

Massachusetts Gaming Commission RFA-2 Application Review Category 1 License for Casino: Region C

Report to the Commissioners for: Category # 2 – Finance

Commissioner Enrique Zuniga April, 2016

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5. Appendix

A. Financial Capability

B. Investment Plan

C. Market Assessment

D. Operations Plan

1. Introduction

The questions from Section 2 - Finance of the RFA-2 application were allocated among 4 established criteria (Financial Capability, Investment Plan, Market Assessment, and Operations Plan).

Criteria

Section 2 is comprised of 4 Criteria and 10 Sub-Criteria:

- Criterion 1 (Questions 2-2, 2-5 to 2-7, 2-11 to 2-17, 2-29):
 - Criterion 1.1 (Questions 2-7 and 2-16):
 - o Criterion 1.2 (Questions 2-5,2-6, 2-12 to 2-15, 2-17, 2-29):
 - Criterion 1.3 (Questions 2-2 and 2-11):
- Criterion 2 (Questions 2-1, 2-3, 2-4, 2-8, 2-10, 2-27, 2-28, 2-30): •
 - o Criterion 2.1 (Questions 2-1, 2-3, 2-4, 2-8, 2-27, 2-28):
 - Criterion 2.2 (Questions 2-10 and 2-30): Ο
 - Criterion 2.3 (Question 2-8):

Financial Capability

Ability of Applicant to Obtain Project Capital **Current Financial Strength of Applicant** Applicant's Expected Project Return Over Term of License

Investment Plan

Commitment to Spend Required Capital Timing of Total Development Consistency Between Quality/Scope of Proposed Facility and **Expected Market Penetration and Financial Results**

- Criterion 3 (Questions 2-18, 2-19, 2-21, 2-23, 2-26): •
- Criterion 4 (Questions 2-9, 2-11, 2-19, 2-20, 2-22 to 2-25, 2-31 to 2-38): Operations Plan
 - Criterion 4.1 (Question 2-22):
 - o Criterion 4.2 (2-9, 2-11, 2-19, 2-20, 2-23 to 2-25, 2-31 to 2-38): Consistency of Business Plan with Financial Results
 - o Criterion 4.3 (2-9, 2-11, 2-19, 2-20, 2-23 to 2-25, 2-31 to 2-38): Financial Projection Analysis

Market Assessment

Gaming Revenue Projections and Market Share

Applicant's Understanding of the Importance of Internal Controls

Rating System

Color coding and rating explanation

INSUFFICIENT	Failed to present a clear plan to address the topic, or failed to meet the minimum acceptable criteria of the Commission.
SUFFICIENT	Comprehensible and met the minimum acceptable criteria of the Commission; and/or provided the required or requested information.
VERY GOOD	Comprehensive, demonstrates credible experience and plans, and /or excels in some areas.
OUTSTANDING	Uniformly high quality, and demonstrates convincing experience, creative thinking, innovative plans and a substantially unique approach.

Question List

2-1 Application Fee and Community Disbursements	2-20 Projected Non-Gaming Revenue
2-2 Licensing Fee	2-21 Projected Tax Revenue to the Commonwealth
2-3 Minimum Capital Investment	2-22 Internal Controls
2-4 Land	2-23 Maximizing In-State Revenue
2-5 Audited Financial Statements	2-24 Customer Cross-Marketing
2-6 Unaudited Financials and SEC Filings	2-25 History of Revenue
2-7 Financing Structure	2-26 Market Analysis
2-8 Budget	2-27 Capital Investment
2-9 Significant Economic Downturn	2-28 Total Investment Outside the Property
2-10 Timeline for Construction	2-29 Additional Financial Commitments
2-11 Pro-Forma Cash Flow	2-30 Construction Plan
2-12 Credit Arrangements and Financial Commitments	2-31 Business Plan
2-13 Breaches of Contract	2-32 Maximum Facility Use
2-14 Administrative and Judicial Proceedings	2-33 Competition from Internet Gaming
2-15 Bankruptcy Filings	2-34 Marketing Plan
2-16 Minority sources of financing	2-35 New Revenue
2-17 Documentation of Financial Suitability and Responsibility	2-36 Marketing to Out of State Visitors and use of Junkets
2-18 Revenue Generation	2-37 Marketing to In-State Visitors
2-19 Projected Gaming Revenue	2-38 Secure and Robust Gaming Market

