

Town of Plymouth, MA

North Plymouth and Plymouth Center

District Improvement Financing Program



Draft of February 7, 2019

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Introduction

The Town of Plymouth, MA (the “Town”) designates the Waterfront and Downtown Development District and Invested Revenue District (the “DIF District”) and the accompanying North Plymouth and Plymouth Center Development Program and Invested Revenue District Development Program (the “Development Program”) for the DIF District, as enabled by Massachusetts General Law Chapter 40Q.

The establishment and implementation of the North Plymouth and Plymouth Center DIF District and Development Program will create a fully integrated and comprehensive waterfront link between Pilgrim Memorial Park and the Town Wharf by reconstructing the seawall and rebuilding the final portion of Water Street, and implementing the final recommendations of the 2007 *Plymouth Public Space Action Plan*. In addition to the capital infrastructure projects, it is intended that the Program will fund several studies and strategic plans to further the economic development goals of the District. These include a strategic plan to attract and support the cruise ship industry after Plymouth Harbor is dredged; a comprehensive parking, circulation and wayfinding study to more efficiently move residents and visitors through the area and highlight the important destinations; and a massing, design and zoning analysis to explore how to increase commercial and residential density and height in a way that is sensitive to the historical context of Plymouth.

This *North Plymouth and Plymouth Center Development District and Program Report* (the “Report”) describes the process by which the DIF District and Development Program will be established, together with the projects to be supported, the expected revenues and financing plans, and the ongoing management of the DIF District. With this Report and the legislative actions undertaken and included in Appendix B, the Town establishes:

- ✓ The North Plymouth and Plymouth Center Development District, which identifies the part of the Town in which projects will be implemented; and
- ✓ The North Plymouth and Plymouth Center Invested Revenue District, which identifies the part of the Town from which Tax Increment Revenues will be captured, and which is coterminous with the Development District.
- ✓ The North Plymouth and Plymouth Center Development Program, which will describe the capital plan including the type and cost of projects to be undertaken by the Town; and
- ✓ The North Plymouth and Plymouth Center Invested Revenue District Development Program, which provides details of the financial plan including the expectations for the generation and collection of Tax Increment Revenue, the percentage of Tax Increment Revenue anticipated to be captured and used for projects in the DIF District, and expectations for borrowing.

Appendix A includes definitions of terms used in this document.

This *Introduction* first describes the uses of Development Districts and Development Programs, the statutory authority of municipalities to enter into them, and key provisions that must be satisfied. It then sets forth the steps taken to authorize the DIF District and, when it is complete, the accompanying Development Program.

In *Part I: The North Plymouth and Plymouth Center Development District*, this report describes the North Plymouth and Plymouth Center Development District boundaries, including the boundaries of the Invested Revenue District, which are the same as for the Development District. It provides information about the parcels to be included. Improvements and activities will be implemented within the DIF District to generate economic growth and further the Town’s strategic goals.

In *Part II: North Plymouth and Plymouth Center Development Program*, the report presents the Development Program created to implement the Town's development goals within the DIF District. It presents a general description of the projects, the operation and maintenance plan, and the financial plan.

About Development Districts and Programs, or "DIF"

A Development District and accompanying Development Program enable a municipality to identify and capture an anticipated stream of local property tax revenues expected to be generated by new development in a designated district. As economic development investments are made by public and private entities in a district, the assessed value of real property in that district is expected to increase, and tax revenues collected on the *increase* in the assessed value are used to pay for economic development. The method for designating a district and capturing tax revenues associated with increases in assessed value are established by statute.

Massachusetts General Law Chapter 40Q (the "DIF Statute") authorizes towns and cities in Massachusetts to create development districts ("DIF Districts") for the purpose of economic development. A DIF District has a defined boundary and includes commercial and residential real and personal property. All projects included in the Development Program will be implemented within the DIF District.¹

A DIF District and Development Program will usually also be accompanied by an Invested Revenue District ("IRD") from which the town or city will collect and designate future incremental real and personal property tax revenues to support infrastructure investment and economic development within the DIF District. The IRD may include all or a portion of the parcels within the DIF District.

A parcel that is within a DIF District but not the accompanying IRD will not have tax revenues captured for use in the Development Program. However, because it is located within the DIF District, Development Program projects may be implemented on that parcel.

A DIF District and IRD only capture property tax revenue on any New Growth, as determined by Proposition 2 1/2², that occurs after the Invested Revenue District is created. No special assessments or tax rate increases are implemented through the creation of a DIF District, an IRD, or a Development Program. Only property, real or personal, that is otherwise taxable under law is taxable in a DIF District – no property becomes taxable as a result of inclusion in a DIF District or IRD.³

As New Growth occurs in a DIF District and the IRD, which includes all or a portion of the DIF District, incremental revenues generated by taxes collected *only on the assessed value of the New Growth* within the IRD value, are retained for use in the Development Program. The increase in assessed value resulting from New Growth is called the Tax Increment. Taxes collected on the amount of the assessed value prior to the establishment of a DIF District continue to flow to the municipality's General Fund; only taxes attributable to New Growth are retained and designated as DIF Revenues to be used to for projects in the Development

¹ As per the statute, water and sewer projects may be implemented on parcels outside of the DIF District depending on the structure and composition of the water and sewer systems.

² For a definition of New Growth and reference to a detailed explanation, please see Appendix A, "Definitions."

³ Inclusion in a DIF District does not alter the tax status of property, real or personal. While being included in a DIF District does not make property taxable, inclusion in a DIF District does not *prevent* property from becoming taxable if other statutes make it taxable.

Program. If no New Growth occurs, no Captured Assessed Value is created and no Tax Increment is collected; all taxes from the DIF District and IRD flow into the General Fund. Once New Growth on a parcel in a DIF District has been recognized, the value of that New Growth continues to be a Tax Increment and tax revenues attributable to that portion of the assessed value may be captured as DIF Revenues for the life of the DIF District and used by the DIF Development Program according to its terms.

Towns and cities are authorized under the DIF Statute to create DIF Districts, IRDs, Development Programs, and Invested Revenue District Development Programs, and may do so through local legislative processes. Approval by the Massachusetts Economic Assistance Coordinating Council is not required; nor is an application to the Economic Development Incentive Program.⁴ However, a DIF District and IRD, and a Development Program and Invested Revenue District Development Program, are established within state statutory limits and must include certain information, as follows:

- Confirmation that the area of a DIF District does not exceed 25 percent (25%) of the total area of the community.
- The duration of the Development Program, which may not exceed 30 years, either from the date of the designation of its DIF District, or from a stabilization date that is defined in the Development Program.
- Establishment of the percentage of the Tax Increments to be designated as DIF Revenues and applied to the Development Program, either with a set schedule or by describing a method or formula that will be used each year.
- Estimates of the Tax Increments expected to be generated as a result of the creation of the DIF District and Development Program, with a comparison to tax revenues that would be expected to be generated in the absence of such a district and program.
- A plan to conduct an annual evaluation of the needs of the Development Program, the Tax Increments, and the DIF Revenues that are generated from the percentage of the Tax Increment that is retained, and return to the General Fund amounts in excess of those needed for the Development Program.

DIF and Other Economic Development Tools

The DIF Statute does not prevent municipalities from accessing other funding options such as grants or borrowing for the same project.

The DIF Statute does not specifically authorize municipalities to enter into public/private partnerships or to provide financial incentives to private parties. However, the DIF Statute does authorize municipalities to "make and enter into all contracts and agreements necessary in order to carry out the development program."⁵ Such partnerships and agreements can complement the economic development efforts of a municipality, and properties and entities in DIF Districts may be eligible for other federal, state, and local incentives.

⁴ Prior to 2016, such approvals were required, but Chapter 218 of Sessions Laws, August 9, 2016, updated M.G.L. 40Q and removed that requirement as well as other administrative rules.

⁵ Mass. Gen. Laws Ch. 40Q §2 (3).

Please see Appendix E, "Guidelines for Entering into Public/Private Partnerships" for additional information.

About the North Plymouth and Plymouth Center Development District

Overview

The purpose of the North Plymouth and Plymouth Center DIF is to grow and strengthen the local economy that serves Plymouth's residents and visitors by creating a fully integrated and comprehensive waterfront Promenade between Pilgrim Memorial Park and the Town Wharf and implementing the final recommendations of the *2007 Plymouth Public Space Action Plan*. It will also analyze how to establish and build an environment that is attractive for regular cruise ship visits; study how to better move people around and through Plymouth Center and efficiently locate parking; and explore possible zoning changes to sensitively increase density in the DIF district.

The Water Street Promenade is an investment in high-quality public space that will drive higher value private development and increased opportunities for business growth. Prior investments in the Downtown and Waterfront area exceed \$67 million and this project will maximize the value of previous, consistent and deliberate improvements in Plymouth Center.

The Promenade will improve visual and physical public access to the waterfront and enhance the livability and walkability of the area for residents and visitors. Historic and cultural elements as well as educational and interpretive exhibits are incorporated in the design to highlight Plymouth's history and enhance the overall experience for all users.

In addition to large capital investments, it is anticipated that the DIF Development Program will fund a number of strategic plans to further increase future economic growth in the district. The Plymouth Harbor will be dredged in 2019 for the first time since 1950. After the dredging project, the harbor will be able to accommodate visits by the small and mid-sized cruise ships that regularly travel between New York and Nova Scotia. The major economic investment made by the Army Corps of Engineers, the Commonwealth and the Town may transform the Plymouth Harbor into a major tourism and hospitality driver.

