbusiness is an entity that can be either a Tier 1 Marijuana Cultivator or Marijuana Product Manufacturer, or both; if it is in receipt of a Delivery Endorsement issued by the Commission, it may deliver Marijuana or Marijuana Products produced at its licensed location directly to Consumers.¹⁰

A Craft Marijuana Cooperative is a type of Marijuana Cultivator organized as a limited liability company, limited liability partnership, or a cooperative corporation.¹¹ The cooperative license authorizes it to cultivate, obtain, manufacture, process, package, brand and transfer marijuana products to MEs, but not to consumers.

Marijuana Product Manufacturer

A Marijuana Product Manufacturer is an entity authorized to obtain, manufacture, process, and package marijuana or marijuana products, and to transport and transfer product to other MEs, but not to consumers.¹² All edibles prepared by a manufacturer shall be prepared, handled, and stored in compliance with the sanitation requirements in 105 CMR 590.000: *State Sanitary Code Chapter X: Minimum Sanitation Standards for Food Establishments*, and with the requirements for food handlers specified in 105 CMR 300.000: *Reportable Diseases, Surveillance, and Isolation and Quarantine Requirements*. Safe handling regulations are enforceable by local boards of health.

Marijuana Retailer

A Marijuana Retailer is an entity authorized to transport, sell, purchase, repackage, or otherwise transfer marijuana or marijuana products to MEs and to sell marijuana, marijuana products, marijuana accessories and branded goods to consumers 21 years of age or older.¹³ A Marijuana Retailer may be collocated with an MTC.¹⁴

Marijuana Transporters

There are two types of Marijuana Transporter licenses: (1) a Third-party Transporter; and (2) an Existing

¹⁰ See 935 CMR 500.002.

¹¹ 935 Code Mass. Regs. § 500.002.

¹² 935 CMR 500.002.

¹³ 935 CMR 500.002.

¹⁴ 935 CMR 500.050(8).



Licensee Transporter.

A Third-party Transporter is an entity currently licensed to do business in Massachusetts that does not hold any other ME license pursuant to 935 CMR 500.050¹⁵ and is not formerly registered or currently licensed as an MTC pursuant to CMR 501.000: *Medical use of Marijuana*. A Third-party Transporter is permitted to transport marijuana and marijuana products between MEs and between MTCs.

An Existing Licensee Transporter is an ME that wishes to contract with other MEs to transport their marijuana and marijuana products to other MEs. Marijuana Transporters are allowed to warehouse marijuana and marijuana products in a form and manner determined by the Commission.¹⁶

Delivery Licenses

There are two available types of Delivery Licenses: (1) Marijuana Courier; and (2) Marijuana Delivery Operator.

A Marijuana Courier may enter into a Delivery Agreement with a Marijuana Retailer to deliver finished marijuana Products, marijuana accessories, and marijuana branded goods directly to consumers or with an MTC to deliver to patients or caregivers. A Marijuana Courier cannot wholesale, warehouse, process, repackage, or white label these products.

A Marijuana Delivery Operator may wholesale finished marijuana products acquired from a Marijuana Cultivator, Marijuana Product Manufacturer, Microbusiness, or Craft Marijuana Cooperative. It can also sell and deliver finished marijuana products, marijuana accessories, and marijuana branded goods directly to consumers. A Marijuana Delivery Operator cannot currently process or repackage marijuana products.

Marijuana Research Facility

A Marijuana Research Facility Licensee may be an academic institution, nonprofit corporation, or domestic corporation or entity authorized to do business in the Commonwealth, including a licensed ME or MTC, that is licensed to conduct research.¹⁷ A license to operate a Marijuana Research Facility is separate from a Research Permit to conduct a specific research project as researchers need Commission approval for each Research Permit before conducting their research. A Marijuana Research Facility Licensee may engage in cultivation or product manufacturing of marijuana or marijuana products if the cultivation or product manufacturing process is the subject of its research. Additionally, Marijuana

¹⁵ See 935 CMR 500.050, details the various Marijuana Establishment types.