2. Overall Rating (Provisional)

This section summarizes the overall ratings related to Section 2: Finance of the RFA-2 application – For further detail see Financial Appendices (Financial Capability, Investment Plan, Market Assessment, and Operations Plan)

	Brockton/MG&E
	Brockton/MG&E has demonstrated that they have the financial capabilities and necessary capital required to develop and operate their proposed project. Brockton/MG&E's view of the market opportunity demonstrates a solid understanding of existing awarded casino licenses in Massachusetts (specifically market differentiation from Everett/Wynn). The operations plan submitted aligns with this view of the market opportunity.
Sufficient/	While Brockton/MG&E's investment plan (e.g. spending of contingency amounts required to meet \$500 million eligible capital
Very Good	threshold) acknowledges future potential Region C competition (i.e. Taunton casino), their market assessment does not fully appreciate the potential magnitude of this competition. Brockton/MG&E is relying upon their experience in other competitive markets to effectively compete for a share of the Massachusetts casino market with a Taunton casino. This experience however is not fully comparable to the Massachusetts market as they will not be the closest casino to the core population base in the Boston market (Everett/Wynn will be the closest casino).
	Overall, Brockton/MG&E's proposal is sufficient with very good elements, namely the financial strength (ability to obtain project capital) and the operations plan (alignment with the market opportunity).

3. Criteria Rating Summary

Criteria Rating Summary			
Below is a summ	Below is a summary of the ratings for the review detail areas.		
	Brockton/MG&E		
Criterion 1:			
Financial	Very Good/Outstanding		
Capability			
Criterion 2:			
Investment	Sufficient/Very Good		
Plan			
Criterion 3:			
Market	Sufficient		
Assessment			
Criterion 4:			
Operations	Very Good		
Plan			

4. Review Detail

Criterion 1: Financia	l Capability		
Financial capability of	Financial capability of Applicant to develop (construct and open) and operate the proposed Category 1 facility. Specific focus areas include:		
Ability of Applica	int to obtain project capital.		
Current financial	strength of Applicant.		
Applicant's expension	cted project return over 15 year term (term of license).		
	Brockton/MG&E		
Statement of	Ability to Obtain Capital		
Findings	Demonstrated the availability of financing for the project:		
	 The net worth of the entities and related entities of Brockton Gaming, LLC demonstrates the ability to fund the equity component of the project. While the majority of assets are non-liquid, the Applicant provided a bank letter indicating that the owners of Brockton Gaming, LLC have access to a credit facility with over \$ [redacted] of undrawn funds available (at the time of financial suitability submission). Highly confident letters provided from three banks. 		
	 <u>Current Financial Strength</u> The financial strength of the Applicant is based upon the provider of equity to the project (Brockton Gaming, LLC). The net worth of entities and related entities of Brockton Gaming, LLC demonstrates financial strength. 		
	Expected Returns		
	 Plan proposed produces a commercially reasonable return on investment in both competition scenarios. If revenue projections do not materialize (due likely to the Applicant's underestimation of the impact of a second casino in Region C) projected returns while positive could be below what would be considered reasonable. 		
Overall Findings	Demonstrated that they possess the financial capabilities to develop and operate their proposed Category 1 facility.		
Criterion 1 Rating	Very Good/Outstanding		

