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# Implementation Framework Meeting Memo

**To**

Judi Barrett  
Director of Economic  
Development  
Plymouth Regional  
Economic Development  
Foundation

**From**

Kyle Talente  
Vice President & Principal  
RKG Associates, Inc.

**Re**

Implementation Framework  
Board of Selectmen-  
Foundation Meeting

**CC**

Lee Hartmann  
Director of Planning and  
Development  
Town of Plymouth, MA

## I. INTRODUCTION

The Plymouth Regional Economic Development Foundation (PREDF) has retained RKG Associates, Inc. to update the economic development plan that RKG prepared for the Town of Plymouth in 2000-2001. The catalyst for the first plan was the Electric Industry Restructuring Act of 1997 (Chapter 164, Acts of 1997), which led to electricity deregulation throughout the state and the potential loss of revenue to the Town due to devaluation of the Pilgrim Nuclear Power Station. Last year, the present owners, Entergy Corporation, announced that the plant will cease operations in May 2019. Accordingly, Plymouth wants to prepare for the economic and fiscal consequences of decommissioning Pilgrim Station. Toward that end, RKG has been asked to provide an economic base and market conditions analysis, fiscal impact modeling, and related services for a new economic development strategy for the Town.

The intent of the strategic economic development planning process is three-fold. First, the process intends to confirm the Plymouth community's vision for economic development. Second, it provides a series of recommended actions items for the Town leadership and the Foundation to augment its current efforts related to accomplishing the stated goals based on the resources committed to implementation. Finally, it identifies the roles and responsibilities for each public and private implementation partner.

RKG Associates has been working with the Foundation leadership, the Town's elected bodies, Town staff, and local businesses and organizations to identify economic development goals and priorities and determine strategic opportunities for the Foundation to meet that vision. To date, RKG Associates has presented the findings of the market and target industry analyses and the results of the fiscal impact analysis for growth. RKG also summarized potential strategies based on those analyses.

The analysis has revealed Plymouth has many of the pieces in place to effectively carry out the following recommendations. Most notably, the Foundation's structure as a private non-profit 501(c)(3) entity that partners the Town government with the business community enables easy adoption and implementation for several of the recommendations. Additionally, many of the key relationships already exist to expand economic development effort through better coordination. Enhancing and focusing those partnership opportunities will be easier given the existing familiarity. Finally, The Town and the Foundation already are undertaking many of the recommendations in some form. Oftentimes, the following recommendations simply are an expansion of existing efforts or a refinement of effort to focus the organization. RKG built the recommendation concepts upon these assets.

The following narrative compiles those concepts, as well as other strategic action opportunities, to highlight the framework that will create the implementation strategy. It is RKG Associates intention that the Foundation and the Board of Selectmen review this document and be prepared to discuss the context and merit of this ideas at our next work session. The input and guidance RKG receives during these conversations will help finalize the recommendations to be brought to the community for deliberation and implementation.

**RKG Associates, Inc.**

Tel 617.847.8912

76 Canal Street #401  
Boston, MA 02114

[www.rkgassociates.com](http://www.rkgassociates.com)  
[kst@rkgassociates.com](mailto:kst@rkgassociates.com)

**RKG**  
ASSOCIATES INC

## II. ECONOMIC DEVELOPMENT GOALS

Before any community can implement a strategic action plan, that community must first agree upon the desired results those actions should have. As part of this planning effort, the RKG Associates led an extensive interview campaign to Plymouth's elected leaders, business leaders, residents, implementation partners, and community advocates. This process was followed to establish a consensus among the implementation partners on the economic development vision of the community, the actions necessary to accomplish the vision, and the role each needs to play. The following section highlights the economic development goals that participants identified for the Foundation and the Town to pursue into the near future. It should be noted that these goals are comprehensive and broad in scope. Each are viewed as equally important for the community and are not presented in any order.