¹⁶ See 935 CMR 500.050(9).

¹⁷ 935 CMR 500.002.



Research Facility Licensees may not transfer marijuana or marijuana products to other licensees, other than for testing, or sell to consumers, patients, or caregivers.¹⁸

Independent Testing & Standards Laboratories

There are two types of laboratory licenses: (1) Independent Testing Laboratory (“ITL”), and (2) Standards Laboratory. An ITL primarily contracts with licensees to test products for sale to consumers and patients. ITL licensees cannot have a financial relationship (other than for testing services) or hold licenses with other MEs or MTCs.

A Standards Laboratory is an entity that would otherwise qualify to be an ITL but instead performs tests to verify the results of an ITL at the request of the Commission.

Social Consumption Establishment

A Social Consumption Establishment is an entity licensed to sell marijuana or marijuana products and allow consumers to consume marijuana or marijuana products solely on its premises.¹⁹ The Commission has developed regulations for the licensing of these entities and will commence Social Consumption Establishment licensing when there are regulatory amendments to facilitate a successful and safe market.²⁰

More information regarding the Commission’s available license types can be found in its [Guidance on Licensure](#).

IV. Role of Host Communities & Municipalities

The local control provisions under G.L. c. 94G both authorize and limit the way in which Host Communities can control MEs and MTCs in their communities. For clarity, Host Communities are defined as a municipality in which an ME and/or MTC is located or in which a license applicant has proposed locating an ME and/or MTC.

HCAs and Community Impact Fees (CIFs)

Under state law, MEs and MTCs are required to execute HCAs with the municipalities in which they plan

¹⁸ 935 CMR 500.147.

¹⁹ 935 CMR 500.002.

²⁰ See 935 CMR 500.050(6).



to operate. The agreement must stipulate the responsibilities of the community and the ME or MTC. An HCA is a required component of a license application, so an applicant must execute an HCA with a municipality prior to submitting an application with the Commission.²¹

The HCA may include a CIF; however, it is not mandatory. If a Host Community elects to issue or claim a CIF, it must be reasonably related to the actual operations of an ME or MTC and an enhanced need for a Host Community’s goods or services in order to offset the impact of operations.²² Any cost to a city or town imposed by the operation of an ME or MTC must be adequately documented and is considered a public record under Massachusetts Public Records Law.²³

Additional information on HCA, can be found in the [Guidance for Host Community Agreements](#).

State and Local Taxes

There are three (3) different local and state taxes imposed on the retail sale of adult-use marijuana, which are passed onto the consumer, but not patients and caregivers unless they are purchasing accessories and branded goods.

The state sales tax and state excise tax are collected by the Department of Revenue (“DOR”) and then distributed to municipalities at least four times per year.²⁴ The DOR also empowers a Host Community to impose an additional tax, referred to as the local tax option, of up to 3% on retail transactions for marijuana or marijuana products by a Marijuana Retailer.²⁵

Local Control: By-laws and Ordinances

Under the “local control” provisions of G.L. c. 94G, § 3, the Legislature delegated to municipalities control over MEs²⁶ and MTCs²⁷ operating within their borders. Under § 3, and Commission regulations, Host Communities and municipalities can regulate the number, operations, and locations of potential MEs

²¹ G.L. c. 94G § 3(d).

²² 935 CMR 500.002; 935 Code Mass. Regs. § 501.002.

²³ G.L. c. 66 § 10.

²⁴ Adult-use marijuana is subject to the state sales tax of 6.25%; the state excise tax of 10.75%; and the local option for cities or towns, a figure up to 3% on all *retail* transactions. G.L. c. 64N, §§ 2, 3 (a).

²⁵ 830 CMR 64N.1.1.

²⁶ Under G.L. c. 94G, § 1, a Marijuana Establishment is defined as a marijuana cultivator, independent testing laboratory, marijuana product manufacturer, marijuana retailer or any other type of licensed marijuana-related business.