The possibility of receiving visitors from the water will introduce additional visits without increasing the burden on roadways, parking, or hotel rooms while creating additional jobs in the tourism industry and raising state and local meals and sales taxes. In order to better capitalize on this huge commitment to Plymouth Harbor, the DIF Development Program will include the preparation of a strategic plan to accommodate and attract the cruise ship industry. The Town of Plymouth wants to proactively meet the needs of the cruise lines and their passengers to make Plymouth an attractive and sought-after port of call.

The DIF Development Program will also be used to undertake and implement a comprehensive circulation, wayfinding and parking analysis of Plymouth Center. Currently, it is difficult for visitors to orient themselves within the Town and find important destinations. Hotel rooms tend to be clustered off Route-3 at Exits 5, 6, and 7. The Town lacks a system of local wayfinding and clear signs to guide guests from the highway exits to the various attractions that are located within the proposed district. Peak season congestion can be severe and there is a lack of public transportation and bike infrastructure to encourage people to explore without a private vehicle. Additionally, the public parking program may be at capacity with a deficit of parking spaces available during the peak season.

The DIF Development Program will allow the Town to commission a rigorous and comprehensive parking and circulation plan to begin addressing some of the deficiencies within the network. It will also provide design and implementation funding after the study is complete in order to leverage state and federal transportation funding to improve the local roadways, encourage alternate modes of transportation, and increase the public parking supply to encourage more frequent and convenient visits to the downtown and waterfront.

The proposed DIF District has experienced significant growth in recent years with a lot of public and private investment activity. Plymouth Center is well served by infrastructure, including water, sewer, and a dense public roadway network. As part of this Development Program, funds will be used to complete a strategic zoning, massing and urban design plan to evaluate where additional density and building height may be accommodated. Plymouth Center is one of the most important historical sites in America. Any infill development in the colonial core should be undertaken with the utmost care. However, there is significant additional area within the DIF District that may be able to support development or redevelopment. This zoning and urban design plan would influence future rezoning efforts over the next decade or more to build the next iteration of the urban fabric within the area, and further increase future growth in this strategically targeted area.

Through the use of a DIF District and Development Program, the Town will capture tax revenues generated by expected economic development in Plymouth Center, and direct these revenues toward public projects that are both essential to the well-being of the Town, and to making the area more attractive for businesses, residents, and visitors by:

1. Attracting new private investment by improving the physical infrastructure of the area and making it a more attractive place to locate and grow a business;
2. Capturing new tax revenues from private development and use the revenue stream to fund projects that support growth and investment in the district; and
3. Communicating that the Town has targeted the district for strategic growth and is making its own investments.

Details of the projects, with cost estimates, are presented in Part II, Projects to be Implemented.

Description of the Approval Process and Legislative Actions

The North Plymouth and Plymouth Center DIF District and Development Program is established through local approval processes.

The Town of Plymouth has:

- Held a Board of Selectmen hearing to review the proposed Warrant Article on January 15, 2019.
- Presented the proposed North Plymouth and Plymouth Center DIF District and Development Program to the Town's Advisory and Finance Committee for review and discussion during its meeting on February 13, 2019.
- Held a continuation of the Board of Selectmen hearing to review the proposed Warrant Article on February 26, 2019.
- Adopted the North Plymouth and Plymouth Center DIF District and Development Program at Town Meeting on _____.
- Received an Assessor's Certification confirming that the percentage of total Town acreage in the Development District is within the statutory limits of 10% of total Town acreage.
- Received a *draft* Assessor Certification presenting the Original Assessed Value of parcels as of January 1, 2018, the latest assessment date for which data is available. This is an estimate of the Original Assessed Values. This Assessor Certification will be finalized when assessed values as of the Base Date of January 1, 2019 are confirmed.

Documentation of the legislative actions is included in Appendix B. Assessor Certification(s) are included as Appendix D.

North Plymouth and Plymouth Center Development District and Program Information Summary

Development District Name	North Plymouth and Plymouth Center Development District
IRD Name	North Plymouth and Plymouth Center Invested Revenue District (IRD) (coterminous with Development District)
Development Program Name	North Plymouth and Plymouth Center Development Program
IRDDP Name	North Plymouth and Plymouth Center Invested Revenue Development Program (IRDDP)
Date of Development District and IRD Establishment	April 6, 2019
Date of Development Program and IRDDP Establishment	April 6, 2019
Base Date for Assessed Values in the DIF District and IRD	January 1, 2019
Acceptance of Chapter 653 ⁶	Yes: New Growth between January 2 and June 30 recognized as of January 1
Certified, Original Assessed Value in the DIF District as of the Base Date	Assessed values as of January 1, 2019, will be available during the Fall of 2019 and are not currently available. <i>Assessed values as of January 1, 2018 total \$2,213,543,383.</i>
Certified, Original Assessed Value in the IRD as of the Base Date	Assessed values as of January 1, 2019, will be available during the Fall of 2019 and are not currently available. <i>Assessed values as of January 1, 2018 total \$2,213,543,383.</i>
Total Acres in the DIF District	3,413.91
Term of the DIF Development Program	30 years from project stabilization. Project stabilization will be July 1, 2020 and the Development Program will be in effect through June 30, 2050.
Tax Increment to be Captured, Years 1 – 5	100%
Tax Increment to be Captured, Years 6-30	See the formula in the Financial Plan
DIF District Administrator	DIF Advisory Committee

⁶ Certain cities and towns have adopted Chapter 653 of the Acts of 1989, which enables them to assess new buildings, structures, or other physical improvements added to real property between January 2nd and June 30th for the fiscal year beginning on July 1st. This new growth is reflected in the assessed valuation of the parcel as of the prior fiscal year, or January 1st. See also M.G.L. Chapter 59 §2A and the Massachusetts Department of Revenue Division of Local Services *Informational Guideline Release (IGR) No. 90-401*, March 1990.

Part I: The North Plymouth and Plymouth Center Development District

This section of the Report describes the DIF District boundaries and parcels, presents the Statement of Findings as required by statute, and lists the activities that a municipality may undertake, under the DIF Statute, to further its goals for the DIF District.

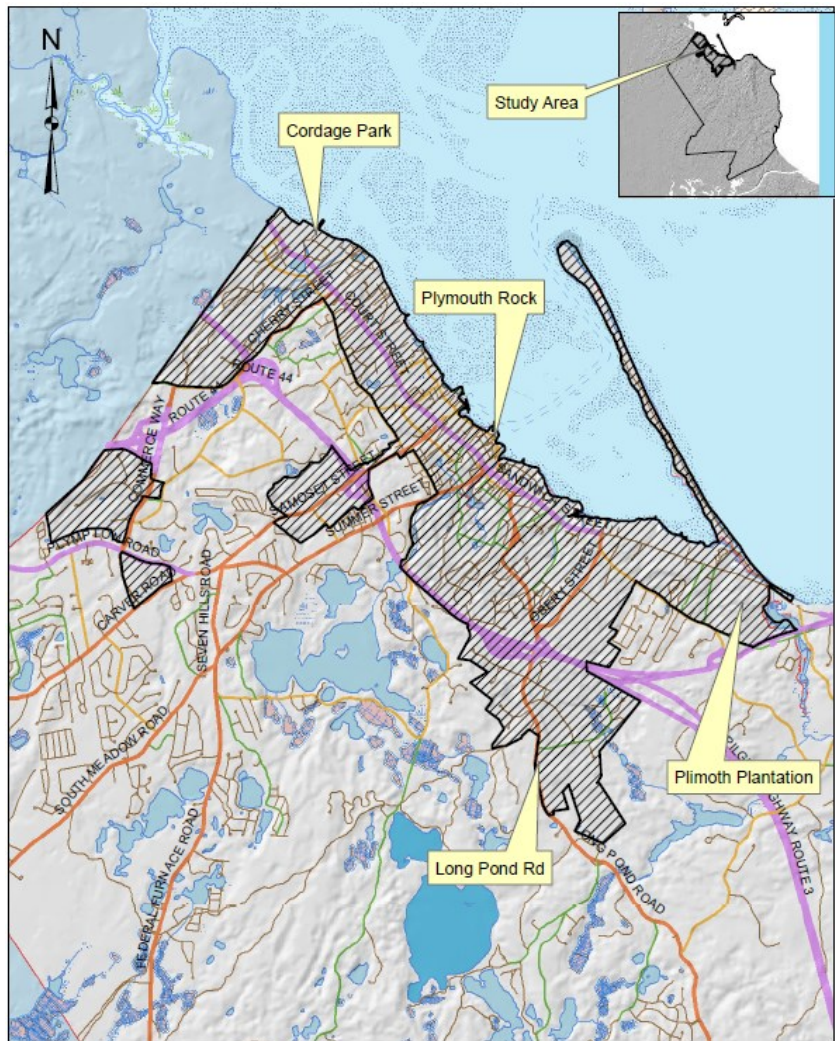
Description of the North Plymouth and Plymouth Center Development District

The DIF Statute provides for the establishment of two districts when a development improvement district and program are undertaken:

A *Development District* which includes the parcels on or around which development projects, public or private, will be undertaken. A Development District is established in advance of or at the same time as the Development Program.

An *Invested Revenue District ("IRD")* which includes the parcels from which a Tax Increment will be calculated and incremental revenues (DIF Revenues) will be collected when New Growth occurs. An IRD may be coterminous with the DIF District, sharing all boundaries and parcels, or it may be smaller than but wholly within the DIF District.

The North Plymouth and Plymouth Center Development District and the North Plymouth and Plymouth Center Invested Revenue District (the "DIF District") will encompass 3,287 acres in the areas as outlined on the map at right, with the parcels as summarized in "Parcel Information," below, and attached as Appendix C.



