



# PLYMOUTH SELECT BOARD

## Wednesday, June 24, 2026 | 6:00 PM

In-Person / Virtual Hybrid via Zoom Webinar

Ropewalk Room, Plymouth Town Hall | 26 Court St., Plymouth, MA 02360

*Per M.G.L. Chapter 30A, Section 20, any person may make a video or audio recording of an open session of a meeting of the Select Board after notifying the chair, subject to reasonable requirements of the chair so as not to interfere with the conduct of the meeting. At the beginning of the meeting, the chair shall inform other attendees of any recordings.*

Pursuant to Chapter 2 of the Acts of 2025, An Act Relative to Extending Certain COVID-19 Measures Adopted During the State of Emergency, signed into law on March 28, 2025, this meeting will be conducted via remote means and in person.

Members of the public who wish to watch the meeting may do so in the following manner:

Tune into The Local Seen government cable access channels Comcast Channel 9 or Verizon Channel 47 and watch the meeting as it is aired live, or watch the meeting live on The Local Seen website.

Members of the public who wish to **PARTICIPATE** in the meeting may do so in the following manner:

**In-Person:** Ropewalk Room, Plymouth Town Hall, 2<sup>nd</sup> Floor | 26 Court St, Plymouth, MA

**Remote:** Click the following Zoom link to participate in the meeting remotely:

<https://pactv.zoom.us/j/91695140644?pwd=UGhFZVJmaHVwQmIxa0pVYjRDmlozZz09>

• Webinar ID: 916-9514-0644 • Passcode: 121500 •

6:00 PM Call to Order

**RECEIVED**  
By Kelly A McElreath at 4:33 pm, Jun 18, 2026

### Select Board Economic Development Workshop

**Adjournment** – *Next Meeting will be held June 30, 2026*

### Upcoming Agenda Items – (Subject to Date Changes)

- **June 30, 2026**
  - **FY26 Year in Review Presentation**
  - **Special Municipal Employee (SME) Designations**
  - **Roads Acceptance Policy**
  - **10% Affordable Housing Goal Strategy Discussion**
- **July 7, 2026**
  - **Plymouth for All Outstanding Citizenship Awards**
- **July 14, 2026**
  - **Forges Field Master Plan Presentation**

Note: Votes may be taken on any of the above agenda items, and the sequence and duration of agenda items may vary from what is indicated above, as the Board may deem necessary or otherwise appropriate. This meeting may include items not reasonably anticipated at the time of posting the agenda. Created by Jade Anderton | June 17, 2026 3:55 PM

Town of Plymouth Select Board  
 Economic Development Workshop: June 24, 2026  
 “SWOT” Analysis Framing questions

Instructions: These questions are intended to prompt discussion on strategic planning for economic development in Plymouth. You do not need to have a response to every question. The goal is to surface both perceptions and actionable priorities. When reviewing questions, consider business attraction, business retention, workforce, infrastructure, housing, tourism, quality of life, and fiscal sustainability.

<p style="text-align: center;"><b>STRENGTHS</b></p> <p style="text-align: center;"><i>What assets and advantages can Plymouth build upon?</i></p> <ul style="list-style-type: none"> <li>• What makes Plymouth uniquely competitive compared to other South Shore and southeastern Massachusetts communities?</li> <li>• What assets are most attractive to businesses considering locating or expanding here?</li> <li>• Which industries are currently thriving, and why?</li> <li>• What economic development successes from the last 5–10 years should we build upon?</li> <li>• If a business owner were advocating for Plymouth, what would they say are our top three strengths?</li> </ul>	<p style="text-align: center;"><b>WEAKNESSES</b></p> <p style="text-align: center;"><i>What internal challenges are limiting economic growth?</i></p> <ul style="list-style-type: none"> <li>• What barriers make it difficult for businesses to start, expand, or remain in Plymouth?</li> <li>• Where do we consistently hear concerns from employers, developers, residents, or visitors?</li> <li>• Are there workforce shortages or skill gaps affecting local employers?</li> <li>• What infrastructure deficiencies create economic constraints?</li> <li>• Are there municipal processes, regulations, or permitting challenges that discourage investment?</li> <li>• Where do we lag behind peer communities?</li> </ul>
<p style="text-align: center;"><b>OPPORTUNITIES</b></p> <p style="text-align: center;"><i>What future possibilities could strengthen Plymouth's economy?</i></p> <ul style="list-style-type: none"> <li>• What emerging industries or market trends align with Plymouth's strengths?</li> <li>• How can we leverage tourism to generate more year-round economic activity?</li> <li>• Are there underutilized sites or districts that could support redevelopment?             <ul style="list-style-type: none"> <li>◦ (e.g. Camelot Industrial Park, Plymouth Industrial Park, Cordage Park, 1600 Acre Area/Holtec site, downtown, etc.)</li> </ul> </li> <li>• What partnerships—with regional organizations, educational institutions, or employers—could create new opportunities?</li> <li>• What would have the biggest positive economic impact if accomplished in the next five years?</li> <li>• If funding were not a constraint, what transformative project would most improve Plymouth's economic future?</li> </ul>	<p style="text-align: center;"><b>THREATS</b></p> <p style="text-align: center;"><i>What external factors could undermine economic prosperity?</i></p> <ul style="list-style-type: none"> <li>• What economic trends concern you most over the next decade?</li> <li>• Which industries are vulnerable to decline or disruption?</li> <li>• What competitive threats do neighboring communities pose?</li> <li>• What environmental or infrastructure risks could impact economic development?</li> <li>• Are there state or federal policy changes that could negatively affect Plymouth?</li> <li>• What factors could discourage young families, workers, or employers from choosing Plymouth?</li> <li>• What risks would be most costly if we fail to address them now?</li> </ul>

## **Prioritization Questions**

After generating the SWOT list, use the second round of questions to identify priorities:

- Which strengths should we invest in most aggressively?
- Which weakness is the biggest obstacle to economic growth?
- Which opportunity offers the greatest return on public investment?
- Which threat requires immediate action?
- What are the top three economic development priorities for the next 3–5 years?
- What can local government realistically influence, and what requires regional or state collaboration?
- If we could only pursue one major initiative, what would have the greatest impact on Plymouth's economy?