²⁷ Under G.L. c. 94I, § 1, a Medical Marijuana Treatment Center is defined as the premises approved under a medical use marijuana license.



and MTCs.²⁸ The Commission, in turn, has broad authority over licensing and registration of these applicants, as well as ensuring that HCAs and local ordinances and by-laws that focus on promoting an equitable industry comply with the provisions of G.L. c. 94G.

A Host Community and municipality may adopt ordinances and by-laws that impose reasonable safeguards on the operation of MEs and MTCs and “any business dealing in marijuana accessories,” so long as the restrictions are not unreasonably impracticable and do not conflict with G.L. c. 94G and 94I, or regulations promulgated by the Commission.²⁹

A municipality may determine that a proposed marijuana-related use falls under an existing use authorized by its by-laws or ordinances. However, if a municipality elects to create new ordinances or by-laws with respect to MEs or MTCs, it may implement those that restrict the time, place, and manner of ME or MTC operations and any business dealing in marijuana accessories.³⁰ However, local zoning by-laws or ordinances may not operate to prevent the conversion of an MTC to an adult-use ME engaged in the same type of activity.³¹ The Commission interprets conversion to include not only replacing the operation of an MTC entirely with the operation of an ME, but also addressing colocated marijuana operations, *i.e.*, businesses desiring to sell both medical-use and adult-use marijuana.

Under St. 2022, c. 180, and Commission regulations, Host Communities are required to establish local ordinances or by-laws to promote and encourage full participation in the regulated marijuana industry by individuals and communities that have been disproportionately impacted by marijuana prohibition and enforcement, women, minority, and veteran-owned businesses no later than May 1, 2024. More information on these requirements can be found below in Section VI.

Limiting Marijuana Businesses

Under G.L. c. 94G, § 3, a municipality may adopt by-laws and ordinances that limit the number of MEs in its community, but it must submit any by-law or ordinance for approval to the voters if the ordinance or by-law would:

- Prohibit the operation of one (1) or more types of ME within the municipality;
- Limit the number of Marijuana Retailers to fewer than 20% of the number of liquor licenses (retail sale not to be drunk on premises) issued in the municipality under G.L. c. 138, § 15. For

²⁸ See e.g., G.L. c. 94G, §§ 3 (a)(2) and (d); 935 CMR 500.170(2) and 935 CMR 501.170(2).

²⁹ G.L. c. 94G, § 3(a).

³⁰ G.L. c. 94G, § 3 (a)(1).

³¹ *Id.* See also the Supreme Judicial Court’s decision in CommCan, Inc. & another v. Town of Mansfield, 488 Mass. 291, which provides discussion of this issue.



example, if a municipality has 100 liquor licenses, that municipality may set a maximum limit of 20 marijuana retailers; or

- Limit the number of any type of ME to fewer than the number of MTCs registered to engage in the same type of activity.

If a municipality chooses to enact any of the above-listed enumerated restrictions, the following procedures shall be followed:

- The city solicitor or town counsel must prepare a summary of the proposed ordinance or by-law indicating the number and types of MEs which shall be permitted to operate under the proposed ordinance or by-law and shall be included on the ballot;
- A ballot question shall be prepared asking “Shall this [city or town] adopt the following [by-law or ordinance]? [solicitor/counsel summary] [full text of by-law or ordinance].:”;
- If the majority of the votes cast in answer to the question are in the affirmative, the city or town may adopt the by-law or ordinance, but if the majority of votes cast is in the negative, the city or town shall not adopt the by-law or ordinance; and
- The ballot question may be placed on the ballot at a regular or special election held by the city or town by a vote of the board of selectmen or by the city or town council, with the approval of the mayor or chief executive officer of a city that does not have a mayor, and subject to a municipal charter, if applicable.³²

