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Preservation Plan

Lowell Historic Preservation Commission ON MICROFILM

Lowell Historic Preservation Commission

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Cover: Painting of the
Nancy Market by
Yveson Davis of
Lowell. Mr. Davis'
father started the
market in 1913 and it
covers stretching to the
downtown.



Report from the Chairman



February 5, 1977

Secretary Cecil E. Jester
Secretary of the Interior
Washington, D.C. 20540

Dear Secretary Jester:

The Lowell Historic Preservation Commission is pleased to submit to you and to the Congress this Preservation Plan, as required by Public Law 95-260.

This eight year action plan will help to preserve Lowell's 19th century historical and cultural resources. It will also encourage Lowell's diverse ethnic groups to share their traditions with others. As an agency of the Department of the Interior, the Commission will use its special authorities including grants, loans, seminars, technical assistance and limited regulation to accomplish its goals. The program included in this plan follows the one an extension of the work of the Commission over the past year and a half.

Congress has recognized Lowell as the nation's most significant planned industrial city. In the early 19th century, the innovative harnessing of water power and the financial enterprise of Lowell's founder Captain Amos's sound resolution—the Merrimack Industrial Revolution. The effort on a grand scale was achieved. Factories, migration and organized labor inevitably altered America's landscape.

"A grand scene of migration," according to a recent Life Magazine article, is "the new Lowell experiment" initiated by the creation of the Lowell National Historical Park and Commission. The Commission's efforts are intended to help Lowell offer the experience along to the nation. Already, the recognition of the city's past has prompted a physical and cultural renaissance that complements the national park theme. Based on the progress that has occurred, the initial stage of this experiment can be judged an unqualified success.

We hope for your consideration of the Preservation Plan in the next coming days. Thoughtful review will help to further the many efforts already made by Federal, state, and local agencies, private groups and citizens who share a common appreciation for Lowell's past and a vital concern for its future.

Very truly,
John Baloff
Chairman



ON MICROFILM

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Introduction

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Purpose
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Introduction

Lowell symbolizes the Industrial Revolution in America. Its founding and success played a key role in turning an agricultural world of farms and small towns into an urban industrial world of mills, factories and cities. The city's physical structures and ways of life continue to illustrate the impact that industrialization has had on all of our lives.

Today, Lowell offers a unique opportunity to explore the roots of working and living in modern America. Its 19th century physical presence—the mills, canals, institutions and residences—offer the opportunity to preserve and understand this era. The city's many ethnic cultures, its traditions, and the involvement of its people can make this setting come alive. This will ensure the development of a National Park and Preser-

vation District that will be a vital and contributing part of the community. That is the goal of the Lowell Historic Preservation Commission. The Preservation Plan offers a means of visualizing and reaching that goal.

The Commission Theme

No matter the breadth of the red brick mills or the beauty of the canal system, most people leave Lowell talking about—people. Like the Greek church pastor who insists on walking you across the street for fresh baklava. Or the guide in a mill museum who had been a warper in that same building when she was fourteen. Or the taxi driver who points out his family home—as well as the home of

every famous person Lowell ever produced.

There are many special people in Lowell whose stories bring the past to the present. To the visitor it is living history. To the Irish, French-Canadian, Greeks, Slavs, Serbs, Portuguese or Polish, it's their way of life.

The Commission has focused on Lowell's "way of life" as the theme around which the Preservation Plan is built. This theme is . . .

To tell the human story of the Industrial Revolution in a 19th century setting by encouraging cultural expression in Lowell.

The human story is told in terms of the rich diversity of Lowell's everyday working people—past and present. It is told in the story of immigrants who came to Lowell to work in the mills and whose descendants continue to carry on many of the old ways. These are the traditions of work, worship, social institutions and the family.

The recognition of Lowell as a National Park can either enhance or splinter these traditions. While the impact of economic revitalization, immigration of middle income professionals, and the visitor-oriented emphasis of the National Park Service are welcome, the challenge to understand and absorb this change is great. It is the Commission's desire to interpret the subtleties of cultural differences and to promote the perpetuation and celebration of Lowell's everyday way of life. Only by espousing the value of this special character, and by involving both residents and park visitors in this effort, can Lowell truly be preserved.



To encourage cultural expression, the Commission will initiate a variety of projects and programs. These will include support of ethnic festivals, educational programs to portray cultural diversity, consulting in obtaining grants, scholarships, neighborhood preservation grants, and creation of a multi-cultural center within the Park.

The theme identified by the Commission is consistent with the mandates of the enabling legislation and complements the roles assumed by other agencies. For the most part these agencies will concentrate on the physical aspects of Lowell's development.

Lowell National Historical Park

—To interpret, through tours and exhibits the significance of the Industrial Revolution in American history.

Lowell Heritage State Park—To provide recreational and interpretive opportunities based around Lowell's water resources.

City of Lowell—To maximize economic development related to the Park and to assist with public improvements.

The Commission's emphasis not only distinguishes it thematically, but provides clear direction for evaluating the many demands for its funds and technical assistance.

Making Preservation Feasible

Without the 19th century physical setting, the human story of Lowell cannot be properly told. Preservation of the many significant buildings in the Park and Preservation District is of critical importance. But which



buildings are the most important? What is the best setting? To answer these questions, the Commission and National Park Service have spent over a year studying the historical, cultural and architectural significance of some one thousand structures. As required by the Act, every structure in the Park and Preservation District was surveyed and indexed by category.

The result of this comprehensive resource study was the identification of the nationally significant properties and the determination of four key areas within the Park and Preservation District. These key areas offer the greatest opportunity to understand the various facets of 19th century Lowell. Merely identifying important structures does not assure their preservation. They must be preserved and, in most cases, rehabilitated by their owners. These build-

ings collectively provide the Park and District with their historic integrity and vital urban setting. The National Park Service intends to acquire five of these buildings. But what of the rest? The federal government does not want to own Bob's Hardware, even though it may have been a corporation boarding house designed by the most famous architect of the era.

The answer lies in providing incentives for private sector rehabilitation, management and maintenance. Within the Park and District the Commission has the authority to use grants, loans, a revolving fund, and technical assistance for this purpose. In addition, the Commission has devised standards for rehabilitation and new construction which will be adopted by the City within the Park and District.

The Commission is perhaps best

known for its financial assistance programs. And for good reason. In the first year and a half of operation, the Commission used these programs to save two important buildings and to begin the rehabilitation of nine others. A total of \$473,000 in Commission grants in 1979 and 1980 will encourage over \$18 million in private investment.

Private investment is the most stable and economical means of preserving the 19th century setting in Lowell.

To summarize, the Commission believes that Lowell's story can be most meaningfully told in human terms. To encourage creation of a dynamic National Park, it will sponsor cultural programs and projects which use Lowell's significant structures as the setting in which the people of Lowell can tell their own story. Financial incentives will be used to encourage the private preservation of nationally significant structures in the four designated key areas.



About the Commission

The 15-member local-state/federal Commission was created by the same legislation which established the Lowell National Historical Park, Public Law 95-290. The first meeting of the Commission was held on January 12, 1974.

The Commission is a separate federal agency within the Department of the Interior. Intended to assist the National Park Service with management and preservation duties in a unique and complex urban area, it is the first such federally funded panel. The Commission oversees a Preservation District surrounding and protecting the resources of the National Park. Both the Preservation District and National Park in Lowell consist largely of privately owned property. The Commission possesses a variety of programs to accomplish its goals, including:

- grants and loans to private property owners
- acquisition and eminent domain
- easements and deed restrictions
- lease, sub-lease, and resale of properties
- ability to accept donations and grants
- cultural grants

In addition, the Commission is given the following responsibilities by its enabling legislation:

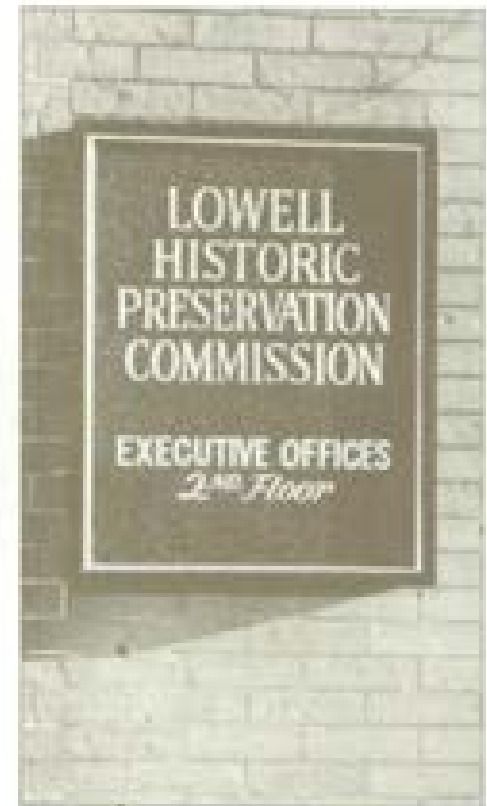
- to compile an index of historic and cultural properties within the Park and Preservation District
- to devise standards for rehabilitation and new construction in the District and to work with the City to convert these standards to local ordinances
- to assist with the preservation of ten significant buildings within the National Park
- to assist with trolley and barge transportation systems for Park visitors

With its intergovernmental make-up, the Commission has successfully encouraged cooperative Park development in Lowell. Federal and state members have contributed their experience and perspective, and city members have dealt with local initiatives and have helped to build a solid community base.

Commission members meet once a month and serve two year terms. Established for a period of ten years, the Commission will dissolve in 1985. At that time, the Secretary of the Interior will designate a successor to assume its assets and obligations.



The Commission has a professional staff of eleven. Its offices are in an 1850 privately owned office building in downtown Lowell, rehabilitated with a Commission grant and technical assistance.



The Preservation Plan

To implement its goals, the Commission, its staff and consultants have spent the past year developing this Preservation Plan and refining proposals contained in the January 1980 Draft Preservation Plan. The reactions to the draft document, from the Department, public and private organizations, and most importantly, the people of Lowell, have shaped the final plan. The consistent and most emphatic response was from local residents who see the Park as a "stage" to share and celebrate their traditions and display their skills. This is the ideal way to create a learning and living environment for Lowellians and visitors alike. The Commission has attempted to be sensitive to these desires and opportunities.

The Commission plan is therefore organized around the chosen theme and responsibilities are divided into three basic sections:

- 1. Preserving the 19th Century Setting
- 2. Encouraging the Variety of Cultural Expression
- 3. Projects Mandated by the Act

These sections are followed by the budget, a look "beyond the plan" and by Details of the Preservation Plan, a technical appendix to this report. The Details also include an Environmental Assessment, prepared in compliance with the National Environmental Policy Act.

Implementing this plan will not be simple. Many groups must cooperatively build a functional and educative park in the midst of an active city. Important cultural and historic resources must be preserved rather than sacrificed in the name of expedient development. The capital cost of executing this plan will be expensive—\$20 million—at a time when federal funds are uncertain even for the most critical projects. These are cautions that cannot be disregarded. The potential, however, is immense. One need only glimpse at the Commission's plans for the North Mill area with its rehabilitated boarding house, cultural center and dramatic new park—connected with other attractions by an historic trolley. One need only visit Lowell to sense the progress and the unanimous pride attributable to the fact that the city is again serving as a model for the future.



Public presentation by Fred Fowl, the Commission's Executive Director



Minority business presentation.

Year One and A Half



Soon after the establishment of the National Park and Preservation District, the Commission was confronted by a number of challenges. Many were of a crisis nature while others represented opportunities for constructive cooperation. Unlike the rehabilitation grants awarded, or the cultural events sponsored, there were many events that could never be marked on a calendar. This includes the many hours the Commission and its staff spent listening, learning, teaching and sharing. Since two-thirds of the Commission members

and more than half of the staff are from Lowell, the Commission possessed a ready-made community base. The ability to "hit the ground running" was further strengthened by the fact that the Commission's Executive Director worked in Washington and Lowell in the development of the Park legislation.

Less than one month after beginning work, the Commission was faced with the potential loss of a portion of Lowell's most significant mill complex. Through a cooperative rehabilitation agreement between Wang Laboratories and the Commission, repairs are now underway to Mill #6 of the Scott Mill complex. On October 23, 1979, the last remaining ruin of the century theatre, located in the Park, was scheduled for demolition. It is standing today as a result of the Commission's intervention and the support of an aroused public. With the assistance of the City, permanent damage to more than two dozen historic facades was prevented through technical and financial assistance.

Preservation Programs

Of the many initiatives during the first year and a half, the following three examples are most representative:

Scott Mill

By awarding a \$500,000 grant for exterior restoration and repairs, the Commission worked with the City Division of Planning and Development and provided the final incentive that "sealed the bargain" for the purchase of the Caphart Building (Scott Mill site) by Wang Laboratories. This ensured the preservation of a section of Lowell's oldest and most significant mill complex. Vacated after bankruptcy, missing 404 windows and experiencing interior damage with a leaking roof and sewage, this 1871 mill building was in desperate condition before the Commission's intervention. In return for the rehabilitation grant, Wang Laboratories has donated a permanent facade easement and may eventually create offices and a computer museum in this National Register property. Private investment will ultimately exceed the Commission's share by tenfold.

MILL #6 SITE PLAN / CONTRACT LIMITS

**SCOTT MILL N° 6
Repairs & Restoration**

Owner: **WANG LABORATORIES**
100 St. John St., Lowell, MA

Technical Assistance: **LOWELL HISTORIC PRESERVATION COMMISSION**
100 St. John St., Lowell, MA

Architect: **BOUCE HAINE**
100 St. John St., Lowell, MA

© 1981, 1982



Skewed wood knowledge: Prior to the restoration of the Fairburn Building.

The Fairburn Building

Skewed and false timber wood beams were about to be placed on this important 1880 commercial structure, located in the city center and within the Preservation District. With architectural assistance from the National Park Service, a plan was devised to conserve the iron piers, sandstone lintels and original storefronts. With the help of a 50% facade grant for \$17,000, the owner agreed to rehabilitate the 19th century facade. The Commission share was determined by a uniform grant formula.

Lowell Manufacturing Company

The two surviving mill buildings (1862 and 1902) of the Lowell Manufacturing Company had been partially vacant and in a state of disrepair for the past ten years. Recently, a fire had destroyed the top floor and roof of the 1902 mill. In early 1990, agreement was reached for the \$12 million dollar private development of the property as "Market Mills"—a mixed use project of federally assisted housing and ground floor commercial space. Because of its strategic location at the gateway to the National Park, the Commission took the lead role to ensure that this historic property would become an intrinsic part of the National Park. Specifically, the

Commission leased most of the ground floor and a portion of the upper floor commercial space. In turn, a wing of one building will be sub-leased to the National Park Service for its Visitor Center. The lease agreement will also result in the landscaping of the interior millyard to create a small amphitheatre and meeting places for National Park visitors and Lowell residents. It should be noted, that without the Commission's participation, this adaptive use project would not have been feasible, thereby denying Lowell the creative preservation of these two historic mill structures and the opportunity for a dramatic arrival place for Park visitors and residents alike.



Cultural Programs

Although enabling legislation does not permit major expenditures for cultural programs until the Preservation Plan is approved, the Commission during its first year and a half has encouraged a number of cultural activities. These included the organization of a Preservation Conference and the Lowell Conference on Industrial History, the support of ethnic and performing arts activities during "Lowell Spring Fling 1990", the sponsorship of a series of children's workshops, a foreign exchange program, and sponsorship of a series of summer outdoor performances. In addition, several community grants were obtained with technical assistance provided by the Commission staff.

The Commission has also conducted meetings and public workshops to solicit ideas from Lowell's many ethnic groups and has worked closely with the community organizations and agencies which represent the city's multi-ethnic composition.

Summary

As will be evident in the following sections of the Preservation Plan, the Commission's intent in its first year and a half has been to focus on historic and cultural programs that are realistic, that can be supported by existing institutions, and that can be readily implemented. The experience gained over this period of time and the support of the Department of the Interior has contributed to making this plan both practical and cost effective.

Background

The Lowell National Historical Park Act, P.L. 95-293, was signed into law on June 8, 1978. The passage of this legislation was the culmination of more than a decade of work by local citizens who sought to assure their city a new future by recognizing its historic past.

Lowell was the nation's most significant planned industrial city. Within thirty years of its founding in 1821, the city had become the largest producer of cotton textiles in the world. Labor exploitation and the Depression ended Lowell's industrial reign, but the symbols of that era remain today. They include mill complexes, the original 6.6 mile canal system and many early residential and commercial buildings. Just as important, the city's multi-ethnic heritage continues to be reflected today in Lowell's character.

The National Park legislation was based on the recommendations made by the Lowell Historic Canal District Commission in their report to Congress in 1977 at the conclusion of their two year term. The Lowell Park concept differs from traditional national park operations in that easements, grants, loans and private ownership of historic properties are the incentives for preservation.

The Act envisioned an active partnership between public agencies and the private sector. It also established a new 10-member Lowell Historic Preservation Commission within the Department of the Interior to preserve ten specific buildings within the National Park and to administer preservation and cultural programs in a Preservation District surrounding the National Park. The legislation contained general Commission authorities and required development of a Preservation Plan to identify programs and projects for implementation.

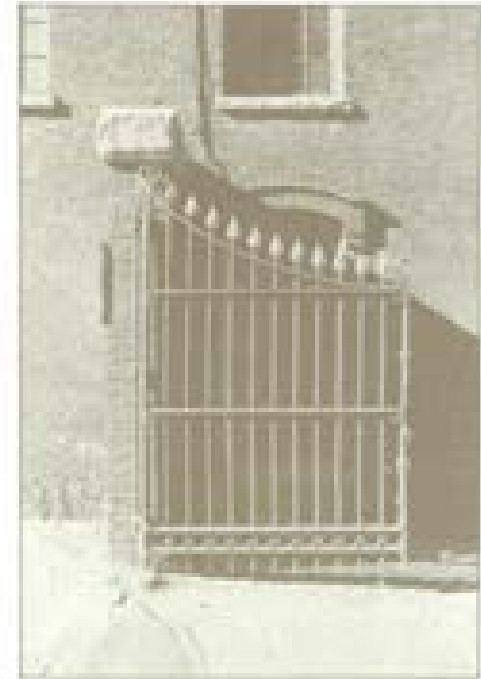
The Commission has developed this Preservation Plan in response to its legislative mandate and the need to complement activities in Lowell. Of foremost importance is the integration of the Commission's programs with those of the Lowell National Historical Park, Lowell Heritage State Park, the City of Lowell and other interested parties.

In retrospect, establishment of a national park in Lowell expressed recognition by both the Congress and local residents that the process of industrialization played a significant role in determining the character of modern America. The story of Lowell's origins and growth around its water resources of rivers, falls, dams, canals and locks have contributed to its uniqueness. Similarly, the means used to preserve this story are as unique as the resources themselves.





Stairway at the mills.



Millport gateway.



Preserving
the
Nineteenth
Century
Setting



Places



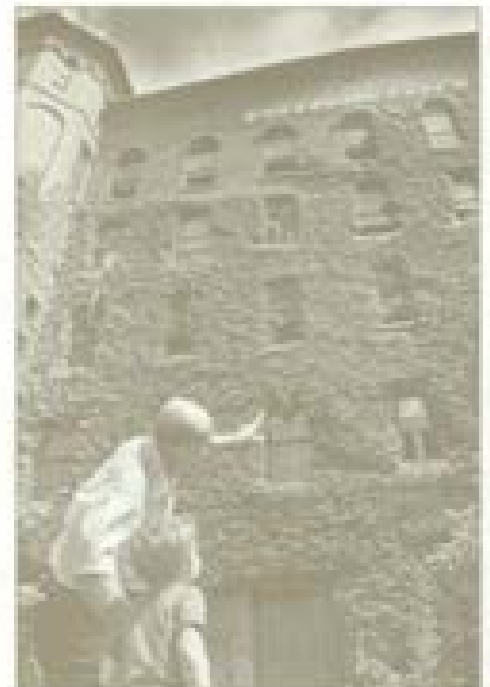
The Lower Locks Canal and mill structure.

The District

There is no real pocket fence surrounding the Lowell Historic Preservation District. Nor are there very many historic markers or painstakingly restored mansions where famous people slept. Lowell is a dynamic, changing American industrial city and no place proves it better than the Preservation District which is at its heart. A roughly 500 acre area encompassing the downtown, the District also includes portions of several residential neighborhoods and a buffer zone along the city-wide canal system. The Preservation District contains buildings from each of the city's important growth periods, and not just as isolated preserved landmarks, but as part of intact historic groupings interwoven with contemporary structures.

In the course of a normal business day the downtown Lowell worker probably crosses at least one bridge over a river or canal where original locks and control structures can be found, walks along a cobblestone street, window shops in any of a number of fine late 19th century commercial buildings and works in or near a major mill complex.

While visitors are captivated by these glimpses of 19th century life which can catch one by surprise almost anywhere in the District, long time residents tend to take them in stride. A welcomed result of the national attention being focused on Lowell is the new appreciation and pride Lowellians are gaining for the rich history in which they, their families and their physical surroundings have played a part.



Lowell Today

Arriving in Lowell today one is struck by an enormous amount of construction activity. Cranes dot the landscape, scaffolding seeds to surround every downtown building and hard hats are everywhere. Talk of the recession and hard hit building trades seem remote in this city. On closer examination, one discovers that almost all of this construction involves the rehabilitation and adaptive use of older buildings—malls, storefronts, office buildings and houses. As mentioned elsewhere in this report, the City of Lowell and the Lowell Development and Financial Corporation are largely responsible for stimulating these private rehabilitation efforts through their facade renovation programs. In fact, over 30 projects to date have been accomplished. The success of these programs has deservedly brought the city much attention.

In spite of encouraging economic signs and an acknowledged wealth of important 19th century architecture and engineering artifacts, the Preservation District is not without problems. Access routes into the area are marred by incompatible recent intrusions. Many fine buildings were seriously altered in attempts to "modernize" them. Potentially attractive commercial streets are cluttered with signs fighting each other for the attention of passing automobiles. And some structures have simply been neglected.



The State House, ca. 1860, rehabilitated in 1979.

The Preservation District contains some 600 individual structures and almost as many memberships. Perhaps a tenth of these amount for the construction activity one sees downtown in 1980. The remaining properties will surely benefit from the knowledge gained by the owners, builders, investors, designers and regulators of the first group of rehabilitation projects. In developing its grant and loan program and standards for construction in the District, the Commission has attempted to put this knowledge to work so that future projects can avoid the errors of the past.

Future project proponents will have much more information and assistance at their disposal than was the case only a few years ago. For example, a detailed building-by-building historical survey is now available that assesses every District property and includes historical reference material. This has already proven invaluable in assuring that important buildings do not suffer in the rehabilitation process due to a lack of knowledge or ignorance of their original design and modifications over time.

In its early years Lowell attracted visitors from around the world who came to see this marvel of American urbanization. One hundred and fifty years later the city is once again becoming a showpiece—this time for its achievements in rehabilitating and reusing its physical resources to provide an economically viable link with the past. The financial incentives and regulatory controls outlined in the following section have been designed to make sure that future projects live up to a standard of excellence endorsed by federal, state and city agencies.

The means by which the key elements of Lowell's 19th century setting are to be preserved within the Preservation District will be described in detail in the following sections. In summary, they are as follows:

Boundary Changes—Recommendations for the limited expansion of the District

Index—Identification of significant properties

Standards—Guidelines for rehabilitation and new construction

Financial And Technical Assistance—Grants, loans and technical assistance programs

Boundary Changes

Mapping historical and cultural resources in Lowell presents an unusual problem. Specific sites and properties are located in many parts of the city, all woven together by the web of canals and rivers which prompted Lowell's founding. Significant buildings and culturally important neighborhoods are diffuse and not confined to a few showcase examples.

