

**Fiscal Impact Analysis for  
Patriot Place**

**FOXBOROUGH, MA**

**SEPTEMBER 22, 2006**

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Prepared for:

NPP Development LLC  
One Patriot Place  
Foxborough, MA 02035-1388

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## **I. EXECUTIVE SUMMARY**

RKG Associates, Inc. (RKG) was retained by the NPP Development LLC (NPP) to prepare a fiscal impact analysis for Patriot Place, a commercial-focused, mixed-use (excluding a residential component) project with an estimated 1.35 million square feet of space to be built adjacent to Gillette Stadium in Foxborough Massachusetts.

The concept for Patriot Place has been evolving since the Town and the State legislature set the development parameters for the project in approving the Economic Development Area (EDA) surrounding the stadium in 1999. The purpose of the report is to estimate real and personal property tax revenues associated with the project as well as municipal cost increases associated with the project. The net difference represents the fiscal impact.

RKG estimates that Patriot Place will have an assessed value of \$188.1 million to \$201.8 million in 2006 dollars. This would generate \$1.9 million to \$2.1 million in new property taxes (unadjusted) at the tax rate of \$10.32 per \$1,000 of assessed value, plus an estimated \$200,000 in additional personal property taxes. RKG also estimates the direct increase in municipal service costs associated with the project to be \$258,900, which increase was then subtracted from the estimated increases in revenue. This annual estimate of new municipal service costs associated with Patriot Place assumes the Town will need to hire an additional three to four personnel as a direct result of this project. Presumably, these additional personnel will be in either the police or fire department where the majority of the increase in municipal activity is anticipated.

These cost estimates are based upon the projected employment within the project of 1,276 people and RKG's estimate of average Town costs per employee with the community. Finally, property taxes currently being paid on the estimated 90.5 acres needed for Patriot Place were subtracted from the estimated gross tax revenue.

The proposed project will add significantly to the non-residential portion of the Foxborough tax base and help reverse a trend toward a greater reliance on residential assessments.<sup>1</sup> As such, it will help shift some of the tax burden away from homeowners. The increased tax revenue could also enable the Town of Foxborough to either hire additional personnel (its Police and Fire Departments are presently understaffed according to both Chiefs), or to actually reduce the Town tax rate.

In conclusion, RKG believes that Patriot Place will have a net positive fiscal impact on the Town of Foxborough. This positive fiscal impact will be realized because expected increases in real and personal property taxes associated with the project will significantly exceed the anticipated increase in municipal service costs associated with the project. As noted above, RKG anticipates an annual net fiscal benefit (in 2006 dollars) in the approximate amount of \$2.00 million.

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<sup>1</sup> Note that the proposed Patriot Place project does not include any residential housing component, thereby not incurring the relatively high municipal service costs associated with additional housing.

In addition, the project will generate an estimated \$2.9 million in permitting fees with an estimated net (profit) to the Town after expenses related to construction inspections of \$2.3 million. As illustrated below, the estimated net present value of a ten-year income stream from Patriot Place ranges from \$17.50 million (comparables approach) to \$18.83 million (cost approach) inclusive of a net one-time payment of \$2.3 million in permits/fees.

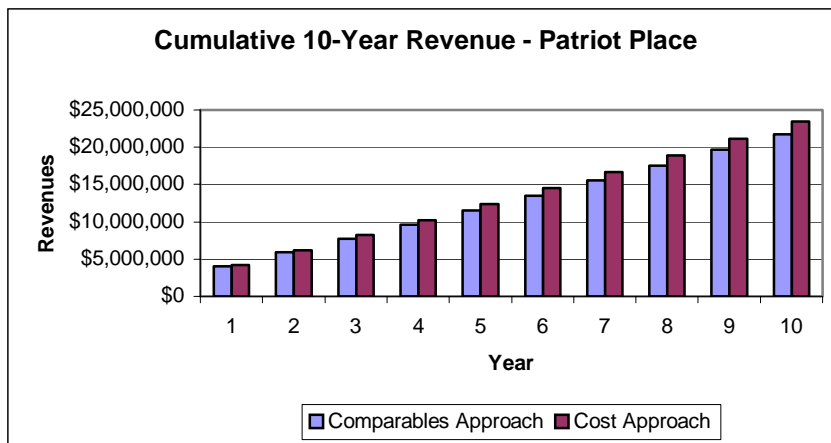
**Table I - 1**

**Summary Fiscal Impacts**

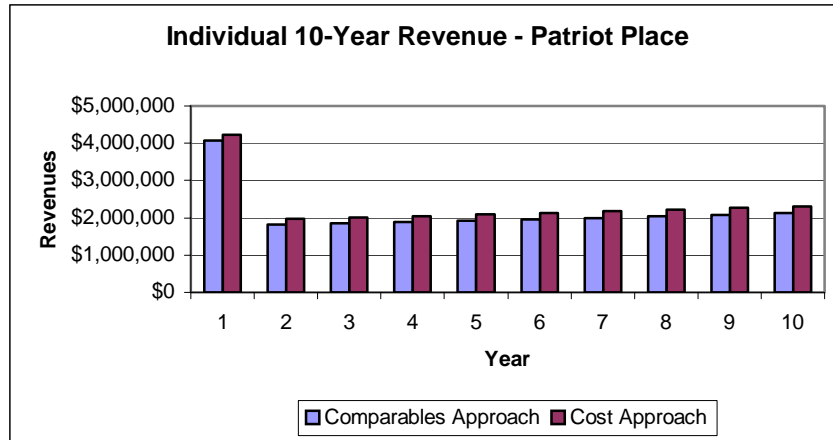
Proposed Patriot Place	Comparables		Cost	
Net Annual Property Tax	\$	1,780,000	\$	1,930,000
Employment Positions		1,276		1,276
One-Time Permits/Fees	\$	2,300,000	\$	2,300,000
Net Present Value - 10 years	\$	17,500,000	\$	18,830,000
Note- assumes 2% inflation and 4.5% discount rate				

Source : RKG Associates, Inc.

The cumulative 10-year revenue, (not discounted) inclusive of property tax, personal property tax and a one-time building/permit fee, from the proposed Patriot Place results in an estimated \$21.76 million to an estimated \$22.46 million.



The estimated individual year (over ten years) revenue from the proposed Patriot Place is presented in the following graphic. Note the spike in revenue in year one, representing the one-time building and permit fees payment of an approximate \$2.3 million (net). Over the entire 10-year period, the cumulative payments are the same.



RKG believes that the methodology utilized to project fiscal impacts associated with Patriot Place is reasonable for the typical city or town within the Commonwealth. However, it is also recognized that the issues raised by the Fire Chief, in particular, and to a lesser extent the Police Chief, relative to departmental staffing concerns should be addressed and this project's demonstrated fiscal benefits presents the Town the opportunity to address this issue. Both Chiefs stated their concern primarily related to the present understaffing of their respective departments and their ability to handle the expected increased call activity while continuing to serve Foxborough residents and businesses.

To begin to address these concerns RKG personnel contacted six (6) Fire Chiefs and five (5) Police Chiefs in other Massachusetts communities which have experienced similar types of commercial developments. The lessons learned from these contacts are that the Foxborough Police and Fire Department are indeed likely to realize additional call activity, although only one of these communities found it necessary to add additional staff. The second major lesson learned is that it was very difficult to predict with any certainty what impact a particular project would have upon a particular community because each project is unique within the community. Relative to this issue, RKG recommends that a sizeable portion of the net proceeds which the Town expects to realize from the one time permitting fees (\$2.3 million) be set aside into a reserve fund (recognizing that the Inspectional Services Department will have already been designated funds to cover inspections from the \$2.9 million in gross fees) which can be used to offset increased personnel, training, inspections by the Board of Health and equipment costs needed by either the Police or Fire Department relative to Patriot Place which have not already been budgeted within the estimated Municipal Service costs discussed previously. Presumably, this reserve could cover a 10-year period.

## II. PROJECT DESCRIPTION AND METHODOLOGY

### A. Project Size and Configuration

Patriot Place will be a unique, exciting mixed-use project of approximately 1.35 million square feet (See Table II-1) located adjacent to Gillette Stadium, home of the New England Patriots football team. The project will consist of over 600,000 square feet of retail space, with one major retail tenant being Bass Pro. Bass Pro will occupy approximately 160,000 square feet of this retail space and is ranked as the number one outdoor retailer in the United States. The project will also offer other lifestyle-oriented retailers, cafes and restaurants, a theatre, a health club/wellness center, a hotel, medical office (ambulatory care facility) and general office usage. All of these proposed new uses in the Patriot Place project will be of value and benefit to the community. Patriot Place will not only support the existing visitor base, but will also attract additional people to the site and to the community on a regular basis, thereby initiating economic development in the area, consistent with the Town's goals and the mandate of the State legislature in the approval of the EDA.

**Table II-1: Patriot Place Project Components (Approximate)**

Use	Building Gross SF
Medical Office	100,000
General Office	75,000
Cinema	100,000
Health Facilities	55,000
Restaurant/Tavern	60,000
Retail	600,000
Other Entertainment/Stadium	110,000
Hotel (200 rooms)	250,000
<b>Total</b>	<b>1,350,000</b>

Source: NPP Development LLC & RKG Associates, Inc.

### B. Traffic and Highway Overview

NPP is committed to the implementation of a comprehensive transportation mitigation program that is designed to reduce the impacts of the project on the adjacent transportation infrastructure and build upon the planned roadway improvements to be implemented in conjunction with other development/improvements unrelated to the project (i.e. Foxborough State Hospital redevelopment). The major elements of the mitigation program can be separated into site access and off-site improvements, and include the development and implementation of a Transportation Demand Management (TDM) program that is designed to reduce single occupant vehicle (SOV) travel associated with the project and encourage the use of alternatives to SOVs including car/vanpooling, pedestrian, and bicycle travel. Each of the elements of the planned transportation mitigation program is discussed in detail, in the Appendix section of this report, as prepared by the traffic consultants/engineers, Vanasse & Associates, Inc.

**PATRIOT PLACE**  
Foxborough, Massachusetts

Aerial View



**PATRIOT PLACE**  
Foxborough, Massachusetts

Site Plan



## C. Project Methodology and Assumptions

Fiscal impact analysis has been defined as “a projection of the direct current public costs and revenues associated with residential or nonresidential growth to the local jurisdiction in which the growth is taking place.”<sup>2</sup> In determining the fiscal impact of the proposed development, estimates have to be made concerning alterations the development may have on the community’s expenditures and revenues. In most instances, a determination of these financial changes is derived from an evaluation of population and/or employment changes caused by the proposed development. Revenue and expenditure estimates are most closely related to the methodology commonly used to project growth in population or employment generated by the proposed development.

RKG’s approach to estimating the net fiscal impact of the proposed Patriot Place mixed-use lifestyle center consists of the following:

### 1. Estimation of Municipal Revenue

The major source of on-going municipal revenue from the project would be real estate taxes. To estimate the likely assessed values, and related property taxes, RKG identified and reviewed a variety of similar projects, or project components (i.e., a stand-alone hotel), both in Foxborough and in other communities within Massachusetts. In addition, RKG also estimated the direct cost to construct this project using Marshall Valuation Services, a nationally recognized cost estimating service. Indirect costs for infrastructure such as roads and utilities were not included within these cost estimates because they are not directly taxable. Other revenues such as building permit fees and sewer/water user fees were not included in these estimates. Finally, personal property taxes for the project were based upon the existing ratio within Foxborough of personal property taxes to the current total commercial/industrial assessments.

### 2. Estimation of Municipal Expenditures

Using the fiscal year 2005 town budget, RKG allocated municipal expenditures between residential and non-residential development based upon the percent of assessed valuation in town that is residential and non-residential. Currently 82% of the assessed value in Foxborough is classified as residential. Because the project does not include any residential development, school budgetary impacts were not considered in the analysis. The school budget represents approximately 50% of all municipal expenses.

