The Acre Urban Revitalization and Development Project

Lowell Division of Planning & Development

Wallace, Floyd, Associates Inc.
with Stockard & Engler & Brigham
The Miller Group Inc.
TAMS Consultants Inc.

30 July 1999

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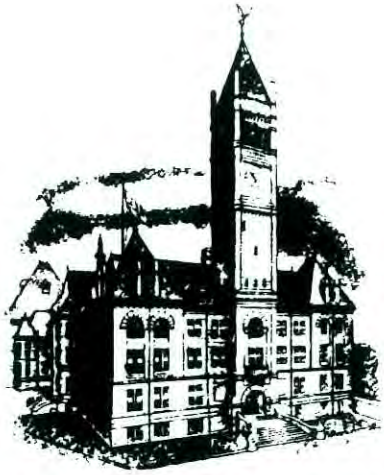

BRIAN J. MARTIN
CITY MANAGER

OFFICE OF THE CITY MANAGER
CITY HALL
LOWELL, MASSACHUSETTS 01852

August 3, 1999

Jane Wallis Gumble, Director
Department of Housing and Community Development
One Congress Street - 10th Floor
Boston, MA 02114

Dear Ms. Gumble:

The City of Lowell is pleased to submit this Urban Renewal Plan entitled "The Acre Urban Revitalization and Development Plan" to your office for review and approval.

This submittal requests approval of the Urban Renewal Plan, and also requests the additional approval of an Urban Redevelopment Grant for the proposed public actions in the plan. All work relative to the plan complies with M.G.L. Chapter 121B and 760 CMR 12.00. Certification from our legal counsel is attached to our submittal.

Attached information indicates that the City has received all required local approvals from the City of Lowell Planning Board and the Lowell City Council acting as our Redevelopment Authority. Certified votes are enclosed as required.

The City conducted an extensive public participation process which involved the formation of a Citizens Advisory Committee, general meetings held in the community for residents and business owners and individual meetings with property owners. These groups led the development of the plan and therefore we view this as a document the community can embrace as their own. Meeting minutes and other pertinent information is included for your review to demonstrate the successful public process that was instituted for this project.

We are prepared to answer any and all questions and will be available to your staff during the review period if needed. Please contact, Anne Barton, Acre Project Manager at (978) 970-4258 if assistance and input is needed.

The City looks forward to your favorable review of this aggressive and visionary plan for Lowell's oldest neighborhood and we look forward to hearing from you soon.

Sincerely,

Brian J. Martin
City Manager

BJM/ns
Enclosures
cc: Anne Barton, Acre Project Manager

THE ACRE URBAN REVITALIZATION AND DEVELOPMENT PLAN

submitted by the

City of Lowell

Brian J. Martin, City Manager

and the

Lowell City Council

Eileen M. Donoghue, Mayor

Edward Caulfield

Rodney M. Elliott

Richard P. Howe

Larry Martin

Armand P. Mercier

Rita M. Mercier

Grady R. Mulligan

Peter Richards

prepared by the

City of Lowell

Division of Planning and Development

J. Matthew Coggins, Assistant City Manager/DPD Director

Anne M. Barton, Deputy Director

July 1999

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EXECUTIVE SUMMARY

The City of Lowell, acting by and through its City Council (the "Council"), in accordance with the powers conferred upon it by Chapter 121B of the Massachusetts General Laws, as amended, and in recognition of the need to remove certain decadent conditions located in the City, has caused this Acre Urban Revitalization and Development Plan (hereinafter referred to as the "Plan") to be prepared for the Acre Urban Renewal Area (hereinafter referred to as the "Area").

The Area was specifically identified in September 1972 in a comprehensive plan prepared for the City of Lowell by The City Development Authority entitled ***Land Use Plan, Lowell, Massachusetts*** (the "Comprehensive Plan" - see Appendix F) as an area "characterized by blight, extensive and incompatible mixed use, economic decay, social problems, under-utilization of land and lack of adequate public facilities and open space." The comprehensive plan went on to recommend that "Future redevelopment will have to include both clearance and rehabilitation of existing structures. Treatment should be directed toward preserving the desirable neighborhood characteristics still present and improving the quality of the environment." And finally, the recommendation was "a reshaping or restructuring of the urban environment. In such situations urban renewal funds can be of major importance in assisting both the City and the private individual in these efforts." The 1972 plan also discussed the need for a new system of middle schools serving several city neighborhoods; the 1997 ***Feasibility Study for 7 Schools - Lowell*** documented the need for a new middle school serving 600 students.

Similarly, two other planning studies prepared prior to the 1972 Comprehensive Plan, ***Neighborhood Analyses for the City of Lowell***, prepared in October 1966 (see Appendix H), and ***The Acre Today and Tomorrow Lowell Model Cities Program***, prepared in May 1971 (see Appendix G), identified issues similar to those stated in the 1972 Comprehensive Plan such as "mixed land use, obsolete street patterns, dangerous traffic intersections, streets that are inadequate in section for modern traffic volumes and the fact that 68.8% of the residential structures were constructed prior to 1896, many of which have been subdivided and renovated and are fast approaching the end of their economic life." In fact, the ***Neighborhood Analyses for the City of Lowell*** recommended a combination of Urban Renewal and rehabilitation to remedy the problems in the Area.

Many of the city wide changes and improvements called for in the Comprehensive Plan have been successfully completed. Unfortunately, direct investment within the specific Acre Urban Renewal Area has not accomplished the removal of the conditions indicated in the 1972 Comprehensive Plan and the two prior area studies. The investment of significant public funds for the creation of the Lowell National Park, and

the development of the Paul E. Tsongas Arena and Edward A. LeLacheur Park have not lead to substantive gains for The Acre and the Area continues to lag behind the overall improvement seen in other areas of the City. It is readily apparent from the information gathered in performing The Acre local area survey that in the intervening 27 years since the Comprehensive Plan was drafted and accepted the decadent conditions present in the Area have continued unabated.

Despite the City's efforts to call attention to the opportunities for redevelopment in the Area, no significant interest has been generated, even in the more favorable economic climate which exists today. Therefore, the City Administration and the Council believe more direct efforts and assistance by the public sector are necessary to spur the redevelopment of the Area. Specifically, as set forth in this Plan, the City proposes: (i) direct intervention in the Area through the use of eminent domain for construction of public improvements and to assist private economic development; (ii) adoption of economic incentives throughout the Area; (iii) completion of public infrastructure improvements for traffic and public safety reasons; (iv) rezoning of the Area to facilitate removal of incompatible land uses; (v) commitment of housing incentive programs presently utilized by the City to this specific Area; and (vi) a disposition mechanism to dispose of publicly held properties within this area for private redevelopment.

Specifically, the City's proposed plan to redevelop the Area is as follows:

1. **Acquire 18.28 acres (or 16.2%) of the Area.** The City of Lowell will acquire parcels within The Acre Urban Renewal Area in one (1) Clearance Area and fifteen (15) Spot Clearance or Rehabilitation Areas (see Section 1, Figures B and G,I,J).

   The Clearance Area, encompassing 18 parcels totaling 9.19 acres (8.4 acres of privately owned land and .79 acres of public roadway) comprised of three (3) residential and fourteen (14) industrial or commercial buildings totaling 133,545 square feet, will become the site for a new 600 student middle school with outdoor activity areas and additionally the site will provide space for 28 units of privately developed housing. The clearance area was selected because it creates a parcel large enough to accommodate the needs of a public middle school; because it will have the effect of removing a number of deficient, underutilized and obsolete buildings with very little prospect for renovation and revitalization; and finally, because this location will form an anchor for further redevelopment within the immediate area.

   Spot Clearance or Rehabilitation totaling 9.88 acres of land will occur at 15 other locations within the Area and will result in the acquisition of thirty eight (38) buildings totaling 363,599 square feet (11 buildings will be rehabilitated and 27 will be demolished). Spot clearance locations were chosen to stabilize the existing housing stock, provide significant economic

development opportunities or to remove deficient, underutilized or obsolete buildings.

2. **Adopt new zoning for the Area to increase residential and commercial uses and to resolve incompatible land use issues.** This action was recommended in the 1972 Comprehensive Plan as well as the October 1966 and May 1971 studies. Two new districts are created; one for residential and one for mixed commercial and residential. These two districts will cover the majority of the Plan Area which was formerly zoned for industrial use. Industrial zoning will be confined to the area along the Pawtucket Canal.

3. **Undertake infrastructure improvements in the Area.** To improve traffic conditions and overall safety in the Area, the Board proposes to: (i) establish several streets within the Area as public ways; (ii) reconstruct streets throughout the Area to provide curbs, sidewalks, crosswalks, and appropriate roadway surfaces; (iii) provide pedestrian paths between major destinations; (iv) construct separate sanitary and storm drains; and (v) create new open space opportunities.

4. **Adopt economic incentive programs for the Area.** The City Administration and the Council have turned to the state's Economic Development Incentive Program (EDIP) to provide public assistance for private commercial investment. The EDIP participation in this project is proposed to minimize the required urban renewal actions and to comply with the 1972 Comprehensive Plan which recommended a combination of clearance and rehabilitation.

   The EDIP provides three major incentives: (a) it provides an abandoned tax credit for abandoned properties; (b) it provides an investment tax credit for redevelopment; and (c) it provides property tax relief on the increment between a property's existing taxes and its redeveloped property taxes. This program is most applicable in this situation because the overall land utilization is low according to an analysis conducted for this Plan (average FAR of .75, compared to average allowable FAR of 1.77), thereby making the tax increment portion of the EDIP viable and the potential tax savings substantial. Given that The Acre is an Economic Opportunity Area, businesses relocated from the Acre to locations outside of The Acre will be eligible for the EDIP.

5. **Implement a comprehensive housing revitalization program for The Acre Urban Renewal Area, through two parallel initiatives.** First, the Urban Revitalization and Development Plan targets a set of strategically located acquisitions to create opportunities for new housing development on sites that are currently vacant or in non-residential use. A total of 103 new units

are proposed, including 47 homeownership units targeted to families earning slightly less than the City median income of $29,351. Rental housing opportunities will consist of 56 new units and 91 units proposed for rehabilitation. Rents for these units will reflect the existing income profile of the Acre neighborhood. As such, 50% of the rental units will be affordable to families earning less than $17,000, which is 60% of the City median income. The implementation of this set of strategically located, highly visible housing improvements will reestablish confidence in the future of the neighborhood and serve to induce additional private investment.

The second element of the program will be the use of existing housing programs, primarily those now operated through the City, to provide assistance for the rehabilitation of the Area's existing housing stock. This activity will include assistance to owner-occupants and to those investor-owners willing to work within the program's guidelines. Other investor-owners who are less committed to the revitalization goals may be subject to acquisition and transfer of ownership to parties ready to maintain and manage the property properly.

Together the two initiatives will protect the long-term soundness and affordability of the Area's housing stock, using strategic public investment to leverage renewed private investment in the neighborhood.

6. **Adopt a design review procedure and design guidelines for the Area.** The introduction of a design review procedure, under the auspices of the Lowell Historic Board, will help to maintain the historic character of the Area and ensure that future development complements that existing character. The design controls will help to create a more attractive neighborhood which will be a benefit to residents, property owners and visitors, and will be an additional incentive for existing and potential future property owners to invest in improving the Area.

It is through this combination of limited public actions and significant incentives for private investment that the City of Lowell and the Council plan to accomplish the revitalization of the Acre Urban Renewal Area.

This Plan was developed with the active participation of a Citizens Advisory Committee (CAC) comprised of 29 individuals representing local residents, local businesses and institutions, local community organizations, the National Park Service, and a number of city agencies.

1. CHARACTERISTICS

The figures on the following pages illustrate the existing characteristics of the area, as well as the proposed future characteristics.

A-1 Project Location

A-2 Project Boundary and Topography

B Boundaries of Clearance and Rehabilitation Areas

C-1 Parcels (Property Lines)

C-2 Parcel Listings

D-1 Existing Land Use

D-2 Existing Zoning

E-1 Proposed Land Use Plan

E-2 Proposed Zoning

E-3 Historic Districts

F-1 Thoroughfares, Rights of Way and Easements

F-2 Proposed Street Configurations

F-3 Street Types

F-4 Street Type Sections

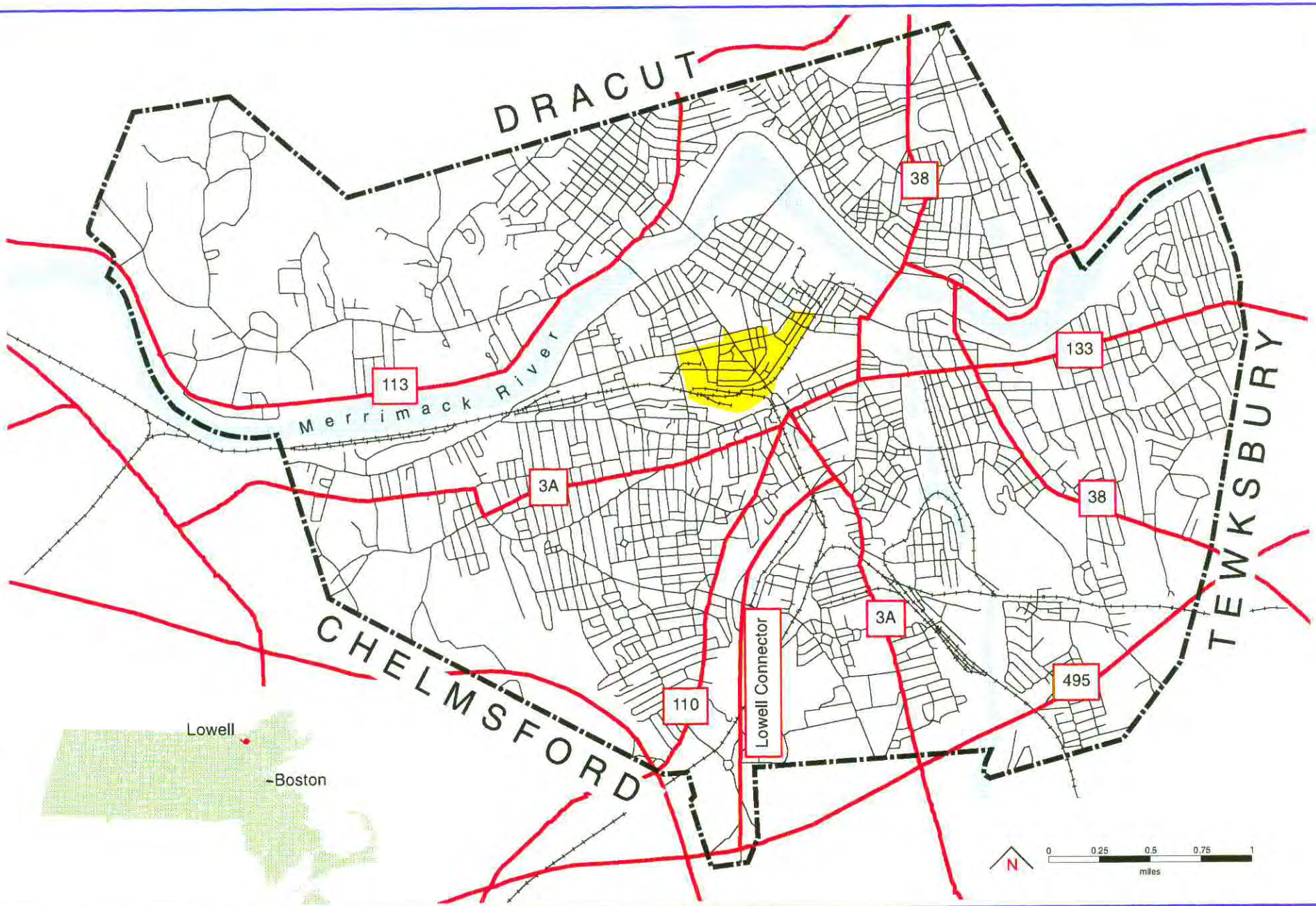
G,I,J Acquisitions, Demolitions and Rehabilitations

K Illustrative Plan and Buildings to be Constructed

L Building Deficiencies

M Tax Title and Foreclosed Properties

N Mass DEP Hazardous Waste Listed Sites



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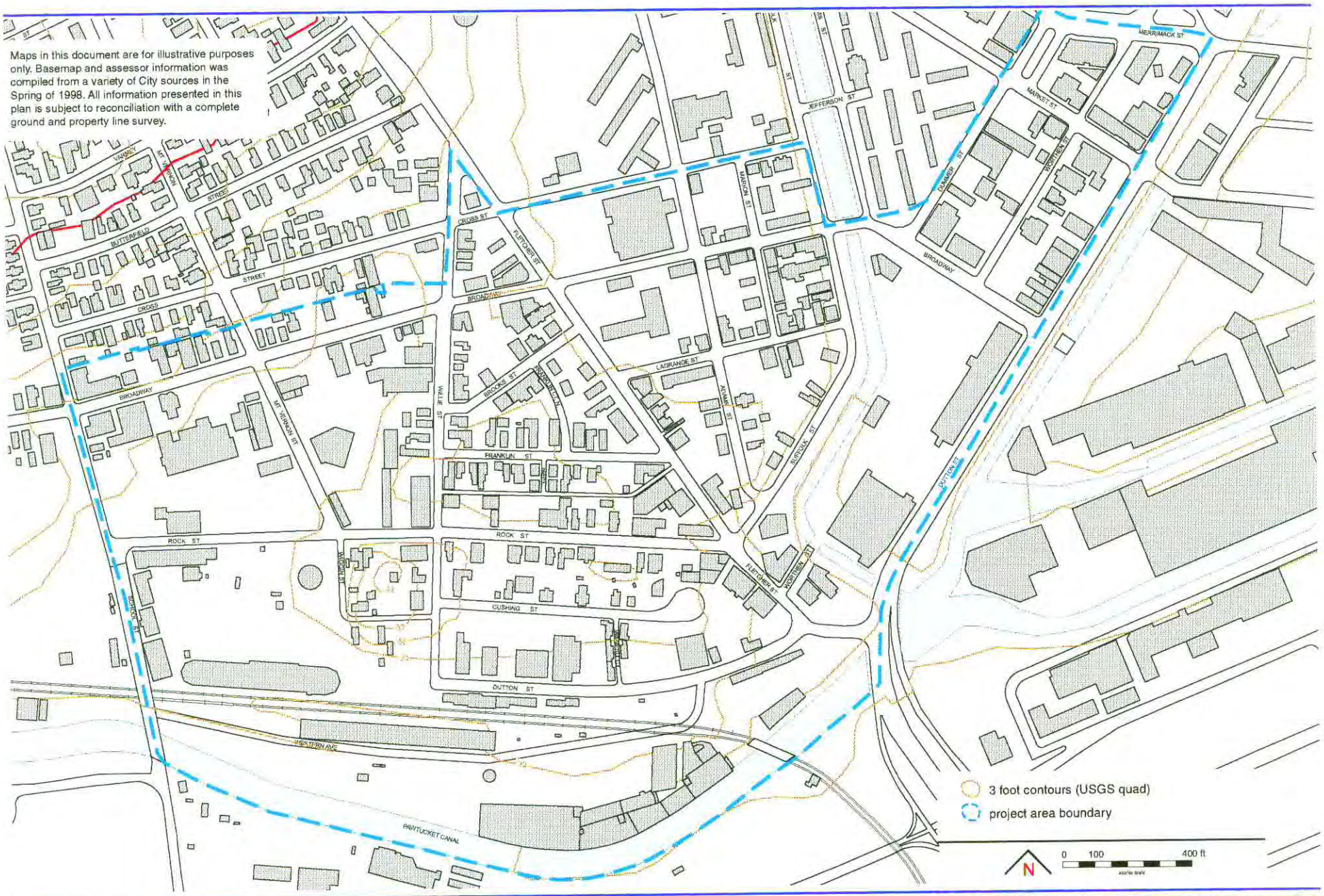
A-1. Project Location



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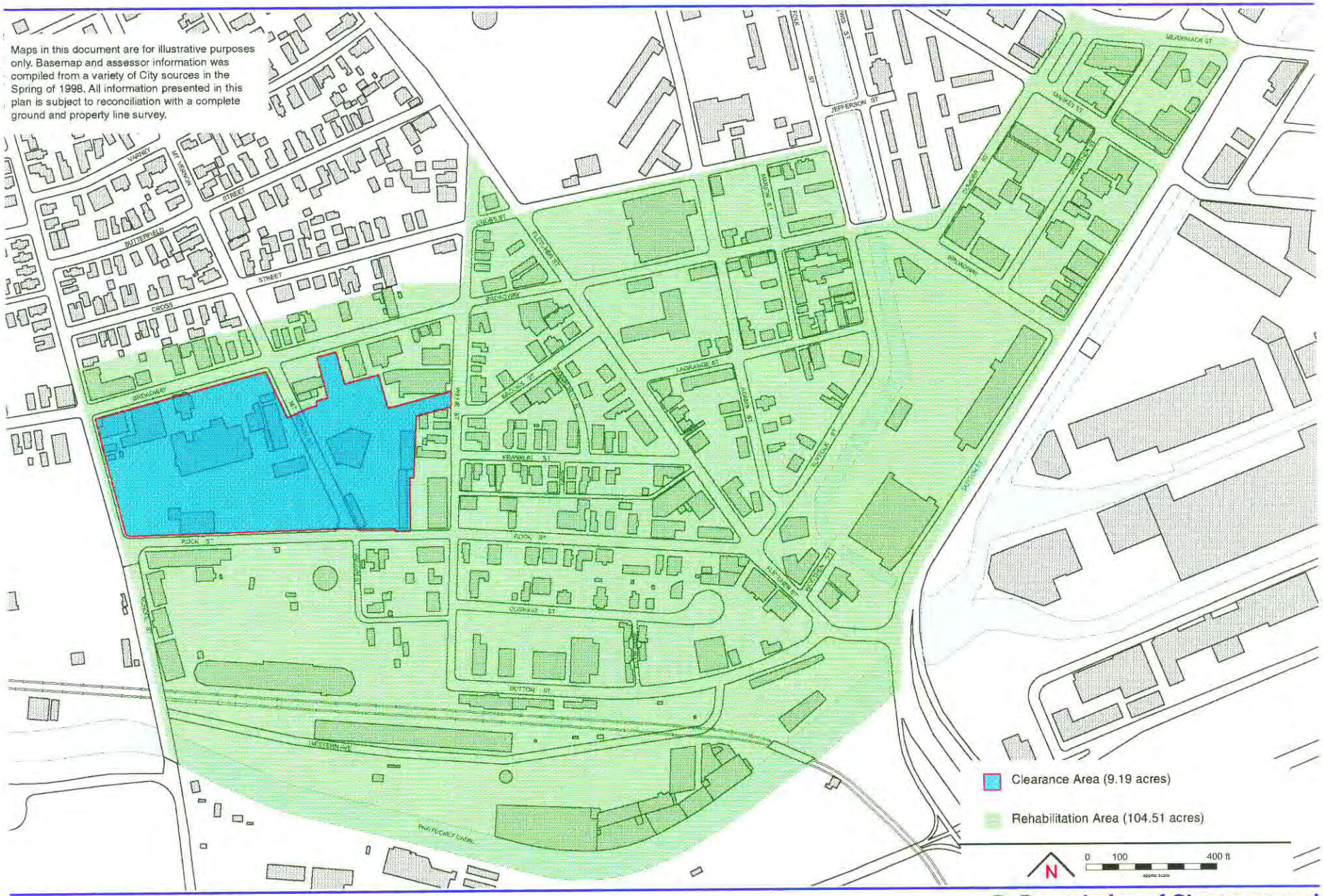
A-2. Project Boundary & Topography



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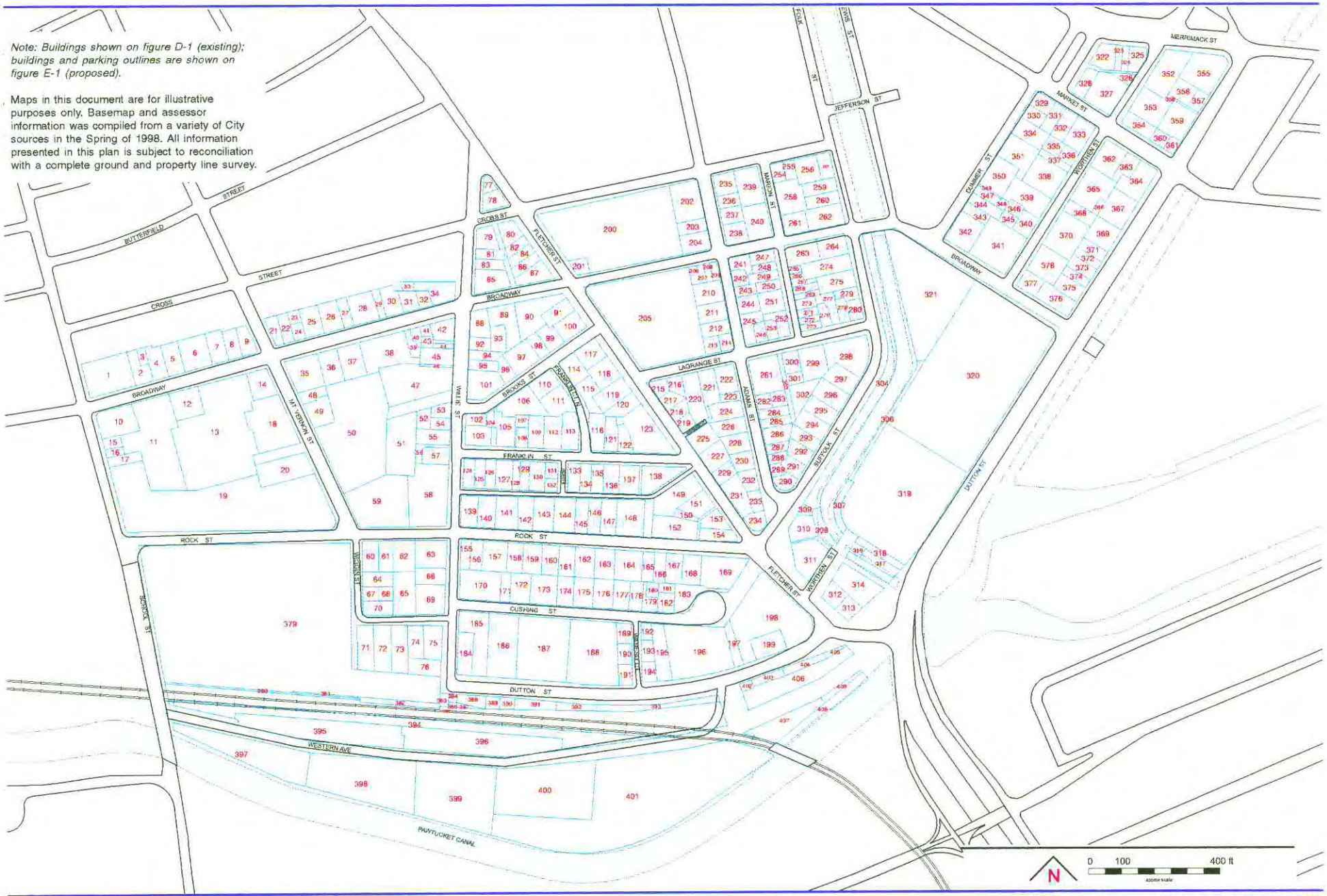
B. Boundaries of Clearance and Rehabilitation Area

Note: Buildings shown on figure D-1 (existing); buildings and parking outlines are shown on figure E-1 (proposed).

Maps in this document are for illustrative purposes only. Basemap and assessor information was compiled from a variety of City sources in the Spring of 1998. All information presented in this plan is subject to reconciliation with a complete ground and property line survey.



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C-1. Parcels (Property Lines)

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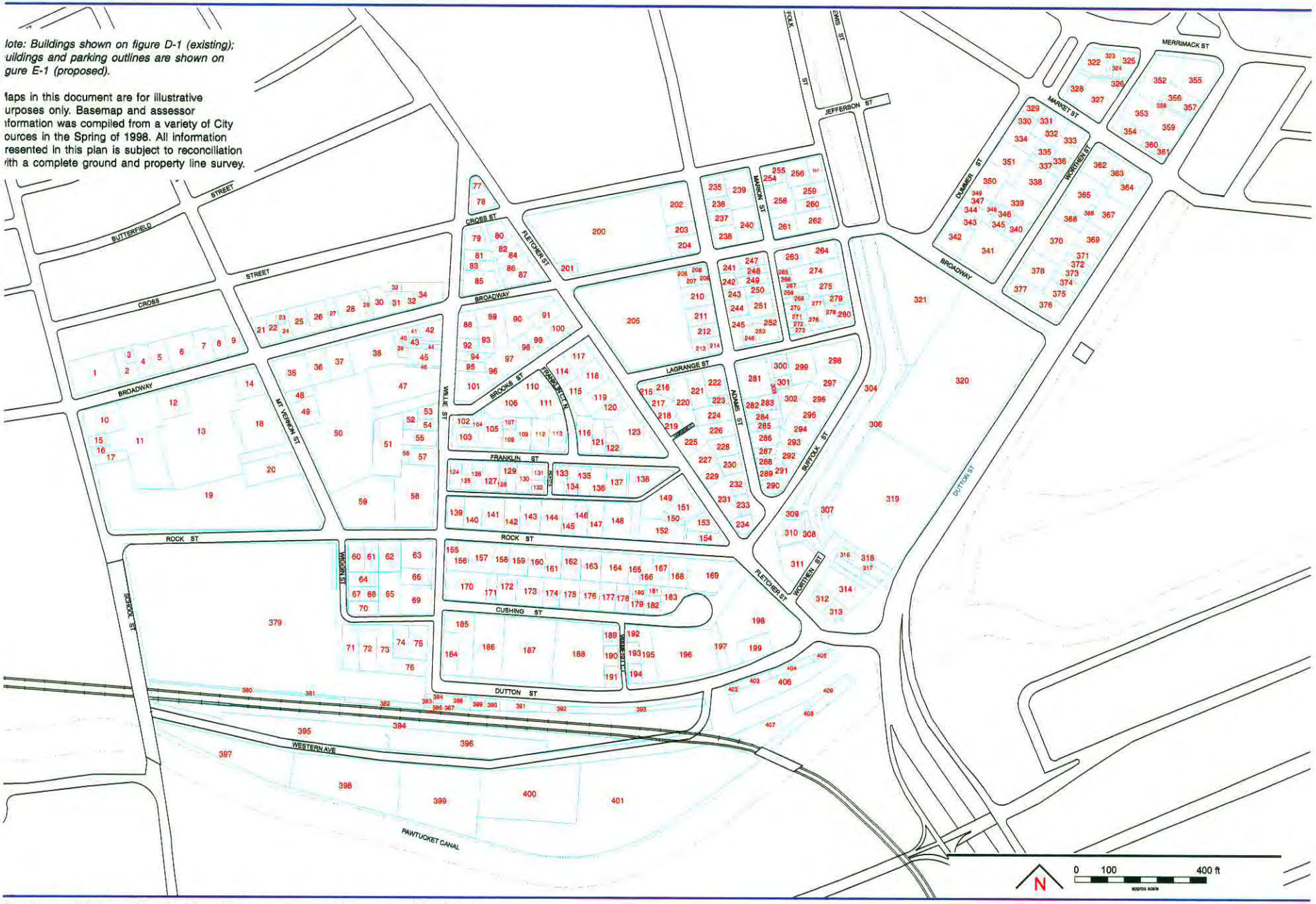

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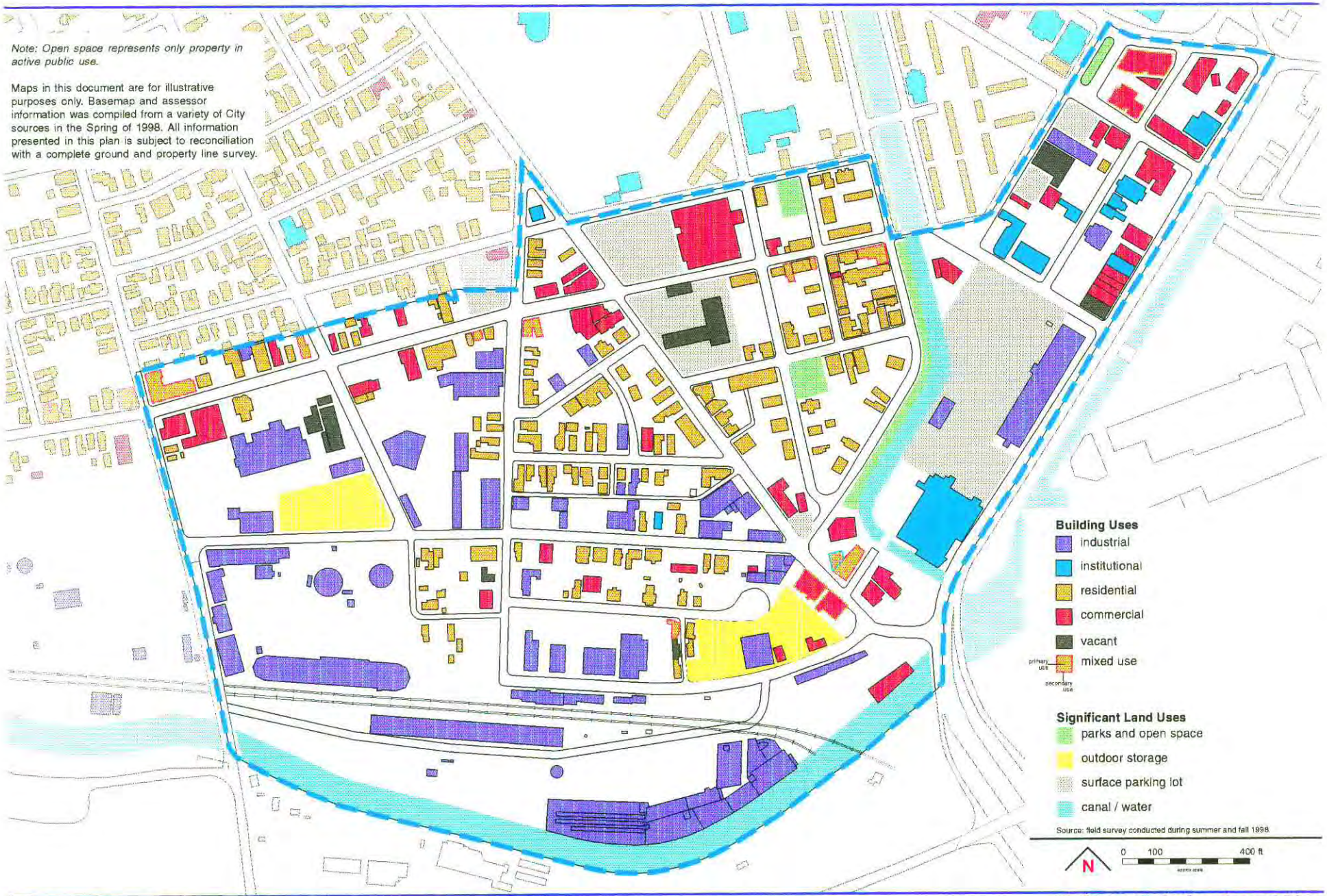
C-1. Parcels (Property Lines)