This situation made the establishment of the original Park and Preservation District boundaries difficult. Some decisions were unavoidably arbitrary. Comprehensive historical surveys had not been conducted and circumstances allowed only weeks to draw up the final boundaries. Despite these conditions, the original determination was remarkable for its foresight. The objectives expressed in choosing the original boundaries remain appropriate and correct today. These objectives were further defined during the Congressional review process. They are:

1. To differentiate between areas of National Park Service and Commission authority.
2. To protect significant properties and cultural resources by recognizing their importance and applying Commission standards.
3. To limit areas and properties which would qualify for financial assistance.

Since the legislation was passed, a comprehensive historical and cultural survey has been conducted. The Commission and National Park Service also have had the advantage of working with the established bound-

aries and observing their effectiveness and impact. The conclusion made—both by the National Park Service within the Park, and the Commission within the Preservation District—is that several boundary changes should be made.



Minor Technical Changes

After street by street walking surveys, several discoveries of omissions were made. An early textile machine shop was just outside the boundary. A short section of the city's main business street had been left out. The Commission considers the following changes to be minor and technical in nature.

Intersection of Fletcher and Dutton: Southwest Corner—Five nationally significant buildings should be added to the District in this area. Since this is a highly visible location, protection is essential.

Merrimack Street—Inclusion of this two square block area connects the District between Moody and Market Streets. With this change, a continuous segment of Merrimack Street from the Western Canal to the Concord River will be included in the District. Five nationally significant and five locally significant buildings are in this area.



Wamsell Court—This tiny street located west of the Dutton-Fletcher intersection contains one of the few remaining groupings of original corporation-owned family housing. Research has shown that these cottages date back to 1830 and may have been built by the Lowell Manufacturing Company and moved to Wamsell Court between 1850 and 1875. One-and-a-half stories high, these attached woodframe homes tightly line the street on both sides.



Hard and Warren Street Block—By including this one square block, an obvious gap in the commercial section of the District is filled. Also, one nationally and four locally significant buildings are found in this area.

Warren-Lawrence-Church Street—This residential block includes one nationally and one locally significant building. Inclusion in the District protects this downtown entrance from adverse development.

Major Changes

The Commission is proposing two major changes in the District boundary: the addition of the Thorndike Street, Highland-South Common area and the Chapel Hill neighborhood. The Commission considers these two changes to be major because while they are contiguous to present areas, they make significant alterations to the District profile.

In order to properly survey and index the properties within these two areas, additional time will be necessary. The Commission proposes to prepare this information and to formally request these major boundary changes of the Secretary in January of 1981. Brief descriptions of the two major areas are as follows:

Thorndike Street—This addition responds directly to a concern expressed by the National Park Service, namely that of providing a suitable "gateway" to the Park. Most visitors will enter Lowell by automobile along this corridor. The area would include the buildings on both sides of



Thorndike Street from the Lowell Connector up to the present District boundary at Middlesex Street. While two nationally significant buildings are included, the Old County Jail (Keith Academy) and the C.I. Hood mill, this is not the primary reason for the proposed addition. The purpose is to bring this area within the scope of the Standards for rehabilitation and new construction. Appropriate preservation would therefore rely on the Standards and technical assistance by the Commission, NPS and the City.

Chapel Hill—Currently, there is no intact ethnic neighborhood in the Preservation District. This obviously frustrates efforts to portray aspects of Lowell's way of life.

The Chapel Hill neighborhood offers the opportunity to protect and encourage social, religious, economic and work patterns similar to those of Lowell's early immigrants.

Residents of the section of Chapel Hill which is proposed for inclusion in the District are mostly of Portuguese descent.

Activities in Chapel Hill center around the parish church, St. Anthony's, a variety of social clubs, and resident-owned businesses. People in this area have a reputation for hard work and for painstakingly rehabilitating the homes they have purchased.

Historically, one of Lowell's oldest residential sections, it was called Chapel Hill because of the Universalist Church on Chapel Street. The boundaries of the area roughly include Charles Street to the north; Crosby, Newhall, and Watson Streets to the south; Gorham Street on the west, and Lawrence Street on the east.

The area contains many fine examples of architectural styles dating from the 1830's through the 1900's. Greek Revival, Italianate and Queen Anne houses and institutional buildings can be found on nearly every street.

The Chapel Hill area is now partially included within the District. The proposed boundary extension will include the heart of the neighborhood and the most significant historic structures.

Chapel Hill offers the Commission far more than will be returned through an occasional grant or cultural program. The cultural resources present in the neighborhood can greatly enrich the Commission's programs. The living story told by Chapel Hill is more compelling than old photographs or historical narratives. For this reason, it is recommended that Chapel Hill be included within the District.



Index

The Commission was required by Section 502(d) of the Act to identify "any property in the Park or Preservation District which should be preserved . . . because of its national significance." The resulting list was termed the Index of Historic Buildings, Properties, and Sites.

In the course of compiling this Index, each of the 804 properties in the Park and Preservation District was surveyed. Approximately a third of these were identified as nationally significant. Properties of national significance are either directly related to the founding of the city or were built in response to the success of this new industrial venture. These properties are evidence of Lowell's important contribution to the nation's industrial development.

The Index confirms that an extraordinary number of early mill, commercial, institutional and neighborhood residential structures remain within the Preservation District. Collectively, these buildings serve as physical links to the 19th century working and living environment. National significance in Lowell relates as much to groups of buildings as to a singularly important mill or founder's home. It is the essence of the planned industrial city that is most important—mills next to workers housing, next to the church, bank, shops and municipal buildings. This is reflected in the two sub-categories within the national significance grouping.



... mills next to workers housing, next to the church, bank, shops and municipal buildings.

The Index classifies properties into four categories according to importance and also defines key areas of concentration. It establishes which properties (nationally significant only) qualify for financial assistance. And by indicating which structures should be preserved and why, the Index forms the basis for the establishment of standards for rehabilitation and new construction.

The development of the Index was greatly aided by the Cultural Resources Inventory compiled by the firm of Shepley, Bulfinch, Richardson and Abbott, under contract to the National Park Service. This fourteen volume report provided data on all Park and Preservation District properties. The Commission's

task was to establish categories of significance, to develop criteria for ranking and to rank each building following field inspection and an assessment of inventory data.

Index Categories

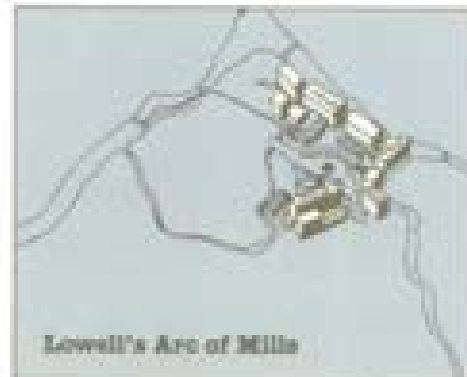
While P.L. 95-660 required the Commission only to designate nationally significant structures, four categories were identified for planning and protective purposes. These categories follow:

National Significance—Category A
Buildings of national significance in the interpretation of the themes of the Park, the American Industrial Revolution and the story of the people who were attracted to and lived and worked in Lowell.

Buildings in this category have been grouped in two sub-categories. Generally, sub-category A1 lists those buildings of high individual importance. Sub-category A2 contains those buildings nationally significant as an individual building or as a group but which do not have the historical or architectural importance of the A1 buildings.

Local Significance—Category B

Buildings which are of local historical and architectural importance because they contribute to the overall historical quality of the Park and Preservation District.



Non-Contributing—Category C

Buildings which do not contribute to the themes of the National Park, but which at the same time do not have a negative effect on nationally and locally significant structures.

Inconsistent—Category D

Buildings which are inconsistent with the themes of the National Park, and which have a negative impact on nationally and locally significant structures.

Findings

Historically, the outline of early commercial/institutional, industrial and residential Lowell followed the pattern set by the unique plan of the power canals.

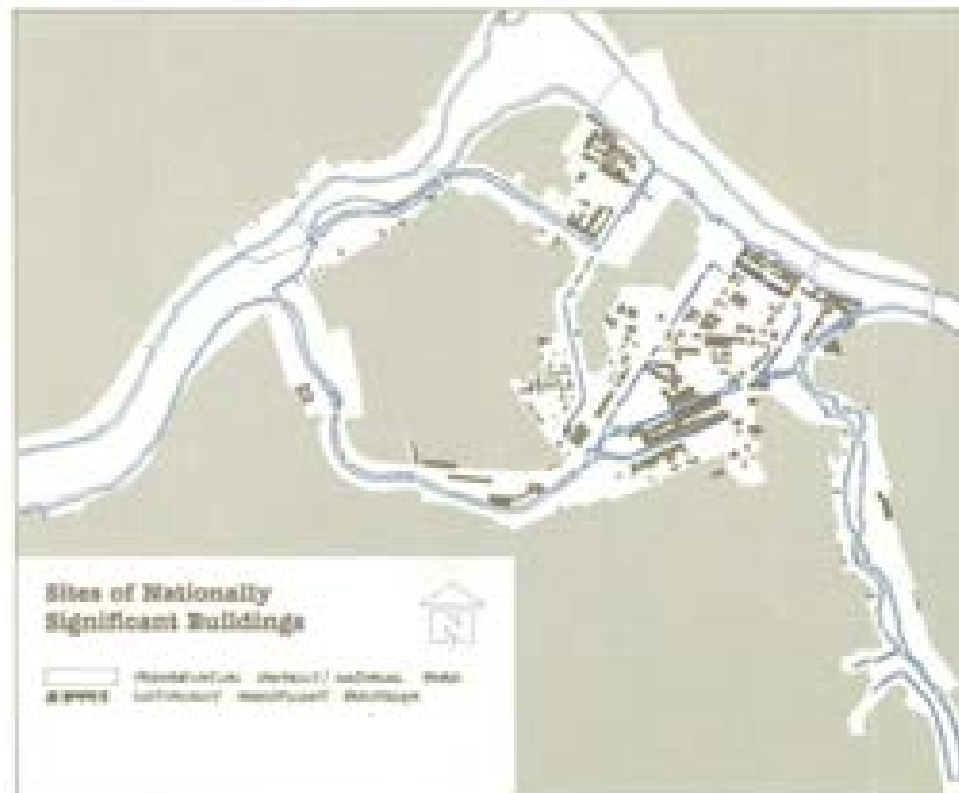
The mills similarly were located along and on new canals branching from the first power canal, Lower Pawtucket Canal, in a layout planned to most efficiently provide a fall of water at each of the individual mill sites. Later, the Northern Canal project was carried out to augment the water power at the existing mill yards, but by then (1848) the form of Lowell had already been set by these early mills grouped along the Pawtucket Canal and the canals branching from its lower reaches. The corporations dependent on the canal system's water power formed a great arc of factory buildings along the Merrimack and Concord Rivers and Lower Pawtucket Canal up to the Swamp Locks. This arc was visually broken only by the narrow strip of commercial development along Central Street over the Pawtucket Canal

and passing between the Middlesex Mills (Smith Lot) and Hamilton Manufacturing Company (Jackson Property).

Early Lowell was largely contained within, or directly adjacent to, this arc of industrial buildings. The two major roads that intersected this industrial development preceded Lowell and formed the basis of the commercial core. Centered along Mer-

rriamack and Central Streets today, as in the past, this core was and is the commercial/institutional heart of Lowell.

The adjacent map documents the location of all the nationally significant properties (A) and (B) and furthermore illustrates their geographic concentrations along the power canals and in the early commercial core of Lowell.



The following paragraphs describe in broad categories the varieties of nationally significant properties found in the Index.

Mills and Canals—The remains of the canals, associated structures and buildings that are related to the original eleven textile corporations are all of national significance. This ranking applies regardless of construction dates because of their primary significance to Lowell's founding and its role in America's industrial revolution.



National Landmark: All of the 11 mill canal system and its structures have been recognized as nationally significant.

Institutions—Initially, institutional Lowell developed within the industrial arc. Most of the early governmental and fraternal organizations were located in buildings in this area.



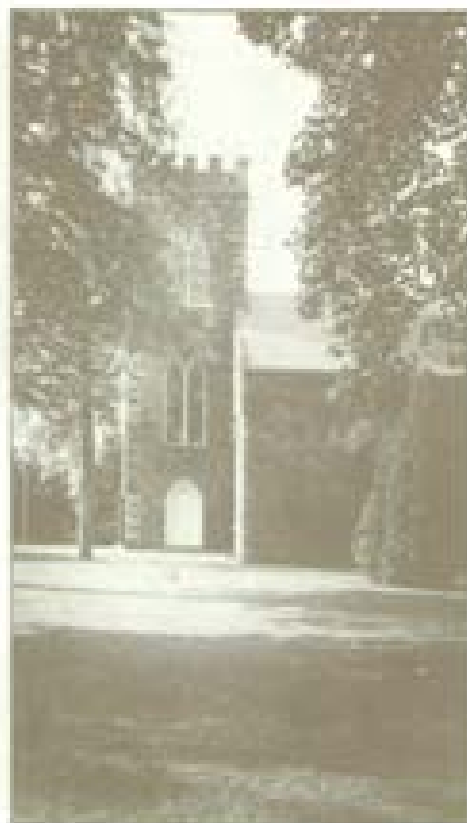
Lowell's "Old City Hall"

Commercial—As noted previously, the historic commercial core was and is centered along Merrimack and Central Street.



South Block

Churches—Church buildings later were built largely outside this core area in proximity to the new development of residential districts. Significant church buildings are outside the core area but within the Preservation District.



St. Anne's Church

Corporate Housing—As exhibited in the Preservation District, residential Lowell is divided into two parts, corporate and private development. Corporate housing predominated for the first quarter century of development and formed a distinct buffer zone between the mill areas and the commercial core. Virtually all of this corporate housing was multifamily—either in duplexes or row houses.

The Massachusetts and North Mill Boarding Houses are especially significant since they exhibit the class relationship of mill, corporate-owned worker housing, and commercial core areas.



Bridge Street Boarding House



Private Housing—Non-corporate private housing began to develop before the Civil War on a few lots within or immediately adjacent to the commercial and mill areas.

Torjex Building,
Lawrence Street.



Neighborhoods—Early large scale private residential development took place in neighborhoods such as Centralville, just over Central (Bridge St.) Bridge, lower Belvidere, just over the Concord River, Chapel Hill, between Gorham and Lawrence Streets and most significantly, that portion of the Acre just beyond the Western Canal that is entirely contained within the Preservation District. Here, the pre-Civil War Irish immigrants were to first establish an identifiable ethnic community separate from the corporate-owned housing adjacent to the mills. In spite of recent demolitions in the Acre, much of its 19th century character still remains with potential to tell an important story of its early Irish, later Greek and today's Spanish-speaking immigrant population. Numerous houses in categories A1 and A2 remain in the Acre.



Housing in "the
Acre."

Index Buildings by Category

Numerical analysis of building categories in the index reveals that some 360 structures in the Park and Preservation District are nationally significant. Not all of these, however, will be eligible for financial assistance from the Commission's grant and loan programs. Ineligible structures would include bridges, canal-related structures such as locks and gatehouses, and others which are owned by City, State or federal government entities. Except in special cases, to be eligible for funding properties will have to be located in the key areas described later in the Plan. The following is a listing of buildings by category:

Commercial, Institutional, Residential			
Nationally significant	A1	97	
	A2	173	
Locally significant	B	208	
Non-contributing	C	68	
Inconsistent	D	62	
Bridges, Canal System			
Nationally significant	A1	9	
Locally significant	B	2	
Mills, Industrial Structures			
Nationally significant	A1	50	
	A2	54	
Locally significant	B	17	
Non-contributing	C	6	
Inconsistent	D	6	

The index also found that 90 vacant lots exist within the Preservation District.

The Standards

One of the Commission's major responsibilities according to Section 302a(3) of the Act is to develop Standards for "construction, preservation, restoration, alteration, and use of all properties within the Preservation District." The purpose of the Standards is to provide guidelines for private rehabilitation and new construction so that the integrity of Lowell's 19th century setting is not disrupted.

In fact, formulation and enforcement of these Standards was one of the main reasons for creation of the Commission. Legislative authors felt that, while the National Park Service would have an adequate amount of control over the properties it planned to rehabilitate, further assurances were needed that the Park and its environs would not be surrounded by incompatible buildings that would intrude on or detract from Lowell's rich history and fine architecture.

The City Council accepted prior to passage of the Park legislation that regulatory ordinances would have to be strengthened and modified to reflect increased rehabilitation activity and the special responsibilities associated with hosting national visitors. The goal was to set a standard of excellence of which the city would be proud. Equally important is the opportunity which exists to simplify and streamline the city's regulatory process.

The use of standards to guide rehabilitation and new construction in historic areas is still a relatively new approach. It is very difficult to translate preservation standards into specific rules and quantifiable formulas that can be administered through such traditional land use controls as zoning. This is particularly true in Lowell where building types are diverse. Nevertheless, communities around the country are developing guidelines and regulations for construction in historic districts in order to protect their valuable re-

... formulation and enforcement of these Standards was one of the main reasons for creation of the Commission.

sources. They are discovering that straightforward guidelines are invaluable to successful projects where much cooperation among parties is needed.

Fortunately, Lowell has an excellent array of regulatory tools available in its existing historic district regulations, sign code and zoning ordinance. And Massachusetts state law provides a better legal framework than most for incorporating needed refinements into these codes. Also of importance are the comprehensive research reports on historic properties that have been produced under the auspices of the City Division of Planning and Development, local Historical Commission, National Park Service and Preservation Commission. These reports provide a firm base for developing enforceable standards tailored to local building types and typical development programs. (See Details of the Preservation Plan for the complete Index and Standards.)



A sample page from
The Standards

Applying the Standards

Within a year after the Standards are approved, enabling legislation calls for their adoption by the City in the form of regulatory ordinances. While developing these Standards, the Commission and City examined options for implementing a system of guidelines based on revised ordinances. Existing controls were studied extensively and various strategies examined for streamlining their operation while incorporating methods of enforcement.

The two basic land use regulatory tools now controlling development in Lowell are zoning and historic district regulations. At present, the two operate more or less independently of each other. Zoning is enforced by the Building Department (as required by state law) and historic districts are administered by the Lowell Historical Commission (appointed by the City Manager according to procedures set by state law).

After identifying and evaluating a number of enforcement approaches for the Standards it was concluded that a new review procedure should be created to combine some of the current zoning, historic district, and building permit requirements into a single mechanism. This new mechanism would work as outlined below. Before implementation this system will be further studied by Commission and City technical staffs. When the proposed Standards are approved, the Commission and the City Division of Planning and Development (DPD) will need the time permitted by the enabling legislation to make changes and convert them into actual regulations.

Major Features

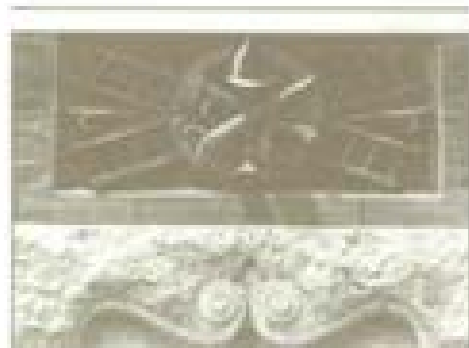
- A city overlay zoning district, the "Lowell Historic Preservation District", would be created.
- All building permit requests for work in the District would have to be reviewed.
- A District Administrator position would be established and is key to the successful operation of the process. This position might be funded, in part, by the Preservation Commission.
- Minor actions (facade cleaning, repairing an entrance, etc.) would be approved by a District Administrator.
- Major actions (complete rehabilitation, building a new addition, etc.) would require a Special Permit for which the City Council would be the special permit granting authority as legislated in Chapter 40A of the Massachusetts General Laws.
- A Preservation District Advisory Board would be created to advise the City Council on major actions (the Board could also be notified of minor actions and given a period to comment before the Administrator awarded a permit).
- The Advisory Board would have five to seven members, representing the City, LHPC, NPS and others currently included in the local Historical Commission such as district residents, architect, lawyer and others. Some members would be appointed by the Manager, others by the Council or appropriate agencies.
- The Advisory Board could take over the administration of local historic districts already established and could incorporate the existing local Historical Commission if desired.

- The Administrator would handle all paperwork, referrals, reports to the Advisory Board and City Council and make sure that the Building Department received notification in timely fashion.

- If established by new state enabling legislation, this process could cut review periods and utilize certain powers not now granted to local historical commissions, such as the ability to obtain cease and desist orders to stop demolition if rulings are not being carried out.

The Standards are designed to be used in this review process as guidelines in evaluating proposed rehabilitation and construction projects in the Park and Preservation District.

They will also help property owners to design projects that are consistent with the Park theme. This will result in a reasonable and speedy review process. Applicants will know what is expected of them in advance and reviewers will know how to evaluate proposals before them. The goal is to minimize reliance on the individual preferences of owners and reviewers. Technical assistance will also be available from the City, LHPC and NPS to help interpret these standards.



Preservation of Existing Buildings

The Standards for preservation of existing buildings fall into four major categories: 1) general concerns, 2) specific information on use of materials, 3) guidelines for treatment of architectural details and 4) information on how to approach certain identified building types.

Each standard is presented in a consistent format which includes graphic illustrations, a statement of critical concerns, an explanation of where and when these concerns are likely to occur, a section stating the recommended approach and a number of specific things that should be done to meet the objectives. For example:

General concerns cover topics such as preservation versus demolition—why preservation is desirable and how it is being encouraged. Important elements and materials of historic buildings are also described.

Specific standards cover techniques for using masonry, wood and metals in the rehabilitation process. Typical situations and how best to deal with them are outlined. An example is a discussion of concerns related to brick work which explains appropriate cleaning methods, repairing, coatings and other associated problems. It does not specify that a particular type of brick be used in the District but outlines general issues to consider such as color, texture, size and bonding patterns when selecting brick.

Guidelines for treatment of architectural details cover such areas as windows, roofs, color, interior spaces, doors and mechanical equipment.



The final group of standards in the existing buildings category covers situations unique to certain building types, i.e. mills, commercial and residential buildings. These are further broken down to cover issues such as millyard landscaping, storefronts, signage and alterations for adaptive reuse.



New Construction

Standards for new construction outline methods for dealing with major sites, as well as smaller ones where the building will be an infill rather than a free standing structure. Topics covered are height and setback, exterior design and details, material and special locations such as canal banks, commercial streets and parking lots.

The objective is to encourage new construction that respects existing structures. The ultimate goal is to help recreate the lively streets and rich urban fabric that characterized 19th century Lowell. Designers and architects are encouraged to use contemporary techniques and details rather than imitate historic structures.



New construction will respect Lowell's building styles. St. John's Hospital.



Public Improvements

A final category of standards contains guidelines for public improvements. Because these actions will usually be initiated by government agencies rather than private individuals, the guidelines are directed towards a slightly different audience than are other standards. Some of these con-

cerns will also arise with major private developments such as mill conversions and where large new parking lots, public pedestrian paths and landscaped areas will be created.

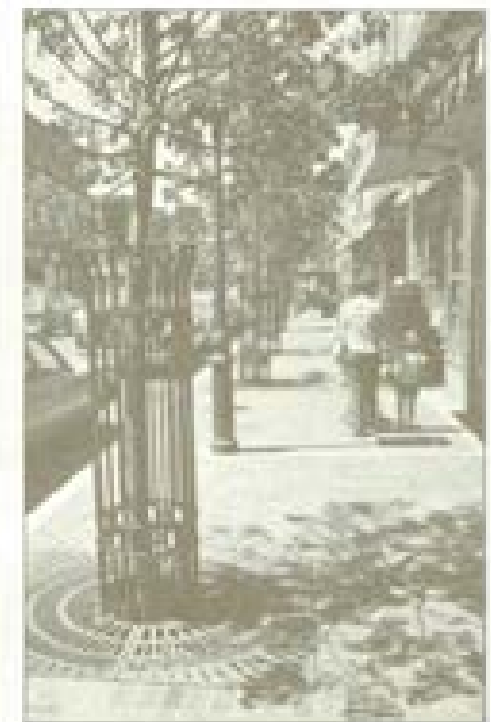
Recommended standards are also described for paving, planting, street lights, traffic and other information signs, and traffic signals. Representative choices for seating, trash receptacles, bicycle racks, water

fountains, public toilets and tele-phones, bus and trolley stop shelters are specified. In all cases the standards are phrased in the form of goals to be achieved, not exact design specifications for a required "Lowell bench" or "Lowell fountain". Maintenance programs are often recommended on the basis of practicality and attractiveness as well as historic compatibility.