- Enhance Plymouth's tourism and destination visitorship through strategic marketing investments, new asset development, and regional partnerships.
- Become more proactive in business retention and expansion efforts through greater coordination and outreach to existing businesses.
- Implement a proactive business recruitment and retention effort that places Plymouth directly in contact with its target industries and specific business interests.
- Provide sufficient resources for the economic development effort to ensure each of the goals enumerated herein can be addressed thoroughly and effectively.
- Promote continued fiscal growth for the Town by attracting investment that creates a net positive impact to the Town's general fund.
- Become more proactive in marketing and outreach efforts locally, regionally, and nationally through investments in digital and print media as well as increased networking efforts.
- Improve the market and regulatory environment that maximizes the economic development potential of the Town's existing real estate assets.
- Identify, enable, and promote new real estate assets within the Town, expanding the community's economic development potential and capacity.
- Implement effective, realistic improvements to the economic development permitting processes to eliminate redundancies, improve consistency, and make outcome more predictable and fair.
- Preserve and enhance Plymouth's quality of life to make it more attractive and accessible to existing residents as well as those seeking to live in Plymouth.

- Create the diversity of housing to support a range of options for working-age households, golden years earners, and retirees.

### III. IMPLEMENTATION FRAMEWORK

RKG Associates integrated the findings from the various analyses, the feedback provided the Board of Selectmen, Foundation, and Town staff through this effort, and its observations of the economic development climate in Plymouth and the greater South Shore region to develop the following implementation concepts. As noted, RKG anticipates an interactive discussion of these concepts from both the Foundation board and the Board of Selectmen. The final recommendations will be fleshed out in a comprehensive implementation framework document.

The implementation framework has been categorized into five topic areas addressing the principal actions necessary to advance the proposed goals. These topic areas are presented in no particular order. A separate section discussing opportunities for various physical areas of the Town follows this section.

#### A. Marketing and Outreach

RKG Associates analysis revealed there is a substantial opportunity to improve awareness of the Town's economic development efforts. This includes physical and digital collateral, greater information dissemination, and increasing awareness the Town's initiatives both within the Town as well as to outside entities.

At a base level, greater effort needs to be given to engaging and educating the Town's residents and business owners. The economic development planning process has revealed that local stakeholders have a varying degree of understanding what economic development is, how the Town is pursuing economic development opportunities, and why those actions are beneficial. Engaging the local community will increase awareness may help to improve buy-in, or at least address any specific concerns being discussed in the community.

Greater effort should be made to engage the existing business community, particularly those businesses that operate in the Town's proposed target industry clusters that include [1] primary and specialty healthcare, [2] technology-based manufacturing, [3] food production and processing, [4] professional services and company management, and [5] tourism and its support services.<sup>1</sup> Including business leaders in the planning and implementation of economic development efforts (whether retention, recruitment, or policy strategizing) will provide an 'in the trenches' perspective that will help shape the Town's and the Foundation's actions. Building upon existing relationships—and refining the strategic collaborations—with existing business

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<sup>1</sup> Greater detail on the target industries will be included in the final report.

organizations (i.e. the Chamber, Destination Plymouth...) that have similar interests/ needs is an effective way to increase business participation while also increasing implementation capacity with little cost.

More strategically, the Foundation will need more comprehensive digital and print collateral to increase awareness of opportunities to potential businesses and investors from outside the Town. Creating a comprehensive physical and digital marketing collateral is a fundamental, but necessary, action to help any retention and recruitment efforts. Materials such as target industry fact sheets, quality of life/cost of living materials, an available incentive fact sheet, and advisory pamphlets that provide helpful information on the Town's various approval processes are examples of collateral needed. Furthermore, the exiting building and parcel finder database on the economic development website is dated and static. RKG recommends the Town explore a more interactive site finder tool for the website that geolocates the buildings and parcels, and enables brokers and property owners to submit available assets for marketing (although the latter will require greater staff investment to manage the database list). Revamping the economic development website to include more recent information as well as the collateral materials is imperative in today's online site selection arena.

Specific implementation concepts include:

- Create a separate economic development website from the Town's official website, updated weekly by the Foundation
  - Populate the site with the newly created report and marketing collateral
  - Enhance the site finder application to include geospatial functionality and user-submitted materials
  - Incorporate a community education section with materials aimed at providing information about economic development for interested citizens
- Expand daily use of social media (i.e. Twitter, Facebook, Instagram...)
- Establish Email listserve of residents and businesses to blast monthly newsletter
- Create print and digital cut sheets for
  - Target Industry Highlights
  - Quality of Life/Cost of Living
  - Incentive Sheet
  - Technology Infrastructure
- Implement separate annual business and resident survey to gather needs/ideas/concerns about economic development
- Host annual town hall meeting to present "a year in review" for interested community members and businesses
- Attend precinct meetings annually to discuss economic development and current ongoing initiatives
- Create industry roundtables in each of the target industry clusters
- Cohost a semiannual workforce development forum with educators, businesses, and partners in partnership with the Chamber's Higher Education Council

