

THE COMMONWEALTH OF MASSACHUSETTS

CITY OF LOWELL

In City Council

LOAN ORDER  
(General Fund Capital Improvements)

To borrow \$33,717,295 to pay costs of the various capital improvements and purchases as described below, any related architectural and engineering services in connection therewith and all other costs incidental and related thereto.

IT IS ORDERED BY THE CITY COUNCIL OF THE CITY OF LOWELL BY A TWO-THIRDS VOTE OF ALL OF ITS MEMBERS, as follows:

**Ordered:** That the sum of \$33,717,295 is appropriated to pay costs of (i) ADA related improvements (\$1,035,020), (ii) municipal building improvements (\$18,400,000), (iii) traffic improvements (\$400,000), (iv) design/engineering/feasibility studies and acquiring items of departmental equipment and computer hardware and software (\$2,739,000), (v) acquiring interests in land (\$500,000), (vi) park improvements (\$3,000,000), (vii) vehicle replacements (\$600,000), (viii) street paving and bridge construction, reconstruction and/or repair (\$7,043,275), as well as any related architectural and engineering services to these projects and all other costs incidental and related thereto.

**Further Ordered:** That to meet the appropriations described herein, the Treasurer, with the approval of the City Manager, is authorized to borrow \$33,717,295 and to issue bonds or notes therefor under G.L. c. 44 or any other enabling authority; that the City Manager is authorized to contract for and expend any federal or state aid available for the projects; that the City Manager is authorized to take any action necessary or convenient to carry out the projects; and that the Treasurer is authorized to file an application with the Municipal Finance Oversight Board to qualify any or all of the bonds under G.L. c.44A and to provide such information and execute such documents as such board may require for these purposes.



Conor Baldwin  
Chief Financial Officer

Austin Ball  
Deputy CFO

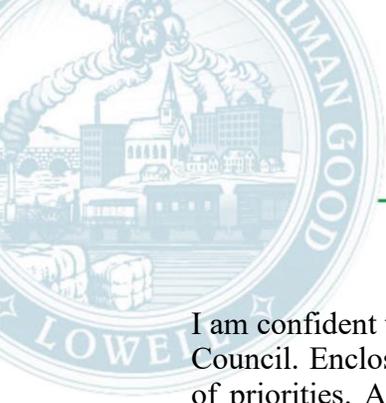
## MEMORANDUM

**TO:** Thomas A. Golden, Jr., City Manager  
**FROM:** Conor Baldwin, Chief Financial Officer   
**CC:** Austin Ball, Deputy CFO  
**DATE:** May 27<sup>th</sup>, 2025  
**SUBJECT:** FY2026 – FY2030 Five Year Capital Improvement Plan

This five year capital improvement plan (“CIP”) presented this year for consideration by the Lowell City Council lays out the capital priorities for the City of Lowell through FY2030, but the projects proposed for funding in the accompanying loan order are solely for the next fiscal year (FY2026). All additional projects and equipment replacements are presented in the document for discussion purposes only and will be reassessed depending on future funding needs and fiscal realities.

The City of Lowell is positioned well to solidify its revitalization through strategic investments in education, public safety, and infrastructure. By doing so, Lowell will jump-start the next wave of investment in our most valuable resource: our residents. The proposed investments in roads, buildings, housing and homelessness, traffic signalization improvements, public safety, cybersecurity, and parks and recreation amenities including Cawley Stadium, dovetail nicely with available state and federal dollars destined for the city. Through this plan we are making a significant investment in the building and infrastructure improvements.

Older mill cities face unique challenges in combating urban decay and Lowell has—time and again—shown its leadership by encouraging redevelopment of historic buildings throughout the city. Unfortunately, the main thoroughfares of the city have continued to deteriorate and recent engineering studies of our Pavement Condition Index (PCI) have shown that repaving and repairing using only the funding allocated from the Commonwealth through the Chapter 90 program is insufficient. That is why we have included a recommendation of an additional \$5.5 million in paving to be included in this capital plan request to the City Council. This is in addition to the projected \$1.8 million to be appropriated by the Commonwealth through Chapter 90 for a total of \$7.3 million in FY2026. The supplemental City appropriation allows us to also focus on unacceptable street conditions, providing greater flexibility for what streets can be paved and repaired.



Office of the City Manager  
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[www.LowellMA.gov](http://www.LowellMA.gov)

**Conor Baldwin**  
*Chief Financial Officer*

I am confident this capital request represents a set of initiatives based on the priorities of the City Council. Enclosed with this memorandum is an extract from the capital plan with the 5-year list of priorities. A more detailed analysis and presentation is included in the budget/ capital plan documents.