The last group of standards describes preferred methods of treating important open spaces within the Park and Preservation District—parking lots, canal and river banks, small urban parks and larger active spaces such as plazas and amphitheaters. For the Standards text in its entirety, refer to the Details of the Preservation Plan.



A tall sign.



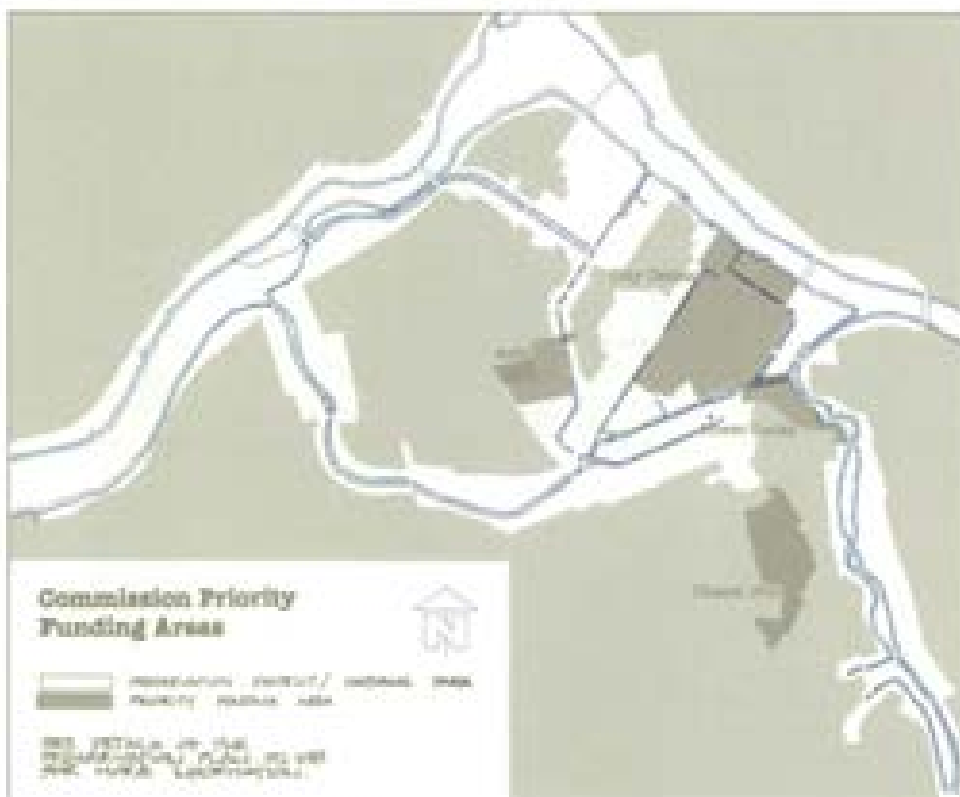
Street and tree green model.

Financial Assistance Programs

Financial assistance programs are an important ingredient in the effort to preserve Lowell's 19th century setting. Grant and loan authorities are established in Section 303 of the Act. Grants will continue to be administered by the Commission staff while loans will be administered jointly by the Commission and the Lowell Development and Financial Corporation (LDFO).

The Commission operates on the "carrot and stick" principle. Grants and loans constitute the carrot, while standards for preservation provide the stick. These programs are interdependent. Together they guarantee the integrity of the Park and Preservation District.

Financial assistance programs provide the incentives for private sector rehabilitation of key buildings. Commission funds also assure exemplary



rehabilitation that might not otherwise be affordable. The cost of these programs is substantially less than the alternative: federal acquisition and management. Furthermore, it is estimated that for every Commission grant dollar, over \$40 in private investment will be generated. This economic stimulus encourages private sector preservation and helps to make

building guidelines acceptable to the City.

Four areas within the Park and Preservation District have been identified as having the greatest potential to meet cultural goals and preserve the 19th century setting. Major Commission development and cultural programs are concentrated here.

These areas would receive 90% of the annual financial assistance funds, with the remainder reserved for emergencies. Allotments to these areas would be determined annually. It is suggested that the following allotment be implemented in Fiscal Year 1981 following the Secretary's approval:

1. City Center 60%
2. Lower Locks 10%
3. Acre 15%
4. Chapel Hill 10%
5. Miscellaneous 10%

Owners and developers within these areas would be invited to submit proposals two times a year.



Financial assistance can preserve buildings that might not otherwise survive.

Procedures

In order to be eligible for financial assistance, a number of conditions must be met. These include:

1. The property must be identified in Category "A" of the Commission index as nationally significant (thereby meeting the requirements of Sec. 302(d)(1) of the Act).
2. The property must be within one of the four key areas established by the Commission:
3. The property owner, within a designated period of time must submit a grant and/or loan application providing project details and costs.
4. The project must be given a priority rating after being evaluated according to the following criteria:
 - a. importance of building location to Commission theme and Park
 - b. proposed use
 - c. financial need
 - d. financial and technical ability to carry out proposal
5. The owner must be approved as

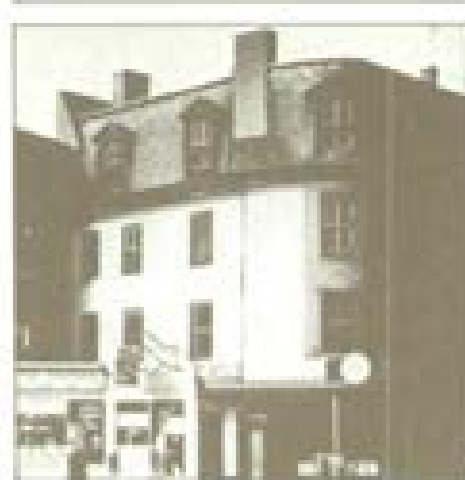
credit worthy by the LDPC Board of Directors (Loans only).

Approval of a grant or loan requires two votes by the Commission. The award must first be authorized and then an individual contract approved. Any deviation from the adopted grant or loan formula requires a two-thirds Commission vote.

Grant and loan recipients must seek competitive bids from at least three contractors. The Commission publicly announces the availability of bid documents. All plans are subject to approval by the Commission staff. Plans must be consistent with the Commission's Standards as well as the Secretary's Standards for Rehabilitation.

Copies of bills and wage rates must be submitted by recipients prior to reimbursement. Reimbursement is made in lump sum upon completion of construction. The Commission Development Director and Historical Architect are responsible for overseeing all grant and loan projects to ensure that work and costs are proper.

Other financial assistance alternatives evaluated were a centralized program based in the City Center area and a dispersed program. The centralized program was rejected because it ignored important resources adjacent to the Park, did not include any neighborhoods, and provoked community criticism. The dispersed program was rejected because it did not reinforce the 18th century setting and failed to maximize available funds.



Before and After—
A City funds grant project.

LEGAL NOTICE

ADVERTISEMENT
 Wang Laboratories, Inc., the awarding authority, invites sealed bids for roofing and facade work, in accordance with the documents prepared by Moore-Heder, architects of 804 Mass. Ave., Cambridge, Massachusetts.

Bids will be received and publicly opened, read aloud at Lowell Historic Preservation Commission, 204 Middle Street, Lowell, Massachusetts. Bids will be received until 5:00 p.m., July 11, 1980. Deposits, payable

Grants

Grants will be awarded for exterior rehabilitation only. This policy is intended to concentrate funds on building areas most visible to the public. Funds can be applied to costs for such items as windows, masonry repair and cleaning, store fronts and signage.

A standard contract form for grants was developed in cooperation with the Regional Solicitor's Office of the Department of the Interior and the Heritage Conservation and Recreation Service. A sample contract form can be found in the Details of the Preservation Plan.

The Secretary has approved 22 grant properties since the Commission was established. Administration of these grants has provided valuable experience.

The recommended grant formula is similar to the original formula adopted in February of 1979. Modifications include an increase in the maximum grant amount from \$50,000 to \$75,000 and making the percentage of the grant consistent in both the Park and Preservation District. The formula applies to both commercial and residential properties.

Exterior cost	Commission share
\$1,000-150,000	50%
\$150,000+	\$75,000 (maximum)

* Grants from other parties must be deducted from exterior costs. The City of Lowell grant program provides 25% of the cost of a non-commercial facade rehabilitation, up to \$4,000.



The One Light Building, designated for Commission rehabilitation.

A grant program budget of \$5 million is necessary during the term of the Commission. This will ensure the proper rehabilitation of approximately 80 nationally significant buildings within the four key areas. These grants will encourage as much as \$100 million in private rehabilitation work over the next eight years.

Loans

Loans for nationally significant properties will first be applied toward the completion of exterior work. The balance may then be used for approved interior rehabilitation.

All loans will be administered by the Lowell Development and Financial Corporation as specified by Sec. 303(a) of the Act. The LDPC was established under Chapter 844 of the Massachusetts General Laws in 1975. The purpose is to make low-interest loans for rehabilitation of historic properties in conformance to the PLR theme. The board of this non-profit corporation consists primarily of local bankers. To date, \$350,000 has been loaned for 26 projects. The resulting private sector investment has been \$2.7 million. Participation with the LDPC will allow the Commission to leverage funds in a revolving type account and avoid direct administration of a loan program. Because of demands, the LDPC loan pool will be exhausted if Commission funds are not made available for Park and Preservation District properties that qualify.

The loan agreement between the Commission and LDPC includes the conditions required by the Act as well as additional protection and procedures voted by the Commission.

The main terms of the agreement include:

1. The Commission will make three installment loans to the LDPC of \$250,000 each.



Chamber of Commerce officials in a recently renovated office building.

2. The term of each Commission loan installment to the LDPC will be 55 years. Repayment of the LDPC loans will be made to the U.S. Treasury.

3. The LDPC may deduct up to 5% of total available Commission funds for justifiable annual administrative costs and up to 10% of the total for a loan reserve guarantee.

4. The interest rate to individual loan recipients will not exceed 40% of the prime interest rate.

5. The maximum loan to individuals will be \$75,000 (does not include grants).

6. The LDPC will verify the applicant's creditworthiness; the Commission will approve the initial design and completed construction.

7. The same priority ranking for grants in the four areas will be used to determine eligibility for loans.

Non-priority areas and properties will not receive loans.

8. The Commission may recall the total LDPC loan or individual loans upon notice for good cause.

9. Interest and principal collected from individual loans will be re-lent to other eligible property owners.

10. Following the termination of the Commission, the NPS will become responsible for design review functions. Funds will be re-lent at the discretion of the LDPC on a first-come, first-served basis for nationally significant properties in the Park and District.

It is proposed that grant applicants also be eligible for loans. Based on the amount of the loan installments to be provided to the LDPC, approximately three to four loans to property owners will be available annually. The Commission believes that the combination of the grant and loan program will serve to ensure the success of key preservation projects.



Easements

A majority of the Commission's easements (also known as preservation restrictions) will be donated by grant and loan recipients. Fee acquisition will be used as a last resort for only the most important properties. Easements will be sought primarily for building exteriors and will be recorded with the deed by the building owner.

To date, seven easements have been donated to the Commission. Several additional donations will be made shortly upon obligation of approved grant funds. The term of easements is determined by the following formula:

Grant & loan amount	Term
\$ 0,000 - 14,999	0 years
15,000 - 49,999	10 years
50,000 - 99,999	15 years
100,000 +	20 years or permanent easement

In addition to maintenance requirements, easement terms specify that without prior written approval—

"no additional building, structures or improvements of any kind . . . restoration, construction, alteration, modification, or remodeling be undertaken or permitted to the exterior . . . with the exception of minor reconstruction, which would alter the appearance of the premises or be inconsistent with the Secretary of the Interior's Standards for Rehabilitation."

At the end of the Commission's term, the successor entity designated by the Secretary as provided by Sec. 206(g) of the Act will enforce existing restrictions and easements. It is assumed that this responsibility will be delegated to Lowell National Historical Park officials. For this reason, the NPS has been consulted on agreements that extend beyond the life of the Commission.



A low interest loan from the LSPF will help make this renovation possible.

Technical Assistance



One of the Commission's goals is to preserve the historical setting of the 19th century. How this will be achieved depends in part on technical assistance available from the Commission staff. The technical staff includes eight of the eleven Commission employees. Each person brings special skills and expertise, including real estate development, preservation, design, environmental and city planning, and community assistance.

Sometimes technical assistance is informal. For example, in a conversation over the hemming of a pair of pants, a Commission staff member learned that the tailor's nephew was making a new sign for the shop. The design could have been described as "homemade". Because of the particular location, it was suggested that she get in touch with the City Division of Planning and Development for design ideas that would conform with the City code and the Park theme and improve on the earlier concept. The result—an attractive and effective sign—and a finely hemmed pair of pants.

In one of the many more formal arrangements, Commission technical assistance made the difference between fixed pane aluminum windows for an important commercial building and the restoration of original wooden sash.

The Commission offers a technical assistance program in four main areas: architecture, financial planning and assistance, cultural programs and educational outreach.

Architectural Assistance—One function of technical assistance is to make sure that the work done under the Commission's facade grant program meets preservation standards as well as the Secretary of the Interior's Standards. The staff cooperatively reviews proposed projects within the Park and Preservation District in the early stage with the City and the NPS and helps to prepare drawings if the owner needs them. Additional reviews are made as work progresses. Staff members also assist owners in selecting materials and in the use of preservation techniques. How to treat masonry, why vinyl or aluminum siding is not appropriate, how to repair a heavily altered storefront—these are everyday issues in Lowell.

Many buildings in the Preservation District have been and will be rehabilitated without using Commission financial assistance. While the Commission does not review the project to the same extent as when federal funds are involved, the same technical services are available. Often people drop by the office just to talk about how they would like to improve their building and to receive suggestions. For the Commission, free advice and professional assistance is "business as usual."





Commission member
and LDFC President,
George Dunbar.

Financial Advice—Another type of technical assistance relates to the financial aspects of preservation. Financing a rehabilitation job can be complex. The Commission's Development Director is responsible for financial packaging assistance. As a Lowell native who worked as a young man in the city's mills and for ten years as Director of the Lowell Housing Authority, he finds that technical assistance happens on a street corner as well as in the office. Examples of assistance include preparing sample financial pro formas, or more specifically, helping to locate rental space that allowed a firm that restores ornamental architectural details to move into a vacant Lowell mill.

Owners and developers may be eligible for a variety of assistance and tax incentives for historic preservation in Lowell. Making people aware of these programs and directing them to the appropriate agencies is part of the job. For example, the Tax Act of 1976 allows a variety of advantages for preservation work; an owner may be able to use accelerated depreciation formulas, write off rehabilitation costs over a five year period, or take a 10% tax credit. Buildings in the Commercial Area Revitalization District (C.A.R.D.) may qualify for tax exempt revenue bond financing through the Massachusetts Industrial Finance Agency and the Lowell Industrial Development Finance Authority. Low interest loans from the Lowell Development and Financial Corporation are also available for buildings in the C.A.R.D. district, which includes much of the Preservation District.

Cultural Assistance—Technical assistance for cultural activities is a vital component of the cultural grants program. Services are as diverse as the activities themselves. They range from designing a stage and lighting system for performing arts, to helping organize an exhibit on labor unions, to seeking grants on behalf of local organizations. In short, technical assistance in cultural activities involves whatever it takes to make a good project happen. The Commission's cultural programs emphasize community involvement. The Director of Cultural Affairs serves, in part, as an ombudsman to ensure that Commission programs are sensitive to community needs. A great deal of time is spent working with the community, neighborhoods and with various local organizations. Technical assistance is always available to these groups and to the general public.



Education and Outreach—The Commission has not waited for people to walk in the door and ask for technical assistance. The hows and whys of preservation are new to most Lowellians. Workshops and educational efforts are aimed at taking the mystery from preservation and encouraging participation.

Semi-annual workshops are one way the Commission has successfully provided technical assistance to a wide range of people. Two have already been held. Co-sponsored by the Commission and the Heritage Conservation and Recreation Service, the "Planning and Paying for Preservation" technical workshop was held in January 1980. A second workshop, in May 1980, focused on energy conservation techniques for the home owner. Planning is also underway to establish a training program in preservation techniques for Lowell tradesmen.



Other Agencies

City Division of Planning and Development—The Commission's technical assistance is complemented by long standing and successful programs sponsored by the City's Division of Planning and Development (DPD). The DPD has three grant programs, commercial building facades, sign improvements and residential rehabilitation. The DPD staff works with owners to suggest designs that are compatible with the building code and the historical theme of the Park.

In many ways, the work done by the City, despite a small staff, has set a model for the assistance now offered by the Commission and the National Park Service.

National Park Service—Similar to the Commission, the National Park Service offers technical assistance in historic preservation, including exterior rehabilitation and landscape design. Focusing on buildings within the Park, the NPS staff will also assist those Preservation District owners upon the request of the Commission.

The NPS staff is currently preparing contract documents for the State Department of Environmental Management for restoration work on Lowell's locks and canals, and preliminary designs for facade work on the Jordan Marsh Building (Bon Marche).

Agency Coordination—With the City, the State and two federal agencies involved in downtown Lowell, coordination of services is essential. There are several ways that this occurs. Weekly, designers and architects from these agencies meet to discuss plans for projects that each is reviewing or to which they are providing technical assistance. These may include new construction proposals, designs for historic building rehabilitation, or a controversial sign.

In addition, Commission and NPS staff are given the opportunity to review City building permit applications.

It is one thing for these agencies to offer technical assistance; it is another thing for the assistance to be effective and show tangible results. Commission efforts are aimed at providing supportive and practical help on issues which are not the primary concern of other agencies.



Design assistance for the Jordan Marsh Building facade by the National Park Service.



Preserving
the
Varieties
of Cultural
Expression



People

This section describes Commission programs which will help to make Lowell a truly "educative city".

A series of District-wide cultural programs and site-specific physical projects have been designed to enhance the cultural life of the city and Park. Both long-time residents and first-time visitors will find many opportunities for sharing and re-discovering their own heritage. They will gain insights into the diverse lifestyles of the people who built and settled in Lowell.

By promoting cultural programs throughout the District, the Commission intends to involve as many people as possible, and to advance the cultural themes of the National Park.

... Commission programs will celebrate this cultural diversity so that it may be shared by both visitor and resident alike.

In most instances the Commission will lend its support to existing institutions and to the initiatives of those already contributing to Lowell's cultural life. In other areas incentives will encourage worthy programs which might otherwise be untried.

Lowell boasts an extraordinary collection of 44 different ethnic groups, numerous artists, social and cultural organizations, and clubs, all of which contribute to the city's colorful lifestyle. The Commission programs will celebrate this cultural diversity so that it may be shared by both visitor and resident alike.



Point of Lowell.

The Commission recognizes that to succeed these programs require the commitment of Lowell's own residents. That is why in all the District-wide cultural programs and projects, Commission support will be provided to those who "help themselves"—that is, to those who can demonstrate both commitment and community support. Many grants will be made available on a matching basis, with the Commission funding only a part of overall program costs.

Above all, these programs are intended to provide opportunities for visitors and residents to share experiences together and to participate in a variety of cultural activities which will weave together the lives of the people who were Lowell's past and are its future.



District-Wide Cultural Programs

The Commission proposes to support a wide variety of cultural programs throughout the Preservation District. These include:

- Festivals, Celebrations and Performances
- Public Exchange Programs
- Local Artisans Programs
- Guest House Program
- Assistance to Interpretive Projects
- Educational Programs
- Writing, Research and Publishing Projects
- Work/Study Student Grants

Application and award criteria for each program can be found in the Details of the Preservation Plan.

Festivals, Celebrations and Performances

The Commission will promote a year-round cycle of events which will be of interest to residents as well as visitors. Musical, ethnic and artistic celebrations will all be encouraged, and the Commission will assist in sponsoring organizations in the scheduling, promoting and housing of such events.

It is expected that approximately six such events may occur each year with Commission support varying, depending upon the size of each event. Grants may range from \$1,000 to as much as \$20,000 for a particular event. The total grants in this category would average about \$25,000 per year during the life of

the Commission. These grants would be awarded to any qualified non-profit organization, including neighborhood groups, arts organizations, civic, religious, cultural or ethnic groups.

The "Faro", a Portuguese folk dance.

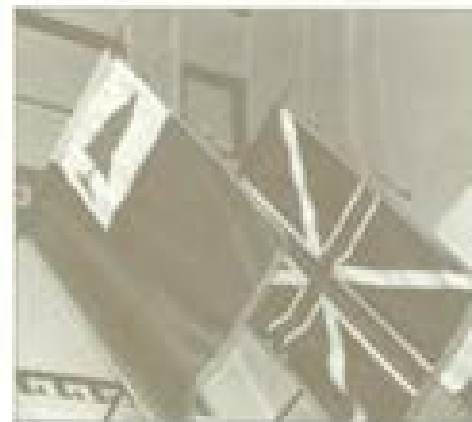


Public Exchange Programs

The Commission will support individuals, associations, institutions and organizations who propose to reinforce the interconnectedness of Lowell's citizens through the enactment of cultural programs. These may include such diverse programs as Community Markets; Neighborhood Celebrations; Community/School Projects; Religious or Ethnic Unity Programs; Cultural Exchange Programs; Worker's Conferences; History Conferences and others.

While many of these events are not usually classified as educational or cultural programs, the Commission recognizes that these kinds of activities can constitute the very fabric of a vibrant city.

The Commission expects to award, depending on applications, one to five grants per year with most grants being under \$5,000. The maximum grant amount will be \$10,000. The average annual cost of these programs will be \$20,000.



Local Artisans Programs

In order to encourage a wider understanding and appreciation of both fine and applied arts as they relate to historic Lowell, the Commission will exhibit, promote and purchase works of art, craft and other forms of creative expression, and will promote education programs which bring art into the lives of the public.

Each year, for the next eight years, the Commission hopes to make up to five awards to qualified artists, arts groups and associations, musicians, performers, or other organizations involved in promoting the arts for the enjoyment of Park visitors and users. These grants will be for a maximum of \$5,000 each, and will be awarded to those programs which are likely to have the greatest public impact.

The Commission's annual budget for this program is approximately \$30,000.



Guest House Program

Citizens throughout the city will be encouraged to accommodate visitors in their homes as paid overnight guests—part of a coordinated network of guest houses similar to England's famed Bed and Breakfast program. The Commission will support the establishment and operation of this network through a grant program which will allow Lowell residents to perform required renovations of their premises. The Commission will cooperate with the National Park Service in the establishment of training programs and materials to assure that the Guest House Program is operated in an effective manner.

Owner-occupants or Lowell residents of suitable dwelling units will be eligible to apply for individual grants of up to \$2,500. The Commission expects to make approximately twenty to thirty of these awards over the next eight years, creating approximately fifty to one hundred beds for visitors to the city.

The average cost of establishing three guest houses per year is \$7,500.



Guest houses: Sharing homes, sharing experiences.

Assistance to Interpretive Projects

In order to encourage the development of a network of displays, exhibits, presentations, openhouses, plant tours and other interpretive devices which will allow visitors and residents of Lowell to learn more of the history and culture that has shaped the city's past, the Commission will make matching grants. Those seeking to research, plan or develop such programs, whether they be private individuals, organizations, businesses or others can apply for these funds.

Two grants per year are contemplated, with grant amounts being awarded up to a maximum of \$15,000 for planning and \$25,000 for use as 50% matching funds for implementation.

Additionally, projects which combine cultural programming with specific locations may also receive Commission grants or support for facilities development.

The average annual budget for this program is \$40,000.

Educational Programs

The Commission will support programs initiated by the Lowell Public Schools, University of Lowell and other educational institutions or groups when these programs will further the goals of the Commission and Park.

These programs may fall into the categories of classes, workshops, programs, conferences, and in some instances, facilities where programs might be held.