# COMPREHENSIVE PLAN



PLYMOUTH, MA  
MARCH 2026

# ACKNOWLEDGMENTS

## Planning Board

- Steven Bolotin
- Timothy Grandy
- Timothy Bennett
- Carl Donaldson
- Francis Mand
- Christopher Smith (Associate)

## Select Board

- David Golden
- Kevin Canty
- Deborah Iaquinto
- Richard Quintal, Jr.
- William Keohan

## Town of Plymouth

- Derek S. Brindisi, Town Manager

## Department of Planning and Development

- Lauren Lind AICP,  
Director of Planning and Development
- Lee Hartmann AICP,  
former Director of Planning and Development

## Master Plan Committee

- Steven Bolotin, Chair (Planning Board)
- Kevin Canty, Vice-Chair (Select Board)
- Arthur Desloges (Citizen-at-Large)
- Kevin Hood (Economic Development)
- Joseph Hutchinson (Committee of Precinct  
Chairs - COPC)
- Thomas Jacintho, Jr. (Citizen-at-Large)
- Tara Killory (Citizen-at-Large)
- Robert Morgan (School Committee)
- Emily Tompkins (Citizen-at-Large)

## Consultant Team

- Stantec Consulting Services, Inc (lead)
- Ninigret Partners LLC
- Regina Villa Associates
- Woods Hole Group

Thank you to everyone who participated in this community planning process by sharing your opinions and ideas at a meeting, by completing a survey, or by visiting the website.



Adopted by the Town of Plymouth Planning Board: March 25, 2026



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05

# ECONOMY

# 05 | ECONOMY

## OVERVIEW

Plymouth’s economy has two roles. Businesses provide local jobs and services for residents. Commercial and industrial land also generates property tax revenue which supports the Town’s General Fund. Both are discussed in this chapter.

Plymouth’s economic identity is historically rooted in its coastal setting that sustains a working harbor, a fishing industry, and a maritime character. Today, it has broadened to include healthcare, tourism, and the emerging blue economy. Plymouth’s task over the next decade is to grow a diverse, resilient economy that activates its heritage, develops its blue economy potential, welcomes visitors from around the world, and ensures that the prosperity generated here is shared broadly across the community.

The number of jobs in Plymouth increased by 40% since the early 2000’s, but many continue to be in service-based industries like retail, dining, and hospitality.

However, healthcare and social services is another significant component of local jobs and the blue economy is an up-and-coming force in Plymouth’s economic ecosystem. These sectors present growth opportunities for more commercial and industrial tax base as well as higher-wage jobs.

Despite the increase in jobs, economic growth has not kept pace with residential development since the last Master Plan twenty years ago. This, combined with the closure of the Pilgrim Nuclear Power Station in 2019, has led to a decline in the commercial and industrial portion of the property tax base. Much of Plymouth’s new growth has been in the residential sector recently,

The **blue economy** includes marine-related industries like aquaculture, marine technology, climate resilience, renewable energy, artificial intelligence (AI), quantum computing, and others.



A former retail space converted to healthcare services

# 05 | ECONOMY

## OVERVIEW

driven by two large master planned communities that are primarily housing. As both approach completion in the late 2020's, it will become increasingly important for economic development to grow the commercial and light industrial sectors. Without new sources of growth, the Town faces the prospect of an increasingly residential tax base.

Plymouth has a limited amount of land zoned for commercial and industrial uses. Industrial uses are primarily limited to the two business parks where public water and sewer service are key features. There is more land zoned for commercial use but in recent years, several large sites have been converted to residential use through the 40B process.

This presents a risk to the Town's non-residential tax base. Preserving commercial and industrial zoned land for those uses and increasing its value is important for the Town's fiscal condition.

The tourism and retail sectors account for a significant portion of jobs. Plymouth's historic downtown waterfront, Plimoth Patuxet Museum, Pilgrim Hall Museum, and Myles Standish State Forest are among the town's many attractions. Based on recent data, the tourism sector lags the Commonwealth and nearby communities while the retail sector remains below 2018 levels. There is growth occurring in other industries, but the different types of employment spaces required are currently limited or nonexistent within Plymouth.

The agriculture and fisheries sectors are integral to Plymouth's history and continue to evolve. The local cranberry industry has shrank and the catch value of commercial fisheries has declined. Given Plymouth's limited waterfront access points, developing a comprehensive strategy for its harbor is essential for balancing competing demands for waterfront use, sustaining the harbor's role as a key driver of the local economy, strengthening climate resilience, and supporting recreational use.



Downtown Plymouth retail

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### ECONOMY STRATEGIES

#### **GOAL: CONTINUE TO SUPPORT THE CURRENT BUSINESS BASE AND INCREASE THE NUMBER OF LIVING WAGE JOBS WHILE ADVANCING PLYMOUTH’S LONG-TERM FISCAL SUSTAINABILITY WITH SOUND MUNICIPAL FINANCIAL PRACTICES.**

The strategies for Plymouth’s economy have several key aspects. One is maintain and increase high-value commercial and industrial development as a key component of the Town’s tax base. Another is to protect Plymouth Harbor as a location that serves many uses including economic, recreation, habitat, climate adaptation, and transportation. A third is to support and grow the tourism industry as an important component of the Town’s economic base, but to not over-rely on it by ensuring that emerging sectors continue growing to support a diverse job and tax base.

#### **KEY ISSUES:**

- Plymouth needs sustained growth in higher-paying economic sectors to increase jobs and local revenue.
- Tourism is an important component of the local economy but is also cyclical and tends to have lower-paying jobs.
- Plymouth needs to maintain and grow the non-residential share of the property tax base, which is challenging due to limited land and utility availability, Plymouth’s geographic location in the region, and workforce characteristics.

#### **WHAT WE HEARD:**

- Support for more businesses and jobs in the blue economy, tourism, and technology industries.
- The economy goal was ranked among the top three goals at the strategies workshop.
- People are concerned about the Town’s fiscal condition in the future. There are competing interests both to expand services and infrastructure (which costs money) and to reduce the perceived residential tax burden.

## 05 | ECONOMY

### ECONOMY STRATEGIES



#### **E-1: Develop tools such as acquisition, zoning mechanisms, or other strategies to preserve existing but underutilized industrially zoned land for future industrial use.**

- a. Identify strategic parcels that have the scale and infrastructure to support potential tech employment opportunities.
- b. Continue collaboration with public, private, and non-profit economic development and tourism organizations to proactively recruit/retain businesses and market available spaces.

