# Table of Contents

Table of Contents ................................................................. 1

Acknowledgements ............................................................... 3

Project Impetus ................................................................. 4

Introduction ................................................................. 5

Establishment of the Plymouth Redevelopment Authority .............. 6

Highlighted Projects of the Redevelopment Authority ...................... 7

Programs, Resources and Services ........................................ 12

Plymouth Community Housing, Inc ........................................ 15

Action Recommendations ............................................... 16

Examples of Area Redevelopment Authorities .......................... 28

Powers of a Redevelopment Authority .................................. 29

Concluding Statement ..................................................... 36

Appendices ................................................................. 37
Acknowledgements

Thank you to the following individuals for taking time out of their busy schedules to provide comments, input and perspectives to support the Strategic Planning Process.

Bruce Arons, Plymouth Director of Community Development
Al Batista, Former PRA Executive Director, and Project Inspector
Jonathan Beder, Plymouth DPW Director
Jessica Casey, Plymouth Economic Development Director
Marie Caruso, PRA Office Manager
David Gould, Plymouth Director of Marine and Environmental Affairs
Lee Hartmann, Plymouth Director of Planning & Development
Joe Kreisberg, President, Massachusetts Association of Community Development Corporations
Tom Maher, Manager of the Plymouth Municipal Airport
Laura Schaefer, Former Executive Director, and Current PRA Consultant
Peggy Whalen, PRA Consultant
PRA Board of Commissioners


Strategic Plan Produced By

Sand Dollar Strategies
21 Fremont Street
Plymouth, MA 02360

December, 2016
Project Impetus

The Plymouth Redevelopment Authority Board of Commissioners authorized the Strategic Planning Process in order to re-evaluate the organization's program of work and administrative structure prior to replacing their long-time Executive Director who retired from the Plymouth Redevelopment Authority (PRA) in January 2016. The Board of Commissioners directed the Strategic Plan to include an overview of existing programs and services provided by the PRA, and identify future program of work opportunities.

The Strategic Plan includes the following:

1. Brief history of the PRA with a summary of select accomplishments.
2. Overview of current programs, services and resources.
3. Identification of programs permitted under PRA Bylaws and State Statutes.
4. Development of administration, program of work, and staffing options.
5. Overview and program of work recommendations for Plymouth Community Housing Inc. (PCHI).

The PRA Board of Commissions will evaluate the information and determine the course of action that will:

1. Provide a benefit and resource to existing and future residents of Plymouth;
2. Support the various community goals and planning efforts of the Town of Plymouth;
3. Establish a financially sustainable administration within the context of existing and projected budget parameters;
4. Provide resources and services to the region without sacrificing local needs and objectives.

Plymouth Redevelopment Authority Board of Commissioners

Robert Wollner, Chairman
Steven, Grattan, Vice Chairman
Chester Bagni, Treasurer

Dean Rizzo, Secretary
Paul Curtis, Member
**Introduction**

The Plymouth Redevelopment Authority was established in December 1958 thru an Act by Plymouth Special Town Meeting. The impetus for the creation of the Plymouth Redevelopment Authority (PRA) was to utilize the Federal Urban Renewal Program to eliminate blighted areas in the historic downtown, known today as the Summer - High Street Urban Renewal project.

**Mission Statement:**

*Since its establishment, the Plymouth Redevelopment Authority has continuously worked with the citizens and governing body of the Town for the betterment of the individual living environments of its residents, and on the quality of life for the community as a whole.*

*It is therefore the intent of the Plymouth Redevelopment Authority to continue to be a people-orientated agency in which:*

1. **Residential rehabilitation programs ensure Plymouth residents live in decent, safe and sanitary housing;**

2. **Underutilized and/or decadent commercial properties are redeveloped and rehabilitated to eliminate blight, and make them an asset in the community;**

3. **The organization is positioned as an agency ready and able to undertake special projects as they arise in support of the advancement of commerce, community sustainability and economic prosperity.**

Since the organization's inception, the PRA has undertaken a diverse range of activities and initiatives to serve the needs of the community. In addition to the referenced Summer-High Street Urban Renewal Project, the PRA has utilized its chartered powers to undertake the redevelopment of a variety of public and private parcels such as the Bradford Street Revitalization; Revere Copper brownfields remediation; Preservation and Rehabilitation of the 1820 Plymouth County Courthouse and Commissioners properties; and the creation of infill affordable housing units in the community.

In addition to these “bricks and mortar” projects, the PRA evolved its program of work in 1985 to become a local and regional resource on a variety of programs/initiatives designed to improve housing ownership, and provide rehabilitation assistance to sub-standard properties in the community. Examples of programs established over the years include first-time home buyer classes, reverse mortgage counseling, and other associated new and rehab housing counseling services. The PRA has also proven to be a valuable conduit to a number of State and Federal programs including First-time home buyer down payment assistance, and
housing rehabilitation financial assistance. Many of these programs and services are provided through local, state and federal agencies - with the PRA as an authorized agent to disseminate the resources to residents of Plymouth and surrounding communities. Although the PRA has reduced its level of programming in recent months, a majority of these initiatives remain active in 2016.

The PRA has operated with a very limited staff consisting of an Executive Director (approximately 35 hours a week), and one or two part-time support staff that serve in an administrative, counseling and a project management capacity. The PRA office is situated in Plymouth Town Hall within the Offices of the Planning Department along with other Town Departments including Community Development, Economic Development, Conservation Commission, and Planning. The PRA falls under the administrative budget of the Planning Department, which provides office space, and an annual allocation of $21,000. The PRA Board of Commissioners are the Policy Setting Body, providing administrative and program of work oversight. (A comprehensive list of the programs and services provided by the PRA can be found on pages 12-14.)

The PRA budget for staffing and associated benefits exceeds the annual allocation by the Town. As a result, the organization must rely on other revenue generating programs to help underwrite its overall staffing and operational expenses. Additional revenues are generated through state and federal counseling grants, program service fees and the Affordable Housing Lottery Service program.

**Establishment of the Plymouth Redevelopment Authority**

The Plymouth Redevelopment Authority (PRA) was established in December 1958 thru an Act by Plymouth Special Town Meeting.

**Article One of the December 11, 1958 Special Town Meeting (appendix 1) was voted in a Voice Vote that:**

*Whereas there exists in the Town of Plymouth sub-standard or decadent areas and unsanitary and unsafe inhabited dwellings; That, whereas it is hereby determined that a Redevelopment Authority is needed for:*

(a) The purpose of clearance of sub-standard or decadent areas and

(b) Engaging in an urban renewal land assembly and redevelopment project

*Now, therefore, it is hereby voted: that the Plymouth Redevelopment Authority shall be organized and established under the provisions of Massachusetts General Laws (Ter. Ed.), Chapter 121, Section 26QQ and acts in amendment thereof and in addition thereto.*
Article Two of the December 11, 1958 Special Town Meeting (appendix 1) was voted in a Voice Vote:

That the Town appropriate from available funds the sum of $10,000 to defray initial costs and administrative expenses, including preparation of plans surveys and other expenses for urban development as provided by Chapter 199 of the Acts of 1958, said appropriation to be expended under the direction of a Redevelopment Authority.

As stated in the original Articles of Organization the PRA is to be governed by a five-member Board of Commissioners, 4 of which are to be voted into office by the residents of Plymouth and one member appointed by the Commonwealth of Massachusetts. The Executive Director of the Authority shall be appointed by the Commissioners and “shall be the ex-officio Secretary, and shall have general supervision over the administration of its business and affairs, subject to the direction of the Authority.”

The Plymouth Board of Selectmen at their December 23, 1958 meeting appointed four (4) members of the Authority to serve until the Town election of March 7, 1959 (appendix 2). The fifth member was appointed on January 8, 1959 by the State Housing Board. The March 7, 1959 Town election elected the same individuals appointed to the Authority by the Board of Selectmen and all five members served terms of 5-4-3-2-1 years respectfully, with the opportunity for re-election for another five-year term. The Secretary of the Commonwealth of Massachusetts approved the first Board of Commissions on February 3, 1959 (appendix 3).

Highlighted Projects by the Redevelopment Authority Over the Years

Summer - High Street Urban Renewal Redevelopment:
The PRA was established in 1958 to specifically undertake an Urban Renewal Plan for the Summer, High and Market Street areas of downtown Plymouth. The project area included a variety of decadent and substandard properties in and around Town Square, Burial Hill, Bartlett Street, Russell Street, Summer Street, Robinson Street, Sandwich Street, Main Street Ext. and Market Street. The total project area was 30.6 acres, with 16.0 acres to be cleared in order “to correct unsanitary and dangerous living conditions” as identified in the 1962 Urban Renewal Plan.

The following is the Introductory Text from the 1962 Urban Renewal Plan:

For many years, Plymouth has looked with embarrassment on the appearance and condition of buildings in the Summer-High Streets Area (pictured on the following page). Within 200 feet of historic Town Square there have been dangerously dilapidated and infested dwellings. Many of these buildings were important in colonial history. Sadly, all but a few of the oldest have been abused and allowed to deteriorate for so long that little is left to salvage, even if unlimited funds were available.
Conditions for the families living in these buildings have been even more embarrassing than the loss of some of America’s oldest dwellings.