Three to five grants per year would be awarded to educational organizations, schools or institutions, or to individuals when it can be shown that there is an ability for that individual to provide educational programs to the public. Grants would be made to support programs which might otherwise not be offered in the normal course of an educational institution's programming, and preference will be given to encourage development or pilot usage of new innovative programs.

Grants may be as modest as a \$500 stipend to an individual teacher, or as substantial as \$15,000 (maximum) for a curriculum development project.

The average annual budget for this program is \$35,000.

Writing, Research & Publishing Projects

The Commission plans to sponsor responsible research and dissemination of ideas, theories and information which will further the understanding of Lowell's origins. To that end the Commission will award up to



three grants per year, averaging \$4,000, but not to exceed \$4,000 to applicants who either:

- Propose an area of inquiry related to Commission objectives or the Park, or
- Respond to Commission-initiated requests for proposals to conduct necessary research.

The results of these projects will be made available to any other non-profit organization who may benefit, and the Commission will use grants in this category to develop and prepare various public-information materials related to the Commission's work.

The average annual budget for this program is \$6,000.

Work / Study Student Grants

Up to thirteen students each year will have the opportunity to assist the Commission through a series of scholarships and internship awards, which will provide temporary "apprenticeships" to conduct research and to perform administrative and production tasks on behalf of the Commission. Each semester up to five students will be provided remuneration for after-school work, and up to three students will be chosen to receive stipends for work to be performed during the summer months. Students will be selected on the basis of merit and their demonstrated ability to conduct the work which will be assigned to them.

A Commission subcommittee will be established to select deserving students.

The average annual budget for this program is \$18,000.

Site-Specific Projects

Preserving the varieties of cultural expression in Lowell is a challenging goal.

The Commission has chosen to meet this challenge by offering financial incentives, structured programs and appropriate locations.

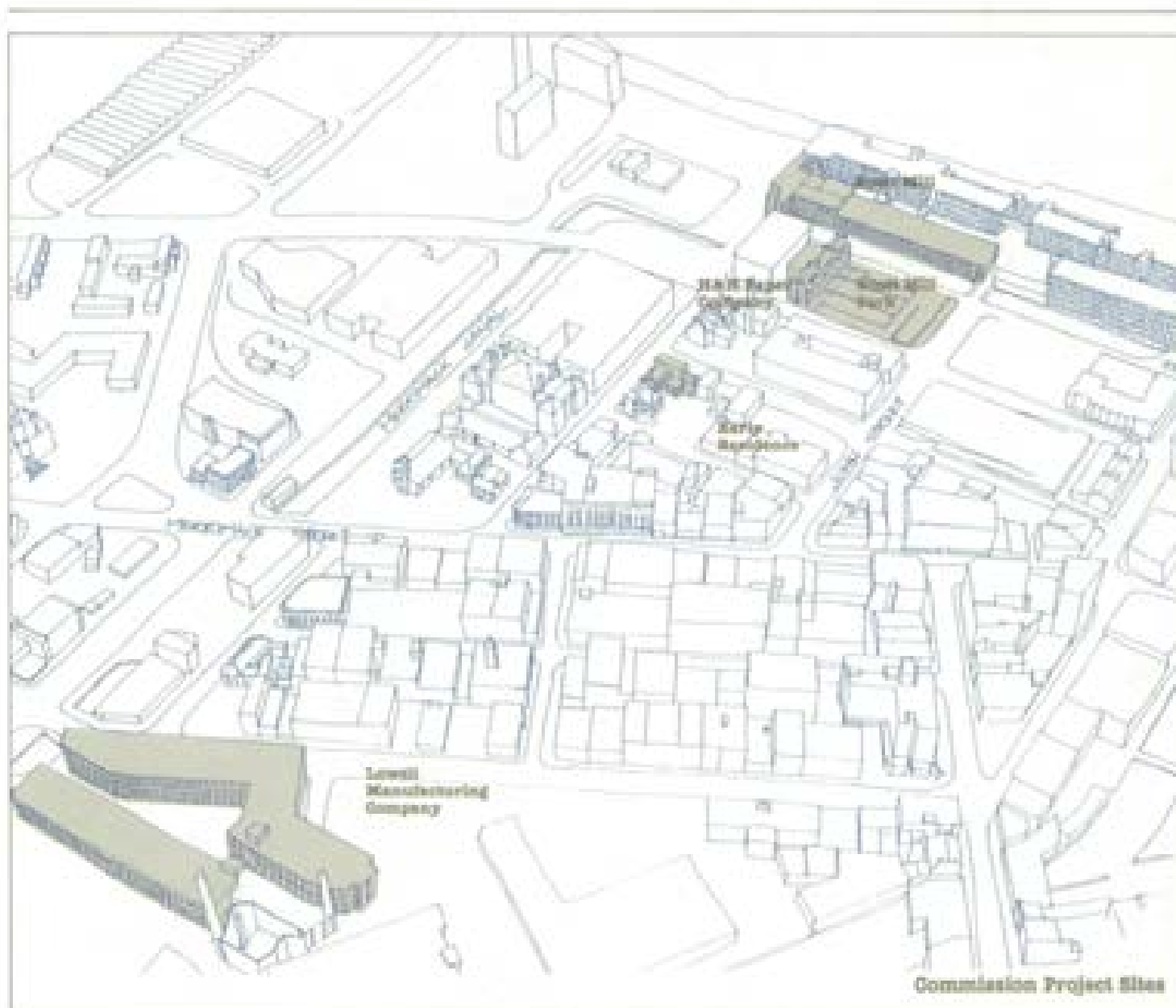
Five site-specific projects were selected because they best combine preservation and cultural objectives. These properties are specifically identified for preservation in P.L. 96-290 because they help weave together the presently fragmented core of the 19th century Lowell.

The five properties are:

- Lowell Manufacturing Company
- Early Residence
- Mill Paper Company
- Scott Mill Park, and
- Scott Mill

Each of these properties will play a specific role in telling Lowell's story through the preservation of physical structures and the infusion of cultural programs.

These proposals represent preferred alternatives. For review of the other alternatives and for more detailed information concerning design, activities, costs and staging, refer to the Details of the Preservation Plan.



Commission Project Sites

Lowell Manufacturing Company

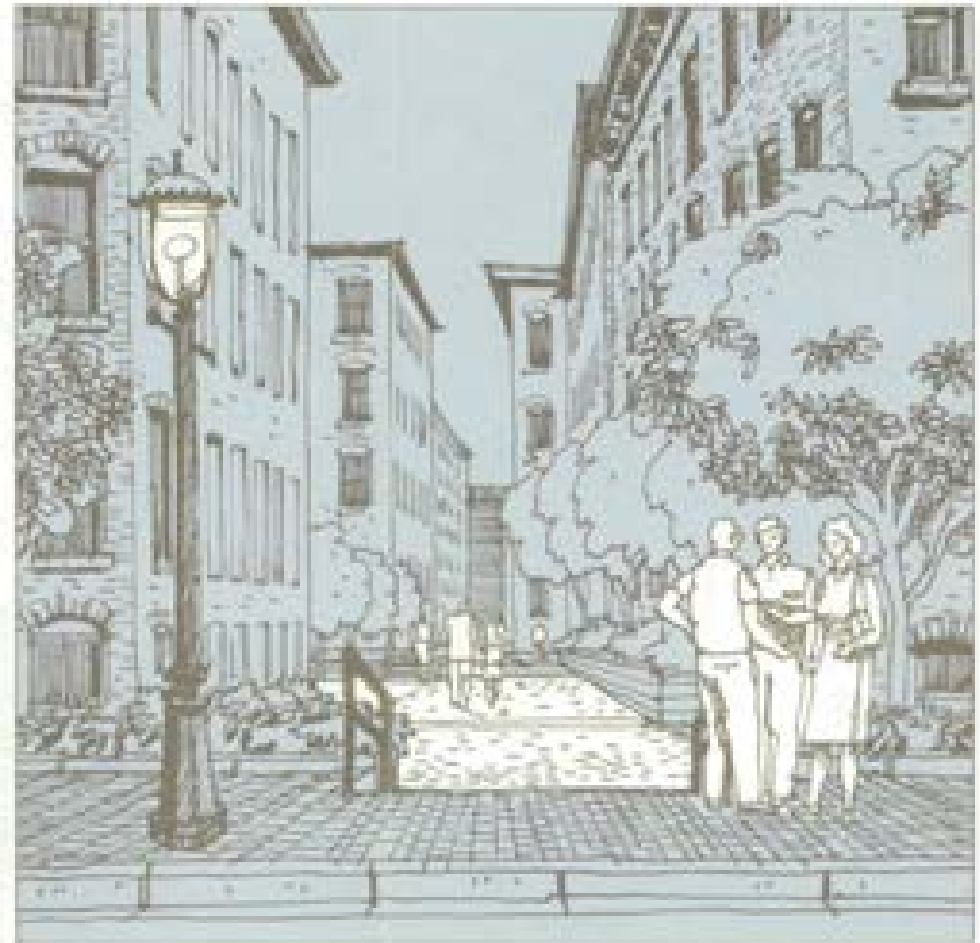
The Gateway

The Lowell Manufacturing Company, founded in 1858, was the fourth of the original ten Lowell Corporations. Unfortunately, none of the original buildings remain. The two existing mills (approximately 270,000 sq. ft.) were constructed on the site of the original corporation boarding houses and survive as excellent examples of the later phase of Lowell's industrial expansion. The earlier of these two mill buildings was known as the Brussels Weaving Mill when it was constructed in 1858. The second mill was constructed in 1908, as part of a

near total rebuilding after the company was reorganized as the Highlow Carpet Company. For the past ten years, the entire complex has been partially vacant and in a state of disrepair. Recently fire destroyed a major portion of the top floor and roof of the 1908 mill.

Based upon their strategic location at the entrance to the National Park and their historical importance, the Commission's objectives for the Lowell Manufacturing Company mills are as follows:

1. To ensure the preservation and appropriate rehabilitation of the two mill buildings.
2. To provide space for the National Park Service Visitor Center and complementary ground floor commercial activities.



Gateway Mill Court

3. To provide public exhibit space that can be used to introduce the National Park visitor to Lowell's cultural resources.

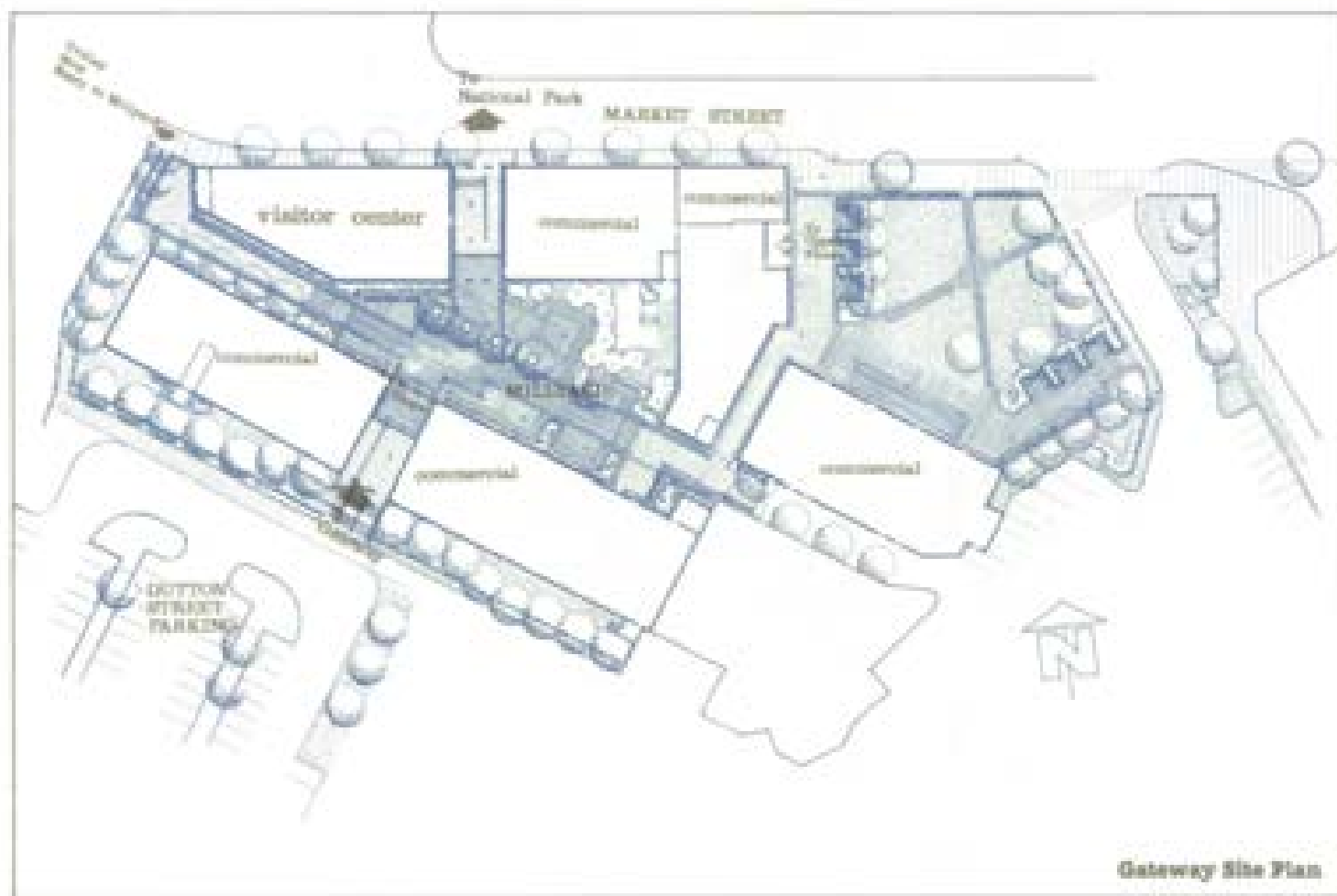
4. To ensure that the renovation of the millyard is appropriate to its role as the "gateway" to the National Park.

To achieve these objectives the Commission has entered an agreement with Market Mills Associates, a private development firm that has

acquired the two mills and will rehabilitate the buildings with commercial space on the ground floor and housing on the upper floors. The Commission has obtained a long-term lease and acquisition agreement for approximately 42,000 sq. ft. of the 270,000 square foot complex. The NPS will sublease 17,000 square feet of space from the Commission for an orientation and information center. The remaining 25,000 square feet will be subleased to suitable commercial users. A portion of the Commission space will be retained to establish an exhibit tracing the history of the redeveloped mills. This will include early and recent equipment, photographs, and oral histories. Space will also be designated for use by artists and craftsmen.

As part of the agreement with the developers, the courtyard between the mills will be landscaped, paved and planted in a manner that recalls historic use patterns. Outdoor exhibit and mingling spaces and a small amphitheatre for both the Park visitor and the residents of Lowell will be created. The Secretary of the Interior approved this agreement on January 4, 1980. It should be further noted that the entire \$12 million project would not have been financially feasible without the Commission's involvement and support.

The total capital and program cost for the Gateway/Lowell Manufacturing Company preferred alternative is budgeted at \$1,000,000 (capital and exhibit), Phase I.



Gateway Site Plan

Early Residence

Labor Exhibits



The Early Residence (8,600 sq. ft.) on Kirk Street is one of the few remaining pre-Civil War private residences in the center of Lowell. It was constructed ca. 1848 in the late Federal Style. This style was characteristic of much of Lowell during its first three decades of corporation and private construction.

The Early Residence block, consisting of three row houses, was constructed in 1848 on land sold by the Locks and Canals Corporation. It is an historically and architecturally important neighbor to the adjacent corporation-constructed mill agents' house, the Linus Child's House, now owned by the Park Service. Unfortunately, the row house block has been inconsistently altered with the removal of the masonry gable end walls at the roof, the addition of a large horizontal dormer, and the addition of non-conforming structures to the east.

At present the property is in very poor repair. Two of the three units are used as a rooming house and the third is vacant and deteriorating — factors which create a very negative impact on the Kirk Street portion of the National Park. Recently, a section of the property was purchased by the Trust for Public Lands with the encouragement of the Commission. This property is now being appraised for acquisition by the Commission. Negotiations are ongoing with the owner for the remaining sections.

The Commission's objectives are to assist in the rehabilitation of the property and to develop an adaptive use that is supportive of Kirk Street and Linus Child's House improvements planned by the NPS.

The Commission's preferred alternative is to acquire the Early Residence and cooperatively rehabilitate the structure with the Greater Lowell Central Labor Council. The Commission would acquire the building and provide construction



Ground Floor Plan



Early Residence — Proposed

materials. The unions would provide free labor. Upon completion, the Commission would lease the property to the Labor Council for a nominal fee. The Council would establish ground floor exhibits describing the role of organized labor in Lowell's development and demonstrate professional skills. Such an exhibit would be prepared with modest assistance from the Commission but primarily with the support and under the auspices of the Central Labor Council. The upper floors of the Early Residence would be utilized as Council meeting rooms,

office and administrative spaces. It is further anticipated that the Early Residence might also be used for such Commission programs as energy conservation/preservation workshops, window sash "clinics," and labor seminars, reviving the historical Chateaugus conference.

The Commission's budget for this preferred alternative is \$461,000 (capital and exhibits). Phase I.

H&H Paper Company Cultural Center



The H&H Paper Company (14,750 sq. ft.) was constructed between 1835 and 1838 as a traditional three story brick boarding house block for operatives of the Scott Mill. Originally, there were eight rows of Scott Mill boarding houses. Unfortunately, the other seven boarding houses have been demolished and the H&H Paper Company remains as the only clear statement of the classic relationship between the boarding house, the canal, and the mills. This is probably the best opportunity in Lowell to show the connection between living place and work place. Unfortunately, the H&H Paper Company has been radically altered. The gable roof and prominent "H" end walls have been demolished and replaced with a flat roof, the frame outbuildings have been removed, windows have been filled in, and the interior has been gutted. The property, although part of the National Park, is currently being used as a retail store and warehouse.

The Commission objectives are as follows:

1. To acquire, rehabilitate, preserve, and maintain the boarding house block including the reinstatement of the traditional architectural elements that have been altered or demolished.
2. To assist in the site development in a manner that highlights the boarding house as a classic 19th century building type and sets the stage for an understanding of the spatial quality of early Lowell.
3. To develop an adaptive use for the interior that both assists in the interpretation of the boarding house life and also provides a community place designed to both celebrate and sustain Lowell's sense of its own heritage.

The Commission's preferred alternative is to acquire the H&H Paper Company property and to undertake the rehabilitation of the building exterior with the assistance of the NPS. Rehabilitation will consist of a rebuilding of the historic roof and gable end profiles and a reinstatement of traditional fenestration. It is further proposed that the interior of the building and portions of the adjoining warehouses to the west be



Ground Floor Plan



Historic Scott Mill Boarding House

subdivided and developed as a "Boarding House Restaurant" and as a Cultural Center. These programs would function as follows:

1. The Boarding House Restaurant would occupy the first two floors of the southern two thirds of the building and would provide a boarding house style restaurant utilizing historic menus and an interpretive backdrop exhibiting the influential role the boarding house played in the lives of the "mill girls." It is further recommended that a portion of the second level be constructed as an exhibit gallery, opening on to the dining spaces below. The gallery itself would be developed as a series of out-way rooms replicating historic bedrooms, sitting rooms, and parlors.

Access to the gallery exhibits would be from the restaurant below or from a handicapped elevator linking the adjacent Cultural Center.

2. The Cultural Center would occupy the northern third of the boarding house block (all three floors) and the third level above the restaurant. The Cultural Center is planned as an activity center, open to the public, which will allow both residents and visitors to explore Lowell's past and present cultural expression. Space will be developed to support the following:

- Programs and activities for all ages of visitors. These will include ongoing programs such as those which would enable an individual to conduct a documentation of the ownership of

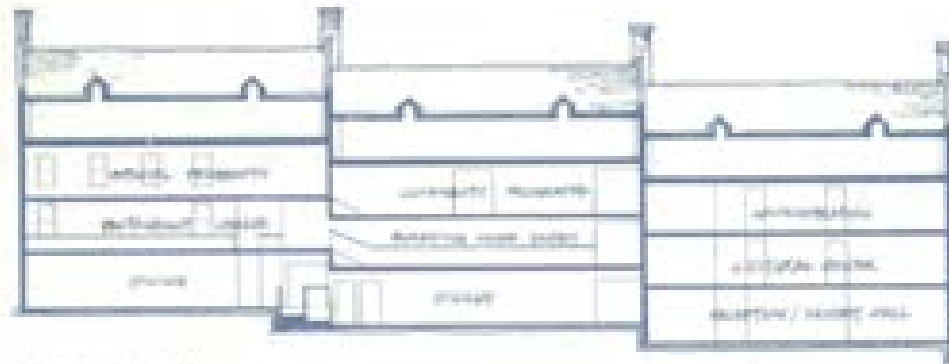
their house, or the origins of the name of their street, as well as seasonal or temporary programs which might celebrate an event, such as Labor Day or Lighting Up Day at the mills. In addition, facilities may be developed to allow young visitors to participate in brief cooperative learning programs sponsored by the local school system.

- A storefront operation making available films, slide presentations, videotapes, tape recordings, publications, photographs, records, maps and memorabilia—developed cooperatively with the University of Lowell Special Collections division. All materials will have been copied or otherwise protected in such a way as to allow them to be handled by the general public. Original or valuable one-of-a-kind materials will not be included, as these materials require archival storage and handling at the University.

- Exhibits would be established which describe topics which relate to the present culture and ethnic traditions of the city, but which might not claim the historical significance relevant to the National Park. These might include exhibits about Lowell's living residents who worked in the mills or played a role in more recent years—perhaps even including a description of the early development of the Park concept.

- The Cultural Center would also provide space for the following: rehearsal/performance space, class and seminar rooms, arrival gallery (with programmatic exhibit space and the capability for use as an off-stage facility for the outdoor performance center), administrative offices (including a program center for the Commission) and auxiliary service/storage spaces.

Besides the capital cost for the building acquisition and participation



Proposed Section



Proposed Elevation

with NPS in the exterior rehabilitation, the Commission would fund the interior improvements, install approximately 10,000 sq. ft. of interpretive exhibits and provide grants for participating institutions. Private sponsorship will be sought for the establishment and operations of a majority of the programs listed. Through a start-up grant, the Commission will assist in the establishment of an overall coordinating body. This role has been discussed with the Human

Services Corporation, a non-profit agency which was responsible for developing and nurturing the Park concept. This would provide central direction to enable separate programs to be planned cooperatively and operated in a manner which is compatible with the goals of the Commission and Park.

The Commission's budget for this alternative is \$3,460,000 (capital and exhibits). Phase I, II.



Existing Brown
Restaurant entrance
on French Street.



Site Section—Boott Mill Park

Boott Mill Park

The Boott Mill Park is adjacent to the Cultural Center, located between the City-owned Trade School and the Boott Mill. It is the original site of several Boott Mill boarding houses. All the boarding houses with the exception of the H&K Paper Company have been destroyed. The site is presently used for open lot parking.

The Commission's objective is to create a new civic open space at this site, linking the activities of the downtown commercial area with the proposed Cultural Center (H&K Paper Company) and the Boott Mill.

The development of this site as an active city park is further reinforced by the plans of the City of Lowell to reconstruct and expand the John Street Parking structure along the eastern edge of the proposed park. There is a great potential here for archaeological interpretation and for attractive open space.

To achieve the Commission's objectives, it is proposed that the property be acquired by the Commission and transferred to the NPS who would be responsible for site improvements, maintenance and shared operation.