#### **E-2. Amend zoning bylaw to increase viability of a range of light industrial uses as well as research and development uses not involving hazardous materials.**

- a. Evaluate building height standards and permitted use tables to reflect modern building design and industrial business needs.
  - Building height: excluding rooftop equipment from building height measurement, requiring screening of rooftop equipment from ground level (considering resiliency initiatives such as rooftop back-up power or air handling systems).
  - Permitted uses: allowing hybrid businesses (e.g., retail showroom and manufacturing combined in the same building).
  - Consider light industrial in mixed use development to support artisanal businesses such as arts and crafts manufacturing, wineries, distilleries, etc.
- b. Consider opportunities for shared parking, shared truck staging, and shared “area” stormwater management facilities for more efficient use of land.

#### **E-3: Update the 2017 Harbor Plan to reflect changes in the ocean-based “blue economy” (e.g., commercial fishing, lobstering, tourism, boating, marine biotech) and resilience needs.**

- a. Consider inclusion of shellfish restoration and aquaculture development.
- b. Incorporate considerations for climate resilience.

#### **E-4: Support upgrading visitor-related facilities such as public infrastructure, expanded meeting space, and overnight options that are not short-term rentals, with the aim of increasing visitor spending levels and reducing the seasonality of visitors in Plymouth.**

#### **E-5. Support Plymouth’s food sector economy including agriculture, seafood, food products and restaurants to serve as a growth opportunity for jobs and tax base and maintain its contributions to the character of the community .**

- a. Increase awareness of local agriculture right-to-farm bylaw to encourage small-scale local food production.
- b. Explore the creation of local food system infrastructure such as food hub for distribution and/or commercial kitchen to support a variety of food-based companies.
- c. Promote Plymouth as an attractive destination for food-based businesses.

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### ECONOMY STRATEGIES

**E-6: Continue supporting workforce development efforts for residents and introduce emerging industries such as blue-tech to existing workforce development programs.**

- a. Work with Plymouth Public Schools, community colleges, and other local institutions to create curriculums and job training that support marine technology and other local industries.

**E-7: Evaluate potential for flexible multi-tenant industrial building(s) to attract blue economy and other small tech manufacturers and businesses.**

**E-8. Support the development of coworking space that provides flexible lease terms and some shared facilities.**

- a. Include potential for small-scale maker space for prototype development.

**E-9. Enhance connections to the waterfront as an opportunity to build upon experience and event marketing Downtown.**

- a. Integrate as part of Harbor Plan.
- b. Explore opportunities based on recent precedents consistent with Chapter 91 regulations (Massachusetts Public Waterfront Act).

**E-10. Continue to support investments and activities in culture, arts, and the environment that make Plymouth a destination community for talent and business investment. Integrate as part of Harbor Plan.**

- a. Update zoning to include artist/maker space as a permitted use in commercial, mixed-use, and select residential zoning districts.
- b. Refer to MAPC's "Arts and Planning Toolkit" to identify relevant strategies and guide progress.

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## RELATION TO OTHER PLAN ELEMENTS

- » Economic development must be balanced with housing. Industry growth and job mix can influence the housing market by increasing demand and purchasing power. Many employers prefer having a variety of housing options and a range of price points nearby to help retain and recruit the necessary workforce. As noted in the housing chapter, many retail, hospitality, and home healthcare employees who work in Plymouth cannot afford to live there, contributing to staffing shortages and commuter traffic.
- » Economic development influences the Town’s ability to fund services and its overall fiscal condition by diversifying the property tax base. If it is not properly planned for, certain types of uses can create pressure on existing infrastructure such as water, sewer, roadways, or electrical and require new investment that competes with other funding needs. Seeking a balance is critical.
- » Economic development is enhanced by a high-quality community setting that offers a multitude of recreational amenities, cultural offerings, public facilities, and services that are attractive to talent, which is key for a competitive, innovation driven economy. Plan elements on housing, arts and culture, natural resource protections all contribute to making Plymouth a destination for economic investment.

## RELATION TO PLAN THEMES:



### Community Affordability:

Maintaining and growing the share of commercial and industrial property tax revenue is critical to helping mitigate residential property tax pressures. Increasing the number of well-paying jobs in Plymouth will help residents who work locally. Another key aspect of affordability is having adequate types of commercial and industrial spaces available at price points that are competitive within the regional market.



### Sustainability and Resilience:

Economic resilience is the ability to withstand market cycles, recover quickly from downturns, and adapt to emerging growth opportunities. Plymouth can bolster its economic resilience by continuing to diversify its local economic sectors and supporting growth sectors like the blue economy. Local jobs can also contribute to environmental sustainability, both in the type of work done (like renewables) and by providing more employment options for residents which can reduce commuting emissions. Strategically locating key industries needed for recovery from natural disasters can further support economic resilience.



### Health, Walkability, and Wellbeing:

Healthcare is one of the largest economic sectors in Plymouth. Residents benefit from having a variety of healthcare professionals nearby, from pediatrics to elder care and a range of specialists. Supporting this sector is important both for community health and wellbeing and for the local economy. Village centers can support walkability by offering a range of businesses catering to the daily and weekly needs of nearby residents - dining; personal services; arts, culture, and entertainment; and others.