For example,

- 52 dwelling units in the area have neither private bath nor shower,
- 10 dwelling units have no private flush toilets,
- 143 dwellings units are without safe central heating facilities,
- 52 dwelling units have no piped hot running water,
- 90 buildings of a total of 139 within the project area are so badly deteriorated that major repairs are needed to make safe for human habitation, and
- 10 major buildings have been abandoned altogether.

These figures reflect none of the additional inconveniences and hazards that residents of the area have had to suffer because of obsolete streets, poor drainage, lack of recreation space crowding together of fire-prone buildings, and intermixtures of house with incompatible business establishments on small sites near heavy traffic. Unfortunately, all of these adverse influences have spelled BLIGHT for one of Plymouth’s most historic areas, and the impression the tourist or vacationer must receive could hardly encourage him to stay long or return.

1962 Special Town Meeting approved the plan and financing agreements with the federal government. The total project cost was proposed to be $1,916,689, of which $1,437,517, or three-fourths, was paid by the federal government through the Urban Renewal Program. The Town was responsible for one quarter of the project costs, $479,172.
The site today consists of open space in and around Town Brook, as well as the preservation of several historic properties including the Jenny Grist Mill, Sparrow House, Town House, and the Kaplowitz House. The project also included the creation of new housing units through the Summer Street Housing Development, and the construction of the John Carver Inn (pictured on previous page). Although the project was certainly warranted, the displacement of the residents living in these properties, and the clearing of several private properties was a very contentious public development for the Redevelopment Authority. The Redevelopment Authority bore the burden of community ill-will, impacting the perception of the organization for decades.

**BRADFORD STREET REDEVELOPMENT:**
In the Spring of 1984 the PRA was awarded a $700,000 Small Cities Grant in support of the revitalization of the Bradford Street Neighborhood in the downtown/waterfront area of the community. The project entailed housing rehabilitation and street improvements to the core of Bradford Street, which is listed on the National Register (pictured right prior to the rehabilitation project). Additional funding was provided by the Town, as well as by local financial institutions that committed low interest matching loans.

The program consisted of a combination of loan interest subsidies, low interest loans, and deferred payment loans, provided to individuals that had a household income of 80% or less of the HUD established median income level. Numerous properties received funding assistance to bring them into code compliance, and to restore exterior ornamental trim and siding to preserve the historic integrity of the street. In addition, a limited amount of funding was set aside as Preservation Grants for owner-occupants within the historic district.

The redevelopment also included a variety of infrastructure improvements along Bradford and Emerald Streets. New public infrastructure included the installation of brick paver sidewalks; granite curbing; new drainage, water & sewer lines; street paving and landscaping (pictured above).
Revere Copper Redevelopment: In 2001 the PRA took action to convert an old decadent commercial manufacturing facility on the Plymouth Waterfront into a new development opportunity for the community. The former manufacturing facility (pictured left) was on the market for approximately 10 years at a listing price of $950,000. Through effective negotiations with the property owner, the PRA agreed to purchase the property for $500,000, as well as provide a “Covenant not to Sue” on the Brownfield site to the owner. April 2002 Special Town meeting approved the purchase, site clean-up and marketing plan as presented by the PRA. Through the assistance of many state agencies including MassDevelopment and the Department of Environmental Protection the buildings were demolished and the site cleaned of all contaminants. A re-use plan commissioned by the PRA for the 1.6 acre site identified that housing was the highest and best use. The PRA sought proposals from the development community in the Fall of 2005 and the site was then sold to the highest bid and best use for $2 million, which covered all of the site clean-up costs and a portion of the $500,000 investment by the Town. Market conditions stalled the redevelopment activity on the site for a number of years until the Spring of 2016, which began the construction of 42 residential apartment units with 4 units dedicated as Affordable for low-to-moderate income families (Copper Cove pictured above).

Town Bell Preservation: The Plymouth Redevelopment Authority spearheaded a project in 1998 to rehabilitate the Town Bell located in the Unitarian Universalist Church in Town Square. The Bell is historically significant dating back to 1896 – the year the 1801 Town Bell made by legendary Patriot Paul Revere was recast bearing the original inscription of Revere and Son’s. The project included rehab and automation of the bell, rehabbing the dangerous access to allow for future maintenance, and refinishing of the Town Door. The project was eventually undertaken in 2002 through a collaborative funding effort among the Plymouth Visitors Service Board, the Plymouth Cultural Council, Community Preservation Act and the Plymouth Redevelopment Authority.
In the Fall of 2009 the PRA received $1.4 million of Community Preservation Act funding through a Town Meeting vote to purchase, preserve and rehabilitate the 1820 Plymouth County Courthouse and Commissioners Building (pictured above). The PRA purchased both buildings from the County Commissioners for $840,000, leaving the remaining $560,000 for immediate maintenance priorities and long term planning needs. The vision for undertaking this project was to have the Town take control of these critical properties in the heart of downtown in order to create a larger redevelopment project containing additional Town owned parcels presented as the Courthouse Corridor. As the PRA worked with community partners to create a redevelopment plan for the properties the organization took steps to protect the 1820 Courthouse building from future deterioration by undertaking environmental remediation and completing extensive repairs to the roof, cupola and façade.

The PRA oversaw a variety of public planning sessions including the development of a Historic Structures Report; re-use planning on the buildings; and a redevelopment vision for the overall corridor. After a great deal of public discussion, it was determined that the best re-use was to have the property become the home for a new Plymouth Town Hall, resolving a long time community discussion and need to build a larger Town office building to accommodate the growing community. In 2014 the PRA transferred ownership of the buildings to the Town of Plymouth, and Town Meeting supported a $40 million allocation to construct a new Municipal Center on the site, which is currently under construction (pictured above) and scheduled to open in 2017.
Infill Affordable Housing:
In 2003 the PRA started an infill affordable housing development program to create affordable housing units within the community. The PRA helped to establish Plymouth Community Housing, Inc. (PCHI), a 501c3 non-profit organization with a charge to build affordable housing units within the Town of Plymouth.

Utilizing tax-title properties owned by the Town, PCHI oversaw the administration and construction of three single family homes that were sold to families that met Low-to-Moderate income HUD Guidelines through a public lottery process (Murray Street near the Plymouth Waterfront is pictured above).

Programs, Resources and Services

First Time Home Buyers Classes and Counseling: In 1985 the PRA established its Home Counselling programs under the direction of the Massachusetts Finance Housing Association (MFHA). The program was primarily for Plymouth residents, and at the time there was no financial assistance available to the PRA from MFHA to provide these services. In 1999 the PRA became an authorized Housing and Urban Development (HUD) Comprehensive Counseling Agency, and the PRA began to receive grant assistance to perform these services. In 2012 the PRA became a sub-recipient organization of the National Community Reinvestment Coalition (NCRC), in accordance with a Sub-Grant agreement provided by HUD. In 2015 the PRA was awarded a $68,119.96 Grant to conduct a housing counseling program. Due to recent administrative changes, the PRA did not apply for a grant in 2016. Since the programs and services provided by these grants are open to all residents in the Commonwealth of Massachusetts, the PRA evolved into a regional counselling resource.

The PRA focuses its counseling services on pre-purchase, delinquency and foreclosure avoidance, and reverse equity mortgage counseling (currently suspended). In 2015 the organization counseled more than 400 households, with a predominance of the clients seeking foreclosure avoidance and reverse mortgage counseling. The PRA is one of only 4 (3 active) counseling agencies approved by both the state and HUD to provide reverse equity counseling.
**First Time Home Buyers Classes:**
The PRA conducts 4-5 First Time Home Buyers Classes throughout the year, which are open to Plymouth and Non-Plymouth residents. The PRA maintains a “Seal of Approval” from The Massachusetts Homeownership Collaborative, which is under the administration of the Citizens’ Housing and Planning Association (CHAPA). The Seal of Approval establishes minimum standards for agencies providing education and counseling services in the Commonwealth, which are also nationally accepted. The PRA often receives sponsorship assistance from local financial institutions to help run the classes.

The classes are typically held on three nights, with classes running for three hours each. The sessions cover a variety of subject areas including: Finding the Right Home; Budgeting; Credit; Home Inspection; Insurance; Obtaining a Mortgage; Legal; Maintenance, Lending and Affordable Homeownership Programs. The PRA charges $45 per person to take the classes and approximately 25 – 35 individuals typically participate each time it is run (pictured above is a Spring 2016 Class at Plymouth Town Hall). Upon successful completion Graduates are eligible for a variety of First Time Home Buyer Assistance Programs including: Mass Housing Loan Programs, MHP Soft Second Loan Program, USDA Financing, and eligibility for various private lender programs, 40B and LIP purchases, and down payment programs offered by individual towns such as the Plymouth Affordable Housing Trust Buy-Down Program.

The PRA also offers an On-Line First Time Homebuyer Course, which includes a final interview and certificate. The fee for this course is $100, and Graduates of the on-line course receive access to the same first time homebuyer resources and services as outlined for those that participate in the classes.