**B. Business Recruitment**

To date, business recruitment efforts primarily have been reactionary. The Foundation has been effective in working with companies that have expressed interest in Plymouth, and has success with some of its direct outreach efforts (i.e. Glynn Electric). However, the proactive recruitment efforts have been infrequent. The primary barrier to greater business recruitment efforts is staffing. Simply put, current demands on the economic development director position leaves little time for off-site visits and marketing trips. This strategic plan provides an update to the industry clusters with the greatest potential to locate in Plymouth. Dedicating more human and financial resources in proactive marketing and recruitment most likely will create greater exposure, and therefore success, for the Town.

Similarly, the market and industry analysis revealed Plymouth has a strong socioeconomic and real estate inventory to create an entrepreneurial development program. While further assessment is needed to determine the feasibility of options such as incubator/co-work space, there is a strong environment for small businesses to start and thrive in Plymouth. Developing micro-incentives (i.e. locally-funded job tax credits for companies that do not meet state/Federal thresholds) that target start-up businesses and home-based businesses could provide a competitive advantage for the Town.

Specific implementation concepts include:

- Expand interactions and networking with real estate professionals from greater region (i.e. annual bus tour)
- Target 1-2 trade association meetings to attend as exhibitor annually
- Identify specific businesses within the target industry clusters for direct marketing/site visits
- Host regional ‘industry showcases’ in partnership with other South Shore communities to attract interested businesses to the area
- Perform feasibility analysis to develop an incubator/co-work space in Plymouth
- Work with the Chamber to grow a locally managed mentorship program for entrepreneurs (i.e. SCORE model) to augment Workforce Board efforts in local priority industries (i.e. aquaculture)
- Pursue special legislation to enable Plymouth to provide local job tax credits for start-up production-based companies with less than 10 employees

**C. Business Retention**

The Foundation already recognizes the value of retaining and expanding existing businesses, and has been quick to react to business needs on isolated initiatives. However, like for business recruitment, the predominance of the Foundation’s efforts have been reactionary. Becoming more interactive with business owners most likely will identify opportunities for the Foundation to assist existing companies with retention/growth/challenges. As mentioned, the largest obstacle to expanding the Foundation’s efforts in this regard is staff capacity (and the resources

to pay staff). Building expertise in the Foundation is critical to meet this fundamental economic development effort.

Specific implementation concepts include:

- Utilize the business survey as a ‘first level’ to identify companies seeking to close, expand, or leave Plymouth
  - Perform site visits to those companies
- Host bi-monthly business forums for different industry segments to discuss current/future needs
- Create and market a business ‘hotline’ for business owners to reach out to the Foundation
- Establish a monthly site visit quota to connect with local businesses
  - Target hitting all businesses within three years
- Fund a business ombudsman position to help businesses (new and existing) through Plymouth approval processes
- Create and distribute a business program offering book, detailing the services available from the Foundation/Town related to economic development

#### **D. Organization and Coordination**

The current partnership between the Town and the private sector representatives (the Foundation) is an excellent framework to expand the effectiveness and efficiency for economic development implementation. RKG Associates’ experience indicates communities with good working relationships between the government and the business community have the greatest potential for success. Simply put, implementation requires financial and regulatory support from the public sector and investment/leadership from the private sector. Merging the expertise of the public and private sector creates better dialogue from which better solutions can be found. That said, there are opportunities to improve the working relationship.

Most notably, having the economic development director located outside of Town Hall is a mostly symbolic, but valuable, initiative to let existing and prospective businesses know economic development implementation is not a function of government, but a partnership to bring the leadership and expertise of the public sector and its business leaders together through a private non-profit entity.

While the public and private sector relationship is fundamental to an effective economic development effort, so are the relationships between the Foundation staff and other key internal (i.e. planning, public works, schools...) and external implementation stakeholders (i.e. Chamber of Commerce, Destination Plymouth, Old Colony Planning Council...). Holding regular coordination and networking events will help build the relationships to forge stronger collaborative efforts. In other words, strategic collaboration efforts will require consistent and substantive communication.