Statement of Findings

According to the DIF Statute, in order to establish a Development District “The city or town shall find that the designation of the development district is consistent with the requirements of this section and will further the public purpose of encouraging increased residential, industrial and commercial activity in the commonwealth.”⁷

The Town of Plymouth finds that the designation of the North Plymouth and Plymouth Center Development District will further the public purpose of encouraging increased residential, industrial and commercial activity in the commonwealth.

Duration of the DIF District and Base Date for Assessment of Parcels

Duration of the DIF District

The DIF Statute does not limit the term of a DIF District. However, an accompanying Development Program is limited to a term of thirty (30) years, either from the date the DIF District is established or thirty (30) years from project stabilization as defined in the Development Program.

The term of the North Plymouth and Plymouth Center Development Program will be for thirty (30) years from project stabilization. Project stabilization will be July 1, 2020 and the Development Program will be in effect through June 30, 2050.

Base Date for Assessment of Parcels

A Tax Increment for a DIF District is collected on changes in the assessed value of each parcel in the accompanying IRD when the assessed value is attributable to New Growth, not general market factors or a community wide revaluation. The DIF Statute provides that a community calculate changes in assessed value as a result of New Growth in comparison to an Original Assessed Value, which is the assessed value as of the Base Date for that DIF District. New Growth that results in an increase in assessed value over the Original Assessed Value can be used to calculate and capture the Tax Increment. As a result, establishing a DIF District *and* IRD establishes the Base Date and Original Assessed Values, and therefore the amount of New Growth that is deemed to have occurred since the formation of the DIF District and from which tax revenues, or DIF Revenues, can be captured for purposes of the Development Program.

Under the DIF Statute, the Base Date is the last assessment date of the real property tax immediately preceding the creation of the DIF District. The assessment date for all communities in the Commonwealth of Massachusetts is January 1 of each year. January 1 is therefore the Base Date for the purposes of determining the Original Assessed Value of all parcels in a DIF District.

Certain communities in Massachusetts may add New Growth that occurred on a parcel between January 2 and June 30 of each year to the assessed valuation of that parcel and recognize the value of that New Growth as of the January 1 assessment date. This is enabled by the Act Establishing the Budget and Control and Reform Act of 1989⁸ in which a community may, by vote of its legislative body, accept the legislation

⁷ M.G.L. 40Q §2 (a)

⁸ Section 40 of Chapter 653 of the Acts of 1989, Amending M.G.L. Chapter 59 § 2A (a). *See also Note 6, above.*

and thereafter recognize New Growth occurring between January 2 and June 30 of each year as if it were New Growth as of January 1 of that same year. Communities who have accepted this legislation are sometimes referred to as “653 communities.”

The Base Date for the Town of Plymouth DIF District is January 1, 2018. The Original Assessed Value of the DIF District is the assessed value as of January 1, 2018. The Town of Plymouth is a “653 community.” Therefore, while January 1 is and will always be the assessment date for all parcels in the Town of Plymouth and the DIF District, New Growth occurring between each January 2 and June 30 will be added to the assessed value as of January 1 of that year.

Parcel Information

The table below summarizes the parcels that will be included in the DIF District and IRD, by current use type. A full list of parcels is included as Appendix C.

Assessed values as of January 1, 2019, will be available during the Fall of 2019 and are not currently available. Therefore, this table presents the assessed values as of January 1, 2018, for estimation and explanation purposes only.

Table 1: DIF District Parcels by Use Type			
Use Type	Parcels in DIF District	Acres in DIF District	Percent of Acreage in DIF District
Residential	441	775.49	22.7%
Mixed Use	98	297.57	8.7%
Commercial	129	49.59	1.5%
Industrial	2,802	1,171.13	34.3%
Tax Exempt or Municipal	137	159.66	4.7%
Vacant Land	265	960.48	28.1%
Totals	3,872	3,413.91	100.0%

North Plymouth and Plymouth Center DIF and Other Special Districts

The establishment of the DIF District does not impose a special assessment or other increased tax on any parcel. The same property tax rates that are applied to parcels outside of the DIF District are applied within the DIF District. Parcels that are in the DIF District, and also in another special district⁹, are noted in the table included in Appendix C.

The establishment of the DIF District does not prevent the collection and distribution of fees, special assessments, or other monies from parcels in any other special districts. Owners of property in the DIF District will continue to be responsible for all obligations, actions, and payments associated with other special districts.

The DIF Statute establishes that the aggregate area of all development districts within a city or town may not exceed 25% of the total area of that city or town. The Town of Plymouth measures its area in acres. As

⁹ Examples of special districts include sewer and water districts, or a development zone created under M.G.L. Chapter 23L to assess infrastructure assessments on designated zones.

shown in the table below, the acreage in the DIF District and all prior DIF districts is below the state maximum.

Town of Plymouth Total Acres	65,920
Prior DIF Districts, Total Acres	0
North Plymouth and Plymouth Center DIF, Total Acres	3,413.91
Total Acres in DIF Districts as a Percent of Total Acres in the Town:	5.18%

The Assessor's Certification from which information in the table was drawn is included in Appendix D.

Activities Authorized within a DIF District

According to the DIF Statute, a municipality may "acquire, construct, reconstruct, improve, preserve, alter, extend, operate, maintain or promote development intended to meet the objectives of the development program." In addition to the powers granted by any other law, for the purpose of carrying on a project as authorized by this chapter, a city or town may:¹⁰

- "(1) incur indebtedness as hereinafter provided and pledge tax increments and other project revenues for repayment thereof;
- (2) create a department, designate an existing department, board officer, agency, municipal housing or redevelopment authority of the city or town or enter into a contractual agreement with a private entity to administer the activities authorized by this chapter;
- (3) make and enter into all contracts and agreements necessary in order to carry out the development program;
- (4) receive from the federal government or the commonwealth loans or grants for, or in aid of, a project and receive contributions from any other source to defray project costs;
- (5) purchase or acquire by eminent domain pursuant to chapter 79 or chapter 80A, insofar as those laws may be applicable, and pursuant to all preliminary requirements prescribed by law, such property or interests therein within a district as the city or town may deem necessary in order to carry out the development program; provided, however, that any taking of property by eminent domain for any purpose for which the taking by the city or town could not be made in the absence of this chapter shall be authorized by a two-thirds vote as defined in section 1 of chapter 44;
- (6) make relocation payments to persons, businesses or organizations that may be displaced as a result of carrying out the development program;
- (7) clear and improve property acquired by it pursuant to the development program and construct public facilities thereon, or contract for the construction, development, redevelopment, rehabilitation, remodeling, alteration or repair of such property;

¹⁰ M.G.L. 40A §2 (c)

(8) cause parks, playgrounds or schools, water or sewer drainage facilities or any other public improvements that it is otherwise authorized to undertake, to be laid out, constructed or furnished in connection with the development program;

(9) lay out, construct, alter, relocate, change the grade of, make specific repairs upon or discontinue public ways and sidewalks in or adjacent to the development district;

(10) cause private ways, sidewalks, ways for vehicular travel and similar improvements to be constructed within the development district for the particular use of the development district or those dwelling or working therein;

(11) adopt ordinances or by-laws under section 5 of chapter 40A, or repeal or modify the ordinances or by-laws or establish exceptions to existing ordinances and by-laws, regulating the design, construction and use of buildings;

(12) sell, mortgage, lease as lessor, transfer or dispose of any property or interest therein acquired by it pursuant to the project plan for development, redevelopment or rehabilitation in accordance with the development program;

(13) invest project revenue as hereinafter provided; and

(14) do all things reasonably necessary or convenient to carry out the powers granted in this chapter."¹¹

The Town of Plymouth will engage in some or all of these activities to further its goals for the DIF District. These are described in the Development Program.

¹¹ Ibid

Part II: North Plymouth and Plymouth Center Development Program

The DIF Statute requires that each community adopt a Development Program to identify the goals of the DIF District, to describe and govern the implementation of projects to promote those goals, and to describe the management of a financial plan to support funding for the goals. A Development Program may be adopted either at the same time as the establishment of the DIF District or at a later time, provided the same legislative and certification methods are used. Once adopted, a Development Program may be altered or amended by the same processes used for adoption of the original DIF District and Development Program.

The North Plymouth and Plymouth Center Development Program, described below, will conform to the requirements set forth in the DIF Statute.

Statement of Means and Objectives

The DIF Statute requires “a statement of means and objectives designed to improve the quality of life, the physical facilities and structures and the quality of pedestrian and vehicular traffic control and transportation within a Development District. Means and objectives designed to increase or improve residential housing, both affordable and market rate, may also be addressed within a district and shall be considered part of a Development Program.” This section of the Report satisfies that requirement.

The Town of Plymouth establishes this DIF District and Development Program to grow and strengthen the local economy and create a vibrant urban environment in Plymouth Center and the surrounding well-established neighborhoods by strategically focusing sensitive infill development and redevelopment to increase density where it can best be supported by infrastructure and services. This will provide a means to stimulate private capital investment in commercial and industrial properties resulting in a substantive increase in net taxable property value.

- Encourage qualifying existing businesses to expand within the Town of Plymouth.
- Attract new businesses that are compatible with the Town of Plymouth.
- Foster reconstruction and renovation of vacant or underutilized commercial properties.
- Diversify the tax base and reduce the burden on residential properties.
- Stimulate the creation of jobs paying above the area median income for the Town.