**Home Ownership Counseling Services:** The PRA is HUD certified to provide the following counseling services: Pre-purchase and Post-purchase Homeownership Counseling, Reverse Equity Counseling, and Delinquency and Foreclosure Avoidance Counseling. The PRA is approved by both the State and HUD to provide Reverse Mortgage Counseling, however this service is currently suspended due to limited staffing availability. The organization also provides counseling to private financial institutions in the area when their individual financing program requires home counseling. As a HUD agency, the PRA provides housing counseling to clients in its target area, which includes the Towns of Plymouth, Carver, Halifax, Plympton, Kingston, Duxbury, Marshfield and Wareham.

**Get the Lead Out:** Through MassHousing the PRA provides outreach and administration of this residential de-leading program. Funds are available at 0% interest with payment deferred until resale if they have a child under 6. Higher rates are given to owners without children under 6 and investors.
**Purchase and Rehab:** Through MassHousing the PRA provides outreach and administration of the rehab portion of this first mortgage first time homebuyer loan program. The PRA, together with MassHousing, identifies eligible clients who receive funds to both purchase and immediately rehab their new home. The primary advantage of this program is that funds for both the purchase and rehab are at MassHousing’s lower than market rate, and amortized over 30 years.

**Housing Preservation Grant:** The Housing Preservation Grant Program (HPG) is utilized to leverage CDBG resources to provide housing rehab assistance to individuals of low to moderate income. Approximately $5,500 - $10,000 in HPG funds are available per dwelling along with a CDBG match. Work to be completed under this program includes all necessary alterations, replacements, and additions required to bring the dwelling into full compliance with all building codes in effect in the Town of Plymouth - including health and sanitary codes. Work may also include weatherization, energy conservation, and efficiency measures. Funds are offered at 0% differed loans due upon sale or transfer of property and are subordinate to prior liens up to 100% of value. 80% or more of the funds are to be allocated to very low income applicants.

**DHCD Affirmative Marketing for Affordable Housing:** Since 2006, the PRA has been an approved Lottery Agent for both new projects and resales provided by the Department of Housing and Urban Development (DHCD). The designation allows the PRA the opportunity to provide Affordable Housing Lottery services to developers, entities within the Town of Plymouth, and other communities in the region. PRA services include drafting of the Affirmative Fair Housing Marketing Plan, resident selection plan, marketing the unit, administering the initial lottery process, and evaluating potential buyers and/or tenants to confirm eligibility. For example, the PRA recently completed the resale of three affordable units in the Town of Bridgewater through a contract with DHCD.

The PRA also provides affordable housing lottery services for area communities as opportunities become available. The agency recently completed a contract with the Town of Yarmouth, through its Municipal Affordable Housing Trust to manage the communities Ready Renters List. The PRA ensures that applicants for affordable housing units within the Town of Yarmouth are qualified and meet the appropriate income guidelines. At the time of writing this Strategic Plan the PRA signed a $16,500 contract to continue the services for the Town of Yarmouth, and is working to secure another contract with the developer of the former Plymouth Ellis Curtain property to administer a lottery for two ownership units within the development. Income generated from this program helps to underwrite the administration of the PRA.
Plymouth Community Housing, Inc.: In June, 2003 Plymouth Community Housing Inc. (PCHI), became an approved 501c3 organization in the Commonwealth of Massachusetts. The PRA initiated the creation of this organization to assist the town of Plymouth’s effort in creating additional affordable housing units within the community.

As stated in the organizations charter the purpose of PCHI is to:

A: Construct, rehabilitate, acquire, preserve sell, lease and manage housing in the Town of Plymouth, Massachusetts, or to otherwise facilitate the same, primarily for the benefit of low, moderate and middle income persons residing or working in the Town of Plymouth, Massachusetts;

B: Identify abandoned, tax delinquent, foreclosed and other properties in the Town of Plymouth, Massachusetts for conversion to or preservation as affordable housing units;

C: Cooperate and coordinate with federal, state, and local governmental authorities, as well as with private owners, donors, investors and organizations, to maximize available resources of the rehabilitation, acquisition, preservation and development of affordable housing in the Town of Plymouth, Massachusetts;

D: Take other appropriate actions necessary to increase the supply of affordable housing in the Town of Plymouth, Massachusetts, including, but not limited to, increasing available financial and technical resources for such purposes.

In addition to the above, the organization has the powers granted by Massachusetts General Laws Chapter 180, as amended, and specified in Massachusetts General Laws Chapter 156B, Section 9A, to the following:

A: To purchase, receive, take by grant, devise, bequest or otherwise, lease, or otherwise acquire, own hold, improve, employ, use and otherwise deal in and with real or personal property, or any interest therein wherever situated;

B: To sell, convey, lease exchange, transfer or otherwise dispose of, or mortgage pledge, encumber or create a security interest in all or any of its property or any interest therein wherever situated;

C: To purchase, take receive, subscribe to, or otherwise acquire, own, hold, vote, employ, sell, lend, lease, exchange, transfer, or otherwise dispose of, mortgage, pledge, use and otherwise deal in and with, bonds, and other obligations, shares or other securities or interests issued by others, whether engaged in similar or different business, governmental or other activities;

D. To make contracts, give guarantees and incur liabilities, borrow money at such rates of interests as the Corporation may determine, issue its notes, bonds, and other obligations, and secure any of its obligations and secure any of its obligations by mortgage, pledge or encumbrance of, or security interest in all or any of its property or any interest therein, wherever situated;

E. To lend money, invest and reinvest its funds, and take and hold real and personal property as Security for the payment of funds so loaned or invested.
The following Action Recommendations are designed to strengthen existing programs and services, and expand the organizations impact as a sustainable and valuable resource in the Town of Plymouth for years to come.

1. **Strengthen the Collaboration between the PRA and the Office of Community Development:**

The programs and services offered through the PRA and Office of Community Development are uniquely aligned to address the needs of Plymouth households which meet the low-moderate income guidelines established by HUD. It is important to note that the programs offered through the Office of Community Development are for Plymouth residents only, while some of the home counseling services provided by the PRA are for both Plymouth and non-Plymouth residents (as required by grant guidelines).

Through the support of a variety of State and Federal resources, such as Federal Community Development Block Grants (CDBG), the office of Community Development oversees numerous initiatives including Housing Rehabilitation Programs, Title V Compliance Loan Programs, Graffiti Removal Assistance, and a Micro Enterprise Loan and Façade Improvement Program to support small business development in the community.

The Office of Community Development also oversees the administration of the Town of Plymouth Affordable Housing Trust (Trust). The Trust receives funds from the development sector that pay into the Trust’s Affordable Housing Fund in lieu of incorporating affordable units in their respective housing developments. The Trust has a significant reserve of funds, while an additional $250,000 will be transferred into the Trust from Program funds each year. These combined funds can be utilized to implement the creation of affordable housing units within the community. The Trust currently has two projects underway in the Town of Plymouth.

Each department administers a variety of state and federal complimentary housing programs. For example, the PRA’s Home Preservation Grant fund, which provides housing rehab financing, is required to have CDBG participation through the Office of Community Development. First Time Home Buyer Classes and Resources, Housing Rehab Assistance, Housing Lotteries, and the mission of Plymouth Community Housing Inc. are clearly aligned to support and assist the work of the Affordable Housing Trust, which is administered by the Office of Community Development.
Developing stronger collaboration, communication and administrative channels between the two departments will reduce the duplication of resources and improve the manner in which the numerous programs and services are implemented by both entities. A more unified approach to the dissemination of local, state and federal grant programs will maximize their utilization for the betterment of Plymouth residents, and the community as a whole.

**Independent or Combined Departments:**

In addition to the recent departure of the PRA Director, the office of Community Development announced the retirement of its Director in July, 2016. The two vacancies created an opportunity for a thorough evaluation of the potential benefits associated with the consolidation of administrative resources into one management position to oversee both departments.

In July 2016, a collective decision by the Board of Commissioners, Plymouth Planning Director and the Town Managers’ Office was made to create one job description incorporating the roles and responsibilities of both positions (Appendix 4). As a result, in August a single position was posted for the Director of Community Development and provide administrative oversight of the PRA. It is also important to note that all parties reserve the right to alter this course of action if either should decide to do so prior to the hiring of a new Director.

Hiring a new Executive Director(s) was not finalized when this Strategic Plan was completed. However, if the Town is successful in hiring one Director to oversee both departments then the next administrative step would be to determine if further consolidation should take place, such as having the Plymouth Redevelopment Authority merged under the administrative umbrella of the Office of Community Development.

It is a common practice across the Commonwealth to have Redevelopment Authorities under the organization umbrella of another Town Department, while still maintaining its autonomy as an independent public entity. There are many examples of communities having Offices of Community Development and Redevelopment combined, as well as having the Redevelopment Authority positioned as the lead entity in the administration of the Community Development Program of Work. Please note pages 27-28 for administrative and operation comparisons from select Redevelopment Authorities in the Commonwealth.

**Note:** Chapter 43C, section 12c of the Massachusetts General Laws authorizes “the legislative body to provide, by ordinance or by-law, for a consolidated department of community development which may include the redevelopment authority, the planning board, the industrial development commission, industrial development financing authority or any other municipal office or agency exercising or authorized to exercise
any community or economic development activities.” Chapter 43C section 12d further authorizes “any ordinance or by-law adopted pursuant to this section may include, but not be limited to, providing for the inclusion through the abolishment of any of the agencies hereinafter enumerated, in whole or in part, or by placing any such agency as may be continued under the administrative control of the director of community development. Such agencies may include the redevelopment authority, the industrial development financing authority, the industrial development commission, the planning board and any other agency which exercises or is authorized to exercise any community or economic development activity, but shall not include the housing authority.”

