

Final
general management plan
august 1981

D-1598A

LOWELL



NATIONAL HISTORICAL PARK / MASSACHUSETTS

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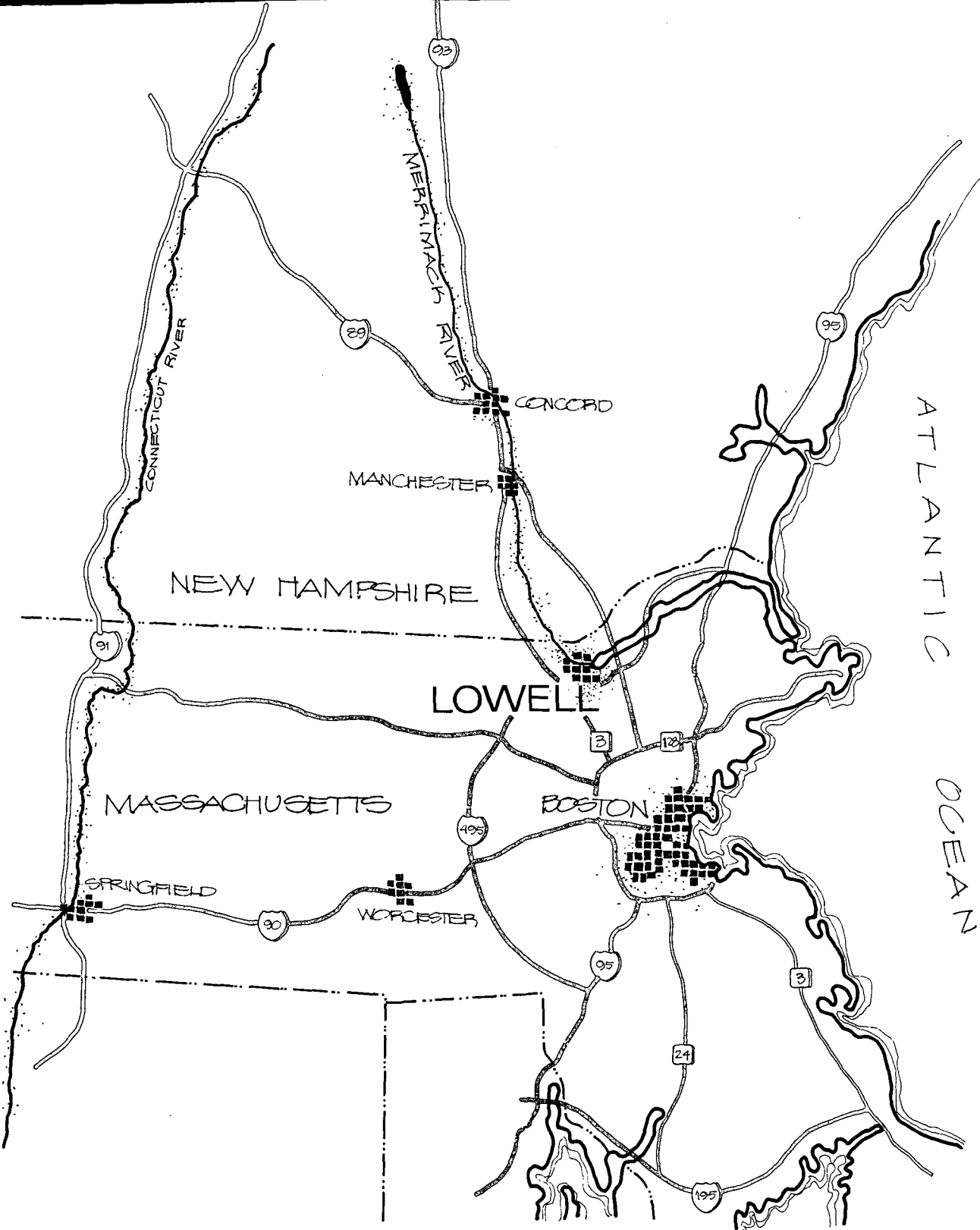
FOREWORD

Lowell, Massachusetts, 30 miles northwest of Boston, was founded in the early 19th century and became the most significant planned industrial city in America. Lowell's factory system, which used the waterpower of the Merrimack River, combined new technology with revolutionary forms of organization and finance to provide for the mass production of cotton cloth. The entrepreneurs of Lowell developed a 5.6-mile canal system, complex hydraulic machinery, and other technological innovations. A unique labor system was also introduced--New England farm girls (known as the mill girls) were recruited as the first mill operatives and provided a reliable labor force. However, deteriorating working conditions and foreign immigration led to the replacement of the mill girls with Irish, French Canadian, Polish, and Greek immigrants. Gradually the Lowell textile industry declined because of competition from other mill cities, labor unrest, and poor management.

Today much of Lowell's past remains within the housing, commerce, and industry of this 20th-century city. In addition to the industrial artifacts, the city retains much of its ethnic and cultural heritage. Lowell National Historical Park is dedicated to the interpretation of this rich social and cultural heritage and the nationally important technological and architectural resources.







NO SCALE



VICINITY

■■■■ LOWELL NHP

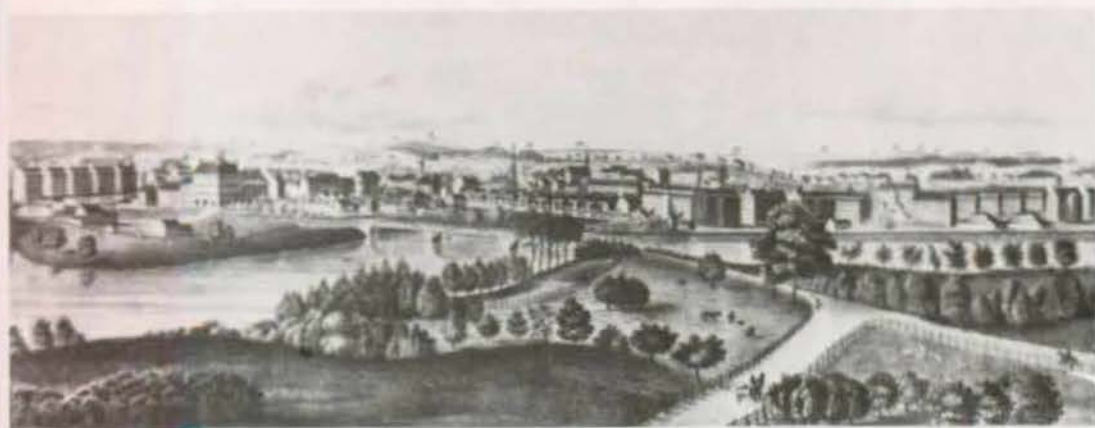
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Development of
Lowell's mills —
early to late 1800s



LOWELL NATIONAL HISTORICAL PARK
GENERAL MANAGEMENT PLAN



UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

GENERAL MANAGEMENT PLAN



INTRODUCTION

PARK CONCEPT

Lowell National Historical Park, authorized by Congress on June 5, 1978, represents an innovative park concept in the National Park System. The concept adopted at Lowell provides for a historical/cultural park in an urban environment, with a unique partnership between federal, state, and local governments and the private sector. Components of this concept include the preservation of important historic resources, the rehabilitation of historic structures for adaptive use; and the interpretation of social, ethnic, cultural, and technological themes. Cooperative agreements between interested public agencies and the private sector are fundamental to achieving this concept. Its successful implementation will further promote the revival of downtown Lowell and will provide recreational opportunities for an urban population.

Lowell has hundreds of historic structures, and the rehabilitation of certain ones for adaptive use is a particularly important part of the park concept. The rehabilitation of buildings will involve repairs or alterations to allow for modern use, but the integrity of the properties will be preserved.

Cooperative agreements among the many entities interested in the urban park will enable the more efficient use of public funds, existing programs, and personnel. These cooperative agreements and other arrangements will also allow the Park Service to minimize its ownership of property within the park, while still being involved in the treatment and uses of properties. The principal agencies in Lowell include the Lowell Historic Preservation Commission, the National Park Service, the Massachusetts Department of Environmental Management, and the city of Lowell.

LEGISLATION

The initiative to establish the park began in the early 1960s when a Model Cities community group proposed the revitalization of Lowell through the rediscovery of its heritage. In 1972, the City Council designated the "historical park concept" as the focus for future urban development, and city and state officials channeled their efforts and funding into the proposal. In 1975, Congress established the Lowell Historic Canal District Commission to prepare a plan for the "preservation, interpretation, development and use of the historic, cultural, and architectural resources of the Lowell Historic Canal District." Based on the report, referred to as the Brown Book, Congress established Lowell National Historical Park under the jurisdiction of the National Park Service. A surrounding historic preservation district was established under the supervision of the Lowell Historic Preservation Commission, a new agency of the Department of the Interior. The Massachusetts Department of Environmental Management is also participating in the administration and development of the park and district.

The primary purpose of the legislation is to "preserve and interpret the nationally significant historical and cultural sites, structures, and districts in Lowell." The overall intent is to preserve these resources, while maintaining and enhancing the urban environment and economy of Lowell.

National Park Service Role

The legislation authorizes the National Park Service either to purchase or lease some or all of eight structures in the park. Actual property ownership will be minimal. The Park Service's primary responsibilities will be historic preservation, historical interpretation, technical assistance for facade and structural rehabilitation, and the purchasing or leasing of certain historic structures for park uses.

Preservation Commission Role

The Lowell Historic Preservation Commission, which officially began operations in January 1979, was given responsibilities beyond the normal functions of federal agencies involved with historic preservation. It is to act as a facilitator to encourage and financially assist in a variety of preservation and rehabilitation projects, and it is to be involved extensively within the national park and preservation district.

The Preservation Commission was mandated by Congress to produce a preservation district plan, scheduled to be completed in 1980. The plan focuses on Lowell's "way of life" as its major theme. The goal is to "tell the human story of the industrial revolution in a 19th-century setting by encouraging cultural experiences in Lowell."

Some of the Preservation Commission's major functions are:

- to establish grants, loans, and easement programs for preservation and to encourage the varieties of cultural expression in Lowell

- to develop programs and appropriate uses for the ten specific properties for which the Preservation Commission was made responsible in the legislation and to assist in preservation, restoration, management development, or maintenance of these properties

- to prepare an index of historic and cultural properties to be preserved, restored, developed, or maintained in the preservation district

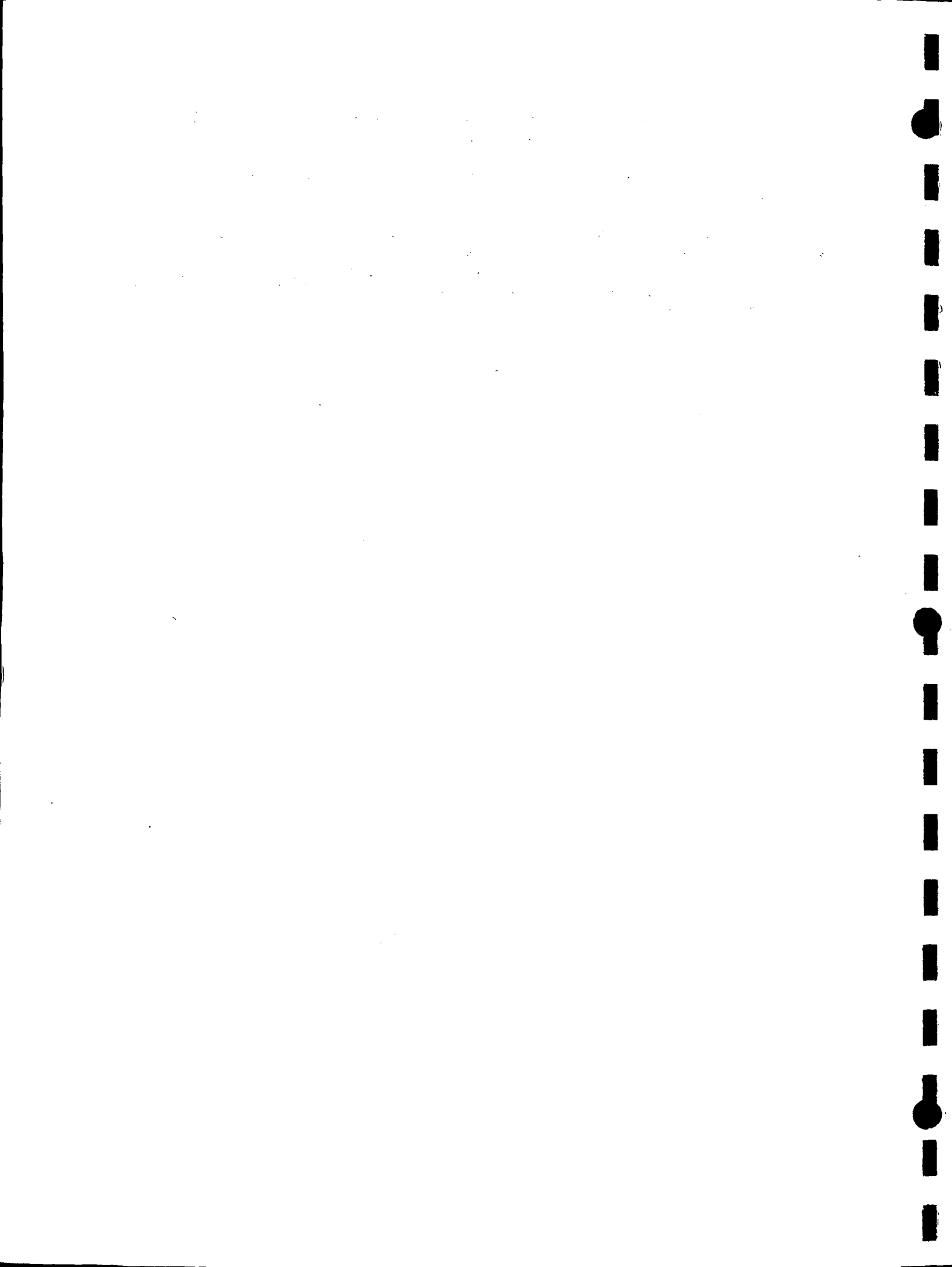
- to establish standards and criteria for construction, preservation, restoration, alteration, and use of properties within the preservation district and park

- to assist in the preparation of architectural designs for specific district and park buildings

to prepare commercial development packages for preservation and rehabilitation of historic properties

to participate in developing a transportation program within the park and district

The Preservation Commission was established for ten years. The activities it proposes to fund will, for the most part, become self-sustaining over time. Its remaining regulatory and administrative functions will presumably be transferred to the Park Service after the Preservation Commission is dissolved.





PROPERTIES THE NATIONAL PARK SERVICE IS AUTHORIZED TO PURCHASE OR LEASE

- 1 H and H PAPER COMPANY
- 2 KIRK STREET AGENTS HOUSE
- 3 MERRIMACK GATEHOUSE
- 4 STRUCTURES CONTAINING THE JADE PAGODA
- 5 SOLOMON'S YARD GOODS
- 6 OLD CITY HALL
- 7 WANNALANCIT TEXTILE MILL COMPLEX
- 8 LOWELL MANUFACTURING COMPANY COMPLEX

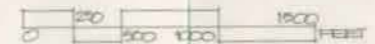
PROPERTIES THE LOWELL HISTORIC PRESERVATION COMMISSION SHALL PRESERVE, RESTORE, MANAGE, DEVELOP, OR MAINTAIN

- 9 AHEPA BUILDING
- 10 BOOTT MILL COMPLEX
- 11 EARLY RESIDENCE - 45-47-49 KIRK STREET
- 12 JORDAN MARSH COMPANY BUILDING
- 13 LOWELL GAS LIGHT COMPANY
- 14 LOWELL INSTITUTION FOR SAVINGS
- 15 LOWELL MANUFACTURING COMPANY COMPLEX
- 16 ST. ANNE'S CHURCH AND RECTORY
- 17 WELLES BLOCK
- 18 YORICK CLUB

STATE PARK HEADQUARTERS AND INTERPRETIVE CENTER

- 19 MACK BUILDING

- LOWELL HISTORICAL PRESERVATION DISTRICT
- LOWELL NATIONAL HISTORICAL PARK



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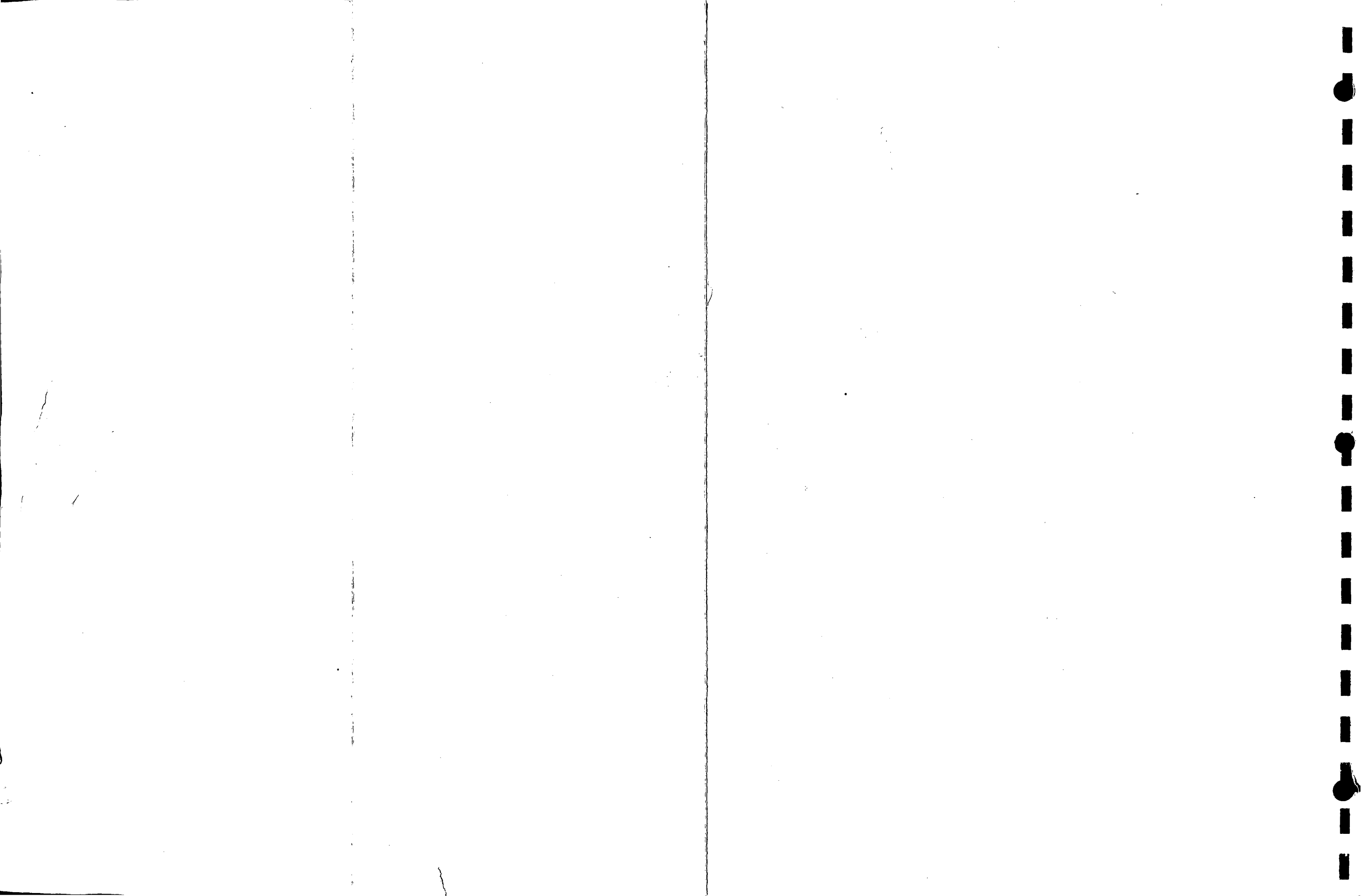
UNITED STATES DEPARTMENT OF THE INTERIOR
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* MAP INCLUDES ALL PROPOSED BOUNDARY CHANGES

LOWELL NATIONAL HISTORICAL PARK AND PRESERVATION DISTRICT

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PURPOSE OF THE GENERAL MANAGEMENT PLAN

The enabling legislation required the National Park Service to develop the General Management Plan for Lowell National Historical Park and submit it to Congress not later than three years after the date on which funds were made available to carry out the act. The purpose of the General Management Plan for the park will be to provide a basis for interpretation and visitor use, cultural resources management, and general development within the park. The plan also outlines cooperative agreements and technical assistance measures that will be undertaken to fulfill the goals of the park. Future changes made in the plan will be reviewed by the Preservation Commission, the Lowell City Manager, and the commonwealth of Massachusetts.