The underlying assumption in this analysis is that various municipal department budgets will be allocated proportionally between residential and non-residential uses as measured by assessment data. RKG then utilized State estimates of employees within the community and calculated an average municipal cost per employee. This cost was then used as the basis for forecasting municipal expenditures potentially associated with Patriot Place.

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<sup>2</sup> Robert W. Burchell, et. al The New Practitioner’s Guide to Fiscal Impact Analysis. Center for the Urban Policy Research, Rutgers University, 1985.

### **3. Estimation of Net Impacts**

Based upon the projected increase in property tax revenues directly associated with Patriot Place, the municipal cost estimates were subtracted from the revenue estimates to then yield a net change. RKG has utilized both a range in projected revenues (as well as in municipal expenses) to develop an estimate of net fiscal impact. The final stage in the estimation process was to subtract the taxes currently being paid on the 90.5 acres being utilized for this project from the estimated net fiscal impact to avoid double counting.

### **4. Exclusions**

This fiscal impact analysis does not address the question of overall development feasibility nor does it address issues related to traffic impacts. Both of these issues are expected to be addressed with the Town during the site plan approval process. Finally, this analysis focuses only on any impacts related to the project and does not address potential indirect or induced impacts elsewhere in the community or the region. As an example, the project is anticipated to encourage growth and economic development within the EDA and the community. New retail businesses are already relocating to Foxborough in anticipation of Patriot Place. These additional impacts are not considered in this analysis.

### **5. Constant Dollars**

All estimates for this project are in constant 2006 dollars and it is assumed that the project is fully constructed at one time.

## **D. Discussion with Town Officials**

On July 20, 2006, and again on September 6, 2006, a representative from RKG Associates, Inc., met with selected department heads within the Town of Foxborough to discuss issues related to the fiscal impacts of Patriot Place. Representatives from the Town included the Town Manager, the Finance Director, the Assessor, the Police Chief and the Fire Chief. The meeting began with Town officials describing background issues and concerns that they felt were relevant to this analysis. These observations and comments were as follows:

- Overall, they anticipated that Patriot Place will have a positive fiscal impact on the town. In particular, the Finance Director noted the proportional declines in the non-residential tax base in the community and the contribution this project would make in reversing this trend. The Finance Director presented an analysis (a copy of this analysis is included in the Appendix of this report) which clearly indicated the Town is very “lean” in terms of staffing given its population and forecasted growth in business. This analysis compared Foxborough to comparable communities within the Commonwealth.
- The current land lease arrangement with Gillette Stadium was considered to be fair from the Town’s perspective. It was noted that Stadium management pays directly for extra off-duty police support on game days or when concerts or other events are held, so that existing Gillette Stadium activities, per se, were not causing a fiscal burden to the Town.

- Considerable discussion occurred relative to the current adequacy of police and fire department staffing. Both Chiefs indicated their departments were currently understaffed due to budgetary concerns within the Town. It was also noted that a new combined police/fire station is currently being constructed and this facility is designed to accommodate a growth in staffing. Both Chiefs expressed concern that the Patriot Place project would result in an increase in their call activity, although they did not have specific figures, they were concerned about their ability to handle this increase in activity while continuing to serve the needs of existing Foxborough residents and businesses.
  
- The Police Chief indicated he is conducting some research into the issue of increased call activity directly related to this project and has been writing other Police Chiefs around the U.S. to gain their insights into what impacts his department might expect. He shared one written response with RKG Associates, Inc. from the Police Department in Gurnee, Illinois. Gurnee has a Bass Pro shop and is part of a 1.9 million square foot shopping center. The Gurnee Police Department indicated that Bass Pro has an active loss prevention staff and that the Gurnee Police Department has experienced minimal calls for service at this facility. The Gurnee Police also indicated they have some calls for burglaries in the mall parking lot, but that overall they experience more service calls to area hotels than to the Bass Pro store. In particular, the Police Chief was concerned about the addition of 12 new liquor licenses at Patriot Place, which would effectively double the number of liquor licenses in Town.
  
- The Fire Chief was equally concerned about the potential impact of Patriot Place on his Department, especially for the Emergency Medical calls related to traffic accidents. In particular, the Fire Chief cited the forecasted increase in traffic volume that was indicated in the MEPA filing, as well as who would handle the construction related call activity during what is anticipated to be an 18 month construction cycle. The Chief believes an increase in emergency calls related to the increased traffic volumes was likely and noted that 75% of their present calls are medical related and 25% fire related. Following this meeting, the Chief sent some additional information which indicated that out of their 3,628 calls in 2005, over 60% of the calls were in roadways, parking lots or at local businesses. The Chief also indicated that many of the emergency medical calls are reimbursed from insurance companies and that four paramedical personnel are paid in this manner.
  
- It was also noted by the Town Administrator and Assessor that staff shortages currently exist within the Assessors Department and Town Administrator's office. No impacts or concerns were addressed relative to the Public Works Department, although the head of Public Works was not at the meeting. RKG was unable to meet with the Health Inspector although it is fully anticipated that there will be an increase demand for inspections as a result of 12 new restaurants (with liquor licenses) at the proposed project.

Based upon the discussions with municipal officials noted above, and in particular the concerns expressed by both the Police Chief and the Fire Chief relative to their departments ability to handle increased call activity at the proposed Patriot Place development, it seemed prudent to survey the Police Chiefs and Fire Chiefs within other communities in the Commonwealth. As presented in greater detail in Chapter IV of this report, RKG interviewed six Fire Chiefs and five Police Chiefs to gain their insights into this issue. Six communities were identified based on their experience with similar types of projects, and, again, this is all discussed in greater detail in Chapter IV. The results of these interviews confirm the fact that both the Police Department and Fire Department in Foxborough will likely see an increase in call activity directly related to the proposed development. However, the general consensus of the Police Chiefs and Fire Chiefs who were interviewed was that the respective projects in their community did not require them to increase staffing, although, in North Attleboro, funding for additional staff was provided as part of the rezoning process to permit the project. The Chiefs also noted that call activity was highest during the grand opening period and during the holiday season and that in particular during the grand opening period there were a large number of false alarms.

### III. ESTIMATION OF ASSESSED VALUE OF PROJECT

#### A. Overview and Conclusion

RKG collected assessment characteristics on different types of commercial properties in order to estimate the assessed value for the proposed Patriot Place when completed. Due to a lack of comparable properties in the Town of Foxborough, data was collected for similar type properties in other towns/cities in eastern Massachusetts in order to provide a larger sample. The focus was on properties of a similar use that were in close proximity to an interstate or major arterial. The uses considered were retail, restaurant and entertainment or cinema uses; medical related and office uses, and hotel use. The selected properties for the sample were located in the following communities: Foxborough, Bellingham, Braintree, Millbury, Needham, North Attleborough, Plymouth, Quincy, Seekonk, Walpole, Waltham and Wrentham.

The assessed values for all property types were “equalized” for comparison purposes based on FY 2006 commercial sales ratios obtained from the Massachusetts Division of Local Service (MA DLA). The unit of measurement utilized for retail and office properties was the equalized value (land and buildings) per square foot (SF) of building area. For hotel properties, an equalized value per room was used. Table III-1 summarizes the estimated assessed values for the different components of the proposed Patriot Place, based on factors identified from the assessment characteristics of similar properties (the comparables approach). More details regarding the comparable properties and their assessed values are contained in the following text (and appear in the Appendix).

**Table III-1 Patriot Place - Estimated Assessment at Build-out (Comparables)**

Use	Proposed Bldg SF	Estimated Assessment (\$000)			Total Per Building SF
		Land	Building	Total	
Medical Office	100,000	\$1,840	\$16,100	\$17,940	\$179
General Office	75,000	\$1,380	\$10,350	\$11,730	\$156
Cinema	100,000	\$2,300	\$9,200	\$11,500	\$115
Health Facilities	55,000	\$1,012	\$7,590	\$8,602	\$156
Restaurant/Tavern	60,000	\$2,208	\$9,384	\$11,592	\$193
Retail	600,000	\$13,800	\$82,800	\$96,600	\$161
Other Entertainment	110,000	\$2,530	\$10,120	\$12,650	\$115
Hotel [1]	250,000	\$1,840	\$15,640	\$17,480	\$70
<b>Total</b>	<b>1,350,000</b>	<b>\$26,910</b>	<b>\$161,184</b>	<b>\$188,094</b>	<b>\$139</b>

Note: 2006 dollars

[1] Values based on a room count of 200 rooms; assumed full-service

Source: RKG Associates, Inc.

RKG also compared the building assessed value estimates from the sample of similar properties (comparables) to the cost to build new facilities, which is presented at the end of this chapter. These figures, based on the cost to build new (the cost approach), are presented in the following table.

**Table III-2: Patriot Place - Estimated Assessment (Cost to Build New)**

Use	Proposed Bldg SF	Assessed Value (\$000)			Total Per Building SF
		Land	Building	Total	
Medical Office	100,000	\$1,840	\$15,781	\$17,621	\$176
General Office	75,000	\$1,380	\$10,790	\$12,170	\$162
Cinema	100,000	\$2,300	\$15,506	\$17,806	\$178
Health Facilities	55,000	\$1,012	\$4,369	\$5,381	\$98
Restaurant/Tavern	60,000	\$2,208	\$7,586	\$9,794	\$163
Retail	600,000	\$13,800	\$68,774	\$82,574	\$138
Other Entertainment	110,000	\$2,530	\$19,808	\$22,338	\$203
Hotel	250,000	\$1,840	\$32,255	\$34,095	\$136
<b>Total</b>	<b>1,350,000</b>	<b>\$26,910</b>	<b>\$174,868</b>	<b>\$201,778</b>	<b>\$149</b>

Note: 2006 dollars

Source: RKG Associates, Inc.

Therefore, the total assessed value for the proposed Patriot Place, when completed, is estimated to range between \$188.1 million (or \$139/SF) and \$201.8 million (or \$149/SF), both inclusive of the estimated assessment of \$26.9 million for the approximate 90.5 acres or so to support the project.

**Conclusion** - The lower end of the range, at \$139/SF, was determined from a review of assessments of similar type properties (the comparables approach). The higher end, at \$149/SF, is reflective of costs (the cost approach) for new Class A type construction.

## B. Comparables Approach

The following section reviews assessment characteristics of comparable properties, by proposed uses, in other townships in eastern Massachusetts, including selected properties in Foxborough in order to establish an estimate of likely assessed values (by proposed use) for the Patriot Place project.

### 1. Retail, Restaurant and Entertainment Uses

Assessment data were obtained on several commercial properties including data on shopping centers, restaurants and entertainment (cinema) venues. Data were collected on major retail shopping centers, including but not limited to, the Shoppes at Blackstone Valley (Millbury); the Walpole Mall (Walpole); and, the Wrentham Village Premium Outlets (Wrentham). Data on adjacent properties in some of these communities were also collected which included anchor stores, restaurants, other retailers, cinemas and the like. Some of the shopping centers contained multiple buildings, where building assessed value (per SF) ranged between the different buildings depending on use. Assessment data for two restaurant properties in Foxborough are also presented for comparison purposes. More assessment details are provided in various tables in the Appendix that identifies the different properties by communities. Table III-3 summarizes key assessment characteristics (equalized) from this sample.