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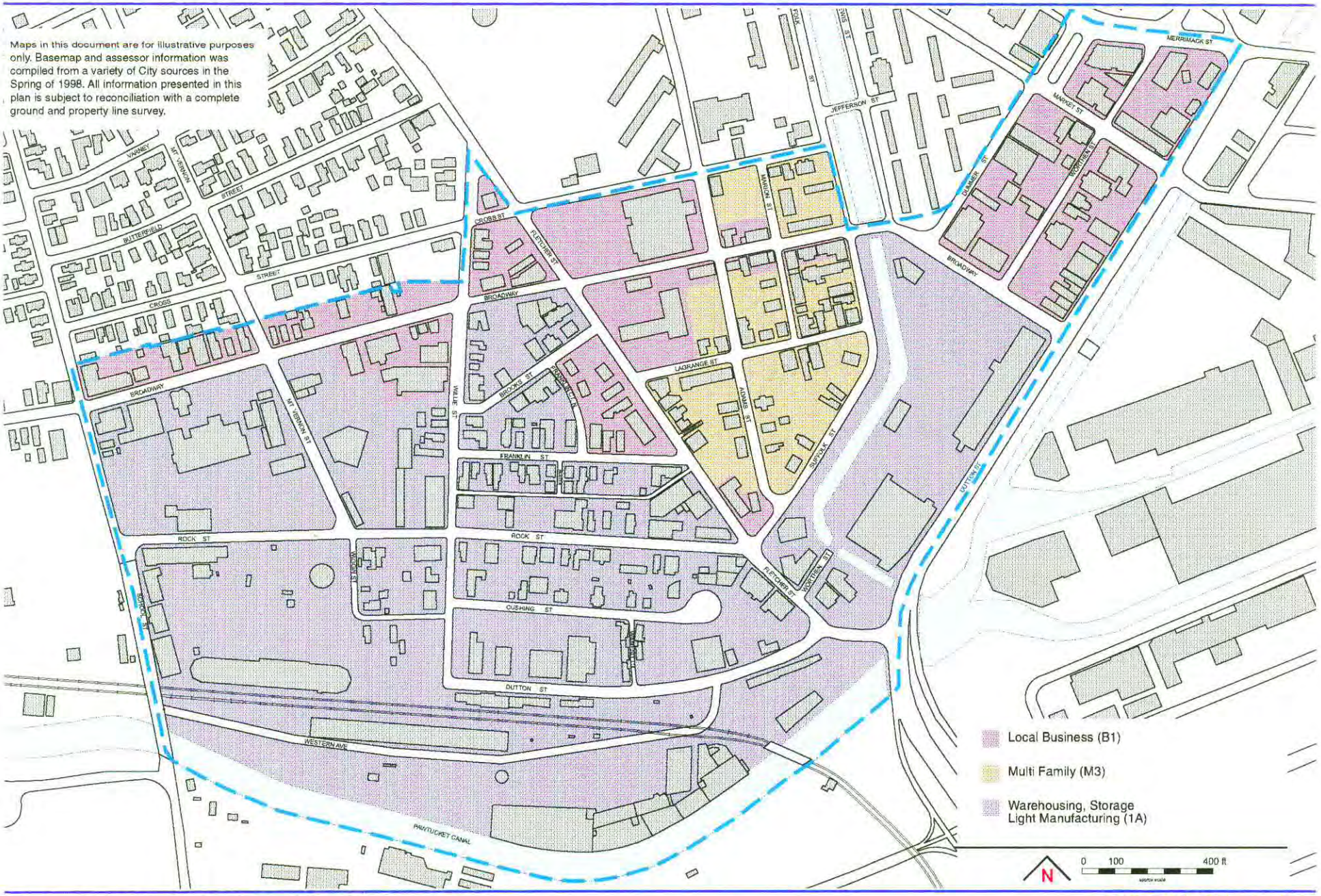
D-1. Existing Land Use



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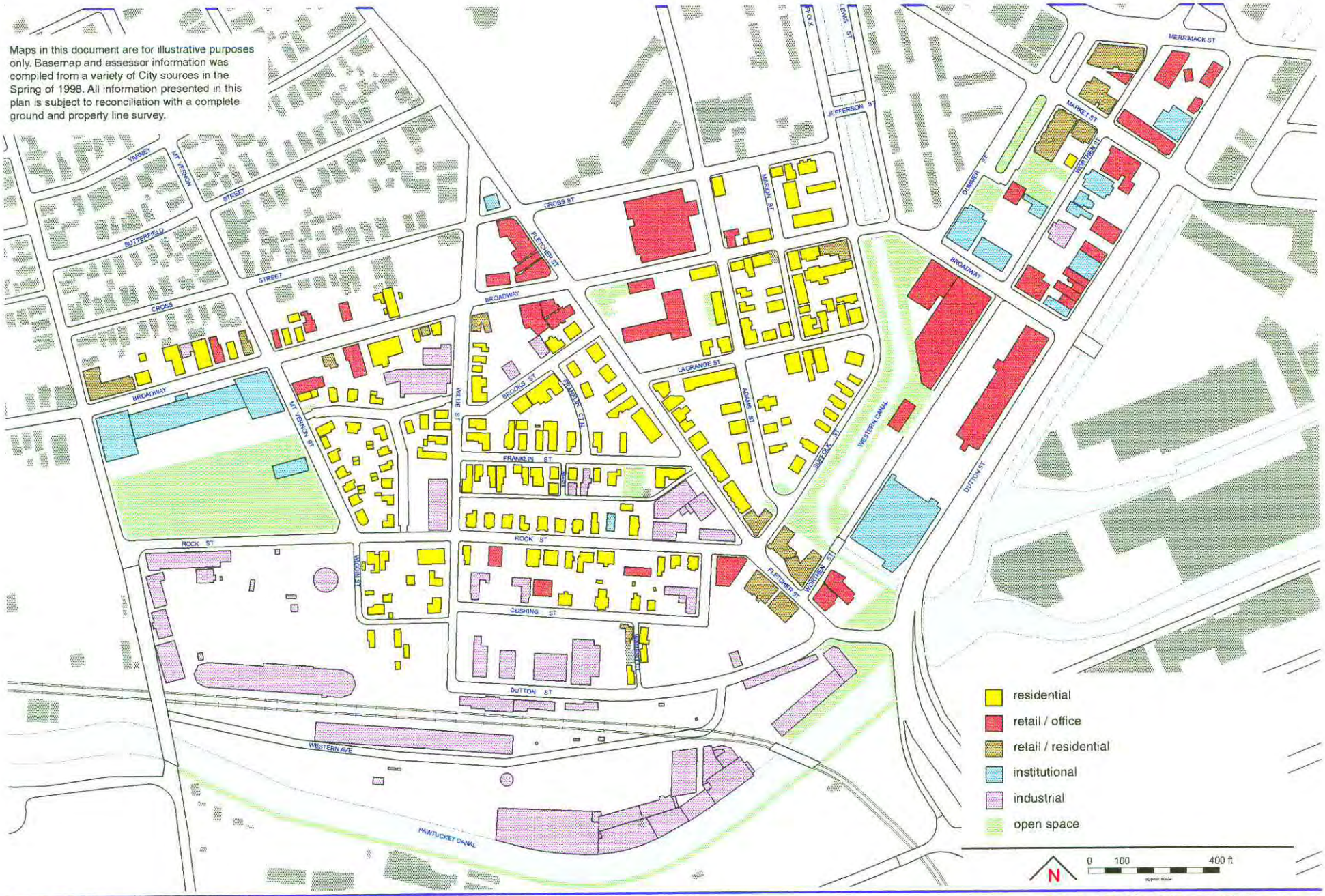
D-2. Existing Zoning



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E-1. Future Land Use Plan

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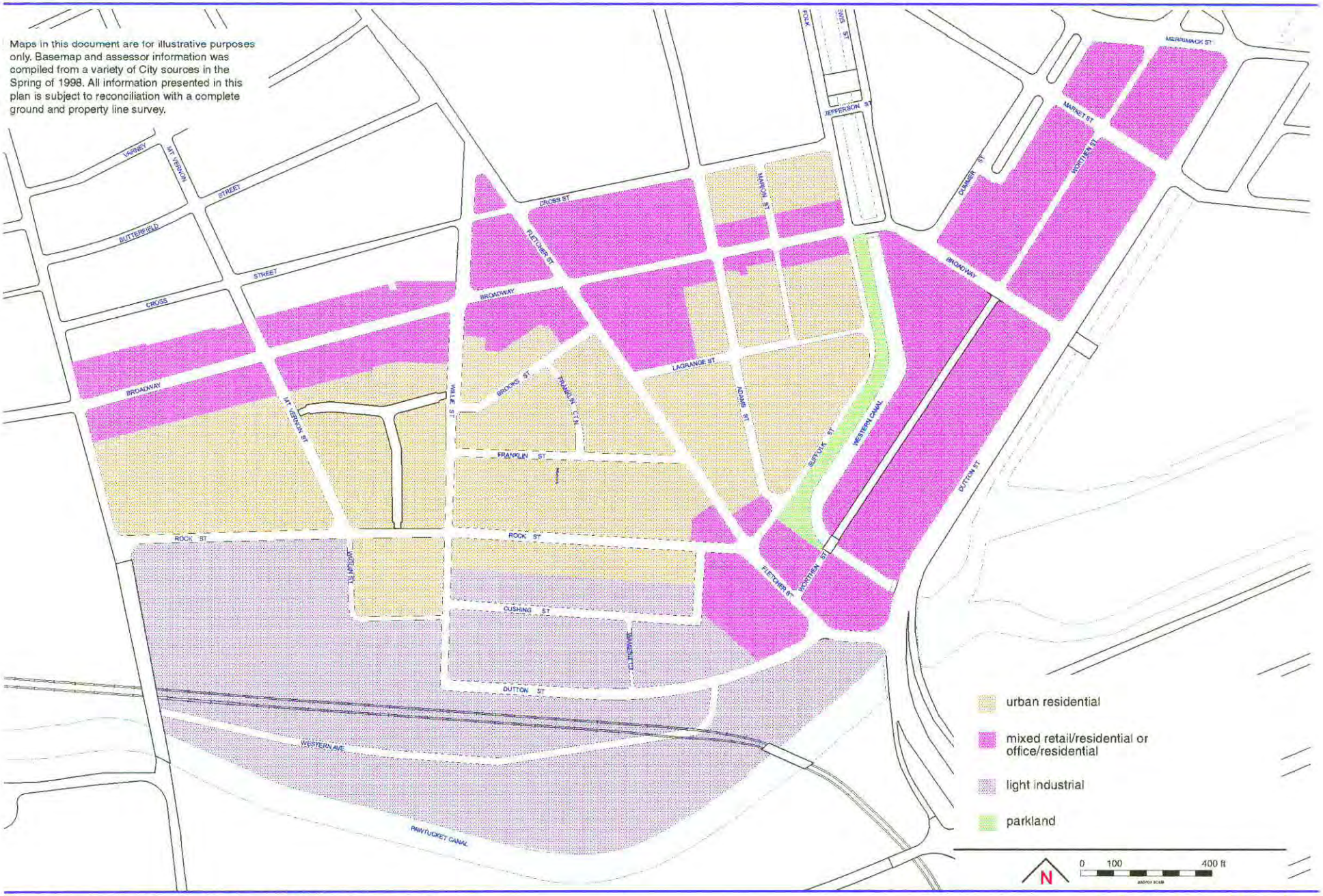

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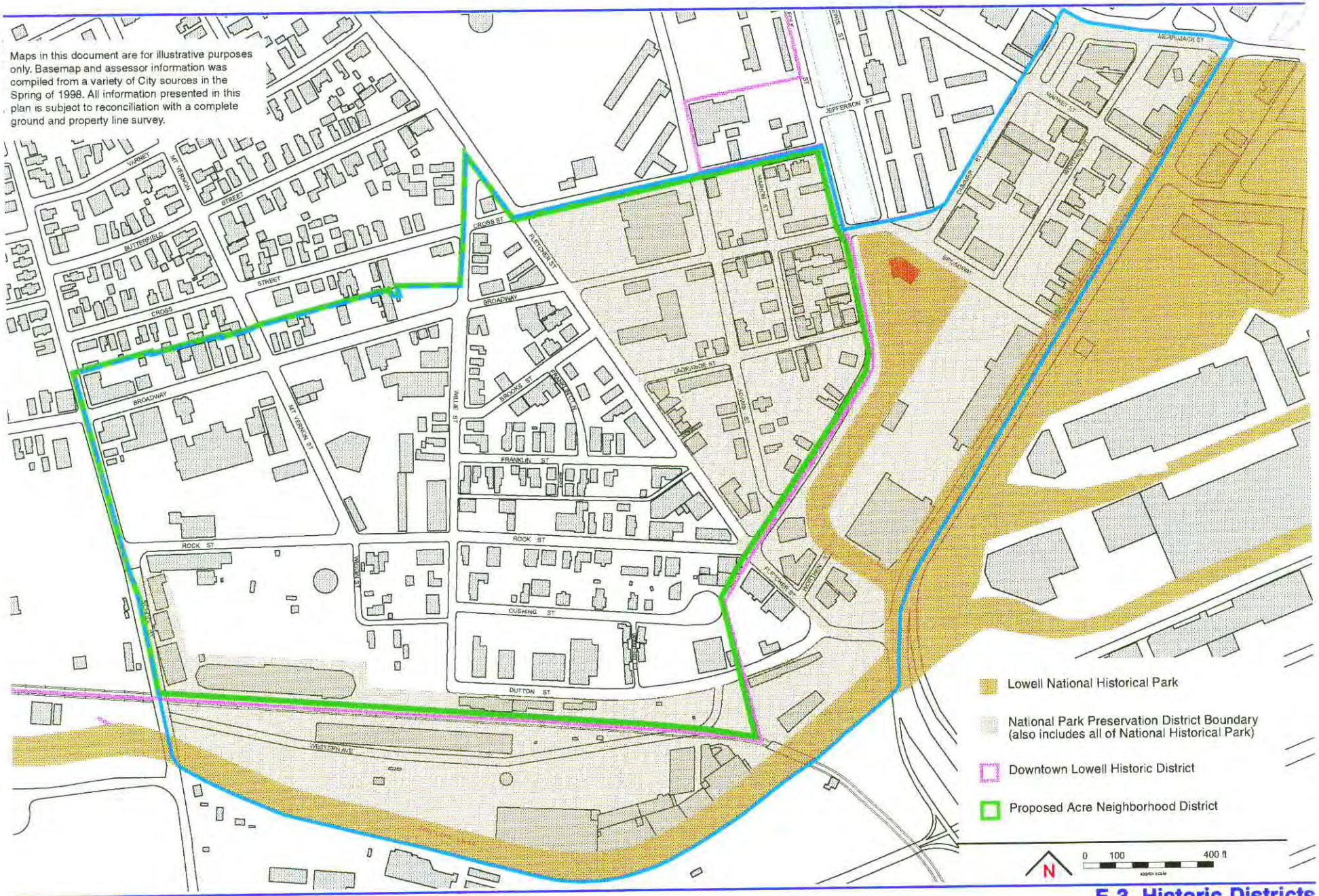
E-2. Proposed Zoning



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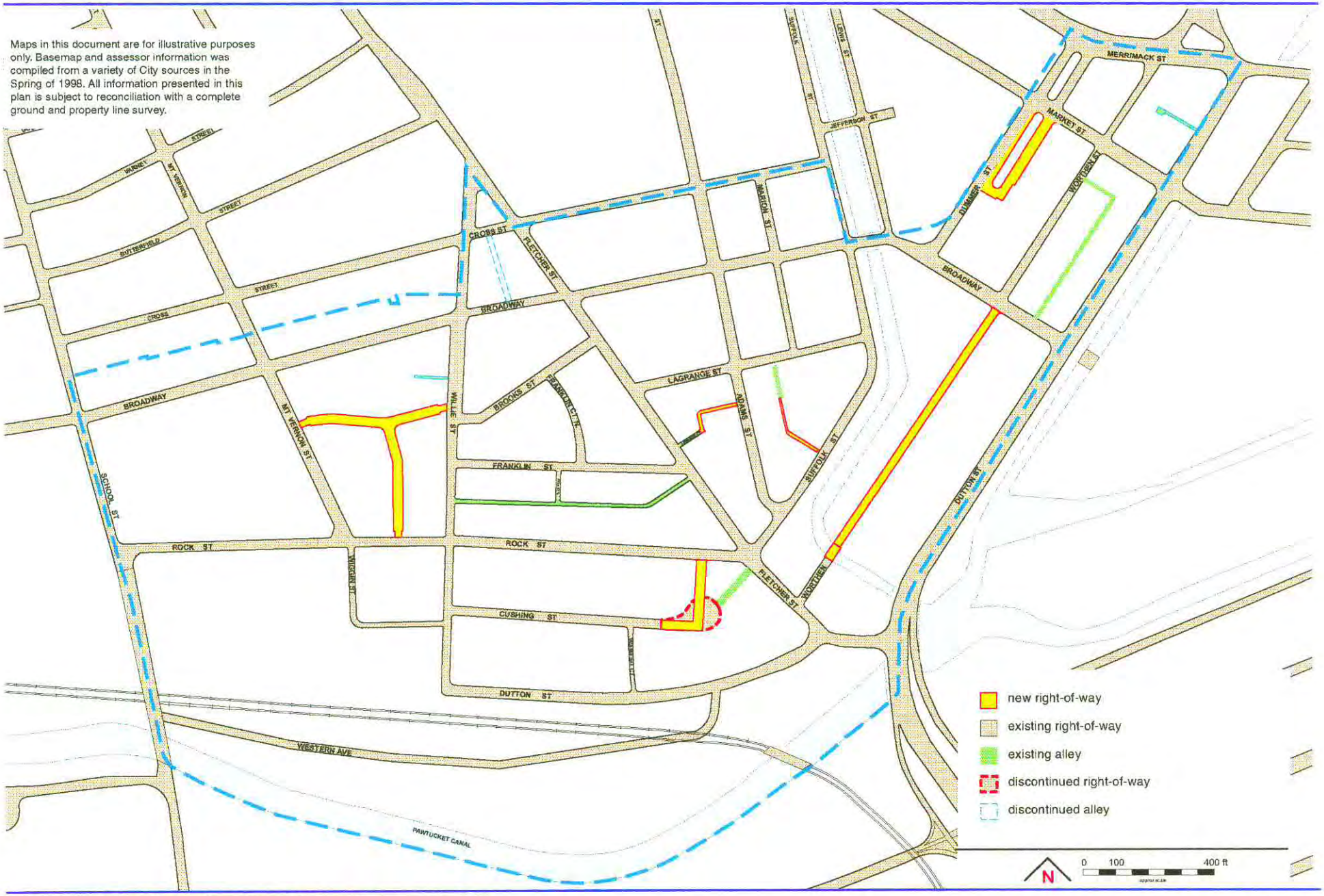
E-3. Historic Districts



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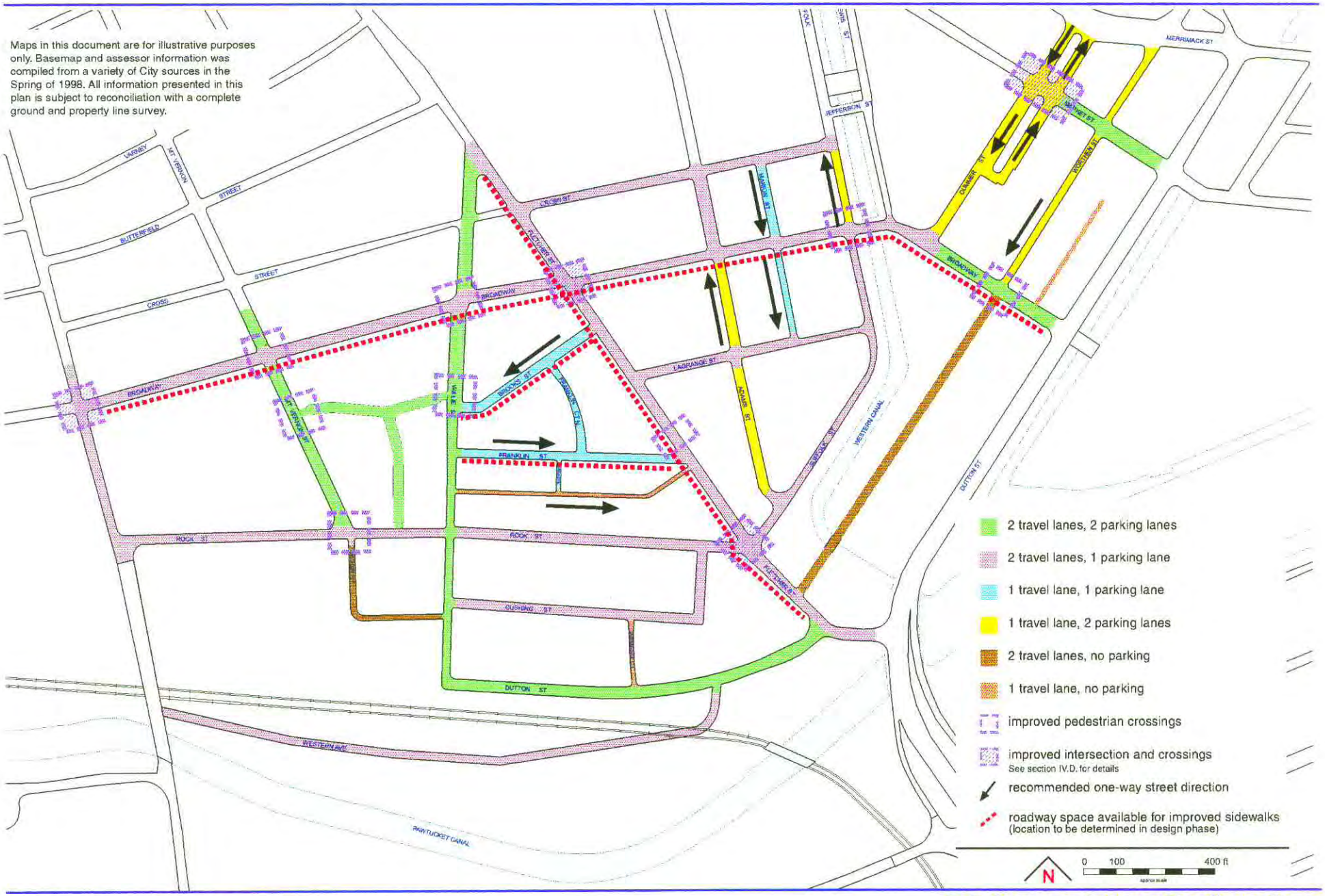
F-1. Thoroughfares, Rights of Way & Easements



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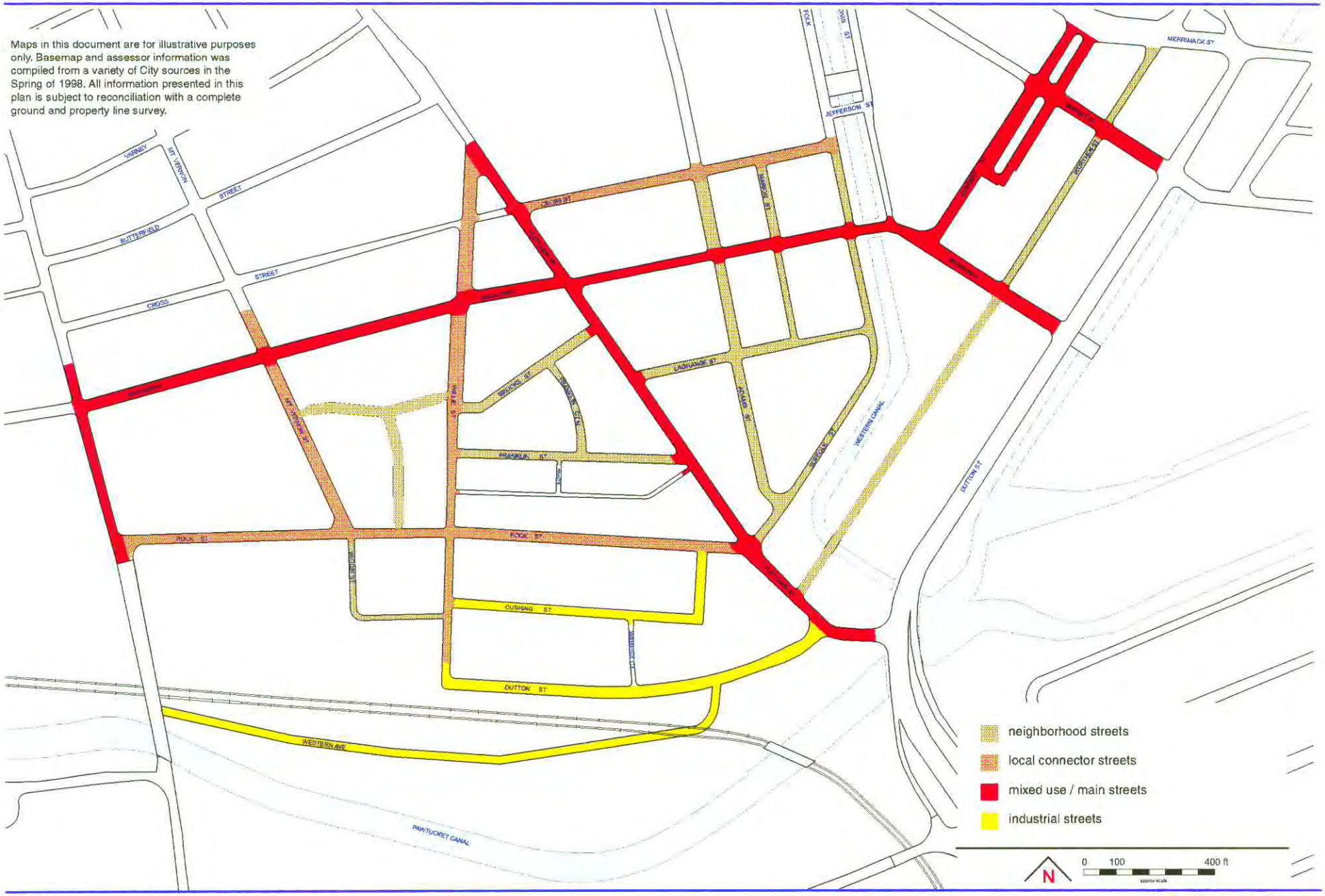
F-2. Proposed Street Configurations



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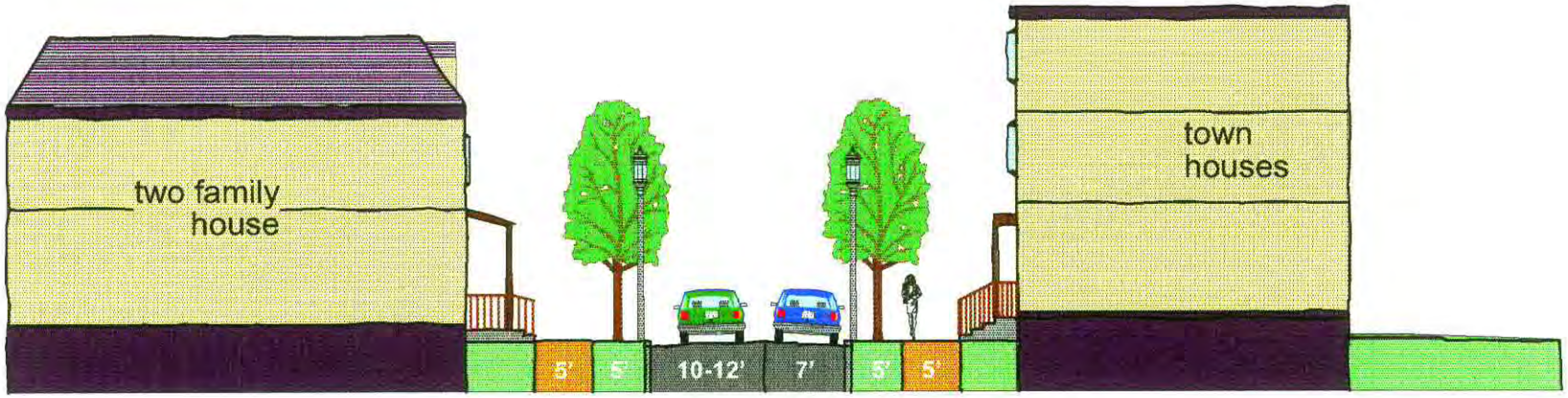
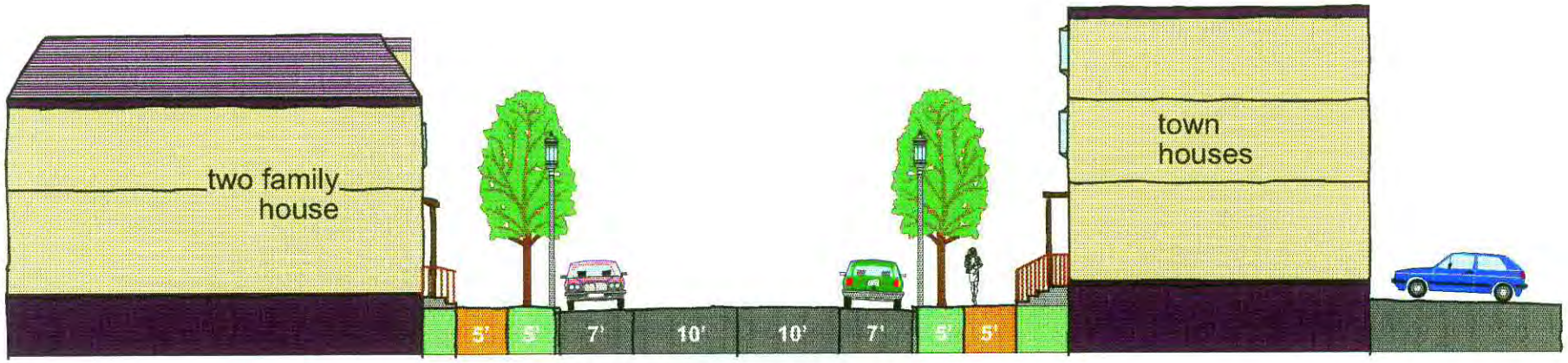
F-3. Street Types

These sections represent idealized layouts and may not be achievable in all locations. Not all recommended configurations are illustrated.



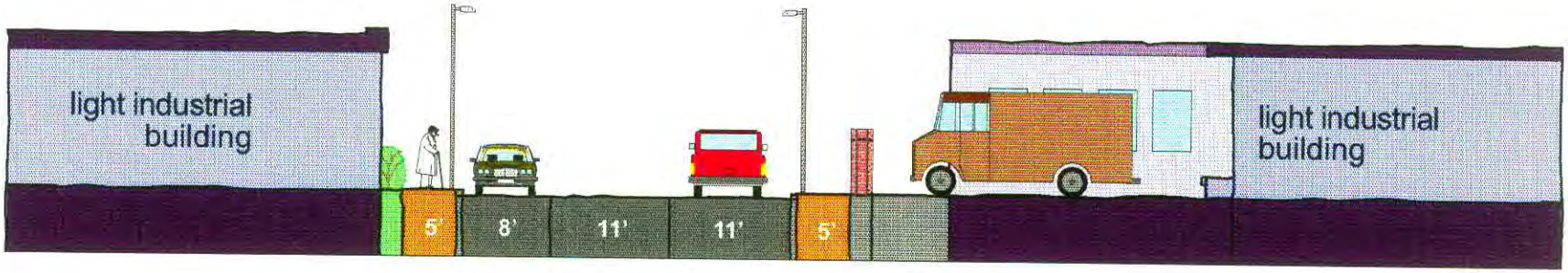
Neighborhood Street: 1 Travel Lane, Parking 1 Side



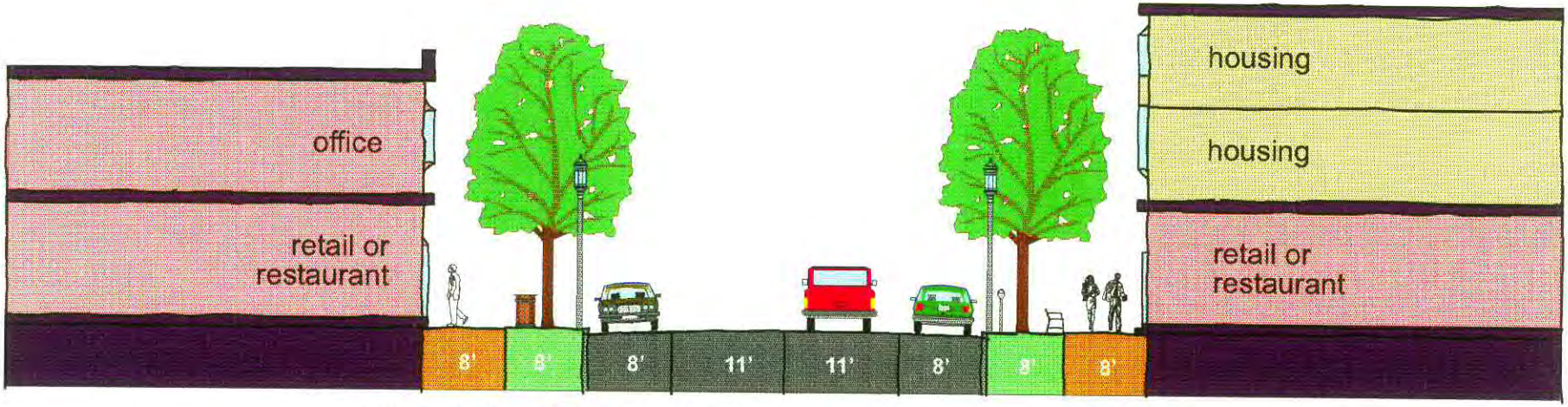
Local Connector Street: 2 Travel Lanes, Parking Both Sides

20 feet

These sections represent idealized layouts and may not be achievable in all locations. Not all recommended configurations are illustrated.