**Action:** It is recommended that whether one Executive Director is hired for both roles, or two separate Directors are hired, that further analysis and discussion should occur in reference to the consolidation of the Plymouth Redevelopment Authority and the Office of Community Development. Once hired, the first order of business for the new director should be to develop a work plan that effectively combines/consolidates the resources among both departments for a more effective dissemination of services to the community.

### Administration, Staffing and Budget:

The PRA has consistently operated with a very limited staff - having one Executive Director (approximately 35 hours a week), and one or two part-time support staff that serve in an office administrative, program counselor and project manager/inspector roles as needed. The PRA office is situated within Plymouth Town Hall, and as noted previously, the PRA must rely on other revenue generating sources to help underwrite its overall staffing and operational budget.

The future administration of the PRA is dependent on the decision as to whether or not one executive director is to be hired to oversee the Office of Community Development and PRA. The extent to which additional revenues generated through state and federal counseling grants, program service fees and Housing Lottery services will be necessary to support the organizational budget can only be determined once the Executive Director decision is finalized.
Action: It is recommended that once the new Executive Director position(s) is finalized then a new budget projection be created moving forward. The new budget will determine the necessity and number of external revenue generating programs needed to support the new budget parameters of the potentially combined departments. Appendix 5 provides a draft budget for the PRA if one Executive Director is hired to serve both departments.

**Marketing the PRA:**

The PRA has a long history of undertaking community revitalization/redevelopment initiatives, as well as providing numerous programs and resources to help Plymouth residents secure safe, clean and affordable housing. However, even with this active involvement for almost six decades, it is evident that the PRA remains a relatively unknown entity in the community. The PRA should become proactive in the promotion of the programs and services it can provide to the various public, private and non-profit entities in the community. Identifying ways in which the PRA can be a valuable partner in the redevelopment of public/private properties will lead to increased community awareness, relevant discussions, and further consideration in projects moving forward.

Action: It is recommended that the PRA develop a comprehensive marketing and outreach strategy to effectively convey the various resources and services it provides. The initiative should entail the creation of a color brochure; revised website; social media presence; and the development of a consistent outreach strategy.

**Public/Private Development Opportunities:**

The PRA has a successful track record of utilizing state and federal resources in assisting the redevelopment of specific properties within the Town of Plymouth. The organization has the ability to be an active partner in a variety of projects that will have a benefit to the future growth and development of the community.
Public/Private Projects May Include:

- North Plymouth Business District Public and Private Improvements
- Waterfront/Harbor Infrastructure and Community Facilities / Amenities
- Cordage Park Redevelopment
- Plymouth Plantation Conference Center and Hotel Expansion
- Former County Auto Facility on Route 3A - Site Abutting Stephen’s Field
- Stephen’s Field Renovation and Rehabilitation
- Plymouth Municipal Airport Redevelopment of 100 acres
- Planned Decommissioning of the Entergy Nuclear Power Plant
- Properties and Buildings Identified for Disposition by the Town of Plymouth

Action: It is recommended that the Plymouth Redevelopment Authority re-establish and maintain an open dialogue and communication link with the various public and private entities associated with current and future development opportunities within the community. All entities should be aware of the resource/services available by the PRA so that these resources can be effectively utilized if it is in the best interest of all involved.

Brownfields and 21E Resources / Services:

Redevelopment Authorities have a variety of legislative powers, with the ability to access state and federal resources to undertake the remediation of brownfield sites and 21E conditions. Although there are a limited number of identified brownfield sites in the community, it is inevitable that additional properties with these issues will become more apparent as infrastructure and redevelopment efforts continue – especially those within the Downtown and North Plymouth business / waterfront areas. Maintaining an active Plymouth Redevelopment Authority with its associated powers is a valuable economic development resource for the Town of Plymouth to support and sustain.

The Department of Marine and Environmental Affairs has undertaken numerous projects in recent years that required 21E remediation within the project scope of work. Remediation needs include asbestos removal, disposal of underground oil tanks, lead paint removal and addressing limited underground contaminants. The Department
of Marine and Environmental Affairs noted that since it has limited knowledge and experience in these areas of project management, that the PRA would be a welcome and valuable partner.

The Department of Marine and Environmental Affairs identified two current projects that may warrant PRA participation. The first is the reconstruction of the public parking area on the waterfront across from the Revere Copper site, which is scheduled to begin in 2017. A second project is the potential need to undertake additional underground clean-up within the former DPW Yard as part of the Stephen’s Field renovation project.

The Department of Public Works noted that the PRA can serve as a valuable resource and partner in the various infrastructure projects underway as the Town prepares for 2020. For example, the PRA can provide public advocacy in support of the various projects; redevelop parcels impacted by new infrastructure improvements; and play a role with remediation issues as they arise. As the DPW continues the expansion of sewer and water capacity in different regions of the community it will generate redevelopment opportunities on parcels that did not previously have adequate services to support new development. The PRA can provide assistance and expertise in the redevelopment of underutilized parcels moving forward.

**Action:** The PRA should maintain an open dialogue with the Department of Planning and Community Development, Economic Development, Marine and Environmental Affairs, Public Works and other town departments as applicable. A comprehensive list of current and future projects should be created with a corresponding identification of the professional resources and assistance that could be provided by the PRA.

### Regional Opportunities:

The PRA offers a variety of Home Ownership Counseling Services to non-Plymouth and Plymouth residents through the support of several grant programs provided by state and federal entities such as DHCD, HUD, Mass Housing, and NCRC. In addition to fulfilling a resource gap in the region, the grant dollars provided to the PRA to support the administration of this work is an important revenue source for the organization. A second regional service provided by the PRA is Affordable Housing Lottery services to area communities. This service also fulfills a resource gap in the region, and similar to the Counseling Services grants, has become an important revenue generating source for the organization.
Many communities in the Commonwealth form collaborations with one another to utilize the Federal HOME investment Partnership Program, which is the largest federal block grant resource designed to create affordable housing opportunities. Although the Town of Plymouth is not currently part of an area HOME Consortium, it does have an opportunity to partner with surrounding communities such as Kingston, Duxbury and Marshfield to create a Plymouth Area HOME Consortium.

The PRA has utilized the professional services offered by regional planning and economic development organizations such as the Old Colony Planning Council (OCPC) and the Southeastern Regional Planning and Economic Development District (SRPEDD). The level of collaboration for the PRA among these entities is predicated on the types of projects that the organization is involved in, and the value it can add in support of economic development and housing initiatives administered by regional organizations.

**Action: It is recommended that once a new Executive Director is hired the PRA should undertake an analysis of the benefits associated with providing regional programs to determine the feasibility of administering these programs in conjunction with a focused local agenda. In addition, the PRA should evaluate the opportunity to establish a Plymouth Area HOME Consortium with area communities, and determine the benefits it would provide to the Town of Plymouth and surrounding region.**

**First Time Home Buyers Programs and Counseling Services:**

The PRA is a conduit to a variety of local, state and federal programs designed to help individuals achieve clean, safe and affordable housing through First Time Home Buyers Programs and Counseling Services. Many of the programs are for Plymouth residents, however a variety of the state and federal initiatives are eligible to non-Plymouth residents as well. The PRA receives grant assistance to perform these services from the National Community Reinvestment Coalition as authorized by HUD.
Action: It is recommended that PRA continues its role as a disseminator of First Time Home Buyer programs/services. Once a new Executive Director is in place the PRA should re-evaluate applying for a HUD Counseling Resource Grant thru NCRC. The PRA has a strong track record of success with this program and has received a HUD/NCRC Grant for the past 15 years in a row. The program not only provides additional services for Plymouth and area residents, but it also provides another revenue source for the PRA to both cover administrative expenses and provide programming to the public.

Plymouth Municipal Airport:

The Plymouth Municipal Airport has approximately 100 acres of undeveloped land that is available for aviation and non-aviation light industrial users. Federal regulations prohibit the land from being sold, however the Airport Commission can provide a long-term lease (40 years and renewable) to a potential tenant. The tenant can construct a building to its own specifications, and maintain ownership of the building – the Airport maintains ownership of the land.

The Airport Commission and staff operate a very successful municipal airport, however they are very limited in the ability to dedicate additional staff resources to create an overall development master plan and associated marketing collateral to attract potential users to the site. The PRA and Airport Commission could enter into a collaboration agreement in which the PRA provides planning and marketing services to develop the site and help bring new jobs and tax revenues to the community. The Airport has limited financial resources to undertake a more aggressive development process, which is a gap that the PRA could fill through local, state and federal resources and programs.