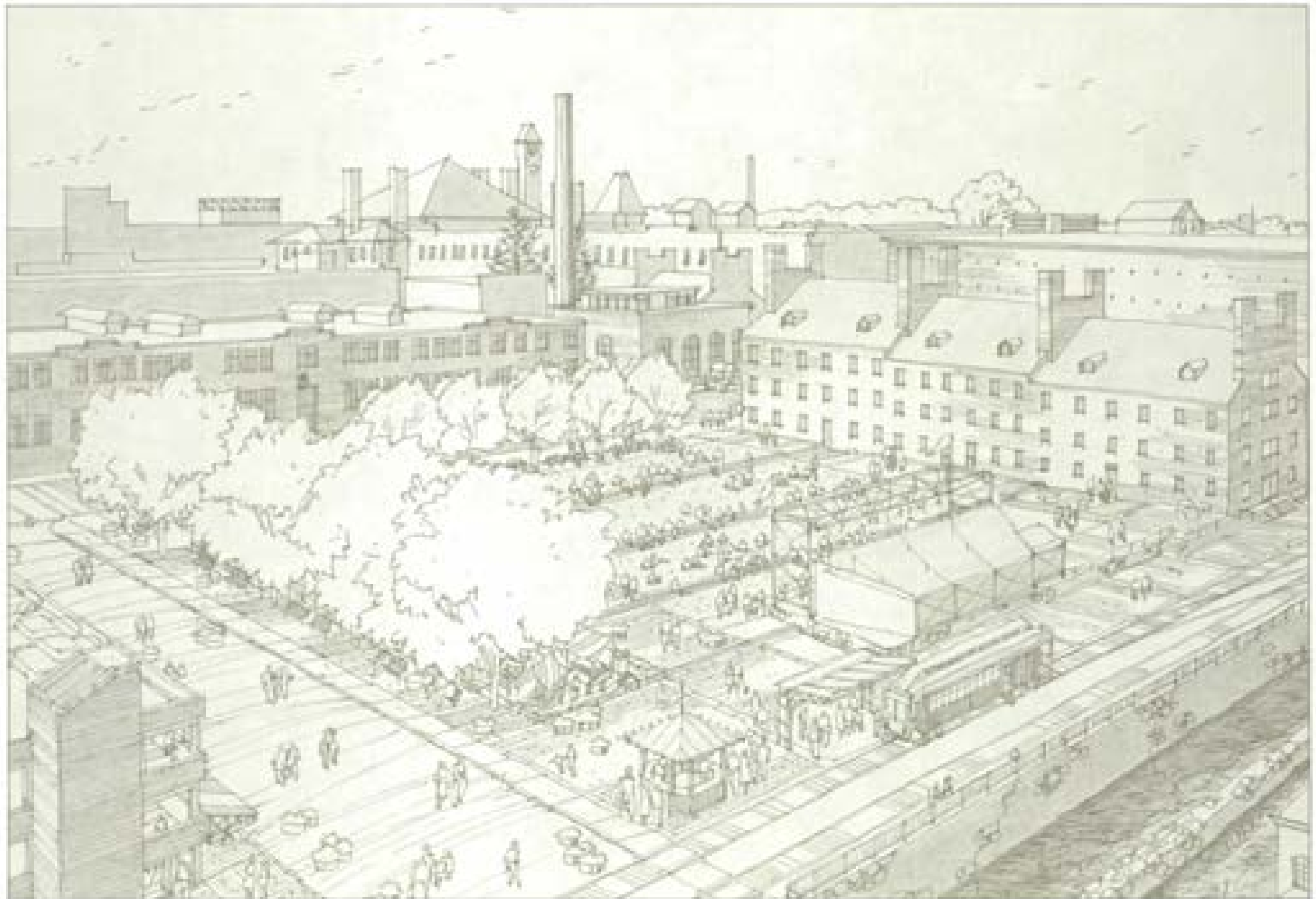
Development of the park would focus on creating a passive recreational area in the eastern portion of the site, possibly within the foundation walls of one of the boarding house archaeological sites. The balance of the site would be developed as an open-air performance center overlooking the rehabilitated boarding house block (to the west and the Boott Mill to the north). It is envisioned that the site would be gradually stepped, forming a terraced amphitheatre with a raised all-weather stage centered on the northern boundary and connected to the



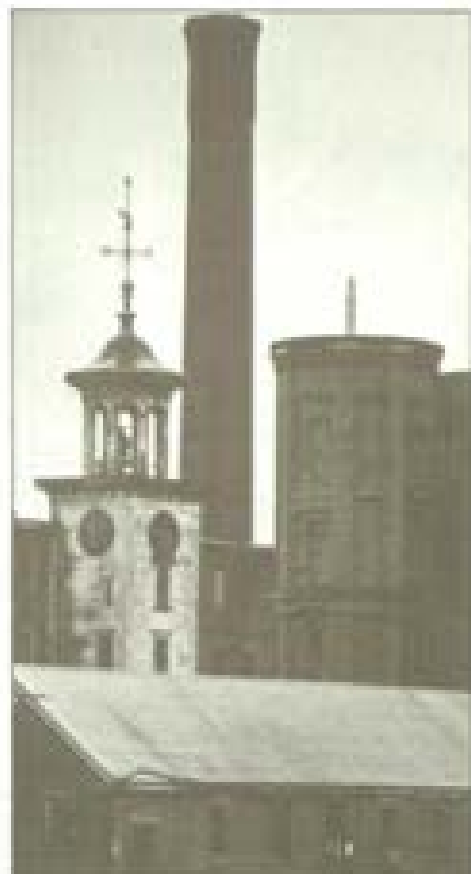
Boott Mill Park—Southwest corner

proposed Cultural Center. This raised stage could also serve as an outdoor public promenade extending along the Eastern Canal and overlooking the Boott Mill. It is further proposed that the Commission fund the fabrication of a portable stage including light and sound equipment. The seasonal operation, maintenance and storage of this equipment would be undertaken by the NPS with the assistance of the Commission.

The total capital and program cost that is budgeted by the Commission (not including the NPS share) for the Boott Mill Park is \$417,000. Phase II, III.



Boott Mill



The Boott Mill (676,000 sq. ft.) is architecturally, historically and culturally the most significant property in Lowell.

The mill was constructed and then adapted over a continuous one hundred year period by the Boott Corporation, the eighth of the ten original major textile corporations in Lowell. This corporation still owns the Boott Mill.

Of these original millyards, the Boott Mill is the most intact surviving example of the first phase of Lowell's mill construction. All four of the original 1830 mills in the Boott millyard survive as part of an interconnected series of buildings. The 1830 company office and counting rooms also survive in their original exterior form. The balance of the complex, which is composed of later additions, is also of significance because it demonstrates the evolution of the earliest Lowell mills to meet the needs of expansion of an increasingly restrictive site, bound by a canal and the river. The Boott Mill is one of the few corporations which managed to expand on its site while retaining and even enhancing the architectural quality of the mill's principal courtyard. The clock tower and belfry, complete circa 1868, are part of this later phase of construction and survive today as perhaps the most identifiable architectural landmarks in Lowell.

At present, the Boott Mill is maintained under single ownership and provides light industrial rental space for a large number of companies. A portion of the complex, Mill #6 was acquired in 1979 by Wang Laboratories, a high technology computer company, with the encouragement of the Commission.

The Commission's objectives are:

1. To acquire, rehabilitate, preserve and maintain Mills #8, 9 and the Ficker Building.



2. To cooperatively, with present owners, rehabilitate, preserve and maintain the exterior of the remainder of the mill complex and encourage an upgrading of uses.

3. To restore and preserve the original appearance of key exterior sections including Boott Mill Park elevations, the clocktower, and upper millyard facades to the south of Mills #1-4.

4. To re-landscape the upper millyard in as historically accurate a way as possible and to limit access to service and emergency vehicles.

5. To provide public access to the millyards and to the turbine in Mill #6 (probably the oldest extant turbine in Lowell) for interpretive tours by visitors.

6. To provide certain interior areas of the mills as the site of a major museum and/or exhibits related to or as part of the National Park.

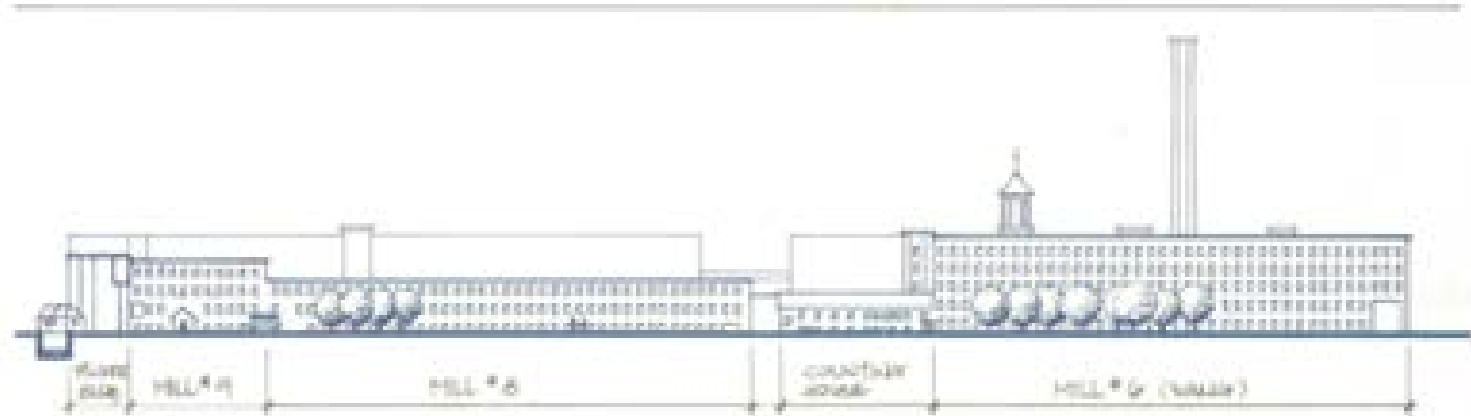
The Commission's preferred development program is to expeditiously gain control of the "first tier" of mill buildings in order to rehabilitate them; and to enter into an agreement with the Booth Mill Corporation to ensure appropriate private development of the remainder of the complex.

The Commission's role would include:

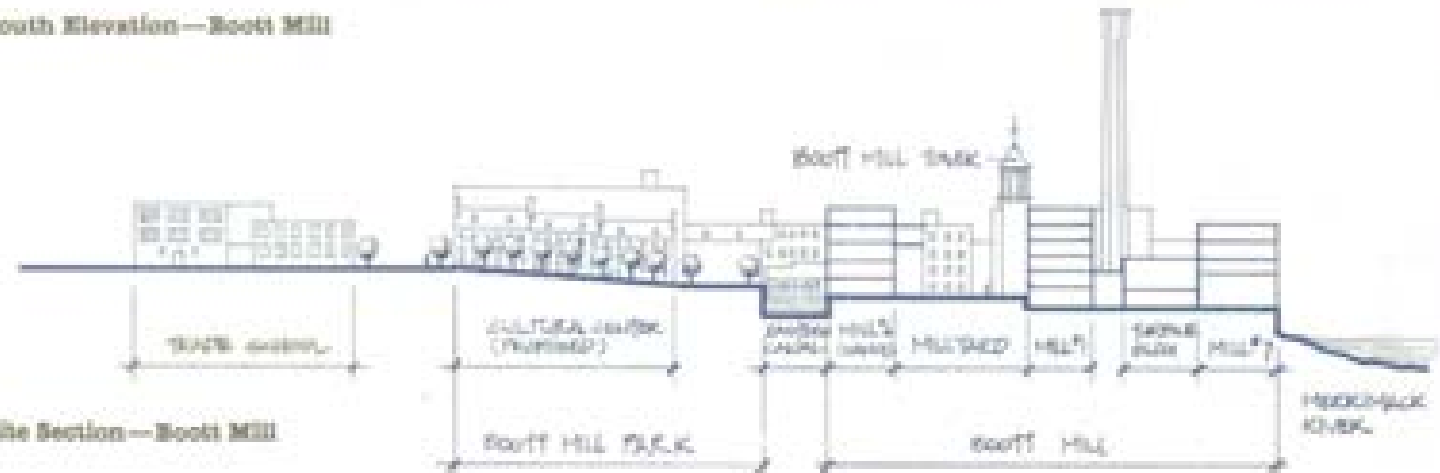
- acquisition of Mills #5, 9 and the Pickett Building
- rehabilitation of Mill #8 (exterior and interior), and sub-leasing for NPS and private museum type use (45,000 sq. ft.)
- exterior rehabilitation of Mill #9 and the Pickett Building and competitive resale with deed restrictions
- provision of a grant to the Booth Mill Corporation as part of an agreement to appropriately rehabilitate building facades
- development of additional parking and service facilities

The Booth Mill Corporation's role would include:

- an agreement at the time of sale of Mills #8, 9 and the Pickett Building to guarantee the appropriate development of the remainder of the complex and retain the existing tenants
- acceptance of Commission grant to rehabilitate specific building facades and the clock tower
- donation of an easement for building facades and the clock tower
- limiting vehicular access to the upper (north) millyard during selected hours



South Elevation—Booth Mill



Site Section—Booth Mill

As the most complex and costly undertaking of the Commission, a great deal of effort went into preparing detailed preservation options for the Scott Mill. A dozen meetings were held with representatives of the Scott Mill, various site inspections occurred, many experts were consulted and a "letter appraisal" was sought. The result was three alternatives. In order to understand the reasonableness of the selected "minimum" alternative, it is important to review all of the options. They can be summarized as follows:

Option A (minimum)—Limited acquisition, cooperative development with present owners

Budget \$3,200,000
 Phase I, II ('80-'85)
 Condemn? unlikely
 Relocation? minor, 5 businesses

Option B (moderate)—Total acquisition, phased development, partial operation, major resale

Budget \$7,000,000
 Phase I, II, III ('80-'85)
 Condemn? yes, suit likely
 Relocation? major, 33 businesses

Option C (major)—Total acquisition, development, operation

Budget \$28,800,000
 Phase I, II, III ('80-'?)
 Condemn? yes, suit likely
 Relocation? major, 33 businesses

It was the strong opinion of the Commission that only the minimum alternative could effectively and economically be carried out by the Commission during its limited life. This alternative does offer many of the advantages of the full acquisition. It does not, however, offer complete federal control of the entire complex. It also depends upon the ability of the Commission to devise a reasonable legal agreement and working relationship with the owners of the Scott Mill. It significantly minimizes financial risks.

Building Uses

The plan for utilizing the space to be acquired depends upon both the public and private sector. In order to maintain those portions of the complex necessary for the proposed museum and Park-related exhibits, 48,000 square feet of space would be retained and improved by the Commission—20,000 square feet would be developed and operated by the NPS. The NPS will take the lead in developing a series of major exhibits focusing on the process of industrialization, architectural history and the planning of Lowell. The opportunity also exists for the participation of other major exhibits in social, industrial and architectural history.

The most significant of these projects is a Museum of Printing and Publishing. Plans have been formulated for the establishment of an industry-sponsored museum which will portray the evolution of the craft of printing up to and including the highly-automated word processing communications industry. Comprising some 20,000 sq. ft. the museum would offer a major attraction to the Lowell visitor, and would amplify many of the themes of the Park through the interpretation of the development of industrial technology, automation, labor-management con-

cerns, marketing and distribution of goods. The project has received the backing of the Lowell Sun newspaper and the Courier Corporation, both now active in recruiting additional support from private sector supporters. The Friends of the Museum of Printing has been formed and has begun to assemble a collection of antiquated printing paraphernalia and equipment nationwide.

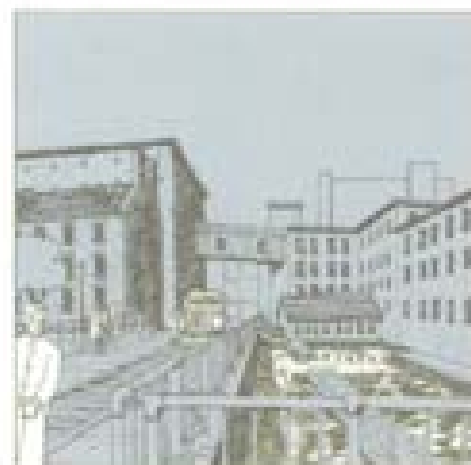
The Scott Mill plan also anticipates private sector involvement in the future ownership of the remaining

633,000 square feet of the complex. This is attributable to the objective of continuing private commercial use of a major portion of the complex. In the event of private ownership, the exterior preservation, maintenance programs, and use of the buildings would be controlled by strict guidelines, deed restrictions and easements.

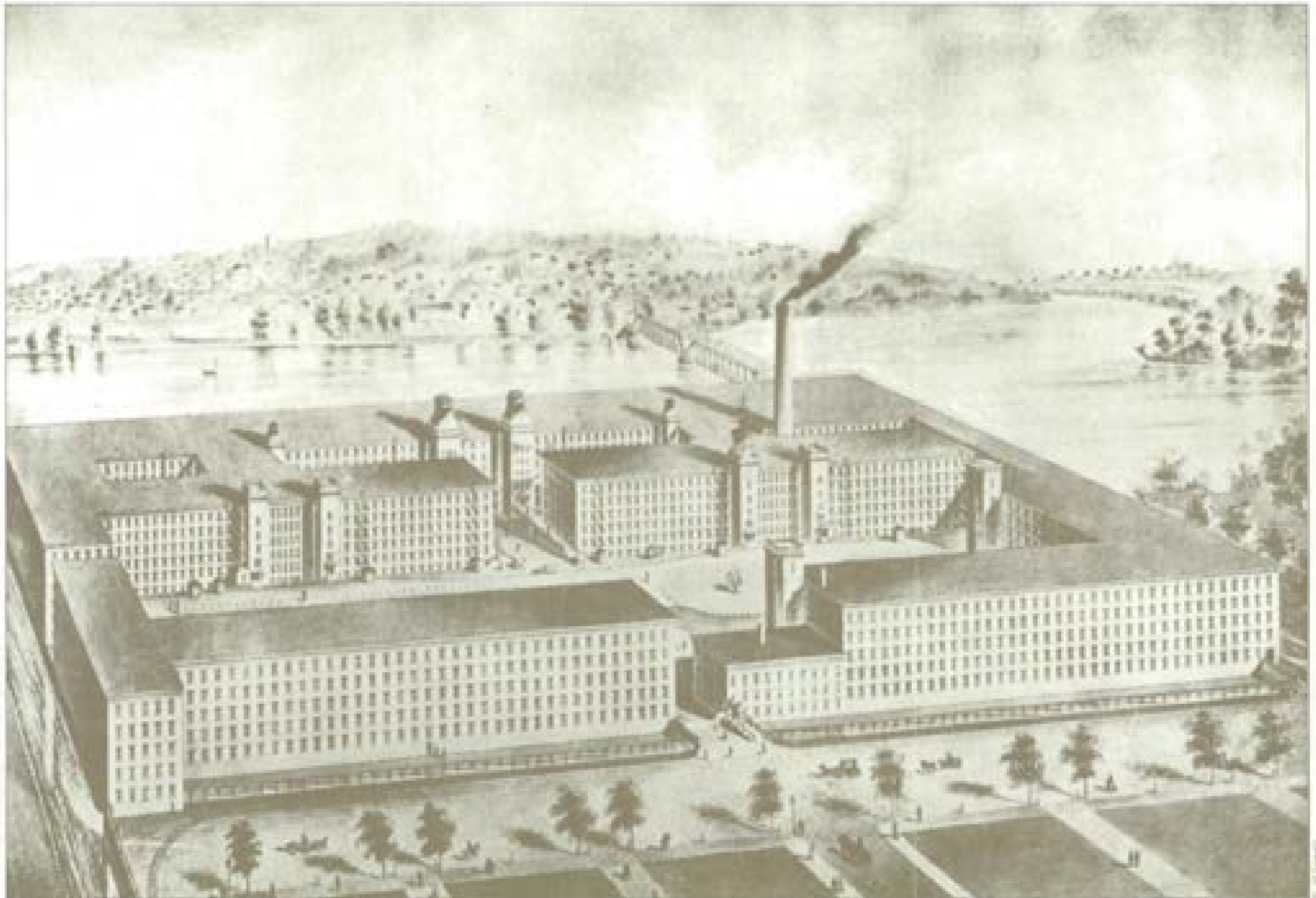
The capital cost for the Commission's preferred alternative for the Scott Mill is \$3,407,000 for capital and program costs. Phase I and II.



Landscaping and cooperative rehabilitation plan.



Scott Mill A, B and Power Building.





THE WHISKEY

Merrimack Gatehouse

Reinforcing
the
Park —
Mandated
Projects



The Park

Transportation

Section 504(c)(8) of P.L. 90-290 states that "the Commission shall provide, directly or by agreement with any person or any public or private entity, transportation services and facilities for park and preservation district visitors, including large equipment, docking facilities, and local rail facilities." In response to this mandate, the Commission has developed a transportation program that addresses the contemporary visitor needs and acknowledges that one of the essential characteristics of the 19th century environment of Lowell was its integration of industry, living and commerce into a lively and close knit urban fabric. An authentic transportation improvement effort must ensure that this fabric of streets, activities, and historic buildings is preserved and that the circulation needs of the Park visitor mesh with the everyday needs of Lowell. For this reason, the Commission will focus on those transportation programs that stress making the Park "work" in its dense urban setting.



Street scene in
Lowell in the early
19th century.

Automobile traffic and parking are potentially the most disruptive elements of the overall physical character of the Park and Preservation District and can threaten the social and cultural life of the city center if not managed carefully. Congested traffic on the city's streets confines pedestrians to narrow sidewalks and subjects them to ever-present noise and fumes. The shortage of parking can dampen efforts to introduce new commercial and cultural activities into new underused historic buildings. Parking shortages have also caused the loss of many historic buildings in cities similar to Lowell. Unchecked market forces often make it more profitable to demolish older buildings and create parking lots than to reuse them.

The traffic problems of downtown Lowell and the Park are aggravated by several factors. The complex pattern of the downtown limits street capacity. There is a current parking shortage. While the new 1000 car Market Street garage will help, it will not keep up with the rapidly increasing demand. The NPS visitor projections (Draft General Management Plan, 1980) indicate that by 1990, daily parking demand by visitors will be 1,060 spaces. Intensified reuse of large mills will create a major increase in parking demand as well. For example, as many as 1500 spaces may be required for the Scott Mills alone should Commission proposals for museums, offices, and a high technology facility come to fruition.

The NPS plan describes how roughly a third of the visitor demand will be accommodated but concludes that other entities will have to find ways to solve this potential problem. Such problems need to be addressed without delay. Otherwise, pressures could build to the point of stifling preservation and economic development, interfering with Park operations and causing the loss of more historic buildings. Actions are required on three different levels: 1) encouraging the use of public transportation; 2) intercepting downtown-bound visitor traffic with parking facilities at the entry points; and 3) supporting well-planned garage development in conjunction with new activities.

A number of public agencies share responsibilities for these actions, including the Massachusetts Department of Public Works (MDPW), the Northern Middlesex Area Commission (NMAC), the Lowell Regional Transportation Authority (LRTA), the City of Lowell, National Park Service, and the Commission. Each of these agencies is currently planning and executing transportation actions for the benefit of the Park area.

Commission Projects

There are a number of possible roles for the Commission in relation to transportation projects in the District. They include the mandated trolley and barge programs called for in Section 302(c)(6) of the Act. This Plan proposes the support of specific transportation projects which are essential to Commission objectives, fulfill legislative obligations and will not be accomplished by the other agencies without Commission assistance. They are as follows:



• **A trolley system** connecting major visitor attractions and parking areas and using historic trolley cars.

• **Parking garage development** including parking for visitors and garages to provide parking necessary to implement the Commission's priority projects.

• **Canal barges** to provide tours on Lowell's historic canals.

• **Pedestrian improvements** to connect the intercept parking site with the Lowell Manufacturing (Market Mills) Visitor Center and adjacent to Commission project areas.

The transportation costs cited refer to implementation Stages I, II and III as further described in the Details of the Preservation Plan. They, furthermore, fall into the same time frame as Phases I, II and III of the Preservation Plan which describe development and operating costs for fiscal years 1981 through 1988.

The following summarizes the Commission objectives and programs.



The Trolley System

Historic trolleys are a form of transportation appropriate to the character of the Park and Preservation District. All the major mill complexes that are now becoming visitor or commercial attractions are already connected by rail lines which are only lightly used and could be adapted for trolleys. The rail tracks run along canals and millyards giving the rider a view of industrial Lowell different from that obtained from the streets and sidewalks. A system of historic trolley cars will be an important attraction on its own to visitors and residents alike and will draw people from private automobiles.