The implementation of this plan is proposed to be accomplished in three phases over the next ten years; however, the management approach described in the plan should serve as a long-range guide for park operations. Actual implementation of the plan will depend on appropriations from Congress. This plan includes most activities that are planned for the park; however, other documents that are being prepared by the Preservation Commission, the commonwealth of Massachusetts, the city of Lowell, and others should be consulted for further information.



Lowell's canals and mills — 1980

INTERPRETATION AND VISITOR USE

Lowell is not, as is sometimes claimed, the birthplace of the industrial revolution in America. Most of the developments associated with this phenomenon in the nation's history had their origins elsewhere. But it was in Lowell that these developments converged in a way that made them truly revolutionary. Lowell National Historical Park commemorates America's most significant planned industrial city, where new forms of technology, power generation, finance, labor, and industrial organization were combined on a scale that portended today's industrialized and urbanized society.

The importance of Lowell extends well beyond the story of its early years as pioneer and symbol of a new era. The Lowell experience offers unique opportunities to interpret the full socioeconomic, technological, and environmental implications of the industrial revolution, from Lowell's bright beginnings through decades of decline to the present revitalization. Lowell's physical resources include the original 5.6-mile power canal system, major cotton textile mill complexes, and evolutionary streetscapes of commercial and residential structures. Lowell's rich cultural heritage, reflected in the ethnic diversity of its citizens, is equally important.

It will be the function of Lowell National Historical Park to interpret for visitors the historical and cultural resources of Lowell. Special activities and programs that complement interpretation will be offered through cooperative efforts by federal, state, local, and private groups associated with the park. At the same time, the park will assist the city in preserving its historical resources within the context of modern urban life. This preservation effort will be a major part of the visitor experience. If 19th-century Lowell represented a laboratory of industrialism, then the Lowell of today plays a similar role in the revitalization of America's decayed industrial cities through a unique partnership of federal, state, and local agencies and the private sector. Lowell will once again be a pioneer and symbol of a new revolution in America.

INTERPRETATION

The purpose of interpretation at Lowell National Historical Park will be to relate to visitors the significance of the industrial revolution in American history as reflected in Lowell.

The Lowell experience became the symbol and physical manifestation of this sweeping transformation of American society. From its advent as the foremost cotton textile center in the nation, through its decline and into its current revitalization, it foreshadowed the industrialized, urbanized lifestyle characteristic of today and helped an agrarian people adapt to a new way of life. Through interpretation, Lowell can offer a unique insight into the broader consequences of the industrial revolution.

Interpretive Programs

An information/orientation center in the Lowell Manufacturing Company complex (Market Mills) will introduce visitors to the park's interpretive themes and visitor services that will enable them to plan visits tailored to the depth and variety of experiences desired. Interpretive centers, theme museums, exhibits in place, and wayside exhibits will offer detailed interpretation throughout the park.

Interpretation of all major park themes will be provided and significant sites will be accessible to all people. Visitors will be encouraged to spend some time at the following sites: the Lowell Manufacturing Company complex, the Mack Building, Old City Hall, the Merrimack Gatehouse, the Kirk Street Agents' House (Linus Child House), H & H Paper Company and adjacent boardinghouse park, the Boott Mill complex, the Wannalancit Mill complex, the Tremont Yard, and significant portions of the canal system. Additional interpretation will be provided along Pawtucket Boulevard and in Lowell-Dracut State Forest. A full range of interpretive offerings will be detailed for visitors at the information/orientation center.

Special cultural and educational programs, sponsored by the National Park Service (NPS), Lowell Historic Preservation Commission (Preservation Commission), Massachusetts Department of Environmental Management (DEM), the city of Lowell, and private groups will supplement the park's ongoing interpretive activities. A major park objective will be to maximize the use of Lowellians of different ages and backgrounds for this purpose. An oral history program based on the living and working experiences of Lowellians will be developed and recorded for visitors. Local citizens familiar with the operation of Lowell's mills and factories or with the neighborhoods and lifeways will be encouraged to offer their services as volunteers in parks (VIPs) and share their insights with visitors. They will also become key participants in a continuing series of programs, festivals, and special exhibits.

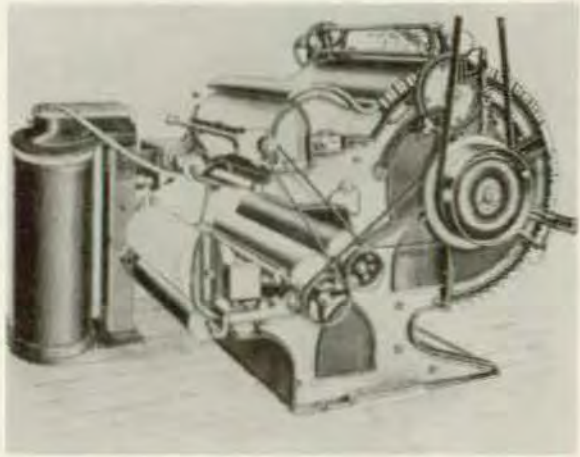
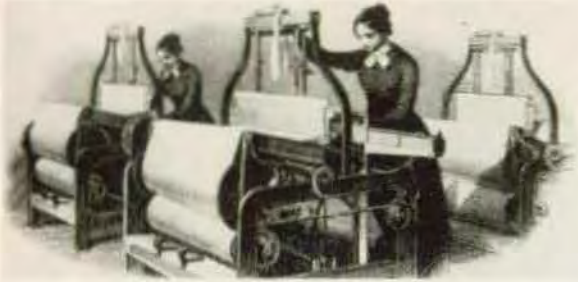
Interpretive Themes

The park's interpretive themes will be communicated through different types of media and on varying levels of complexity so that interpretation will stimulate interest and provide for the enjoyment of a complete spectrum of visitors. Detailed interpretive planning will be described in an interpretive prospectus.

Interpretation will focus on five major themes outlined below. These themes are chapters in the story of Lowell's unique and representative role in the industrial revolution - "the other American revolution."

Themes	Location
<u>Power</u>	
Water Power Canals	Mack Building, Merrimack Gatehouse, other sites along the canal system
Mechanical Hydropower	Boott Mill complex, Wannalancit Mill complex
Hydroelectrical Power	Boott Mill, Northern Canal hydroelectric plant
Steam	Boott Mill
Power Transmission	Boott Mill
<u>Capital</u>	
The Lowell Factory System	
The Waltham Experiment	Kirk Street Agents' House
The Boston Associates and the Corporation	Kirk Street Agents' House
Management	Kirk Street Agents' House, Boott Mill
<u>Labor</u>	
Changes in Work: Farm to Factory	Boott Mill
Changes in the Work Force	
Mill Girls	
Living	H & H Paper Company and adjacent boardinghouse park
Working	Boott Mill
Immigrants	
Living	Boott Mill
Working	Boott Mill
Worker Responses to Factory Life	Boott Mill, Early Residence
<u>Machines</u>	
Changes in Technology	Boott Mill
Cotton Manufacturing Process	Boott Mill
Workers' Relationship to the Machine	Boott Mill
Spread of Technology	Boott Mill, Dutton Street parking lot (wayside exhibit)
<u>The Industrial City</u>	
The Planned Industrial City	Old City Hall
The City and the Corporation: Changing Relationships	Old City Hall
A City of Immigrants	Old City Hall
Decline and Revitalization	Old City Hall

Original textile machinery used in mills
Photos courtesy of Lowell Historical Society,
Lowell Museum, University of Lowell



Strategy For Interpreting Park Resources

To the greatest extent possible, the park's interpretive programs will focus on Lowell's existing historic resources, which will be closely tied to the interpretive themes listed above. Services offered by NPS and DEM personnel, together with theme museums, wayside exhibits, and other markers, will be the principal means of interpretation.

Information and Orientation. The information/orientation center will be on the first and second floors of the Market Street building in the Lowell Manufacturing Company complex. The interior space offers an architecturally dramatic example of a textile mill that can be adaptively used for other purposes. An audiovisual presentation and exhibits designed to convey an overall sense of the park's primary interpretive themes will be offered. The facility will be designed for an average stay of 30 to 45 minutes, encouraging visitors to experience the resource for themselves. NPS and DEM personnel will orient visitors to the attractions of the park, preservation district, city, state, and the New England region. A full range of free informational literature will be available, and a separate sales area will offer other park-related publications.

Arrangements will be made for Lowell to provide general tourist information at a tourist center in the information/orientation center. A sales area, general seating, and comfort facilities will be available. Office space will be provided for NPS visitor services staff. (See the Information/Interpretive Centers map on the inside of the back cover.)

Interpretive Locations and Facilities. A major NPS interpretive center will be at the Boott Mill complex, with other exhibits in the downtown area at Old City Hall, the Merrimack Gatehouse, the Kirk Street Agents' House, the H & H Paper Company, and the Wannalancit Mill complex. Archeological interpretation may be done in the Tremont Yard, behind the Kirk Street Agents' House, and in the parking lot adjacent to the H & H Paper Company. Other major NPS interpretive activities will take place along the canal system.

The DEM's primary interpretive locations will be the Mack Building and contiguous park, the Francis Gate area, the Lower Locks area, along the canal banks, and at the Tremont Yard. Other state areas will include Pawtucket Boulevard and Lowell-Dracut State Forest.

Tours. Visitors will be able to choose from a variety of guided and self-guided tours. Guided tours connecting key interpretive centers in the downtown area will be offered by the NPS and DEM. These agencies will also sponsor interpretive tours by boat along Lowell's canal system. Self-guided walking tours related to various themes will be offered at sites such as the Wannalancit Mill complex, Tremont Yard, the Northern Canal walk, downtown, the Acre, and other locations.

Outreach Program. An active community outreach program that will encourage maximum involvement in park-related activities by school groups and other organizations throughout the region.

The residential/conference center planned for the south unit of the Kirk Street Agents' House could provide overnight accommodations for educational groups.

Literature and Sales. Pamphlets and brochures providing orientation and interpretation will be available free of charge at various locations in the park. Other park-related publications will be sold at the information/orientation center. It is expected that the Lowell Museum Corporation will function as the park's cooperating association.

RECREATIONAL ACTIVITIES

Recreational activities will complement interpretation of the park. Visitors will be able to take advantage of a variety of large and small museums, the performing arts, walking and biking along the canals and banks of the Merrimack River, boating in portions of the canal system, and riding trolleys. Opportunities for boating and fishing on the Merrimack River and biking and picnicking along Pawtucket Boulevard and in Lowell-Dracut State Forest will also be available.

VISITOR SUPPORT SERVICES

A large percentage of visitors will be seeking food services, hotel and motel accommodations, and general information on available services.

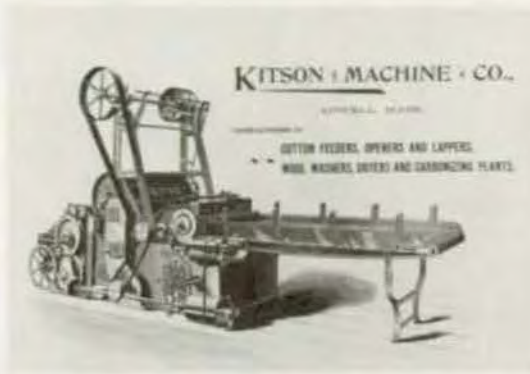
Tourist information, provided by a local tourism staff, will enable visitors to select hotel and motel accommodations, restaurants, medical facilities, and religious services. The NPS, DEM, and Preservation Commission will work with the city of Lowell to provide information on interpretive and recreational activities.

Available food services will range from snack bars to restaurants. A restaurant with an outdoor cafe may be developed adjacent to the Old City Hall in association with a portion of the space now occupied by the Solomon's Yard Goods and Jade Pagoda buildings.

VISITOR USE PROJECTIONS

A study of visitation patterns for 11 comparable historical parks in populous areas suggests that by 1990 some 700,000 to 1,000,000 people can be expected to visit the park annually. This range will depend on changing American lifestyles--if recent trends such as increased leisure time, higher disposable incomes, and growing interest in history decline, only 700,000 visitors may be expected in 1990. The price and availability of gasoline may also affect visitation, but only slightly; when there is a fuel shortage, Americans in urbanized areas travel shorter distances rather than cancel vacations or long weekend plans. The changing lifestyles or fuel shortages may generate more day trips to Lowell from nearby metropolitan areas such as Boston.

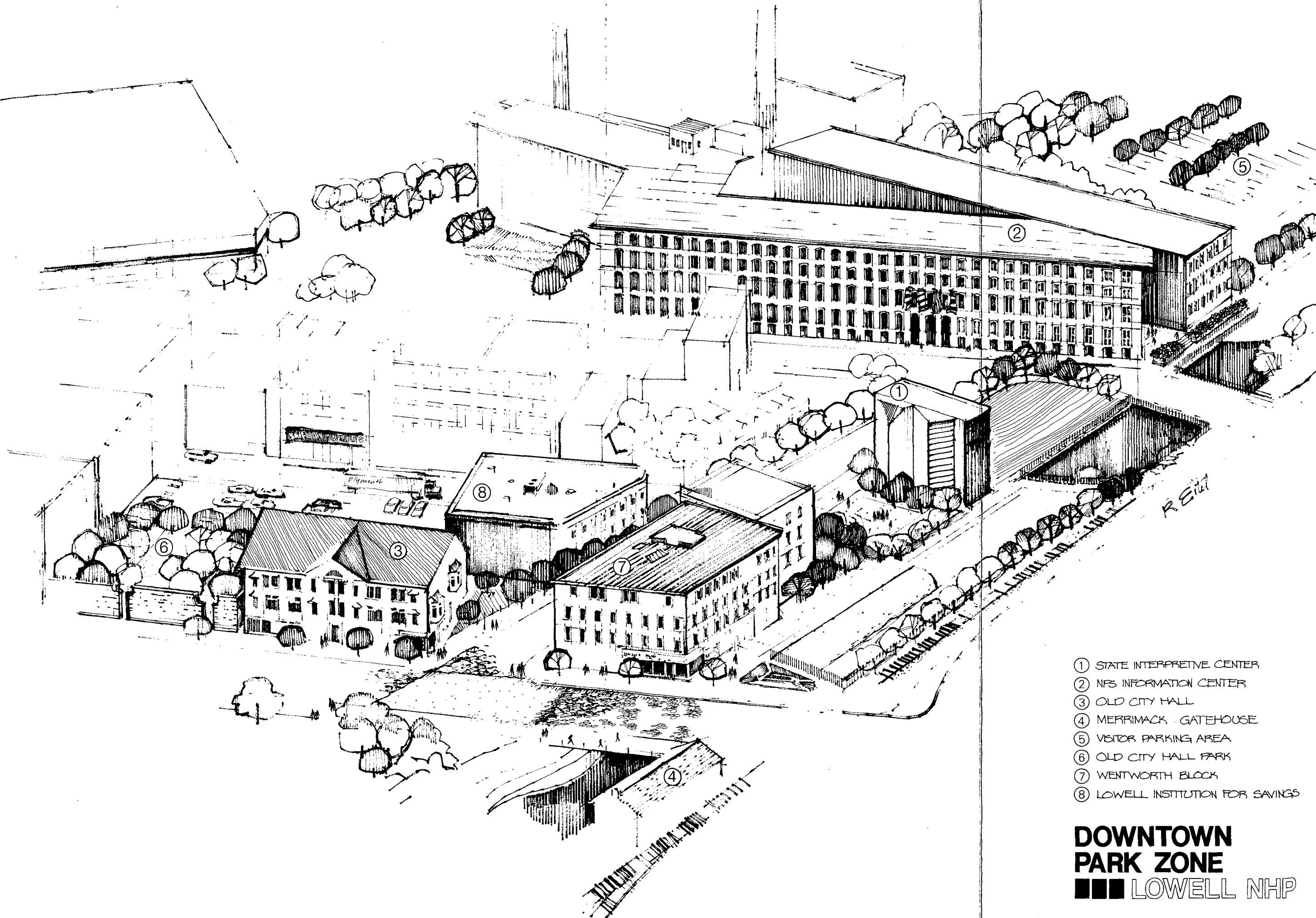
Lowell's people and mill machinery
Photos courtesy of Lowell Museum,
University of Lowell



About 50 percent of the park's annual visitation is likely to occur during the summer. About 30 percent will come in the fall, and 20 percent will come in the winter and spring. On an average summer day, some 5,000 visitors will be expected in the park--weekends will attract up to 5,500 visitors, and weekdays will attract about 4,500 visitors. As many as 4,000 people will be visiting the park during the peak hours of the day, from 12 noon to 3 p.m. on a peak day.

