

# **Downtown District Improvement Financing Master Plan**

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*Document prepared by Camoin Associates for the City of Gardner  
through a grant from MassDevelopment*

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## Introduction

The City of Gardner (the "City") designates portions of downtown Gardner as the Downtown District Improvement Financing District (the "DIF District") and the accompanying Downtown Development Program and Downtown Invested Revenue District Development Program (the "Downtown Development Program") for the DIF District, as enabled by Massachusetts General Laws Chapter 40Q.



This *Downtown District Improvement Financing* master plan (the "Report") describes the process by which the Downtown DIF District and Development Program will be established, together with the projects to be supported, the expected revenues and financing plans, and the ongoing management of the DIF District. With this Report and the legislative actions undertaken and included in Appendix B, the following are established:

- ✓ The Downtown Development District, which identifies the part of the municipality in which projects will be implemented; and
- ✓ The Downtown Invested Revenue District, which identifies the part of the municipality in which the Tax Increment will be calculated and from which tax revenues will be captured, and which is coterminous with the Development District.<sup>1</sup>
- ✓ The Downtown Development Program, which will describe the capital plan, including the type and cost of projects to be undertaken by the municipality, and the type and costs of projects expected

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<sup>1</sup> All parcels are included in both the DIF District and the Invested Revenue District.

to be undertaken by private entities as a result of the public investments made by the municipality in the DIF District; and

- ✓ The Downtown Invested Revenue District Development Program, which provides details of the financial plan including the expectations for the generation and collection of revenue from the Tax Increment, the percentage anticipated to be captured and used for projects in the DIF District, and expectations for borrowing.

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

In *Part I: Downtown Development District*, this report describes the Downtown Development District boundaries, including the boundaries of the Downtown Invested Revenue District. It provides information about the parcels to be included. Improvements and activities will be implemented within the Downtown DIF District to generate economic growth and further strategic goals.

In *Part II: Downtown Development Program*, the report presents the proposed Development Program which is being created to implement the development goals within the DIF District. It presents a general description of the projects, the operation and maintenance plan, and the financial plan.

## About District Improvement Financing

Through DIF, a town or a city can establish a funding stream for economic development activities that is linked to, and derived from, the results of economic development.

DIF achieves this by setting up a process through which a municipality can identify and capture tax revenues that result from new private investment in a specific area, such as an expanding business or a new multifamily housing project. These tax revenues are generated by the increase in assessed value that results from the private investment, not from tax rate increases, special assessments, or real estate market factors.

The municipality can then direct this stream of incremental tax revenues toward public improvement and economic development projects, which can range from critical infrastructure needs such as traffic mitigation, to essential supporting activities such as planning studies or workforce training.

**This section provides detail about the legislation that enacted DIF, the tasks required to be undertaken by a community to comply with the legislative requirements, and the defined terms that are used in the legislation and throughout this document.**

### Legislative Requirements

Massachusetts General Laws Chapter 40Q (the “DIF Statute”) authorizes towns and cities to use DIF. The DIF Statute sets forth activities that must be undertaken, such as identifying tax revenues to be captured, describing projects to be implemented, and designating parcels of property to be included within the DIF District. Municipalities enact local legislation through the ordinary processes of a City Council, Town Meeting, or Town Council. The DIF Statute does not provide specific language that must be incorporated into local legislation.

The DIF Statute does not set forth specific legislative review or public hearing requirements. A town or city will follow its established legislative rules. If the town or city wishes to amend an element of its DIF, it must follow the same legislative process it used to adopt the original legislation, for example a vote of Town Meeting.

The DIF Statute does not require review and approval by the Economic Assistance Coordinating Council or other state agency, and no reports need to be prepared for or submitted to any state agencies once DIF has been implemented.

### Identifying the Tax Increment and Capturing Tax Revenue

DIF enables communities to identify and capture tax revenues generated by the incremental increases to the assessed value of real property that result from new private investment, such as building or renovation, within a district or districts established by the community under the DIF Statute. These increases, the “Tax Increment” as defined by the DIF Statute,<sup>2</sup> may occur on residential or commercial property, but must arise from new private investment. Increases to assessed value as a result of market factors or revaluation are not eligible, and tax revenues generated by these increases may not be captured through the use of DIF.

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<sup>2</sup> See *Definitions*, below.

The Tax Increment is calculated as the difference between the assessed value of the property as of a Base Date,<sup>3</sup> with assessed value as of the Base Date defined as the Original Assessed Value,<sup>4</sup> and the assessed value as of each subsequent assessment date for the duration of the DIF. The Base Date will always be the January 1 prior to the adoption of legislation establishing DIF.

Identifying the Tax Increment is done through a municipality's normal assessment process and on the same schedule. The calculation and collection of tax revenues also follows the customary procedures for the entire community. DIF governs how to calculate, capture, and spend a designated portion of the tax revenues once they are collected. In this *DIF Guide*, the portion of the tax revenues that is identified and captured through the establishment of DIF is referred to as the "DIF Revenues."<sup>5</sup>

The Tax Increment is cumulative once DIF is established and is always the difference between the Original Assessed Value and the portion of a new assessed value that, through ordinary assessment processes, is attributed to new private investment. If the increase over the Original Assessed Value is \$5 million per year for five years, the Tax Increment grows to \$25 million over that same five-year period. All tax revenues generated by the Tax Increment, up to 100%, are eligible for capture through the use of DIF, and each town or city identifies, through the legislation it uses to establish DIF, how much of the revenue will be captured and how it will be used.

The following is a sample timetable based on a community's assessment calendar and fiscal years. Legislation may be adopted at any time of the year and dates are shown as examples only.

Note that there will be a lag of at least one year between the adoption of legislation and the availability of revenues. This is a result of the assessment calendar, not of the use of DIF.

1. April 6, 2021: Legislation is adopted to establish DIF, with a Base Date of January 1, 2021 for assessed values. The Original Assessed Value is established as of January 1, 2021.
2. January 1, 2022: Assessed values are determined for each parcel in the community as of this date, although actual new assessed values may not be finalized until later in the year. Increases to assessed value that are attributable to new private investment are identified for the entire community.<sup>6</sup> The Tax Increment is identified.
3. July 1, 2022–June 30, 2023: First fiscal year in which tax revenues are collected using values established as of January 1, 2021. These are the first tax revenues from which a portion may be identified and captured through the use of DIF, and Fiscal Year 2023 is therefore the first fiscal year of the DIF.
4. July 1, 2023–Duration of the DIF: Assessed values are determined each year and the Tax Increment is recalculated to reflect the cumulative impact of new private investment since the Base Date. Tax revenues generated by the Tax Increment are eligible for capture through the use of DIF.

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<sup>3</sup> "Base date" is the last assessment date of the real property tax preceding the creation of the district. See *Definitions*, below.

<sup>4</sup> "Original Assessed Value" is the aggregate assessed value as of the Base Date. See *Definitions*, below.

<sup>5</sup> See also *Definitions*, below.

<sup>6</sup> Communities that have accepted Acts of 1989 Ch. 653, Amending Mass. Gen. Laws Ch. 59 § 2A (a), recognize increases to assessed value from new private investment that occur between January 2 and June 30 of each calendar year as having occurred on January 1 of that same calendar year. A community using DIF will still follow this calendar for recognizing changes to assessed value.

The revenues generated by the Tax Increment will also increase to the extent permitted by Mass. Gen. Laws Ch. 59 § 21c (f), which governs the total tax levy in a municipality.

## Components of DIF

The DIF Statute requires that municipalities adopt four components which together enable the activities and benefits of DIF as an economic development tool:

Development District    Invested Revenue District  
Development Program    Invested Revenue Development Program

A community may adopt all four components at once, or the Development District may be established first and the other components at later dates through the same legislative process.

The DIF Statute sets forth specific requirements for each component as described below.

### *Development District*

A Development District (DIF District) is the part of the municipality in which projects will be implemented. The community defines the boundaries and identifies the parcels within the DIF District.

A community may establish multiple DIF Districts, but the aggregate area of all DIF Districts may not exceed 25% of the area of the community. The Assessor must certify the area of each DIF District and confirm compliance with the 25% limit.