If a Host Community elects to increase its existing limit on the number of MEs or MTCs permitted to operate, they should ensure a minimum of 50%, but no fewer than one license, of the additional licenses beyond the previously set cap are allocated for Social Equity Businesses or individuals pre-verified with the status of a Social Equity Program Participant or Economic Empowerment Applicant.³³ A Host Community seeking exemption from this regulatory requirement may submit a waiver request pursuant to 935 CMR 500.850 or 501.850. Such request must include identification of proposed compensating features, as provided under 935 CMR 500.850(2)(b) or 501.850(2)(b).³⁴

Municipality Imposed Penalties

A Host Community is permitted to establish civil penalties for violation of an ordinance or by-law enacted pursuant to the Local Control provisions of G.L. c. 94G, § 3, but the penalty must be similar to that imposed for violations of an ordinance or by-law related to alcoholic beverages.³⁵

³² G.L. c. 94G, § 3(e)(3).

³³ 935 CMR 500.181(3)(c)(2); 935 CMR 501.181(3)(c)(2).

³⁴ 935 CMR 500.181(3)(c)(2); 935 CMR 501.181(3)(c)(2).

³⁵ G.L. c. 94G, § 3 (a)(5).



Additional Permits

Additional local permits may be required. Although Host Communities are prohibited from using a zoning by-law or ordinance to prevent the conversion of an MTC to an ME, the Commission does not interpret the word “prevent” to prohibit the municipality from requiring an MTC that is eligible under the statute to apply for any additional local permits required to change its existing operation to an ME for adult-use. The Commission cautions local permitting boards from exercising their discretion in acting on a request for a local permit in a manner that could be deemed to conflict with the applicable law and regulations.

Buffer Zones

Under state law, an ME or MTC may not be located within 500 feet of a pre-existing public or private school providing education in kindergarten or any of grades 1 through 12.³⁶

The buffer zone distance of 500 feet shall be measured in a straight line from the geometric center of the ME/MTC entrance to the geometric center of the nearest school entrance, unless there is an impassable barrier within those 500 feet; in these cases, the buffer zone distance shall be measured along the center of the shortest publicly-accessible pedestrian travel path from the geometric center of the ME/MTC entrance to the geometric center of the nearest school entrance. The Commission has defined “impassable barrier” as a highway, public or private way or path, inaccessible structure, body of water, or other obstruction that renders any part of the 500-foot straight-line distance between a ME/MTC and a school entrance inaccessible by a pedestrian or automobile.

Municipalities may adopt an ordinance or by-law to reduce that distance requirement under state law and regulations.³⁷

V. The Municipal Role in the Commission Licensing Process

Separate and apart from the Commission’s licensing process, Host Communities and municipalities must also implement their own municipal review process.

The applicant must demonstrate compliance and knowledge with all municipal requirements. To do so, the Commission will directly provide the Host Community with a municipal notice form to be completed

³⁶ G.L. c. 94G, § 5(b)(3).

³⁷ G.L. c. 94G, § 5(b)(3) ; 935 CMR 500.110(3); 935 CMR 501.110(3).



by the municipality.³⁸ This form is used to inform the Commission that the license applicant has complied with all applicable municipal by-laws and ordinances at its current stage in the licensing process.

For all ME and MTC License Applicants not subject to 935 CMR 500.102(1)(d)(2), the municipality has 60 days to complete this form.³⁹ For other license applicants, such as Social Equity Business Applicants, municipalities are provided 30 days to respond. Failure to respond to the Commission will result in approval by acquiescence.

VI. Municipal Equity Requirements

Host Communities are required to establish local rules or by-laws to create equity standards to promote and encourage full participation in the regulated marijuana industry.⁴⁰ On or before May 1, 2024, a Host Community shall submit an attestation to the Commission affirming it has adopted local laws to effectuate compliance and identify the specific local laws passed.⁴¹ The Host Community shall also submit its equity plan and any other documentation demonstrating compliance with state law and regulations.⁴²

Minimum Standards for Equity By-laws and Ordinances

A Host Community shall develop a municipal equity plan to encourage full participation in the regulated marijuana industry by individuals from communities disproportionately harmed by cannabis prohibition. The equity plan shall:

- Encourage applications from business and individuals that would meet the definition of Social Equity Businesses (“SEB”), Social Equity Program Participants (“SEP”), and Economic Empowerment Priority Applicants (“EEA”) as determined by the Commission;
- Include goals, programs, and measurements a Host Community will utilize to promote and encourage equity participation; and
- Consistently publish data regarding the total applicant pool for MEs identifying as SEBs, SEPs, and/or EEAs.