From an operational perspective, RKG recommends creating more clearly defined roles for all the implementation partners involved in the Foundation and economic development implementation. At a base level, the Foundation Board should provide policy and vision guidance for short-term and long-term economic development action. The current Board make up consisting of public and private entities is appropriate for a joint-funded venture. These representatives should set the economic development goals, establish the vision and business plan for the Foundation, and provide advisory and implementation support as necessary. The Foundation staff should be charged with the day-to-day implementation of the plan and the action items therein. The (executive) director position should have similar administrative authority (and responsibility) as a town manager in a strong town manager form of government. Decisions such as staffing and approach to implementing specific tasks should be the purview of the executive director. Additional professional and administrative staff (already identified as a need) should report directly to the executive director. External partners (both public and private) should be provided the information necessary to [1] buy in to the partnership opportunity, [2] determine their capacity/interest in partnering, and [3] ensure their efforts are consistent with their respective roles and responsibilities in their positions.

Specific implementation concepts include:

- Establish a permanent location for the Foundation outside of Town Hall
- Target representatives from each of the target industry clusters for future Board seat openings
- Consider incorporating the Plymouth Growth and Development Corporation into the Foundation structure as a subsidiary to simplify downtown implementation
- Hire a full-time economic development manager to focus on business retention/expansion, entrepreneurial development, and marketing/recruitment implementation
- Hire a part-time (or contractual) marketing director to focus on collateral development/production, marketing and outreach coordination, event/networking coordination and general implementation support
- Identify and train a development ombudsman to assist businesses seeking development/regulatory approval for their business/property
- Identify and train 3-4 business ambassadors (preferably from the target industry clusters) to assist in business outreach, retention, and recruitment
- Identify and train 4-5 citizen advocates to aid in community engagement, education, and citizen outreach for precinct meetings
- Create industry roundtables for downtown, retail, medical, manufacturing, and tourism that meet quarterly to identify new opportunities and address existing/future needs
- Host semiannual real estate investor networking events to build relationships/awareness of investment opportunities in Plymouth
- Host bimonthly business-2-business networking events, focusing on different market sectors each event
- Implement a quarterly business lecture series, inviting outside speakers to present topics identified by existing businesses through the marketing and communication effort

- Host semiannual networking meetings with key implementation partners identified
- Create mentorship program in similar structure to SCORE (or use the SCORE approach directly) to aid in entrepreneurial development

#### **E. Regulatory**

Success at business retention, expansion and recruitment for any community relies on several factors. Having a clear, predictable, and consistent regulatory environment ranks highly for most businesses, particularly for smaller, locally-focused businesses. The Town of Plymouth staff have done a yeoman's job at identifying ways to simplify and normalize various approval processes. However, the Dukakis Center's EDSAT report and this economic development planning process have identified potential solutions and uncovered recommendations from existing residents and businesses for the Town to consider. Implementation of any of these recommendations should be done only if the results [1] reduce development/regulatory approval times, [2] create a more predictable outcome for applicants, and/or [3] reduce/eliminate vagueness in implementation language to avoid conflicting results; all while maintaining the Town's oversight responsibilities to ensure implementation is consistent with stated Town vision.

Specific implementation concepts include:

- Implement concurrent internal review procedures, requiring individual departments to coordinate before providing feedback to applicants
- Authorize administrative approvals for smaller projects that meet defined criteria established in the Town's ordinances
- Allow for concurrent application review (i.e. rezoning, variance, special permitting...) to reduce the overall approval timeline for applicants
- Expand the Town's regulatory environment for vertical mixed-use development in targeted economic development zones (i.e. waterfront/downtown, Exit 7, Exit 5...)
- Require properties located in sewer service areas to connect to the sewer system in order to improve the financial viability of the system while decreasing impacts of infill development
- Establish by-right regulatory standards for development identified as priority initiatives for economic development (i.e. building height)
  - Rezone property for commercial development in the economic development zones
  - Create height and lot coverage standards consistent with zone vision
  - Consider DIF creation for economic development zones
- Consider fast-tracking permitting processes for target industry businesses or business investment that meets Town-defined parameters (i.e. minimum job creation or capital investment)



### III. ASSET DEVELOPMENT

The economic development planning process also focused on identifying potential opportunities within specific areas of the Town. Simply put, Plymouth's diverse development patterns and sheer size necessitate a more location-based perspective when discussing opportunity. Most notably, the Town's current infrastructure pattern makes certain areas more viable for economic development growth than others, as access to roads and utilities vary greatly in Plymouth. This section provides a brief synopsis of the potential for various parts of Town. RKG used the following criteria to create these recommendations.