# 05 | ECONOMY

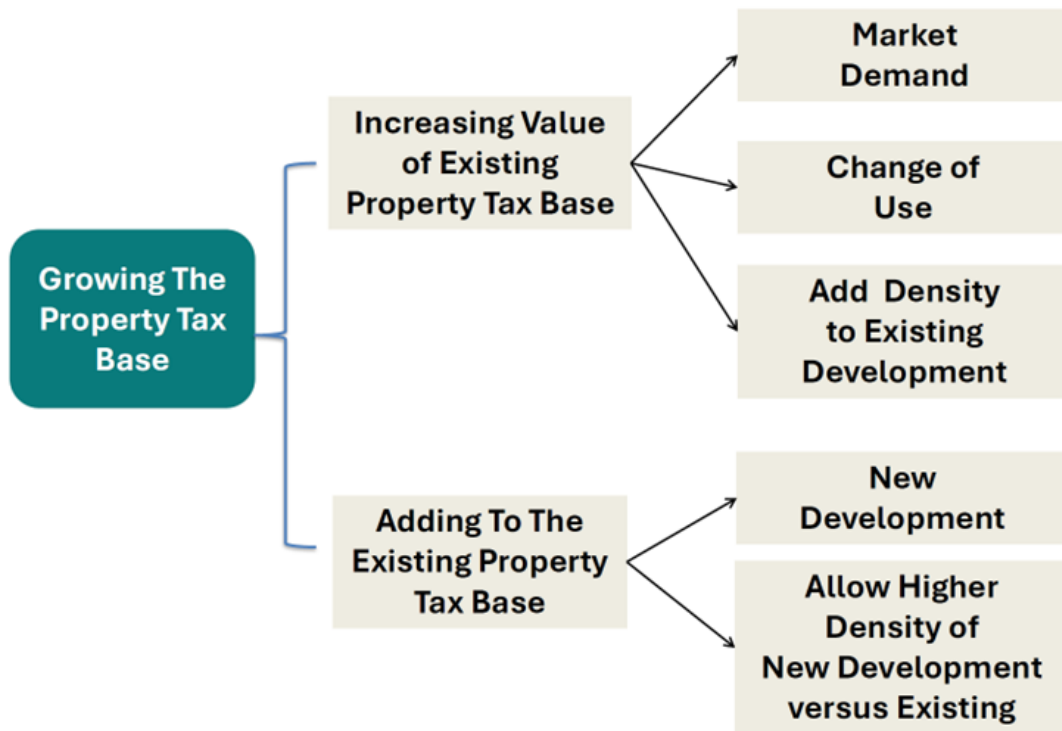
## GROWING THE PROPERTY TAX BASE

Plymouth’s property tax base contributes a significant amount of revenue to the Town’s General Fund. Growing this base increases the funding available for staffing, public services, maintenance, and new facilities. One way to generate more revenue is to simply increase tax rates. This approach is burdensome on low-income and fixed-income residents and can be politically challenging. It is also limited by Proposition 2 ½ in Massachusetts.

A second approach is to increase the value of the existing property tax base. Strong market demand increases value but can also create affordability challenges as Plymouth is experiencing. Housing demand has been high while demand for commercial and industrial space has been lower. Changing a site from a lower value use to a higher value use, such as a different user in the same space or redevelopment of the site, is another way to increase value.

A third approach is to add to the property tax base. New development adds to the existing property tax base. This effect is amplified if new development is permitted at higher densities than existing. Another way to do this is adding density to existing development, such as allowing part of a large underused parking lot to be developed.

In Plymouth, most of the potentially developable land is zoned for large-lot single-family housing by-right. There is very little undeveloped commercial or industrial land remaining. Land use, housing, and economic development strategies that support fiscally positive redevelopment and new development will be important for growing the Town’s tax base to meet the needs and interests of residents.

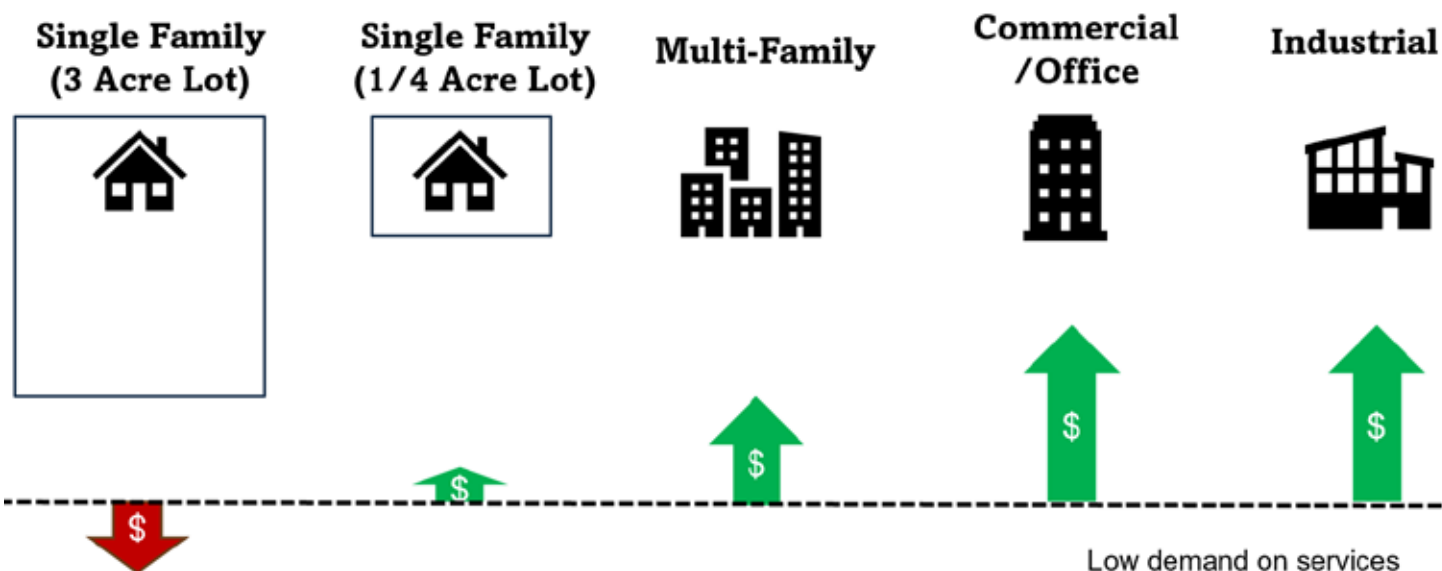


*Two approaches to increase the property tax base and generate more revenue for the Town*

# 05 | ECONOMY

## FISCAL IMPACTS OF DEVELOPMENT

It is critical to note that not all types of new development have the same fiscal impact on the Town’s General Fund. Large-lot, low-density single-family housing typically generates more in service costs—particularly for schools, roads, and public safety—than it contributes in property tax revenue, often resulting in a net negative fiscal impact. In contrast, smaller-lot single-family homes are generally less fiscally burdensome, and multi-family housing developments tend to have a net positive fiscal impact. Commercial and industrial development provide the greatest fiscal benefit, as they contribute significantly to the tax base while placing relatively low demands on municipal services like schools and public safety. Encouraging a balanced mix of development types—with a focus on fiscally positive land uses—will be essential to supporting General Fund sustainability over time.