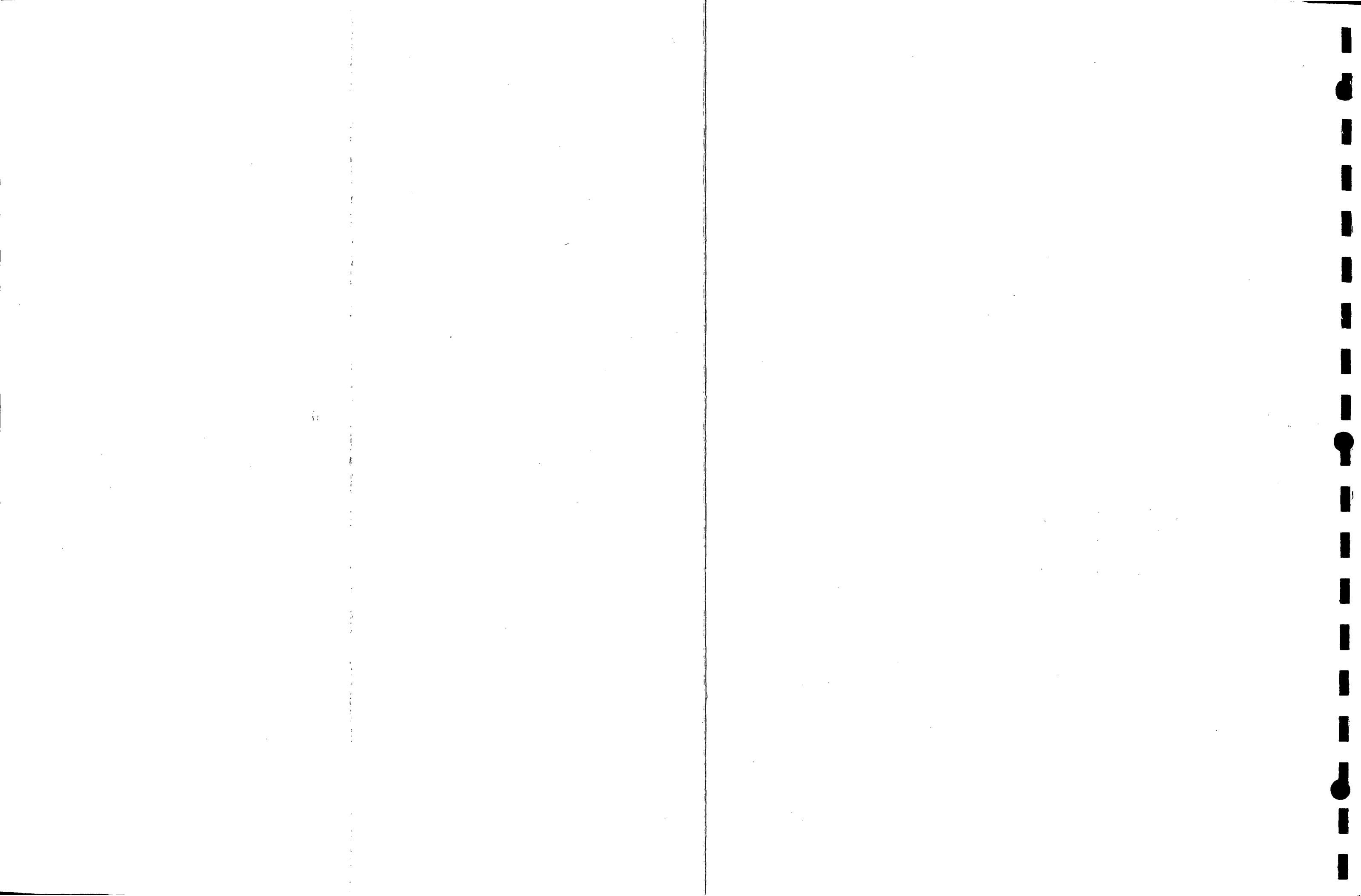
Visitors to the park can be separated into two primary groups: local residents and people from out-of-town. Only a small percentage of visitors to the park will be residents of the greater Lowell area. Up to 60 percent of the visitors will be seeing the park for the first time, and 50 percent of the visitors are expected to come from areas over 300 miles away.

Projected increases in park visitation levels underscore the need for substantial expansion of hotel space in Lowell.



- ① STATE INTERPRETIVE CENTER
- ② NPS INFORMATION CENTER
- ③ OLD CITY HALL
- ④ MERRIMACK GATEHOUSE
- ⑤ VISITOR PARKING AREA
- ⑥ OLD CITY HALL PARK
- ⑦ WENTWORTH BLOCK
- ⑧ LOWELL INSTITUTION FOR SAVINGS

**DOWNTOWN
PARK ZONE**
■■■ LOWELL NHP



RESOURCES MANAGEMENT

OVERVIEW OF CULTURAL RESOURCES

A considerable part of mid- and late-19th century industrial Lowell survives in this modern-day city. Among the cultural resources within the park and preservation district are the 5.6-mile power canal system and related structures, seven of the original mill complexes, and hundreds of significant commercial, residential, and religious structures. The architectural styles of early residential buildings range from Colonial to High Victorian, and many of the surviving commercial buildings are excellent examples of Italianate, Gothic Revival, and French Second Empire architectural styles. Although few of the earliest residential and industrial buildings remain, the cultural resources in Lowell are physical manifestations of major themes in the nation's history, such as the American industrial revolution, life and labor in an industrial society, immigration, and industrial urbanization in America.

The various 19th- and 20th-century structures and the canal system are represented in three historic districts that are listed on the National Register of Historic Places. Two of the districts--City Hall and Locks and Canals--are also local historic districts that were established under Massachusetts General Law.

City Hall Historic District

This district encompasses much of the downtown park area. The commercial, residential, religious, and public buildings typify 19th century industrial Lowell.

Locks and Canals Historic District

Most of Lowell's original power canal system and supporting structures, the remaining seven of ten textile mills that were served by the canal system, and other structures associated with the Lowell textile mills are included in the district.

Merrimack-Middle Street Historic District

This area incorporates the heart of Lowell's central business district, including Merrimack Street and adjacent sections of Middle, Central, and Prescott streets. The buildings in the district date from 1833 to 1963; those constructed in the 1870s and 1880s predominate.

Under contract with the National Park Service, the architectural firm of Shepley, Bulfinch, Richardson, and Abbott has prepared a cultural resources inventory of all buildings and structures within the park and preservation district. The city of Lowell is preparing a nomination form for multiple resources within the remainder of the city.

INTERAGENCY MANAGEMENT OF CULTURAL RESOURCES

The Park Service will cooperate with DEM, the city of Lowell, the Preservation Commission, and the private sector in the preservation and management of historic structures and sites. Shared responsibility by

these government agencies and the private sector will encourage a variety of approaches to cultural resource preservation, with emphasis on the adaptive use of historic structures.

Preservation and management of the Lowell canal system will be shared by the Proprietors of the Locks and Canals on the Merrimack River (Locks and Canals), DEM, and NPS, according to a 1979 agreement. The primary responsibilities of each organization are listed in the "Canal System Management" section.

Structures Authorized For National Park Service Acquisition

The park's enabling legislation authorizes the Park Service to acquire, in fee or less-than-fee, seven structures within the park zone. To date the Park Service owns the Kirk Street Agents' House, the Jade Pagoda, Solomon's Yard Goods, and Old City Hall. The Merrimack Gatehouse, Old City Hall, the Kirk Street Agents' House, H & H Paper Company, and the Wannalancit Mill complex are listed on the National Register of Historic Places.

Old City Hall: The most important early municipal building in Lowell, this structure has served combined government/commercial functions. Constructed in 1830 by the town of Lowell, the building served as the town's (and later the city's) principal meeting hall. However, alterations to the building in 1854 resulted in its conversion to a municipal office building. A private party acquired the building in 1896 and made major changes to the interior and exterior of the structure to facilitate its commercial use, and it has continued to serve a commercial function. There are stores on the first floor, offices on the second floor, the third floor is vacant, and the cellar is used for storage.

The building bears little resemblance to its original appearance. In 1854, a third floor was added, and the first floor level was lowered to the present sidewalk elevation. A one-story addition was built on the south side in 1886. Ten years later the owner rebuilt the second and third floor partitions, modernized the first floor partitions, to include the one-story western addition, and drastically altered the facades.

Jade Pagoda and Solomon's Yard Goods: These one-story commercial structures are located on Merrimack Street. Although they occupy lots sold by the Locks and Canals in 1828, neither are of historical or architectural significance and both are incompatible with the structures in the surrounding area. The buildings were four-story structures that were severely damaged by fires. The top three floors of Solomon's Yard Goods were removed in 1962, and the ground floor facade was rebuilt. The original building, now occupied by the Jade Pagoda restaurant, was remodeled in 1942.

Merrimack Gatehouse: One of the finest canal structures in Lowell, the Merrimack Gatehouse was built in 1848 as part of an improvement to the Lowell canal system. The gatehouse contains three sluice gates that control the flow of water from the Western Canal through the new Moody Street Feeder to the Merrimack Canal, increasing the water supply to the

Merrimack Mills and regulating the flow to the Boott Mills. For a short time in 1972, the structure housed the Dandy Lion flowershop. Since 1976 it has been the site of Lowell's Bicentennial headquarters/visitor center, the Lowell tourist center, and NPS visitor information center.

The only alteration to the exterior of the building has been replacement of a window on the south wall by a door in 1973. Interior changes have been the addition of a wooden platform and rest rooms, and the installation of a heating system and insulation. Otherwise the building remains as it was originally constructed--a one-story brick building with load-bearing walls and a wood frame roof structure covered with slate. The building is in good condition but will require substantial repairs.

The building is owned by the Proprietors of the Locks and Canals, which has full access rights to the building, and the land is owned by the Wamsuck Company.

Kirk Street Agents' House (Linus Child House): Constructed between 1845 and 1847, this 2½-story brick duplex, with basement, is a significant example of early corporate housing in Lowell. The structure was built by mill workers under the supervision of James H. Rand. The structure was a residence for corporate agents of the Massachusetts and Boott Cotton Mills until 1901. Since that time it has served as a roominghouse, YWCA, school offices, medical clinic, and classrooms.

A number of changes have been made to the original bearing brick walls and granite foundations. Brick and frame additions were built and later removed, except for the frame addition on the south unit. The addition on the south unit was repeatedly renovated during the 20th century. Partitions on the inside of the building have been added and some have been removed; some mantles have been taken out or replaced; and all finish material in the third floor of the north unit was removed following a fire. A boiler plant and stack were built behind the north unit, and a tunnel was dug under Kirk Street to connect the plant to the high school. The high school and boiler plant have severely altered the setting.

Wannalancit Mill Complex: Formerly the Suffolk Mills, this complex consisted of a countinghouse and mill buildings 5, 6, and 8. Although the complex was one of the earliest textile manufacturing companies in Lowell, the buildings that now exist date to a later period of construction, beginning in 1848 and ending in the 1880s.

The existing structural system of the three mill buildings is the same. They have masonry load-bearing exterior walls with wood beams supported by wood columns (cast-iron columns are on the first and second floors of buildings 6 and 8). The overall condition of the complex is good.

H & H Paper Company: This building was constructed between 1835 and 1838 as one of a series of boardinghouses for operatives of the Boott Mills and represents the physical relationship between mill operative housing and work locations.

The boardinghouses were originally three-story traditional brick buildings with gable roofs. Most of them have been demolished, and the H & H Paper Company has been radically altered. Among other changes, the gable roof and part of the third floor have been removed and replaced by a flat roof; the frame outbuildings have been removed; windows have been bricked in; the interior has been gutted and modified; and a new building has been appended to the front of the building.

Lowell Historic Preservation Commission Structures

Lowell Manufacturing Company Complex: This textile mill was chartered on February 8, 1828, to produce carpets and coarse cotton cloth. In common with the other Lowell textile mills, the Lowell Manufacturing Company complex has a complicated reconstruction history, with current buildings dating from the 1880s to the early 20th century.

The company is currently owned by Market Mills Associates. After renovation, it will be used for housing and lease space. The Park Service will lease a portion of the space for the park's information/orientation center.

The Welles Block: This 1846 commercial building originally housed office and store space. In the late 19th century it was used as a public hall for social and cultural affairs. Occupying one of the key sites in the Lowell central business district, it serves as commercial retail and office lease space.

The Jordan Marsh Company Building: The company occupies the Bon Marche' Realty Trust and Railroad National Bank buildings on Merrimack Street and the Mitchell Block on Kirk Street. Owned today by the Bon Marche' Realty Trust, the three buildings were constructed during the last quarter of the 19th century and are important examples of Victorian-style commercial architecture.

The upper floors of the buildings remain intact with only minor alterations to the historic fabric, but there has been major irreversible damage to the historic fabric on the first floors.

The Yorick Club: Constructed between 1855 and 1864 as a residence for officials of the Merrimack Manufacturing Company, the building remained in the hands of the company until 1901 when it was purchased as a young men's social club. It is one of the few remaining examples of housing owned by the first textile mill in Lowell. This Italianate-style building is a product of a 1901 restoration. Used today as a restaurant, the building is in excellent condition.

Lowell Gas Light Company: This 1859 structure typifies many characteristics of the Italianate style. The building is a key site in an area that expresses the evolution of commercial architecture in Lowell. The Preservation Commission has rehabilitated a portion of the building and provided office space for its staff. A facade grant will be supplied by the Preservation Commission for additional improvements to the exterior.

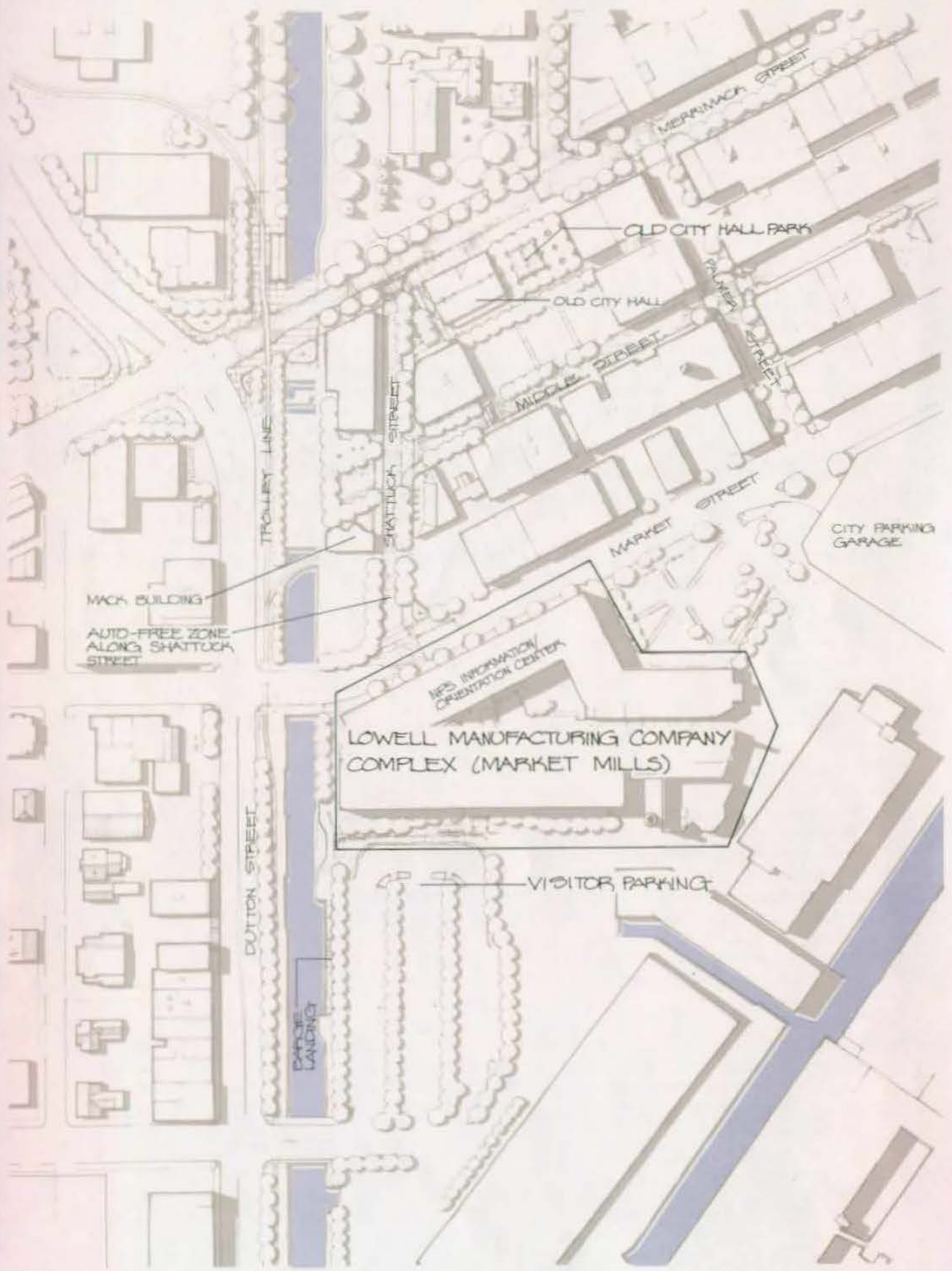
St. Anne's Church and Rectory: Constructed in 1825 and 1826, St. Anne's Church and Rectory were built of stone excavated during construction of the Lowell canal system. This first church in Lowell was designed by Kirk Boott and was important in the early relationship between the city and the manufacturers. The early Revival Gothic-style church and Greek Revival-style rectory are owned by St. Anne's Episcopal Church. Both structures are in good condition; only minor repairs are required.

Lowell Institution for Savings: This Greek Revival-style building was constructed in 1845 as a savings bank for the mill operatives. Since its construction, the building has had a number of tenants and has recently been renovated to accommodate a modern banking facility. The building is owned and operated by the Lowell Institution for Savings. It is in good condition; however, extensive historic fabric was removed in the renovation.

American Hellenic Education Progressive Association Building: This building was constructed in 1881 as the Kirk Street Primary School. The architecture has been identified as simplified Chateausque. The building is owned by the American Hellenic Education Progressive Association (AHEPA). Because of its association with AHEPA, the building is important to the story of the immigrants in Lowell. It is currently underutilized and needs major repairs.

Boott Mill Complex: This complex is architecturally and historically the most significant of the ten designated properties under the jurisdiction of the Preservation Commission. The millyard was constructed and then adapted over a 100-year period by the Boott Corporation, the eighth of ten original major textile corporations in Lowell. Of these original millyards, the Boott Mill complex is the most intact surviving example of the first phase of Lowell's mill construction. All four of the original 1835 mills in the Boott millyard survive as part of an interconnected series of mill buildings. The 1835 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 significant because it demonstrates the evolution of the earliest Lowell mills to meet the needs of expanding an increasingly restrictive site, bound by a canal and the river. The Boott Mill complex is one of the few corporations that managed to expand on its site while retaining and enhancing architectural quality of the mill's principal courtyard. The clock tower and belfry, completed circa 1865, are part of this later phase of construction and survive today as one of the most memorable architectural monuments in Lowell and as a symbol of the park.