Action: It is recommended that the Plymouth Redevelopment Authority engage the Plymouth Municipal Airport Commission to discuss a collaboration opportunity to determine if it would be beneficial for both entities to enter into an agreement to develop and market the 100 acres of industrial land.
Affordable Housing:

The Town of Plymouth has numerous public, private and non-profit entities with a focus on the creation of affordable housing rental and ownership units. Organizations such as the Affordable Housing Trust, Plymouth Redevelopment Authority, Plymouth Community Housing, Inc., Community Preservation Committee, Habitat for the Humanity, Plymouth Coalition for the Homeless and the Plymouth Housing Authority strive to increase opportunities for all to have a clean, safe and affordable home environment.

**Individual efforts that could be more effectively implemented through a collective process include:**

- The Affordable Housing Trust has a consistent funding mechanism to undertake projects in the community that will increase the supply of affordable residential rental and ownership units.
- Plymouth Community Housing Inc can be an implementation resource to undertake the development of projects in the community.
- The Plymouth Redevelopment Authority can utilize its Housing Lottery Services and First Time Home Buyer Programs in support of marketing the affordable units, and helping individuals effectively access the opportunities.
- Habitat for the Humanity, Plymouth Coalition for the Homeless and the Plymouth Housing Authority are continuously seeking opportunities and resources to provide better access to housing on behalf of their respective clients.
- The Community Preservation Committee has a funding mechanism to support the creation of Affordable Housing units in the community.

**Action:** It is recommended that the Plymouth Redevelopment Authority, as a member of the Affordable Housing Trust, encourage discussions among the various entities to identify opportunities and approaches in which the resources/services provided by all can be better implemented through a coordinated, collaborative and sustainable model.
**Ten Alpine Drive In-fill Project:**

Plymouth Community Housing, Inc. (PCHI) has been declared the builder of an Affordable Single Family home at 10 Alpine Drive in Plymouth. Building plans are in place and the site has a completed perc with an approved septic plan. PCHI was notified in October, 2016 that the title has been cleared by the Town’s Treasurer’s Office.

**Action:** PCHI should begin work on establishing a project budget and begin the process of building a home on this site that will be sold to a low-moderate income family through a public lottery.

**Modify PCHI into a CDC Organization:**

Plymouth Community Housing, Inc. is a certified 501c3 non-profit charitable organization with a track record of building affordable housing units within the Town of Plymouth. However, the organization has not undertaken a project since 2010. PCHI has a variety of powers (as noted on page 15 - 16) designed to increase the opportunities for low-to-moderate income individuals to obtain clean, safe and affordable housing. There is an identified need in the Town of Plymouth to create affordable housing opportunities for local residents, and PCHI could re-establish itself as an active community partner in this effort. In order to do this PCHI will need to reorganize the Board of Directors, as well as undertake an expanded outreach campaign that will educate community and state partners of the mission of PCHI, and the collaborative role it can play to create affordable housing in the community.

One way in which PCHI can be modified is to re-establish itself as a Certified Community Development Corporation (CDC) within the Commonwealth of Massachusetts. PCHI would be required to refine its mission, certify its program of work and further diversify the Board of Directors to be reflective of the community. Certified Community Development Corporations (CDC) are eligible to participate in the Community Investment Tax Credit Program (CITC Program), which is administered by the Department of Housing and Community Development (DHCD).

The CITC Program is designed to provide tax incentives for individuals and private, public and non-profit entities that partner with local CDC’s to improve economic opportunities for low and moderate income households. Eligible CDC’s will receive a minimum of $50,000 in tax credits and may obtain a maximum of $150,000 in tax credits for the fiscal year. The amount awarded to individual CDC’s vary as determined by DHCD and the strength of the Community Investment Plan (CIP).
For example, an individual that donates $10,000 to a certified CDC will receive a $5,000 direct tax credit from the Commonwealth. In addition, the donation will be eligible for a Federal Charitable Tax Deduction creating an added savings of approximately $2,000/$3,000 (determined by entities tax bracket) reducing the actual out of pocket expense of the $10,000 by the donating entity to approximately $3,000. If utilized and marketed effectively the CITC Program provides a great incentive to not only receive new donations, but also encourage existing donors to give more while not impacting their net expected donation amount for the year. Many companies/individuals seek organizations that can provide these tax credits when determining where to put their money – especially at the end of the year. A minimum donation of $1,000 is required to take advantage of the CITC program.

An agency applying for CITC certification must complete a Community Investment Plan (CIP), which is an organization business plan that details a CDC’s goals, outcomes, strategies, programs and activities for a 3 to 5 year period, and its financial plans for supporting its strategy.

**Note the following statement by DHCD:** A CIP must be designed to engage local residents and businesses to work together to undertake community development programs, projects and activities which expand economic opportunities for low and moderate income households. The CIP serves to summarize, in nine elements, the overall community development approach taken in the CDC service area and benefitting the organization’s constituencies. The CIP can reference various documents approved by the organization’s Board, but it is important that the CIP reflect a comprehensive, coherent approach to the CDC’s community development priorities.

The Town of Plymouth does not have a Certified CDC within its region – a void that will eventually be filled by another regional organization. The closest CDC with CITC Certification is Neighborworks SouthernMA, however they are not very involved in Plymouth.

**Action:** It is recommended that PCHI re-structure and strengthen its organization in order to meet the qualifications by DHCD to be approved as a Certified CDC within the Commonwealth of Massachusetts. Once approved PCHI should begin to raise money to build affordable housing units in collaboration with local affordable housing entities through the CITC program.
National Park Service Designation

In December, 2011 the PRA initiated a proposal to request the National Park Service to undertake a Resource Study to determine the eligibility of establishing National Park Service presence in the Town of Plymouth. The proposal was conducted in conjunction with the 1820 Courthouse Redevelopment Project, and specifically identified the inclusion of Burial Hill and the 1820 Courthouse as part of a National Park designation. An objective of the proposal was to have the National Park Service become an integral partner in the 400th Anniversary Celebration of the Pilgrim’s landing in Plymouth (2020).

In addition, the proposal suggests that National Park Service presence would help establish an overall systematic management approach to better connect and correlate the numerous historic treasures within the town of Plymouth into one overall management and preservation plan. The Town of Plymouth is home to a variety of historic sites and amenities under the preservation and protection of many different state and local agencies, non-profits, and volunteer groups. These sites include Pilgrim Hall, Plimoth Plantation, Mayflower II, Plymouth Rock, Coles Hill, the Hedge Hallow and Spooner House, Howland House, Sparrow House and Burial Hill – all managed by a variety of private and public entities including the town of Plymouth, Commonwealth of Massachusetts, Plimoth Plantation, Pilgrim Society and the Antiquarian Society. Each of these agencies undertake the preservation and protection of a variety of nationally significant historic sites with limited resources. Establishing an integrated management plan will provide a more enhanced experience for the visitor, and better harness the limited collective resources of each individual entity to sustain a greater level of preservation and protection for all.

Action: It is recommended that the Plymouth Redevelopment Authority re-engage community leaders and state/federal officials to re-visit the feasibility of conducting a Resource Study to determine the eligibility of establishing National Park Service presence in the Town of Plymouth.
As noted in the State Statute, Redevelopment Authorities have a wide spectrum of powers to undertake initiatives that address a particular challenge/deficiency that cannot be addressed under normal circumstances and market conditions. As a result, one will find a great diversity of roles, responsibilities and missions among redevelopment authorities depending on the respective need within a community. Although many are quite distinct in what they do, they all tend to naturally have an economic and community development mission. As a result, it is very common to have Redevelopment Authorities administered within and economic or community development office, or in fact taking the lead role in these initiatives within the community.

**Woburn Redevelopment Authority:**

The Woburn Redevelopment Authority (WRA) was established in 1961, and undertakes a number of projects associated with downtown revitalization, economic development, affordable housing, open space, environmental planning, and transportation. The WRA functions as the Community Development Office, administering the CDBG program and resources within the community through a contract with the city. The WRA enters into land development agreements with private property owners to rehabilitate structures. Downtown parking is a high priority in Woburn and the WRA assisted the city in undertaking a Downtown Parking Study, and in 2015 created a Parking Subcommittee to address the recommendations in the study. The WRA administers a Downtown Storefront Signage Program on behalf of the Woburn Development and Financial Corporation. The WHA is currently exploring the possibility of expanding its sign grant program to also offer grants for façade improvements and feasibility studies regarding adding residential units above first story retail and commercial establishments.

**Malden Redevelopment Authority:**

The Malden Redevelopment Authority (MRA) is the economic development and urban planning agency for the City of Malden. The organization undertakes a variety of commercial district revitalization initiatives, oversees the parking management program, and administers a variety of housing programs. On behalf of the City, the MRA administers the federal Community Development Block Grant Program (CDBG) and HOME Funds, low interest loans and mortgages, and manages a variety of public works improvement projects. The MRA has a contract with the City Administration to conduct these services, and all staff salaries and benefits (10 Full Time) is paid, and under the control of the MRA – not the City administration. A five-member Board of Directors oversees the MRA, with four members appointed by the Mayor. Revenues to support the organization are derived through parking fees generated from parking garages owned and operated by the organization; administration fees from the CDBG, HOME Consortium and Get the Lead Out Programs; and management fees associated with the redevelopment of public parcels and staff support provided to the Mystic River Development Commission.
**Fall River Redevelopment Authority:**

The Fall River Redevelopment Authority (FRRA) works within the Fall River Office of Economic Development and is actively developing two new Urban Renewal Plans for the City. A waterfront Urban Renewal Plan is scheduled to be completed in late 2016, and FRRA is currently reviewing bids from consulting firms to create and Urban Renewal Plan for the Downtown business district. The Fall River Office of Economic Development provides all staffing services and office space associated with the FRRA operations. The FRRA remains an independent public entity and the Board of Commissions are responsible for the policy setting oversight of the organization. Every three years the FRRA undertakes and RFP Process to solicit bids for administrative services from interested agencies. The FRRA pays the Fall River Office of Economic Development $115,000 a year for administrative and office services under the existing three-year contract. The FRRA generates revenues through the redevelopment of underutilized land on behalf of the community.