Municipal Transparency Practice Requirements

³⁸ 935 CMR 500.102(1)(d) and 935 CMR 501.102(1)(d).

³⁹ 935 CMR 500.102(1)(d)1 and 935 CMR 501.102(1)(d)1.

⁴⁰ G.L. c. 94G, §3 (f).

⁴¹ 935 CMR 500.181(3)(d) and 935 CMR 501.181(3)(d).

⁴² 935 CMR 500.181(3)(b)2 and 935 CMR 501.181(3)(b)2.



Host Communities are encouraged to build their licensee selection process in a way that prioritizes the community's individual needs and the Commonwealth's commitment to an equitable industry and economic justice. To promote and encourage full participation, Host Communities must also adopt transparent practices when establishing their framework.

Practices shall include but are not limited to:

- Publicizing information in a public location at its offices and on its website which at a minimum shall include:
- All required steps of a Host Community's local approval process including, but not limited to, all associated fees, deadlines, and meeting schedules for local bodies involved in the local approval process;
- Identification of key individuals involved in a Host Community's local approval process, including, but not limited to, their names, titles, business addresses, and business contact information such as email addresses or phone numbers;
- A list of all documentation required by a Host Community's local approval process, in downloadable form and paper form;
- Identification of application criteria for local approval to operate an ME and scoring methodologies relied on by a Host Community;
- General scoring information for all applicants and a Host Community's scoring of each individual applicant;
- A Host Community's explanation, in narrative form, of its reasoning for the approval or denial of an application; and
- Any other information required by the Commission.⁴³

The Commission recommends the following additional methods to promote equity in a Host Community:

- Designating specific municipal contacts who shall work closely with SEB applicants in the permitting process from initial inquiry through special permit and building permit process while also providing technical assistance;
- Reduce financial barriers by waiving or reducing fees for SEBs associated with permitting processes and approvals as allowable by ordinance and streamline permitting for these applicants; or
- Provide priority licensing review to SEBs.

⁴³ 935 CMR 500.181(5)(b) and 935 CMR 501.181(5)(b).



HCA Negotiations: Required Practices Related to Equity

Host Communities must adhere to required practices for HCA negotiations with individuals or entities pre-verified or verified as SEBs, and those designated by the Commission as SEPs and EEAs, including, but not limited to, the development of a standard evaluation form, or use a form developed by the Commission, that scores components of an application. The evaluation form shall include consideration of equity in the overall evaluation score which must comprise not less than 25% of the total evaluation score which shall include the following:

- whether an individual, entity, or license applicant is pre-verified or verified by the Commission as an SEB;
- whether the license applicant is a SEP;
- whether the license applicant is an EEA;
- whether a license applicant or pre-verified individual or entity has a prior marijuana-related criminal offense or conviction;
- whether a license applicant or pre-verified individual or entity is part of an area of disproportionate Impact, as identified by the Commission; or
- whether a pre-verified individual is of Black, African American, Hispanic, Latino, Native American or indigenous descent, or a majority of a pre-verified entity or license applicant entity is comprised of individuals that are of Black, African American, Hispanic, Latino, Native American or indigenous descent.

FYI—For Your Information

During the HCA negotiation and evaluation, individuals and entities meeting one or more of the criteria listed above should be awarded no less than 25% of the total evaluation score. Host Communities may award more than 25% of the total evaluation score at their discretion.