Early Residence: These 2 1/2-story row houses were constructed ca. 1845-1849 and are examples of mid-19th century residential architecture. The structures are heavily modified Greek Revival style. The buildings, which are currently being acquired by the Commission, are structurally sound but need substantial repairs.



MERRIMACK STREET

OLD CITY HALL PARK

OLD CITY HALL

MIDDLE STREET

PALMER STREET

MARKET STREET

CITY PARKING GARAGE

TROLLEY LINE

SHATTUCK STREET

MAK BLDG

AUTO-FREE ZONE
ALONG SHATTUCK
STREET

INFO INFORMATION
ORIENTATION CENTER

LOWELL MANUFACTURING COMPANY
COMPLEX (MARKET MILLS)

DUTTON STREET

HARBOR
LANDING

VISITOR PARKING

Massachusetts Department of Environmental Management Structure

Mack Building: This Queen Anne-style commercial building was constructed in 1886 and served a commercial operation until 1959. The building has been altered over time (the fourth story was probably added between 1890 and 1905). The building has been renovated. It will serve as a state heritage park interpretive center for the downtown area of the park. The major focus of interpretation will be on themes related to hydropower.

PRESERVATION AND REHABILITATION OF BUILDINGS

Preservation of cultural resources within the park will be guided by the Secretary of Interior's "Standards For Rehabilitation" and by the Preservation Commission's "Index of Historic Properties" and its standards and criteria, which will direct restoration, rehabilitation, and new construction within the park and preservation district. The enabling legislation requires that the standards and criteria established by the Preservation Commission's Plan be incorporated into Lowell's zoning ordinances and regulatory reviews.

Adaptive use of historic structures will be emphasized and maximum preservation of the architectural and historical integrity of building or structural fabric will be considered when modifications are made to structures managed by the National Park Service.

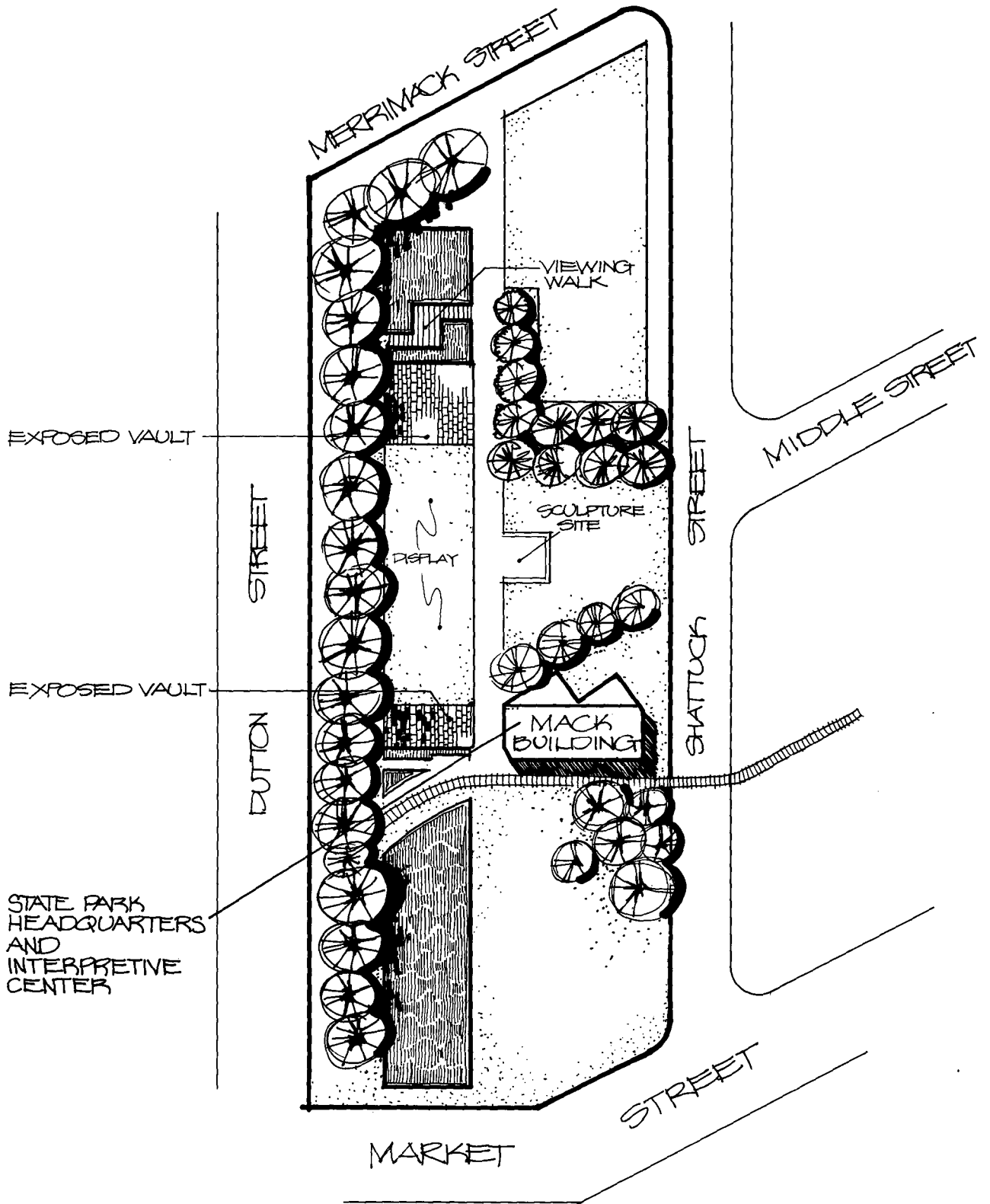
USE AND TREATMENT OF STRUCTURES AND SITES

The proposed use and treatment of NPS structures and sites will comply with park management objectives for interpretation and cultural resources protection. Preservation and rehabilitation will be the general approach to building exteriors, and interior treatment will vary from restoration to modifications for adaptive use.

The Park Service will comply with requirements of section 106 of the National Historic Preservation Act of 1966, the Advisory Council on Historic Preservation's Regulations for the Protection of Historic and Cultural Properties (36 CFR, Part 800), Executive Order 11593, and NPS preservation guidelines and management policies.

Lowell Manufacturing Company Complex

The park's information/orientation center will be on the first and second floors of the Market Street building. The remaining first-floor space and parts of the second floor will be leased. The upper floors of the Market Street building and of the adjacent structure will be adaptively used by a private developer for federally subsidized housing. An attractive entry from the Dutton Street parking lot will be cut through a three-window-wide section of both mill structures. The courtyard will be landscaped with plantings and seating areas. Direct access will be possible from the courtyard to the information/orientation center and to Market Street.



PROPOSED SITE TREATMENT STATE DOWNTOWN PARK AREA

■■■ LOWELL NHP

475 | 20002A
DSC | MAY 80

ON MICROFILM

Old City Hall

Uses. The Old City Hall will be adapted to serve several uses. The first floor will become an NPS interpretive center and visitor contact station. Exhibits and audiovisual presentations will focus on Lowell's development as an industrial city (as symbolized by the architectural evolution of Old City Hall), with a look at current urban revitalization in Lowell. A portion of the first floor may be leased for commercial uses compatible with park activities. The balance of the building will be used for the park's administrative offices and headquarters.

Treatment. The exterior of Old City Hall will be preserved in its present Colonial Revival style. Some of the missing architectural detail will be replaced and the late 19th-century storefronts will be rehabilitated. Interior space will be adaptively used, but remaining original detail on the upper floors will be retained to the greatest extent possible.

Specific development will include the addition of a new slate roof; major interior structural reinforcement; rehabilitation of storefront facades and fenestration; construction of new first- and second-floor interiors; repairs of windows, lintels, brickwork, and carpentry; construction of stair and elevator access; and sidewalk improvements.

Jade Pagoda and Solomon's Yard Goods

Uses. The structures will be removed, and the space will combine park use with a public-gathering or special events space and possibly a restaurant with an outdoor cafe.

Treatment. Design treatment will be compatible with the urban setting, making use of traditional building materials such as granite, brick, and, if appropriate, portions of the foundation walls. Period lighting will be employed, conforming to the street treatment of the downtown area. A portion of the space may be covered with transparent panels for year-round use. Public seating will be provided, and a small interpretive area may be developed.

Merrimack Gatehouse

Uses. This gatehouse will serve as an interpretive exhibit, using intact historic fabric to tell the story of the gatehouse's function in controlling a sophisticated hydropower system. Alteration to the structure will be minimal. Interpretation will be accomplished through personal services, a pamphlet, and graphic displays. The building will operate from early April through late October and at other times for special tours.

Treatment. The exterior will be preserved, retaining the entrance on Merrimack Street for visitor access. The interior will be returned to its historic appearance when it was actively used as a gatehouse by the Locks and Canals. Insulating materials in the ceiling, rest rooms, and the office will be removed. The historic office will be rehabilitated,

Photos courtesy of Lowell City Library



Tremont Gatehouse, Western Canal



Old City Hall, 1980



Old City Hall, ca 1890



Lowell Manufacturing Company, ca 1880s

including the reintroduction of space-heating stoves. A ramp around part of the inside of the gatehouse at street level will provide full access to the handicapped.

Kirk Street Agents' House

Uses. The north unit of the duplex will become the center for interpreting the role of capital in Lowell, emphasizing the lifestyle and function of mill agents in the corporate structure of Lowell's textile industry. Interpretation will employ personal services, audiovisuals, and exhibits, and possibly include limited use of period furnishings. The south unit will be adaptively used as a residential/conference center for educational and other groups and perhaps seasonally as a hostel.

Treatment. Interior treatment of the north unit will preserve the 19th-century historic fabric. The south unit will be rehabilitated to accommodate the conference center activities, with care taken to preserve its historic fabric.

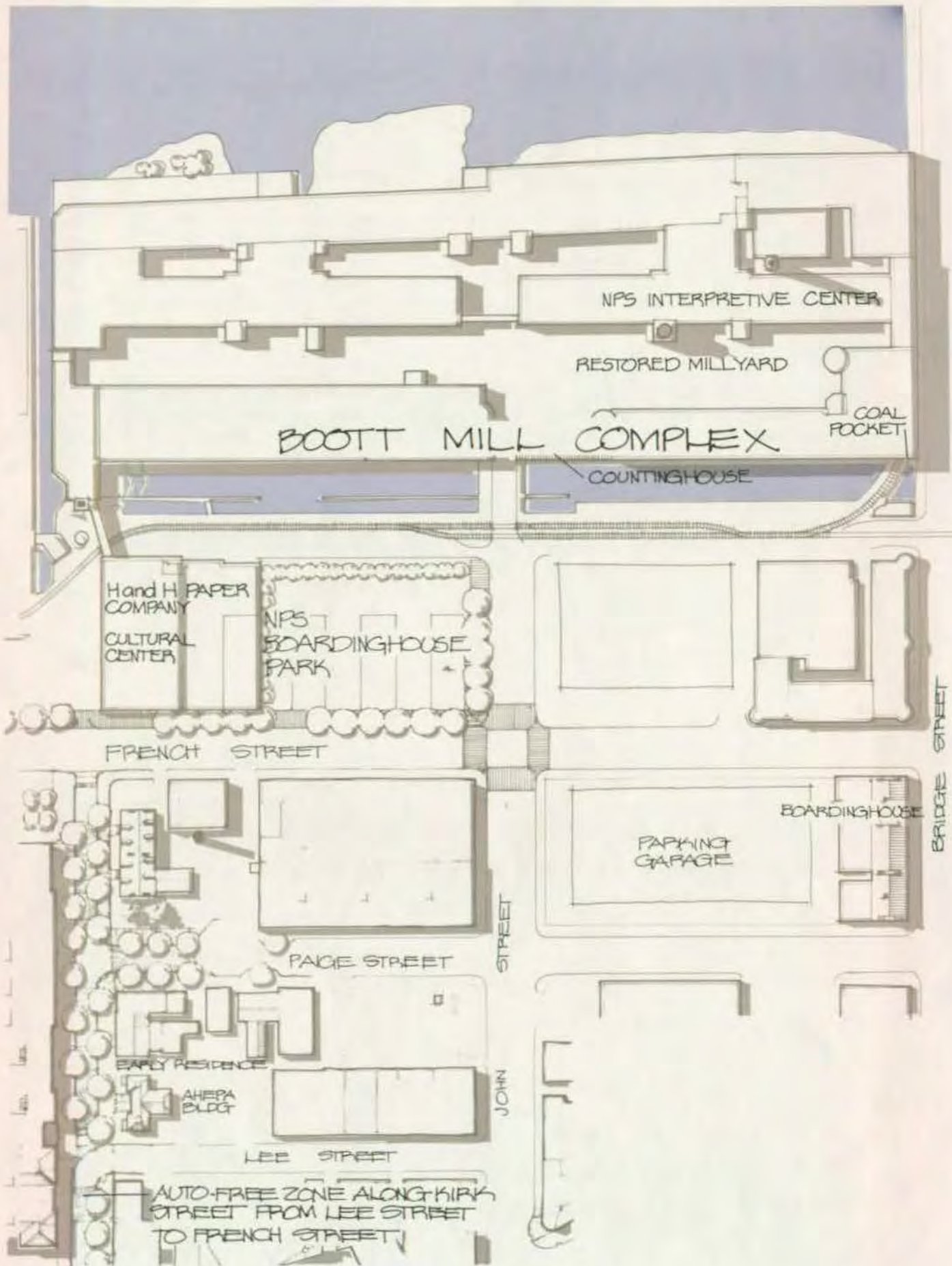
The building's exterior will be returned to its original appearance when it last served as housing for mill agents. Restoration will include, among other items, repair of the slate roof, reconstruction of the two missing dormers at the north end, reconstruction of a rear staircase, and reconstruction of the historic iron fence along Kirk Street. Barrier-free access will be provided on the first floor. Site treatment will depend upon archeological investigations and access requirements along the east side of the property.

Boott Mill Complex

Uses. The Park Service, in cooperation with the Preservation Commission, will pursue development of a portion of the Boott Mill complex. These agencies, together with the Boott Mill Corporation, will participate in a mixed-use development package being prepared by the city of Lowell and its consultant, the American City Corporation. The bulk of the complex will be used by the private sector.

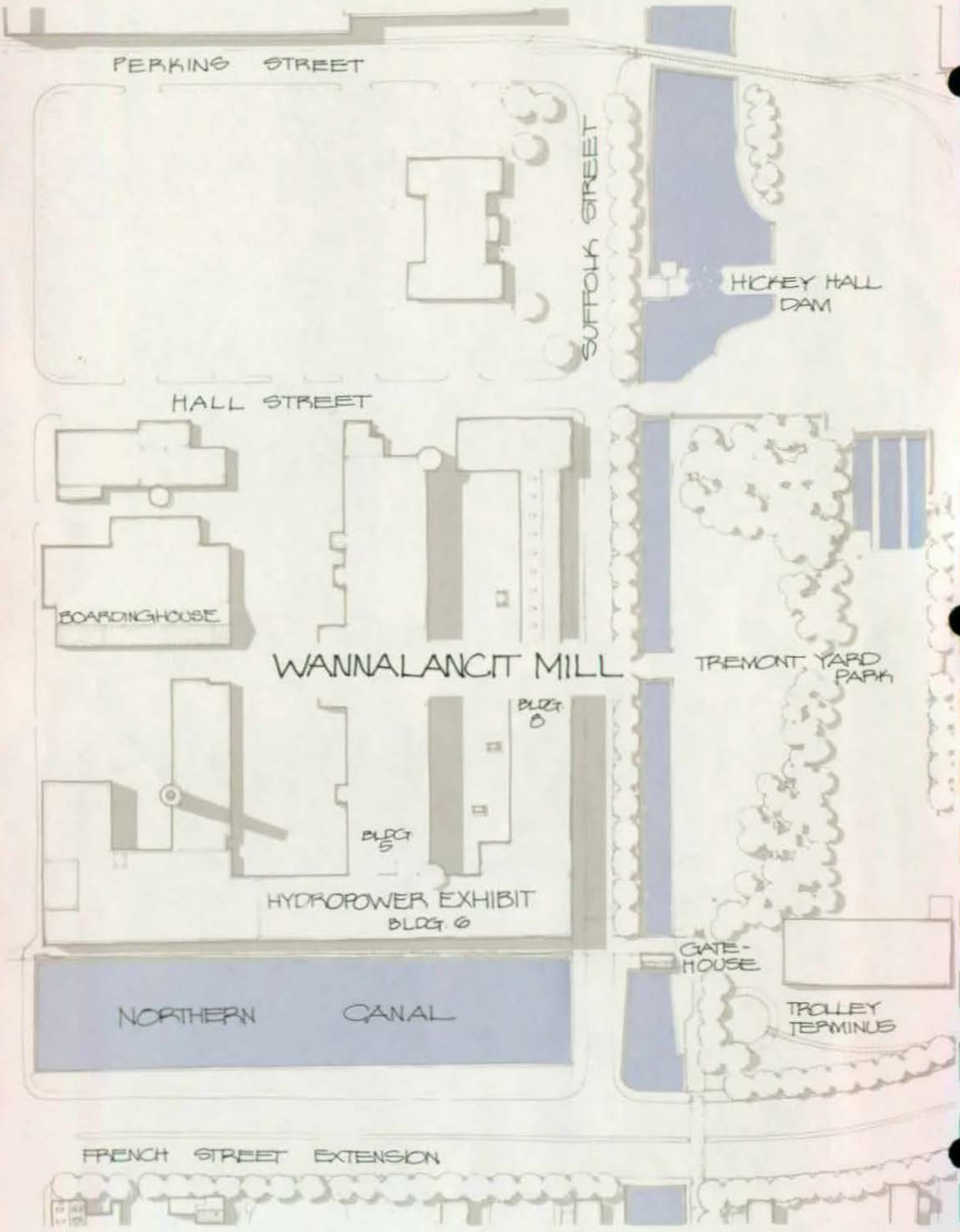
Spaces in the mill occupied by the Park Service will become a major interpretive center focusing on themes central to the Lowell experience -- the application of technology to production in a factory setting and the living and working patterns of the people who kept the factories running.

Currently identified Park Service exhibits, interpretive programs, and leased spaces will require approximately 120,000 square feet of floor space in the complex. Potential cooperators in the development and use of a portion of this space include the Preservation Commission, the Lowell Museum Corporation, the Word Works (Museum of Printing and Publishing), and the Northeast Document Conservation Center. In addition, part of this space may be made available for textile artisans' shops, where handcrafted items would be produced and sold to the public.