In September of 1979 the Commission contracted with Storch Associates and Fay Associates, two transportation consulting firms to undertake a feasibility study for a surface rail passenger circulation system for the Park and Preservation District. A report was submitted on October 18, 1979 which confirmed that a trolley system was feasible by utilizing and up-grading the existing track system.

A "Basic System" connecting the NPS Visitor Center with the Scott Mill and Wannalancott Mill visitor attractions was defined. Service extensions to the Gallagher Transportation



"The Whistler"—A demonstration project by the Commission and NPS.

Terminal and the terminal points of the trolley tours were also evaluated. The potential demand by visitors was projected to reach a maximum of 1300 trips per hour by 1990. The capital and operating costs associated with providing various capacities and frequencies of service were evaluated. The preferred alternative is summarized below. Other alternatives are described in the Storch/Fay report.

In May of 1980 a demonstration program using a self-powered rail car (called "The Whistler") began operation. It is presently running between the Mark building, the Wannalancott Mill area and the Scott Mill. In its first week of operation the trolley carried 6000 people and is considered a great success.

The demonstration project was an excellent example of the type of collaborative effort that is essential for realizing transportation goals. The City obtained all necessary permits and assisted with street crossings. The NPS provided \$20,000 to refurbish the car and is currently operating the system. The Commission contributed another \$28,000 needed to upgrade the tracks and helped to negotiate an agreement with the Boston and Maine Railroad (B&M).



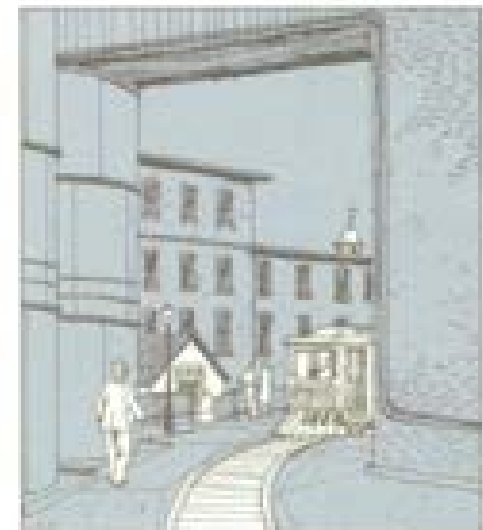
The B&M, which owns the tracks, agreed to lease them for use from 8 a.m. to 5 p.m. and re-scheduled freight service to the off-hours. Wang Laboratories donated the use of an enclosed space, "the coal pocket" in the Boott Mill as a maintenance facility. The Greater Lowell Regional Vocational Technical School reupholstered the period coach seats as a class project. All of this was accomplished between February and May of 1990.

It is the Commission and NPS objective to expand service with several historical vehicles and to develop an overhead electrification system. The trolley service is expected to encourage visitors to leave their cars at an intercept parking lot for the duration of their visit.

Preferred alternative: The proposed trolley system includes two stages of development supported by Commission funds. The first stage provides trolley service between the NPS Visitor Center, the Boott Mill and Wamsislanet Mill. An extension to the Swamp Locks temporary barge landing will be operated to meet the scheduled barge tours. The second stage extends service to the intercept parking lot beyond the Swamp Locks, provides a maintenance/exhibit structure and improves pedestrian connections to this area.

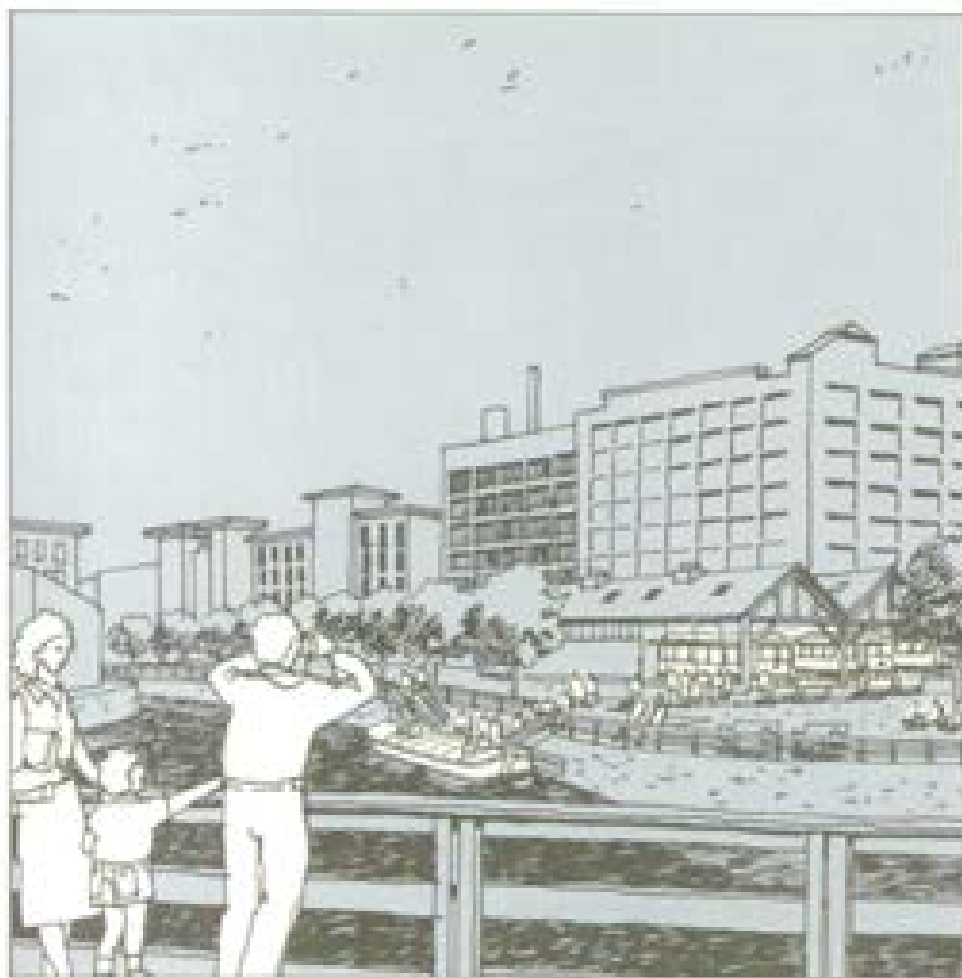
The operation will start with two turn of the century trolley cars in the first stage and add three more cars as they become available. Seven cars (6 operating, 1 spare) should be in service by the end of the second stage. The cars are to be reconstructions or selected from vehicles available through New England area trolley museums. Each car should have space for 60 passengers. At both stages cars will be able to run at 5 minute headways providing the system with a maximum capacity of 600 passengers per hour. Operation and maintenance will be the responsibility of the NPS.

The NPS Visitor Center will be the hub of trolley operations. In the first stage, service will be established from the Visitor Center to the Boott Mill, then the Wamsislanet Mills then returning to the Center. A new section of track is proposed along French Street which will form a triangular pattern with the existing tracks and improve capacity by reducing single



The trolley using existing Boott Mill tracks

track operation and switching requirements. In the second stage one additional vehicle will operate as a shuttle between the Visitor Center and the Swamp Locks terminal. A second additional vehicle will supplement either the shuttle or the main loop operation depending on the time of day and demand.



Trolley, large terminal at proposed Swamp Locks trolley depot parking area.

Capital improvements funded by the Commission will include in the first stage: track improvements, electrification, a power substation, maintenance equipment in the Boott Mill coal pocket, acquisition or lease of six vehicles, right-of-way acquisition along French Street and architectural and engineering fees. Second stage improvements are: track improvement and electrification for the remainder of the Swamp Locks extension, a 5000 square foot maintenance building in that area which can be open to visitors, and pedestrian improvements connecting the trolley terminal to the Visitor Center.

Further extensions and improvements of the trolley system are likely to be desirable. However, most are beyond the Commission's funding resources. The proposed stage II system could accommodate roughly half the projected peak hour demand by visitors. To double the capacity, the number of cars in operation would have to be doubled. This could be accomplished by operating double cars at 5 minute headways which would require additional vehicles but no additional track work. Another possible solution would be to locate or reconstruct open style cars which can seat 90 or more passengers. A reduction of headways to 5 minutes could be accomplished by providing double track operation throughout the system requiring added right-of-way and track work.

A logical extension of operations would be a direct interface with the commuter railroad. Extending the trolley to the Gallagher Terminal was studied but found to be prohibitively expensive. A less costly alternative would be a second railroad stop at the western end of Dutton Street for Park visitors. Trolley service could be extended to this stop along the existing track. Other extensions may include

service along Merrimack Street or other streets of downtown, possibly in combination with an auto restricted zone. These extensions should be developed by the City of Lowell as they become appropriate.

The Commission will also promote the expansion of the Swamp Locks maintenance facility into a more complete trolley exhibit through private funding (See Details of the Preservation Plan.)

Budget	Stage I:	\$ 601,500
	Stage II:	\$1,348,500
	Total:	\$2,000,000

Parking Garages—The current plans for visitor parking are not sufficient to accommodate the NPS projected demand of nearly 1100 cars per day by 1990. If this parking demand is not accommodated by separate facilities, it will have a serious adverse impact on the city center. Surface parking for this total demand is neither feasible due to lack of land, nor desirable as a land use within the Preservation District.

Potential sites for additional visitor parking were studied in preparing this plan. It was found that once the Sampson Connector is constructed the Dutton Street parking lot will be the most accessible and convenient site for a visitor parking garage. The construction of this garage is recommended during the second stage of the Plan. No Commission funding is available for this garage. However, the Commission will assist the NPS in obtaining funding. An alternate parking site was also identified near Thurdike Street (see Swamp Locks Parking). The location of a major garage at this site was evaluated and rejected due to traffic problems at the Lord Overpass. A parking lot for 240 cars, however, is feasible at this site and is proposed for Commission support in the Preferred Alternative.

Higher intensity use of the properties identified for Commission site-specific projects will generate significant new parking demand. The Boot Mill area developments, when completely realized, may generate a demand for approximately 1800 new parking spaces if the present proportion of arrivals by private autos continues.

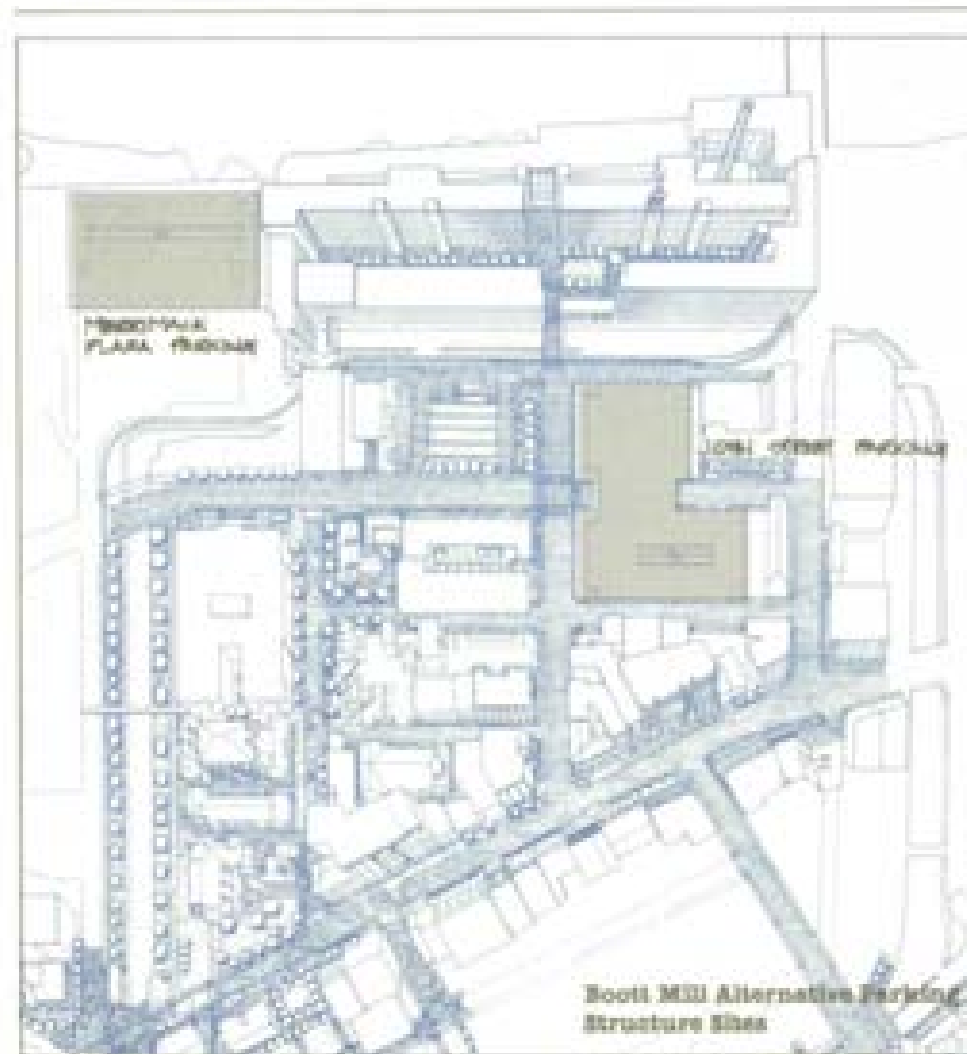
It is the Commission's policy to discourage the use of private automobiles within the Preservation District. However, where lack of parking provisions will lead to additional circulating visitor traffic, demolition of older buildings or limiting the reuse potential of historic buildings, direct expenditures for parking facilities will be essential to make Commission projects feasible. This could be provided by constructing one or more parking facilities or by contributing to a City project in return for guaranteed spaces.

Preferred alternative: To improve parking provisions for visitors the Commission will contribute the major share of the cost for the Swamp Locks intercept parking lot to be developed jointly by the NPS and Commission. This lot will accommodate 240 cars and will be landscaped in tiers stepping down toward the Hamilton Canal. Access from the Lowell Connector via Thorndike Street can be made direct and simple by the minor modification of one ramp. The advantage of this site as a visitor parking lot is the potential for integration of parking with the trolley terminus, trolley maintenance and exhibit building, and barge landings. The land is mostly clear and unused at the present time. It will have to be purchased or leased from the current owners. A small auto repair shop at the southern end of the site will have to be relocated. The Commission and NPS together will fund the costs of purchase or lease, relocation, adjust-

ments to the access ramp and construction.

In the Boot Mills area the Commission will significantly contribute to the cost of garage construction expected to be initiated by the City of Lowell. A two block city-owned site along John Street is presently under consideration and could accommodate about 1000 cars. An additional site for an approximately 600 car garage has been identified using the air rights over the Merrimack Plaza parking lot just west of the Boot Mills. Various federal and state funding sources for the garage are currently being pursued by the City. The Commission's contribution will be related to parking spaces to replace those taken from the adjacent site of the Boot Mill Park and for new users of the Boot Mill complex. In addition, the Commission will use its contribution to ensure that the garage design is of a quality appropriate to this very important historical setting. It is expected that ground floor treatments and facade design required by the Standards will cost somewhat more than a strictly utilitarian garage scheme.

Budget:
 Swamp Locks Parking (Stage II): \$320,000 of expected \$660,000 total cost
 Boot Mill Area Parking (Stage II or as compatible with the City's development): \$1,500,000





National Park Service
barges receiving
visitors.

The Canal Barges—The National Park Service is currently operating two canal barges and is providing organized canal tours in cooperation with the Department of Environmental Management. The tours provide a unique perspective, exciting views and an opportunity to interpret the history of hydropower. They have become an important and successful component of the National Park experience. The NPS plans to eventually expand the barge service to include permanent equipment and full loops between the Visitor Center and the Wamsamoit Mill. A Western Canal route is also being planned. The full program and the obstacles that still must be overcome are described in the NPS draft general management plan (p.66, 69).

The Commission's objectives as specified are to encourage and provide limited capital support for the barge system.

Preferred alternative: to allocate funds for the acquisition of two permanent NPS barges.

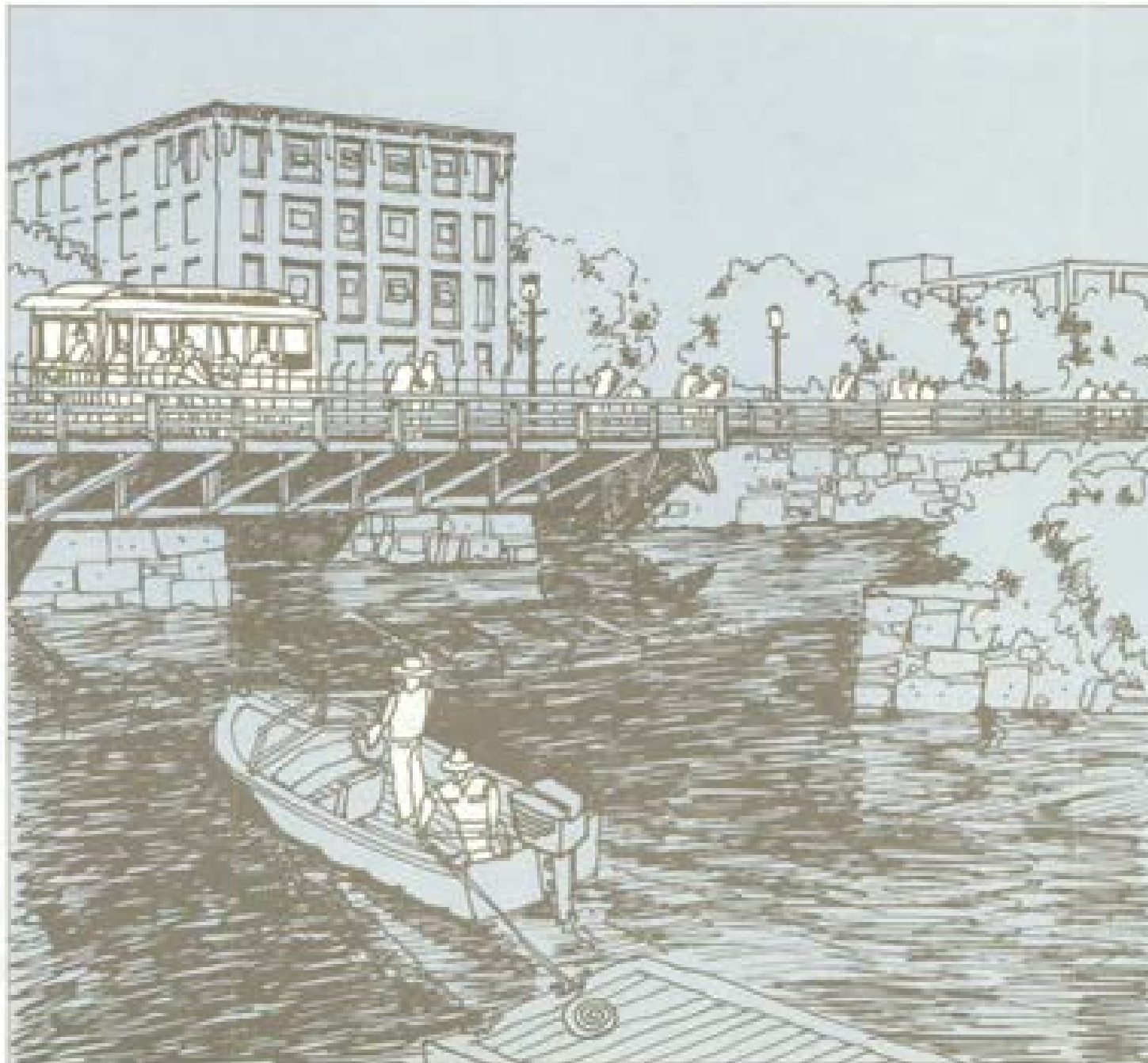
Budget: \$400,000 Stage II and III

Pedestrian Improvements—The City of Lowell has already executed a number of successful street improvements in the city center area. They include street, sidewalk, lighting and furniture projects which will soon be extended to the Central Street area and are historically sensitive. The NPS has generated a plan covering street improvements on sections of Market Street, Shattuck Street, Merrimack Street, and Kirk Street, which is the area of primary visitor focus. (See Draft General Management Plan, p. 69-73).

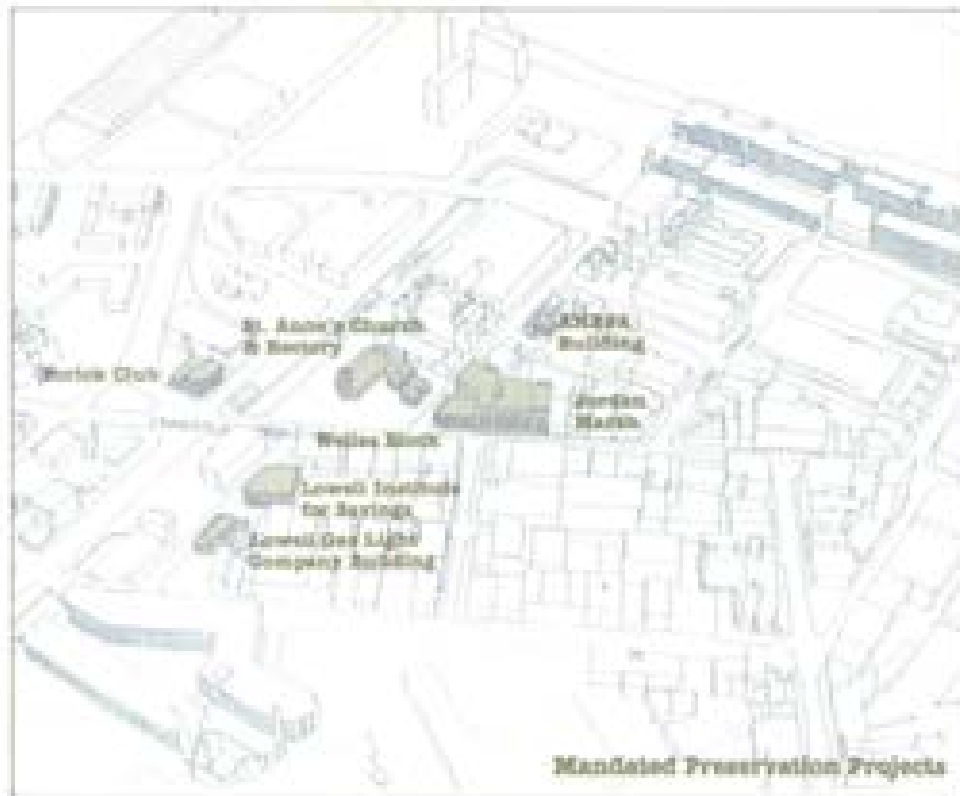
It is the objective of the Commission to encourage continued street and related improvements through preservation standards. Due to the City's leadership role, minimal Commission involvement is envisioned.

Preferred alternative: A direct commitment of Commission funds will be made for pedestrian improvements at the Swamp Loops intercept parking lot. These will include a walkway along the railroad bridge and some improvements along the trolley tracks to allow visitors the alternative of walking from the Swamp Loops to the Visitor Center along the canal banks. It is intended that these improvements serve as models for typical streetscape elements throughout the rest of the Preservation District. The budget for these pedestrian improvements is included with the second stage trolley budget.

Public pedestrian improvements throughout the rest of the District are encouraged by the Commission through the Standards. No program funds are specifically earmarked for this, but it is expected that where the Commission is making significant grant commitments to building rehabilitation, complementary public improvements will be carried out either by the owner or by the City.



Trolley and pedestrian
bridges from the
Downtown to the
Downtown Lot.



Mandated Preservation Projects

Mandated Projects

P.L. 95-590 further mandates in Section 304a(1) that the Commission undertake programs for the "preservation, restoration, management, development, or maintenance" of ten designated buildings. Based upon this mandate and the location of the ten buildings within the National Park, the Commission's first responsibility is the preservation of these buildings in a manner that reinforces the National Park and assists in the interpretation of Lowell's "way of life".