- Recommendations seek to avoid oversaturating the marketplace, particularly through creating direct competition within the Town
- Focus economic development opportunities in areas with the greatest potential for success, as different parts of Town have different strengths and weaknesses
- Ensure new development is complementary to existing development
- Maximize the Town's limited land resources for economic development
- Identify opportunities that enhance the Town's tourism industry while creating a benefit for Plymouth residents

That said, RKG recognizes that future real estate development and investment in Plymouth must be considered through many prisms (i.e. transportation, preservation, infrastructure...). To this point, the economic development strategic plan recommendations should be considered as providing input based on maximizing job creation, business retention, expansion and recruitment, and fiscal sustainability. The ultimate development strategy must be taken up by residents, elected officials, and business leaders to determine the best path for the Town.

#### A. North Plymouth

Economic development opportunities in North Plymouth focus around the Cordage site and the commercial corridor along Route 3A running from Downtown to the Town line. The primary opportunity will be maximizing the potential of the Cordage property, focusing on transit-oriented development (TOD) intensity in-fill, predominantly on the water side of the railroad tracks. The redevelopment project of the former Wal-Mart site reflects this type of opportunity, but does not maximize the potential scale that could be captured at this location (Map 1, A). Creating a strong live (apartments and condos) work (office, flex space) environment can take advantage of the existing scale of the warehouse/production buildings while improving the long-term opportunity to get regular commuter rail operations into Plymouth.

Adaptive reuse of the currently-vacant warehouses near the shoreline should be a priority for the Town. These buildings make optimal sites for waterfront living and creative office space/flex space development (Map 1, B). The use of TIF or DIF should be considered if projects prove financially challenged. One mid-term consideration is the development of a parking garage to free up current surface lots for additional infill.

There was discussion about the potential for a higher education campus in North Plymouth on land east of Route 3A/Court Street along Hedge Road (Map 1, C). While this concept should continue to be explored, this specific location would better serve the Town's economic development efforts as a hotel/event center or an expansion of the live-work concept presented for the Cordage site, which is just north of Hedge Road.

Specific recommendations include:

- Work with the property owner to develop a master plan for the build out of the Cordage site that incorporates more TOD principles into the intensity and mix of uses proposed
- Allow development heights at Cordage consistent with the warehouses/smoke stack currently on site
- Consider a DIF that encompasses the area bounded by the Bay to the east, Prince Street to the south, Court Street to the west and Boundary Street to the north
- Consider a façade improvement program for businesses located along Court Street to rehab their signage and building façades (Map 1, D)

#### **B. Waterfront/Downtown**

The waterfront/downtown area should be a single economic development district, but currently operates as two separate entities due to inadequate visual and economic connectivity between Water Street and Court Street. That said, both areas have evolved into a dining/entertainment area of the Town due to the historic atmosphere, access to the Bay, and development scale. The economic development vision for this area should foster and expand this role for the waterfront/downtown area, further establishing it as a premier resident/tourist destination exceeding other regional locations such as Provincetown.

RKG Associates recognizes that Town Meeting declined to fund the final phase of the Water Street pedestrian improvement plan (Map 2, A). However, an alternative method to complete this project will benefit the Town's economic development efforts. At a base level, having a completed pedestrian walkway improves connectivity of the tourism/recreational assets on the waterfront. More strategically, the 400<sup>th</sup> anniversary celebration most likely will bring attention to Plymouth that it has not experienced in several years. Having a complete waterfront experience will be a critical component to maximizing the 'natural' marketing opportunity the celebration will bring, as visitors will recall their experience trying to navigate the numerous historic destinations that Plymouth offers.

Another fundamental issue that currently is being discussed locally is expanding parking opportunities (Map 2, B). Whether the Town's leadership sees downtown parking as a benefit for residents and visitors (resulting in an increase cost to the Town) or a privilege that visitors (both local and tourist) should cover their fair share of the cost; having greater parking capacity will be necessary for the waterfront/downtown area to reach its full potential.