Boott Mill Bell Tower
Photo courtesy of Jack McWilliams



PERKINS STREET

SUFFOLK STREET

HICKEY HALL DAM

HALL STREET

BOARDINGHOUSE

WANNALANCIT MILL

TREMONT YARD PARK

BLDG. 0

BLDG. 5

HYDROPOWER EXHIBIT
BLDG. 6

NORTHERN CANAL

GATE-HOUSE

TROLLEY TERMINUS

FRENCH STREET EXTENSION

Sections of the mill complex which are most desirable for Park Service use are buildings 1, 2, and the connector joining them; the countinghouse; and the coal pocket in building 6. Buildings 1 and 2 represent the most historically and visually important parts of the complex, incorporating two of the four original mills and the clock tower, which has become a symbol of mill architecture in Lowell. If, due to unforeseen circumstances, buildings 1 and 2 are not available for Park Service use, other comparable space will be sought. The countinghouse, located at the entrance to the millyard, will function as a visitor orientation center for the complex and also contain an exhibit on mill architecture, emphasizing the evolution of the Boott Mill. The coal pocket is required for maintenance and storage of park-operated trolleys used for visitor transportation.

Additional space in the mill complex may be required to facilitate expansion of activities already identified for buildings 1 and 2. Such space would be sought in buildings 5 and 7 along the Merrimack River.

Treatment. Exterior and interior building treatment will preserve the evolutionary character of the mill's architecture. Inappropriate recent alterations to original building fabric will be removed, and missing building details will be restored as needed. Special attention will be given to restoration and preservation of the clock tower. Elevators and restrooms will be constructed in visitor use areas. Such areas will be developed for barrier-free access.

The eastern portion of the main millyard will be restored to its historic appearance, and the western portion will be relandscaped in compatible materials.

H & H Paper Company and Boott Mill Boardinghouse Parking Area

The H & H Paper Company, a substantially altered boardinghouse, will be restored and developed as a cultural center by the Preservation Commission. Space will be provided for Park Service interpretation of boardinghouse themes.

The parking area east of the structure will be developed by the Park Service, in cooperation with the Preservation Commission, as an interpretive area. Archeological remains of the boardinghouse era will be investigated and possibly incorporated into the site development. Wayside exhibits may be developed to tell the story of the boardinghouses that once bordered the Boott Mill complex. The new park site will serve as a viewing area for the Boott Mill complex and as a site for special events and festivals, incorporating an amphitheater for the performing arts.

Wannalancit Mill Complex

Uses. The first floor of building 6 contains seven mechanical hydroturbines that date to the late 19th century. These historic turbines provide the best opportunity for interpreting mechanical hydropower generation and transmission. The turbines may be developed as a static exhibit in place, or one or more turbines may be made operable to power



Boott Mill boardinghouse, French Street,
ca 1880s



Massachusetts Mills and boardinghouses, ca 1880s



Tremont and Suffolk Mills boardinghouses



Boott Mill boardinghouses, Eastern Canal, ca 1920s

Photos courtesy of Lowell Historical
Society, University of Lowell

representative examples of textile machinery using shafts, belts, and pulleys. The proximity of the Tremont Yard enhances the Wannalancit's interpretive value by illustrating the relationship between raceways and turbines.

Remaining space in the Wannalancit Mill complex will be subject to reuse by the private sector.

Treatment. Depending upon the nature of future development proposals for the complex, the Park Service may pursue acquisition of preservation easements on the building facades.

CANAL SYSTEM MANAGEMENT

Management of Lowell's canal system and its associated structures will be accomplished through a cooperative agreement involving the Proprietors of the Locks and Canals, DEM, NPS, and the city of Lowell. The agreement defines the responsibilities for each organization. (Agreements made between the DEM and NPS concerning details on use, development, and management of the canal system are listed in appendix D.) In some cases, the lead agency will request operational assistance from other parties to the agreement. A multiple-use concept of the canal system that allows for compatible interpretation, recreation, transportation, and hydropower production will guide joint management of canal resources. The primary responsibilities for each lead agency are as follows:

Locks and Canals

- maintenance of Pawtucket Dam
- maintenance and operation of hydroelectric facilities (with Boot Mills)
- maintenance and operation of its mechanical and electrical waterflow control equipment in canal gatehouses

Massachusetts Department of Environmental Management

- maintenance of canal structural components, including canal banks and walls, locks, and associated mechanical equipment.
- maintenance of all canal-related structures (excluding the Merrimack Gatehouse), including gatehouses such as Francis Gate complex and other structures except operating mechanisms, which will continue to be maintained by Locks and Canals
- maintenance of all canal-related lands used as recreational facilities, such as hiking and biking paths

National Park Service

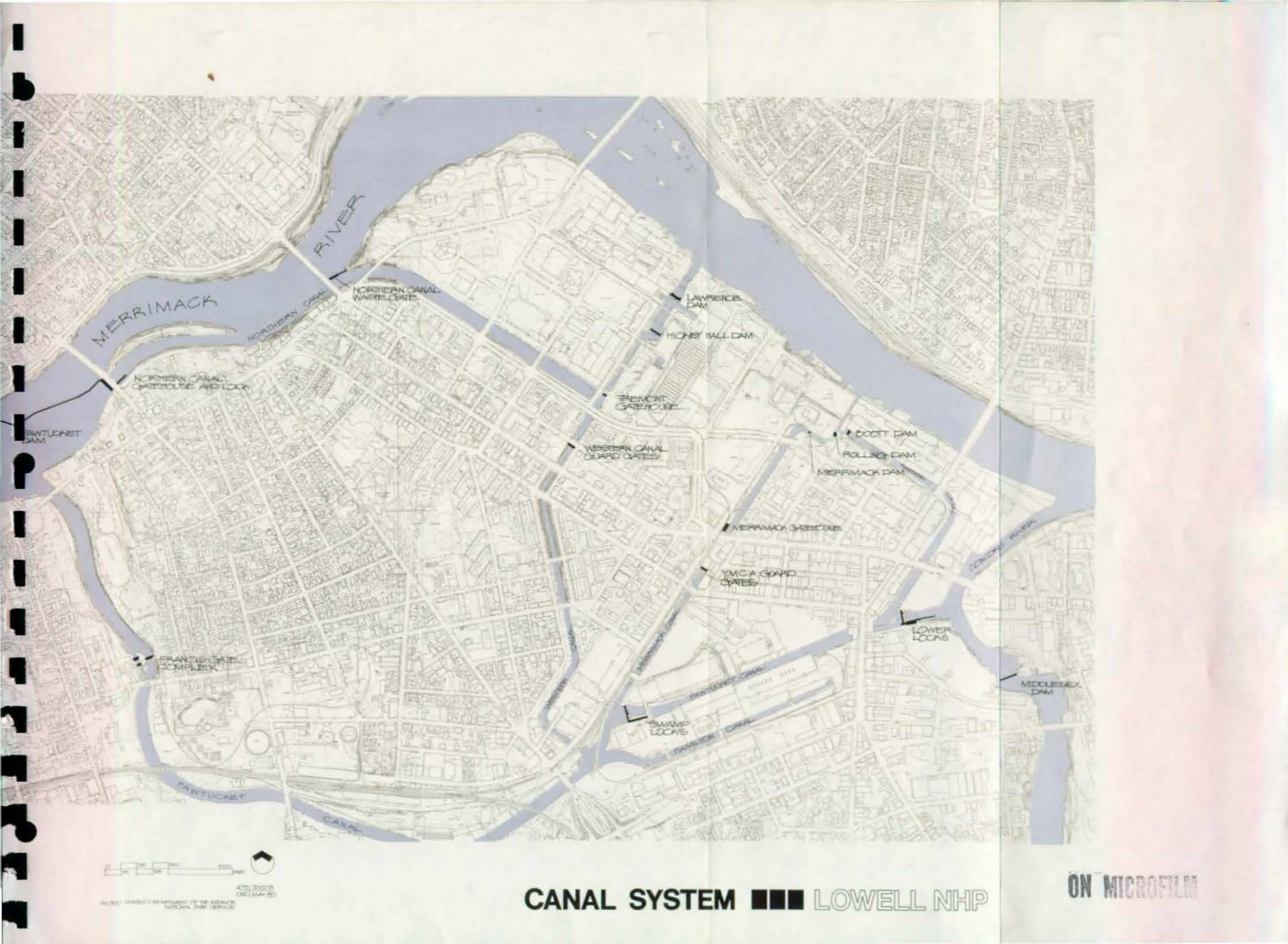
- maintenance and operation of canal barges used for public transportation
- operation of canal-related interpretive services
- operation of canal-related security services
- operation of a demonstration hydropower exhibit



Construction and maintenance
of Lowell's canals, ca 1900

Photos courtesy of
University of Lowell





CANAL SYSTEM ■■■ LOWELL NHP

ON MICROFILM

City of Lowell

develop a strategy, in cooperation with DEM and others, for maintenance and alterations of bridges (including funding sources)

Development actions and costs for specific areas of the canal system are outlined in the "General Development" section.

ARCHEOLOGICAL RESOURCES MANAGEMENT

Protection of Archeological Resources

One goal of resources management is to identify and assist in the protection of significant archeological resources within the park, and to the extent possible, incorporate archeological resources or information into the interpretive program. On NPS property the preservation and protection of these resources will be based on historic preservation laws, NPS policies, and professional standards. The areas of potential importance for the recovery of significant cultural deposits have been identified in the archeological resource study prepared by Lacoste and Fiero in 1979. To further increase the resource information base, a systematic program of subsurface testing will be initiated. This information will then be used to develop a plan for the preservation and interpretation of the archeological resources.

The effects of vegetation on cultural resources will be continually monitored, and vegetation will be removed in areas where it is harmful to a resource. In areas where development will disturb archeological resources, all actions will be designed for minimal adverse effect. When mitigation demands excavation, the excavation will be programmed well in advance of construction and will be conducted according to current NPS preservation guidelines and other professional standards. All excavation will be conducted by a professional archeologist.

On non-NPS properties within the park, the Park Service will assist private landowners in identifying potential archeological resources and advise them on the value of preserving these resources. If NPS actions affect archeological resources on non-NPS properties, procedures for compliance with section 106 of the Historic Preservation Act of 1966 will be followed.

A sensitivity to archeological resources will be maintained during development and maintenance activities--there will be direct involvement of cultural resource personnel from the park in the planning stages of all projects involving cultural resources, and the public will be informed about the importance of archeological resources and the need for their protection.

Some development within the park will undoubtedly precede a systematic program of subsurface testing and a plan for archeological resources management. In addition to state and federal legislative mandates, the following procedures will be followed in the interim.

Care will be taken to preserve and protect all subsurface deposits associated with structures in the park.

When subsurface disturbance is necessary, the area to be disturbed will be tested to establish the significance of all resources.

If the resources are significant, the information will be retrieved through full-scale excavation.

Where necessary, an archeologist will monitor sites undergoing construction.

Areas Containing Potential Archeological Deposits

Old City Hall: Prior to development, the areas to be disturbed around Old City Hall will be tested and evaluated for significance, and if they are significant, they will be excavated.

Kirk Street Agents' House: The potential for significant archeological resources exists in the immediate vicinity of this structure and in the back yard. Numerous activities undoubtedly took place in the back yard, and it is known that several outbuildings were located here at one time. The back yard will be upgraded by partial removal of the asphalt and then landscaped. The landscape architect will consult with an archeologist to ensure that potential archeological deposits are salvaged or not disturbed.

Dutton Street Parking Lot: Portions of the Lowell Machine Shop complex were originally located on this property. The buildings have been demolished, and the area is now used for parking. It will be retained by the park for this use, with some upgrading of the area. Development will be designed to minimize impact on any significant archeological resources in the area. Where subsurface disturbance is necessary, a testing program will establish resources that need to be salvaged, and an excavation project will be initiated well in advance of construction. It may be necessary to phase excavation so that this critical parking area for the park and city can continue to be used.

Tremont Millyard: This area has great interpretive and research potential. Most of the buildings were torn down in the 1930s, and a large portion of the area has been abandoned. Trees, shrubs, grasses, building rubble, and recent refuse now cover this area. The history of this property will be investigated, and archeological deposits will be tested to determine the condition of the resource. Before this area is developed for interpretation, an interpretive plan will be written, based on the historical data and the results of the archeological testing. This plan will indicate the objectives of interpretation and the areas to be developed. An archeological research project will then be initiated.

Boott Mill Boardinghouse Parking Area: This was once the location of several Boott Mill boardinghouses. Remnants of walls of these buildings are still visible. This area has great research potential and if testing establishes that the subsurface features of the boardinghouses still exist,

it will be an appropriate place to interpret the early boardinghouse system of Lowell. The history of this property will be investigated, and the area will be tested archeologically. On the basis of this testing, the potential for interpretation will be evaluated. An interpretive plan will be prepared, and an archeological research project will be initiated if warranted.

Boott Mill and Yard: The immediate vicinity of the buildings that enclose the main millyard may contain significant archeological deposits related to construction of the mills. The currently paved millyard may contain remnants of former walkways, footings to earlier mill related structures, and artifacts from former activities. For interpretive purposes and prior to restoration, archeological research will be necessary to determine the former condition and configuration of the yard.

CURATORIAL MANAGEMENT AND STORAGE

The park's museum and archival collections will be stored in a suitable space in the Boott Mill complex, where curatorial services will be available. The amount of space required for curatorial management and storage will be based on a library/archival scope of collections statement and management plan, and a museum scope of collections statement and management plan. The space will be equipped with appropriate environmental controls and protection systems, will be suitable to fulfill the research needs of qualified professionals, and will include adequate curatorial work space equipped with all facilities necessary for collections management work.

Library and Archival Functions

The park will develop a library of books, public documents, periodicals, unpublished studies, films, tapes, maps, plans, and photographs. The library will be managed by the park and supervised by a professional librarian. Materials collected for the library will support park-related research, interpretation, and technical assistance to the community.

Archival resources, including original historical documents, manuscripts, and photographs, will be preserved through a cooperative agreement with the University of Lowell and the Preservation Commission. The park will not seek to develop separate historical archives, except for materials specifically required for interpretation or to support the park's museum collection. However, the park will encourage the loan of private manuscript collections and photographs that contribute to the function of the park. When collections are loaned to the park, appropriate measures will be taken to protect the rights of the owner.

Copies of official documents relevant to the management and interpretation of the park will be maintained in the library. Copies of archeological field notes, maps, photographs, and reports will be maintained in special archives and made available only to authorized professionals interested in archeological resources.

A library/archival scope of collections statement and management plan will be programmed and prepared. All materials will be accessioned and managed in conformity with Library of Congress standards.

Park Museum Collections

The park will develop a collection of artifacts related to historical themes associated with Lowell. The collection will be managed by the National Park Service in consultation and cooperation with the Lowell Museum Corporation, the Merrimack Valley Textile Museum, the University of Lowell, and others. The museum will be under the supervision and direction of a professional museum curator. The Lowell Museum Corporation will be encouraged to develop a series of community-oriented rotating exhibits.

Archeological research collections will be kept intact to preserve the integrity of the collections for further research. All relevant data will be inventoried so that it can be retrieved.

A museum scope of collections statement and management plan will be programmed and prepared. The collections will be managed in conformity with NPS records and catalog systems specified in the National Park Service's 1976 Manual for Museums.

NATIONAL PARK SERVICE TECHNICAL ASSISTANCE

The technical assistance division within the park will cooperate and work closely with the Preservation Commission to provide architectural, archeological, and historical information to the city of Lowell and private landowners and developers. Professionals assigned to the division will offer technical information on architectural design, project planning, landscaping, and preservation methods, and work with area firms specializing in historic preservation.

In addition to the services provided by the technical assistance division, a historic facade program will be developed cooperatively with the Preservation Commission and the city of Lowell. The purpose of the program will be to inform private owners about tax incentives and grants-in-aid programs for rehabilitation work.

Easements on facades will be considered only for the most important buildings within the park and the preservation district. Easements that specify Park Service involvement will be discouraged; instead, easements enabling landowners to obtain tax write-offs or grants from local, state, and federal governments will be promoted. Through this historic facade program, the park's real estate investment will be minimized, and benefits to owners will be maximized.

The majority of facade easements and restrictions will be acquired by the Preservation Commission through donations from grant and loan recipients. Fee acquisition of easements by the Park Service or Preservation Commission will be used as a last resort. The length of the easement will be based on a formula that will be subject to the amount of the grant or loan provided by the Preservation Commission. At the end of the Preservation Commission's ten-year term, the successor entity, presumably the Park Service, will enforce existing restrictions and easements.

LAND ACQUISITION AND BOUNDARY CHANGES

LAND ACQUISITION

The land acquisition authorities of the Lowell National Historical Park are defined in section 202 of the act (PL 95-290) authorizing establishment of the park. The key aspects of these authorities are as follows:

The National Park Service may acquire by donation, exchange, purchase (with donated or appropriated funds), or condemnation the Old City Hall, the Merrimack Gatehouse, the Wannalancit Textile Mill complex, the Jade Pagoda and Solomon's Yard Goods, and the H & H Paper Company. The park is authorized to acquire the Linus Childs House (Kirk Street Agents' House) by donation only.

Property or interest owned by the commonwealth of Massachusetts or any political subdivision thereof may be acquired only by donation. Condemnation may be used to acquire privately owned structures only after seeking a negotiated purchase. The Lowell Historic Preservation Commission and the Lowell City Council must be consulted in instances where condemnation is considered.

The park may acquire easements within its boundary on the basis of the authorities and restrictions stated above.

To date the Park Service has acquired the following properties:

Kirk Street Agents' House. This property was previously owned by the city of Lowell. The structure and appurtenant lands were donated to the park in 1979.