The creation of the Development Program will promote the above goals and objectives by:

1. Designating a DIF Advisory Committee to administer the DIF District and IRD and the Development Program and IRDDP and report to the Town Manager and Board of Selectmen;
2. Capturing a portion of the Tax Increment generated by New Growth in the Invested Revenue District (“IRD”) to create an anticipated revenue stream (the DIF Revenues) dedicated to fund these projects. Funding may include both pay-as-you-go funding and the issuance of indebtedness (General Obligation or Special Obligation) to which DIF Revenues may be pledged;
3. Providing funding for improvements to the DIF District which will encourage new business and commercial activity by making the DIF District a more attractive place to live, work, and engage in

leisure activities. This increased activity will generate New Growth and therefore additional (incremental) tax revenues, which may be designated as DIF Revenues as described in this Development Program, and which will fund such improvements in whole or in part;

4. Communicating to residents and businesses in the community, the region, and beyond, that the Town is encouraging and supporting strategic development in the DIF District.

The Town has identified a set of public improvement projects that are expected to promote the development of North Plymouth and Plymouth Center. See "Projects to be Implemented," below.

Duration of the Development Program

The North Plymouth and Plymouth Center Development Program, including the IRDDP, will be for thirty (30) years from project stabilization. Project stabilization will be July 1, 2020, and the Development Program will be in effect through June 30, 2050. A record of the legislative action taken is included as Appendix B.

Projects to be Implemented

This North Plymouth and Plymouth Center Development Program presents the public facilities that are expected to be constructed, as well as the planning studies to be undertaken. The projects, costs, and funding sources are expected estimates and final costs are likely to be different, either lower or higher than these estimates. Inclusion of these estimates in the *Report* does not represent an appropriation or legal commitment to spend these amounts on these projects.

The Water Street Promenade

The Water Street Promenade will create a fully integrated and comprehensive waterfront link between Pilgrim Memorial Park and the Town Wharf and will implement the final recommendations of the 2007 *Plymouth Public Space Action Plan*.

The Water Street Promenade is an investment in high-quality public space that will drive higher value private development and increased opportunities for business growth. Prior investments in the Downtown and Waterfront area exceeds \$67 million and this project will maximize the value of previous, consistent and deliberate improvements in Plymouth Center.

The Promenade will improve visual and physical public access to the waterfront and enhance the livability and walkability of the area for residents and visitors. Historic and cultural elements and educational and interpretive exhibits are incorporated in the design to highlight Plymouth's history and enhance the overall visitor experience

Major components of the Water Street Promenade include: public infrastructure improvements; public space amenities and enhancements; and the replacement and restoration of marine seawalls. Estimated costs for the Water Street Promenade are summarized in Table 3, below.

Table 3: Project Cost Summary	
Project Type	Estimated Cost
Water Street Promenade	
Roadway/Streetscape	\$6,160,000
Marine Elements—Walls/Boardwalks/Overlooks	\$5,215,000
Placing Electrical Utilities Underground	\$3,750,000
Intertidal Restoration	\$330,000
Contingency (20%)	\$2,341,000
Final Design/Police Details/Construction Services	<u>\$1,904,000</u>
Estimated Total Cost, Water Street Promenade	\$16,950,000
Planning and Zoning Projects	
Proposed Planning and Facilities to Improve Transportation Circulation, Parking and Wayfinding	\$300,000
Strategic Plan to Attract and Accommodate the Cruise Ship Industry	\$400,000
Comprehensive Zoning, Massing and Urban Design Study of the DIF District	\$400,000
Estimated Total Costs, Planning and Zoning Projects	\$1,100,000
Estimated Total Costs, All Projects	\$18,050,000

The public infrastructure components of the Promenade will result in fully compliant parking spaces to increase pedestrian safety, as well as curb extensions at intersections to reduce crossing distance and increase pedestrian visibility. Sidewalks will be widened and ADA ramps installed. The drainage improvements will capture and treat the storm water runoff in order to improve the water quality in Plymouth Harbor and prevent contamination. The failed pavement will be removed and replaced. Currently there are no streetlights on the water-side of this segment of Water Street and the streetlighting on the landward side is inadequate. Safe and attractive lighting will be installed as part of the project to encourage increased use of the area and provide a more comfortable environment.

The public space amenities and enhancements will substantially meet the goals of Chapter 91 by providing public access for the use and enjoyment of the shore by promoting the rights of safe pedestrian activities along the water’s edge and by securing public access benefits as compensation or nonwater-dependent private development on tidelands. The project will provide a continuous harbor-front walk with uniformly wide sidewalks, enhanced safety and will be ADA compliant. The Promenade will provide a number of overlooks and will better connect the corridor to Pilgrim Memorial Park and the Town Wharf.

Rebuilding the seawalls is imperative for the continued protection of Plymouth Center. The reconstruction will be conducted in a manner that is historically sensitive to the original 1933 wall. FEMA increased the VE Zone in Plymouth Harbor by 3-feet to elevation 15 in 2016. The walls are showing signs of distress and need repair. The marine infrastructure projects will increase the coastal resiliency of the Plymouth Harbor and ensure that the infrastructure, businesses and homes behind the wall are protected from sea level rise and increasingly severe storms.

The DIF Development Program will also be used to fund the final design and permitting for the Promenade. Likewise, it is anticipated that ongoing preventative maintenance and necessary repairs of the seawalls and boardwalks will be undertaken in future years utilizing DIF Revenues to protect and preserve the capital investment in the project.

Proposed Planning and Facilities to Improve Transportation Circulation, Parking and Wayfinding

The North Plymouth and Plymouth Center Development Program includes specific improvements to parking, sidewalks, lighting, and pedestrian safety, as described in the Water Street Promenade Project above. Furthermore, revenue generated by the DIF will be used to commission and implement a comprehensive traffic circulation, parking and wayfinding study within the District.

Many of the hotels used by visitors to Plymouth are located along the interchanges of Route-3 at Exits 7, 6 and 5. It may be difficult for those who are not familiar with the area, to navigate between the hotels and Plymouth Center. Also, once visitors arrive in the historic core, parking may be difficult during the peak summer months and weekends throughout the year. After visitors do arrive and park downtown, there is a lack of pedestrian and wayfinding infrastructure to direct people around the area or highlight attractions.

Anticipated DIF Revenues will be used to improve the visitor experience to Plymouth with the intention of increasing the length of stays and create interest for people to return multiple times. Improving the vehicular, pedestrian and bike circulation patterns, and providing additional parking options will make the waterfront and Plymouth Center a more enjoyable and convenient place to visit for residents, neighbors from surrounding towns, and tourists.

It is anticipated that the strategic circulation plan will be funded at approximately \$300,000. The recommendations from the study will be evaluated, then future DIF revenue will be allocated to implement the highest priority proposals.

Strategic Plan to Attract and Accommodate the Cruise Ship Industry

The Town of Plymouth has a lovely scenic harbor that has not been dredged since 1950. The Harbor and channel cannot accommodate visits by vessels such as tall ships or small to-mid-size cruise ships. The Commonwealth and Federal Government are making a huge investment in Plymouth by committing more than \$15,000,000 to dredge the harbor in 2019.

Revenues from the DIF District will be utilized to better understand and attract the cruise ship industry to make Plymouth a regular port of call. There are a number of smaller ships that traverse the New England coast in the summer and fall between New York and Nova Scotia. Attracting these ships for a day-trip would significantly boost the tourism economy without adding additional traffic and parking pressure.

It is anticipated that DIF proceeds will provide approximately \$400,000 for a strategic plan to accommodate cruise ship visits and understand the potential impacts of the industry on the Plymouth economy. The

strategic plan will provide the Town with a roadmap of recommended improvements to the visitor services infrastructure to best meet the needs of this type of tourist.

Comprehensive Zoning, Massing and Urban Design Study of the DIF District

The Town of Plymouth is a lovely place with a rich history. Great care has been taken throughout the decades to respect and steward the natural, cultural and built environment. That care and thoughtfulness is evident in the physical development patterns found throughout the proposed DIF District. In order to continue to grow in a sensitive and mindful way, it is anticipated that the DIF Revenues will be used to commission a District-wide zoning, massing and urban design plan to guide future economic and physical development.

There are clearly areas in Plymouth Center where increased heights or non-traditional street design would not be appropriate. However, there are a number of locations within the District where a different development pattern, building scale, or type of urban fabric could be accommodated without causing harm to existing important resources. By creatively thinking about how to best incorporate increased density, mixed uses, taller buildings, and flexible parking requirements, the town may be able to create the conditions to spur a virtuous cycle of sustainable growth and economic development. It is anticipated that approximately \$400,000 of DIF Revenues will be used to undertake a holistic land use, zoning and master planning process for the District in order to guide future development throughout the term of the DIF.

Private Facilities to be Constructed and Use of Private Property

The North Plymouth and Plymouth Center Development Program does not include any private facilities to be constructed or use of Private Property.

Plans for Relocation of Displaced Persons

The North Plymouth and Plymouth Center Development Program will not eliminate any residential units or displace any residents.

Plans for Housing

The North Plymouth and Plymouth Center Development Program does not propose to use DIF Revenues or other public funds to add to or renovate any housing structures.

Operation and Management of the DIF District and Development Program

The Town of Plymouth will create the DIF Advisory Committee, (the "DAC") which will be responsible for the ongoing operation and management of the DIF District and Development Program for the term of the Development Program.

The DAC shall consist of:

Expertise	Title/Position
Economic Development	Economic Development Director
Property Assessment	Director, Assessor's Office
Finance, Treasury and Accounting	Director of Finance
Planning, Zoning, and Code Enforcement	Director of Planning and Community Development
Public Works	Director of Public Works
Harbor and Waterfront	Director of Marine and Environmental Affairs

The DAC will be responsible for annually reporting to the Town of Plymouth Board of Selectmen and Town Manager about the status and progress of all projects, whether the projects are directly administered by the DAC or are administered by the Town, or are implemented through public/private partnership agreements, including expenditures of DIF Revenues and the compliance of private partners with the terms of such agreements.