Host Community Positive Impact Plan

Host Communities must also develop a plan to positively impact one or more of the following communities. Although this plan is custom to each Host Community, it must outline the goals, programs and measurements the Host Community will pursue to impact one or more of the following communities:



- Past or present residents of the geographic "disproportionately impacted areas," which have been defined by the Commission and identified in its Guidance for Identifying Areas of Disproportionate Impact;
- State-designated EEAs;
- State-designated-SEP participants;
- Massachusetts residents who have past drug convictions; and
- Massachusetts residents with parents or spouses who have drug convictions.

Identified geographical disproportionately impacted areas are located in, or fully comprised, of 30 cities and towns. For more information on proper identification, please see the Commission’s [Guidance for Identifying Areas of Disproportionate Impact](#). The following is a list and map of the 30 cities and towns:

30 Communities of Disproportionate Impact			
Abington	Amherst	Boston	Braintree
Brockton	Chelsea	Fall River	Fitchburg
Greenfield	Haverhill	Holyoke	Lawrence
Lowell	Lynn	Mansfield	Monson
New Bedford	North Adams	Pittsfield	Quincy
Randolph	Revere	Southbridge	Spencer
Springfield	Taunton	Walpole	Wareham
West Springfield	Worcester		



VII. Complaints Against Host Communities

Any interested person may file a complaint with the Commission alleging noncompliance for license applicants, licensees, Host Communities, or any other population under the Commission’s statutory and regulatory jurisdiction.

After receiving a complaint, the Commission may, at its discretion, conduct an investigation. If the Commission substantiates an allegation of noncompliance, then the Commission may take administrative or enforcement action against a Host Community, including but not limited to, sending a notice of deficiency, requesting additional information or otherwise taking action.⁴⁴ A Plan of Correction may be required. Failure to comply with Commission request may result in enforcement action against the Host Community.

After May 1, 2025, a Host Community may be fined for noncompliance in an amount equal to the total of the CIFs received from all MEs and MTCs operating in the Host Community during the prior calendar year. All fines shall be deposited into the Cannabis Social Equity Trust Fund.⁴⁵ If a Host Community fails to correct the noncompliant conduct, it may result in one of the following:

- Issuance of sanctions pursuant to 935 CMR 500.360;
- Loss of a Host Community's good compliance standing for purposes of 935 CMR 500.180(2)(e);
- Identification of a Host Community lack of good compliance standing in a form and manner determined by the Commission; or
- Abstaining from consideration of any new license applications affiliated with a Host Community until a Host Community's good compliance standing is restored.⁴⁶

The Commission may identify on its website any Host Community that has been assessed a fine for noncompliance.⁴⁷

FYI—For Your Information

⁴⁴ 935 CMR 500.180(3)(d)4 and 935 CMR 501.180(3)(d)4.

⁴⁵ 935 CMR 500.180(3)(e) and 935 CMR 501.180(3)(e).

⁴⁶ 935 CMR 500.180(3)(d)4 and 935 CMR 501.180(3)(d)4.

⁴⁷ 935 CMR 500.180(3)(e)3 and 935 CMR 501.180(3)(e)3.



The Commission maintains communication avenues for constituents, consumers, patients, caregivers, license applicants, licensees, registered agents, and others to report noncompliant matters and other complaints. As of April 2024, the Commission is designing a more efficient communication mechanism to receive complaints of noncompliance and other issues to enhance user experience and due diligent reviews. Until this enhancement is implemented, any constituent may continue to report complaints to the Commission at Commission@CCCMass.com or by phone at 774-415-2000.

VIII. Seeking Counsel, Support, and Questions

Host Communities, municipalities, license applicants, licensees, and other interested parties are encouraged to seek legal advice from a licensed attorney with respect to municipal by-laws, ordinances, requirements, and processes, as well as negotiations regarding HCAs.

Other available resources for interested parties for additional guidance:

- [Guidance on Host Community Agreements](#);
- [Guidance on Licensure](#);
- [Model Host Community Agreement](#);
- [HCA Waiver](#);
- [Guidance on Equity Programs](#); and
- [Commission's FAQ Page](#).