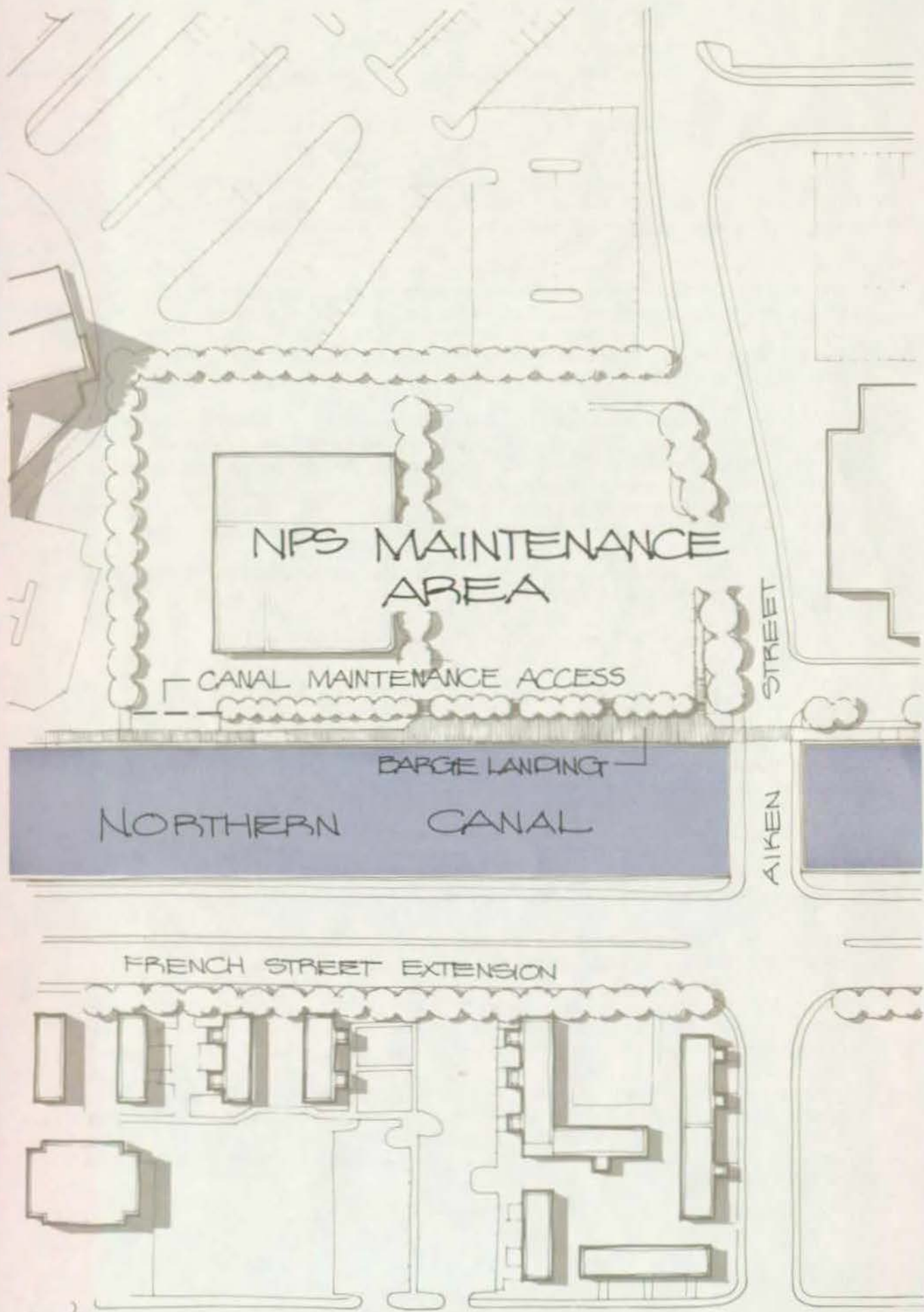
Jade Pagoda and Solomon's Yard Goods. Both properties were purchased in fee by the Park Service in 1979.

Old City Hall. This property was acquired in fee in the spring of 1980.

Other properties authorized for Park Service acquisition include:

Merrimack Gatehouse. Negotiations for fee purchase of the gatehouse from a private corporation will be undertaken.

Wannalancit Mill. This mill complex will not be acquired for Park Service use and development. However, the Park Service will seek to obtain the use of the first floor of building 6 (the turbine room) for interpretive purposes. It is expected that this will be accomplished through a lease, cooperative agreement, or some other mechanism agreeable to the owner of the complex. Depending on the nature of future development proposals for the complex, the Park Service may pursue acquisition of preservation easements on the building facades.



NPS MAINTENANCE
AREA

CANAL MAINTENANCE ACCESS

BARGE LANDING

NORTHERN CANAL

AIKEN
STREET

AIKEN
STREET

FRENCH STREET EXTENSION

H & H Paper Company. This building will not be acquired for Park Service use and development. However, the Lowell Historic Preservation Commission does intend to acquire this property for purposes of restoring the original architectural features of the former boardinghouse and developing a cultural center and associated exhibits within the structure.

Proposed Land Acquisitions Not Listed in the Legislation

Five areas that are not listed in PL 95-290 are proposed for NPS acquisition.

Boott Mill. This mill complex is in private ownership and currently houses a variety of light industrial uses. Cooperative joint development involving private industry, the city of Lowell, the Preservation Commission, and the Park Service, appears to be the most feasible approach to preserving and rehabilitating this mill complex. A legislative amendment to Section 202 of PL 95-290 will be required to enable direct Park Service purchase of a portion of the mill complex and millyard.

Boott Mill Boardinghouse Park. This area once contained boardinghouses associated with the Boott Mill and will be developed as a park unit in direct association with the adjacent boardinghouse. Acquisition of this area will be a coordinated effort between the Park Service and the Preservation Commission.

Notini Property. This 3.1-acre property is proposed for purchase by the Park Service for use as the park maintenance facility. The building, located at 220 Aiken Street, is a single-story structure containing 20,700 square feet of floor space, which will be adequate space for maintenance operations and boat storage. This property is currently under lease by the Park Service for these purposes.

Dutton Street Parking Lot. This property, adjacent to the Lowell Manufacturing Company complex, is currently owned by the commonwealth of Massachusetts and will be donated to the Park Service. The Park Service will develop the site as a visitor parking area.

Tremont Yard. This property, adjacent to the Wannalancit Mill complex, is currently owned by the Massachusetts Department of Environmental Management and the Courier Citizen Company. The plan proposes that the site be acquired by the state and that the DEM and NPS develop the site as an interpretive park. The Park Service will accept ownership and management responsibilities for the Tremont Yard site if the DEM chooses to donate the land.

BOUNDARY CHANGES

The National Park Service proposes to add six areas to the existing park boundary. These boundary additions do not require legislative

amendments, but any changes will require consultation with the Preservation Commission, the Lowell City Manager, timely notice in writing to Congress, and publication of the revised boundary description in the Federal Register. In addition to the Tremont Yard and the parking lot near H & H Paper Company described above, the following properties will be added to the park boundary.

The Joan Fabrics Corporation parking lot, located on Broadway Street to the east of the Macheras property, will be used for short-term visitor parking.

The downtown park zone will be expanded to include the area bounded by Market, Palmer, and Merrimack streets. This expansion will facilitate the park's capabilities in preservation and rehabilitation of the downtown area.

The Lawrence Canal spur will be a technical addition to the park. It is part of the original canal system; however, it was inadvertently overlooked in the establishing legislation.

The Swamp Locks visitor parking area will be included within the park boundary. This addition is required so that the National Park Service can develop the site as a peripheral parking area.

GENERAL DEVELOPMENT

Implementation of development actions for the park will be cooperatively undertaken by the Massachusetts Department of Environmental Management, the National Park Service, the Lowell Historic Preservation Commission, the city of Lowell, and the private sector. Development in the preservation district will complement development proposed for the park. Each agency or private sector entity will undertake actions most suited to its expertise and capabilities. All development actions will focus on preservation and revitalization through an adaptive use approach.

Overall development will be phased. The first phases in the downtown area have already been undertaken by the Massachusetts Department of Environmental Management and the National Park Service.

The role of the Park Service in development will be minimal compared to its role in other national parks--most park development will be accomplished through a collective approach involving federal, state, local, and private interest. The Park Service will be primarily responsible for structures cited in the legislation and a portion of the Boott Mill complex and will also provide technical assistance as described in the "Resources Management" section.

Each agency will undertake actions that are most compatible with its expertise and capabilities. The Preservation Commission will be either directly or indirectly involved in development activities for the ten structures listed in the legislation. It will assist directly in rehabilitation of facades through a grants and loan program. The Preservation Commission will work with the city of Lowell in modifying zoning and other regulatory ordinances and will be responsible for standards and criteria to guide rehabilitation and preservation in the preservation district. The Preservation Commission will also assist the city of Lowell in redevelopment efforts by leasing space, developing marketing strategies, acquiring structures with leaseback or sellback arrangements, and assisting with visitor circulation. Details of the Preservation Commission's proposals are listed in their plan for the preservation district.

The city of Lowell will coordinate private sector development in the park and preservation district. The Chamber of Commerce, business leaders, and merchants working cooperatively with the city of Lowell will undertake or encourage development and rehabilitation projects that are compatible with park objectives. Lowell will continue to have a major role in encouraging commercial and industrial activities and will participate in park developments through capital improvement, community development grant programs, public works programs, and various maintenance functions. Most street improvements will be carried out by Lowell. The Park Service will assist Lowell in acquiring street fixtures, such as historic-period streetlights and benches.

The Massachusetts Department of Environmental Management has agreed to be the lead agency in developing major elements of the canal system. Projects include renovation of structures, improvements to canal walkways, and installation of displays and signs. They have also agreed

to coordinate work needed to raise or repair bridges along the canal system, if necessary.

The actions related to the treatment of primary structures have been described in the "Resources Management" section. A summary of government-related development projects is presented in table 1 at the end of this section. Further development actions for transportation, the canal system, and the streetscape follow.

TRANSPORTATION

Access by Private Vehicle

An excellent network of regional highways provides access to Lowell. U.S. Highway 3 runs north-south, and I-495 and I-95 are outer beltways of the Boston metropolitan area. Route 3 and I-495 lead to the Lowell Connector, a six-lane divided highway that connects to a terminus about a mile from downtown Lowell. The Park Service will cooperate with the state of Massachusetts and the Federal Highway Administration in locating signs along Route 3 and I-495, which will direct park visitors to the Lowell Connector. Visitors entering Lowell on Thorndike and Dutton streets from the Lowell Connector will be directed by signs to the Dutton Street parking lot or Joan Fabrics Corporation parking lot on Broadway. (Current vehicular congestion at the intersection of Thorndike and Dutton streets will be alleviated by the proposed Sampson Connector.) When these two lots are full, visitors will be informed by means of an electronic sign that close-in parking is not available, and they will be directed to perimeter parking areas. Visitors will leave the park using the same streets that they entered on. (See the Access, Circulation, and Parking map on the inside of the back cover for primary and secondary visitor circulation loops.)

It is likely that some visitors from beyond the greater Lowell area will either miss or ignore the regional highway signs, and attempt to travel over the local radial street pattern toward downtown Lowell. To prevent increased downtown traffic congestion, these radial streets will be well marked with uniform signs, urging drivers to go to one of the two main parking areas. This local sign system will also serve park visitors who come from nearby communities on highways other than the regional network described above. The Park Service will cooperate with the DEM and the city of Lowell to develop the local sign system.

Alternate Means of Access

As gasoline prices continue to increase and our supplies of fossil fuel become less dependable, more park visitors may travel to the park from the region and fewer from more distant parts of the country. However, the amount of transportation energy that will be consumed by approximately a million visitors a year will be substantial. Opportunities exist to reduce this amount of fuel consumption and vehicular congestion.

The B&M (Boston and Maine) railroad currently provides train service between Boston and Lowell, serving several communities along the way.

Train service to Lowell will be publicized in all communities that offer service so that the maximum number of visitors can reach the park by train. A shuttle bus service will transport park visitors from the train terminal to the information/orientation center. Special rates might be offered to people traveling to the park; these rates could be made possible through a cooperative arrangement with the Massachusetts Bay Transportation Authority (MBTA).

Bus service is currently available from Boston to Lowell, and more service will be encouraged to accommodate increased visitation. Tour bus service, similar to service provided to nearby historic sites, will also be encouraged by the Park Service. Passengers will be dropped off at the Dutton Street parking lot near the park's information/orientation center.

In the spirit of energy conservation and physical fitness, visitors who prefer to bike or walk will be encouraged to do so. A program for developing safe bicycle routes and pedestrian walkways in and out of Lowell will be undertaken by the city of Lowell, NPS, and DEM as soon as possible, and maps will be prepared to assist cyclists in traveling over the safest streets. Information on local public transportation and hostel-type accommodations will be publicized throughout the region so that visitors who bike or walk will be aware of inner-city transportation and accommodations.

Parking

The Dutton Street/Broadway Street area and the Swamp Locks lot will be developed for visitor parking. (See the Access, Circulation, and Parking map on the inside of the back cover.) The Dutton Street/Broadway area will provide direct access to the information/orientation center. Proposed trolley service and a pedestrian walkway will provide access from the Swamp Locks lot (junction of Thorndike Street and Pawtucket Canal) to the information/orientation center.

Visitor parking will be developed in two phases. The first phase will include Park Service development of 160 spaces at the Dutton Street lot and 150 spaces at the Joan Fabrics Corporation lot near the intersection of Dutton and Broadway streets. The spaces belonging to Joan Fabrics will be leased for approximately six years. The two lots, which will provide 310 spaces close to the information/orientation center, will be sufficient for the first four years of park operation.

The second phase of parking development will involve a cooperative effort between the city of Lowell, the Preservation Commission, and the National Park Service to acquire and develop a potential parking area at the Swamp Locks lot. The trolley system and a pedestrian walkway could be extended to the site, which will provide access to the information/orientation center.

The Swamp Locks lot will be acquired by the Preservation Commission and subsequently transferred to the Park Service for development. The site will be developed as a surface parking lot for approximately 200 vehicles.

Projected parking needs following park implementation indicates a requirement of 1,060 spaces. The Park Service will work with the city of Lowell, Preservation Commission, and other private interests to pursue the feasibility of a parking garage for the Dutton Street or Swamp Locks parking areas. If a garage is not developed, less than half of the projected parking needs will be provided. The city of Lowell and Preservation Commission should take the lead in developing a visitor parking garage or additional surface parking.

Spaces for 10 buses will be provided at the Joan Fabrics parking lot during phase one. Long-range bus parking may be at the Gallagher transportation terminal on Thorndike Street.

Secure bicycle parking facilities (lockers or bike racks) will be provided at each site operated by the Park Service, and additional bicycle parking will be provided by the city of Lowell and DEM in the downtown area.

Circulation

Visitor circulation by private automobile will be strongly discouraged; this will be accomplished by providing information on the difficulties of vehicular circulation and parking in downtown Lowell. Other means of circulating within the park--shuttle buses, trolleys, canal boats, bicycles, or on foot--will be encouraged by the Park Service.

The use of shuttle buses and trolleys will be promoted by the Park Service. Shuttle bus service will be provided between the B & M rail terminal and the information/orientation center. The Park Service will also encourage tours from the information/orientation center to a number of outlying sites, such as the Francis Gate complex, the Lowell Gas Company works, the Wamesit Canal/Whipple Powder Mill area, and the Fort Hill Park.

A trolley system will be developed cooperatively by the National Park Service, the Preservation Commission, and the city of Lowell. The Park Service will be responsible for operation of the trolley system. Development costs for implementation of the system will be provided by the Preservation Commission. The system will connect the information/orientation center, Wannalancit/Tremont Yard areas, the Boott Mill complex, and a the Swamp Locks area. A trolley link with the B & M railroad passenger system will be pursued. Existing tracks will be used between the information/orientation center, from just above the Merrimack Gatehouse and along the Merrimack Canal, turning south below the Boott Mill complex, and across Bridge Street to the cargo loading dock behind the Curran-Morton warehouse on Bridge Street.

New tracks may be added from the Courier-Citizen Company Directory Division near French Street to existing tracks along the Merrimack Canal,

and run east of the Curran-Morton warehouse, along the bank of the Eastern Canal to Merrimack Street. If feasible, local government entities may extend the trolley system to such areas as Merrimack and Central streets.

Travel by interpretive canal boats during the seasonal operation will enable visitors to gain a better understanding of how the rivers and the canals served Lowell, to see many of the industrial and other historic sites, and to circulate in the park by some means other than their cars.

Lowell does not currently provide an attractive environment for bicyclists because of high traffic volumes, unexpected vehicles and pedestrians, inadequate street signs, and a disjointed street circulation system. Opportunities for bicycling will be made by the city of Lowell, Commonwealth of Massachusetts, and the National Park Service. A combined bicycle/ pedestrian loop will be developed along the canal system by utilizing existing rights-of-way that are appropriate for bicycles and by developing new rights-of-way on canal banks where necessary.

Because sites within the park are not far apart, visitors will be encouraged to walk. Information about guided and self-guided tours will be available to all visitors.

Special Provisions for the Physically Handicapped

Barrier-free access standards and regulations for the physically handicapped will be followed. The Park Service will pay special attention to the needs of the handicapped by providing special facilities within the park. Buses with wheelchair ramps will be available for circulation in the park. The circulation routes and sites within the park will be provided with special interpretive information and scale models of all major buildings and sites to facilitate access by the handicapped.

CANAL SYSTEM DEVELOPMENT

Full implementation of a canal loop system for interpretive and recreational boating will require the reconstruction or elimination of bridges and other obstructions, the lowering of the canal water level, and removal of two buildings in the downtown area. Due to the complexity of the system, phased development will be necessary.

During phase one, reconstruction of the Northern Canal and Francis Gate Locks will be necessary to allow for interpretive canal boats to use the Northern, Pawtucket, and Merrimack canals, and Merrimack River. A barge terminal will be developed at the Northern Canal in the vicinity of the Aiken Street bridge, and an interim terminus will be located on the Pawtucket Canal above the Swamp Locks. This terminus will be discontinued after the adjacent railroad bridge is modified or the water level in the canal is lowered. Currently, the clearance underneath the bridge may not be sufficient to allow boats to pass and enter the Merrimack Canal. A long-range barge terminal will be developed on the Merrimack Canal in the vicinity of the Dutton Street parking lot.

During phase two the Swamp Locks will be reconstructed, and the Lower Pawtucket Canal between the Swamp Locks and old police station on Market Street, will be added to the system. The Lower Locks will be restored during phase three to allow for recreational boating on the Pawtucket Canal between the Merrimack River and Concord River. A portion of the Concord River may have to be dredged to provide boat access to the Merrimack River. The Western Canal may also be added in phase three. Implementation of phase three will require major alterations in the vicinity of Central Street where it joins Prescott Street. Building removal and possible bridge reconstruction must be undertaken to allow for boat passage.

A minimal vertical clearance of approximately 4 feet is required to allow for passage of interpretive canal boats. Recreational boats require a 7½-foot clearance above the waterline to allow for passage of open skiffs and small cabin cruisers. The required clearance for interpretive canal boats (as described under phase one) is currently available; however, in order for interpretive boats to proceed beyond the Swamp Locks, the Central Street bridge must be altered and other obstructions (such as pipes) must be modified.

It is possible that construction of the proposed hydroelectric plant at the Northern Canal wall will facilitate the lowering of the water level during the peak visitation season. If this happens, most major obstructions to canal through-traffic on the Western and Pawtucket canals could be eliminated. Removal of these obstacles will permit canal boats to complete a loop on the Northern Canal, Merrimack River, Pawtucket Canal, and Western Canal.

