



TOWN OF GROTON
Affordable Housing Trust



Becky Pine, *Chair*
Carolyn Perkins, *Vice Chair*
Phil Francisco, *Member*
Charles Vander Linden, *Member*

February 18, 2025

Anna Eliot, Chair
Community Preservation Committee
173 Main Street
Groton, MA 01450

RE: **2026-03 FY2026 Housing Funds Request**
Application number: 2026-03

Dear Ms. Eliot:

Good afternoon. Please accept this final proposal for CPC funding.

The final proposal differs from the complete draft proposal in a few ways:


- Affordable Housing Trust financial information has been updated,
- Select Board letter of support added, and
- Planning Board letter of support added.

The Housing Trust did not modify the amount of funding requested. The amount requested remains \$400,000. However, we understand that the CPC has many worthy applications to consider this year, and we will, of course, accept and understand if the CPC decides to limit our funding to the amount available in the Housing Bucket.

It is our understanding that over the years since Groton accepted the Community Preservation Act, Unallocated Reserve funds have been used for Open Space/Recreation and Historic Preservation, but no funds from the Unallocated Reserve have ever been used for Community Housing. In future years, the Housing Trust hopes that the Committee will recognize that it is not only allowable but also equitable to fund community housing projects from the Unallocated Reserve.

Thank you for your attention to this matter.

Sincerely,


Becky Pine, Chair

Appendix B – CPA Project Application Proposal

[CPC Use Only]	Date Received: 2/24/2025	Received By: Micaela Moore	Assigned CPC #: 2026-03
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This form may be copied. Please type or print clearly, answer all questions, use "N/A" if not applicable. Use additional paper as needed.

1-A Applicant Information

Last Name: Fran	First Name: Stanley
Organization(s)(as appropriate) Affordable Housing Trust	

1-B Regional Project? YES NO If YES, Town/Organization:

2 Submission Date:

3 Applicant Address

Street: 173 Main Street	City: Groton	State: MA	Zip: 01450
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4 Phone: 978-732-1913 Email: fstanley@grotonma.gov

5 CPA Purpose (Check all that apply)

Affordable Housing: <input checked="" type="checkbox"/>	Community Housing: <input checked="" type="checkbox"/>	Historic Preservation: <input type="checkbox"/>
Open Space: <input type="checkbox"/>	Recreation: <input type="checkbox"/>	

As per MA General Law Chapter 44B, proposed historic projects that are not on the structures listed on the state's Registry of Historic Places require a determination by the Groton Historic Commission that the proposed project is of historic significance.

6 Town Committee or Boards Participating:

7 Project Address/Property Owner's Name:

8 Project Name: Fiscal Year 2026 Housing Funds Request

9 Additional Responsible Parties (If applicable)

Role (specify)	Name	Address	Phone	Email
Property/Site Owner				
Project Manager				
Lead Architect				
Project Contractor				
Project Consultants				
Other:				
Other:				

10 As appropriate, indicate if proposal requires:

P&S Agreement: Deed: Option Agreement: Memorandum of Understanding:
 Other: Describe:

11-A

Assessor Info (Map/Block/Lot ID(s)):

11-B

Tax Classification Type:

12 Permits required:

Zoning: Historic Preservation: Other:

13

Historic Commission Approval Signoff (When Required): _____ Date: _____

14-A

Project Cost: \$ _____ Estimate: Professional Quote:

14-B

Requested from CPC: \$ **400,000**

14-C

Committed from OTHER Source: \$ _____

If applicable:

Annual Anticipated Total Income: \$
Annual Anticipated Total Expense: \$
Anticipated Net Income (Loss): \$
Name of Estimator/Company:

15 CCP Objectives - Use CODES from Section 5 to indicate all that apply

See attachment.

16 Project Timelines

Proposed State Date:

Projected Complete Date:

17

Estimated Delivery Date of Completion Report to CPC:

18 Project Description and Explanation (Attach Additional Sheets as Needed)

With Town support, the AHT has been working to achieve its goal of increasing the supply of affordable housing in Groton. The Trust requires funds to accomplish those aims. With this application, the Trust is following the strategy of making annual CPC applications to increase its existing reserves.

The Trust has been systematically assessing Town Owned land for the purpose of building housing. Through this process we have found a diminishing amount of buildable Town-Owned land available. The Trust is therefore exploring ways of building Affordable Housing on privately owned land, either through direct acquisition of the land or by connecting Community Development Organizations with a history of building Affordable Housing in other towns with suitable available land. The Trust needs to build up its reserves for either of these methods, in order to be able to respond to opportunities in a timely way.