**Hull Redevelopment Authority:**

The Town of Hull is a small seaside community in the South Shore and the Hull Redevelopment Authority (HRA) plays a very active role in redeveloping underutilized properties and improving transportation, parking and open space venues in collaboration with the State Department of Conservation Resources along Nantasket Beach. The HRA is currently developing a marketing plan to solicit proposals for the redevelopment of 12.8 acres of vacant land along Nantasket Beach. Revenues generated from the project will go towards additional community improvements to make the community an attractive environment for residents and visitors alike. The HRA has no direct staff, and is operated by the elected Board of Commissions. The Town’s Office of Community and Economic Development provides staff support from time-to-time as necessary.

**Powers of a Redevelopment Authority**

As previously stated the Plymouth Redevelopment Authority was established to remove sub-standard and decadent areas in the community, and undertake an urban renewal land assembly and redevelopment project.

The following definition excerpts are from the full language stated in the Commonwealth of Massachusetts M.G.L. Chapter 121B Excerpts (Appendix 5):

**Urban renewal under M.G.L. Chapter 121B**

Under Massachusetts General Laws Chapter 121B (M.G.L. c. 121B) municipalities acting through their redevelopment authorities, are authorized to redevelop substandard, decadent or blighted open areas for industrial, commercial, business, residential, recreational, education, hospital, or other purposes. Future development within these designated...
urban renewal areas must be undertaken in accordance with use limitations specified in approved urban renewal plans.

Chapter 121B places great importance on the achievement of socio-economic development such as the provision of jobs for the unemployed, the addition of tax revenue to overburdened communities and/or the assemblage of parcels of sufficient size for the expansion or siting of industry, business or housing. Urban renewal projects help municipalities revitalize deteriorated and underutilized areas by providing the economic climate environment needed to attract and support private investment. The Massachusetts Department of Housing and Community Development (DHCD) is charged with the responsibility for the operation and administration of the Urban Renewal Program as defined under c.121B.

**Overview of a Redevelopment Authority**

A Redevelopment Authority as an independent body politic and corporate, is not an agency of a municipality and therefore, does not answer directly to the chief executive. This affords the Redevelopment Authority more autonomy in planning and implementing revitalization and redevelopment projects.

Redevelopment Authorities have broad powers to plan and implement activities needed to redevelop underutilized, deteriorated or blighted open areas, to encourage new development and to promote sound growth. Redevelopment Authorities have the power to:

- Establish rehabilitation and design standards;
- Assemble and dispose of land, including the taking of real estate through eminent domain;
- Relocate businesses and residents occupying property in urban renewal areas;
- Demolish and/or rehabilitate substandard structures;
- Participate in real estate development and commercial revitalization;
- Issue bonds, borrow money, invest funds, and receive grants; and
- Accept gifts or requests.

Redevelopment Authorities are exempt from M.G.L. c.30B, the Uniform Procurement Act, when engaged in the development and disposition of real property in accordance with an approved Urban Renewal Plan. This exemption, coupled with the ability to use eminent domain powers makes Redevelopment Authorities powerful tools for commercial revitalization, industrial park development, infrastructure improvements, facilities renovation and brownfield site remediation. Redevelopment Authorities are particularly effectively in large-scale and complex redevelopment projects and land assembly.

A Redevelopment Authority is governed by an appointed five-member board. The process for appointing the board of a Redevelopment Authority is controlled by the public sector. In a city the city council must confirm members appointed by the mayor or city manager. In a town, after the town meeting vote establishing the redevelopment authority, town meeting may vote to authorize the board of selectmen to appoint four members. These members serve until the
next annual town meeting, at which time an election is held to seat four successors. The Commonwealth, through DHCD, appoints one member to the Redevelopment Authority board. Staffing levels vary depending on the size of the municipality and the type of activity undertaken according to an Urban Renewal Plan or other activities. At minimum, most Redevelopment Authorities consist of an executive director and an administrative assistant. The development and approval of an Urban Renewal Plan is necessary before a Redevelopment Authority can undertake certain projects.

**Overview of an Urban Renewal Plan**

The Urban Renewal Plan is an application submitted by a municipality through its Redevelopment Authority to DHCD requesting approval of an urban renewal/redevelopment project. The Urban Renewal Plan must include all of the following information as specified under Massachusetts Regulations 760 CMR 12.00:

- Maps of the project area;
- Data demonstrating that the area meets the eligibility criteria as a substandard, decadent or blighted open area;
- Project objectives, including specifications of all proposed redevelopment and detailed job creation and retention estimates;
- A financial plan, including cost estimates and a project budget;
- Local approvals;
- Site preparations, including land protections and measures to address environmental or flood problems;
- Public improvements, including how the improvements will help achieve the objectives of the plan;
- A relocation plan;
- Redeveloper’s obligations (i.e., restrictions that are or will be placed on developer of individual parcels purchased from Redevelopment Authority);
- Disposition for each parcel (i.e., how will the parcels be redeveloped and by whom, if information is known at time of urban renewal plan preparation);
- A report on citizen participation describing meaningful citizen participation in the planning process and expected citizen participation during project execution.

In order to approve a proposed Urban Renewal Plan, DHCD must make the following six findings:

1. **The project area would not, by private enterprise alone and without either government subsidy or the exercise of governmental powers, be made available for urban renewal -- i.e., without public involvement, the project/site would not be developed.**

2. **The proposed land uses and building requirements in the project area will afford maximum opportunity for privately financed urban renewal consistent with the needs of the locality as a whole -- i.e., the project will enhance/promote desired private investment.**

3. **The plan for financing the project is sound.**
4. The project area is a decadent, substandard or blighted open area.

5. The urban renewal plan is complete as required under 760 CMR 12.00 (see #1 above).

6. The Relocation Plan is approved under M.G.L. c.79A.

When these findings have been made, DHCD will issue a letter of approval for project implementation. If the Urban Renewal Plan is not approved, it may be resubmitted with such modifications, supporting data, or arguments as are necessary to meet DHCD’s written objections.

No urban renewal project may be undertaken until a public hearing relating to the urban renewal plan for the project has been held before the city council or the municipal officers of a town and approval is obtained by municipal officers and DHCD.

DEFINITIONS:

A “Decadent Area” is an area which is detrimental to safety, health, morals welfare or sound growth of a community because of the existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete, or in need of major maintenance or repair, or because much of the real estate in recent years has been sold or taken for nonpayment of taxes or upon foreclosure of mortgages, or because buildings have been torn down and note replaced and under existing conditions is improbable that the buildings will be replaced, or because of a substantial change in business or economic conditions, or because of inadequate light, air, or open space, or because of excessive land coverage or because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise, or by reason of any combination of the forgoing conditions.

A “Substandard Area” is any area wherein dwellings predominate which, by reason of dilapidation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitation facilities or any combination of these factors, are detrimental to safety, health or morals.

An “Urban Renewal Plan” is a detailed plan, as it may exist from time to time, for an urban renewal project, which plan may comply with all requirements from time to time prescribed by general legislation in order to qualify an urban renewal project for federal financial assistance and which plan shall (1) conform to the general plan for the municipality as a whole and be consistent with any definite local objectives respecting appropriate land uses improved traffic, public transportation, public utilities, recreation, educational and community facilities and other public improvements.

An “Urban Renewal Project” is a project to be undertaken in accordance with an urban renewal plan (1) for acquisition by an urban renewal agency of the land and all improvements thereon, if any, within a decadent, substandard or blighted open area covered by an urban renewal plan and for assembly or clearance by such agency for the land so acquired.
Section 46.