**Table III-3 Summary of Assessment Characteristics at Selected Shopping Centers, Retail & Restaurant Properties**

Property	City/Town	Bldg SF	Year	Equalized Assessment/Bldg SF		
				Land	Building	Total
Restaurant - Picadilly Pub	Foxborough, MA	6,992	1995	\$105	\$93	\$198
Restaurant - Lafayette House	Foxborough, MA	11,000	1978	\$33	\$89	\$122
Seekonk Square	Seekonk, MA	239,959	1985	\$27	\$59	\$86
Target	Seekonk, MA	126,183	2001	\$32	\$56	\$88
Shoppes at Blackstone Valley	Millbury, MA	798,183	2004	\$13	\$93	\$106
Stallbrook Market Place	Bellingham, MA	121,886	1995	\$33	\$81	\$114
Crossroads Shopping Center	Bellingham, MA	131,556	1996	\$27	\$117	\$143
Charles River Shopping Center	Bellingham, MA	199,739	1997	\$16	\$144	\$159
Shops at Long Pond	Plymouth, MA	435,677	2004	\$42	\$76	\$118
Walpole Mall	Walpole, MA	318,792	1974	\$49	\$61	\$110
Wrentham Village Premium Outlet	Wrentham	672,500	2001	\$29	\$185	\$214
	<b>Total/Average [2]</b>	<b>3,044,475</b>	<b>1995</b>	<b>\$28</b>	<b>\$107</b>	<b>\$135</b>
	Minimum	121,886	1974	\$13	\$56	\$86
	Maximum	798,183	2004	\$49	\$185	\$214

[1] Buildings only, excluding parking garages

[2] The factors for land & building Eq'l Asmt/Bldg SF was adjusted to account for those properties without values in these columns

Source: Patriot Properties; Vision Appraisal; Towns' Assessors; MA DLS & RKG Associates, Inc.

The recently completed “lifestyle center”, referred to as the Shoppes at Blackstone Valley, is located in Millbury, at a new interchange of I-90 and Route 146. This mall contains 87 acres and is improved with nearly 800,000 SF divided into 200 stores and restaurants and a 14-screen cinema. The total assessed value is \$106/SF including \$13/SF for the land. The different buildings range in value between \$75/SF (cinema) and \$131/SF (restaurant). The Wrentham Village Premium Outlet contains 122 acres and is improved with more than 670,000 SF. The total assessed value is \$214/SF including \$29/SF for the land. The average building value is \$185/SF and the buildings range in value between \$118/SF and \$188/SF. The new restaurants range in value between \$118/SF and \$145/SF, lower than indicated for the outlet center. Also shown in Table III-3, are two restaurant properties in Foxborough, whose total assessed value ranges between \$122/SF and \$198/SF, including building values that range between \$89/SF and \$93/SF, respectively. The Walpole Mall consists of 31 acres improved with nearly 320,000 SF. The total assessed value factor is \$110/SF including \$49/SF for the land. A fast food restaurant at this property has an assessed building value of nearly \$150/SF, as compared to the average value for the mid-1970s building of \$60/SF.

#### **a) Retail Conclusion**

Based on these comparables, the proposed retail component (600,000 SF) at Patriot Place is estimated to have a total equalized value of \$175/SF, which is approximately the mid-point, indicated between the Walpole Mall (\$110/SF) and Wrentham Village Outlet Mall (\$215/SF). This results in an estimated assessed value of \$161/SF, allowing for an assessment discounted by 8% to reflect Foxborough's equalization ratio. Therefore, the actual assessed value for the retail component (600,000 SF) of Patriot Place is estimated to be \$96.6 million when completed.

#### **b) Restaurant Conclusion**

The total equalized (unadjusted) factor for the proposed restaurant component (60,000 SF) of Patriot Place is \$210/SF. The actual estimated assessment (discounted by 8%) is therefore \$193/SF and estimated to be \$11.6 million upon completion.

### c) Cinema / Other Entertainment Conclusion

The total equalized (unadjusted) factor for the cinema component (100,000 SF) at Patriot Place is estimated to be \$125/SF. The actual estimated assessment (discounted by 8%) is therefore \$115/SF. This value is also utilized for the other proposed entertainment uses at Patriot Place. Upon completion, the estimated valuation of the cinema is \$11.5 million and the estimated valuation for the other entertainment is \$12.6 million.

## 2. Medical Related and General Office Properties

Assessment data for five office properties in Foxborough was collected and compared with data from a sample of four office properties in Waltham. Salient factors about these properties are exhibited in Table III-4. The buildings were also divided between medical related and general office buildings. The equalized assessed value (total) for medical office buildings ranges from \$159 to \$287 per square foot of building area. The low end of the range is reflective of the largest building, while the higher end of the range reflects smaller buildings and both of which are in Foxborough. The equalized assessed value (total) for general office buildings ranges from \$110 to \$168 per square foot of building area. The low end of the range is reflective of the largest building, while the higher end of the range reflects smaller buildings and both of which are in Foxborough. The difference in the average pricing (per SF) between medical and general office is 33%.

**Table III-4 Summary of Assessment Characteristics at Selected Office Properties**

Property	City/Town	Bldg SF	Year	Equalized Assessment/Bldg SF [1]
				Total
<b>Medical Related</b>				
Norwood Hospital Health	Foxborough	10,500	1990	\$287
Sturdy Memorial	Foxborough	10,000	1994	\$203
Mass General West (40 2nd Ave)	Waltham	77,136	1992	\$159
	Total/AVG	97,636	1992	\$177
<b>Professional Office</b>				
Invensys Systems	Foxborough	164,689	1980	\$128
Intellution Inc.	Foxborough	80,230	2000	\$168
HUB Properties	Foxborough	212,977	1988	\$159
KeySpan (52 2nd Ave)	Waltham	199,596	1999	\$142
Watham Corporate Center 201 Jones R	Waltham	317,256	2001	\$110
271 Waverley Oaks Rd	Waltham	102,504	2000	\$113
	Total/AVG	1,077,252	1995	\$133

[1] Equalization ratios: Foxborough (92%); Waltham (95%)

Source: Town of Foxborough; Patriot Properties; MA DLS and RKG Associates, Inc.

### a) General Office Conclusion

Based on these comparables, the proposed general office component (75,000 SF) at Patriot Place is estimated to have a total equalized value of \$170/SF, which is similar to the high end of the range of local values in Foxborough. This results in an estimated assessed value of \$156/SF, allowing for an assessment discounted by 8% to reflect Foxborough's equalization ratio. Therefore, the actual assessed value for the general office component of Patriot Place is estimated to be \$11.7 million when completed.

### b) Medical Office / Health Facilities Conclusion

The proposed medical office component (100,000 SF) at Patriot Place is estimated to have a total equalized value of \$195/SF, which is about 15% higher than the general office, and slightly lower than indicated for a much smaller medical office building in Foxborough. Therefore, the actual assessed value for the medical office component of Patriot Place is estimated to be \$17.9 million (\$179/SF) when completed. This factor is also utilized for the proposed 55,000 SF health facility at the proposed Patriot Place and results in an estimated valuation, upon completion, of \$8.6 million.

### 3. Hotel Properties

Assessment data for three hotel properties in Foxborough and nine properties in five other Massachusetts communities were collected. The selection process focused on modern, if not newer, hotels in close proximity to an interstate, similar to the type that is proposed at Patriot Place. Five hotels are located in Waltham, the other four are located in Braintree, Needham, North Attleborough and Quincy. The salient assessment characteristics (equalized) are exhibited in Table III-5. The three hotels in Foxborough range in quality from midscale (Comfort Inn) to upscale (Courtyard and Residence Inn).<sup>3</sup> The equalized value (per room) ranges from \$75,200 for an older mid-scale property to \$95,500 for a larger and upscale property. Six of these properties were built between 1996 and 2000, with the newest being a Marriott Hotel in Quincy and a Hampton Inn in Braintree. The qualities of the properties range from midscale to upscale to upper upscale depending on the brand. The equalized value (per room) ranges from a low of \$43,850 to a high of \$88,400, with the high end indicative of a larger and premier project, while the lower end reflects a smaller mid-scale property.

**Table III-5 Summary of Assessment Characteristics at Selected Hotel Properties**

Hotel Name	Town	Rooms	Quality [1]	Year	EQ Value per Room
Marriott Courtyard	Foxborough	149	Upscale	1990	\$95,513
Residence Inn	Foxborough	108	Upscale	2000	\$89,744
Comfort Inn	Foxborough	127	Midscale	1985	\$75,243
Hampton Inn	Braintree	103	Midscale	2000	\$51,198
Sheraton	Needham	247	Upper Ups	1986	\$88,367
Holiday Inn Express	No. Attleboro	65	Midscale	1998	\$43,845
Marriott Hotel	Quincy	464	Upper Ups	2000	\$77,584
Westin Hotel	Waltham	346	Upper Ups	1989	\$69,011
Doubletree	Waltham	142	Upper Ups	1988	\$64,318
Summerfield Wyndham	Waltham	136	Upscale	1996	\$73,619
Extended Stay	Waltham	135	Midscale	1998	\$47,969
Homestead	Waltham	142	Midscale	1999	\$48,454
	<b>Total/AVG</b>	<b>2,164</b>		<b>1994</b>	<b>\$72,544</b>
	Minimum	65		1985	\$43,845
	Maximum	464		2000	\$95,513

[1] Quality Codes obtained from STR

Source Town of Foxborough; Smith Travel Research (STR); Patriot Properties; Vision Appraisal; MA DLS & RKG Associates, Inc.

<sup>3</sup> According to quality classifications obtained from Smith Travel Research, a national hotel research firm.

**a) Hotel Conclusion**

Based on these comparables, the proposed hotel component (200 rooms) at Patriot Place is estimated to have a total equalized value of \$95,000 per room, as indicated by a local property, and is reflective of the high end of the established range. This would result in an actual assessed value factor of \$87,400 per room, and an assessment of \$17.5 million, upon completion. This estimated assessment also equates to an estimated \$70/SF (rounded), based on a 250,000 SF project.

**C. Cost Approach**

RKG also reviewed building costs information obtained from Marshall Valuation Services for the various building components of the proposed Patriot Place. The purpose of this review was to compare the assessed values derived from a review of assessments of similar type properties as previously performed, with construction costs to build new.<sup>4</sup> A potential range in construction costs, depending on building classification, is compared with the building's assessed value estimates identified in the following table.<sup>5</sup>

**Table III-6:  
Patriot Place- Range in Estimated Building Assessment**

Use	Gross SF	Equalized Factors [1]	Estimated Construction Cost [2]		
			Class A	Class B	Class C
Medical Office	100,000	\$175	\$171.53	\$167.03	\$164.87
General Office	75,000	\$150	\$156.38	\$151.87	\$116.93
Cinema	100,000	\$100	\$168.54	\$162.52	\$111.21
Health Facilities [3]	55,000	\$150	--	\$86.34	\$86.34
Restaurant/Tavern	60,000	\$170	\$137.42	\$137.42	\$107.87
Retail [4]	600,000	\$150	\$124.59	\$122.44	\$107.86
Other Entertainment/Stadium [5]	110,000	\$100	\$195.73	\$195.73	\$136.52
Hotel (200 rooms) [6]	250,000	\$70	\$140.24	\$137.18	\$113.22
<b>Total</b>	<b>1,350,000</b>	<b>\$130</b>	<b>\$140.80</b>	<b>\$138.24</b>	<b>\$115.29</b>

[1] Equalized values per building SF (exclusive of land value) from similar properties in Foxborough and other towns  
 [2] Assumes "good" construction but excludes any factor for developer's incentive  
 [3] Construction cost are factored as health club/spa (Class C only)  
 [4] Includes \$35/SF for tenant fit-out  
 [5] Construction costs factored as broadcast facility  
 [6] Full - Service Hotel  
 Source: Marshall Valuation Services & RKG Associates, Inc.

For determining municipal revenues for the potential fiscal impact of the project, a range in building assessments will be used in the subsequent chapter with the low end of the range indicative of that indicated from the comparables (\$130/SF), while the high end of the range will be indicative of construction costs for new Class A buildings (\$141/SF). The resulting

<sup>4</sup> The prior assessed values, under the comparable approach, are adjusted for this section to reflect building values only, that are then compared to the cost to build new, excluding any cost for the land.