*General Fiscal Impacts from Development*

## KEY EXISTING CONDITIONS AND TRENDS

Plymouth hosts approximately **27,000 jobs** in more than **2,000 establishments**. Another **2,800 people are self-employed** across a variety of industries and do not show up in payroll numbers. The number of jobs in Plymouth is up 10% from a decade ago, but still slightly lower than the pre-pandemic peak.

**Healthcare / social services are the dominant industry** in Plymouth providing **22% of local jobs**. The hospitality (restaurants & lodging) and retail sectors combined represent 28% of total employment.

**Total payroll** in Plymouth is approximately **\$1.5 billion**. Wages have climbed by more than \$14,000 over the past decade, which is faster than inflation (\$44,000 in 2012 is roughly \$56,000 in 2022).

**Most Plymouth residents (74%) commute out of town for work**, meaning most jobs in Plymouth are filled by non-residents. This is primarily because of the difference between resident industries versus industries located in Plymouth .

**Establishments have grown at more than 2.5 times the rate of employment.**

Establishment growth creates demand for space. The industry mix suggests, if present trends continue, the need for the following space types may occur:

- Need for “industrial yard” type space to support contractors
- Small office space options to support professional services and finance and insurance industry growth
- Medical office space
- Restaurant space
- Growth industries will also drive local space needs. For example, marine technology where water access and fabrication space may be needed, or the food industry where a range of support space such as cold storage, commercial kitchens, and preparation / distribution may be needed.

*Source:  
NP analysis of MASS LMI QCEW data; self-employment based on ACS 22 5 year data  
NP analysis of MASS LMI QCEW data  
NP calculations blending MASSLMI and 2021 OntheMap data*

# KEY EXISTING CONDITIONS AND TRENDS



**RETAIL**

- **Retail sales between 2018 and 2022** are estimated to have **shrunk by \$11 million** (before adjusting for inflation which would make the decline even larger). Merchandise sales declined while food and beverage retail sales increased, illustrating consumer shifts from goods toward experiences. The number of retail establishments in Plymouth has also declined since 2012. A flat to declining retail market has important implications on demand for retail space as well as market values of those properties, potentially creating opportunities for redevelopment.



**TOURISM**

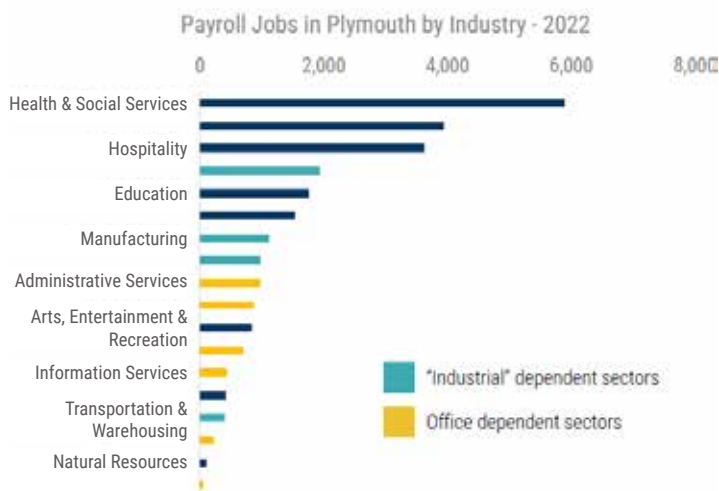
- Tourism in Plymouth County in 2022 totaled **\$711 million in expenditures** for a 12% increase over 2017. This rate of growth was slower than the state overall and slower than adjacent areas such as Bristol County and Cape Cod.
- However, actual tourism expenditures shank by **\$23 million** when accounting for inflation.
- Despite slower revenue growth than other regions, the local tourism industry added the most jobs. However, **wages are below regional area median income.**



**AGRICULTURE AND FISHERIES**

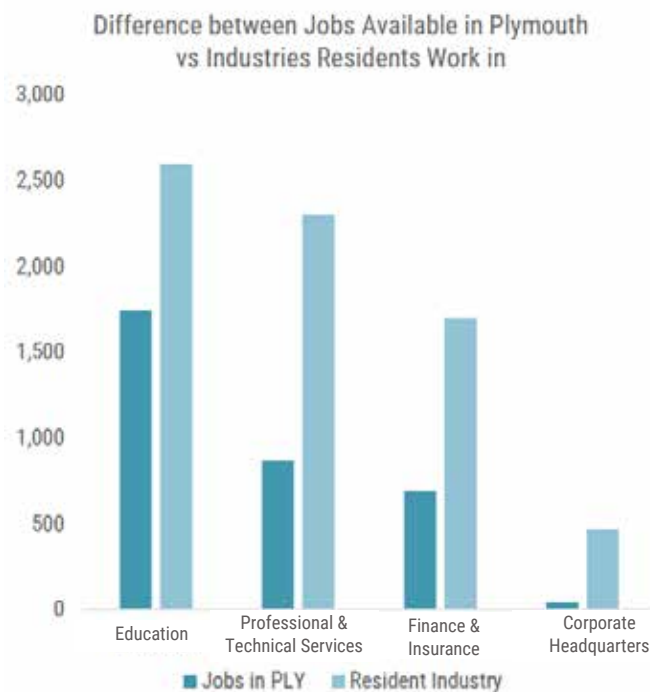
- The **cranberry industry in Plymouth uses about 1,000 acres.** This is **fifth largest** in the state and 7% of the total statewide acreage, generating an estimated **\$6.8 million of crop value.**
- Plymouth’s active commercial fisheries waterfront remains an important part of the community.
  - » **Home-ported vessels** have increased from **206 in 2018 to 242 in 2023** (includes any vessel containing a commercial fisheries license)
  - » In **2023, 181 vessels** landed approximately **\$5 million** in catch value. This is down from **2018** when more than **200 vessels** landed **\$6 million** in catch value in Plymouth.