Furthermore, projects built by Community Development Organizations generally require a contribution of local funds in order to successfully compete for funding available from the Commonwealth of MA. This is one of the primary ways that towns are able to access the large amounts of money the Commonwealth and the Federal Government have made available for Affordable Housing.

Using site assessment CPC funds voted at the 2021 Spring Town Meeting, good predevelopment progress has been made on the Hoyts Wharf Parcel. The AHT hopes to ask Spring Town Meeting for a portion of this town owned land to be used for affordable housing. With Town Meeting approval, the Town would then issue an RFP for a building lot that is essentially turnkey ready with necessary permits in hand.

19 Feasibility

This grant application describes a strategy by the Affordable Housing Trust to create affordable housing. An accumulation of funds that will be accessible to the Trust to respond to an opportunity to purchase land or create affordable housing is feasible as this approach has been used with success by municipal housing trusts in other municipalities across the Commonwealth to create affordable housing. Further, a similar approach has been used with success by conservation commissions both in Groton and other municipalities to protect conservation resources.

20 List of Attachments

- CPP Objective Information
- Project Examples using CPC funds as leverage
- Housing Trust Financial Information
- Management Plan
- Letters of Support: Select Board, Planning Board

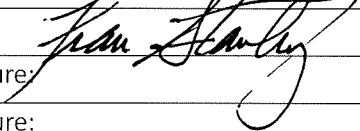
21 Additional Information

See attached letters of support from the Select Board and the Planning Board.

22 Management Plan

See Management Plan attachment.

23 Signature

Applicant Signature: 	Date: February 20, 2025
Co-Applicant Signature:	Date:
Co-Applicant Signature:	Date:

Community Preservation Plan Objective Information

The Groton Community Preservation Plan 2024 – 2025 contains an objective section for Community Housing and relevant objective codes have been selected from that list. The Community Preservation Act definition of community housing permits funding for both low-income housing (households earning up to 80% of the area median income) as well as for moderate income housing (serving households with incomes up to 100% of the area median income).

The Affordable Housing Trust's application for funding supports item 5.2.1.

5.2.1 Encourage diversity of housing types for range of income levels and ages

The Affordable Housing Trust's application for funding will likely support sub item under 5.2.1:

- *Provide housing for people with disabilities*

Many people with low and moderate incomes have disabilities or support a household member who has disabilities. Also, as the number of units in a multi-family development increases, state and federal law requires higher levels of accessibility. In particular, the Trust is exploring creation of a group home or veterans housing which would provide housing for people with disabilities.

The Affordable Housing Trust's application for funding will likely support sub item under 5.2.1:

- *Use CPA funds to address broader range of affordable housing needs, even if the CPA assisted units do not qualify for Chapter 40b requirements.*

Mass General Law Chapter 40B's definition of an affordable unit limits income eligibility to 80% of the area median income. As state previously, Community Preservation Committee funding can support community housing units for households earning up to 100% of the area median income. While the Affordable Housing Trust prefers to create units that meet the 80% area income limit under 40B, the Trust is open to addressing a range of affordable housing needs.

The Affordable Housing Trust's application for funding will likely support item 5.2.2:

5.2.2 Improve municipal facilities and infrastructure, considering energy conservation, technology and ADA compliance.

New construction multi-family housing will often require infrastructure upgrades which can be financed through the state's HousingWorks Infrastructure Program.¹ The grant process for new construction multi-family housing is highly competitive. All application must follow the requirements of the Qualified Allocation Plan² which are both stringent and go beyond code.

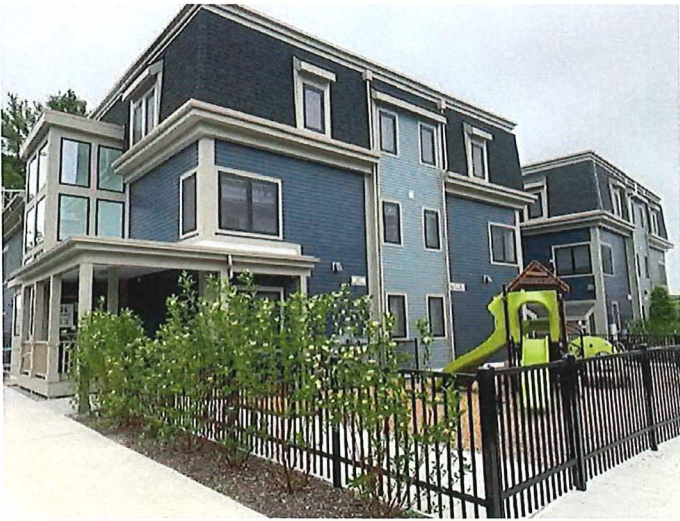
Tax credit funded projects meet Enterprise Green Communities Certification Standards, Universal Design Checklist requirements, compliance with U.S. Dept. of Energy, Energy Star, EPA Watersense, Massachusetts Stretch Code. And, the Massachusetts Architectural Access Board goes beyond code with its 'visitability'³ of residential unit standards which are considered in tax credit project evaluation and scoring.