<sup>5</sup> Marshall Valuation Services defines the different class of construction as follows:  
**Class A** buildings have fireproofed structural steel frames with reinforced concrete or masonry floors and roofs  
**Class B** buildings have reinforced concrete frames and concrete or masonry floors and roofs.  
**Class C** buildings have masonry or concrete exterior walls, and wood or steel roof and floor structures, except for concrete slab on grade

Marshall Valuation Services also differentiates costs depending on four types; excellent, good, average and low cost. The differences are reflected in the quality of materials and finish depending on different building components such as exterior walls; interior finish; lighting, plumbing & mechanicals; and HVAC. For this comparison, good was used for type.

range in estimated assessed building values at build-out, adjusted by the equalization ratio is discussed next.

**Conclusion** - As shown in the following table, the proposed Patriot Place at full build-out would have an estimated building assessed value<sup>6</sup> that would range between \$161.2 million and \$174.9 million, reflecting an adjustment for the equalization ratio. The low end of the range was determined from a review of the assessed values of similar type properties in Foxborough and other communities, while the high end of the range is indicative of the cost to build new, according to information from Marshall Valuation Services.

**Table III-7: Patriot Place- Range in Estimated Building Assessment**

Use	Gross SF	Estimated Building Assessed Values (\$000)	
		Comparable (Low)	Construction Costs (High)
Medical Office	100,000	\$16,100	\$15,781
General Office	75,000	\$10,350	\$10,790
Cinema	100,000	\$9,200	\$15,506
Health Facilities	55,000	\$7,590	\$4,369
Restaurant	60,000	\$9,384	\$7,586
Retail	600,000	\$82,800	\$68,774
Other Entertainment/Stadium	110,000	\$10,120	\$19,808
Hotel	250,000	\$15,640	\$32,255
<b>Total</b>	<b>1,350,000</b>	<b>\$161,184</b>	<b>\$174,868</b>

Source: Marshall Valuation Services & RKG Associates, Inc.

<sup>6</sup> This excludes the estimated \$26.9 valuation for the land.

## IV. ESTIMATION OF MUNICIPAL COST AND NET FISCAL IMPACT

The purpose of the following section is to evaluate the likely fiscal impacts that may be associated with the net increase in on-site commercial development of the proposed Patriot Place in Foxborough, Massachusetts, utilizing a comparison of likely revenues with likely expenses of the proposed redevelopment. Fiscal impact analysis is “a projection of the direct current public costs and revenues associated with residential or nonresidential growth to the local jurisdiction in which the growth is taking place.”<sup>7</sup> In determining the fiscal impact of the proposed redevelopment, estimates are made concerning alterations the development may have on the community’s expenditures and revenues. In most instances, determination of these financial changes is derived from an evaluation of changes in employment levels or gross building area caused by the redevelopment, and measuring the “costs” associated with servicing this change and then comparing with projected revenues (typically property taxes).

### A. Overview of Town Budget

According to the Town of Foxborough budget for FY2005, there was an approximate revenue stream of \$35.41 million as indicated in the following table.

**Table IV - 1 : Allocation of Municipal Revenues by Source  
- General Fund (Year ended June 30, 2005)**

	Revenues	% of Revenues	Per Capita
RE & Personal Property Tax (net refunds)	\$23,505,820	66.4%	\$1,437
Motor Vehicle & Excise Tax	\$2,050,000	5.8%	\$125
Penalties & Interest	\$80,000	0.2%	\$5
Intergovernmental - Chapter 70	\$5,867,603	16.6%	\$359
Intergovernmental - Lottery	\$1,360,167	3.8%	\$83
Intergovernmental - Other	\$450,969	1.3%	\$28
Investment Income	\$50,000	0.1%	\$3
Departmental & Other	\$2,042,000	5.8%	\$125
<b>Total Revenues</b>	<b>\$35,406,559</b>	<b>100.0%</b>	<b>\$2,165</b>

Source: MA Division of Local Services; Town of Foxborough  
Board of Assessor; MA Division of Career Centers; & RKG Associates, Inc.

Slightly more than 66.0% of revenues were derived from real estate and personal property taxes (net of any tax refunds). Approximately 21.7% of revenues were received from intergovernmental sources, the majority of which were Chapter 70 funds, followed by funds from the Lottery. The estimated resident population for 2004 was 16,354 persons, thereby indicating an estimated average revenue of \$2,165 per person (capita).

In contrast, FY 2005 expenditures for the Town of Foxborough totaled slightly more than \$40.07 million as indicated in the following table.

<sup>7</sup> Robert W. Burchell, et. al. The New Practitioner’s Guide to Fiscal Impact Analysis. Center for Urban Policy Research, Rutgers University, 1985.

**Table IV - 2 : Allocation of Municipal Expenditures by Use  
- General Fund (Year ended June 30, 2005)**

	<b>Expenditures</b>	<b>% of Expenditures</b>	<b>Per Capita</b>
General Government	\$1,615,021	4.0%	\$99
Public Safety	\$4,925,000	12.3%	\$301
Education	\$23,475,608	58.6%	\$1,435
Public Works	\$1,544,443	3.9%	\$94
Human Services	\$421,277	1.1%	\$26
Culture & Recreation	\$863,856	2.2%	\$53
Employee Benefits	\$5,436,394	13.6%	\$332
State & County Assessments	\$154,326	0.4%	\$9
Debt Service - Principal	\$613,800	1.5%	\$38
Debt Service - Interest	\$1,021,593	2.5%	\$62
<b>Total Expenditures</b>	<b>\$40,071,318</b>	<b>100.0%</b>	<b>\$2,450</b>

Source: MA Division of Local Services; Town of Foxborough Board of Assessor; MA Division of Career Centers; & RKG Associates, Inc.

Almost 59.0% of the expenditures were for education, comprising the greatest portion of expenditures. This amount is followed by the nearly \$5.44 million for employee benefits thereby, comprising 13.6% of the total expenditures. Estimated expenditures per capita were \$2,450, slightly more than the estimated revenue per capita.

This observed difference in revenues and expenditures (as presented on a per capita basis) is typically reconciled in the following manner: Additional revenues are derived from borrowing and from the ongoing revenues, as a result of overhead charges, to the various Town enterprise accounts. There are also monies that are allocated from previous years' budgets that have been unspent and that are not dedicated to other accounts or sources, otherwise, "free money". As such, this is akin to a "rainy day fund," but not referenced as such. In other words, there is a diminishing positive balance, irrespective of the previously mentioned per capita shortfall.

**B. Municipal Expenditure Allocation: Residential versus Non-Residential**

In order to estimate the cost of services for the proposed development, RKG evaluated budget information obtained from the Town of Foxborough Board of Assessors and summary data from the Massachusetts Division of Local Services. As exhibited in the following table, a blended average is derived from residential and non-residential assessment characteristics (FY 2006) in order to apportion costs between the uses.

**Table IV - 3 : Allocation Process For Residential & Non-Residential**

	<b>Residential</b>	<b>Non-Residential</b>	<b>Total</b>
Tax Parcels	5,325	429	5,754
% of Total	92.5%	7.5%	100.0%
Assessment (\$000's)	\$2,010,657.56	\$446,180.87	\$2,456,838.43
% of Total	81.8%	18.2%	100.0%
<b>Overall Average</b>	<b>87.2%</b>	<b>12.8%</b>	<b>100.0%</b>

Source: MA Division of Local Services; Town of Foxborough Board of Assessor; & RKG Associates, Inc.

This analysis excludes the approximate \$56.02 million in personal property assessment. As such, approximately 87.2% of the Town of Foxborough municipal expenditures (or costs

associated with “running the town”) are related to residential uses and properties. Conversely, 12.8% of the municipal costs are associated with non-residential development and properties.

The following table allocates the FY 2005 Town expenditures based on the preceding calculations and proportions. Selected expense categories such as education were allocated totally to residential uses, since non-residential use would not directly utilize these services.

**Table IV - 4 : Allocation of Municipal Expenditures  
- General Fund (Year ended June 30, 2005)**

Expenditures	Residential		Non-Residential	
	%	Cost	%	Cost
General Government	87.2%	\$1,408,165	12.8%	\$206,856
Public Safety	87.2%	\$4,294,195	12.8%	\$630,805
Education	100.0%	\$23,475,608	0.0%	\$0
Public Works	87.2%	\$1,346,627	12.8%	\$197,816
Human Services	87.2%	\$367,319	12.8%	\$53,958
Culture & Recreation	100.0%	\$863,856	0.0%	\$0
Employee Benefits	87.2%	\$4,740,088	12.8%	\$696,306
State & County Assessments	87.2%	\$134,560	12.8%	\$19,766
Debt Service - Principal	87.2%	\$535,183	12.8%	\$78,617
Debt Service - Interest	87.2%	\$890,745	12.8%	\$130,848
<b>Total Expenditures</b>	<b>95.0%</b>	<b>\$38,056,346</b>	<b>5.0%</b>	<b>\$2,014,972</b>

Source: MA Division of Local Services; Town of Foxborough  
Board of Assessor; MA Division of Career Centers; & RKG Associates, Inc.

FY 2005 expenditures for the Town of Foxborough totaled \$40.07 million. Utilizing the previously developed allocation ratio, an approximate \$38.06 million of the Town operating expenses (inclusive of school and culture/recreation) are associated with the residential component of the community. Conversely, approximately \$2.02 million of Town expenses are a result of “servicing” its non-residential properties. The next step is to develop an estimate of municipal service costs on a per unit basis. According to the Massachusetts Division of Career Centers, there was an average of 9,935 persons (from all industry sectors) employed in the Town of Foxborough in 2005. Dividing the estimated non-residential service costs by this employment base, results in an approximate cost of \$203 per employee.

### C. Municipal Revenues Estimate

Typically, property tax receipts serve as the primary source of municipal revenues in Massachusetts. In order to estimate the gross property taxes to be paid by the proposed Patriot Place in Foxborough, it is first necessary to develop an estimate of the likely assessed value of the project, which is presented in detail in an earlier section of this report. However, to summarize, assessed values for the proposed Patriot Place range from \$188.1 million utilizing the comparables approach to \$201.8 million utilizing the cost approach. Gross estimated property taxes (exclusive of personal property tax) are \$1.94 million under the comparables approach and \$2.08 million under the cost approach (the property tax rate for Foxborough, where there is no split rate, is \$10.32 per \$1,000 of assessed value) as presented in the following table.

**Table IV – 6  
Proposed Patriot Place  
Foxborough, MA**

Property Use	Gross SF	Comparable		Cost to Build New	
		Total Assessment	Real Estate Taxes	Total Assessment	Real Estate Taxes
Medical Office	100,000	\$17,940,000	\$185,141	\$17,620,760	\$181,846
General Office	75,000	\$11,730,000	\$121,054	\$12,170,220	\$125,597
Cinema	100,000	\$11,500,000	\$118,680	\$17,805,680	\$183,755
Health Facilities	55,000	\$8,602,000	\$88,773	\$5,380,804	\$55,530
Restaurant/Tavern	60,000	\$11,592,000	\$119,629	\$9,793,584	\$101,070
Retail	600,000	\$96,600,000	\$996,912	\$82,573,680	\$852,160
Other					
Entertainment/Stadium	110,000	\$12,650,000	\$130,548	\$22,337,876	\$230,527
Hotel	250,000	\$17,480,000	\$180,394	\$34,095,200	\$351,862
<b>Total</b>	<b>1,350,000</b>	<b>\$188,094,000</b>	<b>\$1,941,130</b>	<b>\$201,777,804</b>	<b>\$2,082,347</b>

Source : Urban Land Institute and RKG Associates, Inc.

The assessed value of personal property, exclusive of utilities, is about 6.5% of the commercial/industrial assessment, or \$29.2 million on \$446.2 million (FY 2006) in Foxborough. This is rounded to 10.0% in this analysis given the likely higher level of finish and personal property associated with hotel, entertainment and retail uses as proposed for Patriot Place. Therefore, an additional \$18.8 million (comparables approach) to \$20.2 million (cost approach) in assessed value is derived from Patriot Place. This additional assessment results in an estimated additional property tax of \$194,100 (comparables approach) to \$208,200 (cost approach).