# KEY EXISTING CONDITIONS AND TRENDS



**14% of residents (~4,500) work from home** compared to only 4% (~1,100) in 2012

Source: NP analysis of MASS LMI QCEW data; self-employment based on ACS, COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY (CED) 2020-25



Source: Based on 2021 OntheMap data

**69% or ~16,000**  
Commute to  
Plymouth  
for Work



**~7,400**  
Work and Live  
in Plymouth

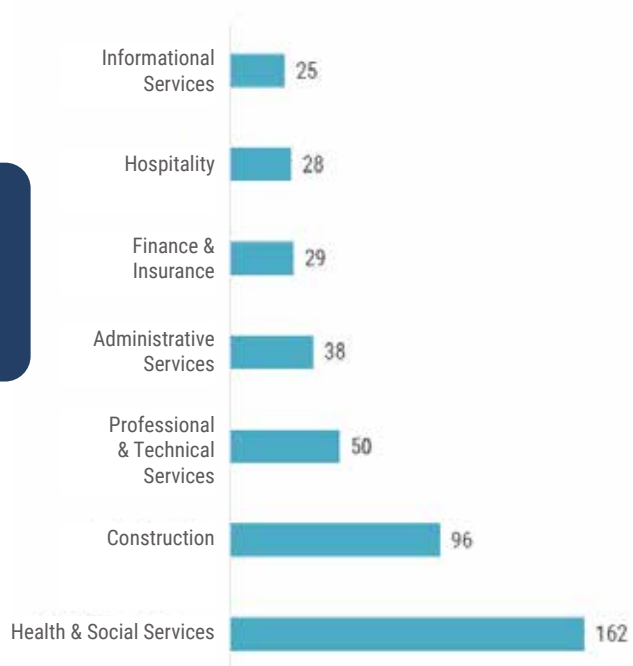
This **outbound commuting is driven by a different industry mix and job availability** for residents versus what exists in Plymouth

**~23,000**  
Plymouth  
residents  
work out of town

Almost 50% commute more than 25 miles

Source: Based on 2021 OntheMap data

Number of Establishments Added per Sector Plymouth 2012-2022 (over 25 establishments only)



Source: Based on 2021 OntheMap data

# KEY EXISTING CONDITIONS AND TRENDS

## PLYMOUTH'S FISCAL CONDITION

Approximately 75% of the Town's revenue to support the General Fund comes from real estate property taxes on residential, commercial, and industrial land.

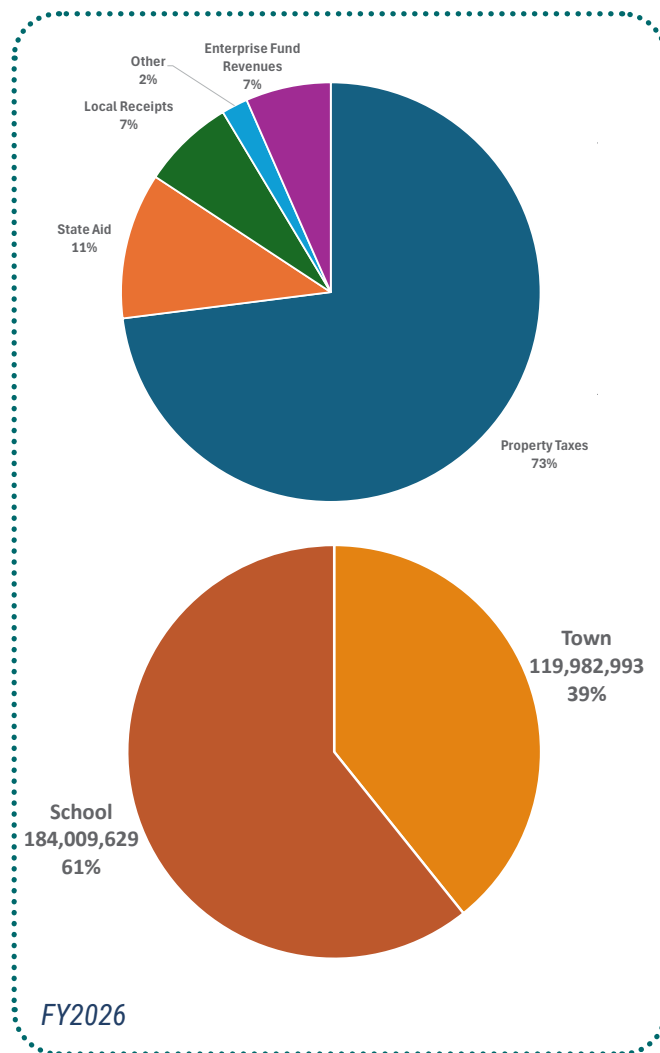
- » New development in the Pinehills and Redbrook accounted for **35-45% of the Town's total New Growth** each year over the past five years. Both planned communities will be completed within this Comprehensive Plan's ten-year horizon.

About 60% of the Town's expenditures support public education.

- » Recent cost drivers include increasing public education needs and health insurance premiums.

About two-thirds of the Capital Improvement Plan (CIP) is for repair and maintenance of existing facilities.

- » Projects on the current five-year CIP include replacement of two fire stations, expansion or replacement of police headquarters, a potential new fire station, a community recreation center with a senior wellness component, and a new Cold Springs elementary school.