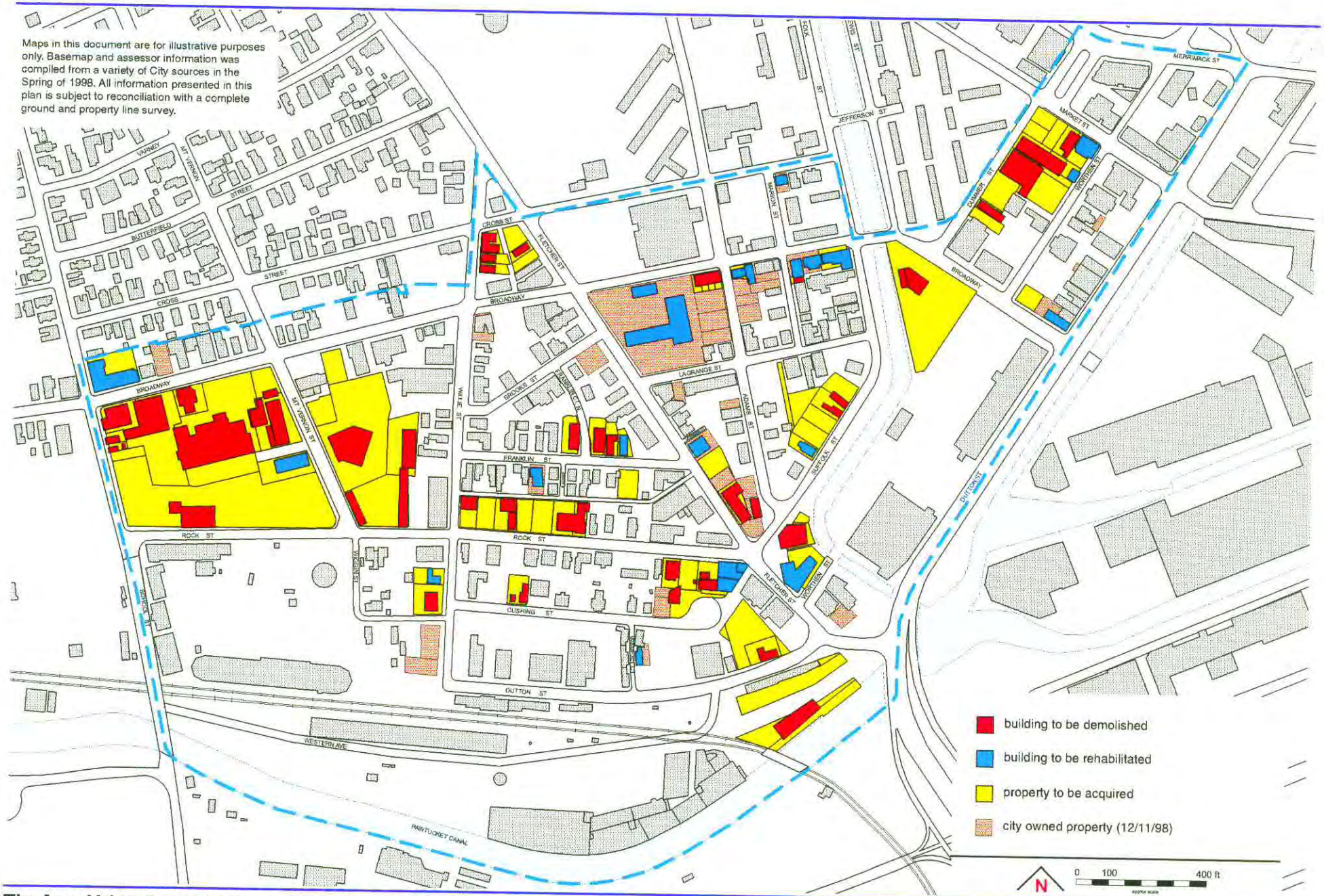


Industrial Street: 2 Travel Lanes, Parking 1 Side



Mixed Use / Main Streets: 2 Travel Lanes, Parking Both Sides

20 feet



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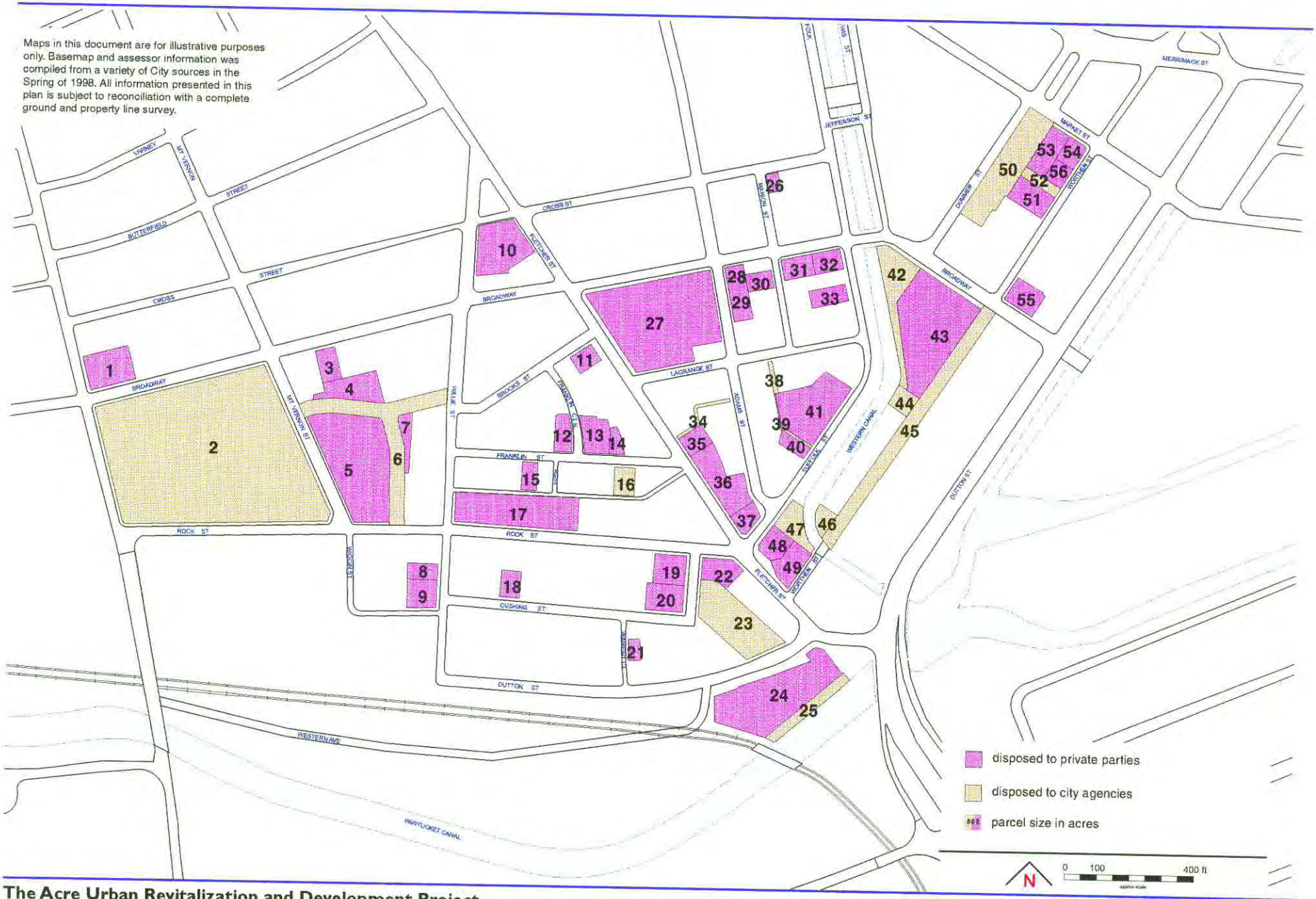
G,I,J. Acquisitions, Demolitions, and Rehabilitations



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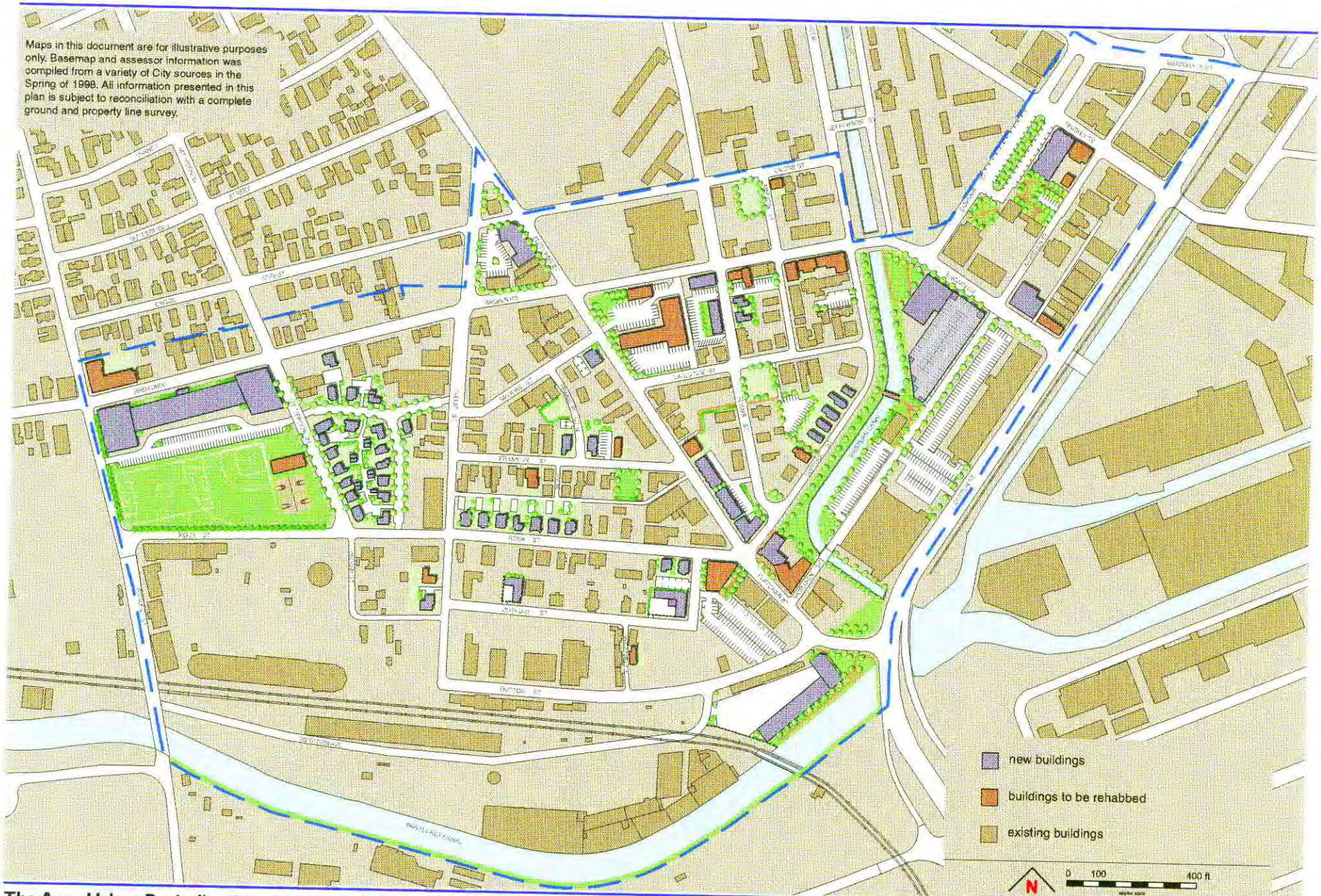
H-1. Disposition Map



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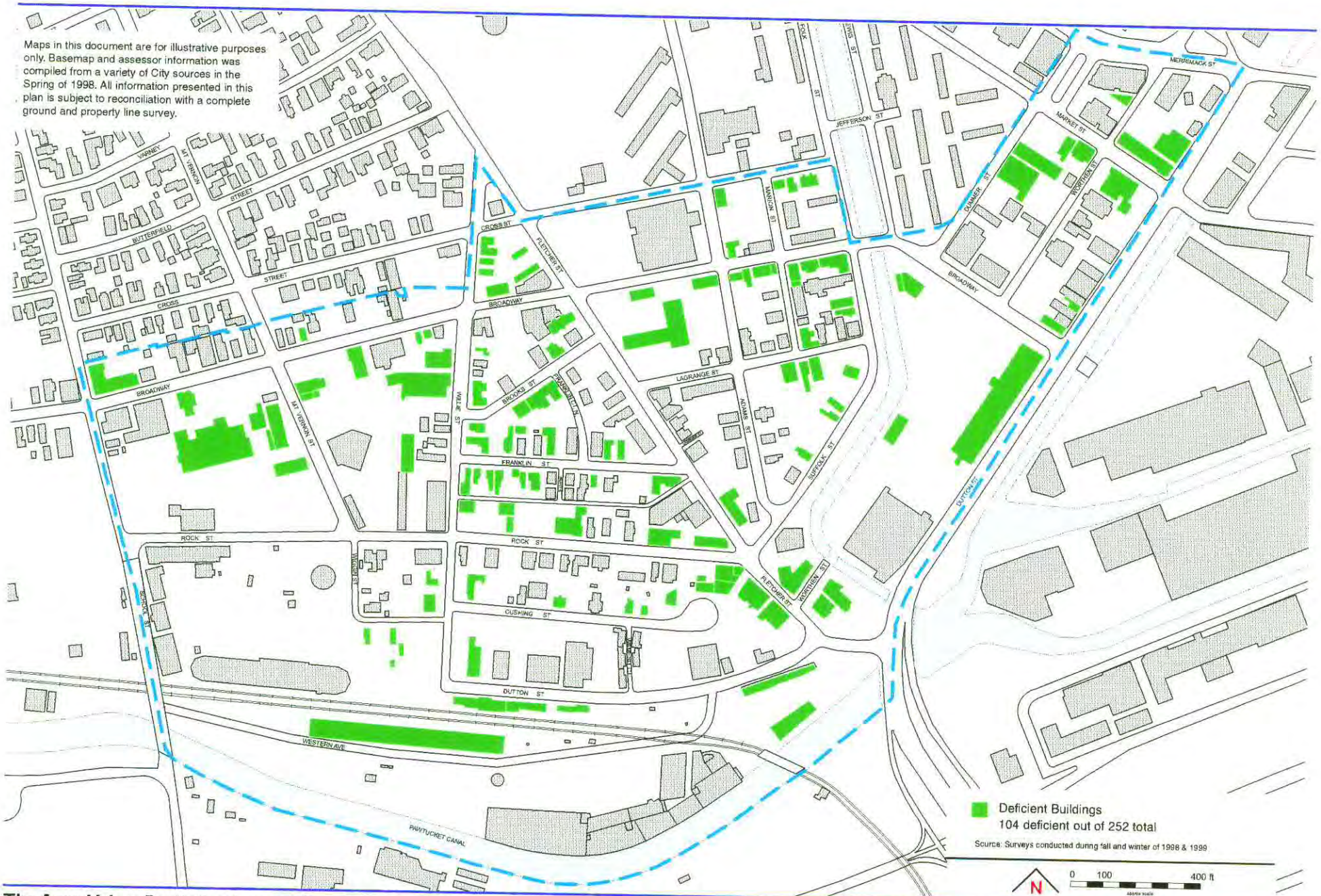
K. Illustrative Plan & Buildings to be Constructed



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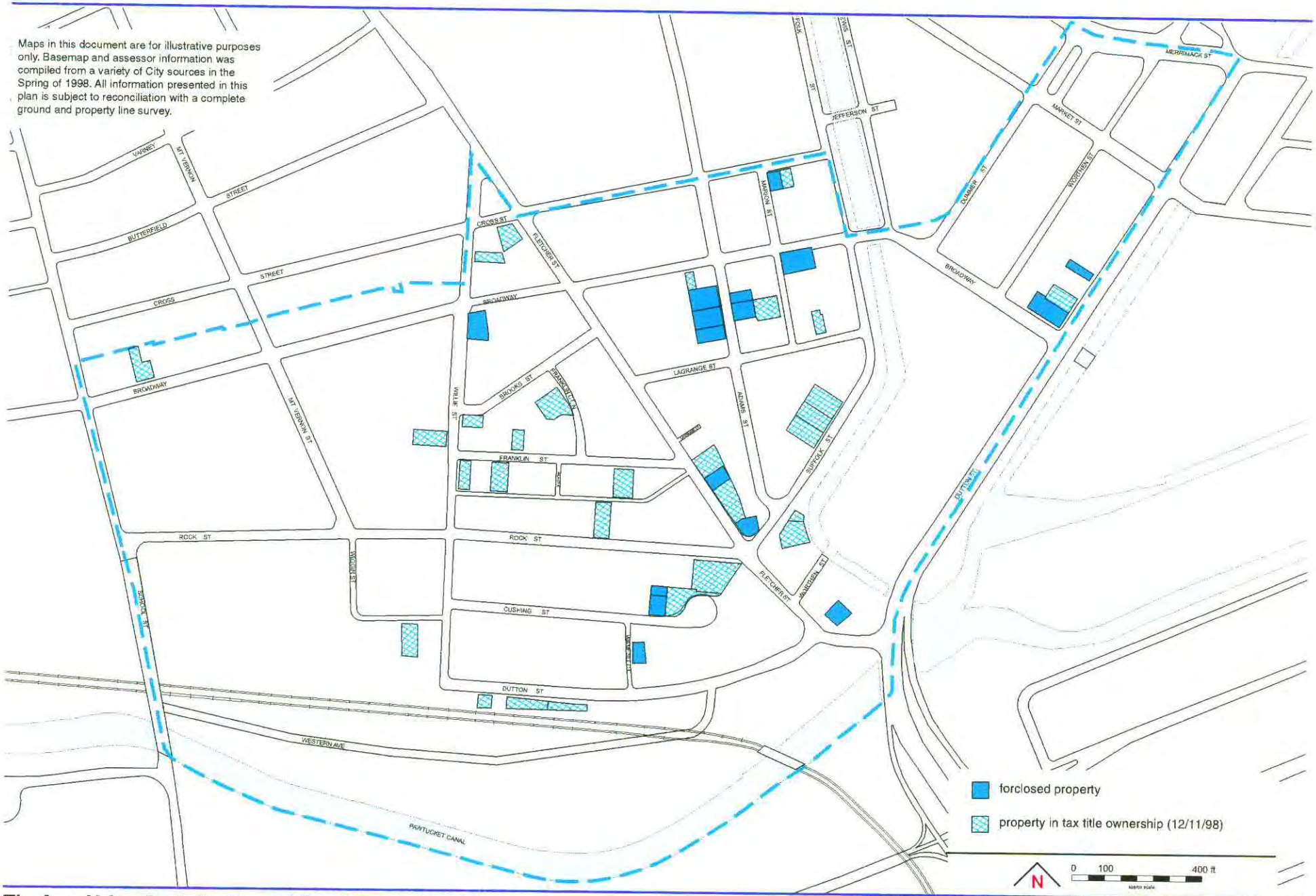
TAMS Consultants Inc.

L. Building Deficiencies



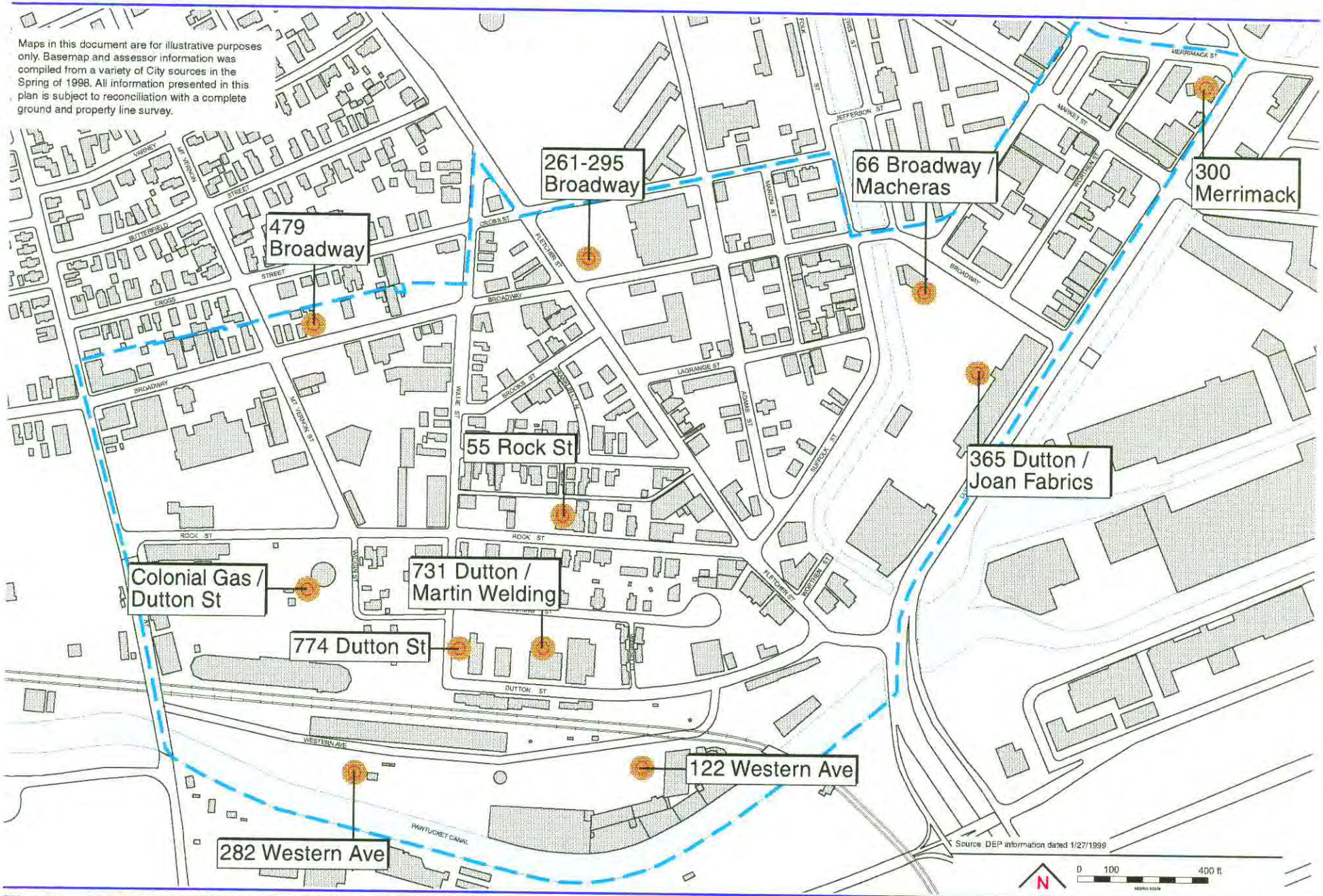
The Acre Urban Revitalization and Development Project

Lowell Division of Planning & Development

30 July 1999

Wallace, Floyd, Associates Inc.
with Stockard & Engler & Brigham
The Miller Group Inc.
TAMS Consultants Inc.

M. Tax Title and Foreclosed Properties



The Acre Urban Revitalization and Development Project

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N. Mass. DEP Hazardous WasteListed Sites

Aquisition Parcels highlighted in gray. Partial aquistion noted with *.

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:
1	William Spanos Mary Spanos	0.35	62,616	591 Broadway
2	William Spanos TRS Acre Realty Trust	0.10	6,949	583 Broadway
3	Thomas J. Michale Gertrude M. Greaves	0.03	487	583.1 Broadway
4	City of Lowell	0.11		571 Broadway
5	Brian McMahon TRS B&M Realty Trust	0.12	10,935	559 Broadway
6	Ovila Guillemette Helen Guillemette	0.19	14,545	545 Broadway
7	Lambres D. Tsoumbanikas Raymond C Vailkincourst Jr	0.12	2,265	537 Broadway
8	Victoria Lambos	0.09	4,238	529 Broadway
9	Charles Hondros TRS Three Skala Realty Trust	0.09	8,186	513 Broadway
10	Somaly San Sokhom Prak	0.22	4,668	598 Broadway
11	Herbert Kazer Kompong Thom Market Inc/Unit 3 Corporation	0.79	10,393	590 Broadway
12	Chheang Tell Huoth Kimly	0.18	10,826	560 Broadway
13	Herbert Kazer	1.46	46,660	540 Broadway
14	James M Muldoon Arthur R. Muldoon	0.14	2,040	225 Mt Vernon
15	Le Canh TRS C H N Realty TRS	0.04	2,354	282 School
16	Carrie E. DuBois Leonard Winn	0.03	1,271	286 School
17	Lowell Gas Light Co.	0.07		290 School
18	Salvatore, Jr. Turco Helen Turco	0.43	14,759	231 Mt Vernon
19	Lowell Gas Light Co.	2.23	7,960	294 School
20	TRS Ryan Realty Trust, Joyce Thomas et al Trustees	0.26	8,202	251 Mt Vernon
21	James Sarantos c/o Conh Thach	0.07	4,728	499 Broadway
22	Miguel Oritz	0.07	8,107	493 Broadway
23	Henry Kucharzyk	0.03	2,933	489 Broadway
24	Bernard Brouillette	0.04	3,506	481 Broadway
25	Le Canh TRS C H N Realty TRS	0.12	2,897	479 Broadway
26	Le Canh TRS C H N Realty TRS	0.13		459 Broadway
27	Marshall Q. Trubey	0.06	1,617	451 Broadway
28	Henry Kucharzyk	0.17		445 Broadway
29	Daniel Chea Monorom Apartments Inc.	0.04		433 Broadway
30	Daniel Che	0.11	12,676	423 Broadway
31	TRS Alza Realty Trust	0.07		415 Broadway
32	TRS Alza Realty Trust	0.04		407 Broadway
33	George Behrakis TRS Alza Realty Trust	0.02		10 Fays Ct
34	George Behrakis TRS Alza Realty Trust	0.15		391 Broadway
35	Muldoon Oil Heat Inc.	0.22	2,950	498 Broadway
36	Alan W. Kazanjian Kazanjian Enterprise Inc.	0.14		458 Broadway
37	W.J Lynch Paint. Center of Lowell Inc.	0.16	9,642	452 Broadway
38	Henry Kucharzyk	0.33	33,281	430 Broadway
39	Henry Kucharzyk	0.05		430 Broadway
40	Henry Kucharzyk	0.03	3,594	420 Broadway
41	Edmund O'Connor TRS Broadway St. Realty Trust	0.03	6,170	414 Broadway
42	Martha A. O'Connor Edmund O'Connor	0.09	2,128	051 Willie
43	Martha A. O'Connor Edmund O'Connor	0.04		055 Willie
44	Michael T. Ing	0.02		059 Willie
45	Michael T. Ing	0.12	5,034	061 Willie
46	City of Lowell	0.01		063 Willie
47	Lisa Guidi TRS RLA Realty Trust	0.48	22,938	071 Willie
48	Muldoon Brothers Inc.	0.06	2,784	232 Mt Vernon
49	Mt Vernon Associates	0.14	1,350	234 Mt Vernon
50	Mt Vernon Associates	1.31	10,878	266 Mt Vernon
51	Mt Vernon Associates	0.38	4,928	005 Farnham
52	Pov Doeuk Soum Soeum	0.06	3,591	001 Farnham
53	Paul Chou Sok Rachel Heap Chou	0.06	3,852	077 Willie
54	Norman F. Therrien	0.05	4,004	081 Willie
55	Kimyeang Christine TRS Prom TRS Willie St. Realty Trust	0.11	4,636	085 Willie
56	Alan W. Kazanjian Kazanjian Enterprise Inc.	0.04		089 Willie
57	Bouala Makvilav Citizens Mortgage Corp	0.10	2,622	091 Willie
58	Acre Triangle CDC	0.50	44,705	099 Willie
59	Alan W. Kazanjian Kazanjian Enterprise Inc.	0.57	7,256	115 Rock
60	Khoen Sao Huon Dy	0.11	3,310	114 Rock
61	Khin Um Leng Chea	0.09	2,710	110 Rock
62	Albert W. Jr. Bleau Greater Lynn Special Needs Housing	0.15		106 Rock
63	Albert W. Jr. Bleau Greater Lynn Special Needs Housing	0.18	12,097	094 Rock
64	Khoen Sao Houn Dy	0.09		114 Rock
65	Ted C. Choate Cynhtia L. Choate	0.21	3,106	011 Wiggin
66	Luke Leoustacos Gertrude C. Leoustacos	0.10	3,110	129 Willie
67	Robert B. Boucher	0.05	361	037 Wiggin
68	Robert B. Boucher	0.04	1,641	035 Wiggin
69	Gary T. Blaisdell Atlantic Auto Body	0.19	1,980	137 Willie
70	Veth Chhat Sarith Khiev	0.09	3,397	031 Wiggin
71	Hazen L. Fulton Isabelle T. Fulton	0.16	2,581	022 Wiggin
72	Hazen L. Fulton Isabelle T. Fulton	0.17		020 Wiggin
73	Khanh Q. Tran	0.17	4,106	016 Wiggin
74	Mark Ruggles	0.11		008 Wiggin
75	City of Lowell Tax Possessions	0.13		004 Wiggin
76	City of Lowell Tax Possessions	0.11		153 Willie
77	City of Lowell Park Department	0.03		354 Fletcher
78	LOWELL FIREFIGHTERS ASSOC. INC.	0.08	2,228	101 Cross
79	Property Mgmt Empire Empire Property Mgmt Corp. c/o Washington Savings Bank	0.09	14,261	026 Willie
80	Annette Forte	0.09		346 Fletcher
81	Annette Forte	0.06	4,140	032 Willie
82	Nicholas J. Rabias	0.05	3,309	338 Fletcher
83	Daniel Thompson	0.06	4,413	034 Willie
84	Humberto M. Correia TRS Correia & Son Realty Trust	0.06		332 Fletcher
85	Richard Beaulieu	0.16	2,557	375 Broadway
86	Humberto M. Correia TRS Correia & Son Realty Trust	0.07	4,530	326 Fletcher
87	Henry Garrity	0.12	15,114	331 Broadway
88	Stephen C. Doulames	0.12	16,392	052 Willie
89	Arthur C. Anton TRS Anton's Realty Trust II	0.19		360 Broadway
90	Arthur C. Anton TRS Anton's Realty Trust II	0.25	9,704	346 Broadway
91	Robert A. Vezina Acre Associates Inc.	0.10	23,304	282 Fletcher
92	Anibal Fontanez, Jr. Marisol Fontanez	0.06	2,363	058 Willie
93	Arthur C. Anton TRS Anton's Realty Trust II	0.09		368 Broadway
94	Theodore Tzoumas Tassia Tzoumas	0.06	2,544	062 Willie
95	Martha Camacho TRS Jean Family Trust	0.06	2,040	066 Willie
96	Arthur C. Anton TRS Anton's Realty Trust II	0.06		023 Brooks
97	Arthur C. Anton TRS Anton's Realty Trust II	0.16		005 Brooks
98	Arthur C. Anton TRS Anton's Realty Trust II	0.06		003 Brooks
99	Dennis E. Foster	0.09	5,827	001 Brooks
100	Helen Gikas	0.12	4,990	274 Fletcher
101	Eng Choun	0.19	9,388	070 Willie
102	Scott C. Georgoulis	0.05	5,578	082 Willie
103	David W. Gailus	0.11	6,748	086 Willie
104	David W. Gailus	0.05		059 Franklin
105	James P. Leal Zulmira Leal	0.14	2,857	055 Franklin
106	Noving Pommasith Phonekham Pommasith	0.20	11,954	022 Brooks
107	Paul A. Pilato TRS PAP Realty Trust	0.04	3,240	051 Franklin
108	Patrick Perez	0.05	3,194	049 Franklin
109	Damaris Oritz Isidiro Oritz	0.11	3,072	043 Franklin
110	Noving Pommasith Phonekham Pommasith	0.11	10,262	006 Brooks
111	TRS 020 Franklin Court Trust Universal Property Assoc. Inc. TRS	0.15		020 Franklin Ct. N.
112	Paul R. Theriault Mary-Etta Theriault	0.13	3,102	041 Franklin
113	Steven A. Papanotas Angeline Papanotas	0.13	2,509	006 Franklin Ct. N.
114	Steven A. Papanotas Angeline Papanotas	0.11	2,792	019 Franklin Ct. N.
115	Steven A. Papanotas Angeline Papanotas	0.12	2,690	025 Franklin Ct. N.