The DAC will be responsible for administering projects and reporting on:

Capital Projects - the DAC will cause to be constructed and maintained all infrastructure projects included in the Development Program. The DAC may delegate such construction and maintenance activities to the municipality, except that the DAC will be responsible for annually reporting to the municipality about the status and progress of the projects, including expenditures of DIF Revenues.

Employment, Public safety, and Economic Development projects – the DAC may directly administer such projects, or delegate projects to be implemented directly by the municipality, or recommend that the municipality enter into public/private partnerships to implement such projects. The DAC is not authorized to enter into public/private partnerships but may be authorized by the municipality to oversee, manage, and report on any such partnerships that the municipality has entered into.

Public/Private Partnerships – It is not the intention of this Development Program to use public/private partnerships to implement the projects. However, should any public/private partnerships be undertaken, the DAC would review any proposals and agreements and make a recommendation to the Town about whether such a partnership should be undertaken.

In the event that the Town considers entering into a future public/private partnership, or a Tax Increment Financing Agreement under Mass. Gen. Laws Ch. 40Q §59, whereby taxes assessed on any parcel in the DIF District would be reduced as a result of that agreement, the DAC will estimate the effects on the tax increment and on the DIF Revenues specific to that parcel and report its findings to the Town as part of the Town's review process. The DAC shall advise the Town about whether these estimates indicate that DIF Revenues would as a result be insufficient to pay for the projects in this Development Program, including any debt service.

Deposit of DIF Revenues - The DAC will review the Assessor's annual certification¹² of the amount of New Growth adjustment to the levy limit of the Town that is attributable to parcels within the DIF District and will calculate the Tax Increment. The DAC will calculate the dollar amount determined by the percentage of the Tax Increment to be captured for the purposes of the Development Program (the "DIF Revenues") and will deposit, or cause to be deposited, all DIF Revenues to the Development Program Fund and then into the Development Sinking Fund Account and Project Cost Account, including any sub accounts, and then into the General Fund, as provided for in the Financial Plan.

Percentage of Tax Increment retained as DIF Revenues - As described in the Financial Plan, the percentage of the Tax Increment that is allocated to the Development Program Fund will be established at the time of the adoption of the Development Program, either as a stated percentage or as a formula to be applied. The DAC will review whether there should be revisions to the percentage retained at least every five (5) years, provided that all obligations of the Development Sinking Fund Account and the Project Cost Account

¹² As required by Mass. Gen. Laws Ch. 40Q §3 (b)

subaccounts continue to be met. The DAC will report any recommended changes to the Town for approval as established below in the Financial Plan.

Issuance of Debt – the DAC will, as part of its management of the Development Program, evaluate the use of debt to finance projects and will make a recommendation to the Town. Information about the proposed use of debt is presented below in the Financial Plan. This includes both General Obligation and Special Obligation debt that may be repaid in whole or in part with DIF Revenues.

Annual Audit of Development Program Funds – the DAC will ensure that all accounts and subaccounts of the Development Program are included in the Town’s annual financial audit.

Invested Revenue District and Invested Revenue District Development Program

The Town of Plymouth establishes its North Plymouth and Plymouth Center Invested Revenue District (“IRD”) at the same time that it establishes its North Plymouth and Plymouth Center Development District. The legislative action taken to establish these districts is included as Appendix B. The Tax Increment that will provide revenue to support the Development Program will be collected from parcels in the IRD.

The North Plymouth and Plymouth Center IRD is coterminous with the North Plymouth and Plymouth Center Development District and all parcels within the Development District are therefore within the IRD.

The DIF Statute requires the adoption of an Invested Revenue District Development Program (“IRDDP”) when an IRD is used to collect and use Tax Increment revenue for a Development Program. Therefore the Town establishes an IRDDP as part of its Development Program. An IRDDP includes information about estimates of tax revenues to be collected, a projection of tax revenues that would be collected in the absence of the Development Program, information about plans for municipal debt, the percentage of Tax Increment to be captured during the term of the Development Program, and estimates of the impact of the collection and use of the Tax Increment on all taxing jurisdictions within the IRD. All information required by the DIF Statute to be included in an IRDDP is presented, together with the information required to be provided as part of a Development Program, in the Financial Plan.

Financial Plan

A Financial Plan must be established as part of the Development Program, as required by the DIF Statute. The Financial Plan includes information required for both the Development Program and the IRDDP. This Financial Plan sets forth the Town’s expectations as of the time of the establishment of the DIF District and will be finalized with the adoption of the final Development Program.

The North Plymouth and Plymouth Center Development Program includes the construction of an estimated \$26,870,000 of public projects, as shown in Table 5, below. The Town anticipates issuing General Obligation Bonds, to which a portion of Tax Increment Revenue may be dedicated. In addition, the Town expects to use General Fund money for the projects as a gap financing tool to cover borrowing costs to pay bonds prior to the time when the DIF District will generate Tax Increment Revenues, which is expected to be in Fiscal Year 2020.

To support these projects, the Town will calculate and collect the Tax Increment and retain a percentage that will be deposited to the Development Program Fund as DIF Revenues.

Capital Plan

Cost Estimates for the Development Program and Sources of Anticipated Capital

Table 5 sets for anticipated sources of capital. It is expected that DIF Revenues will be used to repay debt some or all of the debt service on any General Obligation Bonds issued to fund projects in the Development Program. Should DIF Revenues be insufficient in any period to repay debt service, it is expected that revenues from the General Fund or other allowable Town monies would be used.

DIF Revenues are also expected to be used directly to pay project costs, or "Pay as You Go."

Grants will be sought but none have been awarded as of the adoption of this DIF District.

Table 4: Project Costs and Sources of Anticipated Capital				
Project	Project Cost Estimate	Grant	G.O. Bond Proceeds	DIF Revenues "Pay as You Go"
Water Street Promenade				
Roadway/Streetscape	\$6,160,000	TBD	Yes	
Marine Elements— Walls/Boardwalks/Overlooks	\$5,215,000	TBD	Yes	
Placing Electrical Utilities Underground	\$3,750,000	TBD	Yes	
Intertidal Restoration	\$330,000	TBD	Yes	
Contingency (20%)	\$2,341,000		Yes	
Final Design/Police Details/Construction Services	\$1,904,000		Yes	Yes
Total, Water Street Promenade	\$16,950,000			
Planning and Zoning Projects				
Proposed Planning and Facilities to Improve Transportation Circulation, Parking and Wayfinding	\$300,000	TBD	No	Yes
Strategic Plan to Attract and Accommodate the Cruise Ship Industry	\$400,000	TBD	No	Yes
Comprehensive Zoning, Massing and Urban Design Study of the DIF District	\$400,000	TBD	No	Yes
Estimated Total Costs, Planning and Zoning Projects	\$1,100,000			

Amount of Indebtedness to be Incurred

The Town of Plymouth expects to issue General Obligation Bonds in support of the projects in the Development Program and may choose to issue notes in anticipation of a bond issuance. Issuance will not exceed \$25.5 million. DIF Revenues will be used to pay all or some of the debt service on such bonds.

Additional Sources of Capital

The Town of Plymouth is committed to submitting competitive application to various grant sources to offset the costs of the capital projects. Specifically, for the Water Street Promenade, funds will be sought from MassWorks, the Seaport Economic Council, Community Development Block Grants, PARC, Dam and Seawall Repair or Removal Program, Coastal Pollutant Remediation Program, and the local Community Preservation Act. Should funds be awarded to the Town for a project in this Development Program, that funding would replace the same amount of funding as follows: (1) first, the use of any General Fund or other Town fund monies that would otherwise have been used; and (2) the use of DIF Revenues.

Statement of the Retention of Tax Increment as DIF Revenues

As part of this Development Program, the Town of Plymouth has established the following statement of the percentage of each year’s Tax Increment to be retained and used as described in this Development Program. These retained Tax Increments will be designated as the DIF Revenues.

The Town of Plymouth will retain the percentages of Tax Increment revenues to be designated as DIF Revenues and deposited to the Development Program Fund each year as summarized in the table below.

For fiscal years 6-30, the formula will be as follows: DIF Revenues will be the dollar amount of Tax Increment revenues that is equal to the *lesser* of either (1) 100% of the General Obligation Bond debt service that is directly allocable to the projects in this Development Program, such debt service to be calculated upon issuance of the bonds, and to include the funding of all related costs of issuance, credit enhancement if any, or required reserve funds, if any; or 100% of the Tax Increment revenues.

It is anticipated but not guaranteed that over time the annual Tax Increment revenues captured and designated as DIF Revenues will be more than sufficient to meet the debt service obligations related to the projects, and that excess revenues will therefore be available to the Town’s General Fund.

Year(s) of DIF Term	Fiscal Years Ending 6/30	Percentage
1 - 5	2021 – 2025	100%
6-10	2026 - 2050	Formula

Each year the Town Assessor will certify the amount of the Tax Increment to the Town. The DAC will calculate the amount of the DIF Revenues and oversee the deposit of the DIF Revenues to the Development Program Fund, as described below in “Tax Increment and DIF Revenue Flow of Funds.”