Projects that are to be funded with DIF Revenues must be implemented within the DIF District. Exceptions are certain components of water and sewer infrastructure that must be constructed outside of the DIF District because of the design of the system.

A DIF District does not need to be contiguous.

Commercial and residential properties, municipal properties, vacant or undeveloped land, and property owned by tax-exempt entities may all be included in a DIF District.

### *Invested Revenue District*

An Invested Revenue District (IRD), identifies the portion of the DIF District in which the Tax Increment will be calculated and from which DIF Revenues will be generated. It must be either coterminous with the DIF District, having the same boundaries and parcels, or a subset that is wholly within it. No parcels may be included in an IRD if they are not also within the DIF District.

### *Development Program*

A Development Program describes the activities expected to be undertaken within the DIF District. It must describe all of the following,<sup>7</sup> but if one or more of the activities are not expected, such as displacing and relocating persons, then the Development Program should clearly state that the activity will not be undertaken.

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<sup>7</sup> See also *Definitions*, below.

1. A finding, or statement, that the designation of the DIF District is consistent with the requirements of Mass. Gen. Laws Ch. 40Q §2 and "will further the public purpose of encouraging increased residential, industrial, and commercial activity in the Commonwealth."<sup>8</sup> In essence, this is a statement of the community's goals.
2. A Financial Plan<sup>9</sup> that describes the costs of the anticipated projects, expected sources of revenue, the amount of indebtedness to be incurred, and anticipated sources of capital;
3. A list of the public facilities to be constructed and any other projects expected to be paid for in whole or in part with DIF Revenues. *If new projects are later identified, the Development Program can and must be amended. This includes public facilities and other eligible projects.*
4. The use of private property;
5. Plans for the relocation of persons displaced by the development activities;
6. Plans, if any, for the development of housing, both affordable and market rate;
7. The proposed regulations and facilities to improve transportation; and
8. The proposed operation of the district after the improvements are completed;  
*Optional: The Development Program may also designate an entity that will administer activities related to the DIF and describe the proposed operation of the DIF.*<sup>10</sup>
9. The duration of the Development Program. This may not exceed 30 years. The 30-year count may begin either at the date of the designation of the DIF District, or at a "Project Stabilization"<sup>11</sup> date defined by the community in the Development Program.

#### *Invested Revenue District Development Program*

An Invested Revenue District Development Program (IRDDP) is required in order to calculate the Tax Increment and capture the tax revenues from that Tax Increment to be used as DIF Revenues to pay for projects within the DIF District. In essence, it directs the capture and use of tax revenues collected from the IRD. It is required to include:

1. Estimates of the tax revenues to be derived from the IRD;
2. A projection of the tax revenues to be derived from the IRD if no Development Program were to be adopted and implemented (with presumably less new private investment than is expected to occur as a result of the Development Program);
3. Statement of whether any bonds issued as part of the DIF will be General Obligation or Special Obligation Bonds;
4. The percentage, dollar amount, or formula directing the amount of tax revenues collected from the Tax Increment that will be captured to pay for projects in the Development Program;

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<sup>8</sup> Mass. Gen. Laws Ch. 40Q §2 (a)

<sup>9</sup> Ibid.

<sup>10</sup> Mass. Gen. Laws Ch. 40Q §2 (c )(2): "create a department, designate an existing department, board officer, agency, municipal housing or redevelopment authority of the city or town or enter into a contractual agreement with a private entity to administer the activities authorized by this chapter"

<sup>11</sup> The DIF Statute does not define "Project Stabilization" or dictate rules for selecting such a date. See *Definitions*, below, for an explanation of how the term is used in this *DIF Guide*.

5. A statement of the estimated impact of tax increment financing on all taxing jurisdictions in the DIF District:<sup>12</sup> and
6. The establishment of a Development Program Fund, which consists of two accounts: a Project Cost Account and, if debt is anticipated to be issued, a Development Program Sinking Fund Account.

The DIF Statute requires that DIF Revenues be deposited to the Development Program Fund and establishes the priority of claims upon those revenues.

Principal and interest on debt, and related costs such as maintaining reserve accounts, must be paid from the Development Program Sinking Fund Account. As long as debt is outstanding to which DIF Revenues are pledged, the Development Program Sinking Fund Account has the senior claim on DIF Revenues.<sup>13</sup>

Costs for constructing or implementing projects are paid from the Project Cost Account.

Balances may be transferred between the Development Program Sinking Fund Account and the Project Cost Account as long as the balances in the Development Program Sinking Fund Account are sufficient to meet its obligations to repay debt.

Excess funds not required by the Development Program Fund may be transferred to the municipality's General Fund.

A graphic illustrating these funds and accounts, and a description of the accounts, is included as Appendix A.

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<sup>12</sup> The DIF Statute does not define "tax increment financing." In its definition of Invested Revenue District it does refer to an Invested Revenue District as a district where tax increment financing is used. Therefore, for the purposes of this *DIF Guide*, this statement is interpreted to mean that a municipality should state the impact of the IRDDP on the taxing jurisdictions.

<sup>13</sup> A municipality may use DIF Revenues to repay a portion of debt service without formally pledging the DIF Revenues to the bonds. In this case the Development Program Sinking Fund Account may have parity with the Project Cost Account. A municipality should consult its bond counsel on this and other matters relating to debt issuance.

## Definitions

### *Definitions from the DIF Statute<sup>14</sup>*

The following terms have the meanings as defined in Massachusetts General Law Chapter 40Q, Section 1. Capitalization has been added to the statute's defined terms to identify them clearly in the text.

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

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

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

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

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

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

"Invested Revenue District Development Program", a statement which, in addition to the information required for a Development Program, shall also include: (1) estimates of tax revenues to be derived from the Invested Revenue District; (2) a projection of the tax revenues to be derived from the Invested Revenue District in the absence of a Development Program; (3) a statement as to whether the issuance of bonds contemplated pursuant to this chapter shall be general or special obligation bonds; (4) the percentage of

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<sup>14</sup> Mass. Gen. Laws Ch. 40Q §1

the tax increment to be applied to the Development Program and resulting tax increments in each year of the program; and (5) a statement of the estimated impact of tax increment financing on all taxing jurisdictions in which the district is located.

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

"Project", a project to be undertaken in accordance with the Development Program.

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

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

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

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

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

(5) "improvement costs", those costs associated with developing new employment opportunities, promoting public events, advertising cultural, educational and commercial activities, providing public safety, establishing and maintaining administrative and managerial support and such other services as are necessary or appropriate to carry out the development program;

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

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

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

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

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

bonds pursuant to this chapter for the project or the designation of the district, whichever occurs later; and

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

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

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

"Tax Increment", all annual increases in the municipality's limit on total taxes assessed pursuant to subsection (f) of section 21C of Mass. Gen. Laws Ch. 59 that are attributable to parcels within the district for fiscal years with an assessment date later than the base date. The tax increment shall also include the part of increases in the limit on total taxes assessed allowed pursuant to said subsection (f) of said section 21C of said chapter 59 that are attributable to such increases pursuant to said subsection (f) of said section 21C of said chapter 59 in prior years that were part of the increment in such prior years. In any year that the limit on total taxes assessed pursuant to said section 21C of said chapter 59 is lower than the prior year's limit on total taxes assessed, the tax increment shall be reduced in the same proportion as the limit on total taxes assessed.

#### *Tax Increment and Definition for "New Growth"*

The DIF Statute uses the defined term Tax Increment to describe the incremental increases in assessed value that may result from new private investment that improves the property. In practice, assessors often use the term new growth (herein, "New Growth") for the same concept. This *DIF Guide* uses the term New Growth to refer to the increases in assessed value that result from new private investment on a day-to-day basis by towns and cities. New Growth refers to increases in assessed value that result from improvements, *not* increases in assessed value that result from market factors or revaluation.

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

#### *Additional Definitions for Terms in this District Improvement Financing Master Plan*

"DIF Project" means an eligible Project as defined by the DIF Statute that is intended to be funded in whole or in part through the use of DIF Revenues.

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

“Pay-as-You-Go” means paying for Project Costs directly from DIF revenues collected, in contrast to using the proceeds of debt to pay such costs.