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:
116	Trs Papanotas Family Trust	0.12	2,610	005 Franklin Ct. N.
117	City of Lowell City Hall	0.12		252 Fletcher
118	Acre Triangle CDC	0.13	3,602	242-244 Fletcher
119	Acre Triangle CDC	0.15	3,370	234 Fletcher
120	John F. Flynn, Jr. Irene A. Flynn	0.10	4,864	220 Fletcher
121	David V. Hanlon Kellie A. Hanlon	0.09	5,643	021 Franklin
122	Chester H. Briggs	0.07	5,636	019 Franklin
123	Acre Triangle CDC	0.32	10,972	200 Fletcher
124	Paul D'Ambrosio TRS D&H Realty Trust	0.07	6,432	066 Franklin
125	Anibal Fontanez, Jr. Marisol Fontanez	0.06	2,748	064 Franklin
126	John Brouillette TRS 58 Realty Trust	0.07	4,655	058 Franklin
127	Heather Fifield	0.10	4,137	056 Franklin
128	Eladio & Vanessa Gonzalez	0.05	651	052 Franklin
129	Edward L. Ganas PHH US Mortgage Corp.	0.06	3,777	048 Franklin
130	City of Lowell Housing Authority	0.10	7,182	044 Franklin
131	William Myerson	0.04	1,962	001 Franklin Ct. S.
132	Nhean Hul	0.04	2,844	003 Franklin Ct. S.
133	Ros Kaing Nara Hun	0.08	1,878	006 Franklin Ct. S.
134	Nicholas Dinatale TRS Greater Lowell Realty Trust	0.07	3,000	032 Franklin
135	B. Jordan, Sr.	0.07	3,593	028 Franklin
136	Tem Chea Eng Men	0.10	2,138	022 Franklin
137	Bunsak La Sumaly La	0.12		016 Franklin
138	Amalfis L. Abreau	0.16	8,680	168 Fletcher
139	Peter N. Fotopoulos	0.11	2,128	106 Willie
140	Helen D. Squeglia	0.12		079 Rock
141	Helen D. Squeglia	0.15	3,791	075 Rock
142	Christos N. Theodorou Theodore N. Theodorou	0.11	420	069 Rock
143	Christos N. Theodorou Theodore N. Theodorou	0.15		061 Rock
144	Paul G. Niven Donna Niven	0.15	4,130	055 Rock
145	Helen D. Squeglia	0.09		049 Rock
146	Michael Petroules Rita Petroules	0.10	4,558	047 Rock
147	Tom Robinson Greater Lowell YWCA	0.12	3,563	041 Rock
148	William Kanavas Catherine Kanavas	0.21	10,544	033 Rock
149	David J. Day	0.23	8,336	154 Fletcher
150	David J. Day	0.03		146.1 Fletcher
151	David J. Day	0.12	7,658	146 Fletcher
152	Harry L. Betty, Jr.	0.20	11,518	017 Rock
153	Edward Kelly Sheet Metal Inc.	0.08		128 Fletcher
154	Edward Kelly Sheet Metal Inc.	0.09	11,124	116 Fletcher
155	Donald A. Brown Pauline F. Raymond	0.06	2,306	086 Rock
156	William B. Watt TRS WBW Realty Trust	0.08		082 Rock
157	William B. Watt TRS WBW Realty Trust	0.16	4,250	074 Rock
158	William B. Watt TRS WBW Realty Trust	0.10	1,030	070 Rock
159	Ronald V. Williams Jean M. Williams	0.12	4,307	066 Rock
160	Harlold L. Prebensen Carol A. Prebensen	0.11	5,322	060 Rock
161	Charles Stylos Athena Stylos	0.10	3,744	056 Rock
162	John A. Purpura Jeanne A. Purpura	0.13	6,286	048 Rock
163	Harry L. Betty, Jr. Sheila A. Betty	0.13	4,120	044 Rock
164	H Betty & Son Inc.	0.18	2,560	034 Rock
165	Donald A. Brown Pauline F. Raymond	0.07		030 Rock
166	Veasana D. Seng Fleet Mtg. Corp. Tax Escrow	0.07	3,555	026 Rock
167	Brian McMahaon	0.11	7,832	022 Rock
168	Nicholas Georgoulis Philoctimon	0.12	200	018 Rock
169	Advanced Heat-Trea corp.	0.27	20,000	006 Rock
170	Sandra & Donald Rocheford TRS Jards Realty Trust	0.25	2,090	169 Cushing
171	Sandra & Donald Rocheford	0.06		165 Cushing
172	John Soiles Evgenia Soiles	0.12	4,089	161 Cushing
173	Peter Alexandris	0.17	7,332	159 Cushing
174	Thomas M. Benrimo	0.10	6,324	137 Cushing
175	Stergios G. Koravos Aglaia Koravos	0.12		123 Cushing
176	G Stergios Aglaia Karavos	0.12	4,042	115 Cushing
177	Stergios G. Koravos Aglaia Koravos	0.10	6,114	115 Cushing
178	Christos Sarakas	0.08	2,484	099 Cushing
179	Wendy Ley Bruce Ley	0.06	3,174	087 Cushing
180	Wendy Ley Bruce Ley	0.04		083.1 Cushing
181	Richard A. Coyne	0.03		079 Cushing
182	Richard A. Coyne	0.07		075 Cushing
183	Richard A. Coyne	0.15	1,891	051 Cushing
184	Martin Welding Northeast Inc.	0.14		771 Dutton
185	Martin Welding Northeast Inc.	0.26	4,622	763 Dutton
186	Martin Welding Northeast Inc.	0.40	4,038	745 Dutton
187	Martin Welding Northeast Inc.	0.69	9,120	731 Dutton
188	June C. Cathcart TRS J C Realty Trust	0.66	12,396	705 Dutton
189	Maureen Kendall Moussette	0.06	2,905	002 Wamesit Ct.
190	Alan W. Kazanjian TRS Alkaz Realty Trust	0.06	3,414	004 Wamesit Ct.
191	Arthur F Maniatis Shirley Maniatis	0.06	3,158	008 Wamesit Ct.
192	Alan W. Kazanjian TRS Alkaz Realty Trust	0.04	2,972	001 Wamesit Ct.
193	City of Lowell	0.06	3,432	005 Wamesit Ct.
194	TRS Alkaz Realty Trust C/O Kazanjian Used Parts	0.06		007 Wamesit Ct.
195	Alan W. Kazanjian Kazanjian Enterprise Inc.	0.17		651 Dutton
196	Alan W. Kazanjian TRS Alkaz Realty Trust	0.65	7,412	615 Dutton
197*	Alan W. Kazanjian Kazanjian Enterprise Inc.	0.08	4,368	607 Dutton
198*	Realty Professionals Inc.	0.82	35,032	060 Fletcher
199	Costas Tingas C/O Yen Nguyen	0.14	3,016	599 Dutton
200	Telemachus A. Demoulas Demoulas Super Markets Inc.	1.73	35,400	311 Fletcher
201	Telemachus A. Demoulas Demoulas Super Markets Inc.	0.06		311 Fletcher
202	Telemachus A. Demoulas Demoulas Super Markets Inc.	0.24		311 Fletcher
203	Telemachus A. Demoulas Demoulas Super Markets Inc.	0.08		311 Fletcher
204	Telemachus A. Demoulas Demoulas Super Markets Inc.	0.12		311 Fletcher
205	City of Lowell Public Works	1.66	36,928	276 Broadway
206	Coastal Banc SSB	0.03	2,585	248 Broadway
207	Ronald L. Mireault Cathy Mireault	0.03	2,585	244 Broadway
208	Ray Allen Deschene Robin L. Deschene	0.03	2,585	240 Broadway
209	Kerry Narith Tea Srey Mak Tea	0.03	2,585	236 Broadway
210	Wendy B. Golenbock TRS 154-218 Adams Street Realty Trust	0.13		172 Adams
211	Wendy B. Golenbock TRS 154-218 Adams Street Realty Trust	0.11		168 Adams
212	Wendy B. Golenbock TRS 154-218 Adams Street Realty Trust	0.09		154 Adams
213	Hronis P. Demitriopoulos Alvaro & Saozinha Gouvela	0.06	4,235	049 LaGrange
214	Michael Hul Sothary Meas	0.05	3,074	144 Adams
215	Sim Chhoun Lucky Hong	0.06	4,451	211 Fletcher
216	City of Lowell	0.06		060 LaGrange
217	Joseph Bianchini	0.06	6,920	201 Fletcher
218	Juan Sanchez Elise Sanchez	0.06	3,248	193 Fletcher
219	Roberto Negron	0.06	3,243	185 Fletcher
220	City of Lowell Housing Authority	0.17		050 LaGrange
221	City of Lowell Housing Authority	0.13		050 LaGrange
222	City of Lowell Housing Authority	0.12		050 LaGrange
223	City of Lowell	0.04	1,857	112 Adams
224	Krishna Sastry Sita Narasimhadevara et al	0.12	3,074	104-106 Adams
225	City of Lowell Housing Authority	0.12	10,088	171 Fletcher
226	Khamsouk Masareth Souvanna Masareth	0.11	3,154	094-096 Adams
227	Stephen C. Doulames	0.13		159 Fletcher
228	Gilberto Ramirez Elena Ramirez	0.10	1,776	080 Adams
229	Stephen C. Doulames	0.07		145 Fletcher
230	Hipolito Fernandez Joann Fernandez	0.08	1,750	078 Adams
231	George S. (TR) Skaff TRS Skaff Realty Trust	0.15	9,122	121 Fletcher
232	City of Lowell C/O AcreTriangle Comm. Dev. Corp.	0.07		062 Adams
233	City of Lowell City Hall	0.06	2,019	042 Adams

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:
234	City of Lowell	0.07		036 Adams
235	Malavy Kang	0.10	8,060	237 Adams
236	George Karafilidis Sylvia Karafilidis	0.06		229 Adams
237	George Karafilidis Sylvia Karafilidis	0.08		217 Adams
238	George Karafilidis Sylvia Karafilidis	0.10	6,322	213 Broadway
239	City of Lowell Park Department	0.19		001 Marion
240	Triangle Rental Ltd. Partnership	0.18	9,208	199 Broadway
241	Denise Papanastassiou	0.07	7,148	214 Broadway
242	City of Lowell	0.06		177 Adams
243	Wendy B. Golenbock TRS 154-218 Adams Street Realty Trust	0.05		173 Adams
244	Wendy B. Golenbock TRS 154-218 Adams Street Realty Trust	0.08		163 Adams
245	Nehemias Castillo Evelyn Castillo	0.11	3,074	145-147 Adams
246	Bouaphan Phanthavong Malaivan Phanthavong	0.05	1,750	031 LaGrange
247	Jose J. Infante TRS 3-D Realty Trust	0.06	9,456	198 Broadway
248	City of Lowell	0.04		031 Marion
249	City of Lowell	0.06		033 Marion
250	Juan Molina Nilsa Molina	0.06	1,878	039 Marion
251	Luz M Reyes	0.11	3,122	041-043 Marion
252	Juan Rodriguez Lydia Rodriguez	0.08	3,114	049-051 Marion
253	Coastal Banc SSB CBS Mortgage Corp.	0.05	1,776	029 LaGrange
254	Gordon R. Ennis, Jr.	0.05	4,209	018 Cross
255	Chheang Tell	0.05	5,175	014 Cross
256	Roger J. Boulanger	0.13	8,652	006 Cross
257	Louis Koumoutses Charles Koumoutses	0.07		244 Suffolk
258	Costos Boros Whiteclif Realty Trs	0.19	6,302	163 Broadway
259	Roger J. Boulanger	0.10		236 Suffolk
260	Roger J. Boulanger	0.09		228 Suffolk
261	Costos Boros Whiteclif Realty Trs	0.11		163 Broadway
262	Costos Boros Whiteclif Realty Trs	0.17	7,808	163 Broadway
263	City of Lowell	0.15	7,112	174 Broadway
264	Steve Mich Realty Corp.	0.13	25,508	192 Suffolk
265	Donald J. Drew TRS Drew Realty Trust	0.02	1,332	034 Marion
266	Pedro L. Rosas Socorro Rosas	0.01	1,996	036 Marion
267	Acre Triangle CDC	0.03	3,138	038 Marion
268	Coastal Banc SSB CBS Mortgage Corp.	0.04	2,890	042 Marion
269	Acre Triangle CDC	0.03	2,114	044 Marion
270	Prince Charles Eweka Andrea Eweka	0.05	3,344	046 Marion
271	Arleen J. Herding	0.04		050 Marion
272	Luz M. Martinez	0.03		052 Marion
273	Aubrey W. Stewart	0.03	3,622	054 Marion
274	Triangle Rental Ltd. Partnership	0.17	15,787	186 Suffolk
275	Richard Boisvert	0.14	6,528	168 Suffolk
276	Angeline Paquin Maurice F. Paquin	0.05	4,796	013 LaGrange
277	Charles G. Kalarites Helen C. Kalarites	0.08	3,168	009 LaGrange
278	Aubrey W. Stewart	0.06	6,814	005 LaGrange
279	Sokhon Chap	0.05	4,276	166 Suffolk
280	Frances Wallace TRS Wallace Family Trust	0.06	5,448	001 LaGrange
281	City of Lowell Park Department	0.23		123 Adams
282	Sau Cai	0.05	4,494	107 Adams
283	Sau Cai	0.05		107.1 Adams
284	Sau Cai	0.06		093 Adams
285	Sau Cai	0.06		093 Adams
286	Juan J. Casanova Etervina Casanova	0.10	3,074	083-085 Adams
287	Hronis P. Demitriopoulos Maria A. Demitropoulos	0.05	2,890	077 Adams
288	Hronis P. Demitriopoulos Maria A. Demitropoulos	0.04		071 Adams
289	Flago Realty Corp.	0.03		063 Adams
290	Flago Realty Corp.	0.06		041 Adams
291	Bouabane Rassachak Bounthanom Rassachak	0.07	1,808	040 Suffolk
292	Cesar Maldonado	0.09	1,808	042 Suffolk

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:
293	Abraham Diab Rose Davis et al	0.09	4,330	052 Suffolk
294	Robert B. Golenbock TRS DJ Realty Trust	0.13		062 Suffolk
295	Thomas Kostarellas George T. Kostarellas	0.12		076 Suffolk
296	TRS Mijen Realty Trust C/O Attorney Stephen Themelis	0.14	8,296	084-092 Suffolk
297	Andrew Tymowicz TRS Tymowicz Realty Trust	0.13		098 Suffolk
298	Andrew Tymowicz TRS Tymowicz Realty Trust	0.28	7,248	120 Suffolk
299	Aubrey W. Stewart	0.17	1,500	014 LaGrange
300	Aubrey W. Stewart	0.07	9,985	024 LaGrange
301	Francisco Milagros Garcia	0.04		028.1 LaGrange
302	Owner Unknown	0.13		026 LaGrange
303	Owner Unknown	0.07		uk uk
304	City of Lowell	0.59		140 Broadway
306	DEM	0.10		455.1 Dutton
307	Museum of American Textile History Inc.	0.08	7,626	475 Worthen
308	USA Lowell Historical Preservaton Comm.	0.08		485 Worthen
309	Sokhom Neov TRS Golden Swan Realty Trust	0.02		015 Suffolk
310	Sokhom Neov TRS Golden Swan Realty Trust	0.13	10,450	021 Adams
311	William Spanos	0.21	58,080	063 Fletcher
312	Alan C. Dodge	0.08	8,046	043 Fletcher
313	City of Lowell C/O Tax Title Division	0.08		037 Fletcher
314	Kimyeang Christine TRS Prom TRS Willie St. Realty Trust	0.23	4,983	507 Dutton
315	DEM	0.08		501 Dutton
316	Pellon Company Ltd. Partnership	0.03		480 Dutton
318	Museum of American Textile History Inc.	0.08		489 Dutton
319	Museum of American Textile History Inc.	2.16	166,110	455 Dutton
320	Dutton Associates Ltd. Partnership	3.49	165,690	305 Dutton
321	George P. Macheras Kathryn R. Deperri	1.28	3,793	066 Broadway
322	Roger L. Dumont TRS Mill City Realty Trust	0.12	29,308	368 Merrimack
323	Emmanuel G. Psaledakis	0.04	7,680	364 Merrimack
324	Emmanuel G. Psaledakis	0.04	7,056	360 Merrimack
325	Emmanuel G. Psaledakis	0.08	17,584	350 Merrimack
326	Manuel A. Silva Old Worthen Inc.	0.03	5,382	143 Worthen
327	Joseph C. Antonaccio TRS Market St. Assoc. Realty Trust	0.25		345 Market
328	Joseph C. Antonaccio TRS Market St. Assoc. Realty Trust	0.08	21,282	345 Market
329	Valley Properties Inc.	0.08		366 Market
330	Valley Properties Inc.	0.07		060 Dummer
331	Valley Properties Inc.	0.08		362 Market
332	Peter J. Themelis	0.09	5,440	350 Market
333	Thomas R. Harmon TRS 340 Market St. Realty	0.13	27,600	338 Market
334	Louis Mechalides Flora A. Mechalides	0.14	4,998	070 Dummer
335	Louis Mechalides Flora A. Mechalides	0.06	2,392	070.1 Dummer
336	Kenneth Kaiser TRS L M Nominee Trust	0.06	4,968	205 Worthen
337	Valley Properties Inc.	0.05		213 Worthen
338	TRS Demoulas Realty Trust C/O Valley Properties Inc.	0.23		217 Worthen
339	Charles Coppa Lowell Art Association Inc.	0.21	11,096	243 Worthen
340	Bill Kafkas Hellenic Orthodox Church of Lowell	0.09		259 Worthen
341	Bill Kafkas Hellenic Orthodox Church of Lowell	0.39	18,820	061 Broadway
342	George Kontos Hellenic Orthodox Church of Lowell	0.19	18,342	134 Dummer
343	Bill Kafkas Hellenic Orthodox Church of Lowell	0.06		128 Dummer
344	Bill Kafkas Hellenic Orthodox Church of Lowell	0.08		122 Dummer
345	Bill Kafkas Hellenic Orthodox Church of Lowell	0.04		259.2 Worthen
346	Bill Kafkas Hellenic Orthodox Church of Lowell	0.04		259.1 Worthen
347	McCord and Sweeny Drug Inc.	0.05	3,328	116 Dummer
348	Bill Kafkas Hellenic Orthodox Church of Lowell	0.02		116.1 Dummer
349	Valley Properties Inc.	0.01		114 Dummer
350	Telemachus A. Demoulas TRS Demoulas Realty Trust	0.20		098 Dummer
351	Telemachus A. Demoulas TRS Demoulas Realty Trust	0.21	14,910	080 Dummer
352	William A. Conte C/O Goodyear Tire & Rubber Dept. 616	0.27	3,640	322 Merrimack
353	Manuel A. Silva Old Worthen Inc.	0.21		152 Worthen

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:
354	Joseph A. Sheehan TRS Joseph A. Sheehan Realty Trust	0.10	21,420	307 Market
355	Quaker Realty Corp C/O Merit Oil of MA Inc.	0.28	216	300 Merrimack
356	William A. Conte C/O Goodyear Tire & Rubber Dept. 616	0.10		300.1 Merrimack
357	David J. Levasseur Elaine A. Levasseur	0.06	2,400	145 Dutton
358	City of Lowell	0.02		155 Dutton
359	Sarris Building Inc.	0.19	25,094	167 Dutton
360	Joseph A. Sheehan TRS Joseph A. Sheehan Realty Trust	0.05	8,064	303 Market
361	Joseph A. Sheehan TRS Joseph A. Sheehan Realty Trust	0.04	2,320	183 Dutton
362	Sean Harmon TRS 302 Market St. Realty Trust	0.16	10,356	314 Market
363	Sean Harmon TRS 302 Market St. Realty Trust	0.09		314 Market
364	Emma Haffner TRS Haffner Realty Trust	0.19	5,624	201 Dutton
365	Ronald Platt Girls of Greater Lowell	0.24	15,697	200 Worthen
366	Lowell Boys Club	0.02		231-241 Dutton
367	Emile L. Fournier TRS Haffner Realty Trust	0.20		227 Dutton
368	Peter Gavriel Greek American Legion Post #1	0.09	6,729	228 Worthen
369	Property Mgmt Empire Empire Property Mgmt Corp.	0.16	12,768	243 Dutton
370	Mass Electric Co. C/O Property Tax Dept.	0.27	7,078	250 Worthen
371	Property Mgmt Empire Empire Property Mgmt Corp.	0.07	11,900	261 Dutton
372	City of Lowell	0.05	5,616	269 Dutton
373	Harlan P. Kelly Pauline E Kelly	0.08	8,892	273 Dutton
374	Tmittos Candle Mfg. Co. Inc.	0.06	6,318	279 Dutton
375	Elliot Group inc. Garside Realty	0.10	3,354	287 Dutton
376	James P. Grier Deborah Thompson	0.15	12,432	295 Dutton
377	Holy Trinity Inc. Hellenic Orthodox Church of Lowell	0.09		284 Worthen
378	Bill Kafkas Hellenic Orthodox Church of Lowell	0.20		266 Worthen
379	Lowell Gas Light Co.	6.58	117,657	316 School
380	Boston & Maine Railroad C/O Guilford Transportation Inc.	0.07		358 School
381	Massachusetts Bay Transportation Authority	0.02		358.1 School
382	Massachusetts Bay Transportation Authority	0.09		316.1 Dutton
383	Massachusetts Bay Transportation Authority	0.02		157 Willie
384	Stanley Sokolowski	0.01		774 Dutton
385	Massachusetts Bay Transportation Authority	0.01		157.1 Willie
386	Boston & Maine Railroad	2.12		uk uk
387	Massachusetts Bay Transportation Authority	0.01		766 Dutton
388	Stanley Sokolowski	0.07		774 Dutton
389	George J. Liakakos	0.04	1,230	760 Dutton
390	Martin Welding Northeast Inc.	0.04	5,084	750 Dutton
391	Jane M. Boyle C/O Robert Boyle	0.09	5,784	740 Dutton
392	Arthur F Maniatis Shirley Maniatis	0.06	1,828	700 Dutton
393	Boston & Maine Railroad C/O E E Leblanc property Tax Comm.	0.16		650 Dutton
394	Massachusetts Bay Transportation Authority	0.91		189 Western
395	C. Leslie Thompson Judith Thompson	0.71	19,850	307 Western
396	Eugene J. Beaudry	0.71	24,750	215 Western
397	Boston & Maine Railroad C/O Guilford Transportation Inc.	0.65		346 Western
398	Martin Realty Trust Lowell Cogeneration Co.	1.01	18,018	282 Western
399	Western Avenue Divers L P	1.04		250 Western
400	Western Avenue Divers L P	1.11		200 Western
401	Western Avenue Divers L P	3.12	198,749	150 Western
402	Boston & Maine Railroad C/O E E Leblanc Property Tax Comm.	0.02		612 Dutton
403	Virginia Bertos	0.05	4,416	590 Dutton
404	Dutton Street Realty Trust	0.07	5,375	564 Dutton
405	Boston & Maine Railroad C/O E E Leblanc Property Tax Comm.	0.02		556 Dutton
406	Boston & Maine Railroad	0.39		uk uk
407	Enterprise Bank & Trust Co.	0.25	3,840	062 Western
408	Enterprise Bank & Trust Co.	0.19		004 Fletcher
409	Enterprise Bank & Trust Co.	0.05		002 Western

Map ID:	Owner:	Acres:	Gross Bld Area:	Address:

C-2.1 Current Occupants of Acquisition Parcels

(based on 4/99 Field Survey)

Location	Occupant	Use
Parcel 1	Bill Gikas Antiques	Antique Store
	22 Residential Units	Housing
Parcel 10	Somaly Boutique	Retail Store
Parcel 11	Broadway Coin-Op	Laundry
	Kompong Thom Market	Grocery Store
	Mekong Restaurant	Restaurant
Parcel 12	6 Residential Units	Housing
Parcel 13	Merrimack Valley Screen Printing	Printing Shop
	Finish Unlimited	Printing Shop
	Jussaume Millwork	Woodworking
	Blazing Sun	Karate Studio
	Leonard Electric Inc.	Electrical Contractor
Parcel 14	Original Muffler Shop	Auto/Storage
Parcel 15	1 Residential Unit	Housing
Parcel 16	1 Residential Unit	Housing
Parcel 17		Vacant Parcel
Parcel 18		Vacant Parcel
Parcel 19	Colonial Gas Company	Maintenance/Storage
Parcel 20	The Joyce Company	Printing
Parcel 36		Vacant Parcel
Parcel 49, 50, 51	Soucy Industries Inc.	Steel Fabrication
Parcel 59	Dutton Street Autoworks	Auto Repair
Parcel 66		Vacant Housing
Parcel 69	My Garage II	Auto Repair
	Benoit Auto Body	Auto Repair
Parcel 79	7 Residential Units	Housing
Parcel 80		Vacant Parcel
Parcel 81	2 Residential Units	Housing
Parcel 82	2 Residential Units	Housing
Parcel 83	2 Residential Units	Housing
Parcel 84		Vacant Parcel
Parcel 113, 116	Phil's Auto Repair	Auto Repair
Parcel 121		Vacant Housing
Parcel 122		Vacant Housing
Parcel 137		Vacant Parcel
Parcel 139, 140	P.F. Auto Body	Auto Repair
Parcel 141, 142, 143	Mid City Auto Sales	Auto Repair/Sale
Parcel 144	Northeast Frame Repair	Auto Body Repair
Parcel 145		Vacant Parcel
Parcel 167	Advanced Heat Treat Corp.	Storage
	LoveJoy Knife	Storage
	S&P Metallurgy	Storage
Parcel 168		Vacant Parcel
Parcel 169	Rock Street Auto Sales	Used Car Sales
Parcel 172	3 Residential Units	Housing
Parcel 183		Vacant Car Repair
Parcel 197	Kazanjian Used Auto Parts	Used Auto Parts
Parcel 198		Parking Lot
Parcel 199	Ben's Auto Center	Auto Repair
Parcel 206, 207, 208, 209		Vacant Housing

C-2.1 Current Occupants of Acquisition Parcels *cont'd.*
(based on 4/99 Field Survey)

Location	Occupant	Use
Parcel 227		Vacant Parcel
Parcel 231	The Other	Bar
	San Diego Restaurant	Restaurant
Parcel 241	Olympus Bakery	Bakery
	3 Residential Units	Residential
Parcel 264	The London Tailor	Tailor
	Kelly's Shoe Repair	Shoe Repair
	Botanica Coqui	Record Shop
	6 Residential Units	Housing
Parcel 265	Deb's Laundromat	Laundry
Parcel 293		Vacant Housing
Parcel 294, 295, 296		Vacant Lots
Parcel 297	Andrew Tymowicz	Housing
Parcel 302, 303		Vacant Parcel
Parcel 309		Vacant Parcel
Parcel 310		Vacant Restaurant
Parcel 311	Lowell Police Department	Law Enforcement
	N.E. Starters & Alternators	Auto Parts
	O.P. Viau & Sons	Plumbing & Heating
		Vacant Housing
Parcel 321	Macheras Service Mart	Auto Repair
Parcel 329, 330, 331		Vacant Parcel
Parcel 332	Parkway Lounge	Bar/Restaurant
Parcel 333	Harmon's Paint & Wallpaper	Paint Store
	8 Residential Units	Housing
Parcel 334, 335	Louis Mechaides	Parking Garage
Parcel 336	3 Residential Units	Housing
Parcel 337, 338		Parking Lot
Parcel 344		Parking Lot
Parcel 347	McCord and Sweeney Drug	Drug Store
Parcel 349, 350, 351		Vacant Grocery Store
Parcel 377, 378		Vacant Parcel
Parcel 406		Vacant Parcel
Parcel 407, 408, 409		Vacant Car Wash

Parcels are grouped by whether they are to be disposed publicly or privately. Parcel Id numbers corrispond to the map on the previous page.

Pcl Id	Use	Parcel Size							
	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab	
Private		*square feet*					*units*		
	totals	**580,845**	**94,712**	**48,716**	**259,577**	**177,098**	**194**		
1	*Residential/Retail*		*0.35 ac.*						
	Rehabbed building. If rehab is not feasible, a new building should be sited at corner on location of existing building. Active ground floor uses should be required. Parking for residents accommodated behind structure or offsite.								
	3	25,377	8,374	0	16,749	0	12	REHAB	
3	*Residential/Retail*		*0.14 ac.*						
	New mixed use building, ground floor retail and upper floor residential. Residential parking accommodated off of new street. No new curb cut on Broadway.								
	3	4,176	1,378	0	2,756	0	2	NEW	
4	*Residential*		*0.31 ac.*						
	6 units of housing in 1, 2, and 3 family buildings. Common parking accommodated behind new houses.								
	2	2,098	0	0	2,098	0	2	NEW	
	3	3,265	0	0	3,265	0	3	NEW	
	2	1,619	0	0	1,619	0	1	NEW	
	1	240	0	0	0	240		NEW	parking
5	*Residential*		*1.37 ac.*						
	20 units of new housing in 1, 2, and 3 family buildings. Parking accommodated behind new structures with access off of common alley.								
	1	200	0	0	0	200		NEW	parking
	2	1,979	0	0	1,979	0	1	NEW	
	1.75	1,814	0	0	1,814	0	1	NEW	
	1.75	1,509	0	0	1,509	0	1	NEW	
	3	3,622	0	0	3,622	0	3	NEW	
	3	4,644	0	0	4,644	0	3	NEW	
	1	720	0	0	0	720		NEW	parking
	2	1,944	0	0	1,944	0	1	NEW	
	1	240	0	0	0	240		NEW	parking
	1	240	0	0	0	240		NEW	parking
	1	240	0	0	0	240		NEW	parking
	1	240	0	0	0	240		NEW	parking
	1	240	0	0	0	240		NEW	parking
	1	240	0	0	0	240		NEW	parking
	3	3,231	0	0	3,231	0	3	NEW	
	2	1,788	0	0	1,788	0	1	NEW	
	2	1,664	0	0	1,664	0	1	NEW	
	2	2,519	0	0	2,519	0	2	NEW	
	1	240	0	0	0	240		NEW	parking
	2	1,662	0	0	1,662	0	1	NEW	
	1.75	2,088	0	0	2,088	0	1	NEW	
	2	1,944	0	0	1,944	0	1	NEW	
	1	240	0	0	0	240		NEW	parking
7	*Residential*		*0.10 ac.*						
	Single family house.								
	2	1,714	0	0	1,714	0	1	NEW	
8	*Residential*		*0.11 ac.*						
	Rehab existing house.								
	2.38	3,104	0	0	3,104	0	2	REHAB	
9	*Residential*		*0.18 ac.*						
	New residential house. Parking accommodated on north side of building.								
	3	4,944	0	0	4,944	0	3	NEW	
10	*Office/Retial*		*0.50 ac.*						
	Building at sidewalk edge along Fletcher and Cross Streets. Parking accessed from Willie.								
	2	15,447	7,723	7,723	0	0		NEW	

Pcl Id	Use	Parcel Size	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab
11	Residential	0.10 ac.								
	Four units of new housing on currently vacant lot. Parking accommodated off of Brooks Street behind building. Set back from Fletcher street should be equal to other buildings on the block.									
			2	4,000	0	0	4,000	0	4	NEW
12	Residential	0.13 ac.								
	New three family house facing Franklin Street.									
			2	2,829	0	0	2,829	0	3	NEW
13	Residential	0.22 ac.								
	New three family house facing Franklin Street with off street parking.									
			2	2,829	0	0	2,829	0	3	NEW
14	Residential	0.07 ac.								
	Rehab of existing residential building.									
			3	3,600	0	0	3,600	0	3	REHAB
15	Residential	0.10 ac.								
	Rehab existing house.									
			2.5	4,930	0	0	4,930	0	4	REHAB
17	Residential	0.84 ac.								
	7 new 2-family houses. Parking accommodated behind houses accessed off existing alley.									
			2	2,386	0	0	2,386	0	2	NEW
			2	2,508	0	0	2,508	0	2	NEW
			2	2,560	0	0	2,560	0	2	NEW
			2	1,843	0	0	1,843	0	2	NEW
			2	2,536	0	0	2,536	0	2	NEW
			2	2,611	0	0	2,611	0	2	NEW
			2	2,814	0	0	2,814	0	2	NEW
18	Industrial	0.11 ac.								
	New industrial building. Landscape buffer required along edge of adjoining residential site on Rock Street.									
			1	2,684	0	0	0	2,684		NEW
19	Residential	0.21 ac.								
	Two new multi-family houses with parking accessed off of reconfigured Cushing Street.									
			2	2,177	0	0	2,177	0	2	NEW
			3	3,900	0	0	3,900	0	3	NEW
20	Industrial	0.22 ac.								
	New industrial building. Landscape buffer required along edge of adjoining residential site on Rock Street. Access off of east-west portion of Cushing Street.									
			1	501	0	0	0	501		NEW
			1	4,106	0	0	0	4,106		NEW

Pcl Id	Use	Parcel Size	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab
21	Residential	0.06 ac.								
	Rehab or move existing house.									
			1	1,040	0	0	1,040	0	1	REHAB
22	Industrial	0.19 ac.								
	Rehab historic portion of building, demolish wooden addition on west side of building. Long term goal is to change to active ground floor use. Pedestrian walkway between parking lot and Fletcher Street required.									
			2.5	15,516	0	0	0	15,516		REHAB
24	Industrial	1.18 ac.								
	Industrial building sited to screen view of industrial activities from Dutton Street, Fletcher Street, and Canal. Building and/or landscape to provide edge to canal edge park.									
			1	12,720	0	0	0	12,720		NEW
			2	10,716	0	0	0	10,716		NEW
26	Residential	0.05 ac.								
	Rehab existing house.									
			3	3,205	0	0	3,205	0	3	REHAB
27	Office/Retail	1.98 ac.								
	City Barns RFP distributed March 99.									
			2	5,266	2,633	2,633	0	0	0	REHAB
			2	30,201	15,100	15,100	0	0	0	REHAB
			3	8,647	0	0	8,647	0	8	NEW
			2	6,088	0	0	6,088	0	6	NEW
28	Residential/Retail	0.06 ac.								
	Rehab existing building. If non historic portions of building are demolished fencing or landscape should be used to maintain street edge.									
			1	1,095	1,095	0	0	0		REHAB
			3	4,192	0	0	4,192	0	3	REHAB
29	Residential	0.17 ac.								
	Two new 2-family houses Buildings should be sited with no set back from the sidewalk..									
			2	2,036	0	0	2,036	0	2	NEW
			2	2,018	0	0	2,018	0	2	NEW
30	Parking	0.11 ac.								
	Residential parking. Screen from street with landscape or wall.									
31	Residential	0.14 ac.								
	Rehab historically significant residential buildings.									
			3	6,136	0	0	6,136	0	6	REHAB
			3	5,656	0	0	5,656	0	6	REHAB

Pcl Id	Use	Parcel Size	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab
32	*Residential/Retail*	*0.13 ac.*								
	Rehab building for existing uses. If rehab is not feasible, new building should hold the corner of Suffolk and Broadway. The character of a new building should complement adjacent buildings on Broadway.									
			3	11,616	3,485	0	8,131	0	6	REHAB
33	*Parking*	*0.14 ac.*								
	Private parking lot to ease residential parking congestion. Site used to formalize parking for surrounding buildings.									
35	*Residential*	*0.12 ac.*								
	Rehab existing historically significant building.									
			3	5,796	0	0	5,796	0	6	REHAB
36	*Residential*	*0.42 ac.*								
	Townhouses up to 10 units in 2 buildings. Buildings should be sited at the Fletcher Street lot line and maintain street edge. Parking behind and/or under building. Parking access from Adams Street.									
			2	7,291	0	0	7,291	0	5	NEW
			2	7,291	0	0	7,291	0	5	NEW
37	*Residential/Retail*	*0.12 ac.*								
	New mixed use building. Active ground floor use along both Fletcher Street and Suffolk Street facades.									
			3	11,075	3,655	0	7,310	0	6	NEW
40	*Residential*	*0.09 ac.*								
	Rehab of existing house on site.									
			2	2,814	0	0	2,814	0	2	REHAB
41	*Residential*	*0.67 ac.*								
	5 two-family buildings reflecting historic pattern of development on this site. Parking in court behind houses with access off of Lagrange Street.									
			2	2,475	0	0	2,475	0	2	NEW
			2	1,570	0	0	1,570	0	2	NEW
			2	2,063	0	0	2,063	0	2	NEW
			2	1,945	0	0	1,945	0	2	NEW
			2	2,311	0	0	2,311	0	2	NEW
43	*Office/Retail*	*1.31 ac.*								
	Retail or restaurant frontage on ground floor for the entire length of Broadway. Active edge facing park. Garage access off of New Worthen Street.									
			2	43,886	20,626	23,259	0	0		NEW
			3.5	127,776	0	0	0	127,776		NEW
48	*Residential/Retail*	*0.16 ac.*								
	Building to fill in vacant corner. Active uses on ground floor facing Fletcher and Suffolk. Offsite parking.									
			3	13,953	4,604	0	9,209	0	6	NEW

Pcl Id	Use	Parcel Size	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab
49	*Residential/Retail*	*0.21 ac.*								
	Rehab existing mixed use building. Encourage active ground floor use.									
			4	24,802	6,200	0	18,601	0	18	REHAB
51	*Garden/Parking*	*0.23 ac.*								
	Open space for Whistler House. Up to 7 private parking spaces for the Whistler House and Girls Inc.									
53	*Residential/Retail*	*0.22 ac.*								
	New mixed-use building at corner of Market and Cardinal O'Connell Parkway. The first floor will be retail with residential space on the second floor. Building should maintain the street edge on both Market and the new part of the Cardinal O'Connell Parkway. Parking will be accommodated on-street.									
			2	20,045	10,022	0	10,022			NEW
54	*Residential/Retail*	*0.12 ac.*								
	Rehab existing retail and residential building.									
			4	13,434	3,359	0	10,076	0	8	REHAB
55	*Office/Retail*	*0.19 ac.*								
	New retail and office building. Active ground floor use required along Broadway. Parking accommodated in new garage.									
			3	19,564	6,456	0	12,912	0		NEW
56	*Residential*	*0.10 ac.*								
	Rehab of existing residential house.									
			2.5	2,565	0	0	2,565	0	3	REHAB
Public	*square feet*								*units*	
	totals	***113,731***			***0***	***8,419***	***0***	***105,312***	***0***	
2	*Institutional*	*5.94 ac.*								
	New middle school. Building should maintain street edge along Broadway. Bus circulation accessed from School and Willie Streets. Existing stone building to be rehabbed if an appropriate use can be found and financially feasible.									
			1	570	0	0	0	570		NEW
			2	8,419	0	8,419	0	0	0	REHAB
			1	13,500	0	0	0	13,500		NEW
			1	13,291	0	0	0	13,291		NEW
			3	77,951	0	0	0	77,951		NEW
6	*Right Of Way*	*0.84 ac.*								
	New neighborhood street. Sidewalks street, trees, and parking on at least one side of street. Streets could be one-way with parking on both sides.									
16	*Park*	*0.13 ac.*								
	New neighborhood park.									