**Conclusion** - Therefore, the estimated annual gross property and personal tax revenue to be generated from the proposed Patriot Place ranges from \$2.14 million (comparables approach) to \$2.30 million (cost approach). These are not, however, net estimates of tax revenue since the estimated contributions from the land, as is, must be deducted, as well as an estimate of providing service to the proposed project.

#### **D. Net Fiscal Impact**

The taxes now being paid on the land for this project are approximately \$99,000 as below.

**Table IV - 6  
Proposed Patriot Place  
Foxborough, MA**

Property Use	Estimated Acres	Estimated Current Taxes
Medical Office	5.7	\$6,278
General Office	4.3	\$4,709
Cinema	9.2	\$10,045
Health Facilities	3.2	\$3,453
Restaurant/Tavern	5.5	\$6,027
Retail	45.9	\$50,226
Other Entertainment/Stadium	8.4	\$9,208
Hotel	8.3	\$9,080
<b>Total</b>	<b>90.5</b>	<b>\$99,026</b>

Source : Urban Land Institute and RKG Associates, Inc.

In order to adjust the estimated property taxes, to be net of any costs associated with providing municipal services to the project, it is first necessary to estimate the direct and ongoing employment, i.e., excluding construction related employment during build-out, associated with Patriot Place. In this analysis, employment standards on a per SF basis as developed in conjunction with the Urban Land Institute (ULI) are used.

**Table IV - 7**  
**Proposed Patriot Place**  
**Foxborough, MA**

<b>Property Use</b>	<b>Gross SF</b>	<b>Mean Employment per 1,000 SF</b>	<b>Mean Employment</b>	<b>Service Costs</b>
Medical Office	100,000	500	200	(\$40,565)
General Office	75,000	435	172	(\$34,970)
Cinema	100,000	2,000	50	(\$10,141)
Health Facilities	55,000	500	110	(\$22,311)
Restaurant/Tavern	60,000	875	69	(\$13,908)
Retail	600,000	1,200	500	(\$101,413)
Other Entertainment/Stadium	110,000	2,000	55	(\$11,155)
Hotel	250,000	2,075	120	(\$24,437)
<b>Total</b>	<b>1,350,000</b>		<b>1,276</b>	<b>(\$258,900)</b>

Source : Urban Land Institute and RKG Associates, Inc.

The proposed Patriot Place, at full build-out, generates an estimated 1,276 employment positions, and at an average cost of \$203/employee, results in municipal service costs to the Town of Foxborough of approximately \$259,000 annually. In practical terms, this represents 3-4 new municipal personnel as a result of the project. These estimated costs are then deducted from the estimated property tax revenues to develop adjusted revenue for the proposed Patriot Place development. This forecasted "cost" increase would result in a 12.8% increase to the non-residential portion of the municipal budget (see Table IV-4).

**Table IV - 8**  
**Reconciliation for Net Fiscal Impact**

<b>ADJUSTMENTS</b>	<b>Comparables</b>	<b>Cost</b>
Unadjusted Tax from Property	\$1,941,130	\$2,082,347
<b>PLUS</b> - Estimated Personal Property	\$194,113	\$208,235
<b>UNADJUSTED</b>	<b>\$2,135,243</b>	<b>\$2,290,582</b>
<b>LESS</b> - Existing Taxes	(\$99,026)	(\$99,026)
Adjusted Taxes	<b>\$2,036,217</b>	<b>\$2,191,556</b>
<b>LESS</b> - Cost of Services	(\$258,900)	(\$258,900)
<b>Adjusted NET</b>	<b>\$1,777,317</b>	<b>\$1,932,656</b>

Source : RKG Associates, Inc. and Town of Foxborough Board of Assessors

As indicated in the preceding table, the adjusted property and personal taxes (utilizing the comparables approaches) from the proposed Patriot Place project result in an annual estimated additional net tax revenue of \$1.78 million, as compared with \$1.93million (from the cost approach). This would result in a 7.6% to 8.2% increase in real and personal property tax receipts to the Town of Foxborough. This increase in taxes would enable the community to hire additional staff to support key departments that may be currently understaffed, or could be used to reduce the tax rate in future years.

In addition to the annual property tax (as adjusted in the preceding table), there is an estimated one time income to be realized, resulting from building permits and fees, of \$2.92 million, as provided by NPP Development LLC. This has been adjusted to reflect an estimated net amount of \$2.3 million.

## E. Sensitivity Analysis

There are a number of variables that could impact the magnitude of the forecasted net fiscal benefit to the Town of Foxborough as an outgrowth of Patriot Place. Each of these variables and their potential impacts are discussed below. It should be noted that none of these variables would change the overall conclusion as an outgrowth of this analysis, namely that the net fiscal impact of Patriot Place would be very positive to the Town.

- **Police Department Impacts:** Because Gillette Stadium already has an excellent onsite security system, as will Patriot Place, and because police jurisdiction on Route 1 is handled by the State Police, RKG does not believe the impact of the project will have any larger impact on the Police budget than what is already reflected in the per capita cost estimates. Also, it should be noted that the applicant has agreed to pay for traffic improvements and for certain costs associated with traffic management by the police department. Discussions with the Police and Fire Chiefs in other communities indicate that call activity will be particularly high during the grand opening period and also during the holiday period from Thanksgiving to Christmas.
- **Fire Department Impacts:** Because of the increased traffic volume being forecast for Route 1, it is reasonable to assume that emergency medical calls for the Fire Department will increase. However, it is worth noting that any such increase does not correspond to an unmitigated demand for services. As noted, the per capita cost estimates demonstrate that regular, substantial funds will be generated by Patriot Place to more than compensate for potential costs of services. In addition, NPP Development LLC is making significant roadway improvements to Rte. 1 as part of this project, which will likely reduce the number of accidents per vehicular mile, including but not necessarily limited to new traffic signals, reduced speeds along corridors and improved traffic management. Also, because a large portion of the emergency calls handled by the Fire Department is reimbursed, it is unreasonable to assume that all increased calls will be funded by the Town. The proposed project's improvements and traffic impacts are anticipated to be carefully reviewed during the site plan approval process.
- **Real and Personal Property Taxes:** As noted in Chapters 3 and 4, two different methods were used to estimate the range of assessed valuation and property taxes for Patriot Place. RKG believes both approaches have validity and until more definitive information and specifications are available on the project, a range should be utilized as part of the analysis.

## F. Community Interviews

As a part of this analysis, RKG interviewed Fire and Police officials in a variety of other Massachusetts communities, in order to garner a better understanding of the impacts, if any, that these departments and communities realized when large-scale retail/commercial/mixed-

use development came to their town. A brief overview of the retail/commercial development, under question, in each community is presented first and this is then followed by a summary of the interviews.

**Hingham, MA** - The Derby Street Shoppes, opened in 1984 and expanded in 2002, and contain about 300,000 SF of retail/commercial space. These are an open village or lifestyle concept of retailing.

**Fire Chief Mark Duff** – Conversations with the Chief indicated that, in his opinion, the overall impact of this retail facility has been positive in paying property taxes, providing employment and in enhancing the image of Hingham. The Derby Shoppes have increased the workload of his department but he could not put a monetary calculation to that. The Chief indicated that his department makes about 150 to 200 calls annually to the Derby Shoppes, representing about 5.0% of his call activity. There were many calls for false alarms, especially when the facility first opened. Similarly, the gathering of people and shoppers has increased his medical related call activity.

**Police Chief Steven Carlson** – Conversations with the Chief indicated that he believed the Derby Shoppes to be a good fit in his community and with his department. He stated that call activity has increased with the retail development, but that the calls have not been of a nature that would cause him to increase staffing.

**Kingston, MA** - The Independence Mall, about 765,000 SF, was built in 1989 and expanded in 1996. The shopping center has visibility and access off of Route 3.

**Deputy Fire Chief Robert Heath** – Conversations with the Deputy Chief indicated that Independence Mall has generally not placed a burden on the Fire Department. There were lots of calls to the shopping center when it first opened but this has averaged to around two to three calls per week. The Deputy Chief indicated that this may seem high but if put into perspective of a near 800,000 SF complex with dozens of storefronts, the amount of call activity is reasonable. Prior to the Independence Mall opening the Fire Department had all engineering plans reviewed and the Mall is fully sprinklered. Some staff was added to a day shift when the Mall first opened, but this was believed to be in response to increases in call activity and workload across all of Kingston and not specific to the Mall itself. As part of the negotiations for the development of the Mall, a “land swap” was required between the developer and the Town, whereby the Town built a new fire station across from the Mall.

**Police Chief Joseph Rebello** – Independence Mall was completed three Police Chiefs prior. Conversations with representatives of the Police Department indicated that we defer to the Fire Department. However, representatives of the Police Department indicated that 3.0% to 6.0% of police call activity, non-self initiated, originated from the Independence Mall and surrounding commercial build-up.

**Millbury, MA** - The Shoppes at Blackstone Valley opened in 2004. This is an open-air mixed-use retail and entertainment complex of approximately 800,000 SF.

**Fire Chief David Rudge** – The Millbury Fire Department is a volunteer company according to conversation with Chief Rudge. There was no mitigation plan in place when the Shoppes went in, and according to the Chief two prior development proposals for this site were turned down. The call activity has increased but not as much as the Chief had anticipated. Chief Rudge indicated that he has perhaps 50 calls per year to this facility out of a total of 400 calls. The calls are fire related only (also alarms and the like) but there is no emergency medical (EMT) from his department.

**Police Chief Richard Handfield** – According to the Chief, the Shoppes at Blackstone Valley generate about \$1.0 million annually in property tax revenue. The Shoppes have placed a strain on his department, as there are many new requests for services and responses, because of the center, without any commensurate increase in manpower for his department. Response activity varies by type of store and use, as well as the level of management, meaning that some retailers do a good job of policing themselves while others do not. The Chief's original expectations for additional calls for shoplifting, as an example, have not been met. The Chief indicated that some merchants police themselves and others, perhaps, simply do not report it. The Chief also believed that an open-air concept was better at deterring shoplifting and gang potential as this type of retail layout better facilitates crowd dispersal.

The Chief believed that his department could likely absorb the activity, over time, from the retail component of the Shoppes, but the Shoppes hire his personnel on the weekends for traffic management. Traffic has increased throughout the community, partly in response to shoppers to the Shoppes, but also as travelers seek to avoid construction at the Town's interchanges. The Chief also believed that the Shoppes were poorly designed, as there is only one point of ingress/egress.

**North Attleborough, MA** - The approximate 1.1 million SF Emerald Square Mall is one of several shopping venues in North Attleborough. The Mall was built in the late 1980s and was renovated in 1992.

**Fire Chief Peter Lamb** – According to the Chief, Emerald Square generates an average of three to five responses on a weekly basis, ranging from medical, to false alarms and everything in between. During the shopping season, the Mall generates an average of seven to ten calls per week. While these calls are not necessarily financial costs to the Fire Department as many responses are billed back, they nonetheless take a cost in terms of reallocated manpower. The Chief indicated that the Mall has an agreement with the Town whereby it pays an annual stipend of around \$90,000 to the Fire Department and to the Police Department (each) as a means of defraying costs. On the administrative side, the Chief indicated that with inspections and other services, the Mall in and of itself generates about 20 hours of work per week.

**Police Chief Michael Gould** – According to the Chief his department has been a lot busier with the opening of Emerald Square, however, it is difficult to divorce Emerald Square from all of the other development that has sprung up around it. Most calls are for shoplifting, false alarms, breaking/entering into cars in the lot and so on. The Chief indicated that as part of

the mitigation package from the developers as part of a rezoning of the property, monies were set aside to hire two (2) additional police personnel (as well as two fire personnel).

**Plymouth, MA** - The Shops at Long Pond, approximately 435,700 SF of retail/commercial development opened very recently in 2004.

**Fire Chief James Pierson** – Conversations with the Chief indicated that there is an average of 10 calls per week to this facility and that this is relatively “small” compared to other retail and commercial development in the community. Many of these calls are nuisance calls related to false alarms. The Chief also noted that any costs of servicing retail centers could be lessened given a good relationship with the management.