“Project Stabilization Date” means the date, established by the community in its Development Program, on which the Development Program comes into effect. A Development Program may have a duration of up to 30 years either from the date of the adoption of the DIF District, or 30 years from the Project Stabilization. The DIF Statute does not dictate rules for selecting such a date, only stating that such a date may be defined in the Development Program.<sup>15</sup>

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<sup>15</sup> Mass. Gen. Laws Ch. 40Q § 1 (a) (8).

## About the Downtown Development District

The purpose of the Downtown Development District is to grow and strengthen the local economy that serves City residents, employees, and visitors by investing in a series of public projects.

Through the use of a DIF District and Development Program, the City will capture tax revenues generated by expected economic development, and direct these revenues toward a downtown organization that will invest, promote, and strengthen the community and make it more attractive for businesses, residents, and visitors by:

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

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

## Description of the Approval Process and Legislative Actions

*The establishment of a DIF District and Development Program enables a community to capture future incremental tax revenues that may be spent on projects designated in the Development Program. It does not authorize actual expenditures, and does not authorize the issuance of debt. Expenditures, debt issuance, and procurement to implement the projects in the Development Program will be authorized through the same local approval processes that would be required if the projects were not part of a Development Program.*

The Downtown DIF District and Development Program are established through local approval processes. The City has:

- Held a public hearing on June 20, 2023.
- Held a Municipal Council meeting on November 20, 2023, to vote upon the proposed DIF District and Development Program.
- Received a *draft* Assessor Certification presenting the Original Assessed Value of parcels as of January 1, 2022, the latest assessment date for which data is available. This is an estimate of the Original Assessed Values. This Assessor Certification will be finalized when assessed values as of the Base Date of January 1, 2023, are confirmed.

Documentation of the legislative actions is included in Appendix B. Assessor Certifications are included in Appendix D.

## Downtown Development District and Program Information Summary

Development District Name	Downtown Development District
IRD Name	Downtown Invested Revenue District
Development Program Name	Downtown Development Program
IRDDP Name	Downtown Invested Revenue District Development Program
Date of Development District and IRD Establishment	November 20, 2023
Date of Development Program and IRDDP Establishment	November 20, 2023
Base Date for Assessed Values in the DIF District and IRD	January 1, 2023
Acceptance of Chapter 653 (Yes/No)	Yes
Certified, Original Assessed Value in the DIF District as of the Base Date	Total value of \$129,082,100.00
Certified, Original Assessed Value in the IRD as of the Base Date	Certification to be provided when assessed values as of January 1, 2023 become available; estimated to be Fall of 2023.
Total Acres in the DIF District	142.07
Term of the DIF Program	30 Years
Tax Increment to be Captured	75%
DIF District Administrator	City of Gardner DIF Advisory Committee

# Part I: The Downtown Development District and Invested Revenue District

## Description of the Development District and Invested Revenue District

The DIF Statute provides for the establishment of two districts:

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

An *Invested Revenue District (IRD)* that includes the parcels from which a Tax Increment will be calculated and incremental revenues (DIF Revenues) will be collected when New Growth occurs. The Downtown IRD is coterminous with the DIF District, sharing all boundaries and parcels.

The Downtown Development District and the Downtown Invested Revenue District (the DIF District) will encompass the parcels as summarized in "Parcel Information," below, and attached as Appendix C. A map is also included in Appendix C.

## Statement of Findings

The City finds that the designation of the Downtown Development District and Development Program will further the public purpose of encouraging increased residential, industrial and commercial activity in the commonwealth.<sup>16</sup>

## Base Date for Assessment of Parcels

### *Base Date for Assessment of Parcels*

The Base Date for the Downtown Development DIF District is January 1, 2023. The Original Assessed Value of the DIF District is the assessed value as of this Base Date.

The City of Gardner is a "653 community." Therefore, while January 1 is and will always be the assessment date for all parcels in the community and the DIF District, New Growth occurring between each January 2 and June 30 will be added to the assessed value as of January 1 of that year.

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<sup>16</sup> M.G.L. 40Q §2 (a).

## Parcel Information

The table below summarizes the parcels that will be included in the DIF District and IRD, by current use type. Appendix C includes more detailed information and a map.

**Table 1: Downtown DIF District Parcels by Use Type**

Use Type	Parcels in DIF District	Acres in DIF District	Share of Acreage in DIF District
Commercial	153	46.66	33%
Commercial/Residential	1	0.65	0.5%
Industrial	15	46.58	33%
Residential	66	15.84	11%
Rural Residential	1	1.25	1%
Tax Exempt, Any Use	31	31.09	22%
<b>Total</b>	<b>267</b>	<b>142.07</b>	<b>100%</b>

## The Downtown Development District and Other Special Districts

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

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

The DIF Statute establishes that the aggregate area of all development districts within a city or town may not exceed 25% of the total area of that city or town. As shown in the table below, the total acreage in the Downtown DIF District and the Mill Street DIF district is below the state maximum.

**Table 2: DIF District Share of Total Acres in Municipality**

City of Gardner, Total Acres	14,144.5
Downtown DIF District, Total Acres	142.07
Mill Street DIF District, Total Acres	56.88
Total DIF Districts Share of City Total	1.41%

**Source:** City of Gardner

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

## Part II: The Downtown Development Program and the Downtown Invested Revenue District Development Program

This section of the document includes all information required by the DIF Statute for both the Development Program and the Invested Revenue District Development Program. Explanatory information about statutory requirements for managing DIF Revenues is also included.

### Statement of Means and Objectives

The City of Gardner establishes this DIF District and Development Program to create the vehicle through which tax revenues from private investment can be used to make public investments that will facilitate growth and benefit the community.

The creation of the Development Program will promote the municipality's goals and objectives by:

1. Establishing a DIF Advisory Committee to administer the DIF District and Invested Revenue District (IRD) and the Development Program and Invested Revenue District Development Program (IRDDP);
2. Capturing future tax revenue from a portion of the Tax Increment generated by New Growth in the Invested Revenue District (IRD) to create an anticipated revenue stream (the DIF Revenues) dedicated to fund these projects;
3. Providing funding for the improvements to the DIF District that will encourage new business and commercial activity by making the DIF District a more attractive place to live, work, and engage in leisure activities. This activity will generate new private investment and additional (incremental) tax revenues, which may be designated as DIF Revenues as described in this Development Program, and which will fund such improvements in whole or in part;
4. Communicating to residents and businesses in the community, the region, and beyond, that the City of Gardner is encouraging and supporting the development of the DIF District.

### Duration of the Development Program

The term of the Downtown Development Program will be thirty (30) years from project stabilization. Project stabilization will be the date of DIF Adoption, November 21, 2023, and the Development Program will be in effect for 30 years.

### Projects to be Implemented

The City of Gardner has established the following goals of the revenue investment:

- Demolition and reconstruction of the Greenwood Memorial Pool
- Construction of City Plaza and public parking
- Extension of the North Central Pathway recreational bike trails
- Reopen visitors' center
- Construction of ADA accessible tables and seating at Maki Park
- Creation of Park Street park

Final costs and funding sources are estimates intended for planning purposes. Final costs are expected to be different from these estimates. Inclusion of these estimates does not represent an appropriation or legal commitment to spend these amounts on these projects and, as noted in the *Introduction*, does not authorize either expenditures or debt.

Table 3, below, lists these projects and the estimated costs.

**Table 3: Downtown District Public Projects**

<b>Project Name</b>	<b>Anticipated Costs</b>
Greenwood Memorial Pool	\$7,700,000
City Plaza and Parking Lot	\$6,000,000
North Central Pathway Extension	\$6,000,000
Visitors' Center	\$500,000
Maki Park	\$425,000
Park Street Park	\$338,000
<b>Total</b>	<b>\$20,963,000</b>

**Source:** City of Gardner

***Plans for Relocation of Displaced Persons***

The Downtown Development Program will not eliminate any residential units or displace any residents.

***Plans for Housing***

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

***Proposed Regulations and Facilities to Improve Transportation***

The Gardner Downtown District Development Program does not propose to use DIF Revenues or other public funds for regulations and facilities to improve transportation.

**Operation and Management of the DIF District and Development Program**

The City of Gardner will use the DIF Advisory Committee (DAC), which will be responsible for the ongoing operation and management of the DIF District and Development Program, for the term of the Development Program, including periodic reporting to municipal and elected leaders.