Many of the Town's waterfront parcels are substantially underutilized, from an economic development perspective. Most notably, the Public Works site (Map 2, C) is incompatible with the vision for the waterfront. This should be relocated to open that parcel up for new economic development investment. Recapturing the surface parking lots by creating structured parking that increases total spaces while reducing the overall footprint also should be implemented. One concept presented during this effort is to 'wrap' waterfront parking garages with commercial development to create value to pay for the parking structures, to maximize parking for residents and visitors, and eliminate the unsightliness of a parking structure.

In terms of improving the connectivity between Water Street and Court Street, RKG reemphasizes the findings from several other studies to promote commercial investment on the side streets (i.e. Memorial, Chilton, Howland, Brewster North...) that connect Water Street and Court Street (Map 2, D). Having commercial activity (including bed and breakfasts, personal services, dining, and niche retail businesses) to draw people off the two main streets is critical to unifying the area. Concurrently, a more comprehensive signage initiative (either expanding existing design standards or through a comprehensive rebranding) that identifies existing and new assets and draws visitors to this new activity should be deployed.

The analysis also indicated substantial interest in expanding the Town's water-based economic development efforts (Map 2, E). This ranged from increasing the number of commercial fishing vessels to expanding the fledgling aquaculture environment to creating better waterborne travel options to Boston and Provincetown. RKG Associates encourages the Town to continue to actively pursue expanding these initiatives, particularly the expansion of the water taxi connection to Provincetown. This will increase visitation to downtown Plymouth while potentially reducing the traffic congestion that occurs along Route 3. However, it will require dedicated long-term parking for tourists to encourage use.

Specific recommendations include:

- Consider a DIF district for the waterfront/downtown area to assist in the cost of new structured parking areas
- Enhance streetscape/sidewalks along side street to make more inviting to pedestrians.
- Enhance signage to promote pedestrian connectivity between Water Street and Court Street
- Encourage commercial conversion along side streets by enabling businesses in these areas and encouraging infill development up to the street
- Encourage the activation of side alley connections, working with property owners to make these pedestrian connections more inviting
- Enable redevelopment of frontage lots along School Street to better connect Burial Hill Cemetery to Court and Water Streets (Map 2, F)
- Work with waterfront/downtown merchants to enhance marketing and advertising efforts through a partnership with a downtown merchant's association

- Explore the feasibility to use 11 Lincoln Street as an entrepreneurial development center that houses the Town's entrepreneurial development efforts and offers co-work and shared office space (Map 2, G)

### C. Manomet/Entergy

The Manomet subarea generally is a residential area of Plymouth with limited commercial activity, primarily focused around the intersection of Route 3A/State Road and Manomet Point Road and along White Horse Beach. Given the continued growth of Colony Place as a super-regional retail market, some retail operations in the area have struggled to compete. However, the Manomet area serves as a neighborhood-scale marketplace that serves both local residents as well as beach visitors during the season.

At a base level, the Manomet area would be best served by enhancing and improving the neighborhood village commercial concept, promoting businesses that offer convenience opportunities to residents and tourists alike. At White Horse Beach, this means preservation and potential growth of tourist-friendly opportunities (i.e. lodging, dining establishments, seasonal commercial businesses). At the State/Manomet Point intersection, it means promoting a village development concept that encourages the assemblage and reinvestment of State Street frontage properties that integrate commercial use with residential development as part of a vertical mixed-use development (Map 3, A). Increasing the number of households in the area will benefit the long-term sustainability of the area's retail.

More strategically, RKG Associates was tasked with analyzing the market potential and fiscal impact of new development on the 1,500 acres currently owned by Entergy (Map 3, B). As detailed in the companion document crafted by BSC Group and RKG Associates, any new development on this land is speculative at best, as Entergy has not indicated its intent to continue/maintain its Chapter 61 easement or preferred long-term ownership strategy for the land. However, the RKG/BSC analysis identified some development concepts intended to balance the preservation of open space, maximizing the economic development value of the property, encourages new housing development, and creating a high net-positive fiscal benefit for the Town.