**Police Captain Michael Botieri** - The Captain noted that his department’s workload has increased with the development of the retail base in Plymouth but that the primary reason for their additional demands was the result of budgetary cuts. Finance and budget constraints, according to the Captain, had already reduced his department by five personnel over the last several years. He has been unable to hire any additional personnel.

**Wrentham, MA** - The Wrentham Village Premium Outlet is a 672,500 SF outlet center that opened in 1995.

**Fire Chief Robert Morrill** – Chief Robert Morrill of the Wrentham Fire Department indicated that the fire and ambulance service make an average of 12 to 15 calls per month, over the last six to seven years, to the Wrentham Village Premium Outlets. This has been well below the Town’s initial expectations prior to the opening of the outlet. Chief Morrill stated that the outlet has not been a burden on his budget particularly given what the Wrentham Village Premium Outlets pay in taxes. Chief Morrill stated that the owners of the outlet, prior to the opening of the center paid a \$50,000 mitigation fee to the Fire Department as part of a rezoning of the property. The monies were utilized to upgrade the fire alarm system across the Town and as such, Chief Morrill looks at that as a \$50,000 savings to Wrentham. The Chief also stated that the outlet center contracts directly with the Fire Department to have an emergency team (usually two persons) on-site at the Wrentham Village Premium Outlets during the post-Thanksgiving shopping weekend. According to Chief Morrill, there have been no fires or major incidents at the outlets since the opening. The facility is fully sprinklered and alarmed and the on-site management team does a good job in self-monitoring for safety. Chief Morrill did indicate, however, that given the physical size of the outlet (170 or so stores) the Fire Department could not have performed on-site inspections and fire prevention as often as they would like, but that management at the Wrentham Village Premium Outlets does a good job in self-policing and monitoring.

**Police Chief Joseph E. Collamati** – Chief Joseph Collamati of the Town of Wrentham Police Department indicated that he maintains actual data on the number of calls and responses to this outlet center and could provide these on a fee basis. This data revealed that over the 2001 through 2004 time-period there was an average of 18 calls/responses per month to the Premium Outlet. Responses to larceny accounted for 62.0% of the police activity, arrests accounted for 16.0% of the activity, breaking and entering of motor vehicles

accounted for 7.0% of the activity. Traffic accidents and tie-ups-at the exit ramp servicing the outlet center is the largest response generator for local police. Chief Collamati indicated that traffic volume for the outlet center was around 3.3 million auto visits last year and that he believes this center is the second busiest in the chain of Premium Outlets. Impacts throughout the remainder of the town are negligible according to Chief Collamati. The Chief stated that the Police Department negotiated a contract with the owners of the outlet center as part of the mitigation process prior to opening and receiving approvals for zoning changes to build the project. The terms of this contract were not disclosed but Chief Collamati stated that the owners of the outlet center have a pay-as-you-go contract. As an example, the Police Department has a detail at the outlet center perhaps 40 weekends of the year. The cost for this detail is billed back to the owners of the outlet center and was perhaps \$90,000 in 2004.

**Conclusion** - Conversations with Fire Chiefs, or other representatives of the Fire Department, in several communities that have experienced a growth in the amount of retail/commercial development, generally indicated that the increased build-up resulted in an increase in their workload, notably responding to calls. These representatives did not indicate that they could attribute a specific cost to responding to these calls, but stated that:

- Increased response and calls had a “cost” in terms of manpower, meaning that a response to an alarm at a shopping mall meant that personnel could not respond somewhere else.
- One Chief believed that the addition of the retail to his community resulted in an additional 20 hours per week of administrative and paperwork.
- Some Fire Departments had a mitigation agreement in place with the developer of the retail shopping center(s) in their community. One project required a land swap in exchange for a rezoning of the property and the land swap was for the development of a fire substation.

Conversations with Police Chiefs indicated that their call and response activities have risen with the advent of a large retail/commercial structure in their community, but that the increase in activity was generally believed to be commensurate with the size of the structure. None of the Chiefs directly stated that the additional development had placed enough of a burden on their department to warrant the addition of new personnel.

Although none of the officials interviewed indicated that their departments had to take on extra staffing as a direct result of the new retail/commercial development within their communities, a few communities established special mitigation packages, particularly where a rezoning was necessary, to allow the project to be developed. For example, the package for the Emerald Square Mall (North Attleborough) was to hire two (2) additional police personnel. Some Chiefs interviewed stated that their departments were “spread thin” prior to the opening of any new development, and that this may have been the result of retirements and level funding policies, as examples. Typically, respondents stated that their departments had been able to absorb the additional call/response workload and that in terms of “cost” there was a lost manpower cost whenever a response was made to a Mall, meaning that individual was unavailable for a response elsewhere in the community if needed. This potential problem was clearly stated by the Fire Chief in Foxborough relative to Patriot

Place. In conclusion, even if the Town of Foxborough were to elect to fund two (2) additional full time fire fighters and two (2) additional full time police officers, the Town would still benefit as a result of Patriot Place in that they would be receiving a \$1.9 - \$2 million net positive fiscal impact on an annual basis.

## V. APPENDIX

The Appendix section of this report presents a discussion of various secondary or indirect impacts, as well as provides more detailed assessment and comparable data in this analysis. It also includes a summary of the findings from the Vanasse & Associates traffic mitigation plan as well as comparative analysis of Town budgets prepared by the Foxborough Finance Director.

### A. Discussion of Indirect Impacts

The following overview discussion of indirect impacts, representing either a “cost” or a “benefit” are presented next.

- **Chapter 70 Funding:** The Town receives money from the State as a Foundation Aid Community. This money is used for educational funding. A recent revision to the law has funding based on a number of variables, including the ratio of income levels in the Town to that of the State, and the ratio of assessed property in the Town to that of the State. In a recent discussion with Mr. Roger Hatch, who works with the State Department of Education, and is an expert in Chapter 70 funding, Mr. Hatch estimated that an increase in Town assessments as a result of Patriot Place in the amount of \$200 million (the rounded average of the two methods) would likely result in a reduction in State aid of around \$75,000. The Town would then need to raise this additional money locally to maintain educational funding at the same level. This analysis by Mr. Hatch also assumes all other variables that impact this Chapter 70 formula remain constant, which is not likely to occur. Nonetheless, this \$75,000 could be considered a “fiscal cost” indirectly associated with the increased assessed value from the development of Patriot Place.
- **Lottery Funding:** In FY 2005, the Town received an estimated \$1.3 million in State aid from the Lottery. Based on RKG’s understanding of this distribution formula, a per capita increase in assessed value results in a direct proportional decline in Lottery aid. Based on a population of 16,354, and an assessed valuation of \$2.2 billion, the per capita assessed valuation in FY 2005 was \$135,500. Assuming a \$200 million increase in assessed valuation, and the same population, the per capita assessed valuation would increase to \$146,700, or 9%. If these assumptions hold constant (which is unlikely in that both population and assessed valuation change annually), then Lottery funds from the State might decline by 9%, or by \$117,000. This could also be considered an indirect “fiscal cost” of the project, again reflecting the increased assessed value associated with the Patriot Place project.
- **Non-Residential Project:** The proposed Patriot Place project does not include a residential or housing component. As such, it is unlikely that the project will result in any significant influx of new population and residents. While it is likely that some upper management personnel, associated with the retail development, may relocate to Foxborough (or surrounding communities) this in-migration will likely be nominal.

Potential “savings” in municipal service costs could be significant as this analysis estimates an approximate per capita cost of \$2,400 annually.

- **Secondary Growth:** The proposed Patriot Place development will likely stimulate additional commercial development within the Route 1 corridor and this potential future growth was not factored in this analysis.

## B. Selected Comparable Assessments

The following tables depict the properties used in the sample to estimate the assessed value for Patriot Place.

### 1. Retail Properties

**Table V - 1 -Assessment Data from Sample of Restaurant Properties in Foxborough, MA**

Description	Acres	Bldg SF	Density	Effective Year	Assessment		
					Actual	Equalized [1]	\$/ Bldg SF
<b>Piccadilly Pub (25 Foxborough Blvd)</b>							
Land	3.9		4.1%		\$677,700	\$736,630	\$105
Building		6,992		1995	\$598,900	\$650,978	\$93
<b>Parcel Total</b>	<b>3.9</b>	<b>6,992</b>	<b>4.1%</b>	<b>1995</b>	<b>\$1,276,600</b>	<b>\$1,387,609</b>	<b>\$198</b>
<b>Lafayette House (109 Washington St)</b>							
Land	1.9		13.1%		\$332,000	\$360,870	\$33
Building		11,000		1978	\$902,000	\$980,435	\$89
<b>Parcel Total</b>	<b>1.9</b>	<b>11,000</b>	<b>13.1%</b>	<b>1978</b>	<b>\$1,234,000</b>	<b>\$1,341,304</b>	<b>\$122</b>

[1] Foxborough equalization ratio is 92% (FY-2006)

Source: Town of Foxborough; MA DLS & RKG Associates, Inc.

**Table V - 2: Assessment Data for the Walpole Mall, Walpole, MA**

Description	Acres	Finished SF	Density	Year Built	Assessment		
					Actual	Equalized [1]	\$/Bldg SF
Land	30.94		24%		\$14,327,900	\$15,573,804	\$49
<b>Buildings</b>							
Mall		316,854		1974	\$17,135,500	\$18,625,543	\$59
Restaurant		1,938		1992	\$265,300	\$288,370	\$149
Yard/Extra					\$387,900	\$421,630	\$1
Buildings		318,792			\$17,788,700	\$19,335,543	\$61
<b>Parcel Total</b>	<b>30.94</b>	<b>318,792</b>	<b>24%</b>	<b>1974</b>	<b>\$32,116,600</b>	<b>\$34,909,348</b>	<b>\$110</b>

[1] Walpole equalization ratio is 92% (FY-2006)

Source: Vision Appraisal; MA DLS and RKG Associates, Inc.

**Table V – 3: Shoppes at Blackstone Valley, Millbury, MA**

Description	Acres	Living Area	Density	Year Built	Assessment		
					Actual	Equalized [1]	\$/Bldg SF
<b>Land</b>	87.6		21%		\$9,716,900	\$10,337,128	\$13
<b>Building</b>							
ShopCtr		285,629		2003	\$24,046,300	\$25,581,170	\$90
ShopCtr		136,802		2003	\$11,749,400	\$12,499,362	\$91
ShopCtr		66,124		2004	\$5,705,900	\$6,070,106	\$92
Restaurant		6,560		2004	\$758,400	\$806,809	\$123
Restaurant		5,540		2004	\$680,800	\$724,255	\$131
ShopCtr [2]		42,672		2004	\$3,805,400	\$4,048,298	\$95
Restaurant		3,818		2004	\$444,650	\$473,032	\$124
Cinema		94,547		2004	\$6,680,950	\$7,107,394	\$75
ShopCtr		12,508		2004	\$966,900	\$1,028,617	\$82
ShopCtr		143,983		2004	\$11,334,800	\$12,058,298	\$84
Yard/Extra					\$3,926,500	\$4,177,128	\$5
<b>Buildings</b>		798,183			\$70,100,000	\$74,574,468	\$93
<b>Parcel Total</b>	87.6	798,183	21%	2004	\$79,816,900	\$84,911,596	\$106

[1] Millbury equalization ratio is 94%

[2] Actual assessed value was \$190,300 since it was incomplete; figure shown is replacement cost

Source: Vision Appraisal; MA DLS & RKG Associates, Inc.