The DAC, as of the adoption of this DIF District and Development Program, consists of the Economic Development Coordinator, Director of Community Development and Planning, Gardner Assessor, Representative from the Department of Public Works, and the Gardner Treasurer or Auditor.

The responsibilities of the DAC for ongoing operation and management may include, but are not limited to, activities such as administering or overseeing capital projects, administering or overseeing other economic development projects and any public/private partnerships, and ensuring that the annual Tax Increment and resulting DIF Revenues are correctly calculated and deposited into the funds and accounts established by the Development Program and IRDDP. The DAC will also ensure that all payment procedures conform to City policies.

## Financial Plan

This Financial Plan includes information required for both the Development Program and the IRDDP. This Financial Plan sets forth the expectations as of the time of the establishment of the DIF District and Development Program.

The Development Program includes the costs of the public projects as described in Table 3.

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

## Capital Plan

### *Additional Sources of Capital*

It is anticipated that other sources of capital will be used, and the City of Gardner is actively seeking grants and other capital. Other sources of funds may include grants.

### *Cost Estimates for the Development Program and Sources of Anticipated Capital*

**Table 4. Cost Estimates and Anticipated Sources of Capital**

<b>Line Item</b>	<b>Project Cost Estimate</b>	<b>Grant or Other Source</b>	<b>DIF Revenues "Pay as You Go"</b>
Greenwood Memorial Pool	\$7,700,000	X	X
City Plaza and Parking Lot	\$6,000,000	X	X
North Central Pathway Extension	\$6,000,000	X	X
Visitors' Center	\$500,000	X	X
Maki Park	\$425,000	X	X
Park Street Park	\$338,000	X	X

### Statement of the Retention of Tax Increment as DIF Revenues

The share of Tax Increment revenues to be designated as DIF Revenues and deposited to the Development Program Fund each year are set forth in the table below, "Tax Increment Retained as DIF Revenues."

**Table 5: Tax Increment Retained as DIF Revenues**

<b>Year of DIF Term</b>	<b>Fiscal Year Ending</b>	<b>Share</b>
1	6/30/2024	75%
2	6/30/2025	75%
3	6/30/2026	75%
4	6/30/2027	75%
5	6/30/2028	75%
6	6/30/2029	75%
7	6/30/2030	75%
8	6/30/2031	75%
9	6/30/2032	75%
10	6/30/2033	75%
11	6/30/2034	75%
12	6/30/2035	75%
13	6/30/2036	75%
14	6/30/2037	75%
15	6/30/2038	75%
16	6/30/2039	75%
17	6/30/2040	75%
18	6/30/2041	75%
19	6/30/2042	75%
20	6/30/2043	75%
21	6/30/2044	75%
22	6/30/2045	75%
23	6/30/2046	75%
24	6/30/2047	75%
25	6/30/2048	75%
26	6/30/2049	75%
27	6/30/2050	75%
28	6/30/2051	75%
29	6/30/2052	75%
30	6/30/2053	75%
31	6/30/2054	75%

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

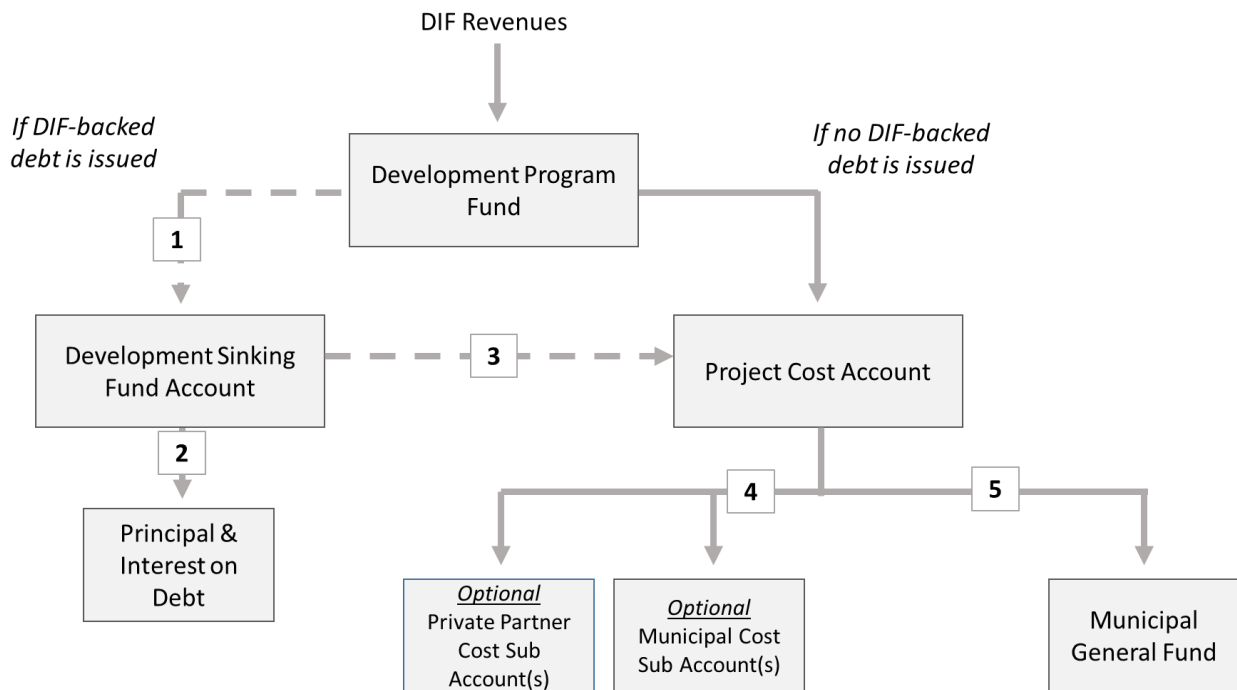
If the DAC estimates that DIF Revenues and other anticipated revenues will be insufficient, or if it determines that DIF Revenues are and will continue to be in excess of what is needed to fund the Development Program for its term, it will notify the municipality and, as needed, make a recommendation. The amount of DIF Revenues to be captured may be amended through the municipality’s regular legislative processes by amending the Invested Revenue Development Program.

## Tax Increment and DIF Revenue Flow of Funds

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

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

On an annual basis, the DIF Revenues shall be transferred from the General Fund to the Development Program Fund after collection. DIF Revenues shall be transferred to the Development Sinking Fund Account in an amount sufficient to meet the needs of that account for as long as debt using DIF Revenues is outstanding. DIF Revenues not needed for the Development Sinking Fund Account may be transferred to the Project Cost Account and used to pay direct project costs. With the exception of the annual transfer of DIF Revenues collected, all transfers to and from the Development Program Fund, the Development Sinking Fund Account, and the Project Cost Account will require a vote of the Honorable Municipal Council. The Honorable Municipal Council may vote to return to the General Fund any DIF Revenues in excess of the amount expected to be required to satisfy the obligations of the Development Program Fund and accounts.



## *Funds and Accounts Required by the DIF Statute*

### Development Program Fund

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

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

### Development Sinking Fund Account

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

### Project Cost Account

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

### *Optional Accounts to Facilitate Management and Payment*

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

### *Private Partner Cost Sub Accounts*

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

### *Municipal Cost Sub Accounts*

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

### *General Fund*

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

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

### Impact on Taxing Jurisdictions

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

### Estimates of Tax Revenues

These are estimates. Changes in tax rates, in uses of the properties including whether the properties are tax exempt, and in assessed values are also estimates. Actual tax revenues will be different.

#### *Assumptions used in these estimates:*

Parcel values are as of 1/1/23 for estimation purposes. Final Original Assessed Values will be as of the Base Date, 1/1/23.

1. Tax rate for all taxable property is 16.13 per \$1,000 of assessed value.
2. Conservatively, tax rate remains constant.
3. New private investment generates New Growth of \$27.5 million over 30 years under a low-growth scenario to \$40.9 million under a high-growth scenario. These are estimates that cover 11 known projects as well as general projections of potential investment.
4. No interest or other earnings are assumed on balances in the Development Program accounts.

The table below presents estimated DIF Revenues.