If the DAC estimates that DIF Revenues and other anticipated revenues will be insufficient, or if it determines that DIF Revenues are and will continue to be in excess of what is needed to fund the Development Program for its term, it will notify the municipality and, as needed, make a recommendation. The amount of DIF

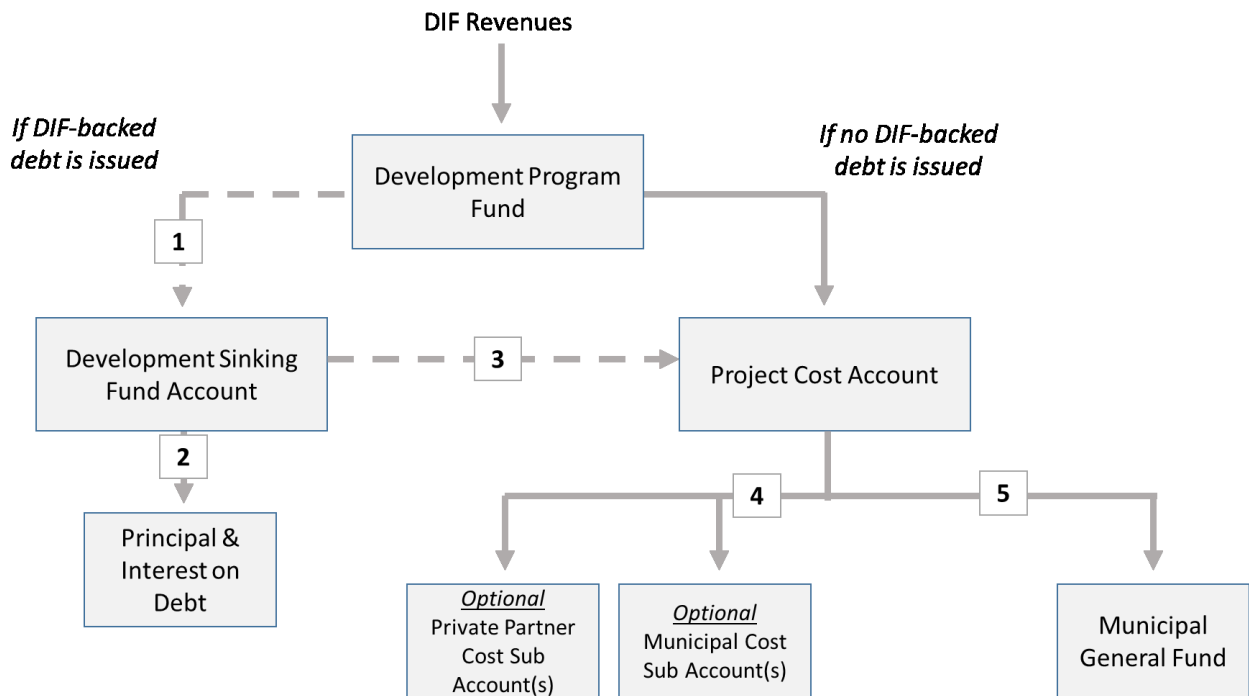
Revenues to be captured may be amended through the municipality's regular legislative processes by amending the Invested Revenue Development Program.

Tax Increment and DIF Revenue Flow of Funds

Each fiscal year the Tax Increment will be calculated and, using the percentages, dollar value, or formula governing such increment to be captured for that year, as described in the Statement of the Retention of Tax Increment as DIF Revenues, the amount of DIF Revenues will be determined.

The Financial Plan establishes a Development Program Fund, a Development Sinking Fund Account, and a Project Cost Account, as required by the DIF Statute. The priority of the deposit of DIF Revenues into the accounts is established by the DIF Statute and is shown in the graphic below and described in the narrative that follows.

The municipality may return to the General Fund any DIF Revenues in excess of the amount estimated to be required to satisfy the obligations of the Development Program Fund and accounts.



Development Program Fund

The Development Fund will include (1) a Project Cost Account that is pledged to and charged with the payment of project costs that are outlined in the Financial Plan; and (2) in instances of indebtedness issued by the municipality to finance or refinance Project Costs, and to which DIF Revenues have been pledged as a source of repayment, a Development Sinking Fund Account.

DIF Revenues shall be deposited first to the Development Program Fund and then to the:

Development Sinking Fund Account

For as long as any municipal indebtedness to which DIF Revenues are pledged is outstanding, to the Development Sinking Fund Account in amounts sufficient to make payments in the amount of the pledge, on any such debt issued by the municipality to finance or refinance Project Costs, including the following: (ii) payment of the costs of providing or reimbursing any provider of any guarantee, letter of credit, policy of bond insurance or other credit enhancement device used to secure payment of debt service on any such indebtedness; and (iii) funding any required reserve fund, and otherwise to the:

Project Cost Account

The Project Cost Account that is pledged to and charged with the payment of project costs as outlined in this Financial Plan.

The municipality may from time to time establish subaccounts within the Project Cost Account which may consist of (1) one or more Private Partner Cost Sub Accounts (the "Private Partner Cost Sub Accounts") pledged to and charged with payment of the costs of payments or reimbursement consistent with each approved public/private partnership agreement, if any, and (2) one or more Municipal Cost Sub Accounts (the "Municipal Cost Sub Accounts") pledged to and charged with the payment of the municipality's project costs. DIF Revenues deposited to the Project Cost Account will be transferred first to the Private Partner Cost Sub Accounts, if any, and then to the Municipal Cost Sub Accounts.

Private Partner Cost Sub Accounts

Should the municipality enter into any public/private partnership agreements in which DIF Revenues are made available through a contractual agreement with a private entity, in which that private entity undertakes the implementation of a project in this Development Program, a Private Partner Cost Sub Account will be established by that agreement. Amounts to be paid to the private entity under the agreement will be deposited into the Private Partner Cost Sub Account and payments to the private entity will be made from the Private Partner Cost Sub Account established by that agreement. The municipality's obligation to make a periodic payment under any agreement will only arise to the extent the municipality receives incremental real property tax revenue (the DIF Revenues) from properties in the Invested Revenue District. In any agreement, the municipality shall not obligate itself to make payments without receiving DIF Revenues. Furthermore, according to the terms of any such contracts, the municipality is not obligated to make payments if the private partner does not fulfill its obligations under the contract.

Municipal Cost Sub Accounts

Deposits to any Municipal Cost Sub Accounts will be made after the municipality makes contractual payments pursuant to any public/private partnership agreements. Expenditures for public facilities, improvements, and programs (i.e., any expenditures of DIF Revenues for purposes other than public/private partnership agreements) will be made by payments from the Municipal Cost Sub Accounts.

General Fund

The municipality shall annually return to the General Fund DIF Revenues in excess of the amount estimated to be required to satisfy the obligations of the Development Sinking Fund Account.

The municipality may make transfers between Development Program Fund accounts, provided that the transfers do not result in a balance in either the Development Sinking Fund Account that is insufficient to cover the annual obligations of that account.

Impact on Taxing Jurisdictions

The establishment of the DIF District and IRD, and the implementation of the Development Program and the IRDDP, will not have an impact on the taxing jurisdictions within the DIF District and the IRD.

Estimates of Tax Revenues

These are estimates and changes in tax rates, in uses of the properties including whether the properties are tax exempt, and in assessed values are also estimates. Actual tax revenues will be different. These estimates do not constitute a guarantee that tax revenues, Tax Increment, or DIF Revenues will be available; nor do they create an obligation by the municipality to collect and allocate tax revenues as shown in this table of estimates.

Two Tax Increment Financing Agreements that exist in the IRD will still be in effect for a period of time after the Development Program is adopted. While each is in effect the tax revenues available to the General Fund are reduced according to the terms of those agreements. These reductions are included in the revenue estimates. It is not expected that either of these agreements will result in the reduction of future DIF Revenues.

- High Rock and Cranberry Crescent LLC, 5 parcels, agreement ends in Fiscal Year 2021.
- Wal-Mart Stores East, LP, 1 parcel, agreement ends in Fiscal Year 2022.

Assumptions for these Estimates

1. Parcel values are as of 1/1/18. Final Original Assessed Values will be as of the Base Date, 1/1/19.
2. Tax rate for all taxable property is 16.54 per \$1,000 of assessed value.
3. Tax rate does not change.
4. No interest or other earnings are assumed on balances in the Development Program accounts.

The tables below presents these estimates.