1.1 Ability of Applicant	to Obtain Project Capital
Expectations of	Evidence of access to capital required to fund project cost as submitted.
Applicant	
Assessment Approach	Reviewed financing plan as submitted by Applicant as well as accompanying background materials.
	Brockton/MG&E
Summary of Facts	Total Capital Required- \$677.5 million
	• Financing Structure:
	 Equity- \$172.5 million (25% of total required capital):
	 \$100 million common equity (proposed \$90 million from Brockton Gaming, LLC and \$10 million from Sweeney Investments, LLC). \$55 million preferred equity at interest rate of [redacted] per annum. Brockton Gaming, LLC will contribute \$49.5 million to
	\$55 million, depending on if Sweeney Investments, LLC exercises right to opt in for up to \$5.5 million of preferred equity. \$17.5 million preferred equity at interest rate of [redacted] per annum. Brockton Gaming, LLC will contribute \$15.75 million to \$17.5 million, depending on if Sweeney Investments, LLC exercises right to opt in for up to \$1.75 million of excess preferred equity.
	 Third Party Debt- \$505 million (75% of total required capital).
	Net worth of individuals and trusts that own Brockton Gaming, LLC is \$ [redacted] .
	An additional \$ [redacted] of net worth is available from grantors and trustees.
	While the majority of assets are non-liquid, the Applicant provided a bank letter indicating that the owners of Brockton Gaming, LLC have access to a credit facility with over \$ [redacted]
	 of undrawn funds available (at the time of financial suitability submission).
	Three "highly confident" letters from Credit Suisse, Wells Fargo, and Goldman Sachs providing financing for up to \$ [redacted], \$ [redacted], and \$ [redacted] respectively.
	 All highly confident letters indicate confidence in arranging financing in scenarios with and without a tribal casino located in Taunton.
Statement of Findings	Demonstrated the availability of financing for the project:
	The net worth of the entities and related entities of Brockton Gaming, LLC demonstrates the ability to fund the equity component of the project. While the majority of assets are non-liquid, the Applicant provided a bank letter indicating that the owners of Brockton Gaming, LLC have access to a credit facility with over \$ [redacted] of undrawn funds available (at the time of financial suitability submission).
	Highly confident letters provided from three banks.
Rating	Outstanding

1. 2 Current Financial Strength of Applicant

Expectations of	Strong Balance Sheet (Current Ratio, Net Asset Position)
Applicant	Reasonable levels of debt (Debt Equity Ratio)
	 Positive operating results (Capital Asset Turnover, Return on Investment)
Assessment	Reviewed financial statements (where applicable) submitted by Applicant and performed financial ratio analysis to assess financial
Approach	strength of Applicant.
	Brockton/MG&E
Summary of Facts	 Brockton Gaming, LLC and Sweeney Investment, LLC are providing the equity component of the project financing. The owners of Brockton Gaming, LLC have sufficient net worth to fund the project (at the time of financial suitability submission). While Neil Bluhm affiliated entities have significant (i.e. controlling) ownership interests in Rivers Casino Pittsburgh, Rivers Casino Des Plaines, and Sugarhouse Casino Philadelphia, these casinos are not being used by Brockton/MG&E to directly support project financing and as such an analysis of these casinos is not being used to demonstrate the financial strength of Brockton/MG&E. That said, a financial ratio analysis was completed for these three casino projects and the resulting ratios demonstrate financial strength.
Statement of	The financial strength of the Applicant is based upon the provider of equity to the project (Brockton Gaming, LLC). The net worth of
Findings	entities and related entities of Brockton Gaming, LLC demonstrates financial strength.
Rating	Outstanding

1.3 Applicant's Exp	1.3 Applicant's Expected Return Over Term of License	
Expectations of	• Earn a commercially reasonable return on investment.	
Applicant		
Assessment	Internal rate of return calculation based on Applicant submitted 15-year EBITDA.	
Approach		
	Brockton/MG&E	
Summary of Facts	• Return on Investment (Without Taunton Casino): 21%	
	• Return on Investment (With Taunton Casino): 15%	
Statement of	Plan proposed produces a commercially reasonable return on investment in both competition scenarios. If revenue projections do not	
Findings	materialize (due likely to the Applicant's underestimation of the impact of a second casino in Region C) projected returns while positive	
	could be below what would be considered reasonable.	
Rating	Very Good	

Criterion 2: Investment Plan

The suitability of the proposed physical facility/complex plan to compete in the market over the life of the license. Specific focus areas include:

- Commitment to spend required capital.
- Timing of total development.
- Consistency between quality/scope of proposed facility and expected market penetration and financial results.