For more information and resources regarding HCAs, please visit the [Host Community Agreements](#) page on our website. If you have additional questions on these HCA policies, please contact the Commission at Commission@CCCMass.com or (774) 415-0200.





**TOWN
ADMINISTRATOR**
TOWN *of* FRANKLIN

MEMORANDUM

January 16, 2026

To: Town Council
From: Jamie Hellen, Town Administrator

RE: Resolution 26-07: Gift Acceptance - Library

The Library has received an extremely generous donation in the amount of \$500. This donation was made by Jeff Nutting in memory of Ken Norman. In Jeff's words, "Ken was a wonderful person and true public servant who gave countless hours to our community. I will miss him." This donation will be applied towards children's programming at the Library, at the discretion of the Library Department.

The Town extends our sincere appreciation to Jeff for this donation and shares his sentiments about Ken Norman, who was an exceptionally dedicated member of the Franklin community and a dear friend to many. Our deepest condolences are with the Norman family.

Donation Summary:

Franklin Public Library Dept: \$500

- Donated by Jeff Nutting

Please let me know if you have any questions.



**TOWN OF FRANKLIN
RESOLUTION 26-07**

ACCEPTANCE OF GIFT – FRANKLIN PUBLIC LIBRARY

WHEREAS, the Franklin Public Library has received a generous donation in the amount of Five Hundred Dollars and Zero Cents (\$500.00) to be used at the discretion of the Library Department as follows:

Donation Summary:

FRANKLIN PUBLIC LIBRARY – \$500

- Donation to be applied towards children’s programming at the Library, at the discretion of the Library Department.

Donor information is included in the January 21, 2026 Town Council meeting agenda packet.

NOW THEREFORE, BE IT RESOLVED THAT:

The Town Council of the Town of Franklin on behalf of the Franklin Public Library gratefully accepts this generous donation to be used at the discretion of the Library Department for the purpose noted above.

This Resolution shall become effective according to the provisions of the Town of Franklin Home Rule Charter.

DATED: _____, 2026

VOTED: _____

UNANIMOUS: _____

A TRUE RECORD ATTEST:

YES: _____ **NO:** _____

ABSTAIN: _____ **ABSENT:** _____

RECUSED: _____

**Nancy Danello, CMC
Town Clerk**

**Ted Cormier-Leger, Clerk
Franklin Town Council**



**TOWN
ADMINISTRATOR**
TOWN *of* FRANKLIN

MEMORANDUM

January 16, 2026

To: Town Council
From: Jamie Hellen, Town Administrator

RE: FY27 Budget Update & Timeline

I am currently in the process of meeting with all town departments on their FY27 budget requests. Meetings will conclude this week.

January 22-28 – Governor Healey will file her FY27 budget in two weeks and will announce the highlights, including state aid, at the annual MMA Conference this weekend.

January 27 – Superintendent presents the recommended FY27 budget to the School Committee.

February 4th – Town Council meeting will be a strategic planning and goals session, including an executive session that deals on property matters.

February 10th – School Committee budget hearing.

February 11th Town Council will feature a revised FY27 budget model that includes revised department requests, state aid, revised budget assumptions, and options for the community to consider. Superintendent Giguere and I will present the revised model. That meeting will also consider the Finance Committee capital recommendations.

February 24th – School Committee votes on Superintendent's recommended budget.

Late March – Town Administrator files official town budget.

April 6, 7, 8 and 9 – Finance Committee line-by-line item budget hearings.

May 21, 22 – Town Council legal budget hearings.

June 10th – Town Council final FY27 budget vote. Health care is going to be the most volatile variable in the budget deficit this year. The GIC open enrollment period is the month of April. We anticipate specific enrollment data by Memorial Day. Hence, a final budget vote should take place on June 10th after we know those costs, as well as have a better idea of the deficits/surpluses from the consortium we are exiting.