STREETSCAPE DEVELOPMENT

In the downtown park zone, the street scene will reflect the historical character of Lowell and should provide a pleasant and inviting outdoor space for pedestrians. The Park Service will assist in proposed streetscape developments adjacent to its facilities. The other developments should be carried out by the city of Lowell as funds become available.

Historically, many of the Lowell streets were tree-lined and paved with granite blocks. Sidewalks were often brick or granite block with granite curbing and were flanked with ornamental gaslight standards. Wherever appropriate, similar street elements and also the following fixtures should be used along street corridors in the park:

- Iron and wood benches

- Attractive trash receptacles

- Street and information signs that are in harmony with the lamp standards

- Cast-iron or granite bollards
- Compatible traffic signal standards
- Wheelchair ramps at pedestrian crosswalks
- Cast-iron drinking fountains

Market Street

Visitors who park their cars at the new Dutton Street parking area will walk through the information/orientation center, cross Market Street, and proceed north up auto-free Shattuck Street. Pedestrian/automobile conflicts at Market Street will be minimized by a safe method such as a pedestrian-operated signal. The primary streetscape elements should be brick sidewalks, trees, and ornamental light standards (see Downtown Park Development Plan map on the inside of the back cover for proposed street developments).

Shattuck Street

The city of Lowell should consider closure of Shattuck Street to vehicles during periods of peak visitation (except for emergency and service vehicles) from Market Street to Merrimack Street. A crosswalk will mark the limits of the auto-free zone, and on-grade crosswalks will be constructed at the Middle Street-Shattuck Street intersection. The sidewalk on the east side of Shattuck Street will be of brick and may be widened into the street to allow for a row of trees. Ornamental light standards should be used for lighting on both sides of the street.

A service and delivery program will be established for those areas where street closures are proposed.

Merrimack Street

The section of Merrimack Street from Kirk Street to Dutton Street will be granite block pavement. The street will remain open to two west-bound lanes of automobile traffic. The sidewalks will be widened to provide for better pedestrian flow. Streetscape elements should consist of trees, ornamental light standards, brick and granite sidewalks, and a pedestrian crosswalk at Shattuck and Kirk streets.

The traffic light at the intersection of Merrimack and Palmer streets will be retained to provide for safe pedestrian crossing of Merrimack Street.

The development of Merrimack Street into a pedestrian mall, from Bridge Street west to Dutton Street, has been proposed by public and private entities involved with planning for the park and city. Although a mall



Lowell's streetscape, 1880-1980



Photo courtesy of University of Lowell

concept for Merrimack Street will require extensive evaluation and coordination before implementation, a pedestrian mall would be compatible with the objectives of Lowell's revitalization and of the historical park.

Kirk Street

The section of Kirk Street between Lee and French streets should be an auto-free zone with surface treatment the same as that described for Shattuck Street. The sidewalks on either side of the street should be widened to allow for trees, ornamental light standards, and additional pedestrian flow.

The section of Kirk Street between Merrimack and Lee streets will be open to automobile traffic. On-street parking will be discontinued. The east sidewalk will be widened to allow for trees and additional pedestrian traffic. The street will be paved with granite block, sidewalks will be brick, and ornamental light standards will be placed on both sides of the street.

Alleys Adjacent to Old City Hall

These alleys will be paved in brick, and trees will be planted along the border of the parking lot to the south of Old City Hall.

Dutton Street

The city and state are planning to widen Dutton Street to allow for four-lane traffic. The sidewalk on the west side will be constructed of brick.

A sidewalk, lined with a row of trees, will be constructed along the east side of Dutton Street. A wooden rail fence that matches the historical fence will be built between the railroad tracks and the street. Ornamental light standards will be on both sides of the street.

The section of Dutton Street between the Merrimack Gatehouse and the Yorick Club is currently used as a parking area. The city should consider closing this area and converting it into a pedestrian court that will complement the future redesign of the Dutton Street-Merrimack Street-Arcand Drive intersection.

Subsequent to construction of the Sampson Connector project, the city of Lowell should consider redesign of the Dutton Street-Merrimack Street-Arcand Drive intersection and the pedestrian spaces around it as depicted on the Downtown Park Development map (see inside back cover).

Merrimack Street will remain open only to automobile and bus traffic after the intersection is redesigned. Truck traffic will be directed to use Bridge Street, French Street, and Arcand Drive as an alternate route so that the Merrimack Street area will be a more pleasant pedestrian space.

Landscaping of the pedestrian spaces around the redesigned intersection will strengthen and visually integrate this important forefront to City Hall to the west. The present memorial could be enhanced by providing three additional statue sites at the remaining intersection quadrants. Landscaping will accentuate the rectangular space and provide a tree-lined backdrop for the statues. Ornamental cast-iron street furniture used elsewhere in the park will also be utilized in this area.

Pedestrian Access to the Boott and Wannalancit Mill Complexes

Pedestrians may walk from the downtown park zone to the Wannalancit Mill complex along the north side of Merrimack Street, then proceed north along the Western Canal to the French Street Extension. A pedestrian-operated traffic light will provide for safe crossing of French Street. This route may be marked by brick sidewalks, trees, and ornamental light standards.

Pedestrians may travel between the Wannalancit and Boott Mill complexes along a brick walkway (lined with trees and ornamental standards), over the existing bridge that spans the Western Canal, and through the southern part of the Tremont Yard along French Street to John Street. John Street and the adjacent boardinghouse park will serve as an entry to the Boott Mill. The walkway would necessitate the construction of a new pedestrian bridge over the Merrimack Canal.

Table 1. Summary of Primary Government-Related Development Projects

Projects	Location	Size in Square Feet		Agency	Use
		Ground Coverage or Open Space	Floor Space		
Lowell Manufacturing Company Complex	Merrimack and Market streets		25,000 17,000	Commission NPS	Commercial space development Information/orientation center
Old City Hall	226 Merrimack Street	5,860	15,000	NPS	Interpretive uses, park headquarters, administration, and storage
Solomon's - Jade Pagoda	200-210 Merrimack Street	7,000		NPS	Park for NPS and community purposes
Merrimack Gatehouse	Merrimack and Dutton streets	1,350	1,300	NPS	Exhibit in place
Kirk St. Agents' House	63-65 Kirk Street	22,800	14,100	NPS	1,750 sq. ft. for interpretation, 3,500 sq. ft. for residential/ conference facility
Wannalancit Mill Building 6	562 Suffolk Street		10,000	NPS	Interpretive exhibit on mechanical hydropower
Boott Mill Complex Buildings 1, 2, and Connector (or equivalent space) Countinghouse Coal Pocket East Millyard	Foot of John Street	19,800	113,000	NPS/ Cooperators	Approximately 120,000 square feet for use by NPS and co- operators; coal pocket for use as trolley maintenance facility, and remainder of complex to be adaptively used for private development
		2,400	4,800		
		7,900	7,900		
		35,000			
				Commission/ NPS	Partial acquisition and development by Preservation Commission, including NPS interpretive area
Boott Mill Boardinghouse Park	French and John Streets	40,000		NPS/ Commission	Interpretive park compatible with uses at Boott Mill
Tremont Yard	Bordered to south by French St. Ext., to the west by Tremont Wasteway, to the north by Hall St., and to the east by R.R. siding of Courier-Citizen Company	138,500		DEM/NPS	Industrial ruins interpretive area
Maintenance Building (Notini Property)	220 Aiken Street	133,947	20,700	NPS	Park maintenance and boat storage
Facades Projects	Within preservation district and park			Commission/ NPS	Improvement of building facades
Sampson Connector	Dutton and Thorndike streets			City/DOT	City access improvement
Transportation Terminal	Thorndike St. opposite South Common	150,000 - perm. 73,600 - temp.		City/DOT	Transportation improvements for trains, buses, and 650 auto parking spaces

Projects	Location	Size in Square Feet		Agency	Use
		Ground Coverage or Open Space	Floor Space		
Dutton Street Parking Lot	South of Lowell Mfg. Co.; east of Merrimack Canal	84,000		NPS	Visitor parking - 160 spaces
Joan Fabrics Parking Lot	Broadway & Dutton Streets			NPS	Visitor parking - 150 spaces
Swamp Locks Parking Lot	Intersection of Thorndike Street & Pawtucket Canal			City/Commission/NPS	Visitor parking - up to 250 spaces
Trolley System	Within downtown Lowell			NPS/Commission/City	Visitor circulation in the park
Canal System	Gatehouses, locks, canal banks, & walls			DEM/NPS	Preservation, interpretation, transportation
Northern and Pawtucket Canal Locks	Northern Canal Locks, Francis Gate Locks			DEM/NPS	Make locks operable
Barge Terminals	On Northern, Merrimack, and Pawtucket canals			NPS/DEM/L&C	Embark, debark barge passengers
Francis Gate Complex	Bordered by Pawtucket Street to the west; Broadway St. to the south; Pawtucket Canal to the west and various public and private properties to the east	12.2 acres		DEM	Park and interpretive area
Northern Canal Walkway	Walkway running between School Street and Textile Avenue bridges	1,800 l.f. 8.2 acres		DEM	Open space improvement, pedestrian link between park sites
Canal Walkways	Various locations along the canal			DEM	Open space improvement, improved pedestrian areas
Mack Building	25 Shattuck Street		7,200	DEM	Interpretive center on hydropower
Pawtucket Boulevard Park	North bank of Merrimack River, from Dunbar Avenue to Townsend Avenue	273,000		DEM	Landscaping, recreational facilities
Street Treatment	Downtown area			City/NPS	Pedestrian and aesthetic improvements
Street Upgrading	Various locations, including downtown			City	Street and sidewalk improvements

Table 2. National Park Service Development Schedule
Ten-Year Program

Development Phase	Cost in 1980 Dollars ^a	
	Project Planning	Construction
<u>PHASE 1</u>		
Lowell Manufacturing Information/Orientation Center	\$235,000	\$1,500,000 ^b
Jade Pagoda & Solomon's Yard Goods/ Old City Hall Park	51,000	350,000
Old City Hall	546,000	2,132,900
Merrimack Gatehouse	31,500	148,300
Northern & Pawtucket Canal Locks ^c	141,000	--
Barge Terminal (1)	18,750	125,000
Dutton Street Parking Lot	35,000	550,000
Maintenance Building (Notini Property) & associated site	168,600	500,000
Boott Mill Complex	230,510	1,469,644
<u>PHASE 2</u>		
Gallagher Transportation Terminal	--	--
Swamp Locks Parking Area	35,000	500,000
Kirk Street Agents' House	150,000	558,400
Wannalancit Mill (Turbine Room)	28,000	172,000
Downtown Streetscape	146,300	975,000
Barge Terminal (1)	18,750	125,000
Boott Mill Boardinghouse Park	85,000	600,000
Tremont Yard/Interpretive Area	52,500	350,000
Boott Mill Complex	153,674	2,057,501
<u>PHASE 3</u>		
Boott Mill Complex		2,351,430
Barge Landing (1)	15,000	100,000
Downtown Streetscape	48,800	325,000
Totals	\$2,190,384	\$14,890,175

^aThe cost figures are subject to annual congressional appropriations

^bThe cost estimates are preliminary and are subject to revision

^cThe Northern and Pawtucket Canal Locks will be reconstructed by the Massachusetts Department of Environmental Management

ENERGY CONSERVATION AND USE

The following opportunities will be created by addressing energy issues in the General Management Plan:

to reduce the impact of interruptions in the supply of domestic or Organization of Petroleum Exporting Countries (OPEC) fossil fuels

to lessen the park's annual operating budget

to possibly reduce the amount of money necessary to acquire, operate, maintain, and fuel energy systems over their operating lifetimes

to convey to park visitors an example of the federal government's commitment to energy conservation

to bring to the attention of park visitors an array of technically feasible renewable energy systems

to achieve a transfer of technology that will enable more energy-efficient measures to be considered as part of local development projects within the greater Lowell community

PARK STRUCTURES

Each of the park's structures, with the exception of the maintenance building, has been studied to determine its potential for energy conservation and renewable energy systems.

Lowell Manufacturing Company Complex

All windows in the information/orientation center of the complex will be high-quality, low-infiltration type. They will be double-glazed and tightly weatherstripped. The area where window frames meet the building wall will be caulked with a high-quality sealant. R-18 insulation will be installed in the basement floor. All windows in the information/orientation center of the complex will be high-quality, low-infiltration type. They will be double-glazed and tightly weatherstripped. The area where window frames meet the building wall will be caulked with a high-quality sealant. R-18 insulation will be installed in the ground floor slab. The passageway elevation will be glazed with thermopane. Space heating for the information center will be provided by hot water from a central boiler system. The summer cooling load will be reduced by means of ventilating the building at night with outside air through open windows and by conventional air conditioning.

Old City Hall

All windows will be weatherstripped and storm windows will be installed in a manner that will have the least impact on historic fabric and interpretation. R-38 insulation will be installed in the attic roof, and R-11 cellulose insulation will be blown into wall cavities. Energy for Old City Hall will be provided by a solar energy system and an oil-fired boiler. Approximately 1,600 square feet of liquid EPDM solar collectors will be installed on the roof of the Bascom Block and will contribute approximately 160,000,000 BTUs of heat energy during the winter months toward the calculated seasonal heat loss of 400,000,000 BTUs. A 6,000-gallon basement water tank will store sufficient energy for half a day during normal weather conditions. Equipping all of the windows on the south side of the building with R-4 moveable insulation will take a further load from the oil-burning furnace. The summer cooling load can be reduced through outside air nocturnal ventilation, and by the use of white-faced window insulation being put into place over the south-facing buildings.

The use of solar energy will be focused on as an interpretive measure at Old City Hall.

Kirk Street Agents' House

Interior storm windows will be added on the south unit, and all windows will be weatherstripped. On the north unit, the existing shutters will be rehabilitated and refitted so that when they are shut, little air will leak from the windows. These shutters should be kept closed 14 hours per day during the heating season. The flow of building heat out of these windows will then be about the same as the heat loss from the windows in the south unit.

Exterior walls may be insulated with blown-in cellulose or fiberglass insulation. In the basement, finished studwalls will be constructed to contain 3 inches of fiberglass roll or batt insulation.

Steam energy will be supplied from the Lowell High School generating plant behind the north unit. Distribution will be by means of the existing steam radiators if they are compatible with interpretive and residential/conference uses.

The value of simple conservation measures and district heating can be interpreted at the Kirk Street Agents' House.

Merrimack Gatehouse

Since minimal winter use of the gatehouse is proposed, energy conservation measures intended to reduce heat loss are not required. However, park interpreters who have worked inside the gatehouse have indicated that it is uncomfortably warm during the summer. Therefore, natural or low-energy ventilation actions are recommended--renovate the existing roof vent, improve the vent and install a fan in the vent if

necessary, and operate the vent fans at night to cool the brick and stone.

Boott Mill Complex

In NPS spaces, new double-glazed wood sashes will be installed. Upper sashes will be fixed and caulked, and lower sashes will be operable.

The roofs and the top two floors of north-facing walls in the NPS spaces will be insulated. Rigid board insulation (R-19) will be integrated with new roofs, and wall insulation (R-11) will be used behind finished studwalls.

Several heating methods for the Boott Mill complex will be evaluated during the planning process. These methods include use of solid waste energy, solar, hydropower, and wind energy. A determination of the specific system will not be made until a development package is formalized for the mill complex and specific uses are determined.

PARK TRANSPORTATION

The use of fossil energy in park-related transportation can be reduced in several ways--electricity derived from waterpower and solid waste conversion; hybrid electric-internal combustion engines; wind electrical energy; and alcohol fuel derived from local waste resources such as computer printout paper for powering engines.

Bicycles should be acquired by the park for employees making trips within a few miles of park headquarters. When LRTA bus schedules and routes offer adequate service, park staff should be required to use the buses for official business. Carpooling by park staff commuting to work should be encouraged and facilitated.

APPENDIXES



APPENDIX A: PARK MANAGEMENT OBJECTIVES

MANAGEMENT, ADMINISTRATION, AND SUPPORT

To establish cooperative agreements with the Lowell Historic Preservation Commission, Massachusetts Department of Environmental Management (DEM), city of Lowell, and other private and public organizations in the ownership, development, management, and maintenance of Lowell's resources

To minimize NPS landownership to that necessary for vital resource management within the park and encourage interagency and private sector management approaches

To develop less-than-fee ownership approaches for NPS control within the park

To coordinate with the Preservation Commission, city of Lowell, and DEM, the planning and operation of recreational activities, interpretive programs, and preservation measures within the national park, preservation district, and state park

To encourage park-related commercial uses within the park through coordination with the city of Lowell, the Preservation Commission, and the private sector

To encourage development of a streetscape in the downtown park area, which complements Lowell's 19th-century architectural heritage

To promote the establishment of one or more auto-free zones within the downtown area

INTERPRETATION AND VISITOR SERVICES

To convey to the public the dramatic and essential changes in the American way of life, which were brought about by events that took place in Lowell beginning in the second decade of the 19th century

To interpret the industrialization of Lowell from its early development through its decline in the 20th century and into its revitalization

To enable visitors to experience areas of Lowell beyond the downtown park area which are representative of the city's 19th-century heritage

To enable present and future generations to view and to understand the physical, social, cultural, and political conditions of 19th-century Lowell

To provide information in a manner that can be understood by, and is useful to, persons of different ages and cultural and educational backgrounds

To provide interpretive activities, as much as possible, that use existing historic resources and are not artificial re-creations

To identify, and to the extent possible, incorporate park archeological resources into the interpretive program

To establish the primary visitor information/orientation operation within the Lowell Manufacturing Company complex

To establish two NPS primary visitor facility areas within the park--the downtown park area and the canal system

To provide for a series of visitor information/orientation displays throughout the city

To focus interpretation on the role of Lowell in the industrial revolution--"the other American revolution"--and to tell the story through five themes: Power, Capital, Labor, Machines, and The Industrial City

To develop a close working relationship with primary and secondary schools in greater Lowell, with the objective of integrating park themes into the school curriculum to the degree feasible.