**Table V - 4: Assessment Data for Wrentham Village Premium Outlet, Wrentham, MA  
1060 South St**

Description	Acres	Bldg SF	Density	Effective Year	Assessment		
					Actual	Equalized [1]	\$/Bldg SF
<b>Land</b>							
Primary	52.80				\$14,759,730	\$16,043,185	\$25.15
Secondary	52.91				\$344,970	\$374,967	\$0.59
Subtotal	105.71		14%		\$15,104,700	\$16,418,152	\$25.74
<b>Building</b>							
Shop CTR/Malls		49,200		2000	\$8,342,400	\$9,067,826	\$184.31
Shop CTR/Malls		96,375		2000	\$16,417,900	\$17,845,543	\$185.17
Shop CTR/Malls		85,650		2000	\$14,590,800	\$15,859,565	\$185.17
SC/Mall inc Food Ct		177,400		2000	\$29,939,700	\$32,543,152	\$183.45
Shop CTR/Malls		86,010		2000	\$14,652,200	\$15,926,304	\$185.17
Shop CTR/Malls		95,610		2000	\$16,287,600	\$17,703,913	\$185.17
Shop CTR/Malls		42,040		2000	\$7,286,600	\$7,920,217	\$188.40
Wastewater Plant		5,568		2003	\$144,100	\$156,630	\$28.13
Yard, Paving etc					\$1,664,000	\$1,808,696	
Subtotal		637,853		2000	\$109,325,300	\$118,831,848	\$186.30
<b>Parcel Total</b>	105.71	637,853	14%	2000	\$124,430,000	\$135,250,000	\$212.04

**1048 South St**

Description	Acres	Bldg SF	Density	Effective Year	Assessment		
					Actual	Equalized [1]	\$/Bldg SF
<b>Land</b>							
Primary	1.84				\$531,020	\$577,196	\$16.66
Secondary	14.88				\$2,257,390	\$2,453,685	\$70.82
Subtotal	16.72		5%		\$2,788,410	\$3,030,880	\$87.48
<b>Building</b>							
Restaurant		9,945		2004	\$1,082,100	\$1,176,196	\$118.27
Restaurant		5,872		2004	\$783,200	\$851,304	\$144.98
Restaurant		3,650		2004	\$446,200	\$485,000	\$132.88
Yard, Paving etc					\$253,300	\$275,326	
Existing		19,467			\$2,564,800	\$2,787,826	\$143.21
Under Construction		15,180		2007			
Subtotal		34,647			\$2,564,800	\$2,787,826	\$143.21
<b>Parcel Total</b>	16.72	34,647	5%		\$5,353,210	\$5,818,707	\$230.69

[1] Wrentham equalization ratio is 92% (FY-2006)

Source: Town of Wrentham; MA Division of Local Services &amp; RKG Associates, Inc.

## 2. Office Properties

**Table V - 5 - Assessment Data from Sample of Medical, Office & R/D Properties in Foxborough, MA**

Description	Acres	Bldg SF	Density	Effective Year	Assessment		
					Actual	Equalized [1]	\$/ Bldg SF
<b>Norwood Hospital Health Center (72 Walnut St)</b>							
Land	6.6		3.6%		\$983,100	\$1,068,587	\$102
Building		10,500		1990	\$1,785,000	\$1,940,217	\$185
<b>Parcel Total</b>	<b>6.6</b>	<b>10,500</b>	<b>3.6%</b>	<b>1990</b>	<b>\$2,768,100</b>	<b>\$3,008,804</b>	<b>\$287</b>
<b>Sturdy Memorial Medical office (18 Washington St)</b>							
Land	4.8		4.8%		\$546,300	\$593,804	\$59
Building		10,000		1994	\$1,320,400	\$1,435,217	\$144
<b>Parcel Total</b>	<b>4.8</b>	<b>10,000</b>	<b>4.8%</b>	<b>1994</b>	<b>\$1,866,700</b>	<b>\$2,029,022</b>	<b>\$203</b>
<b>Invensys Systems (33 Commercial St.)</b>							
Land-Base	15.12				\$2,251,500	\$2,447,283	\$15
Land-Rear	26.34				\$270,100	\$293,587	\$2
Building		164,689		1980	\$16,924,100	\$18,395,761	\$112
<b>Parcel Total</b>	<b>41.46</b>	<b>164,689</b>	<b>9.1%</b>	<b>1980</b>	<b>\$19,445,700</b>	<b>\$21,136,630</b>	<b>\$128</b>
<b>Intellution Inc. (325 Foxborough Blvd)</b>							
Land	9.4		19.7%		\$1,608,200	\$1,748,043	\$22
Building		80,230		2000	\$10,773,000	\$11,709,783	\$146
<b>Parcel Total</b>	<b>9.4</b>	<b>80,230</b>	<b>19.7%</b>	<b>2000</b>	<b>\$12,381,200</b>	<b>\$13,457,826</b>	<b>\$168</b>
<b>HUB Properties (1 Constitution Way)</b>							
Land	26.0		18.8%		\$4,463,400	\$4,851,522	\$23
Building		212,977		1988	\$26,786,100	\$29,115,326	\$137
<b>Parcel Total</b>	<b>26.0</b>	<b>212,977</b>	<b>18.8%</b>	<b>1988</b>	<b>\$31,249,500</b>	<b>\$33,966,848</b>	<b>\$159</b>

[1] Foxborough equalization ratio is 92% (FY-2006)  
Source: Town of Foxborough; MA DLS & RKG Associates, Inc.

**Table V - 6: Assessment Data for Selected Office Properties in Waltham, MA**

Description	Acres	Finished Area	Density	Year Built	Assessment		
					Actual	Equalized [1]	\$/Bldg SF
<b>Mass General West (40 2nd Ave)</b>							
Land	1.6		113%		\$1,034,000	\$1,088,421	\$14.11
Building		77,136		1992	\$10,640,500	\$11,200,526	\$145.20
<b>Parcel Total</b>	<b>1.6</b>	<b>77,136</b>	<b>113%</b>	<b>1992</b>	<b>\$11,674,500</b>	<b>\$12,288,947</b>	<b>\$159.32</b>
<b>KeySpan (52 2nd Ave)</b>							
Land	1.6		293%		\$1,034,000	\$1,088,421	\$5.45
Building		199,596		1999	\$25,974,100	\$27,341,158	\$136.98
<b>Parcel Total</b>	<b>1.6</b>	<b>199,596</b>	<b>293%</b>	<b>1999</b>	<b>\$27,008,100</b>	<b>\$28,429,579</b>	<b>\$142.44</b>
<b>Waltham Corp Ctr (201 Jones Rd)</b>							
Land	17.5		42%		\$7,827,800	\$8,239,789	\$25.97
Building		317,256		2001	\$25,460,700	\$26,800,737	\$84.48
<b>Parcel Total</b>	<b>17.5</b>	<b>317,256</b>	<b>42%</b>	<b>2001</b>	<b>\$33,288,500</b>	<b>\$35,040,526</b>	<b>\$110.45</b>
<b>Westshell (271 Waverley Oaks Rd)</b>							
Land	5.6		42%		\$2,943,000	\$3,097,895	\$30.22
Building		102,504		2000	\$8,064,300	\$8,488,737	\$82.81
<b>Parcel Total</b>	<b>5.6</b>	<b>102,504</b>	<b>42%</b>	<b>2000</b>	<b>\$11,007,300</b>	<b>\$11,586,632</b>	<b>\$113.04</b>

[1] Waltham equalization ratio is 95% (FY-2006)  
Source: City of Waltham; MA DLS & RKG Associates, Inc.

### 3. Hotel Properties

**Table V - 7 -Assessment Data from Sample of Hotel Properties in Foxborough, MA**

Description	Acres	Rooms	Density	Effective Year	Assessment		
					Actual	Equalized [1]	\$/ Room
<b>Marriott Courtyard (35 Foxborough Blvd)</b>							
Land	4.6		32		\$1,506,500	\$1,637,500	\$10,990
Building		149		1990	\$11,586,400	\$12,593,913	\$84,523
<b>Parcel Total</b>	<b>4.6</b>	<b>149</b>	<b>32</b>	<b>1990</b>	<b>\$13,092,900</b>	<b>\$14,231,413</b>	<b>\$95,513</b>
<b>Residence Inn (250 Foxborough Blvd)</b>							
Land	6.3		17		\$1,083,600	\$1,177,826	\$10,906
Building		108		2000	\$8,917,000	\$9,692,391	\$89,744
<b>Parcel Total</b>	<b>6.3</b>	<b>108</b>	<b>17</b>	<b>2000</b>	<b>\$10,000,600</b>	<b>\$10,870,217</b>	<b>\$100,650</b>
<b>Comfort Inn (4 Fisher St.)</b>							
Land	4.2		30		\$1,398,600	\$1,520,217	\$11,970
Building		127		1985	\$7,392,800	\$8,035,652	\$63,273
<b>Parcel Total</b>	<b>4.2</b>	<b>127</b>	<b>30</b>	<b>1985</b>	<b>\$8,791,400</b>	<b>\$9,555,870</b>	<b>\$75,243</b>

[1] Foxborough equalization ratio is 92%. (FY-2006)  
Source: Town of Foxborough; MA DLS & RKG Associates, Inc.

**Table V – 8 : Assessment Data for Selected Hotel Properties in Massachusetts**

Description	Acres	Units	Density	Year Built	Assessment		
					Actual	Equalized	\$/Room
<b>Marriott Hotel (1000 Marriott Drive, Quincy MA) [1]</b>							
Land	15.8		29		\$5,468,800	\$6,214,545	\$13,393
Building		464		2000	\$26,210,300	\$29,784,432	\$64,191
<b>Parcel Total</b>	<b>15.8</b>	<b>464</b>	<b>29</b>	<b>2000</b>	<b>\$31,679,100</b>	<b>\$35,998,977</b>	<b>\$77,584</b>
<b>Westin Hotel (70 3rd Ave, Waltham, MA) [2]</b>							
Land	5.5		63		\$2,698,000	\$2,840,000	\$8,208
Building		346		1989	\$19,985,900	\$21,037,789	\$60,803
<b>Parcel Total</b>	<b>5.5</b>	<b>346</b>	<b>63</b>	<b>1989</b>	<b>\$22,683,900</b>	<b>\$23,877,789</b>	<b>\$69,011</b>
<b>Homestead Suites (52 4th St, Waltham, MA) [2]</b>							
Land	3.1		45		\$1,705,000	\$1,794,737	\$12,639
Building		142		1999	\$4,831,400	\$5,085,684	\$35,815
<b>Parcel Total</b>	<b>3.1</b>	<b>142</b>	<b>45</b>	<b>1999</b>	<b>\$6,536,400</b>	<b>\$6,880,421</b>	<b>\$48,454</b>
<b>Summerfield by Wyndham (54 4th St, Waltham) [2]</b>							
Land	4.3		32		\$2,185,800	\$2,300,842	\$16,918
Building		136		1996	\$7,325,800	\$7,711,368	\$56,701
<b>Parcel Total</b>	<b>4.3</b>	<b>136</b>	<b>32</b>	<b>1996</b>	<b>\$9,511,600</b>	<b>\$10,012,211</b>	<b>\$73,619</b>
<b>Doubletree (550 Winter St, Waltham, MA) [2]</b>							
Land	6.0		46		\$2,915,300	\$3,068,737	\$11,159
Building		275		1988	\$13,887,900	\$14,618,842	\$53,159
<b>Parcel Total</b>	<b>6.0</b>	<b>275</b>	<b>46</b>	<b>1988</b>	<b>\$16,803,200</b>	<b>\$17,687,579</b>	<b>\$64,318</b>
<b>Extended Stay (32 4th St, Waltham, MA) [2]</b>							
Land	2.6		52		\$1,464,300	\$1,541,368	\$11,418
Building		135		1998	\$4,687,700	\$4,934,421	\$36,551
<b>Parcel Total</b>	<b>2.6</b>	<b>135</b>	<b>52</b>	<b>1998</b>	<b>\$6,152,000</b>	<b>\$6,475,789</b>	<b>\$47,969</b>
<b>Holiday Inn Express (707 Washington St, North Attleborough, MA) [3]</b>							
Land	1.9		34		\$978,900	\$978,900	\$15,060
Building		65		1998	\$1,871,000	\$1,871,000	\$28,785
<b>Parcel Total</b>	<b>1.9</b>	<b>65</b>	<b>34</b>	<b>1998</b>	<b>\$2,849,900</b>	<b>\$2,849,900</b>	<b>\$43,845</b>
<b>Sheraton (100 Cabot St, Needham, MA) [4]</b>							
Land	4.7		53		\$525,800	\$536,531	\$2,172
Building		247		1986	\$20,864,200	\$21,290,000	\$86,194
<b>Parcel Total</b>	<b>4.7</b>	<b>247</b>	<b>53</b>	<b>1986</b>	<b>\$21,390,000</b>	<b>\$21,826,531</b>	<b>\$88,367</b>
<b>Hampton Inn (215 Wood Rd, Braintree, MA) [5]</b>							
Land	1.9		54		\$1,042,300	\$1,085,729	\$10,541
Building		103		2000	\$4,020,200	\$4,187,708	\$40,657
<b>Parcel Total</b>	<b>1.9</b>	<b>103</b>	<b>54</b>	<b>2000</b>	<b>\$5,062,500</b>	<b>\$5,273,438</b>	<b>\$51,198</b>

[1] Quincy equalization ratio is 88% (FY-2006); [2] Waltham equalization ratio is 95%; [3] North Attleborough equalization ratio is 100%; [4] Needham equalization ratio is 98%; [5] Braintree equalization is 96%  
Source: Towns; Patriot Properties; Vision Appraisal; MA DLS & RKG Associates, Inc.