	Brockton/MG&E
Statement of	Commitment to Spend Capital
Findings	• If Brockton/MG&E spends all budgeted contingency costs they will meet the minimum eligible capital investment requirement.
	Timing of Development
	• Provided a reasonable timeline for opening facility given the size and scope (complexity) of the development and the site location.
	Consistency Between Quality/Scope and Results
	• Proposed size and scope of facility is consistent with business and financial plans submitted – casino positioned to penetrate the local market (attempts to complement awarded Region A casino proposal).
Overall Findings	The Applicant will meet the minimum required capital investment (in terms of eligible capital costs) if budgeted contingency costs are spent on eligible capital items. The Applicant has proposed a facility positioned to penetrate the local market.
	The proposed facility (investment and facility program) differentiates itself from the awarded Region A casino (attempts to be complementary as opposed to directly competitive) and is financially prudent given the potential of an Indian casino in Region C.
Criterion 2 Rating	Sufficient/Very Good

2.1 Commitment to	2.1 Commitment to Spend Required Capital		
Expectations of Applicant	Provide evidence that capital budget includes eligible capital expenses of at least \$500 million.		
Assessment Approach	Reviewed Applicant's submitted capital budgets and determined eligible and ineligible expenses.		
	Brockton/MG&E		
Summary of Facts	 Total Eligible Costs: \$478.3 million Contingency Costs Contingency Hard Costs - \$17.9 million Contingency Soft Costs- \$4.2 million Total Eligible Costs (if contingency spent): \$500.4 million 		
Statement of	If Brockton/MG&E spends all budgeted contingency costs they will meet the minimum eligible capital investment requirement.		
Findings			
Rating	Meets Requirement (with conditions that budgeted contingency costs are actually spent on eligible items)		

2.2 Timing of Total	2.2 Timing of Total Development	
Expectations of	Provided a reasonable development timeline for opening the permanent facility.	
Applicant		
Assessment	Reviewed planned timelines. Note: Time to obtain necessary permits not considered.	
Approach		
	Brockton/MG&E	
Summary of Facts	• Applicant proposed construction timeline of 38-41 months with opening date in May 2019.	
Statement of	Provided a reasonable timeline for opening facility given the size and scope (complexity) of the development and the site location.	
Findings		
Rating	Very Good	

2.3 Consistency Between Quality/Scope of Proposed Facility and Expected Market Penetration and Financial Results		
Expectations of Applicant	Consistency between size and scope of facility and operating and financial plans.	
Assessment	Reviewed capital budget and building renderings in connection with operating and financial plans.	
Approach		
	Brockton/MG&E	
Summary of Facts	• Site location situated on Brockton Fairgrounds	• Parking: 3,003 spaces
	• Slots: 2,100	 Exhibition Space/Meeting Space: 15,600 sf
	• Tables: 124	• Retail: 1,000 sf
	• Gaming Floor: 91,900 sq. ft.	
	Hotel: 250 rooms	
	 F&B: 6 outlets (770 seats) 	
Statement of	Proposed size and scope of facility is consistent with business and financial plans submitted – casino positioned to penetrate the local	
Findings	market (attempts to complement awarded Region A casino proposal).	
Rating	Sufficient/Very Good	

Criterion 3: Market Assessment

The viability of the proposed facility and operations plan (specifically the marketing component) to penetrate the available gaming market. Specific focus areas include:

- Gaming revenue projections and market share (without Taunton casino).
- Gaming revenue projections and market share (with Taunton casino).

Note: Given that sufficient project details of the Tribal casino are not known at this time, market estimates for two casinos in Region C have a higher degree of uncertainty.

	Brockton/MG&E	
Statement of	Gaming Revenue Projections and Market Share (Without Taunton Casino):	
Findings	Gaming revenue projections with no Taunton casino (Brockton/MG&E is the only casino in Region C) are within the range of expected	
	market results.	
	Gaming Revenue Projections and Market Share (With Taunton Casino):	
	The Applicant believes it can effectively compete with the Taunton casino (with no gaming tax) for a share of the Greater Boston market. This belief is based on their location relative to the Greater Boston area population base and their experience operating in competitive markets (i.e. Philadelphia, Chicago, and Pittsburgh). HLT's Scenario 1 aligns with this belief (no competitive advantage for the Taunton	
	 casino). MG&E's estimate of \$327 million is aggressive (above higher end of expected range) compared to HLT's estimated range of \$252 to \$294 million (assumed 10% inflow). 	
	While MG&E does not contemplate a scenario in which Taunton has a competitive advantage (e.g. either through increased marketing spend and/or greater size and scope of facility), HLT's Scenario 2 considers the potential impact of such a competitive advantage (difficult to fully appreciate/quantify due to lack of project details). HLT's Scenario 2 estimated range of \$207 to \$241 million (assumed 10% inflow) is well below MG&E's projected gaming revenue of \$327 million.	
Overall Findings	Gaming revenue projections without a Taunton casino are within the expected range.	
	Gaming revenue projections (assuming no competitive advantage associated with either increased marketing spend and/or greater size and scope of facility) with a Taunton casino are aggressive (above higher end of expected range).	
	MG&E does not contemplate a scenario in which Taunton has a competitive advantage (e.g. either through increased marketing spend and/or greater size and scope of facility; difficult to fully appreciate/quantify due to lack of project details). HLT considered a scenario in which the Taunton casino has a competitive advantage. Under this scenario the potential impact is ~\$50 million (difference between HLT's scenario 1 and scenario 2).	
Criterion 3 Rating	Sufficient	