Pcl Id	Use	Parcel Size	Stories:	totalsqft:	sqftretail:	sqftoffice:	sqftres:	sqftother:	res units	new/rehab
23	Parking	0.73 ac.								
	Public parking lot to accommodate new development around Fletcher, Suffolk, and Rock Street. Parking lot design should accommodate loading needs of adjacent buildings.									
25	Park	0.22 ac.								
	Park and walkway along the Pawtucket Canal.									
34	Right Of Way	0.05 ac.								
	Pedestrian walkway connecting Adams Street to Fletcher Street									
38	Right Of Way	0.03 ac.								
	Access into parking for disposition parcels.									
39	Right Of Way	0.03 ac.								
	Pedestrian walkway connecting Suffolk Street to Park a corner of Adams and LaGrange									
42	Park	0.45 ac.								
	Pocket park marking entrance to residential section of the project area. Walkway extended along canal behind parking garage.									
44	Park	0.11 ac.								
	Pocket park at end of pedestrian bridge.									
45	Right Of Way	0.87 ac.								
	New Worthen Street. Should include sidewalks to provide pedestrian link between parking, museum, office building, and Liberty Square.									
46	Park	0.09 ac.								
	Pocket park. Widening of pedestrian walkway along canal.									
47	Park	0.20 ac.								
	Pocket park terminating Adams Street and integrated into canal edge walkway.									
50	Right Of Way	0.80 ac.								
	Cardinal O'Connel parkway expansion. Four lanes of on-street parking. Southern end of parcel to be reserved for open space that will terminate the extended parkway..									
52	Right Of Way	0.09 ac.								
	Pedestrian walkway connecting Cardinal O'Connel Parkway to institutions on Worthen Street.									

2. ELIGIBILITY

BACKGROUND INFORMATION

The City of Lowell

Location

With a population of 103,000 Lowell is the fourth largest city in Massachusetts. Located about 25 miles north of Boston, Lowell has excellent highway connections to I-495, I-93, and Route 3 (see Section 1, Figure A-1). The MBTA also provides 45 minute commuter rail service to Boston. The rich industrial history has endowed Lowell with a handsome downtown, an Historic National Park, and a promising open space system of riverfronts and canals. The City is home to a campus of the University of Massachusetts, the Middlesex Community College, and a collection of museums related to the city's industrial and immigrant past.

History

The Lowell story is an important chapter in American industrial history and in the shift from rural to urban America. The confluence of the Merrimack and Concord Rivers was a summer encampment and fishing grounds for the Pawtucket people for hundreds of years before European settlers arrived in 1629. A small number of settlers farmed the land and built lumber and grist mills along the banks of the rivers. The first woolen mill was built in the area in 1790.

In the late 1790s a group of merchants and shipbuilders from Newburyport, at the mouth of the Merrimack River, funded the construction of the Pawtucket Canal. They built the canal to circumvent the Pawtucket falls and bring timber from the forests of New Hampshire to Newburyport ship building operations. The canal also provided access to the coast for goods made at mills upstream. Shortly after the Pawtucket Canal was built, a more ambitious group of merchants built the Middlesex Canal that connected the Merrimack River, a few miles upstream of Pawtucket Falls, directly to Boston Harbor. Although the Middlesex Canal diverted much of the shipping traffic to Boston, the area around the Pawtucket Canal became ideal land for the construction of a new mill town and later an industrial city.

The industrial history of Lowell and history of planning in Lowell begins with Francis Cabot Lowell. Mr. Lowell had amassed a considerable fortune in Waltham, Massachusetts by combining all the steps of textile manufacturing under one roof. Mr. Lowell and his associates identified the area between the two rivers and the Pawtucket Canal as an ideal location for

a planned manufacturing town. Although Lowell died before realizing his dream, patterns reflecting his vision of separate neighboring districts for mills, worker housing, and bourgeoisie homes can be seen within the City and the Acre Neighborhood today.

Mr. Lowell's associates built worker housing, according to plan, next to mill complexes. They had difficulty laying out a road system within a framework of existing farm roads and the canal. From the beginning, business and residential areas were built in close proximity to industrial uses.

Lowell grew throughout the 1800s. By 1840 Lowell was the second largest city in New England and the industrial center of America. Irish, Greek, French Canadian and later, Polish, Portuguese, and Russian Jews came to Lowell to work in the mills. Descendants from many of these immigrant groups still live in Lowell.

The dependence on one industry began to impact Lowell in the early 1900s. Driven by lower wages, textile industries began moving to the south. During the depression Lowell's employment in the textile industry dropped to ten percent of its 1924 peak. World War II brought a brief period of economic growth to Lowell, but after the war Lowell's industrial history came to an end when the Merrimack and Boott mills closed in the 1950s. 1950s and 1960s style urban renewal destroyed historic mill housing and the French-Canadian neighborhood of Little Canada and failed to bring needed change to the area.

Lowell's rebirth began in the 1970s with the founding of the Lowell Heritage State Park and the National Historical Park to document and tell the story of American industrial history. Since then, the University of Massachusetts took over the University of Lowell, and the City developed the Edward A. LeLacheur Park for minor league baseball, the Paul E. Tsongas Arena, and other projects that have began to revitalize the City. The City has also become a model for historic preservation nationwide.

Statistics

With a land area of almost 14 square miles and a population of 103,000 people (U.S. Census, 1990), Lowell is the 13th densest city in the state. Small areas of Lowell are probably as dense as Somerville, Cambridge, and Chelsea, the three densest cities in the state.

Population is expected to increase 30 percent from 1990 levels by 2010. In 1990, the population was 76 percent white, 11 percent Asian, and 10 percent Hispanic. 1995 projections based on the 1990 census data indicate that the percentage of Asian and Hispanic people doubled between 1990 and 1995. The ethnic population is expected to grow as new immigrants settle in the area and have families. Almost 44 percent of households in the City are families, while 34 percent are non-family households.

Median household income in 1990 was $29,351 - 79 percent of the state average. Lowell was ranked 316 out of 350 cities and towns in Massachusetts in terms of median income. Eighteen percent of Lowell's population was determined to be below poverty level. Over 31 percent of people are employed in service sector jobs, followed by manufacturing – 29 percent, and wholesale/retail trade – 18 percent. In 1999, the largest employers in the city are the Lowell School Department, M/A Com, Lowell General Hospital, University of Massachusetts Lowell, Saints Memorial Medical Center, Joan Fabrics and Tyng Textiles, City of Lowell, DeMoulas Supermarkets, Middlesex Community College and Bell Atlantic.

Project Location

The Acre Urban Renewal Area is located in the southeast part of the Acre Neighborhood, west of downtown Lowell, in the area between the Pawtucket Canal and the Merrimack River. The Acre includes the North Common public housing development, North Common, and the Western Canal. The following is a description of the boundaries of The Acre Urban Renewal Area (see Section 1, Figures A-1 and A-2).

- The north edge of the project area runs from School Street to Willie Street, along the north side of properties facing Broadway; then north on Willie Street to Fletcher Street; south on Fletcher Street to Cross Street; east on Cross Street to Suffolk Street; south on Suffolk Street to Broadway; east on Broadway across the Canal to Dummer Street; northeast on Dummer Street to Merrimack Street; and east on Merrimack Street to Dutton Street.
- The east edge of the project area runs from the corner of Merrimack Street and Dutton Street southwest along Dutton Street to the south side of the Pawtucket Canal.
- The south edge of the area runs from the southern edge of the Pawtucket Canal at Dutton Street west to School Street.
- The west edge of the project area runs from School Street on the south side of the canal, north to the back of the properties along the north side of Broadway.

The Acre History

The Acre is home to one of the earliest immigrant settlements in Lowell. Irish people first settled in the area now occupied by St. Patrick's Church in 1822. They walked from Charlestown to secure work digging canals to serve the mills. They lived in tents and shacks in what became know as the "paddy camp lands" and the "half acre." As the population grew, the Irish developed a more substantial settlement between what is now Suffolk and Fletcher Streets; this second settlement became known as the "full acre."

A map from 1821 (see Appendix A) shows a road in the current location of School Street running north from the Pawtucket Canal, which was built in 1796, to and across the Merrimack River. The area between this early road and a road that follows the approximate route of Market Street has only four buildings on it. The land was owned by people with names that can still be seen on streets within the Acre, including Willie and Fletcher. Most of the land was owned by seven landowners.

Through the 1820s and 1830s Irish people continued to move to the area and provide most of the labor for construction of this new industrial city. An 1832 map of the area depicts the Western Canal connecting the Pawtucket Canal to the Lawrence Manufacturing Company on the Merrimack River. A street named Dutton runs along the Merrimack Canal to the present day location of Fletcher Street where it turns and continues along the Pawtucket Canal to present day School Street. At that time this extension of Dutton Street was called Pleasant Street.

In 1832, Worthen Street extended from the Merrimack River to the location where it currently dead-ends behind the Museum of American Textile History. The area between Dutton Street, Worthen Street and the Western Canal was occupied by boarding houses built by mill owners as worker housing. For the most part, boarding houses were occupied by Yankee "mill girls;" Irish workers established their own neighborhoods a little further from the mills. The 1832 map also shows sections of Adams Street and Suffolk Street.

In 1845 Irish immigration began to increase dramatically. Maps from this period show almost all the streets east of Fletcher Street laid out as they are today. Willie Street (spelled Willey) is also present. During this period Greek immigrants began arriving to the area in small numbers. Most early Greek immigrants were merchants; they tended not to work at local mills but rather to provide services to mill workers and owners. By 1860, the tide of Irish immigration was at its peak; over 50 percent of Lowell's population was Irish.

As immigration continued much of the Acre was developed with housing. The area between Willie and Fletcher Streets was developed by the late 1870s. By this time almost all the streets within the Urban Renewal area had been built and developed with housing and industry. The exception is the area that is now Brooks Street. In 1879 this area was an estate owned by the Brooks family. The City of Lowell owned the present day City Barns site, but the Barns were not yet built. The intersection of Fletcher, Adams, Suffolk, Rock and Cushing Streets was known as "Liberty Square." The Lowell Gas and Light Company occupied much of the land west of Mount Vernon Street and south of Rock Street. This area is currently occupied by Colonial Gas.

By the turn of the century the physical landscape had solidified. Brooks Street connected Fletcher and Willie Streets and almost every lot in the area had a building on it. The ethnic landscape, however, was starting to

change. Many Greeks arrived in Lowell in the early 20th century. They settled in an area concentrated around Market Street and the current location of the North Common public housing development. By 1912, there were 20 Greek coffeehouses and many other Greek owned businesses. Greeks in the area maintained strong ties to their homeland. They built Greek Churches and a Greek-language school, and established other cultural organizations that are still evident in the Acre today.

As more immigrants arrived in Lowell living conditions began to deteriorate. Many of the mill-owned boarding houses were sold off and divided into separate units for multiple families. During this time absentee landlords starting buying old mill housing and filling them with new immigrants while letting the buildings fall into disrepair. Greek immigrants moved into dilapidated housing that Irish families had left behind or into large wooden tenement buildings where two or more families shared common toilets.

The 1971 study ***The Acre Today and Tomorrow: Lowell Model Cities Program*** describes conditions that are still prevalent today. This study described the Rock Street area as scattered with housing and incompatible uses such as junk yards, metal shops and gas stations. Parking on sidewalks was the norm then as it is now, and there were serious defects in the streets and sidewalks. The study describes the LaGrange Street area as having a sound stock of housing, but needing cosmetic repairs and parking regulations enforced. At this time the LaGrange Street area was primarily inhabited by Greek families. Broadway was described as a barrier separating areas of well kept housing to the north and a mix of light industry and housing in disrepair to the south. The report suggested that coordinated redevelopment along Broadway would help tie these areas together.

Over the past 30 years or so the Acre neighborhood has been in decline. Recent efforts by the City, the Coalition for A Better Acre (the local Community Development Corporation), the Acre Neighbors Group and the Fletcher Street Corridor Committee have started to provide results in the surrounding area, but The Acre Urban Renewal Area remains relatively unchanged. A number of city initiatives for increased neighborhood parks, housing development and infrastructure improvements have also failed to revitalize the Area. There are still many vacant parcels in the area, a large number of foreclosed properties, and roads in need of repair. There are many industrial land uses scattered throughout residential neighborhoods and nationally significant historic buildings in need of repair. Between 1983 and 1995 the Lowell Historic Preservation Commission provided both $75,000 grants and $75,000 loans for historic preservation work. Only eleven buildings in The Acre participated in the program; there were over 50 additional nationally significant structures whose owners could not be convinced to participate because they believed that The Acre was not an economically viable area.

The investment of significant public funds for the creation of the Lowell National Park, and the development of the Paul E. Tsongas Arena and Edward A. LeLacheur Park have not lead to substantive gains for The Acre and the Area continues to lag behind the overall improvement seen in other areas of the City. The Lowell Board of Assessors conducted a city-wide revaluation in Fiscal Year 1999. As a result of this revaluation, the Board of Assessors found that the residential assessment generally increased across the city, particularly for one, two and three family properties. Only The Acre and one other neighborhood failed to see these increased. Similarly, the city has benefited less from the current economic climate than other surrounding communities. The Northern Middlesex Council of Governments' draft *2020 Vision: Planning for Growth in the Northern Middlesex Region*, dated 15 June 1999, states "The economic recovery, which was established by 1995, has once again fueled the expansion of residential and business development in the towns, while recovery in Lowell has proceeded at a slower pace."

In the last few years a new supermarket opened on the corner of Fletcher and Broadway, a new elementary school was built just outside the project area on the North Common, and a new community center was built on Salem Street, all outside of the Area. The Area is a mix of light industrial uses on small lots, housing in various states of repair, and streets that are in need of streetscape improvements. The Acre's stock of historic buildings, canal-front property, and proximity to downtown make it a prime location for a vibrant urban neighborhood.

Site Selection

The Area has been selected for urban renewal action by the City Administration and the City Council in an effort to remove decadent conditions which have existed for decades and which were identified in the 1972 Comprehensive Plan. The removal of these conditions in a section of the City which is immediately adjacent to downtown, the National Historical Park, and University of Massachusetts Lowell, and which provides a significant opportunity for residential development and rehabilitation is the last remaining opportunity to stimulate development and rehabilitation of this Area.

In selecting the Area for urban renewal action, the City Administration and the City Council also note the 1972 Comprehensive Plan which concluded:

1. "[That the Area is] characterized by blight, extensive and incompatible mixed use, economic decay, social problems, under utilization of land and lack of adequate public facilities and open space;"....
2. "Future redevelopment will have to include both clearance and rehabilitation of existing structures. Treatment should be directed toward preserving the desirable neighborhood

characteristics still present and improving the quality of the environment;" and

3. [In some cases] "a reshaping or restructuring of the urban environment. In such situations urban renewal funds can be of major importance in assisting both the City and the private individual in these efforts."

Because of the reasons stated above, the City Administration and the City Council find that the Acre Urban Renewal Area is in conformance with the Comprehensive Plan of the City of Lowell.

Project Area Data

Land Ownership

The urban renewal area is comprised of 409 parcels of land, totaling approximately 113 acres, including rights-of-way. According to the City Assessor's records there are 239 individual land owners. The 15 largest land owners are listed below. The remaining 224 owners each own less than one acre of land within the urban renewal area (see Section 1, C-1 and C-2).

(Note: Use and ownership data used throughout this report are based on records provided by City Assessor in fall of 1998.)

Table 1: Property Ownership

Owners	Number of Parcels Owned	Total Acres*
Lowell Gas Light Co.	3	8.8
Western Avenue Divers L P	3	5.3
City of Lowell	28	4.7
Dutton Associates Ltd. Partnership	1	3.5
Boston & Maine Railroad	7	3.4
Demoulas, Telemachus A.	7	2.6
Museum of American Textile History Inc.	3	2.3
Kazer, Herbert	2	2.3
Mt Vernon Associates	3	1.8
Kazanjian, Alan W.	8	1.8
Martin Welding Northeast Inc.	5	1.5
Macheras, George P.	1	1.3
Acre Triangle CDC	6	1.2
MBTA	6	1.1
Martin Realty Trust	1	1.0
Total		42.6

*Areas measured from City assessors map; acreages may be different than those listed on individual deeds.

Land and Building Use Data

City Assessor records (similar use categories were aggregated) show almost a quarter of the land within the urban renewal area is industrial, followed by residential and commercial. Only one percent of the study area is park land or open space (see Section 1, Figure D-1).

Table 2: Land Use

Land Use	Acres	Percent of Total
Industrial	26.8	24%
Residential	14.9	13%
Commercial	12.0	11%
Vacant	8.9	8%
Water (Canals)	6.3	6%
Auto Related	4.8	4%
Institutional	4.4	4%
Parking (designated as off street)	3.7	3%
Mixed Use	2.7	2%
Park (Open Space)	1.1	1%
Right of Way	27.3	24%

A survey of building use in the area conducted by the consultant team during the summer of 1998 reveals a slightly different pattern due to a relatively large number of residential buildings on small lots. Almost 50 percent of structures in the area are residential; only 18 percent are industrial. The following table summarizes building use.

Table 3: Building Use

Building Use	Number of Buildings	Percent of Total
Residential	159	47.7%
Industrial	59	17.7%
Commercial	46	13.8%
Commercial & Industrial	30	9.0%
Institutional	13	3.9%
Vacant	10	3.0%
Commercial & Residential	9	2.7%
Unknown	6	1.8%
Residential & Institutional	1	0.3%

Note: Out buildings such as garages were classified the same as the use to which they belong. Buildings visibly vacant from the outside were classified as vacant. Individual vacant units within buildings were not counted.

Demographics

The most recent demographic data for the study area is from the 1990 U.S. Census. This data is now 10 years old, and some changes have occurred in the last 10 years, but the overall character of the population remains accurate. Where possible, comparative data from the 1970 and 1980 Census has been included. Almost all of the Urban Renewal Area is within Census Tract 3111. A small portion of the area north of Broadway and east of Dummer Street is in Tract 3110, but Tract 3110 also includes most of downtown Lowell. Census data is used in the following analysis to characterize the population of the urban renewal area; for this reason the analysis does not include Tract 3110 because it is primarily outside of the area and non-residential.

In 1970 there were 2,566 people living in the area; by 1980 the population dropped to 2,008, and then grew to 2,991 by 1990. In a tract that is only 0.17 square miles these population figures suggest relatively high density. Based on the 1990 population the area has a gross density more than two times higher than the City average.

Much of the growth between 1980 and 1990 was the result of a large southeast Asian population moving into the area. In 1980, the southeast Asian population was almost nonexistent; by 1990, 41 percent of the population was from Cambodia, Vietnam, and Laos; as with the citywide numbers, 1995 projections indicate that this percentage has increased significantly. People of Hispanic origin made up 20 to 25 percent of the population in both 1980 and 1990; most Hispanic people in the area are Puerto Rican. There has never been a significant African American population in the area. The Irish and Greek population in the Acre has been declining since 1980.

In the years between 1980 and 1990 the percentage of families living below the poverty level increased from 28 percent to 38 percent. The 50 percent increase in the population from 1980 to 1990 with virtually no new housing construction indicates that the existing housing stock became increasingly densely populated. This is consistent with the increased percentage of the population living below the poverty level and the further deterioration of some of the residential buildings.

Since 1970 a large percentage of workers has driven to work. In 1970, 35 percent of working people drove to work, compared to 65 percent in 1990. The most significant change in journey to work data is the portion of people who walked to work. In 1970 41 percent walked, while in 1990 only 4 percent walked to work, indicating a larger percentage of the population is working outside of the Acre. Car pooling accounted for between 20 and 26 percent of journey to work trips between 1970 and 1990. Public transportation remained steady in the three to six percent range over the two decades.

Area Eligibility Findings: A Decadent Area

Under Massachusetts General Law, Chapter 121B, Sections 45 and 46, the City of Lowell and the Council are required to make findings that the Area is substandard, decadent or blighted open in order to undertake urban renewal activity. Based on the information summarized in this Plan, the Council finds that the Area is decadent, and that it is unlikely to be redeveloped by the ordinary operations of private enterprise.

A "decadent area" is defined as "an area which is detrimental to safety, health, morals, welfare or sound growth of a community because of the **existence of buildings which are out of repair, physically deteriorated, unfit for human habitation, or obsolete, or in need of major maintenance or repair,** or **because much of the real estate in recent years has been sold or taken for nonpayment of taxes** or upon foreclosure of mortgages, or **because buildings have been torn down and not replaced** and under existing conditions it is improbable that the buildings will be replaced, or because of a substantial change in business or economic conditions, or because of inadequate light, air, or open space, or because of excessive land coverage or **because diversity of ownership, irregular lot sizes or obsolete street patterns make it improbable that the area will be redeveloped by the ordinary operations of private enterprise,** or by reason of **any combination** of the foregoing conditions" (emphasis added).

The City and Council undertook a survey of the Area which included inspection of 100% of the exteriors and 31% of the interiors of all 252 buildings and assembled data from a variety of other sources to support its finding that the Area is in fact decadent and that it is improbable that the Area will be redeveloped by the ordinary operations of private enterprise.

The Council's finding of decadence is based upon a survey of all buildings within the Area, not only buildings slated for acquisition; the following information has been compiled from the survey:

1. Over 41.2% of the existing buildings within the Area are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair (see Section 1, Figure L).
2. An historical survey of the Area reveals that 45 buildings within the Area have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced.
3. Forty five (45) properties or eleven percent (11%) of all properties within the Area have been foreclosed upon or are in the tax title process by the City for failure to pay real estate taxes to the City of Lowell (as of March 17, 1999; see Section 1, Figure L).
4. Diversity of ownership, irregular lot sizes and obsolete street patterns have made it improbable that the ordinary operations of private enterprise can assemble parcels for redevelopment.

The supporting documentation for each finding is as follows:

1. **Over 41.2% of the existing buildings within the Area are out of repair, physically deteriorated, unfit for human habitation, obsolete, or in need of major maintenance or repair.**

Land use and building conditions were determined by field surveys conducted from July 1998 to March 1999. The field surveys rated structures as standard, deficient or substandard on the basis of exterior conditions as well as a representative number of interior surveys. Structural observations for each individual building were recorded in the field and placed on file.

Structural deficiencies and defects were divided into the following categories of severity:

Major: critical structural damage correctable only by major repairs or clearance.

Serious: defects seriously effecting structural soundness and non-structural deterioration for which correction involves costs far above those incurred by normal maintenance.

Minor: conditions contributing to structural weakness as well as non-structural conditions correctable within the costs of normal maintenance.

To be structurally substandard to a degree warranting clearance, a building must have one of the following combinations of deficiencies:

1. Two major deficiencies
2. One major and two serious deficiencies
3. Four serious deficiencies
4. One major, one serious and five minor deficiencies
5. Three serious and six minor deficiencies

It should be noted that a structural component could not be counted more than once in the enumeration of deficiencies -- e.g. if the columns and beams of a building had major splits as well as serious sagging, columns and beams would only be counted once as a major deficiency.

To be substandard (deficient) and included in the general project eligibility count a structure must have more than one serious deficiency or one serious deficiency and more than five minor deficiencies.

Although structural defects were the primary basis for determining required clearance, the interior surveys also determined the presence and condition of basic facilities and utilities:

1) Adequacy of artificial and natural lighting
2) Adequacy of mechanical and artificial ventilation
3) Adequacy and condition of electrical service
4) Adequacy, type, and condition of heating systems
5) Adequacy of fire protection
6) Presence and condition of sanitary facilities
7) Number, type, and condition of elevators
8) Number, type, and condition of loading facilities

The adequacy of these facilities and utilities were evaluated in terms of prevailing building codes and sanitary codes.

As noted above and in the Building Deficiencies Map (see Section 1, Figure L), building deficiencies are distributed throughout the Area and do not leave any significant portions of the Area free from this condition.

2. A historical survey of the Area reveals that 45 buildings within the Area have been torn down and not replaced and under existing conditions it is improbable that the buildings will be replaced.

It has become apparent from the analysis of historical maps (see Appendix A) that the Acre neighborhood continues to experience a loss of investment confidence. This is most evident in the number of buildings that have been torn down and not replaced or have only been replaced by direct public assistance or through partnerships with the local Community Development Corporation.

Since 1972, approximately 75 buildings have been removed for a variety of reasons and approximately 30 buildings have replaced them. In fact, since the advent of the Acre Urban Renewal Plan in June 1998, five buildings have been either removed or destroyed by fire, with no replacement forthcoming.

The issue of whether or not it is probable that buildings will be replaced is directly connected to the confidence the average person would have to invest in the Acre. In the Request for Qualifications recently advertised by the City of Lowell for redevelopment of the City Barns, very few qualifications were received for a site which should have gathered much more development interest than the minimal amount shown.

3. 45 Parcels out of 409 (11%) comprising the Acre Urban Renewal Area have been foreclosed upon or are presently in tax title.

The number of properties presently in this process indicates an area that is experiencing hardship. As can be seen in Section 1, Figure M, the properties are not located in just one portion of the site, but rather are indicative of area-wide problems. It is hard to establish why this condition

has occurred, but it may signify that the property owners have a deep lack of confidence in the successful redevelopment of the Acre.

As an integral part of the plan, these parcels will be disposed of in concert with parcels designated to be acquired under the plan to facilitate the redevelopment of the Acre. Many of these parcels would contribute to parcel assemblage, one of the more critical aspects to successful redevelopment.

4. **Diversity of ownership, irregular lot sizes and obsolete street patterns have made it improbable that the ordinary operations of private enterprise can assemble parcels for redevelopment.**

The fact that the Area has 239 individual property owners with only five owners (includes the City and the railroad) with lots of over three acres leads to a very diverse ownership. In addition, 224 of those 239 owners own parcels that are less than one acre in size. These facts indicate the core issue confronting this area, namely that this area is platted for residential use but is essentially a conglomeration of incompatible land uses which have made impossible the assemblage of parcels large enough to economically develop.

In addition to the four specific examples described above supporting the finding of decadence, the Area experiences other conditions which are detrimental to the sound growth of the Area, including a low utilization rate (measured in terms of FAR) which is performing at 42% of its possible build out. Over 85% of the residential units in the Area are investor-owned, indicating a lack of investment and confidence by local residents.

The conditions described in the findings set forth in the preceding pages have substantially impaired the sound growth of the Area, decreasing the value of private investment. Based upon the data contained and referenced in this Plan, the City Administration and the City Council find that the Area is in a decadent condition which is beyond remedy and control solely by the existing regulatory process in place, and cannot be dealt with effectively by the ordinary operations of private enterprise without the aid provided for in this Plan. Therefore, the redevelopment and/or rehabilitation of the Area, by the means set forth in this Plan and in accordance with the Comprehensive Plan, is necessary in order to achieve the permanent and comprehensive elimination of the decadent conditions in the Area.

Area Eligibility: Clearance and Spot Clearance

To accomplish the goals and objectives described in Section II, the City Administration and the City Council proposes the acquisition of eighty seven (86) parcels of privately owned land totaling 18.28 acres (See Section 1, Figures G,I,J and B). This land will be acquired to create fifty six (56) disposition parcels (see Section 1, Figures H-1 and H-2) for development by a combination of the public and private sector. The proposed land uses for these parcels are a public school, offices, commercial and housing. These parcels shall be acquired in accordance with 760 CMR 12.00.

The proposed acquisitions are in compliance with the eligibility requirements of 760CMR 12.02(2) as outline below.

a). When clearance is proposed, 760 CMR 12.02(2)(a) requires that 50% of the total floor area of all buildings within the clearance area be functionally obsolete, structurally substandard or not reasonably capable of being rehabilitated for productive use.

The proposed 9.19 acre clearance area (including 8.4 acres of privately-owned land and .79 acres of publicly-owned roadway) is composed of fifteen (15) buildings comprising 133,545 square feet. During the preparation of the required local survey, six of the fifteen buildings were accessed. Of the remaining nine buildings, exterior surveys were conducted and recorded.

The breakdown of the buildings is shown below in Table 4:

Table 4: Clearance Area Buildings

Parcel	Owner	Building S F
Parcel 10	Somaly San Sokhorn Prak	4,668
Parcel 11	Kompong Thom Market Inc	10,393
Parcel 12	Cheang Tell Hoth Kimly	10,826
Parcel 13	Herbert Kazar	46,660
Parcel 14	James M. Muldoon	2,040
Parcel 15	Le Canh TRS CHN Realty TRS	2,354
Parcel 16	Carrie E. Dubois	1,271
Parcel 18	Salvatore Turco Helen Turco	14,759
Parcel 19	Colonial Gas	7,960
Parcel 20	TRS Ryan Realty Trust	8,202
Parcel 49	Mt. Vernon Associates	1,350
Parcel 50	Mt. Vernon Associates	10,878
Parcel 51	Mt. Vernon Associates	4,928
Parcel 59	Alan W. Kazanjian Enterprise(2)	7,256

The buildings within the clearance area comprise a total of 133,545 square feet. Of that total, 69,621 square feet (52.1%) are considered structurally substandard based upon field surveys conducted as a part of the required

local survey. The buildings that qualify for the structurally substandard designation are located on Parcels 13, 18 and 20. Of these three, interior surveys were performed on Parcel 13 and 20. Exterior surveys were conducted on all three parcels. These buildings qualify because they have one of the following combinations of deficiencies:

1. Two major deficiencies
2. One major and two serious deficiencies
3. Four serious deficiencies
4. One major, one serious and five minor deficiencies
5. Three serious and six minor deficiencies

In summary, of the available 133,545 square feet of building within the clearance area, 69,621 square feet (52.1%) is structurally substandard warranting clearance. Because of the fact that these findings exceed 50% of the total square footage of building area within the Clearance Area, the City Administration and the City Council find that clearance is warranted.

b. Where spot clearance is proposed, a showing that the clearance is necessary in order to achieve the objectives of the plan.

Of the total 18.28 acres of land proposed for acquisition in the Plan, 9.88 acres of land are proposed for acquisition for spot clearance or rehabilitation in locations throughout the Area. This 9.88 acres includes 38 buildings totaling 363,599 square feet. Eleven are slated for rehabilitation and 27 for demolition.

Of all 38 buildings proposed for acquisition outside of the clearance area, only seven buildings do not qualify as "deficient" as defined in the Plan. As noted under Project Objectives, one of the main objectives is to (7) "remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas". However, even though demolition is justified for the remaining 30, rehabilitation will be attempted on 11 of these structures.

Of the remaining seven non-deficient buildings, three are proposed for acquisition to assist in the assemblage of land for larger development. This is in compliance with Project Objective 12 which states "to provide sites of sufficient size with appropriate access and improvements, so that new construction is encouraged and sound redevelopment is facilitated." Two are proposed for acquisition for infrastructure improvements consistent with Project Objective 11. The remaining two buildings are slated for acquisition to remove incompatible land uses. Project Objective 13 states "To provide for a change in commercial and residential uses to a clearly defined pattern of mixed use retail, residential and industrial".