¹ <https://www.mass.gov/how-to/housingworks-infrastructure-program>.

² <https://www.mass.gov/doc/2023-2024-qap-0/download>.

³ <https://www.mass.gov/doc/house-accessibility-standardsdoc/download>.

Project Examples Using CPC Funds as Leverage



Glen Brook Way Family Apartments -- Phase 1

What began as an idea for a 32-unit apartment community on one site has turned into a 92-unit intergenerational campus on four sites. In a nearly unprecedented fashion, the Town of Medway community leaders encouraged Metro West Collaborative Development to expand upon its original concept for a vacant site on West St. The Town, over the course of two years, has granted a Comprehensive (Chapter 40B) permit and committed more than \$2 million in CPA funds to the two-phase project. Phase I, which was completed in December 2021 includes 48 rental homes for families and individuals including a mix of bedroom configurations and building types. Phase II includes 44 units for seniors and construction began in summer 2022. The project has received extensive support from the Commonwealth's Department of Housing and Community Development as well as CEDAC, MHIC, MHP and Eastern Bank.



Glen Brook Way Senior Phase II

Located in Medway, the two building Glen Brook Way Senior Apartments development will provide renters 62+ with 44-units of new housing, affordable to households earning up to 30% and 60% of the Area Median Income. To better serve the needs of our residents, the property has been designed so that 100% of the units will be visitable. Additionally, a high-efficiency building envelope contributes to a reduced carbon footprint for the property, which is expected to qualify for Passive House certification.

Glen Brook Way Senior Apartments is co-located with Metro West CD's recently completed Glen Brook Way Family Apartments property, which together create a 92-unit intergenerational campus, complete with resident lounges, a playground, meeting rooms for resident services, and on-site property management. These two projects were critical to helping Medway achieve safe harbor status under Chapter 40B.



Herring Brook Hill, Norwell



This is another Metro West Collaborative Development project. Herring Brook Hill at 40 River Street was the former Town of Norwell Police Station, which was declared surplus in 2014. In 2015 the Norwell Community Housing Trust met with residents and obtained, through Town Meeting, an agreement to commit \$1 million in Community Preservation Act and other local funds towards the redevelopment of the site as affordable housing for seniors age 60+. The apartments consisted of one- and two-bedroom units, serving seniors earning up to 100% of the Area Median Income (AMI). Eventually, the Town donated a total of \$1.2 million from the trust and CPC to the project.

The project was awarded, via a competitive Request for Proposals process to Metro West Collaborative Development in March 2016. A comprehensive permit to build 18 units of rental housing was awarded in July 2017 and all financing was secured and closed on in September 2018. Funding support came from the Commonwealth's Dept. of Housing and Community Development, CEDAC, the Town of Norwell, MassHousing and Eastern Bank.

In addition to having many "senior-friendly" amenities the site has an electric vehicle charging station and solar panels. The on-site property management is provided by CAN Management.

Examples of Financing Sources for Affordable Housing

The Commonwealth of Massachusetts identifies several primary development resources for affordable housing.¹ The primary development resources that fund affordable housing projects include:

1. Affordable Housing Trust Fund – a state program that assists in a variety of ways:
 - a. Deferred payment loans
 - b. Low or no interest amortizing loans
 - c. Down-payment and closing cost assistance for first-time home buyers
 - d. Credit enhancements and mortgage insurance guarantees
 - e. Matching funds for municipalities that sponsor affordable housing projects
 - f. Matching funds for employer-based housing
 - g. Predevelopment funding from the Community Economic Development Assistance Corporation (CEDAC) to nonprofit organizations
 - h. Section 8 Project Based Vouchers (PBV).

¹ <https://www.mass.gov/doc/a-guide-to-state-community-development-resources/download>.