# 05 | ECONOMY

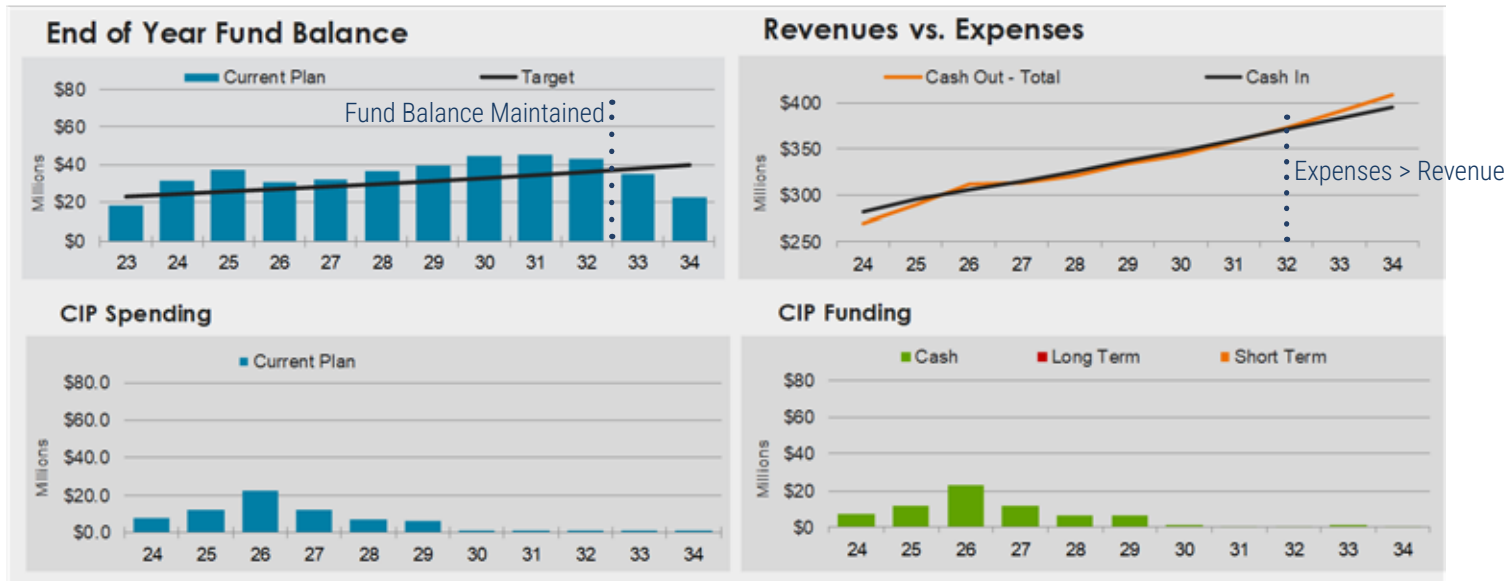
## GENERAL FUND SCENARIOS

The Comprehensive Plan consultant team used its proprietary Financial Analysis and Management System (FAMS) model to develop a 10-year forecast of the Town's General Fund, incorporating detailed assumptions on revenue, expenditures, and capital investment. The model allowed the team to evaluate the Town's projected fiscal capacity under current conditions and test several scenarios to understand the impact of varying levels of tax base growth and different capital investment levels. This scenario-based approach provided insights into the long-term trade-offs between new development, infrastructure spending, tax policy, and service levels, with the goal of helping the Town make informed decisions that balance growth with fiscal sustainability.

### Baseline Scenario:

The baseline analysis scenario presented in the figure shows the Town can manage to fund about 25% of the capital improvement plan when the Town's new development contributes 1.0% in additional property tax base growth. This is a somewhat conservative estimate compared to recent years when growth has been higher than historical averages. As major growth drivers like Pinehills and Redbrook near completion in the coming years, this may approximate the new normal.

	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033	FY 2034
Tax Rate	12.8700	12.6995	12.5163	12.3358	12.1579	11.9825	11.8097	11.6394	11.4715	11.3060	11.1430
CIP Execution %	100.0%	75.0%	40.0%	25.0%	25.0%	25.0%	5.0%	5.0%	5.0%	5.0%	5.0%



FAMS Dashboard Baseline Scenario

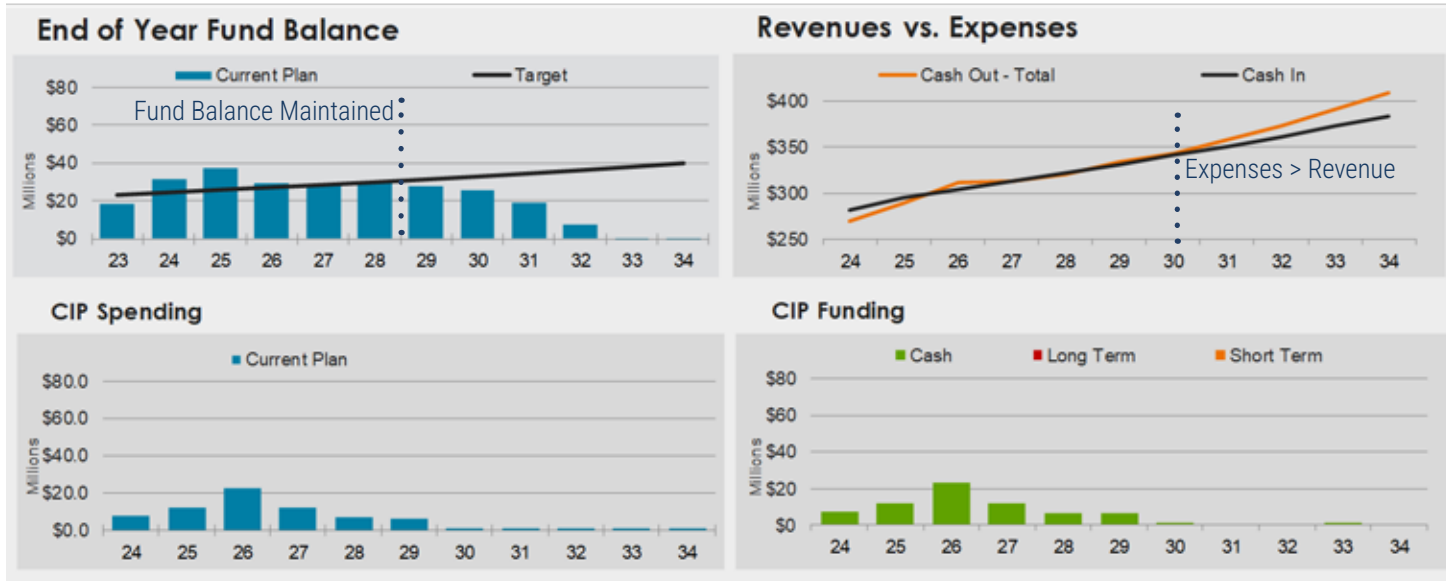
# 05 | ECONOMY

## GENERAL FUND SCENARIOS

### Lower Growth

This scenario illustrates what could happen if the Town were to somehow discourage new growth and development, or if market demand decreased significantly. A scenario where the Town experiences 0.5% less annual new development no longer allows the Town to fund 25% of the capital plan while maintaining its required fund balance. The impact of 0.5% less taxable value growth from new development decreases the Town's projected annual revenues and limits the Town's ability to fund capital projects. Figure 2 shows the FAMS dashboard reflecting the lower growth scenario. The chart titled "End of Year Fund balance" represents the Town's projected General Fund reserve balance. In this scenario, it is projected to fall below the required target in FY 2029.