### **C. Traffic Overview and Proposed Mitigation**

The following section was developed and provided by Vanasse & Associates, Inc., the traffic engineers/consultants for the proposed Patriot Place.

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## Proposed Mitigation

The Applicant is committed to the implementation of a comprehensive transportation mitigation program that is designed to reduce the impacts of the Project on the adjacent transportation infrastructure and build upon the planned roadway improvements to be implemented in conjunction with other development/improvements unrelated to the Project (i.e. Foxborough State Hospital redevelopment). The major elements of the mitigation program can be separated into Site access and off-site improvements, and include the development and implementation of a Transportation Demand Management (TDM) program that is designed to reduce single occupant vehicle (SOV) travel associated with the Project and encourage the use of alternatives to SOVs including car/vanpooling, pedestrian, and bicycle travel. Each of the elements of the planned transportation mitigation program are discussed in detail in the following sections. Figure 4.1 summarizes the elements of the off-site improvements.



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### Site Access

Access to the Project will be provided by way of three new or modified driveways located along the east side of Route 1, two of which will be placed under fully actuated traffic signal control (P6 and P9) with the third driveway (P8) functioning as a right-turn only facility (right-turns entering and exiting only), and by way of Patriot Place (P1). Left turning motorists exiting by way of the P8 driveway will be directed by signs to use the existing Route 1 over-pass situated adjacent to the driveway. Route 1 will be widened along the Site frontage in order to accommodate the addition of turn lanes (left and/or right-turn lanes) at the Project driveways and to maintain the current shoulders and sidewalks provided along both sides of the roadway. All signs and pavement markings to be installed at the Site drive intersections and within the Project will be designed and installed in accordance with the Manual on Uniform Traffic Control Devices (MUTCD)<sup>8</sup>, with appropriate sight lines maintained at the Site drives and within the Project. The following describes the major elements of the planned modifications to the proposed access drives.

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<sup>8</sup>Manual on Uniform Traffic Control Devices (MUTCD); Federal Highway Administration; Washington, DC; 2003.



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## Proposed Off-Site Improvements

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### Route 1 at Old Post Road

- Widen Route 1 north and southbound in order to provide an additional through travel lane approaching and departing the intersection.

This will be accomplished in part by converting the existing right-turn lanes on both Route 1 approaches into a through/right-turn lane and extending the lanes as necessary to accommodate projected vehicle queues on the Route 1 approaches to the intersection.

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### Route 1 at Pine Street (Walpole)

- Widen the Pine Street approaches to Route 1 in order to provide a left-turn lane and a through/right-turn lane on both approaches.

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### Route 1 at Water Street and North Street

- Widen Route 1 north and southbound in order to provide an additional through travel lane approaching and departing the intersection.

This will be accomplished in part by converting the existing right-turn lanes on both Route 1 approaches into a through/right-turn lane and extending the lanes as necessary to accommodate projected vehicle queues on the Route 1 approaches to the intersection.

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### Route 1 at Pine Street (Foxborough)

- Modify the traffic signal system to accommodate a right-turn overlap phase for both Route 1 southbound and Pine Street eastbound.

The implementation of these improvements will require the installation of new traffic signal indications for the subject right-turn movements, modification or installation of the vehicle detection system for the right-turn lanes, and the implementation of an optimal traffic signal timing and phasing plan.

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### Route 1 at Thurston Street

- Widen Route 1 north and southbound in order to provide separate left-turn lanes on both approaches to Thurston Street.

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### Route 1 at Madison Street

- Complete a detailed Traffic Signal Warrants Analysis (TSWA) for the intersection, including performing a continuous 12-hour (7:00 AM to 7:00 PM) manual turning movement count. If the installation of a traffic control signal is found to be warranted, design and construction of a fully actuated traffic signal system and associated geometric improvements.

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### Pine Street at Turner Road

- Maintain (reapply) the existing pavement markings in order to improve the visibility of the markings and to enhance both the flow of traffic and safety at the intersection.

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### North Street at Chestnut Street

In conjunction with the redevelopment of the former Foxborough State Hospital, the intersection of North Street at Chestnut Street will be reconstructed in order to accommodate the planned redevelopment and to address the disproportionate number of motor vehicle crashes presently occurring at this intersection. No additional improvements appear to be required at this intersection to accommodate the Project.

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### Route 140 at North Street

In conjunction with the redevelopment of the former Foxborough State Hospital, the intersection of Route 140 at North Street will be reconstructed in order to accommodate the access drive that will serve the commercial component of the redevelopment to be located opposite the Dairy Queen restaurant. No additional improvements appear to be required at this intersection to accommodate the Project.

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### Route 140 at Chestnut Street

In conjunction with the redevelopment of the former Foxborough State Hospital, the intersection of Route 140 at Chestnut Street will be reconstructed in order to accommodate the redevelopment project. No additional improvements appear to be required at this intersection to accommodate the Project.

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### Mechanic Street at Beach Street and Buckley Drive

- Install a STOP-sign and STOP-line on the Buckley Drive approach to Mechanic Street in order to reinforce the assignment of the vehicular right-of-

way at the intersection and to clearly define the desired stopping point for vehicles on the Buckley Drive approach.

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## North Street Corridor

The Proponent will work in a cooperative effort with the Town in the implementation of agreed upon pedestrian and bicycle improvements to the North Street corridor that are designed to accommodate all roadway users (pedestrians, bicycles and motor vehicles), including appropriate pedestrian connections to the Site from North Street, Meadowview Road and Beach Street. The starting point for this effort will be the development of a pedestrian and bicycle master plan for the North Street corridor which will be prepared by the Proponent in consultation with the Town, area residents and abutting property owners, including the proponent of the Foxborough State Hospital redevelopment. The master plan will identify the design parameters to be used for the North Street corridor, the location of existing and proposed pedestrian and bicycle facilities along the corridor, and appropriate access points to the Site and adjacent roadways. Based on the results of the master plan efforts, the Proponent will undertake the design and implementation of the agreed upon North Street corridor improvements again, in a cooperative effort with the Town.



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## Transportation Demand Management Program

Although the Project Site and the immediate study area are not directly served by public transportation services, the Project is ideally situated in relation to the regional roadway network and opportunities exist to reduce vehicle trips and encourage alternative modes of travel. The following pedestrian and bicycle improvements/accommodations, TDM, and trip reduction strategies are proposed with the goal of further minimizing the Project's overall impact.

- **Pedestrian improvements**, including provision of sidewalks and pedestrian-only areas within the development and along all circulating roadways within the Site; street lighting within the development and around building perimeters; and full handicapped access.
- **Bicycle accommodations**, including provision of safe, secure, weather protected bicycle racks and/or storage lockers throughout the development; directional signage; and traffic signals with bicycle detection and associated signs and pavement markings.
- **Traffic reduction strategies**, including ridesharing programs; alternative work schedules; and an annual traffic monitoring program.

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## Public Transportation Access

At present, the Town of Foxborough and the Site are not served by regularly scheduled public transportation services. For retail-focused developments, public transportation services are most effective at reducing employee-related trips, which represent a relatively small portion of the traffic generated by such projects. As such, it is unlikely that the Project in and of itself would provide sufficient ridership to support expansion of existing public transportation services offered by the MBTA in the surrounding communities. However, with the redevelopment of the former Foxborough State Hospital and the completion of several other residential developments in the area, a critical mass of potential ridership may be available to support the operation of a fixed-route community shuttle service that would provide a link to MBTA commuter rail service in the Towns of Mansfield, Walpole and Norfolk. Such a service would have the potential to reduce employee-related trips associated with the Project and provide access to the Project and area services and amenities to Foxborough residents. The Proponent will work with the Town of Foxborough, the MBTA and area residential developers (i.e. the Foxborough State Hospital redevelopment, etc.) to establish a fixed-route shuttle service for the Town of Foxborough and will contribute a fair-share portion of the cost to establish such a service in an amount to be established through discussions with the Town.

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## Stadium Event Traffic Management Plan

The Project and the planned improvements have been designed to integrate the elements of the existing approved Stadium event traffic management plan in order to ensure the continued, safe and efficient access to the Project Site for Stadium patrons, while limiting event traffic spill-over through residential areas. Overall, the Project's impacts under Major Event conditions are expected to be relatively minor and can be accommodated on the roadway network under the current event traffic management plan. However, specific elements of the traffic management plan will be modified to accommodate the Project, the major elements of which are discussed below.

- ***Stadium P4 Access*** – The P4 access will be open under pre-Major Event conditions in order to accommodate access to the central retail component of the Project to and from the north on Route 1 only and will be under Police Officer control.
- ***Stadium P5 Access*** – The P5 access will be closed to vehicular traffic in order to accommodate the pedestrian crossing to and from the P10 parking lot.
- ***Stadium P6 Access*** – The P6 access will be modified in conjunction with the Project and will be placed under traffic signal control. Under Major Event conditions, the traffic signal will be placed in flashing operation and the intersection will be under Police Officer control. The P6 Access will

accommodate access to the central retail component of the Project to and from the South on Route 1.

- ***Stadium P7 Access*** – The P7 access will be open to Stadium patrons in order to accommodate the change in function for the P6 access described above.
- ***Stadium P8 Access*** – The P8 access will be modified in conjunction with the Project to function as a right-turn only facility (right-turns only entering and exiting the Site). Under Major Event conditions, the P8 access will serve Stadium patrons only to and from the south on Route 1.
- ***Stadium P9 Access*** – The P9 access will be modified in conjunction with the Project and will be placed under traffic signal control. Under Major Event conditions, the traffic signal will be placed in flashing operation and the intersection will be under Police Officer control. The P9 access will accommodate both Stadium patrons and Project-related traffic associated with the south retail component of the Project.

In addition, the Proponent has been and will continue to will work with the Town to modify the North Street elements of the event traffic management plan to accommodate access and land use changes in the area and to eliminate cut-through traffic from the Foxborough Terminals parking operation which currently uses Meadowview Road to access Beach Street. No other significant changes are proposed to the remaining elements of the approved event traffic management plan in conjunction with the Project.

Additionally, the Proponent will fund the cost of police details, as may be deemed necessary by and in consultation with the Massachusetts State Police and the Town of Foxborough Police Department, to manage the flow of traffic along the Route 1 corridor and at the Site driveways during the Saturday and Sunday peak shopping periods during the Christmas season.

With implementation of the above recommendations, safe and efficient access will be provided to the Site and Project can be completed with minimal impact on the transportation system.