An urban renewal agency shall have all the powers necessary or convenient to carry out and effectuate the purposes of relevant provisions of the General Laws, and shall have the following powers in addition to those specifically granted in section eleven or elsewhere in this chapter:

(a) to determine what areas within its jurisdiction constitute decadent, substandard or blighted open areas;

(b) to prepare plans for the clearance, conservation and rehabilitation of decadent, substandard or blighted open areas, including plans for carrying out a program of voluntary repair and rehabilitation of buildings and improvements, plans for the enforcement of laws, codes and regulations relating to the use of land and the use or occupancy of buildings and improvements, plans for the compulsory repair and rehabilitation of buildings and improvements, and plans for the demolition and removal of buildings and improvements;

(c) to prepare or cause to be prepared urban renewal plans, master or general plans, workable programs for development of the community, general neighborhood renewal plans, community renewal programs and any plans or studies required or assisted under federal law;

(d) to engage in urban renewal projects, and to enforce restrictions and controls contained in any approved urban renewal plan or any covenant or agreement contained in any contract, deed or lease by the urban renewal agency notwithstanding that said agency may no longer have any title to or interest in the property to which such restrictions and controls apply or to any neighboring property;

(e) to conduct investigations, make studies, surveys and plans and disseminate information relative to community development, including desirable patterns for land use and community growth, urban renewal, relocation, and any other matter deemed by it to be material in connection with any of its powers and duties, and to make such studies, plans and information available to the federal government, to agencies or subdivisions of the commonwealth and to interested persons;

(f) to develop, test and report methods and techniques and carry out demonstrations for the prevention and elimination of slums and urban blight;

(g) to receive gifts, loans, grants, contributions or other financial assistance from the federal government, the commonwealth, the city or town in which it was organized or any other source; and

(h) In any city whose population exceeds one hundred and fifty thousand, to own, construct, finance and maintain intermodal transportation terminals within an urban renewal project area. As used in this clause an “intermodal transportation terminal” shall mean a facility modified as necessary to accommodate several modes of transportation which may include,
without limitation, inter-city mass transit service, rail or rubber tire, motor bus transportation, railroad transportation, and airline ticket offices and passenger terminal providing direct transportation to and from airports.

Section 11.
Each operating agency shall have the powers and be subject to the limitations provided in sections one to sixteen, inclusive, shall have the powers necessary or convenient to carry out and effectuate the purposes of the relevant provisions of the General Laws and shall have the following powers in addition to those specifically granted in this chapter:

(a) To sue and be sued; to have a seal; to have corporate succession;

(b) To act as agent of, or to cooperate with the federal government in any clearance, housing, relocation, urban renewal or other project which it is authorized to undertake;

(c) To receive loans, grants and annual or other contributions from the federal government or from any other source, public or private;

(d) To take by eminent domain under chapter seventy-nine or chapter eighty A, or to purchase or lease, or to acquire by gift, bequest or grant, and hold, any property, real or personal, or any interest therein, found by it to be necessary or reasonably required to carry out the purposes of this chapter, or any of its sections, and to sell, exchange, transfer, lease or assign the same; provided, that in case of a taking by eminent domain under said chapter seventy-nine, the provisions of section forty of said chapter shall be applicable, except that the security therein required shall be deposited with the mayor of the city or the selectmen of the town in which the property to be taken is situated. Except as herein otherwise provided, the provisions of chapters seventy-nine and eighty A relative to counties, cities, towns and districts, so far as pertinent, shall apply to operating agencies, and the members of a housing or redevelopment authority shall act on its behalf under those chapters.

(e) To clear and improve any property acquired by it;

(f) To engage in or contract for the construction, reconstruction, alteration, remodeling or repair of any clearance, housing, relocation, urban renewal or other project which it is authorized to undertake or parts thereof;

(g) To make relocation payments to persons and businesses displaced as a result of carrying out any such project;

(h) To borrow money for any of its purposes upon the security of its bonds, notes or other evidences of indebtedness, and to secure the same by mortgages upon property held or to be held by it or by pledge of its revenue, including without limitation grants or contributions by the federal government, or in any other lawful manner, and in connection with the incurrence of any indebtedness to covenant that it shall not thereafter mortgage the whole or any specified part of its property or pledge the whole or any specified part of its revenues;
(i) To invest in securities legal for the investment of funds of savings banks any funds held by it and not required for immediate disbursement;

(j) To enter into, execute and carry out contracts with any person or organization undertaking a project under chapter one hundred and twenty-one A;

(k) To enter, with the approval of the mayor or board of selectmen and the department, into agreements with the federal government relative to the acceptance or borrowing of funds for any project it is authorized to undertake and containing such covenants, terms and conditions as the operating agency, with like approval, may deem desirable; provided, however, that nothing herein shall be construed to require approval by the mayor or selectmen or the department of requisition agreements and similar contracts between an agency and the federal government which are entered into pursuant to an agreement approved by them;

(l) To enter into, execute and carry out contracts and all other instruments necessary or convenient to the exercise of the powers granted in this chapter;

(m) To make, and from time to time amend or repeal, subject to the approval of the department, by-laws, rules and regulations, not inconsistent with pertinent rules and regulations of the department to govern its proceedings and effectuate the purposes of this chapter;

(n) To join or cooperate with one or more other operating agencies in the exercise, either jointly or otherwise, of any of their powers for the purpose of financing, including the issuance of bonds, notes or other obligations and the giving of security therefore, planning, undertaking, owning, constructing, operating or contracting with respect to any project or projects authorized by this chapter located within the area within which one or more of such authorities are authorized to exercise their powers; and for such purpose to prescribe and authorize, by resolution, any operating agency so joining and cooperating with it to act in its behalf in the exercise of any of such powers; and

(o) To lease energy saving systems that replace non-renewable fuels with renewable energy such as solar powered systems.

**Dissolution of a Redevelopment Authority**

As stated by Chapter 212B: Whenever a redevelopment authority determines that there is no further need for its existence, and that all outstanding obligations of the authority have been satisfied, it may by a majority vote of the five members submit the questions of its dissolution, in a town, to the voters at an annual town meeting or, in a city, to the municipal officers. If a city or town votes for such a dissolution in accordance herewith and the department is satisfied of the existence of the facts required herin, It shall so certify to the state secretary and said redevelopment authority shall be dissolved forthwith subject to the applicable provisions of section fifty-one of chapter one hundred and fifty-five.
Concluding Statement

The Plymouth Redevelopment Authority has a long and storied history in the Town of Plymouth – responsible for the successful redevelopment of numerous public projects for the betterment of the community. Whether it is converting an underutilized or decadent area into a vibrant economic and social engine, or helping Plymouth households achieve home ownership and/or reside in safe and code compliant accommodations – the PRA is an invaluable partner in the collaborative effort to enhance the quality of life for all within the community. As noted in this Strategic Plan, the PRA has many economic development tools and powers authorized by Chapter 121B of Massachusetts General Laws, and thus the organization should remain proactive in the utilization of these resources in support of the continuous transformation of the Town of Plymouth.

Through the dedicated leadership of present and past Commissioners and organization staff, the PRA has continuously made positive contributions to the evolution of the community for almost six decades. The PRA Board of Commissioners is now positioned with the opportunity to re-set the table for the organization - from both an administrative and programmatic perspective. The Commissioners ought to undertake a thoughtful and comprehensive review of the organization, and the Action Recommendations within this Strategic Plan.

The future is bright for the Town of Plymouth and the Plymouth Redevelopment Authority. Effective outreach, meaningful programming, open collaboration and strong leadership will ensure the future success of the organization in its effort to positively contribute to a community vision of prosperity.
Appendix
1 - 5
Appendix 1

TOWN OF PLYMOUTH
OFFICE OF THE
TOWN CLERK AND TREASURER
LINCOLN STREET
PLYMOUTH, MASSACHUSETTS

Special Town Meeting, December 11, 1958

Article 1. To see if the Town will vote under Massachusetts General Laws, (Ter. Ed.) Chapter 121, Section 260C, as amended, to establish a Redevelopment Authority and in that connection to make any and all determinations and declarations deemed necessary or desirable, and take any action in relation thereto.

Article one:
Voted: By a voice vote that, whereas there exists in the Town of Plymouth sub-standard or decadent areas and unsanitary and unsafe inhabited dwellings; That, whereas it is hereby determined that a Redevelopment Authority is needed for:

(a) the purpose of clearance of sub-standard or decadent areas and

(b) engaging in an urban renewal land assembly and redevelopment project:

Now, therefore, it is hereby voted: that the Plymouth Redevelopment Authority shall be organized and established under the provisions of Massachusetts General Laws (Ter. Ed.), Chapter 121, Section 260C and acts in amendment thereof and in addition thereto.

Article 2. To see if the Town will vote to raise and appropriate or transfer from available funds a sum not exceeding $10,000 to defray initial costs and administrative expenses, including preparation of plans, surveys and other expenses for urban development as provided by Chapter 199 of the Acts of 1958; said appropriation to be expended under the direction of a Redevelopment Authority.

Article two:
Voted: That the Town appropriate from available funds the sum of $10,000 to defray initial costs and administrative expenses, including preparation of plans, surveys and other expenses for urban development as provided by Chapter 199 of the Acts of 1958; said appropriation to be expended under the direction of a Redevelopment Authority.

A True Copy Attest:

[Signature]
Town Clerk
FIRST REPORT OF PLYMOUTH REDEVELOPMENT AUTHORITY
UNDER ARTICLE 55 OF TOWN MEETING OF MARCH, 1959

The Plymouth Redevelopment Authority was created by the Town at a
special meeting held December 11, 1958, specifically called to consider
such action in accordance with Massachusetts General Laws - Chapter 121,
Section QQ as amended. It was determined by the voters that this
Authority is needed (1) for the clearance of sub-standard or decadent
areas and (2) to engage in an urban renewal land assembly and redevelop-
ment project. The Town appropriated $10,000 to defray initial costs
and administrative expenses.

The Selectmen at the meeting of December 23, 1958 appointed four (4)
members of the Authority to serve until the Town election of March 7, 1959.
These same four (4) members were elected, without opposition, to serve
terms of 5-4-2 and 1 years respectively. These members are:

Howard P. Barnes
Ralph L. Drew
William B. Edmunds
Clifford E. Sampson.