	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	FY 2032	FY 2033	FY 2034
Tax Rate	12.8700	12.6995	12.5163	12.3358	12.1579	11.9825	11.8097	11.6394	11.4715	11.3060	11.1430
CIP Execution %	100.0%	75.0%	40.0%	25.0%	25.0%	25.0%	5.0%	5.0%	5.0%	5.0%	5.0%



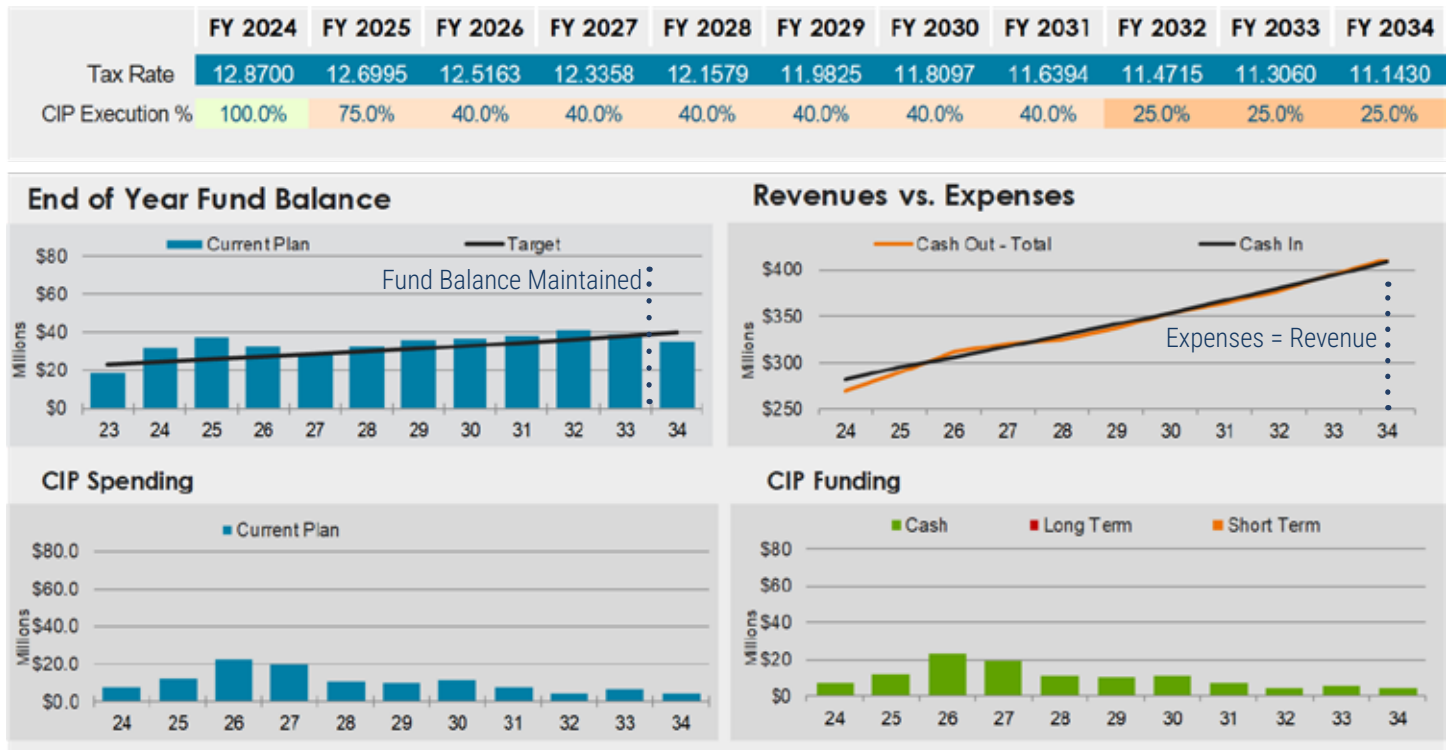
FAMS Dashboard Lower Growth Scenario

# 05 | ECONOMY

## GENERAL FUND SCENARIOS

### Higher Growth

This scenario illustrates what could happen if the Town sees even more new growth and development than the baseline. A scenario where the Town experiences 0.5% more annual new development allows the Town to fund approximately 40% of the capital plan and maintain the required fund balance throughout the projection period. The impact of 0.5% additional taxable value growth from new development increases the Town's projected annual revenues and enhances the Town's ability to fund capital projects. Figure 3 below shows the FAMS dashboard reflecting the higher growth scenario.



FAMS Dashboard Higher Growth Scenario

## 05 | ECONOMY

### ECONOMIC CASE STUDIES

#### Fostering Light Manufacturing to Bolster the Tax Base

The Urban Manufacturing Alliance provides a useful toolkit for Massachusetts communities looking to revitalize light manufacturing activity. While the community contexts are different from Plymouth, the discussions around zoning and potential use cases, redevelopment approaches, and governance models are applicable. It identifies four themes:

- Using land use tools for a vibrant light manufacturing economy: allowable uses in industrial zones, zoning protections, limiting real estate speculation, artisan zoning
- Leveraging broader planning processes to promote light manufacturing: for example, continued planning for the 1,600 Acres area in Plymouth
- Repositioning vacant buildings for modern manufacturing: right-sizing vacant space, considering makerspaces as catalysts
- Increasing regional coordination: supply chains, capacity building

Some of Plymouth’s commercial- and industrial-zoned land is also attractive for multifamily redevelopment. Plymouth should explore a scattered-site land acquisition model to preserve industrial- and commercial-zoned parcels that have significant value as employment-centric sites given their size and/or location. Gaining site control of strategic parcels would be similar to models used by a number of Massachusetts communities such as redevelopment authorities or economic and industrial development corporations.

*Source: An Urban Revival: How Land Use Tools and Real Estate Strategies are Fueling the Resurgence of Light Manufacturing in Greater Boston (2018)*

#### Plymouth County Food System Action Planning

The Old Colony Planning Council launched a county-wide food system planning process in 2025. This process will conduct a county-wide food system assessment, identify opportunities to improve local food production and processing, and develop an action plan to guide implementation. Plymouth should participate in this process and apply its strategies to bolster the local food production and processing ecosystem as an important part of the local economy.

*Source: Old Colony Planning Council*