A complete list of acquisitions is shown in Section 1, Figure C-2. These parcels fall into the following categories:

- Parcels on which the existing land use is inappropriate for adjacent existing and/or proposed uses

69	81	82	83	84	139	145	167
231	172	265	321	334	335		

- Parcels on which buildings are in a deteriorated condition which has become a deterrent to rehabilitation or redevelopment of adjacent properties

1	113	116	121	122	206	207	208
209	231	241	264	310	311	292	311
332	333	336	407				

- Parcels which are required for infrastructure improvements (e.g., roadways, parking, open space)

169	183	197	198	199	302	303	347
351							

- Parcels which are currently vacant and provide opportunities for economic development, either as an individual parcel or in combination with other adjacent parcels

36	66	137	168	227	293	294	295
296	297	329	330	331	337	338	349
350	377	405	406	408	409		

The City of Lowell has attempted to prepare a plan that is very restrained in its use of the urban renewal laws and finds that the spot acquisitions are clearly in conformance with the objectives of the Plan.

c. Where clearance is proposed, a showing that the extent of clearance proposed is justified, and necessary. Particular attention shall be paid to justifying the acquisition of individual parcels of basically sound property which involve high acquisition cost.

The Clearance Area qualifies for acquisition and clearance activities because over 50% of the existing floor area of the buildings is structurally substandard and under 760 CMR 12.02 (2) (a), that finding warrants clearance. However, 760 CMR 12.00 also requires that the plan justify the extent of the clearance area and the high acquisition cost of basically sound property within that clearance area.

Although there are a large number of parcels slated for acquisition throughout the Plan, there is only one clearance area. That clearance area is in compliance with the stated Project Objectives of the Plan in the following manner:

- (7) removes obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas.

- (13) provides for a change in land use from the present incompatible and haphazard mixture of industrial, commercial and residential uses.

- (2) increases residential home ownership.

The new middle school will require 5.94 acres of land. The school is an important component of rehabilitating the Area as a more livable residential community, providing an important community resource and evidence of the City's commitment to the neighborhood.

The stated objectives (above) defined the extent of clearance and contributed to the decision to acquire a basically sound property located on Parcels 50 and 51 within the clearance area. These parcels, home to Soucy Iron Works, a growing and viable business concern, were chosen for inclusion in the clearance area because these parcels are critical to the strategy of removing incompatible land uses and commencing the transformation of the area from an industrial zone to a residential zone.

With the rest of the clearance area devoted to educational use in the form of a new middle school, an iron works facility directly across the street from the school would exacerbate the incompatible land use issue. This parcel being large enough to support a significant number of units of housing would allow the City to jump start the redefinition of the area from industrial to housing. For these reasons, the City Council found that the acquisition of basically sound property with an undoubtedly high acquisition and relocation cost was justified and it was included in the clearance area.

d. Where rehabilitation is proposed, a showing that it is economically feasible to rehabilitate the properties in the project area and that the existing street and land use pattern can be adapted to the objectives of the plan.

Existing Street and Land Use Pattern Can Be Adapted

As can be seen on Figures F-1 and F-2, the existing street system can be adapted to the objectives of the plan with minimal changes. Recommended changes involve primarily the addition of two new small streets to " break-up" a large block into blocks more suitable in scale for residential development. One of the goals of the plan is to rationalize the existing inappropriate land use mix. Figure E-1 illustrates that the land use pattern can be adapted to meet the objectives of the plan.

Economic Feasibility

The City Administration and the City Council are proposing infrastructure improvements including utility upgrades, street and lighting improvements, the Economic Development Incentive Program (EDIP), and numerous housing assistance programs to bring about private rehabilitation throughout the 113 acre Urban Renewal Area.

Because there are a significant number of deficient structures within the designated rehabilitation areas which are not slated for acquisition, the successful redevelopment of the rehabilitation areas will be contingent upon providing private housing and business incentive programs to bring about private redevelopment while public investment in the infrastructure "sets the table" for this investment.

If this incentive approach fails, the resulting action would be additional acquisition of private structures to remove the conditions that are inhibiting the redevelopment of the Area. This approach, indicative of earlier urban renewal strategies, has the consequence of redevelopment attempting to catch up to clearance activities, a process with questionable benefits to the existing community.

At present, the Commonwealth of Massachusetts School Building Assistance Bureau has concluded that the Clearance Area is acceptable as a location for a new middle school, the City of Lowell has been designated as eligible for a 90% SBAB Grant, and the City Council has voted $3 million to commence acquisition activities. Two development entities have submitted letters of interest regarding the redevelopment of the City Barns, the largest redevelopment possibility outside of the Clearance Area. In addition, commercial property owners on the block bounded by Broadway and Fletcher, Willie and Cross Streets have expressed interest in redeveloping the residential parcels on the block which have been designated as acquisition parcels, for redevelopment as commercial space. This interest in development opportunities and these commitments prior to approval of the Plan have led the City Administration and City Council of Lowell to reach the conclusion that this project is financially viable and can be accomplished without undue financial hardship to the residents of Lowell.

Commercial/Industrial Development

For commercial and industrial users, the incentives of EDIP, more specifically tax increment financing, should be very attractive for both existing and new redevelopers. As an example, a vacant parcel paying minimal taxes (say $20,000) is acquired by a developer who builds a $2,000,000 facility. The developer now qualifies for up to 50% tax savings on the increment from the existing minimal taxes to the taxes on the $2,000,000 facility for a period not to exceed 20 years. *The Acre presently is designated as an Economic Opportunity Area with benefits to expire in*

2010. EDIP abandoned building tax credit and investment tax credits are available on any EDIP approved project. In addition, projects would be eligible for HUD Section 108 Loans of up to $100,000 and LDFC loans of up to $250,000 at 6% interest.

Residential Development

The following description of the housing program outlines the goals of that program and illustrates that it is economically feasible to rehabilitate much of the existing housing stock to meet those goals.

The Acre neighborhood lies near downtown Lowell, University of Massachusetts Lowell and the City's National Historic Park District, which has been a key factor in the City's recent growth as a center for economic development and as a major tourism attraction. Historically, the neighborhood has filled an important need in the City as a provider of affordable housing to recent immigrants. The housing component of the Acre Urban Revitalization and Development Plan seeks to improve and reinforce the neighborhood's housing role in two ways. First, the existing housing stock will be maintained through rehabilitation assistance to current owners. In addition to rehabilitation, new housing will be developed on sites made vacant by the removal of non-residential uses not compatible with the character of a residential neighborhood. Together, these two goals will help preserve the existing stock of housing while increasing the available supply of affordable units. The comprehensive housing program for the Acre neighborhood will be implemented on two tracks. The two sets of initiatives will occur concurrently and will include both new construction and rehabilitation activities.

1. ***The Acre Urban Revitalization and Development Plan***

   The plan contains a set of initiatives intended to "jump start" the process of revitalization. Through a set of critically located development initiatives, the Acre Revitalization Plan follows a restrained response, providing recognizable results with minimal intervention. This initial activity – Track 1 – is designed to illustrate the potential for positive change and to set the stage for subsequent private investment by the local development community.

2. ***The Comprehensive Housing Program for the Acre Revitalization Area***

   Demonstration of confidence in the future of the neighborhood will set the stage for the second component of the revitalization plan. By leveraging other investment resources – both public and private – the neighborhood will continue to provide affordable housing while expanding opportunities to serve a broader range of incomes. The actions proposed in the Acre Revitalization Plan constitute the first stage of a continuing program designed to stabilize conditions and expand housing choice in the Acre neighborhood.

Profile of Existing Income and Housing Conditions

Housing Characteristics

Based on recent Lowell tax records, the composition of housing in the Acre Urban Renewal Area indicates an emphasis on investor-owned housing (investor-owners were defined as those owners whose tax record address did not match the address of the property). The majority of owner-occupied housing, where the current owner physically resides in the unit, is either single-family or two-family structures. There are a total of 83 owner-occupied units in the area, representing less than 15% of all existing residential units. Surprisingly, 33 single-family structures are not owner-occupied, but are investor-owned. The remaining units are found primarily in multi-family structures of four or more units.

Investor-owned housing accounts for a great majority of housing in the Acre Revitalization Area. Unfortunately, investor-ownership frequently means deficient maintenance and management. A summary of the existing housing profile for the Acre Revitalization Area follows:

Table 5. Existing Housing Stock

Building Type	The Acre Revitalization Area	
	Number of Buildings	*Number of Units*
Owner-Occupied		
Single-family	26	26
Two-family	27	54
Three-family	1	3
Subtotal Owner-Occupied	**54**	**83**
Investor-Owned		
Single-family	33	33
Two-family	31	62
Multi-family	58	403
Subtotal Investor-Owned Units	**122**	**498**
GRAND TOTAL	**176**	**581**

Profile of Income Characteristics

A profile of income characteristics prepared in 1995 by Urban Decision Systems provides the distribution of income among Acre residents. The data assembled does not reflect the designated Acre Urban Renewal Area alone, but includes income characteristics for the entire Acre neighborhood. The income summary provided by Urban Decision Systems reflects the most recent 1990 census data projected to 1995. Based on these

projections, the Acre annual median income for a four-person family is $28,366.

On a quarterly basis, the Department of Housing and Urban Development provides an updated projection of area median incomes. The income projections are calculated for the Metropolitan Statistical Area (MSA) which often includes the urban center and surrounding communities. The most recent median area income calculated for the Lowell MSA is $59,200. However, the median income projected for the City of Lowell is $29,351, indicating a significant divide between metropolitan incomes and city incomes.

Table 6. Profile of Income Characteristics

Income Category*	The Acre Neighborhood	
	Households in Revitalization Area	*% of Acre Residents*
Less than 30% of median	145	25.3
30% - 60% of median	139	23.9
60% - 80% of median	70	11.5
80% or more of median	227	39.3
TOTAL	**581**	**100**

**Median annual income:*	*$28,366*
30% of median income:	*$8,510*
60% of median income:	*$17,020*
80% of median income:	*$22,693*

As Table 6 illustrates, nearly 50% of current Acre residents earn less than 60% of the Acre median income. Based on this proportion of lower-income residents, the Acre Urban Renewal Area has been designated as a "qualified census tract" according to the Department of Housing and Urban Development standards. This designation will provide additional housing subsidies, specifically allowing an increase in Low-Income Housing Tax Credits. Clearly, with such a high percentage of lower-income families, the need for affordable housing is quite strong. The Department of Housing and Urban Development targets housing subsidies to income groups below 80% of the MSA median area income which would be $47,360 for the Lowell MSA. The majority of Acre residents are well below this income threshold, further indicating the need for housing development assistance. In order to protect the existing Acre residents, the proposed housing programs and development budgets are designed to be affordable to Acre residents and are therefore based on the City median income level of $29,351. All of the proposed owner-occupied housing will target families earning $27,000, slightly below the City median area income.

The Acre income profile also illustrates an unusually large percentage of families with incomes at the higher end of the area's income range. Nearly 40% of the Acre population earns more than $22,693 or 80% of the Acre median income. This disparity in income distribution indicates a wide range of incomes throughout the neighborhood. The range of incomes is also likely to support a mix of housing types and ownership structures. The mix of rental and owner-occupied units and the mix of single-family, two-family and multi-family housing types provides evidence of this housing mix.

An overall goal of the Acre Revitalization Plan is to support the mix of incomes and housing types throughout the Acre neighborhood. This goal applies to the various programs for rehabilitation and new construction. The housing programs presented by the Acre Revitalization Plan are targeted to protect the balance of incomes in the Acre. As such, 50% of the proposed housing will be designated as affordable housing eligible to families earning less than $17,000. The remaining housing will be available to tenants earning more than 60% of the City median income. The development budgets included in Appendix D indicate owner-occupied housing affordable to families earning more than $27,000. In order to maintain affordability for these families, the City of Lowell and private lenders must commit to providing development subsidies and financing. The recommended amount of financing is discussed in greater detail in Program Costs below.

Program Goals

The comprehensive housing program sets an agenda for actions to occur over a twenty-year period. The Acre Urban Revitalization and Development Plan illustrates more immediate steps to demonstrate how the neighborhood can evolve during this time. As mentioned earlier, the overriding goal is to provide a supply of mixed-income housing by protecting homeownership and rental opportunities for lower-income residents. The overall housing program has three goals:

1. *Preserve the Existing Housing Stock*

   The preservation goal is to provide opportunities for assisted rehabilitation to all interested owner-occupants of structures with less than three units. An assumption has been made that up to 50% of these existing units will require rehab assistance.

   Proposed Actions:

   a. Provide rehabilitation assistance to owner-occupied units (primarily 1-3 unit structures)
   b. Provide rehabilitation assistance to responsible investor-owners
   c. Acquire, rehab and resell other investor-owned properties

2. *Expand Affordable Housing Stock through New Construction*

   In addition to preserving the existing housing stock, construction of new units will increase the supply of affordable housing. The new units will reflect the density and character of the existing neighborhood.

   Proposed Actions:

   a. Conversion of some commercial and industrial property to residential use
   b. Redevelopment of substandard or dilapidated residential parcels
   c. Development of new housing on vacant parcels

3. *Use the Urban Revitalization and Development Plan to define a vision for the future*

   The proposed plan identifies critical revitalization areas designed to demonstrate a new vision for future development patterns in the Acre Urban Renewal Area. These initial interventions will set the stage for the ongoing process reflected in the first two goals. By leveraging public subsidies and private investment, the development plan is intended to create an environment in which market-rate development can be economically feasible.

Track 1 - The Urban Revitalization and Development Plan

The overall revitalization plan will be implemented over the next twenty years. The initial development program – Track 1 – suggests actions to take during the first five years (*Track 2 actions also will take place during the first five years, but will continue throughout the 20 year life of the Plan*). This five-year plan is intended to set the groundwork for future revitalization and will serve as a model for what potential the Acre represents. Track 1 will serve the immediate need to preserve the existing housing and provide new housing opportunities. This initial activity is expected to stimulate market-rate development and encourage private investment in the future.

The Track 1 activity will include a mix of rehabilitation and new construction. The type and quantity of housing to be affected during this track is outlined below.

Table 7. Track 1 Development – 5-year Revitalization Program

Building Type	Track 1 - Total Number of Units				
	Existing	*Rehab*	*New*	*Demo*	*Net*
Owner-Occupied					
Single-family	26	0	11	0	37
Two-family	54	0	36	0	90
Three-family	3	0	0	0	3
Subtotal Own-Occ Units	**83**	**0**	**47**	**0**	**130**
Investor-Owned					
Single-family	33	1	0	(2)	31
Two-family	62	4	0	(4)	56
Multi-Family	403	86	56	(27)	432
Subtotal Investor-Owned Units	**498**	**91**	**56**	**(35)**	**519**
TRACK 1 TOTAL	**581**	**91**	**103**	**(35)**	**649**

Based on the proposed activities of Track 1, approximately 194 units of housing will be targeted for rehab assistance or new construction. However, these activities will likely require the removal of some existing residential units either to provide for other uses or to eliminate severely dilapidated structures. Accounting for these units, the program will affect a net total of 159 units (194 new and rehabbed units minus 35 demolished units).

Track 2 - Comprehensive Revitalization Program

The first track of the Acre Revitalization Plan is intended to leverage state and local financing in order to establish a framework for future revitalization activities. Track 1, therefore, will not address all of the housing needs for the Acre Urban Renewal Area. The revitalization of the remaining housing in the designated area will occur throughout the twenty-year period of Track 2. Development activity during both Track 1 and Track 2 will be concurrent, with the majority of Track 1 development occurring during the initial five-year period.

The proposed acquisition area of Track 1 does not include owner-occupied housing. Rather, these units would receive rehabilitation assistance as provided in Track 2. As the summary below illustrates, the 83 units of existing owner-occupied housing have been targeted for rehabilitation through Track 2 activities.

Determining the rehab potential for the remaining investor-owned housing requires assumptions regarding housing condition and rehabilitation feasibility. Of the remaining investor-owned housing stock, it is assumed that 50% will be rehabbed by the existing owner. In addition, 25% is expected to go through the process of acquisition by the City (potentially through later amendments to the Urban Revitalization Plan or foreclosures), rehabilitation by a selected contractor, and resale to an owner-occupant. In this manner, the housing not only receives rehab assistance, but continues the

goal of providing owner-occupied housing to Acre residents. The remaining 25% is presumed to be in such condition that rehab efforts would not be financially feasible compared to new construction. In this instance, this portion of the housing stock would be acquired for demolition and replaced with new construction.

For example, after Track 1 development, there will be 31 units of investor-owned single-family housing as shown in Table 7. One of these units is targeted for Track 1 rehabilitation, leaving 30 units for redevelopment. Since the assumption is that 75% will be rehabbed either by the owner or through acquisition, 23 units are classified as Track 2 rehab, as indicated in Table 9. The remaining 7 units, 25% of the stock, are assumed to be in such condition that rehab would prove infeasible. These 7 units are proposed to be demolished and rebuilt as new construction and will transfer to the owner-occupied single-family classification. In this category, there were 26 units to be rehabbed following Track 1. Twenty of these units (75%) will go into the Track 2 rehabilitation category and 6 of the units will be targeted for demolition and added to the Track 2 new construction category. These 6 units, combined with the 7 units converted from investor-ownership, yield a total of 13 new single-family owner-occupied units. The same methodology applies to all types of housing in Track 2, with the goal of converting investor-owned properties into owner-occupied housing.

The overall goal of the proposed plan is to add 300 new residential units to the area. Track 1 will provide 103 new units of housing, including 47 owner-occupied homes. The demolition and new construction proposed for Track 2 would add 111 new units of owner-occupied housing and 86 units of investor-owned, multi-family housing. The total of 197 new units built during Track 2, combined with the 103 new units built during Track 1, will produce the overall program goal of 300 new units (see Table 8).

Table 8. Track 2 Development – Comprehensive Revitalization Program

Building Type	Track 2 - Total Number of Units				
	Existing	*Rehab*	*New*	*Demo*	*Net*
Owner-Occupied					
Single-family	37	20	13	(6)	44
Two-family	90	41	26	(13)	103
Three-family	3	3	72	0	75
Subtotal Own-Occ Units	**130**	**64**	**111**	**(19)**	**222**
Investor-Owned					
Single-family	31	23	0	(7)	24
Two-family	56	39	0	(13)	43
Multi-Family	432	218	86	(72)	446
Subtotal Inv-Owned Units	**519**	**279**	**86**	**(92)**	**513**
TRACK 1 TOTAL	**649**	**343**	**197**	**(111)**	**735**

Housing Program Costs

The housing development budgets (see Appendix D) include a summary of total housing development costs for the Acre Urban Revitalization and Development Plan and a summary of costs associated with the various types of housing proposed. These costs are based on current construction cost estimates collected from local contractors.

The single-family and two-family models provide opportunities for local home-ownership. Appraised values were based on recent sales of comparable properties in the Acre. The difficulty in financing the residential development is that banks lend on the appraised value, representing an amount significantly lower than the total development costs. Public subsidies will be required in order to meet this financing gap. As the budgets illustrate, the income required for ownership has been limited to approximately $27,000, which is slightly below the Lowell median area income. For the three-unit model and multi-family housing, rental rates have been based on the most recent Fair Market Rent rates for Lowell published by the Department of Housing and Urban Development.

The development budgets included in Appendix D illustrate the sources and uses of funds required to finance the development of various housing types. The single-family model provides a typical budget to provide home-ownership options. The two-family model provides a duplex unit including one 2-Bedroom unit and one 3-Bedroom unit. The duplex allows affordable home-ownership with a rental unit. The supplemental income generated by this rental unit allows the homeowner to offset overall mortgage expenses. Finally, the multi-family model provides the budget and rental pro-forma for a small-scale rental project. The costs and income associated with this model can be applied to a building with any number of units.

The development pro-formas for the various building types also indicate potential sources of development financing. In order to meet the goals outlined in the Acre Urban Revitalization and Development Plan, there must be a significant commitment of funding sources from the City of Lowell, local lenders and private investors. Tables 9 and 10 illustrate the total project costs and sources of funding for both Track 1 and Track 2.

Table 9. Track 1 - Summary of Housing Development Sources & Uses

Building Type	Track 1 – Development Sources			
	Private Financing	*City Subsidies*	*Other Sources*	*TOTAL*
Rehabilitation				
Single-family	60,800	16,000	5,200	82,000
Two-family	167,200	92,000	40,000	299,200
Three-family	6,700,019	0	638,647	7,338,667
New Construction				
Single-family	836,000	220,000	71,500	1,127,500
Two-family	1,881,000	1,035,000	450,000	3,366,000
Multi-Family	5,453,504	0	519,829	5,973,333
TRACK 1 TOTAL	**$15,098,523**	**$1,363,000**	**$1,725,177**	**$18,186,700**

Table 10. Track 2 - Summary of Housing Development Sources & Uses

Building Type	*Track 2 – Development Sources*			
	Private Financing	*City Subsidies*	*Other Sources*	*TOTAL*
Rehabilitation				
Single-family	2,614,400	688,000	223,600	3,526,000
Two-family	3,344,000	1,840,000	800,000	5,984,600
Three-family	17,217,491	0	1,641,175	18,858,667
New Construction				
Single-family	988,000	260,000	84,500	1,332,500
Two-family	1,358,500	747,500	325,000	2,431,000
Multi-Family	15,386,672	0	1,466,661	16,853,333
TRACK 2 TOTAL	**$40,909,063**	**$3,581,500**	**$4,540,937**	**$48,985,500**

The development sources identified above include tax credit equity from private investors, CDBG and HOME grants offered by the City of Lowell, and other sources such as homebuyer equity. These sources are further described in Section H, Implementation. In calculating the summary of sources and uses, it is assumed that the rehabilitation costs will most likely be lower than the cost of new construction. Rehabilitation activities may vary from simple tasks such as painting and general repairs to more substantial items involving structural or mechanical upgrades. A cost adjustment factor of 80% was applied to the new construction cost in order to calculate the average rehabilitation expenses.

Housing Subsidy Sources

A summary of potential subsidy sources is outlined below:

- **The Homebuyer Incentive Program**: Several major institutions in Lowell are providing incentives for employees to purchase homes in the neighboring communities. These institutions recognize the importance of housing their workforce in Lowell and near the place of business. In order to encourage local ownership for first-time homebuyers, the Homebuyer Incentive Program (HIP) provides low-cost mortgages with limited closing expenses for families earning up to $100,000. By waiving legal fees, eliminating the need for mortgage insurance and providing downpayment assistance, the HIP program assures access to homeownership for families with limited opportunities.

  The City of Lowell has joined local institutions in support of the HIP and has targeted the Acre community for City employees. An important component of the plan is to include the Acre Urban Renewal Area within the area targeted by the City for the HIP program. The Area is adjacent to municipal offices and would be ideal for City employees. With this commitment from the City, municipal employees could serve as a significant market for homeownership options in the area.

- **Low-Income Housing Tax Credits and Historic Preservation Tax Credits**: The housing development budgets (see Appendix D) propose a variety of financing sources. The multi-family rental budgets would rely strongly on developer equity generated from the syndication of tax credits. The Low-Income Housing Tax Credits and Historic Preservation Tax Credits would provide significant subsidies toward the production of affordable rental housing in the Acre. Nearly one-third of the Acre Urban Renewal Area is included in the local historic district. All buildings targeted for rehabilitation in this district are eligible for historic tax credits. Other multi-family projects proposed for the area could be eligible for Low-Income Housing Tax Credits. These tax credits will provide nearly half of the required financing and will assure the production of affordable housing.

- **The Lowell Development and Financial Corporation**: The LDFC, the community's non-profit banking and economic development organization, will play an important role in supporting the revitalization efforts in the Acre. It has already been recommended that the City provide targeted public subsidies. In addition to these sources, the LDFC and local lending institutions should recognize the importance of a vital residential neighborhood adjacent to downtown Lowell. By targeting mortgage instruments for low and moderate-income homebuyers, local lenders can provide access to homeownership for first-time homebuyers.

The level of lender commitment should reflect the goals of the programs and the projected costs outlined earlier. As the housing cost summary illustrates, the local lending community will play a critical role in providing access to capital for interested developers. The overall housing revitalization plan is expected to cost over $68 million, of which nearly $34 million would be directly financed from local banks and lending institutions. The LDFC should act as a financial conduit linking these institutions to the Acre development community.

- **Welcome Home! Program**: In March 1998, the Coalition for A Better Acre announced a loan program for homeowners and first time homebuyers. Loans are available for purchase, purchase with rehabilitation, and refinance with rehabilitation of 1 to 4 family owner-occupied properties in the City of Lowell for income eligible and market rate eligible borrowers. The CBA provides applicants with homebuyer education, affordable financing and access to post-purchase counseling. All loans with rehabilitation include comprehensive construction management by a CBA rehabilitation specialist including inspections, work specifications, contractor qualification and disbursement of rehabilitation funds. Funding for the program comes from the Neighborhood Reinvestment Corporation and the Neighborhood Housing Services of America.

- **The Residents First Program**: In 1997, the Lowell Housing Authority began a program to provide homeownership opportunities to current public housing residents. Designed to provide public housing residents more independence and pride in ownership, the Residents First Program has since provided five new homes. The single-family housing is developed on donated land and relies on reduced construction costs to maintain an affordable sales price of around $80,000. The Lowell Housing Authority has set a goal of developing ten similar homes per year. Additionally, the Authority has expressed interest in developing a number of units in the Acre Urban Renewal Area. A number of sites in the proposed plan would be ideal for the Residents First Program and would match the stated goal of providing affordable home-ownership opportunities for first-time homebuyers.

- **Disposition of Acquired Parcels**: The costs included in the development budgets assume that the parcels acquired by the City will be conveyed at no cost. The City should review, on a case by case basis, the economic feasibility of transferring the acquired parcels. Ideally, land would be conveyed at little or no cost, providing an internal subsidy source for interested developers. In instances where market activity becomes strong enough for the developers to support acquisition costs, the City should consider transfer of parcels at a reasonable expense.

- **Commitment of Local Public Subsidies:** The 1998 Consolidated Plan for the City of Lowell indicates an annual allocation of more than $4,000,000 in state and federal subsidies. The majority of the sources are found in the City's Community Development Block Grant (CDBG) and the HOME programs. In the annual report, the City recognized its commitment to funding affordable housing and inner-city revitalization efforts. The report specifically identifies the following activities supported by the CDBG and HOME programs:

  1. Affordable housing
  2. Upgrading of existing housing stock
  3. Economic development
  4. Neighborhood stabilization
  5. Homeless initiatives
  6. Public services

  All of these activities are important components of the Acre Revitalization Plan. To support the proposed housing activities in the area, it is important for the City to continue its commitment to these activities and to target the revitalization specifically and selectively in order to provide the most efficient opportunities possible. This includes CDBG funds now used for homeowner repair, as well as CDBG and HOME funds to support multi-family rehab and new construction.

  The intent is to target a specific amount of money or a percentage of the total to the designated revitalization neighborhood. Based on the summary of housing development costs in Tables 10 and 11, the City should target approximately $5 million in CDBG and HOME sources throughout the twenty-year development plan. This subsidy would support nearly 7% of the total development costs and represents slightly more than 6% of the annual allocation of CDBG and HOME funds awarded to the City of Lowell. The allocation of funds should be sufficient to support the goals of the program – for example, all owner occupied structures in good enough condition to warrant rehabilitation should have access to CDBG and HOME funds over the full 20 years of the revitalization program.

e. Where rehabilitation is proposed, a showing that the area has desirable qualities and other evidence of vitality establishing a likelihood that rehabilitation activities will restore the area over the long-term.

The project area has a number of historic buildings that provide character and visual interest to the neighborhood, as well as a large quantity of good housing stock, in need of some repair. The success of several large land uses, including the new DeMoulas Supermarket and the Museum of American Textile History are evidence of vitality in the area that will

support the revitalization activities over the long-term. The photographs on the following page illustrate some of the desirable qualities and evidence of vitality that will support rehabilitation efforts.

f. The Urban Renewal Plan is based upon a local survey and conforms to a comprehensive plan for the locality.

This Plan has been prepared based upon a survey of the site performed by consultants of the City of Lowell Department of Planning and Development during the time period from June 1998 to February 1999. It is therefore based upon a local survey in accordance and compliance with 760 CMR 12.02 (2)(f).

It also is in conformance with the *Land Use Plan, Lowell, Massachusetts,* September 1972, prepared by The City Development Authority, the last comprehensive master plan undertaken for the City. This Plan meets the following objectives of the 1972 *Land Use Plan*:

1. **Assemble and redevelop vacant and underutilized land**

   There are a number of underutilized parcels in the Area, with land being used for outdoor storage of old cars or for commercial/industrial uses in deteriorated buildings. In addition, there are a number of vacant parcels, some resulting from demolition of substandard buildings, which have been vacant for long periods of time. This plan assembles those vacant and underutilized parcels into larger, more developable parcels, and designates them for disposition for specific uses.

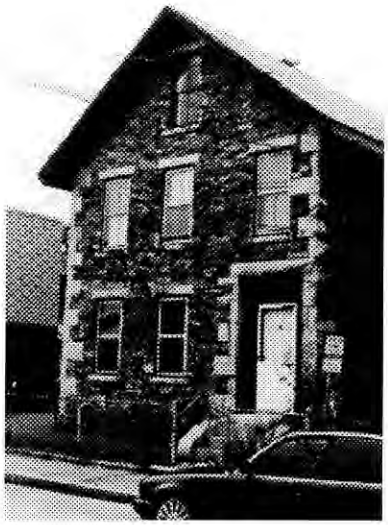
2. **Minimize conflicts between divergent land use**

   The *Land Use Plan* specifically discusses this as a long range objective, stating that "in order to promote Lowell as a 'home town', the land use pattern must make the city a pleasant place in which to both live and work." A major component of this Revitalization Plan is the rationalization of land use, with the designation of specific areas for specific uses, minimizing existing instances of incompatible adjacent uses, particularly those areas where industrial and residential uses exist side by side. The new zoning regulations and design guidelines, developed as part of this Plan, both separate incompatible land uses and require buffers in areas where incompatible land uses are adjacent.

3. **Utilize urban renewal funds to reshape or restructure the urban environment**

   This Plan would use Urban Renewal funds to help reshape the Acre into a stronger, more livable residential community, with appropriately supportive commercial development. Urban Renewal funds would be used for infrastructure improvements such as roadway reconstruction, streetscape and open space improvements, enhancements to the Western Canalway,

Streetscape and sidewalk improvements along with development of infill housing, will improve residential blocks, many of which have a number of good existing residential buildings (*above and in photo to right*).



The new Market Basket at the corner of Broadway and Fletcher Street will help to anchor a commercial node in this area.

Some new infill housing, such as this builidng on Fletcher Street developed by the Coalition for a Better Acre, helps to create an attractive setting for other new residential builidngs.

The canalway and walkway, although in need of improvements, is an attractive resource running through the project area

This building at the corner of Rock and Willie Streets was recently rehabilitated as "incubator" space for new light industrial and office uses.

acquisition of underutilized parcels, and reparcelization to provide opportunities for new residential and commercial development, with improved links to downtown, University of Massachusetts Lowell and the adjacent Urban National Park. These public sector activities will provide the framework and catalyst for rehabilitation of existing buildings and development of new infill buildings by private parties.

4. **Improve housing conditions and neighborhood environments**

   Two of the goals of the *Land Use Plan* are the provision of new housing in a variety of types and price ranges and the lessening of building crowding in older residential neighborhoods. This Plan provides for the development of 103 new units of housing, ranging in scale from single family homes to a new 11-unit multi-family building. Approximately 50% of the new units will be in one, two and three family structures, with the majority of the remaining units in 4-family structures, similar to the existing development in the surrounding neighborhood. In some cases where the existing density on residential blocks is unreasonably high, very limited selected demolition will allow for the introduction of much needed open space and/or off-street parking. Fifty percent of the new rental housing will be aimed at the population with income levels below 60% of the median income in Lowell; homeownership units will be targeted to families earning slightly less than the City median income of $29,351. The new housing will include both rental properties and opportunities for home ownership.

5. **Assure adequate available land to promote a balanced and healthy economic base.**

   The Plan includes acquisition, reparcelization and disposition of a number of properties (86 parcels totaling approximately 18.28 acres). These new parcels will be available for development of a variety of residential and commercial uses, increasing the value of those properties as well as the value of existing businesses and residential buildings.

3. PROJECT OBJECTIVES

The City Administration and Council declare that it is in the best interest of the City of Lowell and of the general welfare of its citizens to undertake an Urban Renewal Project in the Area in accordance with this Plan and in accordance with the overriding planning objectives outlined below. These objectives were developed through ongoing consultation with the Citizens Advisory Committee.

1. To create physical and economic connections to the Northern Canal area, downtown, the National Park and University of Massachusetts Lowell.
2. To increase residential home ownership.
3. To provide a wide spectrum of economic development opportunities.
4. To attract businesses which employ Acre residents by providing new sites for commercial and/or industrial development.
5. To create/preserve affordable and mixed income housing with good long-term management.
6. To preserve the historic, dense urban residential character of The Acre which has served for generations as a home for new immigrant groups.
7. To remove obsolete, substandard and deteriorated buildings and other environmental conditions which are factors in spreading blight and deterioration within the area and to adjacent areas.
8. To enhance the marketability and promote the development of under-utilized land in the Area by the assembly, reparcelizing and subdivision of land.
9. To increase local employment by providing tax incentives for existing industrial and business expansion.
10. To promote sound site planning and building arrangement in the development of individual parcels by private redevelopers in order to achieve coordinated and harmonious urban design.
11. To improve public utilities by constructing or reconstructing sidewalks, street lighting, water, sewer and drainage systems where necessary and installing electrical and telephone lines underground, where appropriate.
12. To provide sites of sufficient size and with appropriate access and improvements, so that new construction is encouraged and sound redevelopment is facilitated.
13. To provide for a change in land uses from the present incompatible and haphazard mixture of industrial, commercial and residential uses to a clearly defined pattern of mixed-use, retail, residential and industrial.

14. To increase public safety by providing improved pedestrian access and by reducing vehicular and pedestrian interaction throughout the Project Area.
15. To promote confidence in the future of The Acre to encourage investment by both existing property owners and others.