The fifth member, John P. Ryan, was appointed January 8, 1959 by the State
Housing Board to serve for three (3) years, in accordance with the
Housing Authority Law.

At the meeting of January 27, 1959 the Authority organized with officers
as follows:

Chairman, Ralph L. Drew
Vice Chm., William B. Edmunds
Secretary, Clifford E. Sampson
Treasurer, John P. Ryan
Asst. Treas., Howard P. Barnes
The Commonwealth of Massachusetts

CERTIFICATE OF ORGANIZATION

BE IT KNOWN That whereas it appears from certificates duly filed in the office of the secretary of the Commonwealth that the town of PLYMOUTH and the State Housing Board of the Commonwealth in pursuance of and in compliance with the provisions of the statutes of his Commonwealth in such cases made and provided have duly appointed

Ralph L. Drew, 18 Holmes Terrace, Plymouth, Massachusetts
Howard P. Barnes 6 Carver Street
William B. Edmonds Dwight Avenue
Clifford E. Sampson Overlook Road
John P. Ryan 14 Vernon Street

3 members of the REDEVELOPMENT AUTHORITY of the town of PLYMOUTH.

NOW, THEREFORE, I, JOSEPH D. WARD, Secretary of The Commonwealth of Massachusetts,

do hereby certify that said

Ralph L. Drew 18 Holmes Terrace Plymouth, Massachusetts
Howard P. Barnes 6 Carver Street
William B. Edmonds Dwight Avenue
Clifford E. Sampson Overlook Road
John P. Ryan 14 Vernon Street

at their duly appointed and qualified successors, are legally organized and established as, public body politic and corporate under the name of

PLYMOUTH REDEVELOPMENT AUTHORITY

with the powers, rights and privileges and subject to the limitations, duties and restrictions, which by law appertain thereto.

Witness my official signature hereunto subscribed, and the Great Seal of The Commonwealth of Massachusetts hereunto affixed, this third day of February in the year of Our Lord one thousand nine hundred and fifty-nine.

JOSEPH D. WARD
Secretary of the Commonwealth.
TOWN OF PLYMOUTH
DIRECTOR OF COMMUNITY DEVELOPMENT

Definition
Administrative, technical and professional work in preparing and implementing community
development plans, programs and services for the Town of Plymouth.

Serve on the staff of the Plymouth Redevelopment Authority.

Supervision
Works under the general direction of the Director of Planning and Development; generally
establishes own work plan and priorities in accordance with established policies and standards;
only unusual cases are referred to supervisor.

Performs highly responsible functions of a technical nature requiring considerable judgment in
performing duties; duties require independent thinking and initiative in the administration of the
Community Development Division and Redevelopment Authority; uses initiative and
resourcefulness to establish policies and procedures, and to modify procedures to meet new
conditions.

Directly supervises two full-time and one part-time department employees.

Job Environment
Work is performed under typical office conditions. Employee is required to attend numerous
regular evening meetings with various town boards and committees.

Operates a computer and general office equipment, such as calculator, copier, facsimile machine,
and telephone.

Makes frequent contact with municipal, regional, state and federal agencies, boards, and
committees; makes occasional contacts with the general public. Contacts are in person, by phone
and in writing and require explaining detailed and complex information.

Has access to bid documents and other department-related confidential information.

Errors could result in recommendations adversely affecting the town's development, cause
significant monetary loss to the town and have significant legal and/or financial repercussions.

Essential Functions
The essential functions or duties listed below are intended only as illustrations of the various
types of work that may be performed. The omission of specific statements of duties does not
exclude them from the position if the work is similar, related, or a logical assignment to the
position.

Plymouth,
Massachusetts Director of
Community Development
Seeks federal, state, and private grant programs to meet the community development objectives of the town. Recommends projects for grant funding and writes grant applications in order to meet a community need.

Prepares and submits applications for community development grants. Administers programs upon award of funding; supervises staff in the execution of project/program activities.

Manages grant funds, ensuring that the Town adheres to regulations concerning the use of funds. Authorizes the expenditure of grant funds.

Prepares 5 Year Consolidated Plan and Annual Action Plans with the assistance of the Programs Coordinator.

Supervises staff in the execution of project and program activities.

Coordinates the division's efforts with other town departments, boards/agentsies, and organizations.

Prepares and administers the annual division budget; maintains complete records on all relevant activity.

Attends conferences and seminars as needed.

Performs similar or related work as required, or as situation dictates.

Serves as liaison with the Massachusetts Housing Finance Agency (MHFA),

Makes periodic and monthly reports to the Authority

Manages Affirmative Fair Housing Marketing activities for LIP and 40B programs

Manages Rehabilitation programs – USDA HPG, MassHousing Purchase and Rehab, MassHousing Get the Lead Out

Manages HUD Housing Counseling program

- Liaison to NCRC
- Grant writing
- HUD and NCRC Reporting
- FTHB Education
- Foreclosure Prevention Counseling
- Reverse Mortgage Counseling

Manages the Redevelopment of public and/or private parcels as deemed appropriate by the Board of Directors.
Minimum Qualifications

Education and Experience
Bachelor's Degree in planning, public administration, or related field and three to five years of experience in program administration and evaluation, grant writing, and/or management; or an equivalent combination of education and experience.

Knowledge, Ability, and Skill
Knowledge. Considerable knowledge of community development. Knowledge of grants administration. Working knowledge of municipal zoning and infrastructure as well as planning programs and processes. Knowledge of the economic, sociological and environmental aspects of development.

Ability. Ability to plan, organize and direct the preparation of comprehensive research studies, analyze problems, prepare reports and formulate recommendations. Ability to speak and write effectively.


Physical Requirements
Minimal physical effort generally required in performing duties under typical office conditions. Position requires the ability to operate a keyboard and standard office equipment at efficient speed. The employee is frequently required to use hands to finger, handle, or feel objects, tools, or controls, and reach with hands and arms. The employee is frequently required to sit, talk and hear. Specific vision requirements include close vision, distance vision, and the ability to adjust focus.

This job description does not constitute an employment agreement between the employer and employee, and is subject to change by the employer, as the needs of the employer and requirements of the job change.

Plymouth, Massachusetts
Director of Community Development

--- 47 ---
### Appendix 5

#### Plymouth Redevelopment Authority

**2017 Calendar Year**

**Draft Budget Concept**

<table>
<thead>
<tr>
<th>Income/Expense</th>
<th>2017</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>INCOME</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Town of Plymouth</td>
<td>$21,600</td>
<td></td>
</tr>
<tr>
<td>Lotteries</td>
<td>40,000</td>
<td>Cordage, Ellis Curtain, Yarmouth</td>
</tr>
<tr>
<td>Fee Income</td>
<td>5,000</td>
<td>First Time Homebuyer Programs and Counseling</td>
</tr>
<tr>
<td>Grants</td>
<td>0</td>
<td></td>
</tr>
<tr>
<td>Donations - Bank Sponsors</td>
<td>1,500</td>
<td></td>
</tr>
<tr>
<td>Program and Service Fees</td>
<td>5,000</td>
<td>Adm. Fees, Counseling,</td>
</tr>
<tr>
<td>Supporting Facilities Transfer</td>
<td>15,000</td>
<td></td>
</tr>
<tr>
<td><strong>Total Income</strong></td>
<td>$88,100</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>EXPENSES</strong></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff Salaries</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office Manager</td>
<td>$13,750</td>
<td>Office Administration (15 hours a week)</td>
</tr>
<tr>
<td>Counseling Coordinator</td>
<td>$7,500</td>
<td>Individual and Group Counseling (5 hours a week)</td>
</tr>
<tr>
<td>Redevelopment Manager</td>
<td>$24,000</td>
<td>Redevelopment Projects and Mangmnt (10 hours a week)</td>
</tr>
<tr>
<td>General Project Manager</td>
<td>$24,000</td>
<td>Housing Lotteries and Counseling (10 hours a week)</td>
</tr>
<tr>
<td>Bank Service Charges</td>
<td>$100</td>
<td></td>
</tr>
<tr>
<td>Miscellaneous</td>
<td>$500</td>
<td>Dues, Subscriptions, Credit Reports</td>
</tr>
<tr>
<td>Housing Lotteries</td>
<td>$5,000</td>
<td>Copies, Advertising,</td>
</tr>
<tr>
<td>Professional Fees</td>
<td>$3,500</td>
<td>Legal, Bookkeeping, Consultants, Payroll</td>
</tr>
<tr>
<td>Office Supplies &amp; Equipment</td>
<td>$750</td>
<td>Start-up Equipment and Monthly Supplies</td>
</tr>
<tr>
<td>Receptions &amp; Meetings</td>
<td>$500</td>
<td>Refreshments</td>
</tr>
<tr>
<td>Travel &amp; Entertainment</td>
<td>$500</td>
<td></td>
</tr>
<tr>
<td>Workshops</td>
<td>$500</td>
<td></td>
</tr>
<tr>
<td><strong>Total Expense</strong></td>
<td>$80,600</td>
<td></td>
</tr>
<tr>
<td></td>
<td>$7,500</td>
<td></td>
</tr>
</tbody>
</table>