**Austin Ball**  
*Deputy CFO*

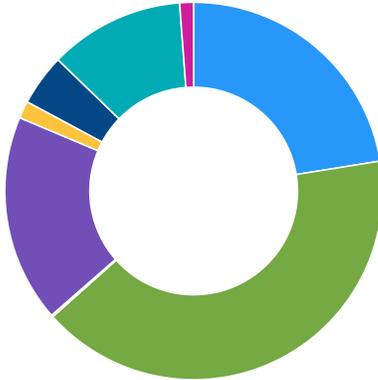
# Capital Improvements: One-year Plan

## Total Capital Requested

# \$33,717,295

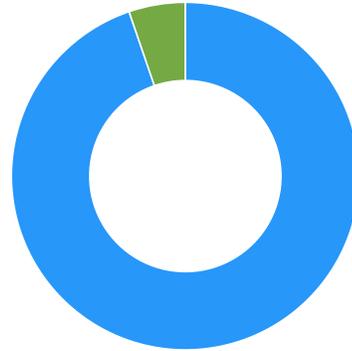
24 Capital Improvement Projects

### Total Funding Requested by Department



● City Manager's Office (22%)	\$7,578,295.00
● DPW General (41%)	\$13,800,000.00
● Elections (0%)	\$52,000.00
● Lowell Fire Department (18%)	\$6,000,000.00
● Lowell Police Department (1%)	\$500,000.00
● Management Information Systems (MIS) (4%)	\$1,487,000.00
● Planning and Development (DPD) (12%)	\$3,900,000.00
● Pollard Memorial Library (1%)	\$400,000.00
<b>TOTAL</b>	<b>\$33,717,295.00</b>

### Total Funding Requested by Source



● CITY - General Fund, Bond Proceeds (95%)	\$33,717,295.00
● STATE - Apportionment, CH90 (Highway) (5%)	\$1,867,902.00
<b>TOTAL</b>	<b>\$35,585,197.00</b>

# City Manager's Office Requests

## Itemized Requests for 2026

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<b>ADA Plan Improvements (Building, Infrastructure, and Parks)</b>	<b>\$1,035,020</b>
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This funding will improve the quality of life for residents and visitors of Lowell who have disabilities. The City of Lowell is committed to providing access opportunities in all public spaces and has committed funding towards that end. These...

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<b>Neighborhood "Pocket Park" Program (Various Park Improvements)</b>	<b>\$1,000,000</b>
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The City of Lowell Park's Division of DPW maintains over 75+ parks per year and capital funds are being requested in order to enhance some of the city's various parks. The city has many parks that are in need of upgrades and this funding will...

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<b>Paving, Sidewalks, and Bridges</b>	<b>\$5,543,275</b>
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There are approximately 280 miles of roadway in the City, the majority of which are City-Owned. There are nearly 192 miles of accepted City Streets, 44 miles of unaccepted City maintain streets, 12 miles of private streets, and 32 miles of...

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**Total: \$7,578,295**

# Lowell Police Department Requests

## Itemized Requests for 2026

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<b>Body-Worn Camera and Taser Program</b>	<b>\$400,000</b>
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The LPD is requesting to purchase new Tasers and Body-Worn Cameras, including all necessary technology, through a five-year contract. The contract would include 245 body-worn cameras, 60 tasers, docking stations, accessories, and all necessary...

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<b>Computer Aided Dispatch (CAD) and Records Management System (RMS) Update</b>	<b>\$100,000</b>
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The Lowell Police and Fire Departments would like to assess other Computer Aided Dispatch (CAD), Records Management Systems (RMS) and other IT systems to address modernization and efficiency. The LPD/LFD is requesting funds to hire a consultant to...

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**Total: \$500,000**

# Lowell Fire Department Requests

## Itemized Requests for 2026

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<b>Various Upgrades to Fire Houses</b>	<b>\$6,000,000</b>
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In the EMG Facility Assessment Report, many deficiencies were identified in the city's various fire houses. Currently, at the time of this writing, the city is in the process of finalizing a fully executed contract for an Owner's Project Manager...

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**Total: \$6,000,000**

# Planning and Development (DPD) Requests

## Itemized Requests for 2026

<b>LMA Improvements</b>	<b>\$1,000,000</b>
Continue the repairs and upgrades to the Lowell Memorial Auditorium based on the Building Assessment carried out by Gale Associates in the Spring of 2024.	
<b>Martin Sports Complex</b>	<b>\$2,000,000</b>
Cawley Memorial Stadium was constructed in 1937 as a Works Progress Administration (WPA) project. Over time, the city expanded and built out additional athletic fields to create the larger Cawley Stadium/Martin Athletic Complex that exists...	
<b>Sidewalk Vault Abandonment Program</b>	<b>\$500,000</b>
Expand Citywide program and policy to abandon sidewalk vaults in various locations throughout the City as vaults are found to be in deteriorated condition and/or to address ADA accessibility constraints. This program will provide a mechanism for...	
<b>Various Traffic Improvements - Signalization &amp; Site Improvements</b>	<b>\$400,000</b>
Design and implementation of traffic signal updates. Projects may include minor signal improvements, flashing beacons, new signal analysis, and pedestrian crossing updates. This request is in accordance with Lowell Forward Mobility Goal 1:...	
<b>Total: \$3,900,000</b>	