Comparison of Estimated Tax Revenue in the DIF District

End of FY	No DIF	With DIF & Development Program			Net Benefit of DIF (Receipts with DIF less No DIF)
	Deposit to General Fund (All Receipts)	Total Receipts	Deposit to General Fund	Tax Increment Revenues Captured for DIF Purposes	
6/30/2021	\$ 30,581,589	\$ 30,879,309	\$ -	\$ 297,720	\$ 297,720
6/30/2022	\$ 30,599,872	\$ 31,278,012	\$ -	\$ 678,140	\$ 678,140
6/30/2023	\$ 30,610,174	\$ 31,668,734	\$ -	\$ 1,058,560	\$ 1,058,560
6/30/2024	\$ 30,610,174	\$ 32,049,154	\$ -	\$ 1,438,980	\$ 1,438,980
6/30/2025	\$ 30,610,174	\$ 32,429,574	\$ -	\$ 1,819,400	\$ 1,819,400
6/30/2026	\$ 30,610,174	\$ 32,512,274	\$ -	\$ 1,902,100	\$ 1,902,100
6/30/2027	\$ 30,610,174	\$ 32,594,974	\$ -	\$ 1,984,800	\$ 1,984,800
6/30/2028	\$ 30,610,174	\$ 32,594,974	\$ 59,800	\$ 1,925,000	\$ 1,984,800
6/30/2029	\$ 30,610,174	\$ 32,594,974	\$ 128,550	\$ 1,856,250	\$ 1,984,800
6/30/2030	\$ 30,610,174	\$ 32,594,974	\$ 197,050	\$ 1,787,750	\$ 1,984,800
6/30/2031	\$ 30,610,174	\$ 32,594,974	\$ 265,300	\$ 1,719,500	\$ 1,984,800
6/30/2032	\$ 30,610,174	\$ 32,594,974	\$ 458,300	\$ 1,526,500	\$ 1,984,800
6/30/2033	\$ 30,610,174	\$ 32,594,974	\$ 624,800	\$ 1,360,000	\$ 1,984,800
6/30/2034	\$ 30,610,174	\$ 32,594,974	\$ 675,800	\$ 1,309,000	\$ 1,984,800
6/30/2035	\$ 30,610,174	\$ 32,594,974	\$ 726,800	\$ 1,258,000	\$ 1,984,800
6/30/2036	\$ 30,610,174	\$ 32,594,974	\$ 797,800	\$ 1,187,000	\$ 1,984,800
6/30/2037	\$ 30,610,174	\$ 32,594,974	\$ 1,162,800	\$ 822,000	\$ 1,984,800
6/30/2038	\$ 30,610,174	\$ 32,594,974	\$ 1,497,050	\$ 487,750	\$ 1,984,800
6/30/2039	\$ 30,610,174	\$ 32,594,974	\$ 1,516,300	\$ 468,500	\$ 1,984,800
6/30/2040	\$ 30,610,174	\$ 32,594,974	\$ 1,535,550	\$ 449,250	\$ 1,984,800
6/30/2041	\$ 30,610,174	\$ 32,594,974	\$ 1,564,800	\$ 420,000	\$ 1,984,800
6/30/2042	\$ 30,610,174	\$ 32,594,974	\$ 1,753,550	\$ 231,250	\$ 1,984,800
6/30/2043	\$ 30,610,174	\$ 32,594,974	\$ 1,928,800	\$ 56,000	\$ 1,984,800
6/30/2044	\$ 30,610,174	\$ 32,594,974	\$ 1,930,800	\$ 54,000	\$ 1,984,800
6/30/2045	\$ 30,610,174	\$ 32,594,974	\$ 1,932,800	\$ 52,000	\$ 1,984,800
6/30/2046	\$ 30,610,174	\$ 32,594,974	\$ 1,934,800	\$ 50,000	\$ 1,984,800
6/30/2047	\$ 30,610,174	\$ 32,594,974	\$ 1,936,800	\$ 48,000	\$ 1,984,800
6/30/2048	\$ 30,610,174	\$ 32,594,974	\$ 1,938,800	\$ 46,000	\$ 1,984,800
6/30/2049	\$ 30,610,174	\$ 32,594,974	\$ 1,940,800	\$ 44,000	\$ 1,984,800
6/30/2050	\$ 30,610,174	\$ 32,594,974	\$ 1,942,800	\$ 42,000	\$ 1,984,800
Totals	\$ 918,266,322	\$ 973,096,422	\$ 28,450,650	\$ 26,379,450	\$ 54,830,100

Appendix A: Definitions

Definitions from the DIF Statute¹³

The following terms used in this Development District and Program have meanings as defined in Massachusetts General Law Chapter 40Q, Section (§) 1. Capitalization has been added to the statute's defined terms to identify them clearly in the text. (Capitalizations have been added for clarity.)

"Base Date", the last assessment date of the real property tax immediately preceding the creation of the district.

"Captured Assessed Value", the valuation amount by which the current assessed value of an invested revenue district exceeds the original assessed value of the district. If the current assessed value is equal to or less than the original, there is no Captured Assessed Value.

"Development District", a specified area within the corporate limits of a city or town which has been designated as provided in §2 and which is to be developed by the city or town under a Development Program.

"Development Program", a statement of means and objectives designed to improve the quality of life, the physical facilities and structures and the quality of pedestrian and vehicular traffic control and transportation within a development district. Means and objectives designed to increase or improve residential housing, both affordable and market rate, may also be addressed within a district and shall be considered part of a development program. The statement shall include:

- (1) a Financial Plan;
- (2) a complete list of public facilities to be constructed;
- (3) the use of private property;
- (4) plans for the relocation of persons displaced by the development activities;
- (5) plans, if any, for the development of housing, both affordable and market rate;
- (6) the proposed regulations and facilities to improve transportation;
- (7) the proposed operation of the district after the planned capital improvements are completed; and
- (8) the duration of the program which shall not exceed the longer of: (i) 30 years from the date of designation of the district; or (ii) 30 years from project stabilization, as defined in the development program.

"Financial Plan", a statement of the costs and sources of revenue required to accomplish the development programs which shall include: (1) cost estimates for the development program; (2) the amount of indebtedness to be incurred; and (3) sources of anticipated capital.

¹³ M.G.L. Chapter 40Q §1, "Definitions"

"Invested Revenue District", a type of Development District or portion of a district that uses tax increment financing¹⁴ under §3.

"Invested Revenue District Development Program", a statement which, in addition to the information required for a Development Program, shall also include: (1) estimates of tax revenues to be derived from the Invested Revenue District; (2) a projection of the tax revenues to be derived from the Invested Revenue District in the absence of a Development Program; (3) a statement as to whether the issuance of bonds contemplated pursuant to this chapter shall be general or special obligation bonds; (4) the percentage of the tax increment to be applied to the Development Program and resulting tax increments in each year of the program; and (5) a statement of the estimated impact of tax increment financing on all taxing jurisdictions in which the district is located.

"Original Assessed Value", the aggregate assessed value of the Invested Revenue District as of the Base Date.

"Project", a project to be undertaken in accordance with the development program.

"Project Costs", any expenditure made or estimated to be made or monetary obligations incurred or estimated to be incurred by the city or town which are listed in a project plan as costs of improvements including, but not limited to, public works, acquisition, construction or rehabilitation of land or improvements for sale or lease to residential, commercial or industrial users within a development district plus any costs incidental to those improvements, reduced by any income, special assessments or other revenues, other than tax increments, received or reasonably expected to be received by the city or town in connection with the implementation of this plan.

Project costs shall include, but not be limited to:--

(1) "administrative costs", any reasonable charges for the time spent by city or town employees in connection with the implementation of a project plan;

(2) "capital costs", the actual costs of the construction of public works or improvements, new buildings, structures and fixtures; the demolition, alteration, remodeling, repair or reconstruction of existing buildings, structures and fixtures; the acquisition of equipment; and the grading and clearing of land;

(3) "discretionary costs", those payments made by the appropriate body of a city or town that in its discretion are found to be necessary or convenient to the creation of development districts or the implementation of project plans.

(4) "financing costs", including, but not be limited to, all interest paid to holders of evidences of indebtedness issued to pay for project costs and any premium paid over the principal amount of that indebtedness because of the redemption of the obligations before maturity;

(5) "improvement costs", those costs associated with developing new employment opportunities, promoting public events, advertising cultural, educational and commercial activities, providing public safety,

¹⁴ Note: while the statute uses the term "tax increment financing" it refers here specifically to financings under M.G.L. Chapter 40Q and not to tax increment financing under M.G.L. Chapter 40Q §59 or any other program which imposes additional taxes, fees, or assessments a district.

establishing and maintaining administrative and managerial support and such other services as are necessary or appropriate to carry out the development program;

(6) "organizational costs", all reasonable costs relating to the conduct of environmental impact and other studies and informing the public about the creation of development districts and the implementation of project plans;

(7) "professional service costs", including, but not limited to, those costs incurred for architectural, planning, engineering and legal advice or services;

(8) "real property assembly costs", any deficit incurred resulting from the sale or lease by the city or town, as lessor, of real or personal property within a development district for consideration which is less than its cost to the city or town;

(9) "relocation costs", all reasonable relocation payments made pursuant to a condemnation;

(10) "training costs", costs associated with providing skills, development and training for employees of businesses within the development district; provided, however, that these costs shall not exceed 20 per cent of the total project costs and shall be designated as training funds within 5 years of the issuance of bonds pursuant to this chapter for the project or the designation of the district, whichever occurs later; and

(11) "water and sewer line costs", which shall include the costs related to the construction or alteration of sewage treatment plants, water treatment plants or other environmental protection devices, storm or sanitary sewer lines, water lines or amenities on streets or the rebuilding or expansion thereto so long as required by the project plan for a development district, whether or not the construction, alteration, rebuilding or expansion is within the development district;

Project costs shall not include the cost of a building or a portion of a building used predominantly for the general conduct of government, such as a city hall, courthouse, jail, police or fire station or other state or local government office buildings.

"Project revenues", receipts of a city or town with respect to a project including, without limitation, tax increments, investment earnings and proceeds of insurance or disposition of property.

"Tax Increment", mean revenues from taxes levied on the Captured Assessed Value in a Development District. Tax Increment includes assessed value increases resulting from New Growth. For a complete definition see Mass. Gen. Laws Ch. 40Q § 1 "Definitions."

Additional Definitions

"DIF Revenues" means the portion of the Tax Increment that is collected as a result of New Growth in the DIF District that is deposited to the Development Program Fund and used as provided for in the Development Program. DIF Revenues may be all or a portion of the Tax Increment for any fiscal year and the percentage of each year's Tax Increment that becomes DIF Revenues is established by the Development Program and Invested Revenue District Development Program.

"New Growth" means increases to the assessed value of a property, as a result of development or other changes, as a result of the return of exempt real property to the tax role and new personal property, and new subdivision parcels and condominium conversions. For details of New Growth calculations, Please see

Levy Limits: A Primer on Proposition 2 ½, Massachusetts Department of Revenue Division of Local Services, available online at <https://www.mass.gov/files/documents/2016/08/oq/levylimits.pdf>.