**Table 6: Downtown DIF District Expenses and Estimated Tax Revenues**

FY Ending	FY Expense	New Growth Revenue to DIF	Low-Growth Scenario			High-Growth Scenario		
			DIF Revenues	Gap/Excess	To General Fund	DIF Revenues	Gap/Excess	To General Fund
6/30/2024	\$0	75%	\$0	\$0	\$0	\$0	\$0	\$0
6/30/2025	\$2,019,623	75%	\$35,642	(\$1,983,982)	\$11,881	\$35,642	(\$1,983,982)	\$11,881
6/30/2026	\$2,019,623	75%	\$57,771	(\$1,961,852)	\$19,257	\$57,771	(\$1,961,852)	\$19,257
6/30/2027	\$2,019,623	75%	\$152,580	(\$1,867,043)	\$50,860	\$152,580	(\$1,867,043)	\$50,860
6/30/2028	\$2,019,623	75%	\$186,014	(\$1,833,609)	\$62,005	\$186,014	(\$1,833,609)	\$62,005
6/30/2029	\$2,019,623	75%	\$258,599	(\$1,761,024)	\$86,200	\$258,599	(\$1,761,024)	\$86,200
6/30/2030	\$2,019,623	75%	\$259,522	(\$1,760,102)	\$86,507	\$276,780	(\$1,742,844)	\$92,260
6/30/2031	\$2,019,623	75%	\$260,444	(\$1,759,179)	\$86,815	\$294,960	(\$1,724,663)	\$98,320
6/30/2032	\$2,019,623	75%	\$261,366	(\$1,758,257)	\$87,122	\$313,141	(\$1,706,482)	\$104,380
6/30/2033	\$2,019,623	75%	\$262,289	(\$1,757,335)	\$87,430	\$331,322	(\$1,688,302)	\$110,441
6/30/2034	\$2,019,623	75%	\$263,211	(\$1,756,412)	\$87,737	\$349,502	(\$1,670,121)	\$116,501
6/30/2035	\$2,019,623	75%	\$277,016	(\$1,742,607)	\$92,339	\$378,452	(\$1,641,172)	\$126,151
6/30/2036	\$2,019,623	75%	\$290,821	(\$1,728,803)	\$96,940	\$407,401	(\$1,612,222)	\$135,800
6/30/2037	\$2,019,623	75%	\$304,625	(\$1,714,998)	\$101,542	\$436,351	(\$1,583,272)	\$145,450
6/30/2038	\$2,019,623	75%	\$318,430	(\$1,701,194)	\$106,143	\$465,301	(\$1,554,323)	\$155,100
6/30/2039	\$2,019,623	75%	\$332,234	(\$1,687,389)	\$110,745	\$494,250	(\$1,525,373)	\$164,750
6/30/2040	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2041	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2042	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2043	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2044	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2045	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2046	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2047	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2048	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2049	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2050	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2051	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2052	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2053	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
6/30/2054	\$0	75%	\$332,234	\$332,234	\$110,745	\$494,250	\$494,250	\$164,750
<b>Totals</b>	<b>\$30,294,351</b>		<b>\$8,504,080</b>	<b>(\$21,790,270)</b>	<b>\$2,834,693</b>	<b>\$11,851,823</b>	<b>(\$18,442,527)</b>	<b>\$3,950,608</b>

## Appendix A: Activities Authorized within a DIF District

According to the DIF Statute, a municipality may “acquire, construct, reconstruct, improve, preserve, alter, extend, operate, maintain or promote development intended to meet the objectives of the development program. In addition to the powers granted by any other law, for the purpose of carrying on a project as authorized by this chapter, a city or town may:”<sup>17</sup>

“(1) incur indebtedness as hereinafter provided and pledge tax increments and other project revenues for repayment thereof;

(2) create a department, designate an existing department, board officer, agency, municipal housing or redevelopment authority of the city or town or enter into a contractual agreement with a private entity to administer the activities authorized by this chapter;

(3) make and enter into all contracts and agreements necessary in order to carry out the development program;

(4) receive from the federal government or the commonwealth loans or grants for, or in aid of, a project and receive contributions from any other source to defray project costs;

(5) purchase or acquire by eminent domain pursuant to chapter 79 or chapter 80A, insofar as those laws may be applicable, and pursuant to all preliminary requirements prescribed by law, such property or interests therein within a district as the city or town may deem necessary in order to carry out the development program; provided, however, that any taking of property by eminent domain for any purpose for which the taking by the city or town could not be made in the absence of this chapter shall be authorized by a two-thirds vote as defined in section 1 of chapter 44;

(6) make relocation payments to persons, businesses or organizations that may be displaced as a result of carrying out the development program;

(7) clear and improve property acquired by it pursuant to the development program and construct public facilities thereon, or contract for the construction, development, redevelopment, rehabilitation, remodeling, alteration or repair of such property;

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

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

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

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<sup>17</sup> Mass. Gen. Laws Ch. 40Q §2 (c)

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

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

(13) invest project revenue as hereinafter provided; and

(14) do all things reasonably necessary or convenient to carry out the powers granted in this chapter."<sup>18</sup>

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

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<sup>18</sup> Ibid

## Appendix B: Legislative Action

Items in this Appendix:

1. Form of the Notice of Public Hearing
2. Form of the Ordinance
3. Certification of Vote Executed

### **1. Form of the notice of public hearing:**

**PRESIDENT**  
Elizabeth J. Kazinskas  
**COUNCILLORS AT LARGE**  
James S. Boone  
Craig R. Cormier  
Ronald F. Cormier  
Elizabeth J. Kazinskas  
Judy A. Mack  
George C. Tyros

**WARD 1 COUNCILLOR**  
James M. Walsh, Esq.

**WARD 2 COUNCILLOR**  
Dana M. Heath

**WARD 3 COUNCILLOR**  
Paul Tassone

**WARD 4 COUNCILLOR**  
Karen G. Hardern

**WARD 5 COUNCILLOR**  
Aleksander Dernalowicz, Esq.

**CITY OF GARDNER**  
**MASSACHUSETTS 01440-2630**

OFFICE OF THE  
CITY COUNCIL



June 15, 2023

**CITY COUNCIL INFORMAL MEETING**

**Date:** Tuesday, June 20, 2023  
**Time:** 6:45 P.M.  
**Location:** City Council Chambers, Room 219, City Hall

*ANNOUNCEMENT - Any person may make a video or audio recording of an open session of a meeting, or may transmit the meeting through any medium, subject to reasonable requirements of the chair as to the number, placement and operation of equipment used so as not to interfere with the conduct of the meeting. Any person intending to make such recording shall notify the Chair forthwith. All documents referenced or used during the meeting must be submitted in duplicate to the City Clerk, pursuant to the Open Meeting and Public Records Law. All documents shall become part of the official record of the meeting.*

Presentation by Camoin Associates Regarding District Improvement Financing (DIF) Study

CITY COUNCIL OF GARDNER  
*Elizabeth J. Kazinskas*  
ELIZABETH J. KAZINSKAS  
Council President

*NOTICE: The listing of Agenda items are those reasonably anticipated by the Chair which may be discussed at the meeting. Not all items listed may in fact be discussed and other items not listed may also be brought up for discussion to the extent permitted by law.*

**2. Form of the legislative action taken by the City of Gardner:**

1100

CREATION OF DISTRICT IMPROVEMENT FINANCING DISTRICTS FOR THE  
DOWNTOWN AND MILL STREET URBAN RENEWAL AREAS

VOTED: To create two district improvement financing districts with one located within the same boundaries of the Downtown Urban Renewal District as adopted by the City Council in July of 2011 and the Mill Street Urban Renewal District as adopted by the City Council in August of 2012, in accordance with the provisions of Chapter 40Q of the General Laws of the Commonwealth.

A TRUE COPY, ATTEST:

*Jete Shipman*

CITY CLERK, CITY OF GARDNER



**3. Certificate of Vote Executed**

CREATION OF DISTRICT IMPROVEMENT FINANCING DISTRICTS FOR THE  
DOWNTOWN AND MILL STREET URBAN RENEWAL AREAS

VOTED: To create two district improvement financing districts with one located within the same boundaries of the Downtown Urban Renewal District as adopted by the City Council in July of 2011 and the Mill Street Urban Renewal District as adopted by the City Council in August of 2012, in accordance with the provisions of Chapter 40Q of the General Laws of the Commonwealth.