The following text describes the historical context, objectives, the preferred alternative and the proposed budget for seven of the ten designated buildings. The preservation programs for the three other designated buildings have been described previously in the section entitled Preserving the Variety of Cultural Expression.

AHEPA Building

Originally known as the Kirk Street Primary School (6,365 sq. ft.) this building was designed by George Abbott in a most unusual Victorian period design that most closely resembles the characteristic London Board Schools of the 1850's and 1860's. The building was constructed by the City in 1881 and was given to the American Hellenic Educational Progressive Association (AHEPA) in 1945. The National Park Service in its 1980 management plan has proposed to rehabilitate and restore the east side of Kirk Street to its 19th



Illustration: Virtualart
The AHEPA Building

century character. This will connect the Kirk Street facade of the AHEPA building and the Early Residence with the NPS pedestrian tour. At present the building is in a good state of preservation, but in need of maintenance and repair. The present owners have indicated their strong interest in developing other facilities and in selling the building.

Objective: Because of the unique architectural character of the building and because of its physical presence as part of the National Park and Kirk Street, the Commission's objectives are:

1. To ensure the continued maintenance and repair of the building exterior.
2. To assist in the eventual development of a more intensive public use for the benefit of Park visitors and residents alike.



amount and type of space in the building make its reuse difficult. The Commission's participation and funding will depend upon private initiative and interest.

Budget: \$40,000 (grant)

Jordan Marsh Building

(Bon Marche Building)

The Jordan Marsh Building (Bon Marche) consists of two late nineteenth century commercial structures on Merrimack and Kirk Streets along with the remains of several Kirk Street row houses. The buildings were constructed in 1874, 1887, 1892 and ca. 1980. The most important frontage is on Merrimack Street with two of the highest quality Victorian Period facades in the Park and Preservation District. The complex (110,000 sq. ft.) is of historical significance because of its continued use by Bon Marche, a locally based store which expanded to become Lowell's major retail department store. It was later taken over by Boston-based Jordan Marsh.

At present, the Jordan Marsh Building is a major architectural and commercial element on Merrimack and Kirk Streets. In an historic context the building's exterior facades are in good repair with the exception of the Merrimack facade that has been unfortunately altered by the painting of the brick and the painting out of the transparent window glass.

Preferred alternative: To achieve the Commission objectives, it is proposed that the sale of the building be encouraged and that the exterior be rehabilitated, including site improvements and handicapped access. The Commission would contribute to the planning, design, fabrication and installation of an exhibit, if appropriate, where a presentation could be made of the projects made in Lowell. The ground floor and first floor of the AHEPA building would provide an ideal setting for such an exhibition if the new owner was so disposed. Close to the Park and government offices, it offers the kind of large open spaces suited to such a display. In the tradition of such exhibitions, individual manufacturers might be expected to contribute to the design of displays.

It should, however, be pointed out that research indicates that the building was not an important contributor to the history or culture of Lowell. Furthermore, the limited



Most Prominent: The Jordan Marsh Building on Merrimack Street.

Further proposed that this grant include exterior renovations to the Kirk Street facade, specifically for the resurfacing of the modern addition, cleaning and repair of the historic brick facade, addition of a brick infill for the blind windows, and latchless wooden doors for the unused entrances.

Budget: \$150,000 (grant)

Objective: To encourage the return of this building to its original appearance and prominence as a dramatic part of the National Park and Lowell's 19th century setting.

Preferred alternative: This objective can best be accomplished by providing a facade grant for the removal of the paint from the Merrimack Street facade and for the rehabilitation of the entrance canopy in return for a preservation restriction. It is

St. Anne's Church & Rectory

St. Anne's Church and Rectory are the oldest surviving corporation buildings in Lowell, having been constructed in 1824 by the Merrimack Manufacturing Company for the mill girls and first settlers of Lowell. The church and rectory were later sold to the Parish rather than having been donated. This transfer occurred after a conflict between Kirk Scott, the corporation's agent, and his self-appointed pastor, Theodore Edson. The church and rectory continue to be used by their original parish. The Gothic Revival design, attributed to Kirk Scott, represents an early departure from the Federal style of all of the other corporation buildings of its time. The buildings have since been altered and expanded in a complimentary manner and one of the most notable interior artifacts, several Tiffany stained glass windows, still survive

in a well-preserved state. The church and rectory, because of their unique architectural and cultural history, are of major significance.

Objective: To assist in the repair and maintenance of the buildings and to encourage their continued use as an historic place of worship.

Preferred alternative: St. Anne's Church and Rectory are in an excellent state of preservation except for the loss of the finials from the top of the church tower. Both buildings are also actively used by the congregation. The Commission proposes to provide a maintenance grant for exterior masonry repairs and a conservation grant for the climatic and visual preservation of the stained glass windows. Some question does exist as to whether the Commission as a federal government agency, may provide funds to a religious body. Pending legal decisions should clarify this matter.

Budget: \$40,000 (grant)

Welles Block

The Welles Block (18,600 sq. ft.) is an important pre-Civil War commercial structure. Built in 1848, it has a commanding presence in the heart of the Park. Its design, with a curved front, was frequently repeated in other buildings of this period on nearby streets, including the surviving Institution for Savings, the Beemish Block and the now demolished Merrimack House Hotel. The building originally contained a two-story hall on the top floor used for a variety of community and cultural purposes until it was divided into two floors in 1908.

As late as 1976, the building was in poor repair and suffering major structural problems. With the assistance of a grant from the Commission, the building was privately rehabilitated as commercial and office space. A portion of the building is presently leased as a temporary visitor center

and offices by the Lowell National Historical Park. It should be noted that a portion of the Commission grant was provided to correct faults in the rehabilitation including re-pointing, replacement of original bricks, installation of appropriate granite and signage. Based upon the recent rehabilitation program, the building is in excellent repair.

Objective: To ensure the continued maintenance and preservation of the Welles Block.

Preferred alternative: No further action is proposed for physical improvements or for changes in use. The building in its present state meets the Commission's preservation standards and contributes to Lowell's 19th century setting.

Budget: (FY 1979 - \$20,000), no further funding is proposed.



Yorick Club

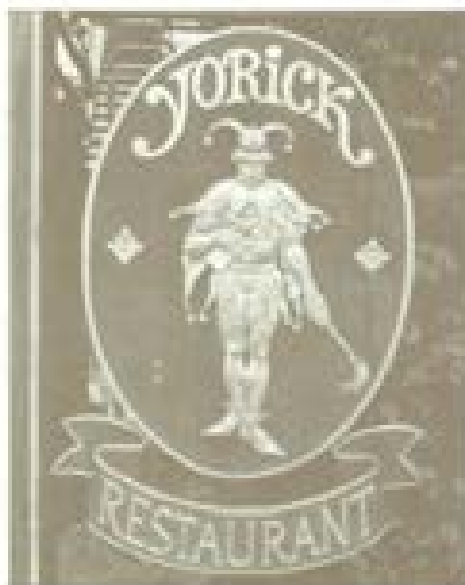
Presently known as the Yorick Club, (18,000 sq. ft.) this building was constructed by the Merrimack Manufacturing Company to house its executives in 1855 on the site of an earlier building used for a similar purpose. It is a large, grand structure which was originally surrounded by the workers' boarding houses, all of which have been torn down. The Italianate style of this building represents one of the first departures from the original Federal and Greek Revival styles of the corporation designed structures. In 1903 the building was purchased by the Yorick Club to be used as a private club and restaurant. It has recently been carefully rehabilitated.

Objective: To encourage the continued preservation and use of this building.

Preferred alternative: No action is proposed. The building in its present

state meets the Commission's preservation standards and contributes to Lowell's 19th century setting.

Budget: No funding is proposed.



Lowell Institution for Savings

The Lowell Institution for Savings was founded in 1829 to provide a savings bank for the early "mill girls". The need for a bank to provide service for the mill workers was not common to all of the early New England mill towns. In many other towns, workers were often paid in scrip or with company credit. Lowell rapidly became well known because it paid cash wages sufficient enough to allow savings. The bank building (14,000 sq. ft.) was constructed in 1849 and was at that time one of the largest buildings in Lowell. Its original height was three and one half stories. With its Federal and Greek Revival detailing and curved corner facade, the bank resembles the Welles Block, another of the ten designated buildings. A large third

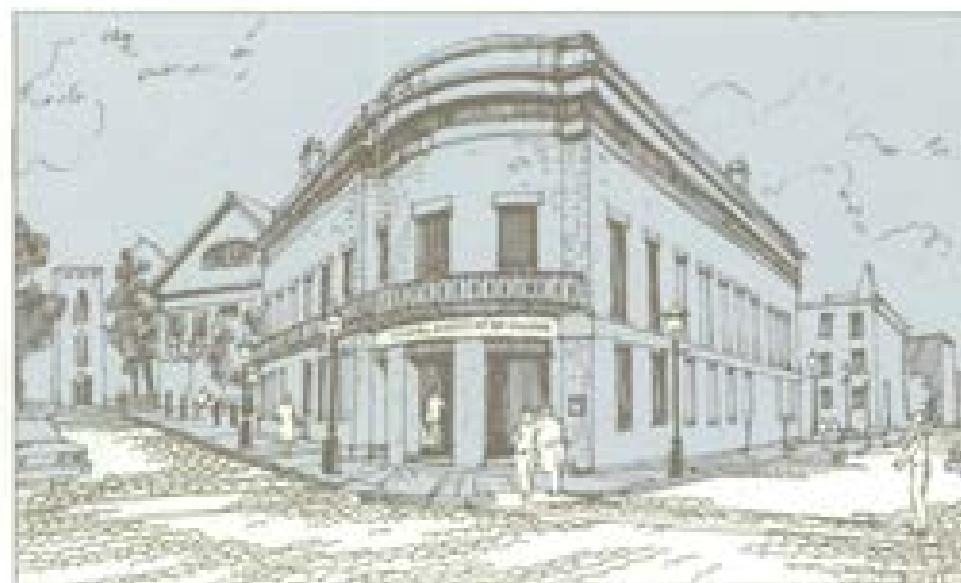
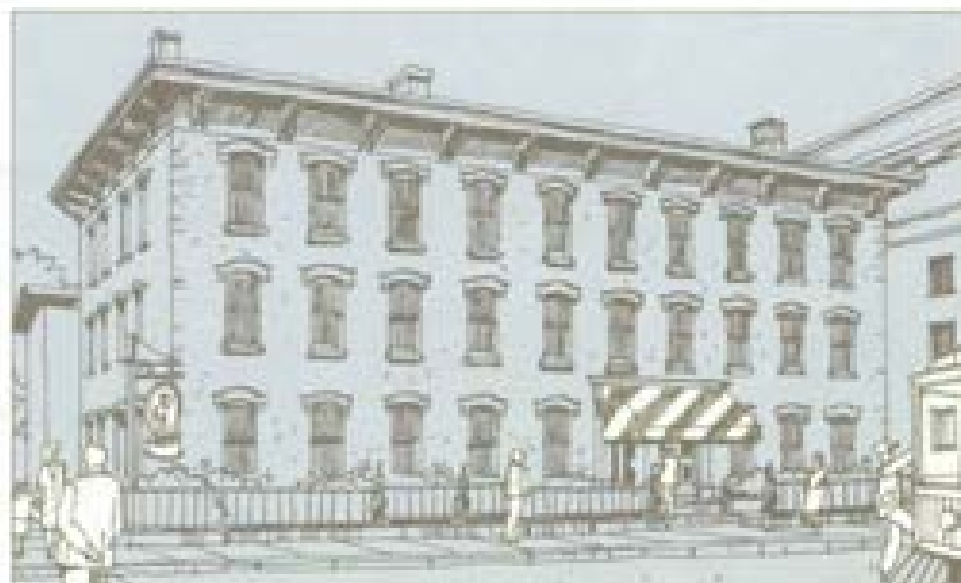
floor rotunda was planned as a stock exchange, but it never materialized.

The Institution for Savings remodeled the building in 1919 by reducing the height to two stories and by attaching an elaborate copper cornice. At present, the building is occupied by the original bank corporation which has recently renovated the first floor facade with the installation of new windows and a brick veneer. With the exception of the inappropriate brick veneer, which covers the original brick, the building is in a good state of preservation.

Objective: To encourage the continued preservation and use of this building.

Preferred alternative: Based upon the physical state of the building and its continuous use as a bank, the building contributes to Lowell's 19th century setting. No further action is proposed.

Budget: No funding is proposed.



Lowell Gas Light Company Building

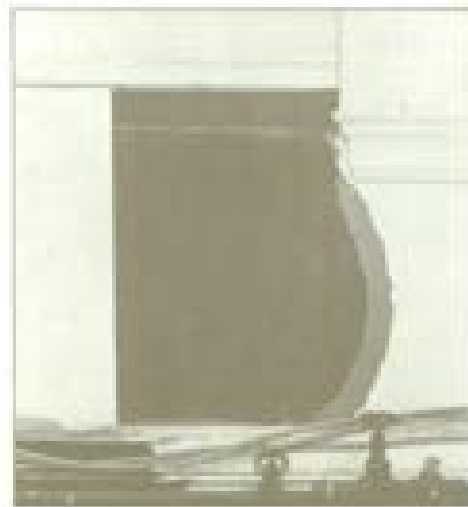
The Lowell Gas Light Company was founded in 1880 to provide additional lighting for mill buildings and the city as the first of a citywide utility system. The company constructed an office building (8,000 sq. ft.) in 1889. It illustrates the shift in style away from the conservative Federal and Greek Revival styles to the more contemporary and elegant Italianate style. The building is in good condition and is an example of a small but well-appointed urban office building of the mid-nineteenth century.

Objectives: To repair the exterior sandstone details and the roof, and to clean the building.

Preferred alternative: The Commission has leased the second floor of the Gas Light Building for its administrative offices. The lease agreement required an appropriate rehabilitation of the much neglected office space. The quarters were chosen to set an example for quality rehabilitation, because of the building's designation in the Act and its location in the Park and downtown. Although it is well maintained, the exterior of the building is in need of rehabilitation to avoid the loss of its most essential stone details. The sandstone window keystones and sills have deteriorated, partly because they were improperly made and partly because of weathering. The brick work is also in need of repointing. In several instances the original stamped metal sheathing requires reproduction and replacement to restore the integrity of its historic

exterior. Rehabilitation of the exterior through a Commission grant is proposed for the Fall of 1980.

Budget: \$12,000 (grant)



The Gas Light Building during restoration of the Commission's office.



Completed renovation work.

Martin & World Furniture Buildings

Section 20-41(3) of P.L. 95-290 states that "The Commission may acquire the following properties or any interests therein:

- World Furniture Building, 122 Central Street, and

- The Martin Building, 100-122 Central Street."

These two buildings are included in the enabling legislation to be acquired and demolished. This is because they were constructed over the Pawtucket Canal, blocking views upstream and downstream from Central Street. The Commission has assessed the implications of the acquisition and demolition of these properties and developed the plan which follows.

The World Furniture Building (currently named Love's Furniture) is a two-story commercial property (8304 sq. ft.) described architecturally as "20th century utilitarian." The first building was constructed ca. 1880 on a platform over the Pawtucket Canal. The 1890-1924 etchings show a different building configuration and suggest the construction of building additions. According to the Lowell Cultural Resources Inventory, "In 1930, the current brick building ap-

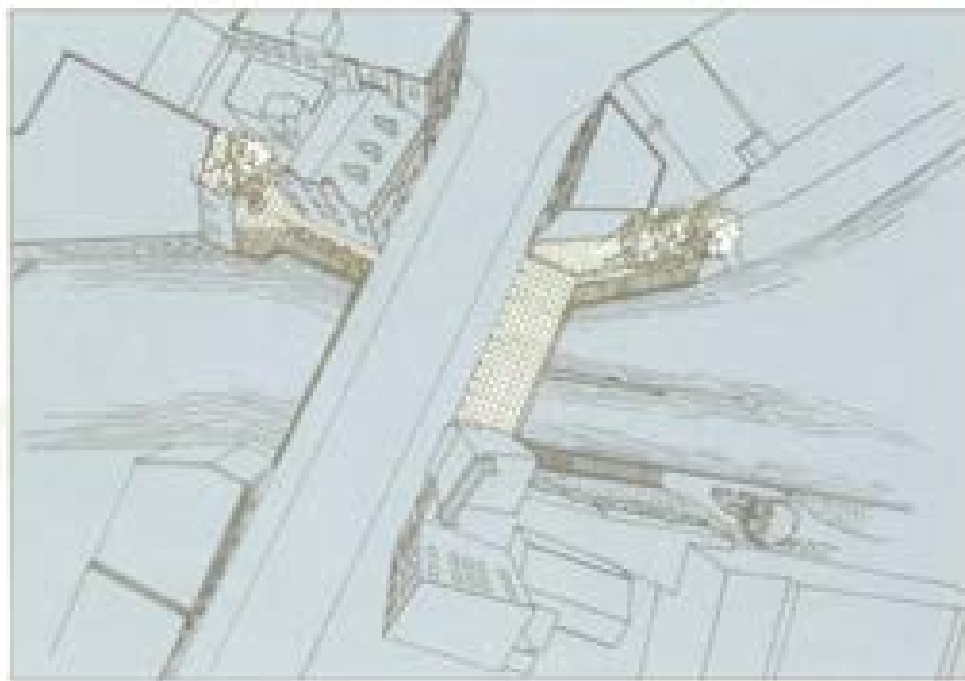
pears in the Atlas labeled 'Moley and Kimball-Rialto Building.' The Rialto Building was constructed ca. 1920-9. . . . " Currently the two-story structure is covered with a white and blue sheet metal veneer and is used as a furniture retail store and warehouse. Investigation has shown that no original building fabric remains. In addition, placement of sheet metal veneer destroyed the 1923 cornice and facade configuration.



World (Love's) Furniture Building



Martin Building



Opening up Lower Pawtucket Canal Totes

The second of the properties, the Martin Clothes Building, actually consists of two adjoining structures of approximately 7200 sq. ft. The north structure is a three-story, mid-19th century building of masonry construction that should be preserved. To the south is a one-story recent store-front building, sited on a platform over the Pawtucket Canal. Unfortunately, the Central Street facade has been radically altered. The

first floor wall surface of the three-story building has been covered with a fieldstone and pebble mosaic and simulated half-timbered trim. The upper two floors display the original brick facing, painted white. The one-story South building has a similar fieldstone and half-timbered motif above a continuous band of display windows. The rear wall is constructed from cement block which seems to indicate that the building is of recent vintage. The ground floor of both buildings is presently used as a retail clothing store for men.

Objective: To provide visual and pedestrian access to the Pawtucket Canal.

Preferred alternative: Due to the strategic siting of the World Furniture and Martin's properties over the Pawtucket Canal and due to their disruptive presence in the historic 19th century setting of Central Street, the Commission will acquire and remove these structures. These properties have been appraised and negotiations are ongoing for purchase. Relocation benefits will be provided and every effort is being made to help these owners remain in downtown Lowell. After acquisition and during demolition, archaeological assessments will be made to determine whether historic components,

such as the platform girders and foundation abutments, can be preserved and integrated into the design of the proposed observation sites on either side of the Central Street bridge.

Public observation sites overlooking the Hamilton Mills upstream and the Lower Pawtucket Canal gatehouse, locks and falls downstream would be constructed. Pedestrian access to the canal tow path would also be provided.

View from World
Furniture Building
etc.



View from Martin
Building etc.



UNITED STATES OF AMERICA



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BENJAMIN FRANKLIN

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Costs
and
Phasing



Budget

Budget

The following budget information appears on the opposite page:

- Summary of Development Costs by Project
- Projected Operating Costs, 1962-66

Additional budget information can be found in the Details of the Preservation Plan and includes:

- Fiscal Year 1979-81 operating and development budgets
- Cultural program operating budget
- Summary of development costs by program
- Costing methodology and assumptions

Development Budget

The Commission development budget contains funds for acquisition, construction, cultural exhibits, transportation projects and physical grants and loans. Because the Commission is not eligible for Land and Water Conservation Act monies, all funds are currently appropriated from the agency-wide National Park Service construction budget. It is recommended in the future, that as a separate agency within the Department of the Interior, the Commission should be listed as a separate line item within the Department budget.

The Commission's projected development budget is primarily made up of costs associated with the five key projects, physical grants and loans, and transportation. These items account for over 90% of the \$80 million development budget. This budget does not include funds appropriated in fiscal years 1979 and 1980. Most of these funds, which total \$1.455 million, have already been obligated or expended.

The plan calls for development costs to be organized in three Phases as follows: Phase I (1961-1966), Phase II (1967-1968) and Phase III (1967-1968). Development costs are scheduled to peak in Phase II thereby allowing adequate time to complete major projects before the Commission ends its work in 1968.

As previously indicated, spending has been directed towards projects and programs that will stimulate complementary private investment. It is projected that Commission expenditures over the next eight years will encourage private sector spending of \$125-\$150 million in the Park and Preservation District.

Commission acquisition has purposely been minimized. Of the five properties slated for acquisition, a majority will be returned to private ownership with appropriate restrictions. The cost of land acquisition over the life of the Commission will be less than two million dollars. This policy is made possible by the special authorities in the Commission's enabling legislation. In order to properly administer these non-traditional programs, such as grants and loans, many standard budgetary practices must be modified. For example, it is not possible to specify which nationally significant structures within the Preservation District should receive matching grants several years from this date, or precisely determine a future rehabilitation plan. Private development is dependent upon the financial climate and the quality of a proposal and its proponents. The Commission is dependent upon private development initiatives. The recommended grant program provides the flexibility to fund the best proposals as well as to provide strict selection criteria which will ensure accountability to the Department of the Interior.

Operating Budget

The Commission is organized as a planning and implementation agency. Its operating objective is to develop self-supporting projects and programs.

Responsibilities include:

- Maintaining a professional staff and office.
- Administering operating and construction programs.
- Initiating and supervising grant, loan, technical assistance and cultural programs.
- Reviewing private building activities in the Preservation District to ensure their historical compatibility.

Presently, the Commission has a professional staff of eleven permanent employees and five additional positions are proposed over the next three years.

Current Organizational Chart



The Commission has attempted to minimize day-to-day maintenance and property management responsibilities. Financial incentives are directed towards assisting with capital needs. Plans exist to own and manage one major structure and to lease a second. The few additional acquisitions will be eventually offered for competitive re-sale with use restrictions which support Park efforts. Property management, when necessary, will be accomplished by cooperative agreement with the NPS or by private contract.

Increased operating needs after FY 1981 are largely attributable to the concentration on cultural activities. This necessitates additional administrative personnel and the operation of two program sites, the Lowell Manufacturing Company (Market Mills) and proposed Cultural Center.

The following additional staff positions will be requested:

- Cultural Program Coordinator (facility manager)
- Financial Officer
- Construction Supervisor
- Draftsperson
- Clerk Typist

In the past year and a half, the Commission staff has gone from a single temporary employee to a self-sufficient multi-disciplinary agency Administration, planning, community relations, architectural design and a majority of contracting work are now performed in-house. The quality of the staff and their dedication, combined with the reputation of individual Commission members, has played an important role in establishing a positive agency image.

Acquisition/Rehabilitation	Cost	A/R	Total	Before	Phase
Scott Mill (bdgs. 5,6, grants, materials)	\$ 2,200	\$121	\$ 2,307	yes	1,11
H & H Paper (bdgs. 2,3)	2,200	200	2,400	yes	1,11
Scott Mill Park	380	27	417	no	11,111
Market Mills	958	48	1,000	no	1
Early Residence	441	20	461	no	1
Brand	530	—	530	no	—
Acquisition/Demolition					
Martin's Clothes	441	11	452	yes	1
World Furniture	380	—	380	yes	1
Grants (Rehabilitation)					
Center City (20%)	2,500	—	2,500	no	
Lower Falls (10%)	500	—	500	no	
Acre (15%)	750	—	750	no	
Chapel Hill (10%)	750	—	750	no	
District-wide (10%)	500	—	500	no	
Loan program	750	—	750	—	
Transportation					
Parking	1,700	180	1,880	—	11,111
Trolley	1,800	800	2,600	—	1,11,111
Pedestrian related	300	—	300	—	11,111
Canal Barges	400	—	400	—	11,111
	<u>\$12,307</u>	<u>\$760</u>	<u>\$20,067</u>		
			1,432 (previously obligated)		
			<u>\$21,500</u>		

Projected Operating Costs

Fiscal Year	82	83	84	85	86	87	88
Total	\$700	\$700	\$700	\$680	\$680	\$600	\$600

*All figures in (\$00's) thousands.