3.1 Gaming Revenu	3.1 Gaming Revenue Projections and Market Share (Without Taunton Casino)	
Expectations of Applicant	Understanding of market dynamics (current and future).	
Assessment	Compiled and summarized entire view of Massachusetts market based on existing reports and comparable markets:	
Approach	 In the scenario with no Taunton casino, the likely gaming revenue range that could be generated is between \$347 and \$405 million prior to revenue generated from outside the defined market area (inflow) with no Taunton casino. 	
	Brockton/MG&E	
Summary of Facts	 Year 2 GGR (net of free play): HLT Market Area: \$375.6 million Inflow: \$28.7 million Total GGR: \$404.3 million 	
Statement of	Gaming revenue projections with no Taunton casino (Brockton/MG&E is the only casino in Region C) are within the range of expected	
Findings	market results.	
Rating	Very Good	

3.2 Gaming Revenu	e Projections and Market Share (With Taunton Casino)
Expectations of Applicant	Understanding of market dynamics (current and future).
Assessment	Compiled and summarized entire view of Massachusetts market based on existing reports and comparable markets:
Approach	In Scenario 1 where Taunton casino has no competitive advantage, the likely gaming revenue range that could be generated is
	between \$227 and \$265 million prior to revenue generated from outside the defined market area (inflow).
	• In Scenario 2 where Taunton casino has a competitive advantage (marketing or capital investment), the likely gaming revenue range
	that could be generated is between \$186 and \$217 million prior to revenue generated from outside the defined market area (inflow).
	Brockton/MG&E
Summary of Facts	• Year 2 GGR (net of free play):
	 HLT Market Area: not provided
	 Inflow: not provided
	 Total GGR: \$327.0 million
Statement of	The Applicant believes it can effectively compete with the Taunton casino (with no gaming tax) for a share of the Greater Boston market.
Findings	This belief is based on their location relative to the Greater Boston area population base and their experience operating in competitive markets (i.e. Philadelphia, Chicago, and Pittsburgh). HLT's Scenario 1 aligns with this belief (no competitive advantage for the Taunton casino).
	• MG&E's estimate of \$327 million is aggressive (above higher end of expected range) compared to HLT's estimated range of \$252 to \$294 million (assumed 10% inflow).
	While MG&E does not contemplate a scenario in which Taunton has a competitive advantage (e.g. either through increased marketing
	spend and/or greater size and scope of facility), HLT's Scenario 2 considers the potential impact of such a competitive advantage (difficult
	to fully appreciate/quantify due to lack of project details). HLT's Scenario 2 estimated range of \$207 to \$241 million (assumed 10% inflow) is well below MG&E's projected gaming revenue of \$327 million.
Rating	Sufficient

Criterion 4: Operations Plan

Reasonableness of the Applicant's operating plan given the current and likely future gaming environment in Massachusetts. Specific focus areas include:

- Applicant's understanding of the importance of internal controls.
- Consistency of operation plans with expected financial results.

	Brockton/MG&E	
Statement of	Understanding of Internal Controls	
Findings	• Applicant recognizes the importance of internal controls and has experience working in a regulated environment. Further the	
	Applicant provided a draft internal control manual.	
	Consistency of Business Plan/Marketing Plan with Expected Returns	
	All operational and marketing plans were clearly articulated and represent a cohesive strategy that aligns with Brockton/MG&E's	
	proposed complex and view of the market opportunity (market differentiation from Everett/Wynn).	
	• Slot product plan is reasonable.	
	• Table product plan is reasonable.	
	 Food and beverage plan is reasonable. 	
	Hotel plan is reasonable.	
	Retail plan is reasonable.	
	Parking plan is reasonable	
	• Marketing approach is aligned with Brockton/MG&E's proposed complex and view of the market opportunity (market differentiation	
	from Everett/Wynn).	
	Financial Projection Analysis	
	• Applicant's financial projections are in alignment with their business plan and view of the market opportunity (market differentiation	
	from Everett/Wynn).	
	 Brockton/MG&E's total payroll as a percentage of total revenue is lower than expected. 	
	Overall, proposed financial projections are reasonable.	
Overall Findings	Demonstrated a sound operations plan for their Category 1 gaming facility.	
Criterion 4 Rating	Very Good	