**Vote**

**In City Council**

November 20 2023  
.....

**Vote Passed**

November 20, 2023  
.....

9 yeas, 0 nays.

*Lita Simpson* ..... Clerk

**Presented to Mayor for approval**

November 21, 2023  
.....

Approved on November 21, 2023  
.....

*Michael J. Kelly* ..... Mayor  
Mayor's Signature

# Appendix C: Map of the Gardner Downtown Development District and Parcel List

## Gardner Downtown Development District



# List of Parcels in the DIF District

All parcels are within both the DIF District and the IRD, which are coterminous. The Downtown District comprises 267 parcels. A complete list is included as Attachment 1. Summary information is presented below. Values shown are as of January 1, 2023, the last date for which values are available.

**Table C1: Downtown DIF District and IRD Parcel Summary**

Use Category	# of		Total	Taxable
	Parcels	Acres	Assessed Value	Assessed Value
Commercial	153	46.66	\$68,067,400	\$68,067,400
Commercial/Residential	1	0.65	\$629,700	\$629,700
Industrial	15	46.58	\$24,269,700	\$24,269,700
Residential	66	15.84	\$18,946,700	\$18,946,700
Rural Residential	1	1.25	\$45,900	\$45,900
Tax Exempt, Any Use	31	31.09	\$17,122,700	
<b>Totals</b>	<b>267</b>	<b>142.07</b>	<b>\$129,082,100</b>	<b>\$111,959,400</b>

# Appendix D: Assessor's Certifications

## **City of Gardner Assessor's Certification of Acreage**

### **Gardner Downtown District Development District and Invested Revenue District**

Under the requirements of M.G.L. Chapter 40Q, §2, Development districts (a) the municipality must certify that all Development Districts, both existing and proposed, do not exceed 25% of the total area of the municipality.

I certify that the existing and proposed districts (DIF) do not exceed 25% of the City's total area.

#### **Downtown DIF District Share of Total Acres in Municipality**

City of Gardner, Total Acres	14,144.5
Downtown DIF District, Total Acres	142.07
Mill Street DIF District, Total Acres	56.88
Total DIF Districts Share of City Total	1.41%

---

Name & Signature  
City Assessor

Date

City of Gardner, MA  
City Hall  
95 Pleasant Street  
Gardner, MA 01440

**City of Gardner**  
**DRAFT Assessor’s Certification Original Assessed Value**

**Gardner Downtown Development District and Invested Revenue District**

Under the requirements of M.G.L. Chapter 40Q, §1, the assessor must certify the Original Assessed Value of an Invested Revenue District (IRD) as of the Base Date. The Base Date for the Gardner Downtown Development District and Invested Revenue Development District is January 1, 2023, which is the last assessment date prior to the adoption of the IRD, which is November 20, 2023.

For the purposes of the estimates in this document, values as of January 1, 2023, have been used, as follows:

**Downtown DIF District and IRD Parcel Summary**

Use Category	# of Parcels	Total Acres	Total Assessed Value	Taxable Assessed Value
Commercial	153	46.66	\$68,067,400	\$68,067,400
Commercial/Residential	1	0.65	\$629,700	\$629,700
Industrial	15	46.58	\$24,269,700	\$24,269,700
Residential	66	15.84	\$18,946,700	\$18,946,700
Rural Residential	1	1.25	\$45,900	\$45,900
Tax Exempt, Any Use	31	31.09	\$17,122,700	
<b>Total</b>	<b>267</b>	<b>142.07</b>	<b>\$129,082,100</b>	<b>\$111,959,400</b>

---

Name & Signature  
City Assessor

---

Date

City of Gardner, MA  
City Hall  
95 Pleasant Street  
Gardner, MA 01440

# Attachment 1: Complete Parcel List

Values are as of January 1, 2023, the last date for which values are available.

## Downtown Development District Complete Parcel List

Lot	Location	Land Use	Land Acres	Total Assessed Parcel Value
M22-10-12	6 City Hall Ave	Commercial	0.45	\$634,800
M22-10-13	70 Pleasant St	Commercial	0.04	\$45,400
M22-10-14	80 Pleasant St	Commercial	0.17	\$76,000
M22-10-15	94 Pleasant St	Commercial	0.09	\$284,800
M22-10-16	104 Pleasant St	Commercial	0.10	\$206,500
M22-10-17	110 Pleasant St	Commercial	0.08	\$269,500
M22-10-18	116 Pleasant St	Commercial	0.18	\$284,600
M22-10-19	126 Pleasant St	Commercial	0.27	\$341,100
M22-10-20	138 Pleasant St	Commercial	0.04	\$5,400
M22-10-21	142 Pleasant St	Commercial	0.06	\$146,100
M22-10-22	148 Pleasant St	Commercial	0.11	\$310,100
M22-10-24	151 Main St	Commercial	0.18	\$94,100
M22-10-26	139-141 Main St	Commercial	0.12	\$797,800
M22-10-27	123 Main St	Commercial	0.21	\$298,100
M22-10-28	109 Main St	Commercial	0.18	\$152,100
M22-10-29	99 Main St	Commercial	0.20	\$384,300
M22-10-30	Main St	Commercial	0.05	\$79,200
M22-10-31	74 Main St	Commercial	0.03	\$191,000
M22-10-32	82-84 Main St	Commercial	0.22	\$214,100
M22-10-32A	78 Main St	Commercial	0.03	\$154,800
M22-10-33	88-98 Main St	Commercial	0.16	\$419,000
M22-10-34	Main St	Commercial	0.01	\$800
M22-10-35	102 Main St	Commercial	0.06	\$130,600
M22-10-36	108 Main St	Commercial	0.23	\$165,000
M22-10-37	110-114 Main St	Commercial	0.21	\$253,200
M22-10-38	122 Main St	Commercial	0.01	\$57,800
M22-10-48	66-72 Main St	Commercial	0.12	\$588,100
M22-15-44	174 Pleasant St	Commercial	0.19	\$275,500
M22-15-45	186 Pleasant St	Commercial	0.29	\$252,900
M22-15-46	194 Pleasant St	Commercial	0.14	\$204,600
M22-15-47	Willow St	Commercial	0.23	\$49,200
M22-15-48	Willow St	Commercial	0.06	\$43,100
M22-15-49	205-213 Main St	Commercial	0.15	\$268,100
M22-15-50	199 Main St	Commercial	0.15	\$305,700
M22-15-51	191 Main St	Commercial	0.16	\$322,500
M22-15-52	183 Main St	Commercial	0.15	\$253,900
M22-15-54	167 Main St	Commercial	0.74	\$452,000
M22-15-57	200 Main St	Commercial	2.57	\$7,833,100
M22-15-68	249 Main St	Commercial	0.18	\$207,100
M22-15-69	243 Main St	Commercial	0.43	\$227,600
M22-15-70	221 Main St	Commercial	0.92	\$427,100