In addition the City Administration and Council propose the following Design Objectives:

1. To establish an urban character, as typified by a high overall intensity of activity during both the day and the evening through diversity of related uses which will generate these activities.
2. To recognize and define major pedestrian access points to the Area and to provide safe connections to adjacent facilities and land uses.
3. To encourage the highest quality design for the structures to be built, and for supporting elements such as lighting and planting.
4. To encourage through urban design guidelines development actions which will improve significantly the quality and quantity of pedestrian activity throughout the Area.
5. To reflect in architecture and site planning the uniqueness of the area in terms of location, access, visibility and historic character.

a. Specification of all proposed redevelopment

To carry out and accomplish the objectives described in Section 3, the City Administration and the City Council proposes the actions described in detail below and shown on the Figures in Section 1 as follows:

- New Use and Zoning Controls *(see Section1, Figure E-2 and section c below)*
- Acquisition of over eighteen (18.28) acres of privately owned land (*see Section1, Figure G,I,J and Section 2)*
- Acquisition of Permanent Roadway Easements, (*see Section 1, Figure F-1 and Section 7)*
- Demolition of forty three (42) structures *(see Section1, Figure G,I,J and Section 2)*
- Chapter 21E Investigation/Remediation for 18.28 acres *(see Section 6)*
- Site Grading and Preparation for 18.28 acres of land *(see Section 6)*
- New Roadway Construction for three (3) streets *(see Section1, Figure F-1 and Section 7)*
- Repair of twenty four (24) Existing Roadways and Sidewalks *(see Section 1, Figure F-1 and Section 7)*
- Installation of New Utilities *(see Section1, Figure F-1 and Section 7)*

- Disposition of fifty six (56) Assembled Parcels *(see Section1, Figures H-1 and H-2 and Section 10)*
- Relocation Benefits for Occupants of up to 138 Residential Units (71 are currently vacant) and 41 Businesses, *(See Section 1, Figures G,I,J and C-2.1 and Section 8)*
- Construction of New Middle School, *(See Section 1, Figure K and below)*
- Construction of New Parks and Pedestrian Paths, *(See Section 1, Figure K and Section 7)*

Overall Description/Vision

This plan was developed around an overriding vision for the project area - the creation of a more livable neighborhood - one in which families and individuals at a variety of income levels can live, work, shop and play. As a first step, achieving this vision involves rationalizing land use patterns to minimize adjacent incompatible uses.

Figure K in Section 1 illustrates this vision. Buildings shown in purple represent new structures while buildings shown in rust are existing buildings targeted for acquisition and rehabilitation. The remaining buildings (shown in tan) are existing buildings which will be eligible for rehabilitation incentive programs described in Section 2.

This plan is illustrative and is not based on a detailed financial feasibility assessment for each building. In those cases where property owners can satisfactorily document that rehabilitation is not financially feasible, demolition and new construction will be considered, provided that the new construction is consistent with the existing building siting and massing, design guidelines and recommended use as shown in this plan. This plan does not represent a final design for individual parcels, but is an illustration of opportunities. As site specific detailed design plans are developed, some changes (consistent with the intent of the plan and design guidelines) are anticipated.

The majority of the area is proposed for residential use, reflecting the scale, housing types and densities of the adjacent residential areas. Industrial uses are consolidated in the southernmost part of the district. Commercial uses are clustered along Broadway, and at the Broadway/Fletcher Street and Fletcher Street/Suffolk Street/Worthen Street intersections. The far eastern portion of the area along Dummer, Worthen and Dutton Streets contains a mix of commercial and institutional uses.

A new middle school to accommodate the 600-student middle school called for in the 1997 Feasibility Study will be developed on the block bounded by Broadway, School, Rock and Mt. Vernon Streets. The school will help to anchor the residential areas, particularly the large new

residential development proposed for the adjacent block on the east side of Mt. Vernon Street. That development will include eighteen new one- and two-family residential buildings sited along two new roads. The new roads divide the existing large industrial block into smaller blocks more suitable for residential use, and also provide better pedestrian connections to the new school.

Other larger clusters of new residential development include two proposed 5-unit buildings on the east side of Fletcher Street, a series of one- and two-family houses along the north side of Rock Street and a new 8 to 10-unit building on the southwest corner of Market and Dummer Streets. Five new two-family houses along Suffolk Street will help to restore the old residential character of the street, with attractive new homes facing an enhanced Canalway. The remainder of the proposed new housing consists mostly of 1-, 2- and 3- family infill buildings on existing residential blocks. Rehabilitation of existing residential buildings is proposed throughout the Area.

The introduction of several new neighborhood parks and plazas throughout the Area, as well as improvements to existing open spaces and the Western Canalway, will also help to create a more attractive and livable neighborhood.

The retail uses along Broadway are seen as small scale, primarily serving the neighborhood. These uses would be interspersed with residential uses, as at present, and buildings could be developed for ground floor retail use with residential space on the upper floors. The former City Barns site at the southeast corner of the Broadway/Fletcher Street intersection will be developed for commercial use, most likely with ground floor retail space and office space on the second floor. The residential portion of the mixed use block on the northwest corner of Broadway and Fletcher also will be redeveloped for commercial use. Together with the new DeMoulas store, these developments will help to define this area as the primary retail district in the Area. At the southern end of Fletcher Street, a mix of retail and restaurants would serve both the local population and visitors to the Museum of American Textile History, Whistler House and proposed Tenement Museum, as well as the National Park. This area is envisioned almost as a small village with mixed residential and commercial uses.

The institutional uses along Worthen, Dutton and Dummer Streets serve a more city-wide and regional population, with the retail establishments in that Area serving both the local population and the city-wide and regional populations visiting downtown and the institutions. Worthen Street will be reopened from Broadway to Fletcher Street (perhaps with the western end providing pedestrian access only and restricted to hours when the Museum of American Textile History is open), helping to connect the institutional uses to the Fletcher Street retail area, as well as to each other. The design and operational details will be developed in consultation with the abutting property owners. A parking garage at the corner of Worthen and Broadway will serve the institutional uses in the area as well as a new adjacent

commercial building and the redeveloped Dutton Yarn building at the corner of Broadway and Dutton Street. Cardinal O'Connell Parkway will be extended further west, and a garden area will be developed adjacent to the Whistler House, with a pedestrian path linking Worthen Street to the Parkway. A new residential building with ground floor retail space will help to anchor the Parkway at the corner of Market Street. Improvements along the Western Canalway will further enhance this area and create a more inviting pedestrian environment.

New industrial uses will include new industrial buildings along Cushing Street and a new industrial parcel south of Dutton Street with access off of Western Avenue.

In addition to changing land use patterns, accomplishing all of the goals/objectives discussed in Section 3 will require a series of both public and private actions. The public actions will create positive change in The Acre in and of themselves, and stimulate or provide a catalyst for private actions. The actions are designed to provide a framework for the livable community described above. They are also designed to link The Acre to downtown as well as to the Lowell National Park and other tourist attractions such as the Museum of American Textile History. Those actions are described in detail in Section IV.d. Project Improvements/ Rehabilitation Area. The public actions represent a restrained response, balancing the need to make changes sufficient to induce private investment without attempting the impossible task of accomplishing all of the goals solely with public funds.

Table 11 illustrates the potential future land use in the area following implementation of this Plan.

Table 11: Potential Future Land Use

Land Use	Acres	Percent of Total
Industrial	22.5	20%
Residential	18.2	16%
Commercial	6.5	6%
Vacant	3.7	3%
Water (Canals)	6.2	5%
Auto Related	2.3	2%
Institutional	10.3	9%
Parking (designated as off street)	4.0	4%
Mixed Use	7.5	7%
Park (Open Space)	2.6	2%
Right of Way	30.5	27%

b. Estimate of jobs retained, created, and eliminated as a result of the proposed renewal and redevelopment

Field surveys conducted during preparations of the plan indicated that there are approximately 41 commercial properties slated for acquisition, with 8 appearing to be abandoned. It is estimated that the acquisition of all 41 properties will result in the loss/relocation of approximately 200 jobs.

The Middle School is expected to create 75 permanent jobs, which will encompass teachers, administrators and support/janitorial staff. In addition, based on the square footage of new development and industry standards for employment/square foot by use type, it is anticipated that 541 jobs will be created through development on disposition parcels.

Table 12: Job Creation

Bldg. Use	Sq. Feet	Jobs/SF	Jobs Created
School			75
Retail	86,988	1/500	173
Office	49,412	1/200	247
Industrial	46,243	1/1000	46
TOTAL			541

This Plan is designed to facilitate job retention in Lowell and initiates numerous mechanisms, outside of the urban renewal actions, to accomplish the goal of accommodating 100% of the relocated businesses within the City of Lowell. If in fact, this retention goal is accomplished, the Plan would result in the retention of the 200 relocated jobs plus the creation of 541 jobs.

c. Provisions which exist or which will be established to control densities, land coverage, land uses, setbacks, offstreet parking and loading and building height and bulk.

As described above, a major component of this Plan is the rationalization of land uses. The Plan includes a draft of Use and Zoning Controls which create a new Residence M4 District for Multi Family Dwellings and a new mixed Commercial/Residential B4 District; the present Industrial IA zone is retained for the remaining portion of the Area. (See Section 1, Figure E-2 for limits and boundaries of each area.)

Studies done in the Area in 1966 and 1971, and the 1972 Master Plan, all refer to the inappropriate land use mix as a major cause of blight in the Area and a characteristic which must be changed in order to improve the Area. The plan for the redevelopment of the Area calls for the elimination of specific uses which will detract from the future revitalization of the Area and the allowance of other uses more consonant with the redevelopment of the Area.

Under the current Lowell Zoning Code (the "Code") the Area lies in three existing zoning districts: Industrial IA (warehousing, storage and light manufacturing), Business B1 (local business) and Residence M3 (multi-family dwellings) with the majority of the area lying within the Industrial IA district (see Section 1, Figure D-2). No change is proposed to the allowable uses within the Industrial IA District, although as discussed above the boundaries of the zone will be changed to encompass a smaller area. Much of the area currently within the IA zone is in residential use - the boundary changes will make the zoning more consistent with existing use and with the desire to have a larger residential area with no industrial encroachments.

The new mixed Commercial/Residential B4 zone will be located along Broadway, around the southern end of Fletcher Street, and in the eastern portion of the area along Dutton, Dummer and Worthen Streets. Much of this land is currently in the Business B1 Zone. The new Mixed Commercial/Residential B4 Zone will be similar in allowable uses to the existing Business B3 Zone, with the major difference being that residential use will be an allowable use, rather than requiring a Special Permit. This new zone will encourage the desired mix of commercial and residential uses (both on adjacent parcels and in mixed-use buildings) to serve the needs of the residents, create a lively and active residential environment and attract visitors into the area.

The remainder of the area will be within the Residence M4 District. Allowed uses for this district will be very similar to those for the Residence M3 District, with the major differences being in terms of dimensional requirements which are designed to allow a more urban development pattern consistent with the existing surrounding residential areas.

The infrastructure improvements proposed under the Plan are designed to support the uses described above, with reconstructed streets and sidewalks, new streets to break up "superblocks" into blocks more suitable for residential development, small scale open spaces interspersed throughout, new pedestrian paths and a new middle school.

The proposed zoning changes will help to transform the Area from its current decadent state, in which an inappropriate mix of land uses predominates, to one which is attractive for residential, commercial and light industry. The new zoning regulations will enable the City and Council to respond to the concerns of private redevelopers who want to be sure that the redevelopment of the Area surrounding their new projects will be for uses that are compatible, rather than the random commercial and industrial uses with accompanying outdoor storage, which currently are scattered throughout the Area. The proposed zoning changes, together with the new design guidelines and design review process, will encourage development of desired uses and an attractive urban environment.

The allowable uses and dimensional requirements for the new zoning districts are shown in the Appendix B. Requirements for offstreet parking and loading areas are covered in the existing zoning code.

Design Review

All development within the Area will also be subject to design review. Portions of the project area are already included within the boundaries of the Downtown Lowell Historic District (DLHD) (see Section 1, Figure E-3) and already have established guidelines and procedures under P.L.95-290 and Chapter 566 of the Acts of 1983. The Lowell Historic Board is responsible for design review for DLHD projects. The review process for this district will not change.

Section 9 of the Board's special act allows the creation of "neighborhood districts," historic districts within the City other than the DLHD. The statute allows for creating specialized standards in neighborhood districts, specifically tailored to fit the needs and context of the area. In addition, the statute builds in neighborhood representation on a neighborhood committee. This committee, which also includes Lowell Historic Board members, will be responsible for design review.

An Acre Neighborhood District will be established with boundaries as shown on Figure E-3 in Section 1. Proposed design guidelines for this district, which must be adopted by the Board, are based on the existing standards developed for the Downtown Lowell Historic District. These guidelines, which will reference this Plan, are detailed in Appendix C.

It is recommended that the neighborhood district and design guidelines be adopted as soon as possible, prior to approval of this Plan, in order to prevent further deterioration of historic buildings and the character of the neighborhood.

Anticipated Private Investment

Implementation of the Plan is anticipated to generate significant private investment. Based on the average square foot development cost for different uses, and the new retail, office and industrial development proposed on acquisition parcels, the Plan is anticipated to generate $20,447,173 in private investment. Residential development throughout the Area, including disposition parcels and other city and privately-owned land, is expected to generate $56,007,586 in private investment. Commercial development of other privately owned land, spurred by the revitalization activities outlined in this Plan, will result in additional private investment.

4. Financial Plan

a. Estimated cost of each parcel to be acquired and identification of any property in which any officer or employee of the municipality or of the operating agency has, or is believed to have, any direct or indirect interest.

Appraisals for each parcel to be acquired will be submitted under separate cover. The estimated cost shown in Table 13 is based on appraised value and recent experience in the relationship of appraised value to sales price.

No properties have been identified in which any officer or employee of the municipality or of the operating agency has, or is believed to have, any direct or indirect expense.

b. Detailed cost estimates for site preparation

The cost estimates for site preparation include environmental clean-up, building demolition and grading of parcels. These figures are shown in Table 13. Environmental clean-up costs were estimated based on experience on similar projects. Grading and building demolition costs were based on industry standards as applied to the square footage of buildings to be demolished and parcels to be graded.

c. Detailed cost estimates of all proposed public improvements

The cost estimates for public improvements are summarized in Table 13 and supported by the detailed pages which follow.

d. Detailed cost estimates for relocation expenses

Relocation estimates are based upon prior experience on numerous urban renewal and public sector relocation projects completed by different team members over the last fifteen years. More accurate estimates can only be provided at the time of the completion of the required relocation plan.

Relocation Estimates are based upon the following:

135 housing relocations @$10,000/relocation	$1,350,000
41 business relocations @$52,000/relocation	$2,150,000
TOTAL	$3,500,000

It should be noted, however, that only at the time of the filing of the relocation claim, will the true cost of relocation be known.

e. Detailed cost estimates establishing the gross and net project cost.

The gross and net project costs are shown on Table 13.

f. Project budget including administrative expenses and reserves for contingencies.

The project budget, including administrative expenses and reserves for contingencies, is shown on Table 13.

Table 13: Acre Urban Revitalization and Development Project Budget

1. Acquisition		
Land Acquisition	$	9,619,467
Appraisals (86)	$	301,000
Legal	$	200,000
	$	*10,120,467*
2. Relocation		
Relocation Consultant	$	100,000
Relocation Payments	$	3,500,000
	$	*3,600,000*
3. Site Improvements		
3a. Building Demolition	$	1,008,824
3b. Infrastructure Improvements		
Unclog Sewer Pipes	$	6,000
Sewer Separation	$	1,139,931
Reconstruct Existing Roadways	$	2,550,000
Reconstruct Sidewalks	$	1,090,000
Site Grading/Improvements	$	950,000
Parks	$	540,000
Western Canalway Improvements	$	1,000,000
Intersection Improvements	$	400,000
Pedestrian Improvements	$	250,000
Bury Underground Utilities	$	2,110,000
	$	10,035,931
3c. New Middle School	$	20,000,000
Total	*$*	*31,044,755*
4. Environmental Cleanup		
Assessment/Consultant	$	200,000
Remediation	$	2,000,000
	$	*2,200,000*
5. Administrative		
Employee (4 Staff/4 Years)	$	600,000
	$	*600,000*

6. Consultants		
Urban Renewal	$	80,000
Project Management	$	120,000
Site Engineering	$	1,485,854
Legal	$	400,000
Survey	$	100,000
Urban Design	$	100,000
	$	*2,285,854*
7. Fees		
Bond Fees	$	100,000
Misc. Fees	$	100,000
	$	*200,000*
8. Contingency		
Real Estate Reserve (20%)	$	2,000,000
Construction Contingency	$	2,900,000
	$	*4,900,000*
Gross Project Cost	**$54,951,076**	
Income From Sale Or Lease	($ 5,000,000)	
Net Project Cost	**$49,951,076**	
City Share	**$24,975,538**	
Less National Park Service Grant	**$ 500,000**	
Less SBAB Grant	**$18,000,000**	
Net City Share	**$ 6,475,538**	
URDG Request (1/2 Net Project Cost)	**$24,975,538**	

As shown above, the total project cost is $54,951,076. The City's net share for funding the project is $6,475,038.

Drainage/Sewer System

A majority of the streets in the Acre contain a combined sewer/drainage system. The sewer system is in relatively good condition with local areas of clogging and sediment backup. A combined sewer outfall exists at the intersection of Broadway Street and Suffolk Street. It is apparent that during heavy rainfall events, a large portion of the combined flow is discharged into the Western Canal, which eventually flows to the Merrimack River. Under current environmental regulations, this is an unacceptable situation which should be alleviated. Field recommendations are to construct a separated drainage system with discharges meeting the current Stormwater Guidelines.

Based on the area topography, the Acre was divided into four subcatchments for drainage(see Figure 1.). A conceptual separated drainage system was designed using HYDROCAD. Catch basins and manholes were located as needed. Estimated costs were calculated for each subcatchment of the system. In addition, upgrades to the sewer system included cleaning and unclogging sewer pipes. All cost calculations used the MassHighway 1996 Weighted Average Bid Prices and were escalated for 1999.

Roadway Reconstruction

Conceptual Roadway costs were established for the Acre. The assumed pavement section consisted of 12 inches of compacted gravel with a 2.5 inch binder coarse and a 1.5 inch surface coarse. An estimated surface area of Acre streets was assumed based on proposed conditions. Assuming excavation encounters no hazardous materials or bedrock during construction, a cost was determined for full depth reconstruction for each street in the Acre. This cost did not include upgrades to the existing sidewalks. All cost calculations used the MassHighway 1996 Weighted Average Bid Prices and were escalated for 1999.

Costs for drainage/sewer separation were calculated exclusive of roadway reconstruction. If the work is completed simultaneously, an approximate $175,000 savings would result.

Job No. 6156 **Date: 3/12/99**
Project: LOWELL-Urban Renewal **By: JFS**
Subject: Utility Quantities

TOTAL COST FOR SEWER SYSTEM:

Length of clogged sewer pipe:

Street	Distance(ft)
Adams Street	310
Brooks Street	390
Cushing Street	950
Dummer Street	600
Fletcher Street	450
Franklin Court North	160
Franklin Street	620
Lagrange Street	600
Marion Street	230
Wiley Street	460
Worthen Street	580
Subtotal	5350
1996 MHD Item 226.3 $/lf	0.83

Cost ($)	$4,441
Escalation (3%/year)	$412
Contingency (15%)	$728
Total Cost ($)	$6,000

Job No. 6156
Project: LOWELL-Urban Renewal
Subject: Utility Quantities

Date: 3/12/99
By: JFS

TOTAL COST TO SEPARATE DRAINAGE SYSTEM:

MHD 1996 Unit Prices

Item No.		Units	$/unit	Subcatchment Quantities: A	B	C	D	Total $
120.10	Unclassified Excavation	CY	$10.00	1973	3636	2756	5988	$143,520
151.00	Gravel Borrow	CY	$10.00	987	1818	1378	2994	$71,760
201.00	Catch Basin	Each	$850.00	1	10		14	$21,250
202.00	Manhole	Each	$1,000.00	12	18	14	29	$73,000
241.12	12 Inch RCP	LF	$25.00	2220				$55,500
241.15	15 Inch RCP	LF	$30.00		4090	3100	3303	$314,790
241.21	21 Inch RCP	LF	$35.00				1761	$61,635
241.30	30 Inch RCP	LF	$40.00				1672	$66,880
227.40	Masonry Plug	SF	$25.00	4	7	7	8	$650
226.00	Cleaning Drainage Structure	Each	$60.00	20	33	32	40	$7,500
472.00	Bit. Concrete for Patching	TON	$75.00	166	305	231	503	$90,418
	Total$			$111,682	$228,792	$167,788	$398,640	$906,903
	Escalation (3%/year)			$10,386	$21,278	$15,604	$37,074	$84,342
	Contingency (15%)			$18,310	$37,511	$27,509	$65,357	$148,687
	Total Cost ($)			$140,379	$287,581	$210,902	$501,070	$1,139,931

Job No. 6156 **Date: 3/12/99**
Project: LOWELL-Urban Renewal **By: JFS**
Subject: Utility Quantities

TOTAL COST TO FULL DEPTH RECONSTRUCTION(PROPOSED CONDITIONS):

Assumed Pavement Section:

12" Compacted Gravel
2.5 " Binder Coarse
1.5 " Surface Coarse

Which costs $1.763/sf @ MHD 1996 unit prices.

Street	Length (feet)	Width (feet)	Area (sf)	MHD 1996 Full-Depth Cost ($)
Adams Street	1025	30	30750	$54,212
Broadway Street	3170	36	114120	$201,194
Brooks Street	480	26	12480	$22,002
Cross Street	1120	33	36960	$65,160
Cushing Street	1000	26	26000	$45,838
Dummer Street(Broadway to Market)	200	36	7200	$12,694
Dummer Street(Market to Merrimac)	550	72	39600	$69,815
Dutton Street	1200	34	40800	$71,930
Fletcher Street	2050	40	82000	$144,566
Franklin Court North	300	24	7200	$12,694
Franklin Street	680	26	17680	$31,170
Lagrange Street	700	31	21700	$38,257
Marion Street	550	24	13200	$23,272
Market Street	500	37	18500	$32,616
Merrimac Street	500	46	23000	$40,549
Mount Vernon Street	600	37	22200	$39,139
Rock Street	1900	32	60800	$107,190
School Street(Broadway to Rock)	450	28	12600	$22,214
School Street(Rock to Western)	550	44	24200	$42,665
Suffolk Street	1350	30	40500	$71,402
Wamesit Court	200	12	2400	$4,231
Western Avenue	1850	26	48100	$84,800
Wiggin Street	500	18	9000	$15,867
Willie Street	1620	35	56700	$99,962
Worthen Street	1200	22	26400	$46,543
Worthen Street(Broadway to Market)	550	28	15400	$27,150
Worthen Street(Market to Merrimac)	250	24	6000	$10,578
New Roads @ Mt. Vernon-Wiley	800	33	26400	$46,543
Subtotals	25,045		815,490	$1,484,252

Granite Curbing (Assume 40%)	$18/lf @20,000 LF	$360,000
Concrete Curbing (Assume 60%)	$6/lf @30,000 LF	$180,000

Full Depth Cost	$2,024,252
Escalation (3%/year)	$188,255
Contingency (15%)	$331,876
Total Cost ($)	$2,540,000

Job No. 6156
Project: LOWELL-Urban Renewal
Subject: Utility Quantities

Date: 3/17/99
By: JFS

TOTAL COST TO RECONSTRUCT/RESTORE SIDEWALKS:

Assumed Sidewalk Restoration Price: $30/square yard

Street	Length (feet)	Sidewalk Width (feet)	Cost ($)
Adams Street	1025	10	$34,167
Broadway Street	3170	16	$169,067
Brooks Street	480	10	$16,000
Cross Street	1120	5	$18,667
Cushing Street	1000	10	$33,333
Dummer Street(Broadway to Market)	200	10	$6,667
Dummer Street(Market to Merrimac)	550	16	$29,333
Dutton Street	1200	10	$40,000
Fletcher Street	2050	16	$109,333
Franklin Court North	300	10	$10,000
Franklin Street	680	10	$22,667
Lagrange Street	700	10	$23,333
Marion Street	550	10	$18,333
Market Street	500	16	$26,667
Merrimac Street	500	8	$13,333
Mount Vernon Street	600	10	$20,000
Rock Street	1900	10	$63,333
School Street(Broadway to Rock)	450	5	$7,500
School Street(Rock to Western)	550	5	$9,167
Suffolk Street	1350	10	$45,000
Wamesit Court	200	10	$6,667
Western Avenue	1850	10	$61,667
Wiggin Street	500	10	$16,667
Willie Street	1620	10	$54,000
Worthen Street	1200	10	$40,000
Worthen Street(Broadway to Market)	550	10	$18,333
Worthen Street(Market to Merrimac)	250	10	$8,333
New Roads @ Mt. Vernon-Wiley	800	10	$26,667
Subtotals	25,045		$948,233

Sidewalk Restoration Cost	$948,233
Contingency (15%)	$142,235
Total Cost ($)	$1,090,000

Job No. 6156
Project: LOWELL-Urban Renewal
Subject: Utility Quantities

Date: 3/12/99
By: JFS

TOTAL COST FOR SITE IMPROVEMENTS:

Site Costs

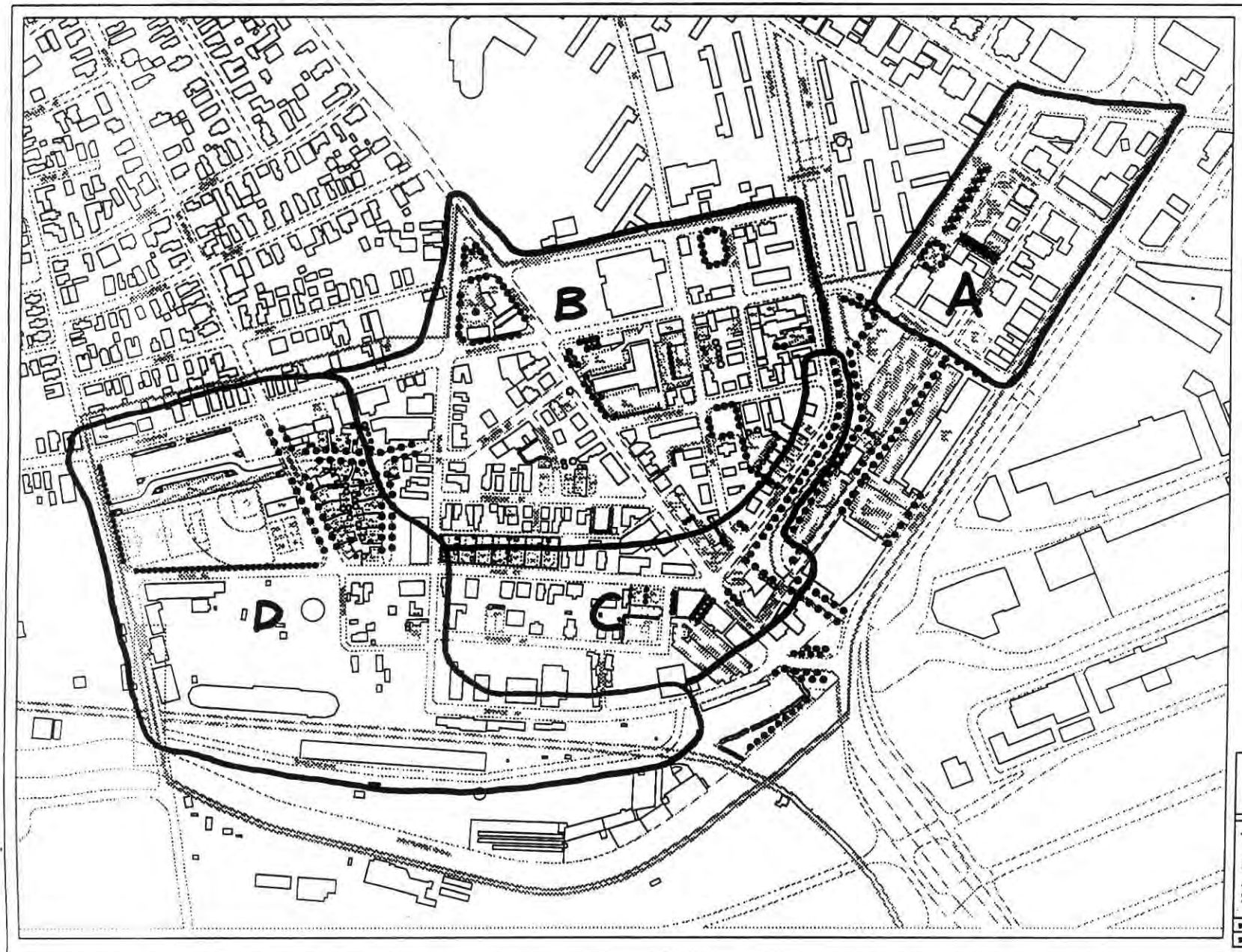
Earthwork	$225,000
Final Grading	$90,000
Loam and Seed	$65,000
Pavement	$225,000
Athletic Fields	$120,000
Utilities	$225,000
SubTotal	$950,000

Assumes NO DEMOLITION OR HAZARDOUS MATERIALS

Open Space (Parks)

Earthwork	$15,000
Final Grading	$20,000
Loam and Seed	$5,000
SubTotal	$40,000

Total $990,000



TAMS
ENGINEERS, ARCHITECTS, PLANNERS
38 CHAUNCY STREET, BOSTON, MA. 02111

TITLE:

Figure 1.
Acre – Drainage
Subcatchments

Job No. 6156
Project: LOWELL-Urban Renewal
Subject: Utility Quantities

Date: 3/17/99
By: JFS

TOTAL COST TO BURY ELECTRIC AND TELEPHONE(SIMULTANEOUS WITH ROADWAY RECONSTRUCTION):

1996 MHD Unit Prices

Street	Length (feet)	
Broadway Street	3170	
Fletcher Street	2050	
Subtotals	5,220	$1,680,640

Underground Utility Cost	$1,680,640
Escalation (3%/year)	$156,318
Contingency (15%)	$275,574
Total Cost ($)	$2,110,000

Assumes Separate Trenches for Electric and Telephone.

5. Requisite Municipal Approvals

Public Hearing

A public hearing was held on June 8, 1999. A videotape of that hearing has been submitted as part of this Plan.

Municipal Approvals

Copies of the City Council Vote approving the Plan and the Planning Board Resolution and Vote follow.

Opinion of Counsel

A copy of the Opinion of Counsel follows.

COMMONWEALTH OF MASSACHUSETTS

CITY OF LOWELL

In City Council

VOTE

Approving the Acre Urban Revitalization and Development Plan for the City of Lowell.

WHEREAS, the City of Lowell is an Urban Renewal Agency with all the powers of such, pursuant to Chapter 353 of the Acts of 1976; and

WHEREAS, the Lowell Planning Board, after hearing, has adopted and approve the Acre Urban Revitalization and Development Plan for the City of Lowell; and

WHEREAS, pursuant to Massachusetts General Laws Chapter 121B, section 48, the City of Lowell, as an Urban Renewal Agency, must hold a public hearing prior to any vote to approve the Acre Urban Revitalization and Development Plan; and

WHEREAS, the City Council and the City Manager are the municipal officers of the City of Lowell, as defined in Massachusetts General Laws Chapter 121B, section 48;

NOW, THEREFORE, BE IT VOTED BY THE CITY COUNCIL OF THE CITY OF LOWELL:

That the City of Lowell, acting through its City Council and City Manager as municipal officers of the City of Lowell, as defined in Massachusetts General Laws Chapter 121B, section 48, and after public hearing, approves the Acre Urban Revitalization and Development Plan for the City of Lowell.

In City Council May 11, 1999, Read twice and referred to hearing June 8, 1999. So Voted./s/Richard C. Johnson, City Clerk
In City Council June 8, 1999, Read and hearing held. Vote as amended adopted 9 yeas. So Voted./s/Richard C. Johnson, City Clerk
Approved by City Manager Brian Martin June 9, 1999.

A true copy
ATTEST:

Richard C. Johnson
City Clerk
0275V/7

CITY OF LOWELL PLANNING BOARD

RESOLUTION AND VOTE

RE: Findings pertaining to The Acre Urban Revitalization and Development Plan as amended and adopted by the Lowell City Council on June 8, 1999

RECITALS

1. The City of Lowell Planning Board (the "Board") has been duly constituted pursuant to Ordinance #8 of 1959 in accordance with M.G.L. c.41, s.81A.

2. The Acre Urban Revitalization and Development Plan (the "Plan") has been forwarded to the Board for the purpose of reviewing the Plan and making the findings required by M.G.L. c.121B, s.48.

NOW THEREFORE, following a review of the Plan, the Board finds that the Plan is based upon a local survey and conforms to the comprehensive plan of the City of Lowell as a whole.

Adopted unanimously on the 28th day of June, 1999 by a majority of the members of the Planning Board, consisting of five members, by a vote of 5 TO 0 (unanimous).

THOMAS E. SWEENEY
City Solicitor

DAVID J. FENTON
First Assistant Solicitor

CITY OF LOWELL
LAW DEPARTMENT
CITY HALL
375 MERRIMACK STREET - RM. 51
LOWELL, MASSACHUSETTS 01852-5986
Tel. (978) 970-4050 • Fax (978) 453-1510

EDWARD L. MORRIS, JR.
CHRISTINE P. O'CONNOR
MARIA SHEEHY
PATRICIA SULLIVAN-TALTY
DANIEL R. WOJCIK
Assistant City Solicitors

August 4, 1999

Jane Wallis Gumble, Director
Department of Housing and Community Development
100 Cambridge Street
Boston, MA 02202

Dear Ms. Gumble:

Please except for filing, in accordance with Mass. Gen. L. c. 121B, s.48 the City of Lowell's ("City") Urban Renewal Plan, entitled "The Acre Urban Revitalization and Development Project" ("the Plan"). Pursuant to the provisions of Section 48 of Chapter 121B the City has secured all necessary municipal approvals prior to submitting its Plan to the Department of Housing and Community Development ("DHCD"). Those approvals are as follows:

i. **Approval of the Plan by the Urban Renewal Agency**

Pursuant to Chapter 353 of the Acts of 1976, the City of Lowell, through its City Council, ("Council") has been vested with the authority to be and operate as an Urban Renewal Agency within the meaning and requirements of Massachusetts General Laws, Chapter 121B. Accordingly, the Council, sitting as both a governmental body and as a lawful urban renewal agency approved the Plan on June 8, 1999.

ii. **Approval of the plan by the requisite municipal officers following a duly called public hearing before the City Council, with Notice of such hearing together with a map indicating the area to be renewed having been previously sent to the Massachusetts Historical Commission.**

On May 23, 1999 and again on May 30, 1999, notice of the June 8, 1999 public hearing was published in the Sun, a local newspaper of general circulation. On May 18, 1999, notice of the public hearing was forwarded to the Massachusetts Historical Commission (MHC).