2. Capital Improvement and Preservation Fund – Eligible properties include housing at risk of losing affordability restrictions due to the potential for the prepayment of its mortgage or housing in which a project-based rental assistance contract has expired.
 - a. State bond funded
 - b. The acquisition, refinancing and/or rehabilitation of existing rental property
3. HOME Investment Partnerships – Federal funds administered by DHCD. In general, DHCD HOME awards are structured as loans with 0% interest, and a 30-year deferred payment term.²
 - a. Requires matching commitment of local funds
 - b. Acquisition and/or rehabilitation of existing structures for rental use
 - c. New construction of rental projects
4. Housing Stabilization Fund -- Deferred-payment loan.
 - a. Projects located in HOME entitlement or consortium communities must include a matching commitment of local funds
 - b. Acquisition and/or rehabilitation of existing structures for rental use, or for the new construction of rental projects
5. Low-Income Housing Tax Credit Program – Massachusetts set up a tax credit program that mirrors the federal tax credit program. As previously stated, federal tax credits are the single largest funding source for new affordable housing. Applicants who win federal tax credits are eligible to apply for state tax credits.
 - a. The acquisition and/or rehabilitation of existing structures for rental use, including distressed or failed properties, or
 - b. The new construction of rental projects
 - c. Projects seeking tax credits must have a minimum of 8 tax credit-assisted units
 - d. The minimum term of affordability is thirty years
 - e. All units receiving tax credit assistance must have:
 - 1) 20% or more households earning no more than 50% of area median income, or
 - 2) 40% or more households earning no more than 60% of the area median income.
 - 3) In addition, 10% of the total units must be reserved for persons or families earning less than 30% of area median income.
6. MassWorks Infrastructure Program – Commonly known as MassWorks but recently retitled as “HousingWorks” for projects assisting affordable housing developments, the HousingWorks Infrastructure Program is a competitive grant to municipalities for a variety of infrastructure related activities to support and unlock housing opportunities.

Note that the Community Preservation Act is also identified as a primary development resource.

There are other state funding sources targeting site characteristics inapplicable to Groton such as transit nodes, urban locations, and other regional targets such as the Cape and the islands. In the past 10 years, there has been some tweaking of grant application criteria to allow for grant awards to some projects in rural locations. Rural sites often have less infrastructure which increases costs so without those allowances, rural projects are typically less competitive and will not win funding. However, there are proven benefits to a broad distribution of affordable housing and, in the context of Groton’s high-quality schools and valued public library, it is also true that households frequently benefit when moving to such ‘high opportunity’ communities.

² Draft Master Plan recommends that Groton explore joining or forming a HOME consortium to gain access to this funding source.

How CPA Funds Leverage Outside Funding

In a 2023 presentation to the Massachusetts Housing Partnership Housing Institute, Julie Creamer -- who is a Senior Vice President for POAH³ -- used several Cape Cod projects to highlight the critical role that CPA funding plays for the leveraging of outside funding.

As can be seen in the chart, the local money that a municipality contributes to a tax credit affordable housing project -- often through use of CPA funds -- is greatly offset by the amount of state and federal funding that the project attracts. A tax credit project must assemble an array of funding to end up with a financially viable project. Tax credits are highly competitive with the more generous 9% tax credits awarded via a multi-year queue. In Massachusetts, there is always a funding gap. Projects that can show local support through donations of land and/or the local contributions that bridge the gap often make the difference between a potential project and a funded one.



	MELPET FARM South Dennis	Nauset Green Eastham	BREWSTER WOODS Brewster	Cloverleaf Truro
9% LIHTC	✓	✓	✓	✓
First Mortgage	MHP	MassHousing	MHP	TBD
DHCD - AHT	✓	✓	✓	✓
DHCD - HOME	✓	✓	✓	✓
DHCD - Other	✓	✓	✓	✓
BCHC - HOME	✓	✓	✓	✓
CPA	✓		✓	✓
Solar Tax Credits/Cape Compact	✓		✓ - Passive House	✓
MassWorks			✓	✓
CPA LEVERAGE (estimate)	21:1	16:1	44:1	19:1

³ <https://www.poah.org/> -- the Preservation of Affordable Housing (POAH) is a nonprofit developer, owner, and operator of more than 13,000+ affordable homes in 12states and the District of Columbia.

Housing Trust Financial Information

Current Funds available to the Housing Trust as of February 18, 2025

FY22 CPC Site Assessment (originally \$75,000)	\$38,436.89
Unrestricted funds	\$224,638.99
Kiley donation (for soft costs)	\$50,000
2022-2023 CPC Funds	\$200,000
2023-2024 CPC Funds	\$400,000
<hr/>	
Total	\$ 913,075.88

Expectancy

On August 19, 2024, Routhier & Roper Gratuity Road, LLC applied to the Planning Board for permission to build a 28-unit subdivision at 63 Gratuity Road. The housing is intended for people 55 years and older. The zoning selected by the developer does not require the production of any affordable units. Nevertheless, the developer proposes a \$100,000 voluntary donation to the Affordable Housing Trust.