### Downtown Development District Complete Parcel List, continued

Lot	Location	Land Use	Land Acres	Total Assessed Parcel Value
M22-15-72	15 Willow St	Commercial	0.12	\$128,900
M22-15-73	Willow St	Commercial	0.11	\$58,200
M22-15-74	7 Willow St	Commercial	0.22	\$460,500
M22-15-76	228 Pleasant St	Residential	0.11	\$237,600
M22-15-77	242 Pleasant St	Residential	0.19	\$198,600
M22-15-78	254 Pleasant St	Residential	0.13	\$262,300
M22-15-79	266-268 Pleasant St	Residential	0.10	\$397,200
M22-15-80	Pleasant St	Residential	0.44	\$5,400
M22-15-81	266 Pleasant St Rear	Commercial	0.08	\$182,400
M22-15-82	274 Pleasant St	Residential	0.24	\$243,900
M22-15-83	Pleasant St	Commercial	0.10	\$44,600
M22-20-39	287 Main St	Commercial	0.21	\$234,300
M22-20-42	284-286 Pleasant St	Residential	0.15	\$296,600
M22-20-43	294 Pleasant St	Residential	0.17	\$538,300
M22-20-44	Pleasant St	Residential	0.55	\$76,800
M22-20-45	320-326 Pleasant St	Residential	0.34	\$758,300
M22-20-47	25 Wright St	Residential	0.13	\$352,700
M22-20-48	19 Wright St	Residential	0.18	\$120,000
M22-20-49	15 Wright St	Residential	0.11	\$241,500
M22-20-50	11 Wright St	Residential	0.13	\$196,100
M22-20-51	5 Wright St	Residential	0.07	\$122,300
M22-20-52	19 Emerald St	Residential	0.01	\$220,200
M22-20-53	Emerald St	Residential	0.50	\$61,300
M22-20-54	5 Emerald St	Commercial	0.12	\$218,000
M22-20-55	1 Emerald St	Commercial	0.12	\$185,200
M22-20-56	263-265 Main St	Commercial	0.59	\$318,600
M22-20-57	261 Main St	Commercial	0.14	\$209,200
M22-20-58	255 Main St	Commercial	0.17	\$262,400
M22-4-1	86-90 Parker St	Commercial	0.27	\$759,700
M22-4-10	26 Nichols St	Commercial	0.14	\$253,900
M22-4-11	32-34 Nichols St	Commercial	0.19	\$601,300
M22-4-12	46-52 Nichols St	Commercial	0.17	\$694,400
M22-4-12A	Nichols St	Commercial	0.18	\$28,300
M22-4-13	56 Nichols St	Commercial	0.14	\$59,400
M22-4-14	77 City Hall Ave	Commercial	0.07	\$186,600
M22-4-15	79 City Hall Ave	Commercial	0.08	\$224,100
M22-4-16	73 City Hall Ave	Commercial	0.04	\$144,800
M22-4-1A	Parker St	Commercial	0.69	\$131,600
M22-4-2	Parker St	Commercial	0.16	\$47,000
M22-4-23	17 Nichols St	Residential	0.13	\$228,400
M22-4-24	Parker St	Commercial	0.31	\$92,100

### Downtown Development District Complete Parcel List, continued

Lot	Location	Land Use	Land Acres	Total Assessed Parcel Value
M22-4-3	104-108 Parker St	Commercial	0.15	\$332,200
M22-4-4	110-118 Parker St	Commercial	0.21	\$198,200
M22-4-45	71 City Hall Ave	Commercial	0.24	\$497,500
M22-4-5	120-124 Parker St	Commercial	0.07	\$199,400
M22-4-6	130 Parker St	Commercial	0.07	\$228,100
M22-4-7	8-12 Nichols St	Commercial	0.08	\$534,800
M22-4-70	West St	Commercial	0.95	\$100,100
M22-4-8	16 Nichols St	Commercial	0.14	\$212,700
M22-4-9	24 Nichols St	Commercial	0.11	\$238,600
M22-5-10	Graham St	Commercial	0.04	\$50,800
M22-5-11	Parker St	Commercial	0.04	\$76,300
M22-5-13	52 Parker St	Commercial	0.08	\$162,000
M22-5-14	34 Connors St	Commercial	0.11	\$294,200
M22-5-15	31 City Hall Ave	Commercial	0.28	\$533,500
M22-5-16	19 City Hall Ave	Commercial	0.40	\$1,529,600
M22-5-17	33 Pleasant St	Commercial	0.05	\$173,400
M22-5-18	29-31 Pleasant St	Commercial	0.13	\$318,800
M22-5-19	25 Pleasant St	Commercial	0.19	\$398,000
M22-5-2	57 City Hall Ave	Commercial	0.61	\$703,500
M22-5-20	17 Pleasant St	Commercial	0.12	\$286,900
M22-5-21	7-13 Pleasant St	Commercial	0.14	\$320,600
M22-5-22	4-12 Parker St	Commercial	0.14	\$399,300
M22-5-23	14-24 Parker St	Commercial	0.28	\$518,300
M22-5-24	32 Parker St	Commercial	0.39	\$62,300
M22-5-25	42-50 Parker St	Commercial	0.24	\$339,900
M22-5-26	33-49 Parker St	Commercial	0.72	\$563,600
M22-5-27	29 Parker St	Commercial	0.58	\$1,438,800
M22-5-3	19 Connors St	Commercial	0.12	\$173,500
M22-5-30	309 Central St	Commercial	0.09	\$303,400
M22-5-31	307 Central St	Commercial	0.04	\$101,800
M22-5-32	297-301 Central St	Commercial	0.08	\$362,000
M22-5-32A	Vernon St	Commercial	0.08	\$33,200
M22-5-33	270-272 Central St	Commercial	0.05	\$154,300
M22-5-34	280-302 Central St	Commercial	0.12	\$313,500
M22-5-35	310-320 Central St	Commercial	0.24	\$908,300
M22-5-36	13-17 W Lynde St	Commercial	0.47	\$92,100
M22-5-39	W Lynde St	Commercial	1.39	\$805,900
M22-5-40	55 W Lynde St	Commercial	1.69	\$60,800
M22-5-41	4-8 Main St	Commercial	0.10	\$373,600
M22-5-42	14-34 Main St	Commercial	0.39	\$1,928,100
M22-5-44	25 Main St	Commercial	0.12	\$382,800

**Downtown Development District Complete Parcel List, continued**

<b>Lot</b>	<b>Location</b>	<b>Land Use</b>	<b>Land Acres</b>	<b>Total Assessed Parcel Value</b>
M22-5-44A	58 Main St	Commercial	1.82	\$228,000
M22-5-44B	58 Main St	Commercial	0.23	\$134,200
M22-5-45	36-38 Main St	Commercial	0.16	\$584,400
M22-5-46	40-44 Main St	Commercial	0.11	\$478,500
M22-5-47	46-54 Main St	Commercial	0.16	\$471,600
M22-5-5	62 Parker St	Commercial	0.36	\$387,000
M22-5-6	74-78 Parker St	Commercial	0.23	\$456,700
M22-5-7	57-67 Parker St	Commercial	0.25	\$89,400
M22-5-8	20 Graham St	Commercial	0.19	\$341,400
M22-5-9	Central St	Commercial	0.06	\$12,200
M27-20-45	53 Park St	Residential	0.87	\$11,300
M27-20-46	31-71 Lake St	Commercial	3.48	\$10,813,400
M27-20-50	69 Park St	Residential	3.50	\$301,800
M27-20-51	Park St	Rural Residential	1.25	\$45,900
M27-25-10	26 Lake St	Commercial	0.18	\$466,900
M27-25-2	3 Pine St	Commercial	0.13	\$151,300
M27-25-23	35-39 Graham St	Residential	0.16	\$338,000
M27-25-24	248 Central St	Commercial	0.09	\$124,200
M27-25-4	264 Central St	Commercial	0.09	\$650,600
M27-25-5	287 Central St	Commercial	0.35	\$235,300
M27-25-6	Central St	Commercial	0.13	\$46,000
M27-25-8	271-277 Central St	Commercial	0.13	\$782,700
M27-25-9	27-29 Graham St	Residential	0.50	\$2,234,800
R17-3-15	29 Union Sq	Commercial	0.50	\$382,300
R22-1-17	74 Sherman St	Residential	0.45	\$168,300
R22-12-11	45 Logan St	Industrial	1.24	\$222,700
R22-12-31	35 Logan St	Industrial	0.29	\$60,500
R22-12-41	124-126 Sherman St	Residential	0.11	\$212,900
R22-12-42	132 Sherman St	Residential	0.11	\$223,700
R22-12-43	138 Sherman St	Residential	0.11	\$244,900
R22-12-44	146 Sherman St	Residential	0.12	\$327,000
R22-12-45	154-156 Sherman St	Residential	0.12	\$249,800
R22-12-46	164 Sherman St	Residential	0.12	\$238,400
R22-12-47	172 Sherman St	Residential	0.12	\$217,800
R22-12-48	188 Sherman St	Residential	0.13	\$409,000
R22-1-3	91 Pine St	Residential	0.08	\$251,400
R22-13-32	Chestnut St	Industrial	1.18	\$98,400
R22-13-34	291 Chestnut St	Industrial	0.31	\$357,700
R22-1-34	103 Pine St	Residential	0.19	\$226,000
R22-1-4	93 Pine St	Residential	0.09	\$248,400
R22-1-4A	50 Pine St	Commercial	0.88	\$4,578,100