Highlights of those recommendations include [1] preserving existing park and historic sites on the property; [2] encouraging employment-based economic development on the remaining developable land to the east side of 3A; [3] creating a destination event/lodging facility at the peak of the hill; [4] encouraging a small-scale traditional neighborhood design development along the footpath at the ridgeline; and [5] preserving most of the land west of 3A, integrating eco-tourism opportunities that take advantage of the topography (i.e. a ropes course). This concept balances the

Specific recommendations include:

- Have the Town's Planning Director and the Foundation's Executive Director to work with Entergy to create long-term strategy for Entergy site
- Rezone the land to accommodate the site master plan resulting from this interaction
- Retain focus on balancing preservation, job creation, housing development, and fiscal enhancement for future use of the Entergy property
- Promote village-scale redevelopment at State Street/Manoment Point Road intersection
- Preserve White Horse Beach tourism benefit, resolving property boundary lines (Map 3, C)

**D. Exits 6/7**

Exits 6 and 7 are the northern gateway for most travelers into Plymouth, whether coming from the north or from the west (Route 44). The area currently hosts the Town's largest industrial park as well as the super-regional retail center, Colony Place. This area has become the most substantial economic center within Plymouth.

From an industrial perspective, preserving and expanding the production-based economy in the area should be the Town's focus (Map 4, D). There is some undeveloped (and underdeveloped) parcels in the industrial park, creating opportunities for additional business growth (Map 4, E). The Foundation should interact with the quarry operator to determine the future expansion/repurposing of the currently undisturbed land between Route 44 and the Kingston line (Map 4, A). Similarly, the Foundation should seek to open the development potential of the few remaining parcels in/abutting the park. For example, repurposing the Park and Ride lot for production-based activity should be explored (Map 4, B). The Town should revisit the park's zoning to encourage complementary infill development (i.e. dining and personal services) and on-site expansion. Simply put, the park is not developed efficiently, and additional activity could—and should—be promoted.

From a retail perspective, the Colony Place development and the Cranberry Crescent development abutting it have become the Town's and South Shore's retail destination (Map 4, C). However, the current layout has similar inefficiencies as the industrial park. Currently undeveloped land bays should be allowed to incorporate vertically mixed-use development that incorporates the by-right commercial space with upper-level residential space. Long term, the Town should work with the property owner to infill large parking fields with a town-center concept that incorporates parking structures. Like the Cordage and downtown recommendations, the Town should consider a DIF to help alleviate structured parking costs to meet this vision.

It is important to note these recommendations are intended to augment the by-right commercial capacity of Colony Place, Cranberry Crescent and the industrial park. It is not intended to replace the commercial capacity. Simply put, the Town has too little land zoned for non-residential development. All efforts should be made to expand capacity of existing land zoned for non-residential use, identify additional development areas for non-residential use, and allow

residential development to diversify the Town's housing stock while incenting the development of additional commercial space as part of a vertically mixed-use program.

Specific recommendations include:

- Reconfigure industrial zoning to increase land capacity (i.e. greater FARs) to encourage on-site expansion in coordination with connecting businesses and residents to the sewer system
- Work with property owners to ensure access to road, water, and sewer connectivity, potentially tying additional capacity to minimum connection standards
- Investigate potential to expand the industrial parks footprint off Armstrong Road
- Allow building heights of 72 feet in Colony Place/Cranberry Crescent and Samoset Street west of Exit 6
- Allow vertical mixed-use development that preserves existing commercial capacity
- Refine existing inclusionary zoning policy for the vertical mixed-use zone to ensure price diversity for new workforce households
- Integrate business recruitment strategy with new office/flex space development strategy

#### **E. Exit 5**

The exit 5 areas, particularly to the west/south of Route 3 is a substantial but smaller commercial center for Plymouth. The area is anchored by The Grove at Plymouth, a large retail power center. There is a small, but dynamic industrial park located to the south of The Grove along Camelot Drive (Map 5, C). The Exit 5 area also has a substantial public use presence including a water treatment facility, the Plymouth County correctional facility and sheriff's office, and the County district court (north/east side of Route 3).

From a retail perspective, The Grove at Plymouth has not remained competitive within the regional marketplace, having vacancy in a few of its big-box spaces (Map 5, A). As the retail analysis indicated, Plymouth is over-retailed, and the critical mass for consumerism has shifted to Colony Place. To this point, there is an economic development opportunity to repurpose The Grove at Plymouth into a life-work town center concept. Unlike Colony Place/Cranberry Crescent, the recommendation for this area would be the phased redevelopment of portions of the site to accommodate new multifamily residential development as well as new office and office/flex space. Development could be vertically or horizontally integrated, depending on the type of non-residential development being proposed. As with the previous section, integrating residential development into The Grove is not intended to displace non-residential capacity, but rather augment it.