Management Plan

The Trust will maintain regular contact with the CPC liaison, coordinate vendors and service delivery in accordance with public procurement law as well as the Trust's own fiduciary duties under its Deed of Trust. Due diligence by the Trust will include verification of invoices and approval of the same.

As a municipal Trust, the Affordable Housing Trust will be able to consult with the Chief Procurement Officer, Town Accountant, Town Treasurer, and Town Counsel for guidance with respect to current legal obligations in the areas of procurement, accounting, and banking.

The Trust offers to enter into a grant agreement with the Select Board which will provide the Town with access to additional information about Trust activities and expenditures. There are also built in safeguards to protect the Town. The same grant agreement has been executed for the past two grants -- \$200,000 in 2023 and \$400,000 in 2024 will be used again for this grant.

21. Additional Information

Letters of Support

1. Select Board
2. Planning Board



TOWN OF GROTON

173 Main Street
Groton, Massachusetts 01450-1237
Tel: (978) 448-1111
Fax: (978) 448-1115

Select Board

Alison S. Manugian, *Chair*
Rebecca H. Pine, *Vice Chair*
Peter S. Cunningham, *Clerk*
John F. Reilly, *Member*
Matthew F. Pisani, *Member*

Town Manager
Mark W. Haddad

February 11, 2025

Community Preservation Committee
Groton Town Hall
173 Main Street
Groton, MA 01450

RE: *CPA Affordable Housing Trust*
Housing Fund Request - \$400,000

Dear Members of the Community Preservation Committee:

On behalf of the Groton Select Board, I am pleased to submit this letter of support for the Affordable Housing Trust's request for funding in the amount of \$400,000. These funds are crucial for the Affordable Housing Trust to provide a stable and reoccurring resource to address the needs of affordable housing in Groton. This letter of support is made pursuant to the terms of their CPA application and the Affordable Housing Grant Agreement to be established between the Town and the Affordable Housing Trust.

The lack of affordable housing in Groton is well known. The Select Board applauds the Affordable Housing Trust's plan to partner with developers to create affordable units in Groton. Having access to funding is crucial to this effort. These funds can be used to support affordable housing initiatives that would greatly enhance the Town's ability to address an important goal identified in the Town's Community Preservation Plan as well as the Select Board's Annual Goals. An obvious example of how this model has worked is the Conservation Fund administered by the Conservation Commission that has allowed the Town to move quickly on important open space acquisitions when they become available.

As the Committee is aware, one of the fundamental goals of the Community Preservation Act is to address the need for affordable housing. That need is even greater today as housing market prices and property tax increases are forcing many townspeople to seriously contemplate their ability to remain in Groton. Having an entity in place that can address opportunities to meet that need in a timely fashion is well worth supporting.

Sincerely,

Mark W. Haddad
Town Manager

MWH/rjb

cc: Select Board



Office of the
PLANNING BOARD

TOWN OF GROTON

173 Main Street
Groton, Massachusetts 01450
Tel: (978) 448-1105
Fax: (978) 448-1113
Planning@grotonma.gov

February 20, 2025

Anna Eliot, Chair
Community Preservation Committee
173 Main Street
Groton, MA 01450

RE: Affordable Housing Trust – FY26 CPC Application

Dear Ms. Eliot:

The Planning Board is pleased to provide this letter in support of the application for community housing funds submitted by the Affordable Housing Trust (AHT). The board voted unanimously on February 13, 2025, to support the AHT's application to build up the existing cash reserves in the Housing Fund.

With the assistance of CPA funding, the AHT has made steady progress in assessing Town-owned land for potential Affordable Housing development. The AHT has identified the Town-owned parcel on Hoyts Wharf Road as a suitable site for an Affordable Housing project, subject to Town Meeting approval.

However, due to the limited amount of suitable Town-owned land available, the AHT must also explore ways to build Affordable Housing on privately owned land. Typically, Affordable Housing projects on privately owned land require a contribution of local funds to successfully compete for state and federal funding. Having sufficient reserves in the Housing Fund will enable the AHT to pursue other funding opportunities.

Leveraging other public and private funding to support Affordable Housing development is one of the goals stated in Groton's Housing Production Plan. In addition, the Groton Master Plan recommends the use of Community Preservation Act (CPA) funds to address a broader range of affordable housing needs.

Sincerely yours,

Scott Wilson, Chair
Groton Planning Board