## DPW General Requests

### Itemized Requests for 2026

<b>DPW Fleet Replacement</b>	<b>\$600,000</b>
This capital improvement request is to continue the on-going vehicle replacement program at DPW. Many of the vehicles at DPW are past their useful life and with this additional funding, it will afford DPW the opportunity to continue making...	
<b>Paving of School Parking Lots</b>	<b>\$1,500,000</b>
Replacement of School Parking Lots at the Robinson, Bartlett (South End) and Murkland Schools.	
<b>Purchase a Roadway Paving Machine</b>	<b>\$700,000</b>
The Department of Public Works would like to purchase a Roadway Paving Machine and relevant Associated Equipment in order to move some of the localized paving work in house. With the purchase of this machine it...	
<b>Reilly School Gym Floor Replacement</b>	<b>\$300,000</b>
Funding is requested to replace the current Reilly School Gymnasium floor.	
<b>Reilly School HVAC Upgrades</b>	<b>\$1,700,000</b>
The work will include Abatement and Replacement of Heating Distribution System & Equipment update including the assessment of the condition hydronic components,...	
<b>Replacement of Pawtucketville School Roof</b>	<b>\$5,000,000</b>
The Pawtucketville School roof is in need of being replaced. Since this roof doesn't meet the criteria for MSBA ARP funding, the city has decided to add this to the current capital plan. As the Council is aware we have had many issues due to this...	
<b>Various Upgrades to the St. Jeanne D' Arc School</b>	<b>\$4,000,000</b>
Required renovations of the Former St. Jeanne D'Arc School to make it suitable to...	
<b>Total: \$13,800,000</b>	

# Management Information Systems (MIS) Requests

## Itemized Requests for 2026

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<b>Enterprise Asset Management Software Implementation</b>	<b>\$82,000</b>
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Working together with DPW, MIS would like to move forward with the next phase of the Tyler Enterprise Asset Management (EAM) implementation, by engaging Tyler Implementation Services to assist with integration of the city's school-related facility...

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<b>Metropolitan Area Network (MAN) Communications Assessment and Design</b>	<b>\$130,000</b>
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Reliance on technology continues to grow and the City of Lowell recognizes the limitations of our existing connectivity, which is critical for ensuring the seamless interoperability of governmental operations, public safety systems, and city...

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<b>Technology Upgrades and Replacements</b>	<b>\$1,275,000</b>
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A significant amount of the city's overall technology infrastructure has been functioning beyond its designated shelf life, and is starting to fail. MIS recommends capital funds be put in place over the next few years in order to fund the...

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**Total: \$1,487,000**

# Elections Requests

## Itemized Requests for 2026

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<b>Voting Booth Replacement</b>	<b>\$52,000</b>
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Modern voting booths are easier to install, breakdown and store and offer more flexibility in arranging polling locations. Replacing the voting booths will ensure ADA compliance, increase voter convenience and vastly improve the voter experience....

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**Total: \$52,000**

# Pollard Memorial Library Requests

## Itemized Requests for 2026

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<b>Back Staircase and Colburn Street Lobby Resurfacing</b>	<b>\$50,000</b>
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The Library has been recarpeted in most public areas and offices, but the back staircase and Colburn Street lobby were not included in the project. The Colburn Street lobby is an area approximately 8 feet by 15 feet that serves as the accessible...

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<b>Library Waterproofing</b>	<b>\$250,000</b>
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This winter, the library experienced a number of leaks throughout the upper floors of the building. Library artwork had to be removed temporarily to ensure that it wasn't damaged, and it was reported to the Director by the masons who came to...

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<b>Meeting Room &amp; Minor Enclosed Spaces</b>	<b>\$100,000</b>
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The goal of this project is two-fold. The first is to create 3 additional meeting room/multipurpose areas to be used by Library programming staff and the community for meeting room spaces. We have had to turn away members of the community due to...