The Exit 5 area also has noticeable amount of undeveloped land, particularly along Long Pond Road to the south of The Grove (Map 5, D). This area is well suited for expanding the Town's non-residential land base, particularly for expanding production-based businesses. Plymouth County also owns a large parcel to the north/east of Route 3, located between the district court and Route 3 (Map 5, B). This land also would be appropriate for new non-residential

development. Coordination with the County on the current/future use of this land should be considered.

Specific recommendations include:

- Rezone The Grove At Plymouth to accommodate mixed-use, live-work town center development, maintaining the existing non-residential development capacity.
- Allow 72-foot height in the new zoning district
- Rezone vacant land adjacent to the commercial development and along Long Pond Road to expand production-based economic development sites
- Work with County to identify excess that could be put back into non-residential use, potentially a land-lease strategy
- Consider DIF district on south/west side of Route 3 to assist in development/redevelopment efforts

#### **F. Exit 3**

Exit 3 is the primary gateway to the Pine Hills community (east of Route 3) and Redbrook (west of Route 3) communities. It also serves as a primary connector point for some of Plymouth's tourism destinations including Miles Standish park, Waverly Oaks Golf Club, Crosswinds Golf Club, and Old Sandwich Golf Club. Currently, the area is served by a small commercial cluster at the entrance to the Pine Hills community. While additional non-residential development is programmed for the Pine Hills community, there has been little new activity since the initial development on Pinehills Drive.

From an economic development perspective, the Exit 3 area is best suited for additional production-based growth, targeting smaller-scale office flex and cottage-scale production businesses. There are substantial land assets located on either side of Route 3 suitable for this development particularly along Long Pond Road (Map 6, A). Creating the regulatory environment to develop a corporate park scale development (potentially with a live-work component).

It is RKGs understanding that implementation of this concept may require reclassifying land currently placed in conservation. The use of land swaps, though not common, are possible. Given the Town's goal to cluster new development to reduce the cost of services and increase government efficiency, identifying areas less economically viable to place into conservation serves multiple purposes for the Town. Instituting a 1.5 to 1 or 2 to 1 ratio for land swapping benefits both economic development and conservation efforts. The former benefits by getting land appropriate for new growth back into the marketplace. The latter benefits by increasing the net amount of conserved land in the Town.

From a tourism perspective, there is substantial opportunity to create a stronger outdoor recreation cluster in Miles Standish park (Map 6, B). Amenities ranging from ropes courses to climbing walls to frisbee golf courses easily can be accommodated within the park. Locating

them near other outdoor recreation venues already in the park (particularly camping and cabins) is a logical approach to increasing the number of destination tourism venues. As noted earlier in the process, increasing activities that appeal to families complements the historic and passive venues in Plymouth.

Specific recommendations include:

- Work with Commonwealth to test feasibility of a state of the art outdoor recreation complex in Miles Standish Park
- Rezone land at Exit 3 interchange, particularly along Long Pond Road, to accommodate new office/flex, and light production businesses
- Identify land suitable for land swap in areas of the Town less appropriate for economic development activity.
- Create a land swap policy for conservation land that requires greater conservation commitment from the swap

#### **G. Exit 2**

The market potential for Exit is similar to the Exit 3 area. There is a small commercial and production-based business cluster on the east side of Route 3 focused around the Shaw's shopping center and the industrial uses along Hedges Pond Road (Map 7, A). The Foundation has been active on a parcel they own in this area to attract new production-based employment. From an economic development perspective, this area has the potential to attract additional smaller-scale employment generating uses.

There is a cranberry bog, gravel company, and large undeveloped parcel (not including the Foundation parcel) located north of Exit 2 along Hedges Pond Road (Map 7, B). This collective area has much greater tax revenue/employment creation potential than the current uses. Working with the existing property owners to identify redevelopment potential should be a priority. As with Exit 3, any land in this area currently in conservation will require a land swap (unless it is a water well).

Specific recommendations include:

- Work with property owners to determine short- and long-term investment strategies for large parcels suited for non-residential development
- Rezone target parcels to accommodate new non-residential development
- Identify land suitable for land swap in areas of the Town less appropriate for economic development activity.
- Create a land swap policy for conservation land that requires greater conservation commitment from the swap
- Consider long-term economic development potential of White Cliffs Golf Course, given its strong location to accommodate employment generation and tourism-based businesses (Map 7, C)