4.1 Applicant's Und	1 Applicant's Understanding of the Importance of Internal Controls	
Expectations of Applicant	Applicant demonstrates an understanding of the importance of a strong internal control environment.	
Assessment Approach	Reviewed submitted internal control manuals and history of experience with other gaming regulators.	
	Brockton/MG&E	
Summary of Facts	 Brockton/MG&E acknowledged that they will abide by Massachusetts internal control regulations and provided a draft internal control manual. Brockton/MG&E's proposed casino management company (Rush Street Gaming, LLC) has experience developing and adhering to internal controls in Mississippi, Pennsylvania and Illinois. 	
Statement of Findings	Applicant recognizes the importance of internal controls and has experience working in a regulated environment. Further the Applicant provided a draft internal control manual.	
Rating	Outstanding	

4.2 Consistency of	Business Plan/Marketing Plan with Expected Financial Returns		
Expectations of	Business plans/marketing plans are representative of that of a North American regional market casino and demonstrate connection to		
Applicant	financial projections.		
Assessment	Reviewed business and marketing plans as submitted to assess whe	ther Applicant understood strategies to be employed operating a	
Approach	North American regional market casino.		
	Brockto	on/MG&E	
Summary of Facts	Slot Product Plan:	Retail/Other Plan:	
	 Provided a detailed plan. 	• 1,000 sf of retail.	
	Table Product Plan:	Parking Plan:	
	 Provided a detailed plan. 	 Provided for 3,003 spaces. 	
	Food & Beverage Plan:	Marketing Plan:	
	 Provided for 770 seats in six outlets. 	 Marketing approach is aligned with Brockton/MG&E's proposed 	
	• Sales estimated at 9.5% of gaming revenue and 69.5% comped.	complex and view of the market opportunity (market	
	Hotel Plan:	differentiation from Everett/Wynn).	
	• 250 rooms	 Projected marketing expenditures are aligned with the 	
	Occupancy- 90%.	proposed marketing plan and are in line with what would be	
	• Average Daily Rate- \$150.	expected for a North American regional casino.	
Statement of	All operational and marketing plans were clearly articulated and represent a cohesive strategy that aligns with Brockton/MG&E's		
Findings	proposed complex and view of the market opportunity (market differentiation from Everett/Wynn).		
	• Slot product plan is reasonable.		
	• Table product plan is reasonable.		
	• Food and beverage plan is reasonable.		
	Hotel plan is reasonable.		
	Retail plan is reasonable.		
	Parking plan is reasonable		
	• Marketing approach is aligned with Brockton/MG&E's proposed complex and view of the market opportunity (market differentiation from Everett/Wynn).		
Rating	Very	Good	

4.3 Financial Project	tion Analysis	
Expectations of Applicant	Financial projections and related key performance indicators are consistent with industry averages, and are reflective of the proposed business plan.	
Assessment Approach	Assessed the financial projections for consistency with industry norms and evaluated the projections with the proposed business plan.	
	Brockton/MG&E	
Summary of Facts	 Provided financial projections in the format requested for scenarios with and without Taunton casino. Without Taunton casino: Year 3 gaming revenue at \$414 million Year 3 EBITDA at \$143 million Year 3 Net Income before taxes at \$63 million With Taunton casino: Year 3 gaming revenue at \$335 million Year 3 EBITDA at \$102 million Year 3 Net Income before taxes at \$19 million 	
Statement of Findings	 Applicant's financial projections are in alignment with their business plan and view of the market opportunity (market differentiation from Everett/Wynn). Brockton/MG&E's total payroll as a percentage of total revenue is lower than expected. Overall, proposed financial projections are reasonable. 	
Rating	Very Good	