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**Total: \$400,000**

# City of Lowell FY2026 Capital Plan Loan Order to the Lowell City Council

THE COMMONWEALTH OF MASSACHUSETTS  
CITY OF LOWELL

In City Council

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Thomas A. Golden, Jr.  
*City Manager*

May 27th, 2025

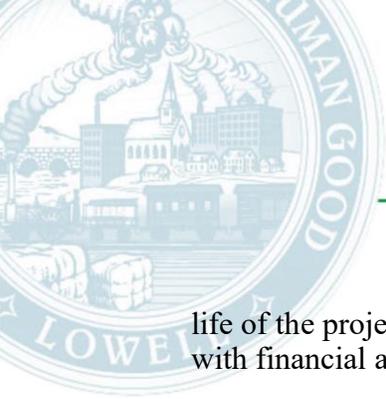
Mayor Daniel Rourke  
And  
Members of the Lowell City Council

Dear Mayor Rourke and Members of the Lowell City Council,

The FY2026 capital plan submission represents the second year of a revamped five-year capital improvement plan (“CIP”) under my Administration. Last year, the City's Finance Team, had worked with the Umass Boston Collins Center to update and enhance the city's capital plan. Based on the feedback we have received from the Collins Center, it is my intention to shift the focus of our attention and resources towards several key areas including economic development, “curb appeal”, infrastructure improvements, fiscal management, public safety, education, schools and quality of life in all city neighborhoods. This document and the recommendations for investments included herein are the first step in moving the City of Lowell forward. Capital assets are expensive: from planning, to construction, to operations and maintenance. Therefore, maintaining capital infrastructure in the condition necessary to preserve and enhance your community’s vitality and quality of life takes forethought and planning. This plan is a best practice in long-range capital planning, budgeting, and asset maintenance planning, which will be used by the City as a foundation to build a better Lowell for generations to come.

A capital improvement program provides a blueprint for planning a community's capital expenditures and is one of the most important responsibilities of local government officials. It coordinates community planning, financial capacity, and physical development. Decisions made during this process will have an impact on the City of Lowell and taxpayers for years to come. In order to glean the most efficient outcome from this task and arrive at decisions which include expertise from all areas and lastly, based on the recommendations from the Collins Center, I have established a Capital Improvement Committee – comprised of the Chief Financial Officer, Deputy CFO, Assistant City Manager/ DPD Director, DPW Commissioner, City Engineer School Business Manager, Police Superintendent, and Fire Chief. They have met to ensure citywide needs are addressed adequately through this plan. The city uses its five-year financial projections for revenue and expenditures, in addition to its five-year capital plan, to formulate budget guidelines for departments. The City has established a debt management and capital investment policy to guide the five-year plan and a copy of the policy is included each year in the presentation of the annual budget. The Committee has taken into account all relevant policy guidelines in this submission to the City Council.

The funding for the capital budget is different than that of the Annual Operating Budget. Rather than revenue from the tax levy, intergovernmental aid (such as Chapter 70 Education Aid from the Commonwealth), and other local receipts; projects funded in the capital budget are financed primarily through the sale of bonds. Typically, these bonds are issued for time periods ranging from five to 30 years, over the course of which the City of Lowell pays off the debt principal and interest, annually, from the general fund and are budgeted within each Annual Budget. Paying the debt over time has the advantage of allowing capital expenditures to be amortized over the



Thomas A. Golden, Jr.  
*City Manager*

life of the projects. Careful analysis is performed each year by the finance department, in concert with financial advisors and bond counsel, prior to any debt issuance.

Other financing sources, however, are also part of the overall financing plan for the capital plan. The City of Lowell has had great success securing various state and federal grants for infrastructure improvements and other capital investments. These grants from other funding sources outside of the city help mitigate the impact to the Lowell taxpayers for improvements to roads, bridges, and buildings. Without these outside funding sources, Gateway Cities like Lowell would be unable to pursue an aggressive capital campaign without overly burdening the residential taxpayers. These other funding sources, however, are not presented within the capital plan submission for approval by the City Council and the only appropriation authority requested is through the loan order for the city's share capital improvements in FY2026, specified in this submission. Other funding sources are presented for informational purposes only.

I am thankful for the diligent efforts of my staff to coordinate this worthy endeavor. Capital planning is critical component of municipal governance. Buildings, infrastructure, technology, and major equipment are the physical foundation for providing services to Lowellians. The procurement, construction, and maintenance of capital assets all require careful planning and therefore a prescribed process for prioritization of the many projects must be followed. A properly prepared capital plan one which contains recommendations from subject matter experts at City Hall and balances fiscal realities with the desires of the residents and the direction of the City Council is essential to the future financial health of the organization.

A message from Chief Financial Officer, Conor Baldwin analyzes the financial impact of the proposed plan on the City's operating budget. While it will not be possible to fund all necessary projects in an accelerated time frame, it is important to at least consider them. In the short term, we may have to spend more from our operating budget on repair and maintenance of our equipment, vehicles and buildings. We may also need to amend the priorities of this plan as it is being implemented. It is imperative that we monitor these situations carefully and shift priorities if it appears that maintenance costs are too high relative to replacement costs.

Sincerely,

Thomas A. Golden, Jr.  
City Manager

CC: Conor Baldwin, Chief Financial Officer