Although required by statute, it is my understanding that a map, indicating the area to be renewed was not included with the original notice. Accordingly, the City has arranged for the hand delivery of said map to MHC by August 5, 1999, thus satisfying all necessary statutory requirements in advance of the City's filing.

iii. **A Finding by the Planning Board of the City (where one has been established) that the Urban Renewal Plan is based upon a local survey and conforms to comprehensive plan for the locality as a whole.**

On April 26, 1999, the Planning Board for the City of Lowell ("Board") found that the Plan was based upon a local survey and conforms to the comprehensive plan for the City as a whole. Because certain modifications were made to the Plan by the Council following Board approval, the Board, on June 28, 1998, affirmed its finding that the Plan, as so modified by the City Council, was based on a local survey and conformed to the comprehensive plan for the City as a whole.

In closing, I note that all applicable votes and findings are enclosed. Moreover, on or about August 20, 1999, the City will be submitting for filing an Environmental Notification Form (ENF).

Subject to and based on the foregoing, it is my opinion that the Plan is in compliance with applicable law. This opinion is rendered only in connection with the submittal of the Plan to DHCD and may not be relied upon by any other party.

Sincerely,

Christine P. O'Connor

Christine P. O'Connor
Assistant City Solicitor

CPO:0275V/14

6. Site Preparation

Site preparation activities will be limited on most acquisition parcels. As shown on Figure A-2 in Section 1, the area is relatively flat with minimal topographical features and most of the sites have been previously developed. Similarly, flooding is not an issue. Figure N in Section 1 illustrates those sites within the Urban Renewal Area that are Mass DEP Hazardous Waste Listed Sites. Of the sites listed, only two – 60 Broadway and 55 Rock Street – are designated for acquisition. Because of the industrial nature of the use of many of the other sites, it is anticipated that environmental clean-up may be required on some other sites as well. The project budget includes money for a 21E investigation of the acquisition parcels and additional money based on an estimate of potential clean-up costs.

7. Public Improvements

Areawide Open Space Improvements

Improvements to pedestrian connections and open space will also help to create a more attractive and livable neighborhood, and will also help to provide pedestrian links between destinations and residential areas. The Plan includes the following open space improvements illustrated on Figure K in Section 1:

- improvements to the Western Canalway
- extension of Cardinal O'Connell Parkway with a small park at the western end and a pedestrian connection to Worthen Street
- small park adjacent to the Western Canalway at Broadway and Dummer Street
- new plaza at the intersection of Willie Street, Fletcher Street and Broadway
- small park on the north side of the Pawtucket Canal at Fletcher Street
- small park on Franklin Street to complement the community gardens on Franklin Court
- plaque or other commemorative element at Liberty Square (intersection of Fletcher, Rock and Suffolk Streets)
- improvements to existing neighborhood parks at Cross and Marion Streets and at Adams and LaGrange Streets

Design of the neighborhood open spaces during implementation of the Plan should include a community process to ensure that they meet the needs of the surrounding community.

Areawide Infrastructure Improvements

Many of the areawide improvements are related to transportation (see Section 1, F-1 and F-2). The transportation issues raised through discussions with the City and the CAC, and development of the Plan, are discussed below. These improvements will be made in both the Clearance and Rehabilitation Areas. Addressing these issues will help to facilitate the development proposals within the Urban Renewal Plan.

New Roadways

Two new roadways will be introduced and an abandoned roadway will be reopened as part of this Plan. One new roadway will connect Willie and Mount Vernon Streets, between Broadway and Rock Street. The second road will run south from the road described above, connecting to Rock Street. These residential roads will help to break up the existing "super-block" into three blocks more appropriately scaled for residential

development. Worthen Street will be reconnected from Broadway to Fletcher Street, helping to connect institutional uses along existing Worthen Street to the Museum of American Textile History and a Fletcher Street commercial node.

Parking

Parking has been a primary concern throughout the process of developing the Urban Revitalization and Development Plan. While parking in the neighborhood has a significant impact on traffic flow, it has perhaps a larger impact on the livability of the residences and the viability of businesses. At present, residents and employees in the area park on sidewalks, on front yards, and in narrow streets, debasing the area visually, creating friction, and impeding traffic flow in many cases. Establishing designated parking lanes will eliminate parking in yards and on sidewalks, improving the pedestrian environment.

A survey of parking supply and demand was performed to assess the need for both commercial and residential parking in the study area. The survey indicates that parking is in ample supply with localized exceptions, during the peak of commercial demand (mid-day) and during the peak of residential demand (late evening). Notable exceptions occur on Marion Street during the residential peak demand and on Worthen Street during the commercial peak demand. The recommendations are as follows.

- *Marion Street* - As the street is not wide enough to provide for two travel lanes and parking on both sides of the street as currently permitted, travel should be limited to one lane, preferably southbound, with parking also restricted to one lane.
- *Worthen Street* - Concerns here are related to parking and pick-up/drop-off activities. The section of Worthen Street between Broadway and Market Street currently provides one lane of travel in each direction, with one parking lane; it exhibited a parking deficiency during the mid-day hours. To accommodate existing needs and those proposed for the surrounding area, travel should be restricted to one-way southbound, with the introduction of an additional parking lane. One of the parking lanes should allow for pick-up/drop-off activities in front of those organizations that require such accommodations.

All recommendations will be designed in consultation with the Division of Planning and Development, and with the City Engineering Department.

Parking and Circulation Issues at the New Middle School

As a major component of the Urban Revitalization and Development Plan, the proposed school is likely to have the most impact of any individual proposed use on surrounding intersections. The community has expressed concern about the operations of the proposed school and the potential impact that it may have on surrounding traffic operations. Preliminary

information from the Lowell School Department indicates that while the site can accommodate the proposed level of school use, several important design issues will determine the level of impact felt in the local community. The following issues need to be addressed in the design phase:

- ***Separation of access for bus and parent drop-off*** - The school has a compact site with limited space for accommodating vehicle queues, thus limiting the ability to have school bus and parent drop-off use the same access. The School Department estimates that approximately 60 students will be dropped off, an additional 60 students will walk to school, and the remaining 450 students will require approximately eight buses. In order to avoid the possible queuing of pickup vehicles, and the potential conflict between the parents and the buses picking up students, buses and parents need separate access to the school.
- ***Proposed Routing/Access Points*** - Also related to available queuing space is the impact of routing on surrounding traffic operations. The school department has the authority to prescribe routes for buses serving the proposed school. Routing of school vehicles and recommended access points can have a substantial impact on intersections surrounding the proposed site. Consideration should be given to operational needs at the intersection of School Street/Broadway when routing is examined in the design process. Routing should also consider the sight distance limitations at the intersection of School Street/Rock Street.
- ***Parking for faculty and parking for playing fields*** - School Department experience with playing fields at other schools in Lowell shows a high demand for field use that may conflict with the exiting student and teacher population. This creates a conflict between the students walking home and the vehicles searching for parking spaces, while students, faculty and buses are attempting to leave the school. As a result of this experience, the School Department recommends that the playing fields have designated parking separate from the area from which students, buses and faculty exit.

Intersections

Specific analyses and field observations indicate intersections in the study area are operating at acceptable levels of service during peak hours for urbanized areas (level of service D or better) with minimal delays for motorists.

While analyses performed indicate overall acceptable levels of operation, three Study Area intersections could reap operational benefits from minor intersection improvements.

- ***Fletcher Street/Rock Street*** - The northbound left turn from Fletcher Street to Rock Street operates at a poor level of service

during the evening peak hour. Significant factors in the level of operation at this location are the shared lane for the northbound approach, and the lack of sufficient time in the signal cycle to process the motorists desiring to turn left onto Rock Street from Fletcher Street. A provision should be made to accommodate possible increases in traffic demand related to the proposed school or to other proposed commercial/residential development in the immediate area. Possible solutions to the level of service questions at this location include:

  - Revising traffic signal operations to include additional time (and perhaps a green arrow) for the left turn from Fletcher Street to Rock Street, and
  - Developing a dedicated lane for the left turn from Fletcher Street to Rock Street.

- *Fletcher Street/Broadway* - The whole northbound approach operates at a poor level of service during both the AM and PM peak hours. Provisions should be made to improve the operations at this location to accommodate proposed development at the City Barns. Possible operational improvements include:
  - Eliminating on-street parking in the immediate vicinity of the intersection, and
  - Retiming of the traffic signal to include additional time for the northbound approach on Fletcher Street.
- *School Street/Broadway* - While operational analyses do not indicate deficiencies at this intersection, field observations and community comments have identified this as a key intersection to the neighborhood, and one in need of improvement. Parking at the corners of the intersection has a dramatic impact on the flow of traffic through the intersection, with resulting impacts on the quality of traffic flow along both of these important streets. Provisions should be made to improve conditions at this location to accommodate the proposed school, as well as the proposed residential development in the immediate area. Recommendations include:
  - Eliminating on-street parking in the immediate vicinity of the intersection.

All recommended roadway related improvements are summarized on Figure F-2 in Section 1.

Pedestrian Movement/Crossings

Pedestrian concerns raised by the CAC center on connecting the proposed school with the neighborhood, and improving existing connections between the neighborhood and the North Common. Under current conditions, the traffic signals at Fletcher Street/Rock Street and Fletcher Street/Broadway provide a protected crossing for pedestrians. The majority of crossings,

however, are made without even the benefit of striped crosswalks. Recommendations include:

- ***Provisions of clearer, safer connections across Broadway and Fletcher Street*** - Curb extensions at key locations can aid the pedestrian by improving pedestrian visibility and shortening the crossing. The development of clearly marked crosswalks augments curb extensions by adding to pedestrian visibility and by directing the pedestrian to specific, safer crossing locations. Figure F-2 in Section 1 illustrates the recommended locations for clearly striped pedestrian crossings, as well as those locations where curb extensions are recommended.

Another important consideration for this neighborhood is the provision of sidewalks and crossings that meet requirements as outlined in the Americans with Disabilities Act. While many pedestrian facilities in the area provide adequate width, they may not comply with the ADA minimum unobstructed walkway width for handicapped accessibility. It is recommended that pedestrian facilities be constructed to meet these standards throughout the neighborhood.

The specific intersection and pedestrian improvements noted above should be included in the design of the intersections and pedestrian crossings as highlighted on Figure F-2. Additional improvements that should also be investigated at these locations include:

- updating traffic signal equipment
- improving lane markings
- possible traffic calming measures as noted in the following section

Traffic Calming

Measures to calm traffic were of specific interest to many in the community. Neighborhood residents are concerned that many streets in the area are operating as cut-throughs rather than their originally intended local access. Areas like Rock Street, Mount Vernon Street and Suffolk Street have been mentioned as areas in need of some control of speed and traffic volume.

It is recommended that traffic calming measures be investigated during the design of both the intersection and pedestrian improvements discussed in this report. Many of the pedestrian locations identified in Figure F-2 would benefit from such traffic calming measures as curb extensions, which improve pedestrian sight distance and visibility while controlling vehicle speed through an intersection.

Traffic calming measures are important components of intersection and pedestrian improvements as discussed in the recommendations. However, these measures are principally intended for local or residential streets where

existing traffic impacts are significant. As such, these measures should be an important part of an overall transportation planning effort, but should be implemented in the context of their being appropriate mainly on lower volume streets where cut-through traffic is the motivating issue. Specific traffic calming measures that may be appropriate for investigation during the design include:

- raised intersections/speed tables
- chokers
- speed humps
- semi-diverters
- curb extensions

Allocation of Roadway Space

Allocation of roadway space involves such things as parking restrictions and one-way travel. The existing allocation of roadway space is adequate throughout the study area, requiring only minor changes to reflect street width limitations, safety considerations or traffic and parking demands. The majority of proposed allocation of roadway space merely formalizes existing motorist practices. However, on Marion Street, Rock Street, Franklin Street, Worthen Street and Brooks Street safety conditions and parking demands require changes to the existing allocation. For all of these streets, the existing street does not provide enough width for the current combination of travel demands and parking demands (see Section 1, Figures F-3 and F-4). Recommendations include:

- ***Limiting Marion Street, Franklin Street, Worthen Street (south of Market Street) and Brooks Street to one-way travel*** - The proposed number of travel lanes and number of parking lanes for each street are detailed in Section 1, Figure F-1.

Rock Street, because of the relatively high traffic demand (approximately 5,550 vehicles per day) and the potential for increased traffic due to school bus routing, presents a unique dilemma. Indications from both community members and City staff are that the current level of traffic demand on Rock Street is not compatible with the type of neighborhood residential uses proposed in the Urban Renewal Plan. Under existing conditions, the street is not wide enough to provide safe travel lanes in both directions and provide a parking lane for each side of the street. To accommodate existing demand, motorists and residents park on the sidewalk to maintain travel lanes at an adequate width (approximately 11 feet). Recommendations include:

- ***Implementation of a phased approach*** - The first phase, to be implemented prior to reconstruction of Rock Street, involves formalizing a roadway width allocation that allows one parking lane and two travel lanes within the existing pavement width. A truck restriction to bring Rock Street to a neighborhood scale and limit its use as a short cut would help to restore a neighborhood

character to Rock Street, but may not be feasible given the street's important role as an access to some of the industrial properties. In the event that the community feels this approach has not accomplished the goals of calming traffic and restoring a neighborhood character to Rock Street, it is recommended that pavement width be optimized on Rock Street to include a minimum of two 11 foot travel lanes and one eight foot parking lane within the context of a roadway reconstruction/drainage separation project.

Transit Issues

Both the CAC and City staff have indicated that the residential population in this study area is largely transit dependent, resulting in a high need for improved transit service. Indications are that many of the Acre residents do not work on schedules that fit within the existing transit schedule of 6:00 a.m. to 6:00 p.m. Several potential solutions are proposed by the Lowell Regional Transit Authority (LRTA) that may address the transit issues experienced by Acre residents. The LRTA has recently developed shuttle services to transport patrons from the Gallagher Terminal Building to major employment centers in Burlington and Billerica, as well as to connecting points on the MBTA system. The LRTA has also developed a demand responsive transit system to address the needs of smaller groups. The systems as developed provide the services of a transportation coordinator at the LRTA to assist these individuals in scheduling rides on a variety of transportation modes on a regular basis. In addition to these services, the LRTA has recently developed a route to provide off-hours (6 p.m.-6 a.m.) service between the downtown transit center and the UPS facility in Chelmsford. The service will offer opportunities for UPS employees in the Acre (the route stops at Broadway/School, Fletcher/Rock/Suffolk, and Broadway/Fletcher) to take public transportation to second and third shift positions.

Roadway Reconstruction

Areawide improvements also include complete roadway reconstruction for all streets in the project area. The newly reconstructed roadways will include new sidewalks and curbs, tree plantings, lighting and crosswalks.

Drainage/Sewer System

A majority of the streets in the Acre contain a combined sewer/drainage system. The sewer system is in relatively good condition with local areas of clogging and sediment back-up. A combined sewer outfall exists at the intersection of Broadway Street and Suffolk Street. It is apparent that during heavy rainfall events, a large portion of the combined flow is discharged into the Western Canal, which eventually flows to the Merrimack River. Under current environmental regulations, this is an unacceptable situation which should be alleviated. It is recommended that

a separated drainage system with discharges meeting the current Stormwater Guidelines be constructed throughout the Urban Renewal Area.

8. Relocation

Under Chapter 79A of the Massachusetts General Laws, all businesses and residents displaced by public action are entitled to receive relocation assistance and payments. The purpose of the Chapter 79A statute is to provide for the fair and equitable treatment of all parties to be displaced as a result of public action. 760 CMR 27.00, the applicable state regulation, spells out the terms and procedures for such assistance and payments.

It is the City of Lowell's intention to assist the affected businesses and residents in relocating successfully, consonant with the parameters set by Chapter 79A and 760 CMR 27.00, and the City invites cooperation of site occupants in that regard. The City of Lowell, however, is committed to going beyond what is formally in MGL Chapter 79A and 760 CMR 27.00 in an effort to affect a successful business and resident retention program.

The Acre Urban Revitalization Project involves the acquisition of 18.36 acres of privately owned land out of an urban renewal area consisting of 113 acres for redevelopment activities and other permitted uses. The successful implementation of the Plan requires the relocation of up to 138 units of residential housing and 41 businesses (some of these may remain during rehab activities); a listing can be found in Section VIII, M-4. *Tax records indicate the acquisition parcels contain 131 units of housing; field inspection in April 1999 indicates that there are 138 units, 71 of which are vacant.*

It is anticipated that land acquisition activities will be completed during the latter quarter of 1999. However, no business lawfully occupying property scheduled to be acquired in accordance with this Plan shall be required to move without 120 days written notice from the Board.

As the City Administration and City Council's staff for the Acre Urban Revitalization and Development Project, the City's Division of Planning and Development will have responsibility for assisting the City Administration and the City Council in providing relocation assistance to the affected businesses. The Department will retain the services of a relocation firm experienced in relocation matters to directly assist the City, including assistance in finding alternative sites, data regarding relevant zoning issues, review of moving cost estimates, etc. It is planned that the City of Lowell will establish a field office within the Acre Urban Renewal Area that will provide these services. All affected occupants will be directly notified when the office has been established. However, in the interim, all inquiries should be directed to:

Division of Planning and Development
JFK Civic Center
50 Arcand Drive
Lowell, MA 01852

Affected parties are encouraged to contact the Division of Planning and Development in writing, by telephone at 978.970.4258, or in person, with any questions they may have.

The relocation assistance process will proceed as follows:

1. Division of Planning and Development staff and consultants will contact all known businesses to be relocated and will conduct personal interviews with the company principal(s) or their authorized representatives. Follow-up interviews will be held as the project proceeds.

2. At the time of the interview, the businesses will be provided with detailed information about the nature and extent of assistance available to them in (see Appendices I and J):

   City of Lowell
   Division of Planning and Development
   Acre Urban Revitalization and Development Project
   Relocation Benefits Brochure

3. Ongoing assistance to the affected businesses will continue until a move is facilitated.

4. All affected businesses are required to inform the City in writing of their intention to move at least 30 days prior to their moving date, but not earlier than 90 days prior to the move. All notices shall comply with 760 CMR 27.09 (23).

5. After the move, the Division of Planning and Development, along with its relocation consultant, will review the relocation payment claims for moving and related expenses for completeness as well as adherence to 760 CMR 27.00. City Council approval is required for all payments. State Bureau of Relocation (BOR) approval is necessary for claims over $25,000. Claims must be submitted to the City Council within twelve months after the claimant's displacement and must be fully documented with appropriate receipts and other evidence showing expenses incurred. The City Council will pay claimants for eligible claims as promptly as possible after eligibility has been determined. Ineligible claimants shall be provided with written notice of the reasons for rejection of all or part of their claims.

6. Prior to the City Council's approval of any relocation payment claims, an agreement should be reached with each business as to the eligible expenses. In cases where such agreement cannot be reached, the following grievance procedure shall prevail:

   a. Claimant shall be invited to present their grievance in writing and/or in person to the Council.
   b. The City Council shall receive a written recommendation from the Division of Planning & Development concerning

said grievance within 14 days of the City Council's receipt of grievance.

c. The City Council shall, at its next regular meeting, take action with respect to the grievance and subsequently provide a written notice to the claimant explaining the Council's action and the basis for such action.

d. Claimants shall have the right to appeal the Council's determination to the Bureau of Relocation (BOR), whose decision shall be final and binding on both parties.

7. No business shall be evicted from the Acre Urban Revitalization and Development Project area except as a last resort for one or more of the reasons stated in 760 CMR 27.03.

8. Affected businesses are advised that use and occupancy charges, where appropriate, shall be paid to the Council pursuant to written notice received by each affected business.

A proposed business relocation benefits brochure and a proposed residential relocation benefits brochure can be found in Appendices J and K. For further information about relocation procedures or the Acre Urban Revitalization and Development Project, parties may contact:

City Lowell
Division of Planning and Development
50 Arcand Drive
Lowell, MA 01852

9. Redeveloper's Obligation

RFPs will be issued for specific disposition parcels, outlining the desired uses for the parcels (see Figures H-1 and H-2), as well as the need for proposals to be consistent with this Plan. In the public solicitation of proposals, each redeveloper shall be required to provide information to the City Administration and City Council that includes completion of forms entitled "Part I, Redeveloper's Statement for Public Disclosure" and "Part II, Redeveloper's Statement of Qualifications and Financial Responsibility" (see Appendix K) for review by staff of the Division of Planning and Development. Upon review of all documentation and evaluation by the City Council, a designation will be made. The selected development entity will be required to enter into a Land Disposition Agreement which will be entitled "STANDARD FORM OF CONTRACT FOR SALE OF LAND FOR PRIVATE REDEVELOPMENT" and which shall be approved by the Department of Housing a Community Development as required by 760 CMR 12.00.

Designated developers will be required to comply with the goals and objectives of this plan and with zoning and design guidelines developed for The Acre Urban Renewal Area.

10. Disposition

The improvements shown on Figure K in Section 1 are conceptual in nature and intended to depict one manner in which the Clearance Area could be developed consistent with this Plan. Subject to the requirements of this Plan, the goals and objectives of the City of Lowell, and applicable law, the proposed redeveloper(s) of the site and the Lowell School Department will be provided with the opportunity to propose an alternative building and/or land use arrangement for the Clearance Area. Any such development proposal will be reviewed by the City Council and the appropriate City representatives in accordance with the terms of the Land Disposition Agreement(s) to be negotiated with the proposed redeveloper, the Lowell School Department and applicable law.

The Plan creates fifty six (56) disposition parcels for redevelopment by both the public and private sector (see Figure H-1). Figure H-2 describes the proposed use for each parcel. These parcels and their locations have been chosen to provide the maximum opportunity to facilitate private redevelopment of this area. The City intends to work closely with the Lowell National Park to facilitate a respectful and sensitive redevelopment of those areas presently under review by both the National Park Service and the Lowell Historic Board.

Under Chapter 121B and M.G.L. 30B, the sale or lease of industrial or commercial real property by redevelopment authorities or their successors, engaged in the development and disposition of the real estate in accordance with an approved plan, is exempt from public disposition procedures required of all other local entities. The City Council, vested with the powers of an urban renewal agency, has decided to move forward with a process that will solicit proposals from outside entities to facilitate the redevelopment of the disposition sites.

11. Citizen Participation

This plan resulted from an extensive public participation process in compliance with 760 CMR 12.02 (11). The key component was the active participation of a Citizens Advisory Committee comprised of 29 individuals representing local residents, local businesses and institutions, local community organizations, the National Park Service, and a number of city agencies. The CAC began meeting on 23 July 1998 and has met monthly over the course of the project on the third Wednesday of every month. During those months when the project was moving at a more rapid pace, additional meetings were held. At the meetings, presentations were made on the most recent developments in the plan, with discussions encouraged on outstanding issues. A number of changes to the plan resulted from these discussions. Meeting minutes were distributed to all committee members and are included along with handouts in Appendix E.

Presentations were also made at meetings of The Coalition for a Better Acre Task Force, the Acre Neighbors Group, a special meeting of business owners in the project area, two City Council meetings (televised on Local Access Cable), and the Lowell Planning Board.

Representatives of the Lowell Department of Planning and Development and/or the Consultant Team preparing this Plan held individual meetings with various business owners, housing organizations, and other area residents and affected property owners as necessary to gain information or as requested by the individuals and organizations.

It is the intention of the Board to continue the Citizen Participation process on a monthly or quarterly schedule, depending on the level of activity, as the Plan undergoes implementation.

12. Implementation

Strategy

The City is committed to the successful implementation of this Urban Revitalization and Development Plan. Recognizing that implementing all of the recommendations in the Plan will require several years, the following list of priorities has been developed:

1. Establishment of the public mechanisms for supporting and guiding the development, including adopting zoning changes and design review procedures/guidelines, putting in place financial incentive programs, beginning more rigorous code enforcement (*all of these could begin prior to adoption of this Plan*), and establishing and staffing a field office to manage the implementation.
2. Disposal and development of all City-owned parcels; although these parcels are primarily targeted for housing, this would also include the former City Barns site.
3. Acquisition, relocation and demolition of the clearance area and construction of the new school.
4. Reconstruction of major arteries (Broadway, Fletcher Street, Rock Street, School Street and Dummer Street) and open spaces along those arteries.
5. Acquisition of the Macheras site and construction of the parking garage which will make it possible to carry out other actions in that area.
6. Acquisition and disposition of additional parcels for housing.
7. Construction of other public improvements, including reconstruction of secondary roads.
8. Acquisition and disposition of remaining parcels targeted for other uses.

Administration

The implementation of the Urban Revitalization and Development Plan will require significant time from administrative and technical staff for several reasons. The project area is large and contains numerous small parcels in individual ownership. This ownership pattern increases the number of acquisitions and consequently the number of owners with whom the City must negotiate. More importantly, however, the success of the plan will rely not only on specific public improvements, but also on ongoing actions such as code enforcement and design review, and incentive programs which encourage property owners to make improvements to their homes and businesses. The approach is to use the initial phase of the revitalization program to create a renewed sense of confidence in the future of the neighborhood. By using strategic investment of public dollars, the

program will create a setting in which private investment is more likely to occur.

This implementation plan therefore includes several key components related specifically to managing the implementation process.

- **Storefront Implementation Office**: Located within the project area, this storefront would be staffed with a project manager, code enforcement officer and a housing specialist who can provide information and contacts for the development process and housing revitalization programs. City staff will be available to address questions concerning the revitalization plan and to assist with necessary applications for various City financing. The project manager will be responsible for designing a process to pre-qualify potential developers and contractors for involvement in the revitalization plan. This pre-approval process would eliminate the need for an RFP process for each individual situation. These on-site personnel should be able to supply property owners and potential developers with an easy-to-understand step by step outline of the development process, design guidelines, a brochure explaining available incentive programs, a description of the proposed public improvements, current RFP's for disposition parcels and a list of upcoming RFP's. This office will provide a visible reminder to the community that the city is committed to achieving the goals of the plan, encouraging private investment and increasing neighborhood stability.

- **Project Manager**: Successfully implementing the plan will involve a number of concurrent actions ranging from conducting property surveys and appraisals to beginning acquisitions, issuing RFP's and contracting for design and construction services for public improvements. A full time Project Manager (see above) will be required to provide the concentrated oversight to the details of each of these actions.

- **Technical/Administrative Support**: A relocation officer will also be assigned to the project to assist in relocations. Other city staff will be assigned as necessary (for example, the Lowell Historic Board will be responsible for design review). The Project Manager will require ongoing support from a number of City agencies and boards, including the Planning Board, Office of Code Enforcement, Department of Planning and Development, Tax Assessor, Legal Department, and Traffic and Engineering, as well as a Housing Specialist familiar with all available housing programs and able to help people gain access to them. Designating a liaison from each of these agencies will help to maintain consistency and a continued level of support. In addition, City services and code enforcement activities should be targeted to the Area during the early years of implementation, both to eliminate existing problems and to illustrate the City's

commitment to the neighborhood. Strict enforcement of the Minimum Maintenance Ordinance should also be stressed in the Area.

Business Retention

Urban renewal projects are governed by MGL Ch. 121B which requires that all occupants displaced by urban renewal activities qualify for relocation benefits as defined in MGL Ch 79 and MGL Ch 79A. The regulations are designed to facilitate the orderly relocation of all occupants and establish eligibility criteria and reimbursement mechanisms to assist in that relocation. A relocation brochure for both residents and businesses is enclosed in Appendices I and J.

The relocation regulations make no requirement as to the final location of the displaced occupants. In fact, the statute and regulations establish eligibility for relocation benefits for moves up to 50 miles from the present site location and further with the appropriate approvals.

The City of Lowell values the contributions that each business and residential occupant brings to the stability of the community and has committed to initiate a Business Retention Program with the goal of relocating all displaced businesses and occupants in the Acre Urban Renewal Area or at least in Lowell. The program is based upon very successful business retention programs initiated in Millbury and Worcester in support of the MA Highway Department's Route 146 Project.

The key to the business retention program is to establish a retention team composed of economic development and planning department staff who will initiate contact with all occupants and establish both the existing and future needs of the occupant. At that point, program members will provide information as to the availability and costs of relocation locations in both the Acre and other areas of Lowell. The team will look at other assistance programs the occupant may be eligible for in addition to the basic relocation benefits provided under MGL Ch. 79 and MGL Ch 79A with the goal of composing a plan aimed at retaining the occupant in Lowell.

The City has the option to provide assistance in the form of Tax Increment Financing, Section 108 loan guarantees, SBA loans, etc. that when combined with the eligible relocation benefits package can provide a very good incentive for occupants to remain in the City of Lowell and benefit from the revitalization of the Acre Urban Renewal Area and the City.

Existing business owners being acquired and relocated will be given priority for both rental and condominium commercial and industrial space developed on disposition parcels. These existing owners also will have the opportunity to submit proposals for developing disposition parcels.

The Acre Revitalization Plan has established two principal goals: 1) the preservation of the existing housing stock, and 2) the development of new

housing to create opportunities for homeownership. The strategy for implementing these two goals will rely on targeted commitments from the City of Lowell, local organizations and the private development community. Assistance will be provided as follows:

Housing Program Implementation

Homeowner Repair Assistance

Preserving the quality and quantity of affordable housing for local homeowners is the principal goal of the Acre Revitalization Plan. To assure the preservation of this existing housing stock, a variety of homeowner rehabilitation options are recommended.

1. Provide general rehab assistance and code-compliance assistance to owner-occupants of one- to three-family buildings. Rehabilitation efforts will be subject to financial and physical feasibility, with limited assistance to structures with rehab costs in excess of replacement costs.
2. Provide rehab assistance to "responsible" investor-owners who show a commitment to the revitalization plan and are willing to invest in improvements.
3. Take steps to acquire, rehabilitate and resell absentee-owned multi-family properties, where experience indicates that the present owners do not have a long-term interest in maintaining the property. Resale preference should go first to Acre residents and pre-approved non-profit organizations with a long-term interest in the neighborhood.

New Construction

In addition to the preservation of existing housing in the Revitalization Area, the proposed plan will address the need for the development of new housing. Vacant sites made available through industrial relocation will provide the majority of new housing opportunities. Other new construction will be built as replacement housing for severely dilapidated structures or as infill housing designed to complement the surrounding residential context. The opportunities for new housing will serve to address the following needs.

1. Create opportunities for first time homebuyers, with an emphasis on households currently living in the Acre. Additional preference should be given to other Lowell residents and City employees.
2. Create sites for new construction through the assembly of existing vacant parcels occupied by structures that are not in sound condition or with uses not compatible with their surroundings. Relocation of existing industrial uses will limit the existence of non-conforming uses and provide additional land for development.

3. Utilize vacant land in the Revitalization Area currently owned by the City. The City should continue its commitment to providing affordable housing by utilizing existing vacant land. Additionally, the re-use of such land would return property tax revenue to the City.

The Urban Revitalization and Development Plan Budget (see Section 4) will pay for site acquisition, demolition and relocation, as well as for off-site public improvements. The actual costs for proposed housing programs would come from other sources. In order to leverage the amount of required financing for the revitalization area, it is important that the City remains committed to targeting subsidies and grant programs to the Acre Urban Renewal Area.

First Refusal

In some cases, properties are designated for acquisition and rehabilitation, rather than for acquisition and demolition. The purpose is to ensure the preservation of the investor-owned component of the housing stock and to ensure that the properties are rehabilitated to become positive contributions to the community, rather than to change the use of the parcel. In these cases, interested existing property owners will be given the opportunity to provide the city with a proposal/plan for the rehabilitation of their own property to city standards. The rehabilitation plan must include a detailed description of improvements, a schedule for making the improvements and an achievable strategy for funding those improvements. If the rehabilitation plan submitted by the property owner meets the city's goals, the owner will be given a reasonable opportunity (maximum of one year to secure approvals and begin construction) to make improvements according to the plan. If the owner meets the conditions of the plan, the city will not proceed with acquisition. If the current owner is not willing to make needed improvements and properly manage the building, then the plan provides for acquisition and transfer to an owner who will maintain the property and make a positive contribution to the good of the neighborhood.

Ongoing Review Committee

This Urban Renewal Plan has been developed with significant input from a Citizens Advisory Committee. The Committee and the community, in addition to the City, are very interested in ensuring that the implementation of the plan is carried out according to the original intent. The Citizens Advisory Committee will continue to meet on a regular basis (monthly or quarterly, depending on the level of activity) to review the implementation progress made, upcoming actions, and the success of the project in leveraging private investment. The Committee will review and reach consensus on any changes to the Plan during the implementation phase. A Housing Subcommittee to monitor/advise on the progress of housing programs might also be desirable.

Developer Selection

The process for selecting developers in the revitalization area should be designed by the program manager. The Plan proposes that the City of Lowell will act as the master developer of the Acre Revitalization Plan and will work closely with the Coalition for a Better Acre (CBA) and the Lowell Housing Authority to provide development opportunities. The Housing Authority and CBA should be considered key partners in addressing affordable housing needs. The following outline identifies the process for selecting additional developers:

1. Issue Request for Qualifications to qualify builders and contractors for upcoming redevelopment opportunities.
2. Assume that the City, working through the project site office will manage the developer selection process.
3. All work will be controlled by city zoning requirements and by the Project Design Guidelines through a one-stop development office.
4. For smaller infill parcels, the City can go directly to the list of pre-qualified contractors. The City will need to have staff or technical assistance capacity to oversee the work.
5. For larger parcels, the City has the right to designate the recipient of a disposition parcel. This designation should be governed by building type and density requirements.
6. Alternatively, the City could issue an RFP to include specific program information delineating the building types and number of units to be provided. The developer would have the choice of presenting a team including their contractor or of working from the City's pre-qualified list to select one or more contractors.