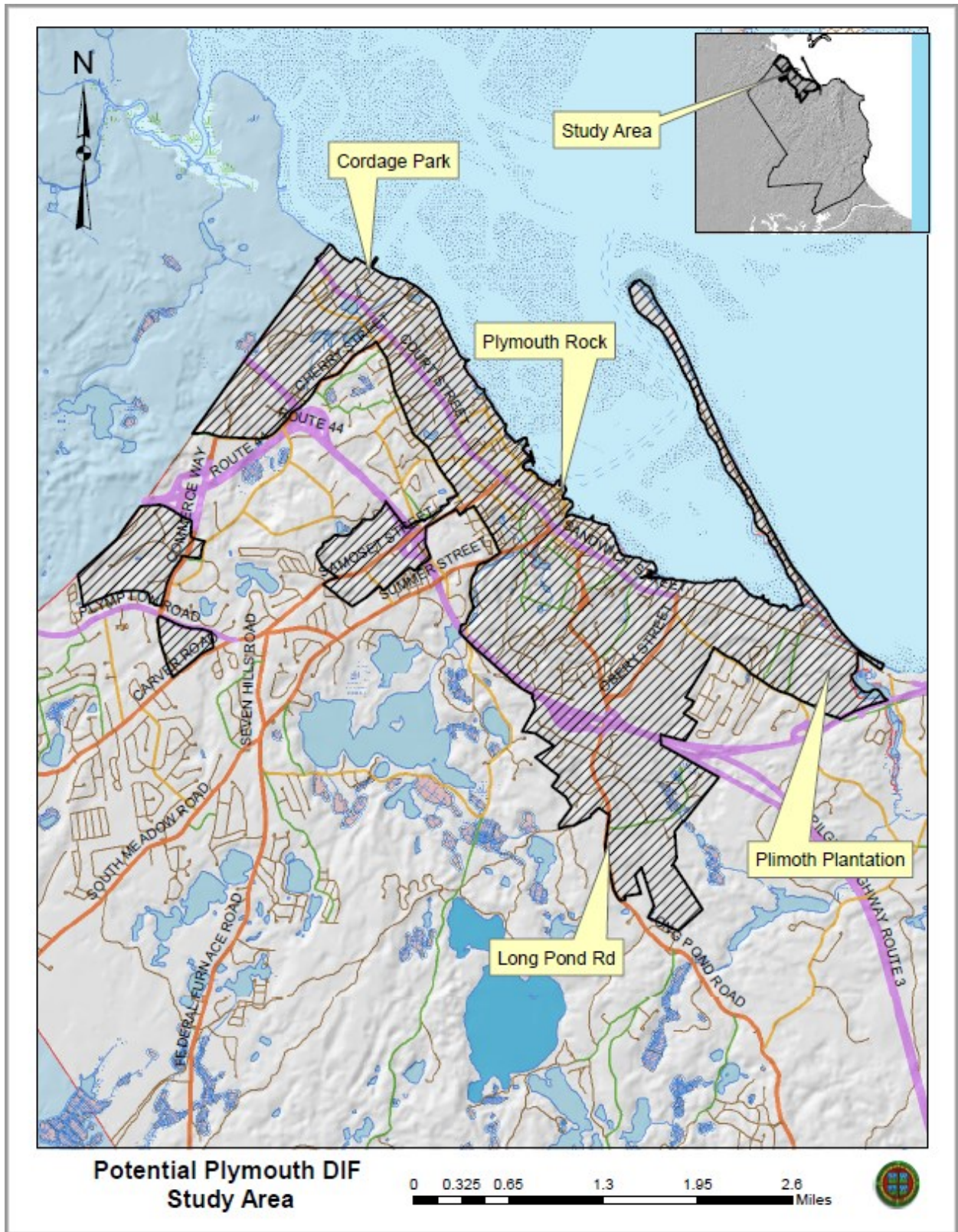
“Real Property” means all real and personal property that is taxable under Mass. Gen. Laws Ch. 40Q §3 (b).

“Tax Increment Financing” means a method of creating investment incentives for private entities that is overseen by the Economic Assistance Coordinating Council. Tax Increment Financing may be used in a DIF District.

Appendix B: Legislative Action

The document below is the legislative action enacted by the Town of Plymouth:

Appendix C: Map of the DIF District and Parcel List



List of Parcels in the DIF District

All parcels are within both the DIF District and the IRD, which are coterminous.

No parcels are intended to be acquired by the Town.

A complete list is included as Attachment 1. This list identifies the 6 parcels which are currently subject to Tax Increment Financing Agreements as described above, in "Estimates of Tax Revenues."

Summary information is presented below.

North Plymouth and Plymouth Center Development District and IRD Parcel Summary

	# of Parcels	Total Acres	Total Assessed Value as of 1/1/18	Taxable Assessed Value as of 1/1/18
Commercial	441	775.49	\$ 570,984,595	\$ 570,984,595
Industrial	98	297.57	\$ 64,477,100	\$ 64,477,100
Mixed Use	129	49.59	\$ 83,197,288	\$ 82,634,054
Residential	2,802	1,171.13	\$ 1,122,428,400	\$ 1,122,428,400
Vacant	137	159.66	\$ 10,151,400	\$ 10,151,400
Exempt	265	960.48	\$ 362,304,600	\$ -
Totals	3,872	3,413.91	\$ 2,213,543,383	\$ 1,850,675,549

Appendix D: Assessor's Certifications

**Town of Plymouth
Board of Assessors
Assessor's Certification of Acreage**

North Plymouth and Plymouth Center Development District and Invested Revenue District

Under the requirements of Mass. Gen. Laws Ch. 40Q, §2, Development districts (a) the municipality must certify that all development districts, both current and proposed, do not exceed 25% of the total area of the municipality. Furthermore, under 40Q §1 (a), the Base Date is the last assessment date of the real property tax immediately preceding the creation of the district.

The Town of Plymouth contains an area of 103 square miles, or 65,920 acres. There is no other existing development district. The proposed North Plymouth and Plymouth Center Development District will contain 3,413.91 acres for a total of 3,413.91 acres in all development districts.

DIF Districts as a Percent of all Town Acreage	
Town of Plymouth Total Acres	65,920
Prior DIF Districts, Total Acres	0
North Plymouth and Plymouth Center DIF, Total Acres	3,413.91
Total Acres in DIF Districts as a Percent of Total Acres in the Town:	5.18%

As a result, I certify that the Town's existing and proposed districts (DIF) do not exceed 25% of the Town's total area.

Anne Dunn
Director of Assessing

Date

Town of Plymouth
26 Court Street
Plymouth, MA

**Town of Plymouth
Board of Assessors
DRAFT Assessor's Certification Original Assessed Value**

North Plymouth and Plymouth Center Development District and Invested Revenue District

Under the requirements of Mass. Gen. Laws Ch. 40Q, §1, the assessor must certify the Original Assessed Value of an Invested Revenue District (IRD) as of the Base Date. The Base Date for the North Plymouth and Plymouth Center Development District and Invested Revenue Development District is January 1, 2019, which is the last assessment date prior to the adoption of the IRD, which is dated April 6, 2019.

Assessed values as of January 1, 2019, will be available during the Fall of 2019 and are not currently available. Therefore, this DRAFT Assessor's Certification presents the assessed values as of January 1, 2018, for estimation and explanation purposes only.

When assessed values as of January 1, 2019 are confirmed, an Assessor's Certification will be provided.

For the purposes of the estimates in this document, values as of January 1, 2018 have been used, as follows:

North Plymouth and Plymouth Center Development District and IRD Parcel Summary

	# of Parcels	Total Acres	Total Assessed Value as of 1/1/18	Taxable Assessed Value as of 1/1/18
Commercial	441	775.49	\$ 570,984,595	\$ 570,984,595
Industrial	98	297.57	\$ 64,477,100	\$ 64,477,100
Mixed Use	129	49.59	\$ 83,197,288	\$ 82,634,054
Residential	2,802	1,171.13	\$ 1,122,428,400	\$ 1,122,428,400
Vacant	137	159.66	\$ 10,151,400	\$ 10,151,400
Exempt	265	960.48	\$ 362,304,600	\$ -
Totals	3,872	3,413.91	\$ 2,213,543,383	\$ 1,850,675,549

Anne Dunn
Director of Assessing

Date

Town of Plymouth
26 Court Street
Plymouth, MA

Appendix E: Guidelines for Entering into Public/Private Partnerships

The Town of Plymouth does not intend that this *North Plymouth and Plymouth Center DIF District and Development Program* will include public/private partnerships or other arrangements where a private entity implements all or a portion of a project and as a result is paid from DIF Revenues.

The Town also does not currently expect to provide direct financial incentives, such as tax abatements, to private entities in order to further the goals of this plan. Should a tax abatement agreement be awarded in the future for development or redevelopment of a parcel included in the DIF District, the Town would not be required to amend or otherwise update this DIF District or Development Program.

However, as described above in "Operation and Management of the DIF District and Development Program," In the event that the Town considers entering into a future public/private partnership, or a Tax Increment Financing Agreement under Mass. Gen. Laws Ch. 40Q §59, whereby taxes assessed on any parcel in the DIF District would be reduced as a result of that agreement, the DIF Advisory Committee (the "DAC") will estimate the effects on the tax increment and on the DIF Revenues specific to that parcel and report its findings to the Town as part of the Town's review process. The DAC shall advise the Town about whether these estimates indicate that DIF Revenues would as a result be insufficient to pay for the projects in this Development Program, including any debt service.

Attachment 1: Complete Parcel List

[PLEASE SEE ACCOMPANYING PDF FILE]