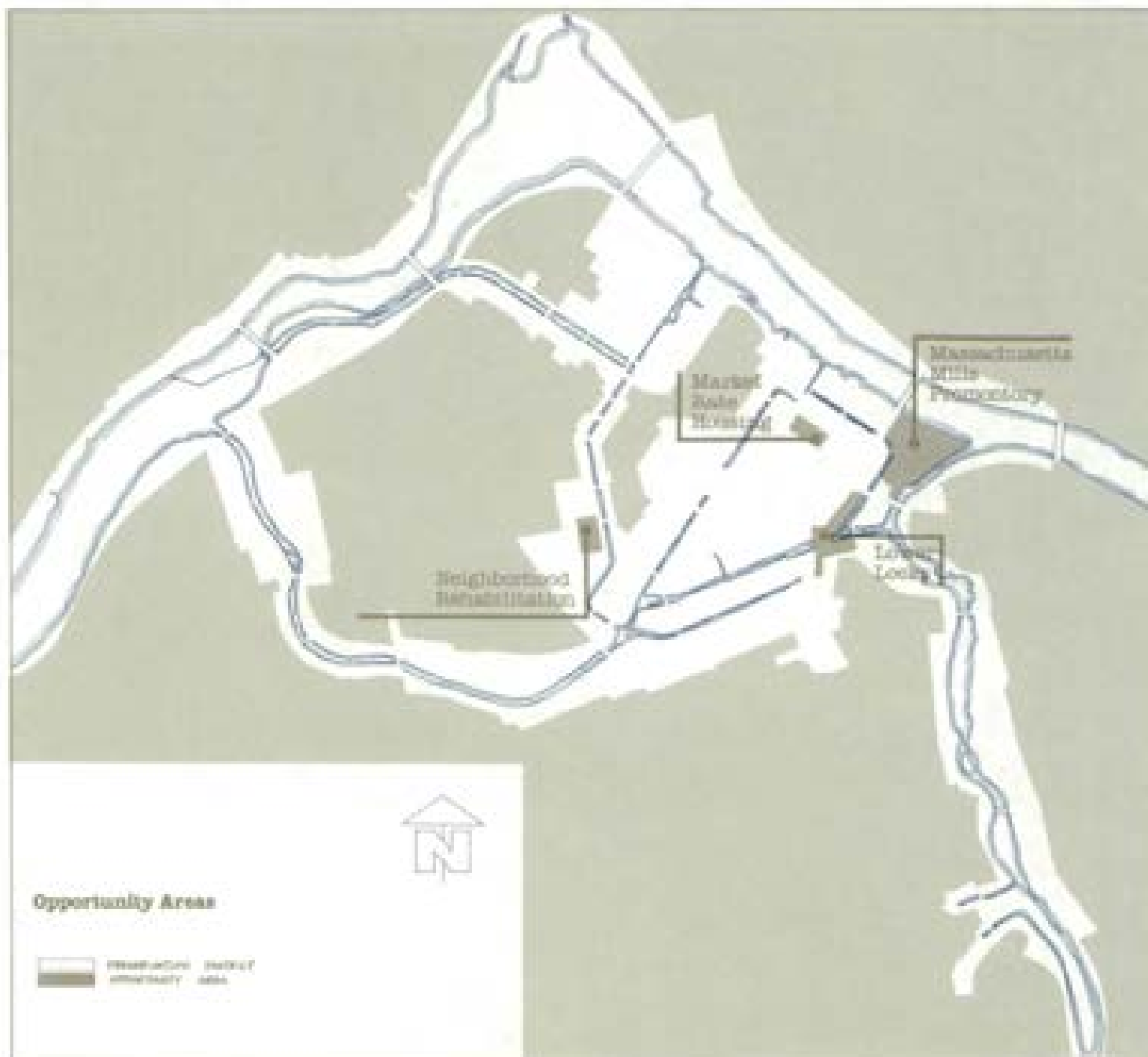
Fiscal Year 1979 and 1980 operating and development budgets can be found in the Details of the Plan.





Beyond the Plan

As part of the formulation of the Preservation Plan, many programs and projects were assessed that were consistent with the Commission's themes and standards but which were not within either the Commission's funding abilities or legal responsibilities. They were nonetheless explored because they represent opportunities that could occur beyond the Preservation Plan. The vision of Lowell as a great American city, rich in buildings and people, is still as real as Nathan Appleton's and Patrick Tracy Jackson's vision in 1881. Nothing has to be invented. The lessons of the past are there and waiting to be revived in this unique city of living and working places. The following paragraphs and illustrative drawings are reflections on what might occur "beyond the plan".



Neighborhood Rehabilitation

Of the two neighborhoods in the Preservation District, the Acre offers both the greatest opportunity and the greatest need for rehabilitation of an historic neighborhood. It is an area of major significance, although its current physical state provides difficult preservation problems.

Historically, the Acre was composed primarily of turn of the century

housing blocks which presented a streetscape of connecting facades—a unique Lowell variation of the traditional "triple-decker." Many of the individual buildings were constructed by the mill workers who lived there and are now an important documentation of private home construction by people of modest means during Lowell's early years.

Unfortunately, progressive deterioration of the housing stock has led to the fragmentation of this once vital Irish and Greek neighborhood. In con-

trast to their surroundings, two important landmarks, Saint Patrick's Church and the Holy Trinity Orthodox Church, are well maintained.

After an assessment of the Acre, based upon site visits and discussions with residents, neighborhood leaders and City agencies, it became clear that the Commission's role was best served by offering technical assistance to develop a neighborhood rehabilitation model.

Of the building groups considered in the Acre, the properties in the area of

the corner of Marion Street and Broadway present the best opportunity for developing a neighborhood rehabilitation model. The two properties consist of six buildings in which there are a total of thirty-six apartments, rented primarily to the elderly and to low income families. The drawings on the page below illustrate some of the opportunities available. For more detailed information concerning the project and the available funding, refer to the Details of the Preservation Plan under the section entitled Assistance.

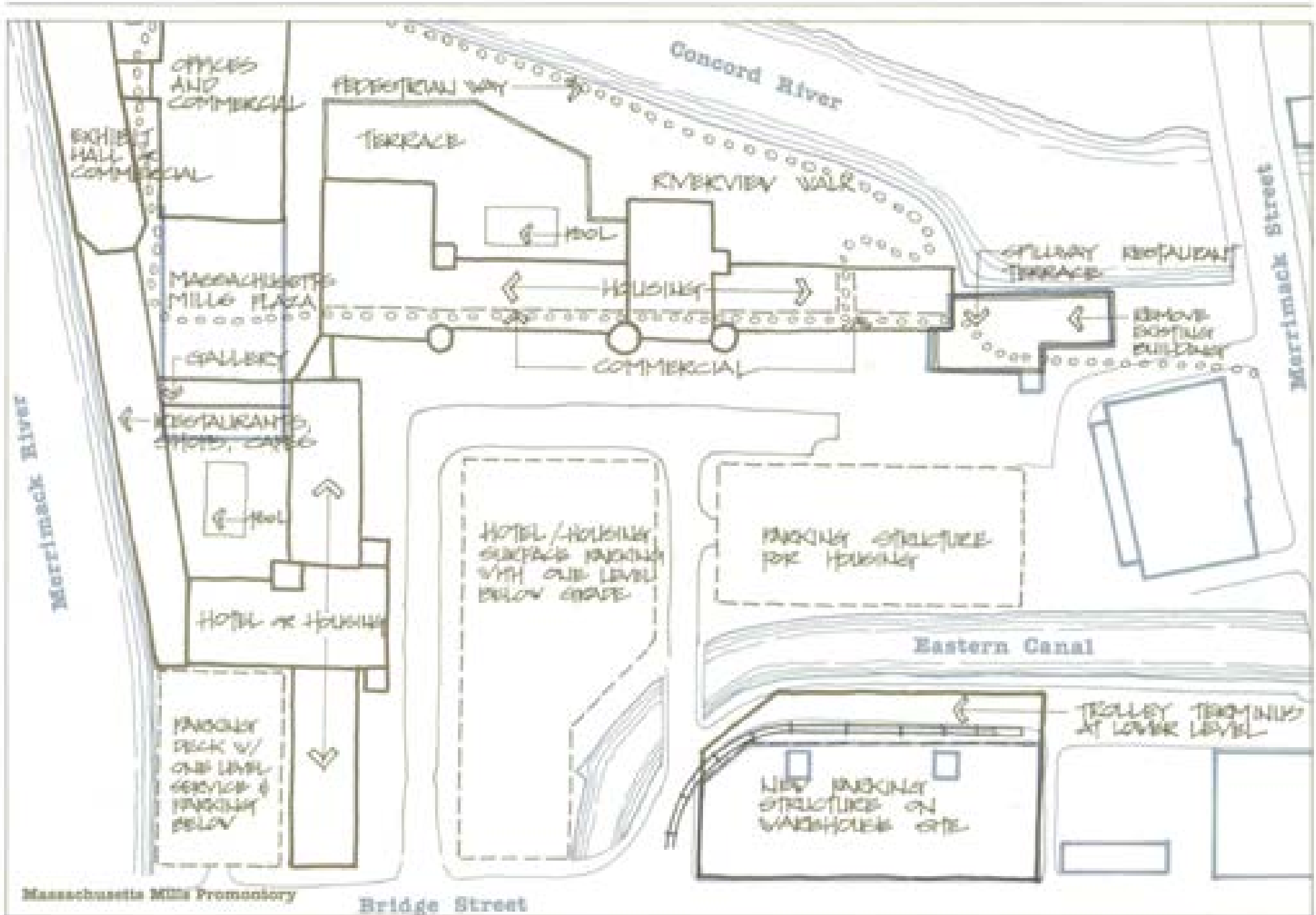


Massachusetts Mills Promontory

This promontory is the prominent site of the original Massachusetts Mills Buildings, circa 1838, which are almost as old as the earliest portions of the Best Mill. The Massachusetts Mills, though now densely grouped, had a much more open plan until the 20th century when the buildings occupied by Sullivan Brothers Fringing were built in front of the main mills. Another significant building space within this area is the abandoned Massachusetts Mills boiler house (1910) on the headland at the confluence of the Merrimack and Concord Rivers. This is one of the largest and most impressive industrial spaces in Lowell and merita preservation because of the scale and integrity of its structure. The balance of this area, bounded by the Pawtucket and Eastern Canals, contains no other nationally significant buildings. Because of the relative absence of buildings, the open spaces along the west bank of the Concord River explain more clearly than any other mill site in Lowell the classic relationship between the locks and canals and the rivers.

At present, the property is exclusively used for light industrial and commercial purposes. No provision is made for public access to the historic mill buildings and the dramatic boiler house at the very end of the promontory stands abandoned. The millyards themselves have been radically altered and filled in with surface parking, loading areas and service buildings—no vestiges of the historic landscaping remains, not even along the grand open space bordering the Concord River.

A look into the future suggests that this promontory might be one of Lowell's most valuable historic resources if a development strategy could be pursued that would remove the non-contributing structures and undertake an adaptive reuse and preservation of the historic mill buildings. The structures are bound by rivers and a canal. Because of their proximity to the city center, this area offers a unique opportunity to recreate an environment of living, working, and recreational places. The site plan on the opposite page indicates how the nationally significant structures might be preserved, opened to public view and given a variety of new uses that would be complementary to both their historical integrity and Lowell's future development.



Massachusetts Mills Promenade

Bridge Street

Market Rate Housing

The Trade School is composed of two buildings constructed in 1800 and 1838 and bounded on the north by French Street and on the south by Faige Street. It is soon to be vacated and should be preserved as an historically significant property. The Commission's level of involvement would be limited primarily to technical assistance and perhaps a grant for cultural programs. An adaptation for market rate housing is suggested and can serve as a model for the creative and economically sound reuse of older buildings which can support the goals of the National Park.

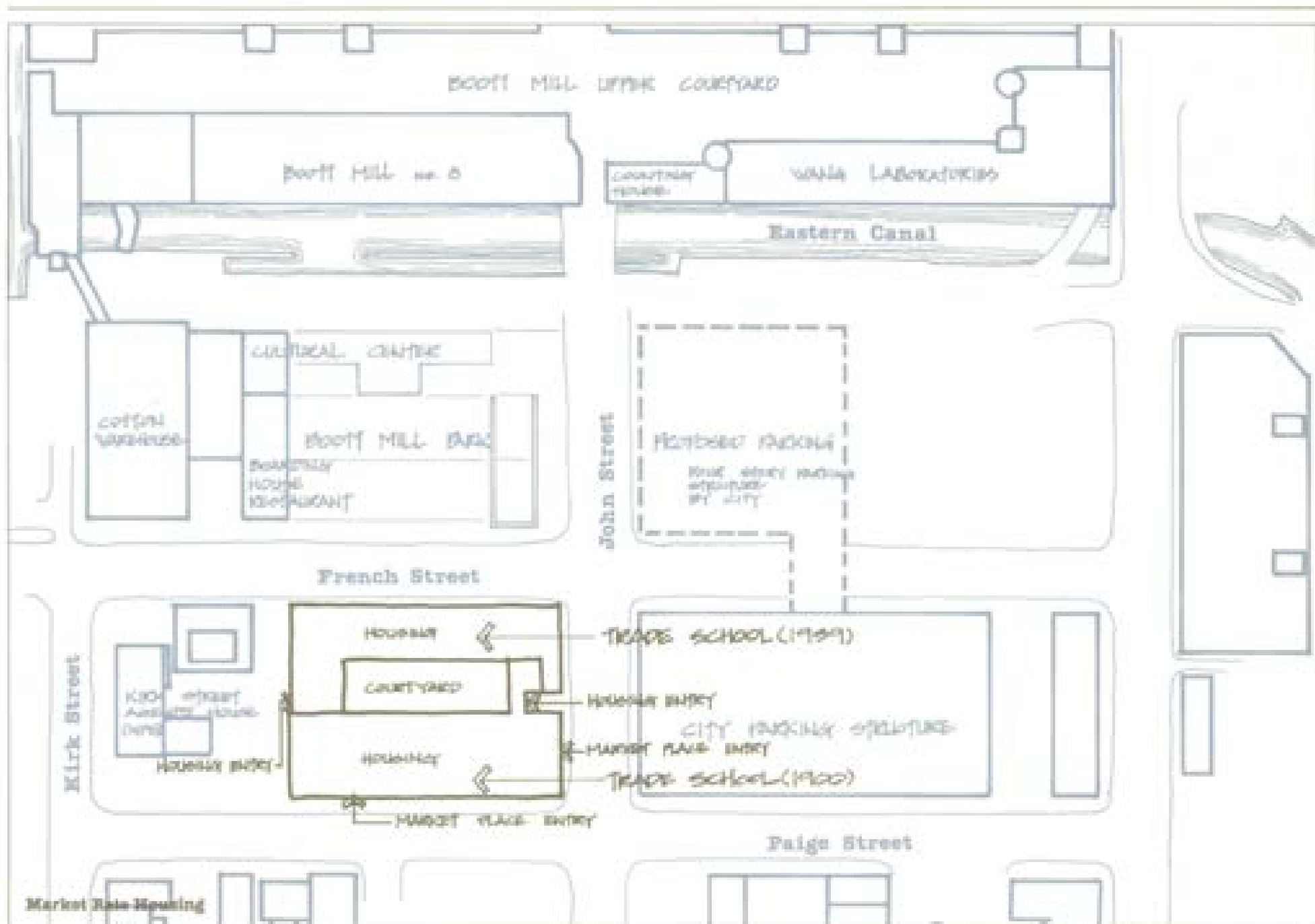
At present the Trade School property is owned by the City of Lowell and is partially used for adult education and vocational training. The building, although it is underutilized and not of major historic or cultural importance, is in a sense a local landmark. With the presence of its stiffly aged, intricate brickwork, it is difficult to imagine a new building that would be more complimentary in providing a backdrop for the proposed Scott Mill Park. For these reasons, various alternatives were explored for the

adaptive use of the building. Of all the alternatives, a program for market rate housing presented the best opportunity for developing a use that was supportive.

The following drawings depict the adaptive use floor plans and illustrate how effective this specific conversion to housing might be. It is further suggested that the large open space at level one of the south building be considered for use as a public facility—appropriate uses might range from an indoor market place filled with ethnic food stalls to an educational program site. The building is especially suited for a mix of public and private uses. The existing building provides for separate use zones, both vertically and horizontally, and provides separate entrances.

The Trade School also is representative of the way in which many financial incentive programs can be utilized for a preservation project. It can also provide much needed downtown housing.

For further information concerning the development of the Trade School, refer to the Details of the Preservation Plan under the section entitled Assistance.



Lower Locks

The area known as the "Lower Locks" is just south of the city center and bounded by Central, Warren and Merrimack Streets and the Concord River. The area is divided by the Lower Pawtucket Canal which in turn feeds the Eastern Canal and then flows down to the Concord River over a series of locks and falls. Of particular historical significance are the following properties:

- **The Rex Lot.** A peninsula of land bound by water on three sides and Merrimack Street on the North. The property is the site of the now-demolished Prescott Mills, originally part of the Massachusetts Mills, one of Lowell's major textile corporations.
- **The Lower Locks.** A series of locks, waterfalls and canal control structures stepping down from the Lower Pawtucket Canal to the Concord River below. This property is unique in that it dramatically portrays the story of canal and control structures in a setting that is in close proximity to downtown Lowell and the center of the National Park.
- **Strand Theatre.** On Central Street, near Warren, the classic facade of the Strand Theatre (1917) is still intact and forms the entrance to an elongated arcade or flyer, parallel to the Lower Pawtucket Canal and leading to a mid-block lobby and theatre. The complex, although unoccupied and vandalized, is still regarded as a great cultural resource—so strongly a part of Lowell's memories and history.

At present, the Rex lot and the edges of the canal surrounding the Lower Locks are devoted almost exclusively to parking and parking access drives. The Strand Theatre, on the other hand, is entirely vacant and awaits either adaptive reuse or demolition. And yet, the opportunities in this area are enormous, not only because of the open space along the canal edges, but also because of the historic and cultural resources of the adjacent properties.

The Rex lot, for example, offers development alternatives that would clearly articulate and respect the archeology of the mills. One alternative would be to reshape and lower the parking surfaces in such a manner that the original mill foundations might be exposed and that a lead-shaped pedestrian way could be constructed. Another alternative would be to develop new construction following the foundation outlines of the original buildings. These building "footprints" strongly state the design attitudes of Lowell's early builders toward the creation of pedestrian walkways, open spaces and vistas and relationships between buildings.

Preliminary surveys of the Strand Theatre indicate that to renovate the Central Street facade, arcade and the large theatre itself is an undertaking that cannot be justified in terms of the total cost and projected return. As an alternative, it is proposed that the Strand might be saved by the following development strategy. Preserve the Central Street facade and supporting structure to enclose a small open-air exhibit room or commercial operation. Remove

a portion of the long arcade structure and reinstate the historic low path as an outdoor public walkway to the Lower Locks park. Alter the existing lobby and theatre balcony and build a meeting space/gallery, an "Agora", that would serve as a new theatre lobby as well as a sky-lighted arcade bounded by shops and cafes. And finally, repair and restore the theatre orchestra, seating and backstage as a performance center. It is also possible that a new commercial structure, "wrapped around" portions of the restored orchestra and backstage, might be viable and compliment the preservation of the Strand. In this case, both facades could open onto the new entrance gallery and cooperatively share facilities. This alternative presupposes that the property at the corner of Warren and Central Streets was made available.

There is strong community support for the preservation of the Strand. A community group, Save Our Strand (S.O.S.) has raised funds and successfully circulated petitions. In response, the Commission has agreed to provide funds for temporary repairs and to request additional funds in its budget should a rehabilitation plan become feasible.

The site plan on the adjacent page depicts the suggested development alternatives and illustrates how they might both enrich and animate these historic sites and begin to extend the vitality of the city center to the south along Central Street.

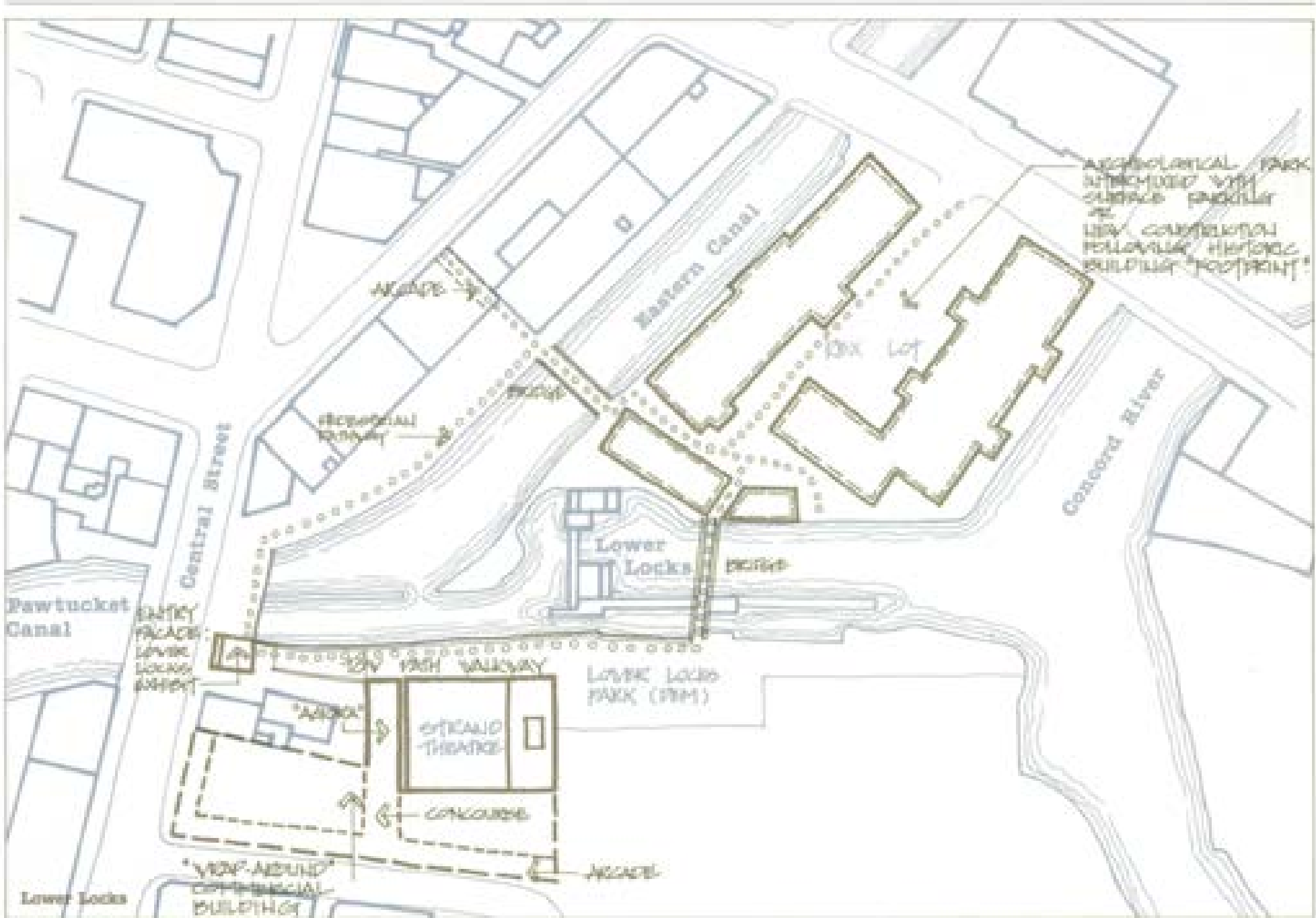


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