### Downtown Development District Complete Parcel List, continued

Lot	Location	Land Use	Land Acres	Total Assessed Parcel Value
R22-1-5	87 Pine St	Commercial	0.18	\$174,100
R22-1-6	69 Pine St	Commercial	0.04	\$83,700
R22-16-55	412 Main St	Commercial/Residential	0.65	\$629,700
R22-16-9	354 Main St	Commercial	1.13	\$2,399,000
R22-1-7	54 Lincoln St	Residential	0.26	\$299,800
R22-17-1	232 Sherman St	Industrial	3.52	\$2,413,000
R22-17-24	424 Main St	Industrial	2.96	\$805,900
R22-17-41	265 Sherman St	Residential	0.50	\$287,700
R22-17-49	93 Logan St	Residential	0.31	\$271,300
R22-1-8	46 Lincoln St	Residential	0.25	\$298,600
R22-18-17	412 Chestnut St	Residential	0.24	\$240,700
R22-18-18	440 Chestnut St	Residential	0.54	\$153,300
R22-18-19	446 Chestnut St	Commercial	0.62	\$277,400
R22-18-2	445 Chestnut St	Residential	0.09	\$246,400
R22-18-20	448-450 Chestnut St	Commercial	0.57	\$196,900
R22-18-31	Chestnut St	Commercial	0.16	\$47,000
R22-18-32	441 Chestnut St	Commercial	0.14	\$220,000
R22-18-4A	Chestnut St	Commercial	0.16	\$47,000
R22-18-5	Chestnut St	Commercial	0.03	\$26,300
R22-2-1	34 Sanborn St	Industrial	5.27	\$4,686,800
R22-21-1	Main St	Commercial	0.07	\$4,400
R22-2-11	149 Cross St	Residential	0.17	\$280,400
R22-21-10	380 Main St	Commercial	0.23	\$473,600
R22-21-13	21 Timpany Blvd	Commercial	2.70	\$2,524,400
R22-21-14	435 Main St	Commercial	0.78	\$58,900
R22-21-18	7 Donlan St	Commercial	0.44	\$368,800
R22-21-19	15 Donlan St	Commercial	0.54	\$393,200
R22-21-3	391 Main St	Commercial	0.22	\$16,500
R22-21-4	385 Main St	Commercial	0.16	\$306,600
R22-21-5	377 Main St	Commercial	0.27	\$187,100
R22-21-6	381 Main St	Commercial	0.50	\$490,300
R22-21-8	25 Mechanic St	Commercial	0.97	\$533,600
R22-2-2	166 Cross St	Residential	0.17	\$426,200
R22-22-1	525 Main St	Commercial	0.16	\$203,500
R22-22-10	499 Main St	Commercial	0.37	\$234,000
R22-22-11	483 Main St	Commercial	0.93	\$430,300
R22-22-12	457 Main St	Commercial	0.84	\$532,800
R22-22-13	437 Main St	Commercial	0.13	\$73,000
R22-22-13A	Main St	Commercial	0.13	\$46,000
R22-22-14	Main St	Commercial	0.15	\$46,600
R22-22-2	456 Main St	Industrial	0.27	\$170,200

### Downtown Development District Complete Parcel List, continued

<b>Lot</b>	<b>Location</b>	<b>Land Use</b>	<b>Land Acres</b>	<b>Total Assessed Parcel Value</b>
R22-22-3	462 Main St	Industrial	0.27	\$223,200
R22-22-4	474 Main St	Residential	0.27	\$302,300
R22-22-40	Main St	Industrial	1.36	\$61,900
R22-22-5	267 Sherman St	Residential	0.31	\$364,800
R22-22-8	509 Main St	Commercial	0.26	\$227,000
R22-22-9	515 Main St	Commercial	0.17	\$191,700
R22-23-10	555 Main St	Commercial	1.08	\$1,055,200
R22-23-13	497-505 Chestnut St	Commercial	0.26	\$297,500
R22-23-14	486 Chestnut St	Commercial	1.49	\$808,100
R22-23-15	562 Main St	Industrial	0.83	\$513,000
R22-23-16	578 Main St	Commercial	0.24	\$208,800
R22-23-17	447 Chestnut St	Commercial	0.16	\$35,100
R22-23-19	478 Chestnut St	Commercial	0.21	\$256,200
R22-23-20	504 Chestnut St	Commercial	0.13	\$50,400
R22-23-21	8 Union Sq	Commercial	0.55	\$238,200
R22-23-23	19 Union Sq	Commercial	0.33	\$240,800
R22-23-25	560 Main St	Industrial	11.10	\$4,450,300
R22-23-26	Main St	Commercial	0.07	\$5,600
R22-23-27	Chestnut St	Commercial	0.05	\$4,300
R22-23-3	493-495 Chestnut St	Commercial	0.03	\$91,700
R22-23-5	487 Chestnut St	Commercial	0.15	\$227,500
R22-23-7A	Main St	Commercial	0.63	\$119,900
R22-23-9	Main St	Commercial	0.37	\$52,700
R22-2-7	62 Lincoln St	Residential	0.26	\$377,500
R22-2-8	72 Lincoln St	Residential	0.26	\$309,100
R22-2-9	Lincoln St	Residential	0.20	\$17,000
R22-3-15	Chestnut St	Residential	0.96	\$75,800
R22-6-2	158 Main St	Commercial	1.72	\$58,600
R22-7-18	78 Sherman St	Residential	0.12	\$363,600
R22-7-19	82 Sherman St	Residential	0.14	\$191,700
R22-7-20	Sherman St	Residential	0.11	\$5,900
R22-7-21	Sherman St	Residential	0.20	\$48,200
R22-7-22	75 Logan St	Industrial	6.52	\$3,361,800
R22-7-22A	Logan St	Industrial	0.08	\$4,400
R22-7-23	102 Sherman St	Residential	0.11	\$262,300
R22-7-24	108-110 Sherman St	Residential	0.09	\$232,100
R22-7-25	116-118 Sherman St	Residential	0.11	\$214,500
R22-7-28	205-213 School St	Industrial	11.38	\$6,839,900
R22-7-3	109 Grant St	Residential	0.17	\$188,000
R22-7-4	107 Grant St	Residential	0.15	\$208,200
R22-7-5	105 Grant St	Residential	0.30	\$254,000

### Downtown Development District Complete Parcel List, continued

<b>Lot</b>	<b>Location</b>	<b>Land Use</b>	<b>Land Acres</b>	<b>Total Assessed Parcel Value</b>
R27-16-10	Park St	Residential	0.95	\$100,700
R27-16-2	31 Park St	Residential	1.66	\$501,300
R27-16-3	23 Park St	Residential	0.24	\$278,200
R27-16-4	17 Park St	Residential	0.15	\$243,400
R27-16-4A	Park St	Residential	0.23	\$6,100
R27-16-5	7 Park St	Residential	0.35	\$281,700
R27-16-6	45 Veterans Dr	Rural Residential	4.48	\$2,381,500
R27-21-1	Pine St	Commercial	0.03	\$3,700
R27-21-17	58 Lynde St	Residential	0.30	\$360,200
R27-21-18	14 Lincoln St	Residential	0.28	\$282,100
R27-21-19	22 Lincoln St	Residential	0.26	\$258,000
R27-21-20	30-32 Lincoln St	Residential	0.25	\$307,700
R27-21-29	Lynde St	Residential	0.93	\$75,700
R27-21-4	30 Pine St	Commercial	0.74	\$4,618,700
R27-22-1	75 School St	Residential	0.38	\$226,700
R27-22-12	53 School St	Residential	8.10	\$411,700
R27-22-2	65 School St	Residential	0.40	\$262,000
R27-22-3	39 School St	Residential	0.30	\$124,100
R27-22-33	38 Lincoln St	Residential	0.25	\$309,900
R27-22-4	23 School St	Residential	0.26	\$444,900
R27-22-55	4 Lynde St	Residential	0.32	\$362,700
<b>Total</b>			<b>142.07</b>	<b>\$129,082,100</b>