To establish the Boott Mill complex as the focal point for interpretation of textile mills, mill operatives, and working conditions

To develop an outreach program that actively encourages park participation by school and other organized groups within the New England area

TECHNICAL ASSISTANCE

To provide technical assistance within the park and preservation district to the city of Lowell, Lowell Historic Preservation Commission, and private landowners and developers. Technical assistance may include, but is not limited to, architectural services for facade design, landscape architectural services for street and open space design, and planning services for institutional arrangements and zoning ordinance recommendations

To concentrate NPS technical assistance programs within the park and preservation district

To discourage architectural treatment of structures in a manner that is inconsistent with that structure

To encourage and promote downtown revitalization

To provide the city of Lowell with recommendations on proposed municipal improvements within the park and preservation district

To review all proposed development or demolition plans within the park and preservation district in cooperation with other involved organizations

To research historical themes and develop resource information bases through appropriate resource studies

To establish a central historic and contemporary photographic file cooperatively with Lowell University, Proprietors of the Locks and Canals on the Merrimack River, and private collections

To utilize the Secretary of the Interior's Standards for Rehabilitation as the guide for park involvement in improvements to buildings

PROTECTION AND SAFETY

To apprise other agencies of the resource protection needs of cultural properties outside of the ownership of the park, and to encourage, as fully as possible, the protection of these resources

To provide a centralized fire and intrusion alarm system that adequately covers all properties in park ownership

To obtain the necessary authority required to adequately protect park resources and visitors

To provide safety devices and information as needed for the protection of persons visiting park sites

To cooperate with the Lowell police department and others to ensure visitor safety and resource protection

To ensure that all properties within the ownership of the park are adequately protected from arson, vandalism, and other resource damages

MAINTENANCE

To establish, in cooperation with the city of Lowell, a maintenance program for the cleaning and beautification of the downtown park zone

To provide safe, adequate, and pleasant facilities for the needs of the park visitor

To provide adequate and pleasant facilities for the staff of Lowell National Historical Park so that the various functions of the park may be carried out in a safe and efficient manner

To provide staff support, equipment, and materials that will provide services to the park visitor which are necessary to enhance enjoyment of the park and understanding of the park story

To provide support functions for all park operations to allow full implementation for the benefit of the park visitor

To devise and implement a meaningful energy utilization plan that maximizes energy use through conservation and alternative methods of operation

PLANNING AND CONSTRUCTION

To develop the park to the maximum feasible extent based on the proposals set forth in the Brown Book

To focus on adaptive use of historic structures as the basic preservation technique for NPS and non-NPS buildings

To establish a general thematic appearance for the downtown street surface areas

To encourage economic and cultural activities within the park which are compatible with park themes

To reduce the consumption of energy within the park to the lowest possible level

NATURAL RESOURCES MANAGEMENT

To discourage further degradation of Lowell's air and water quality

To promote fisheries resources, including anadromous species in the Merrimack River

To encourage policies and regulations that will minimize or eliminate undesirable sensory intrusions to the environment of the park, such as high decibel motor vehicle noises, unsightly trash, and garbage collection practices

To promote and establish areas of natural beauty in keeping with the historic character of Lowell through landscaping, revegetation, or maintenance

CULTURAL RESOURCE MANAGEMENT

To support a multiple-use philosophy of Lowell's canal system that permits interpretive, recreational, transportation, and hydropower uses

To provide for the protection, rehabilitation, and public use of the 5.6-mile power canal system, associated structures, and technology in cooperation with the Massachusetts Department of Environmental Management

To identify and assist in the protection of significant cultural resources within the park and preservation district

To promote the use of modern designs that are sympathetic to the historic streetscape in scale, materials, colors, and textures, when new construction is undertaken within the park or preservation district

To promote the maintenance and restoration of structures in a manner as consistent as possible with their earlier dominant character

To discourage major structural changes to, or reconstruction of, historic structures

To remove vegetation along the canal system that is damaging to the preservation of the system

To maintain a sensitivity toward subsurface cultural resources

To encourage and support organizations that are involved with activities that complement the park's cultural resources

To generate, to the degree possible, the energy needed to carry out park operations from renewable sources within or close to the park

PARK CIRCULATION

To encourage the funding and construction of the Sampson Connector and the Gallagher transportation terminal

To assist in developing the potential of the Merrimack River for recreational boating and to restore the Pawtucket Canal locks to make the Pawtucket Canal navigable to small boats

To utilize existing rail facilities for public transit where institutionally and economically feasible

To develop plans that will minimize the impact of vehicular traffic on local streets

To incorporate public transit as the major means of visitor circulation within the park

To encourage park visitors to travel to Lowell by means other than the private automobile

To develop a network of visitor activity sites that can be reached by persons with limited mobility, deficiencies of sight or hearing, and those with other special needs

To ensure, in cooperation with the city of Lowell and the state heritage park, that all visitor activity sites and routes of access are conveniently located and prominently marked

To cluster and connect interpretive activity areas in a manner that facilitates walking among them

To utilize the Lowell canal system as one of the primary means of circulating visitors throughout the park

To utilize the canal banks for recreational and park circulation purposes

To develop, in conjunction with the city of Lowell and other interested parties, an effective and efficient public transportation system and traffic network that addresses the needs of park visitors and city residents

COMMUNITY RELATIONS/INVOLVEMENT

To incorporate community goals and needs into the development and management of the park

To provide for park activities and building uses that are community oriented and not strictly related to park visitors

To contribute to the economy and revitalization of Lowell through park activities

To coordinate in the development of interpretive and educational facilities with representatives of local institutions

To foster public understanding of the complexities of the park and the park's interagency approach

To encourage the Lowell Museum Corporation to continue as an independent, community-based organization whose program complements the purposes of the park

APPENDIX B: MANAGEMENT ZONING

The structures and lands within Lowell National Historical Park are zoned to reflect the integrity of park resources, legislative intent, park management objectives, proposed building uses, and preservation mandates.

National Park Service policies relevant to the zones in this system provide direction for management and limit options for future use. Each zone is further divided into subzones to provide site specific guidance for resource preservation, visitor use, and development.

HISTORIC ZONE

Buildings, structures, and lands that contribute most to the significance of the park and its primary historic themes are included in the historic zone. Management emphasis will be on preservation and adaptive use of buildings, structures, and certain historic open spaces.

Resource Preservation - Adaptive Use Subzone

This subzone includes most of the structures and buildings within the park boundary. The intent of the Park Service will be to preserve the historic fabric through direct or indirect involvement. Building exteriors and interiors will be modified as needed to facilitate proposed uses. However, as much as possible of the earlier dominant character will be preserved.

Open Space Preservation Subzone

Historic open spaces or parks in the subzone will be preserved or restored. Included within this subzone are Lucy Larcom Park and the Northern Canal walkways and adjacent open space.

PARK DEVELOPMENT ZONE

This zone includes areas where major structural or site changes will be undertaken to accomplish the intent of the legislation and achieve the management objectives as proposed in the plan.

Demolition - Removal Subzone

This subzone allows for demolition and removal of structures if required by legislation or the general management plan. Buildings within this subzone are Solomon's Yard Goods and the Jade Pagoda, and the Lowell Medical Company building on Shattuck Street.

Park Access and Circulation Subzone

This subzone allows for the development and improvement of streets, sidewalks, pedestrian circulation areas, parking areas, and barge landings.

Park Maintenance Subzone

This subzone includes a 3.1-acre site known as the Notini property along the Northern Canal, which will accommodate park maintenance facilities to support all Park Service operations within the park.

APPENDIX C: REQUIRED RESEARCH PROJECTS

PROJECTS COMPLETED

Archeological Resource Study

This study evaluates the potential for significant subsurface cultural remains in NPS-related areas and the Tremont Yard. Upon completion of limited subsurface testing, the study will provide necessary data for a subsurface cultural resource management plan.

Lowell National Historical Park Cultural Properties Inventory

This report inventories 1,000 structures and sites within the boundaries of Lowell National Historic Park and Lowell Historic Preservation District. The survey will be used in developing the preservation plan mandated by the enabling legislation.

Lowell Energy Study

This study projects park energy needs, evaluates alternative energy conservation strategies, and considers a range of energy supply materials. Particular emphasis has been placed on identifying renewable energy technologies for the park.

Economic Impact Study

This study examines the existing and projected economic conditions in Lowell and the economic impact of Lowell National Historical Park. It evaluates projected impacts of the park on the downtown area, the city, and the greater Lowell community according to visitation projections, visitor spending characteristics, proposed park and preservation commission development, and retail and industrial economic activity. Future economic activity is projected for minimal NPS involvement in Lowell and park and preservation commission development plans. The study will be used for the economic impact analysis in the NPS environmental impact statement.

Architectural Data Sections, Historic Structures Report--Old City Hall, Kirk Street Agents' House, Merrimack Gatehouse, and Wannalancit Mill

In addition to other sections of the report, these architectural data sections provide data necessary for meeting requirements of federal compliance legislation and information necessary for development of historic structures.

Surface Rail Feasibility Study for Lowell National Historical Park and Lowell Historic Preservation District

This study evaluates the feasibility of using historic trolleys on existing railroad tracks as a means of circulating visitors.

Historic Structure Report--History Data Section, Old City Hall

PROJECTS UNDERWAY

Historic Resource Study

This study will identify major historical themes, describe the significance of cultural resources in the park, and provide data necessary for management and interpretation of historic resources.

Historic Structures Report

This report will provide historical, architectural, and archeological data sections for Francis Gate and Northern Canal, and historical and archeological sections for Swamp Locks and Lower Locks.

Basic Data on Archeological Resources at the Dutton Street Parking Area

ADDITIONAL STUDIES REQUIRED

History and Architecture Studies

History data sections for existing structure reports and additional historic structure reports, as required, will fulfill the mandates of Executive Order 11593, the Regulations of the Advisory Council on Historic Preservation, and NPS "Management Policies". A historic structure report for the Boott Mill complex will be prepared prior to NPS development actions. In addition to studies completed or underway, historic preservation guidelines for NPS-related structures will contribute to the protection and preservation of cultural resources and will assist in avoiding adverse impacts on the resources resulting from park development actions, increasing levels of visitor use, and adaptive use of historic structures.

Administrative History for Lowell National Historical Park

A history of the origin, development, and administration of the park will serve as an administrative, management, and interpretive tool.

Special history studies for management and interpretation of the park will be programmed as appropriate.

Archeological Studies

Procedures for compliance with NPS management policies and section 106 of the Historic Preservation Act of 1966 will be followed when maintenance or development will disturb archeological resources.

Archeological resources in the Boott Mill Yard and the proposed park near the Boott Mill boardinghouse will be further evaluated for their potential as interpretive sites. Additional archeological work at the Tremont Yard may be needed to augment a DEM study conducted by the Institute of Conservation Archaeology, Peabody Museum, Harvard University.

OTHER STUDIES

Completion of canal phasing may require additional studies of bridges and other structures. Such studies will be undertaken as appropriate.

Scope of collections statements and collection management plans will be prepared for the park's library/archives and museum.

APPENDIX D: AGREEMENTS BETWEEN MASSACHUSETTS DEPARTMENT OF ENVIRONMENTAL MANAGEMENT AND NATIONAL PARK SERVICE CONCERNING CANAL USE, DEVELOPMENT, AND MANAGEMENT

<u>Acquisition</u>	<u>Lead Agency</u>
Canal Banks and Walls (variable boundary)	DEM
Gatehouses (11)	DEM assisted by NPS
Locks (2 single and 2 double)	DEM
Dam	Locks and Canals
Interpretive Water Access Rights/Recreational Boating	DEM
Water Use Rights/Hydro	NPS assisted by DEM
Bridges	DEM and City of Lowell
Canal Boats - 8 to 40 person capacity	Preservation Commission and NPS
<u>Development</u>	<u>Lead Agency</u>
Canal Banks and Walls (landscaping and damage repair)	DEM assisted by NPS
Locks	DEM/NPS
Gatehouses	DEM/NPS
Dam	Locks and Canals
Bridges	DEM/City of Lowell (DEM will coordinate, funding to be determined)
Barge Landings	DEM/NPS
Displays and Signs	DEM/NPS (joint effort prior to 4/80)
<u>Maintenance</u>	<u>Lead Agency</u>
Canal Banks and Walls	DEM
Locks	DEM
Gatehouses	DEM and Locks and Canals
Dam	Locks and Canals
Bridges	DEM/City of Lowell
Dredging/Debris Removal	DEM (initially NPS)
Barge Landings	NPS/DEM (Francis Gate, Northern Canal)
Boats	NPS
Water Flow Levels	NPS/Locks and Canals
Maintenance Staff	DEM or contractual arrangement
<u>Visitor Services (4-month operation)</u>	<u>Lead Agency</u>
Overall Cooperative Lead Agency	NPS
Interpretive Staffing	NPS/DEM
Boat Operators (16)	NPS
Security	NPS

APPENDIX E: PROJECTED STAFFING REQUIREMENTS

<u>Park Site</u>	<u>Administration</u>	<u>Technical Assistance</u>	<u>Interpretation</u>	<u>Protection</u>	<u>Maintenance</u>
Administrative Headquarters	13 permanent 3 seasonal	15 permanent 15 seasonal	2 permanent	2 permanent	
Information/Orientation Center and Parking Lot			17 permanent* 37 seasonal	7 permanent 4 seasonal	3 permanent
Old City Hall			1 permanent 2 seasonal	1 permanent 1 seasonal	1 permanent
Merrimack Gatehouse			3 seasonal		
Kirk Street Agents' House			3 permanent 1 seasonal		3 permanent
H & H Paper Company and adjacent park			3 permanent 6 seasonal		1 permanent 2 seasonal
Boott Mill Complex			8 permanent 15 seasonal	4 permanent 4 seasonal	5 permanent 5 seasonal
Wannalancit Mill			2 permanent 6 seasonal	2 permanent 1 seasonal	2 permanent 2 seasonal
Canal System			3 permanent 14 seasonal	4 permanent 10 seasonal	12 seasonal
Park Maintenance Site					10 permanent 14 seasonal
Downtown Park Maintenance					10 seasonal
Totals	13 permanent 3 seasonal	15 permanent 15 seasonal	39 permanent 84 seasonal	20 permanent 20 seasonal	25 permanent 45 seasonal

*includes staff for downtown park tours

APPENDIX F: LEGISLATION

92 STAT. 290

PUBLIC LAW 95-290—JUNE 5, 1978

Public Law 95-290
95th Congress

An Act

June 5, 1978
[H.R. 11662]

To provide for the establishment of the Lowell National Historical Park in the Commonwealth of Massachusetts, and for other purposes.

Lowell National
Historical Park,
Mass.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

FINDINGS AND PURPOSE

16 USC 410cc.

SECTION 1. (a) The Congress finds that—

(1) certain sites and structures in Lowell, Massachusetts, historically and culturally the most significant planned industrial city in the United States, symbolize in physical form the Industrial Revolution;

(2) the cultural heritage of many of the ethnic groups that immigrated to the United States during the late nineteenth and early twentieth centuries is still preserved in Lowell's neighborhoods;

(3) a very large proportion of the buildings, other structures, and districts in Lowell date to the period of the Industrial Revolution and are nationally significant historical resources, including the five-and-six-tenths-mile power canal system, seven original mill complexes, and significant examples of early housing, commercial structures, transportation facilities, and buildings associated with labor and social institutions; and

(4) despite the expenditure of substantial amounts of money by the city of Lowell and the Commonwealth of Massachusetts for historical and cultural preservation and interpretation in Lowell, the early buildings and other structures in Lowell may be lost without the assistance of the Federal Government.

(b) It is the purpose of this Act to preserve and interpret the nationally significant historical and cultural sites, structures, and districts in Lowell, Massachusetts, for the benefit and inspiration of present and future generations by implementing to the extent practicable the recommendations in the report of the Lowell Historic Canal District Commission.

DEFINITIONS

16 USC 410cc-1.

SEC. 2. For purposes of this Act—

(1) the term "park" means the Lowell National Historical Park, established by section 101(a)(1) of this Act;

(2) the term "preservation district" means the Lowell Historic Preservation District, established by section 101(a)(1) of this Act;

(3) the term "Commission" means the Lowell Historic Preservation Commission established by section 301(a) of this Act;

(4) the term "Secretary" means the Secretary of the Interior; and

(5) the term "report of the Lowell Historic Canal District Commission" means the report submitted to the Congress by the Lowell Historic Canal District Commission pursuant to an Act entitled "An Act to provide for a plan for the preservation, inter-

pretation development and use of the historic, cultural, and architectural resources of the Lowell Historic Canal District in Lowell, Massachusetts, and for other purposes”, approved January 4, 1975 (88 Stat. 2330).

16 USC 461 note.

TITLE I—ESTABLISHMENT OF PARK AND PRESERVATION DISTRICT

ESTABLISHMENTS; BOUNDARIES

SEC. 101. (a) (1) To carry out the purpose of this Act, there is established as a unit of the National Park System in the city of Lowell, Massachusetts, the Lowell National Historical Park. There is further established in an area adjacent to the park the Lowell Historic Preservation District, which will be administered by the Secretary and by the Commission in accordance with this Act. The boundaries of the park and preservation district shall be the boundaries depicted on the map entitled “Lowell National Historical Park, Massachusetts”, dated March 1978, and numbered “Lowe-80,008A”. Such map shall be on file and available for inspection in the office of the National Park Service, Department of the Interior, and in the office of the city clerk, city of Lowell.

16 USC
410cc-11.

(2) The Secretary shall publish in the Federal Register, as soon as practicable after the date of the enactment of this Act, a detailed description and map of the boundaries established under paragraph (1) of this subsection.

Publication in
Federal Register.

(b) The Secretary may make minor revisions of the park and preservation district boundaries established under subsection (a) (1) of this section, after consulting with the Commission and the city manager of Lowell, by publication of a revised drawing or other boundary description in the Federal Register; but no waters, lands, or other property outside of the park or preservation district boundaries established under such subsection may be added to the park or preservation district without the consent of the city manager of Lowell and the city council of Lowell. A boundary revision made under this subsection shall be effective only after timely notice in writing is given to the Congress.

Notice to
Congress.

COOPERATION OF FEDERAL AGENCIES

SEC. 102. (a) Any Federal entity conducting or supporting activities directly affecting the park or preservation district shall—

16 USC
410cc-12.

(1) consult with, cooperate with, and to the maximum extent practicable, coordinate its activities with the Secretary and with the Commission; and

(2) conduct or support such activities in a manner which (A) to the maximum extent practicable is consistent with the standards and criteria established pursuant to section 302(e) of this Act, and (B) will not have an adverse effect on the resources of the park or preservation district.

(b) No Federal entity may issue any license or permit to any person to conduct an activity within the park or preservation district unless such entity determines that the proposed activity will be conducted in a manner consistent with the standards and criteria established pursuant to section 302(e) of this Act and will not have an adverse effect on the resources of the park or preservation district.

AUTHORIZATION OF APPROPRIATIONS

16 USC
410cc-13.

SEC. 103. (a) There are authorized to be appropriated such sums as may be necessary to carry out this Act, except that—

(1) the total of the amounts authorized to be appropriated for the purpose of acquisition and development under the park management plan established pursuant to section 201(b) of this Act and emergency assistance under section 205(a)(1) of this Act shall not exceed \$18,500,000; and

(2) the total of the amounts authorized to be appropriated for the purpose of carrying out section 302(b)(2) of this Act, for the payment of grants and loans under section 303 of this Act, for the acquisition of property under section 304 of this Act, and for carrying out any transportation program and any educational and cultural program described in section 302(c) of this Act shall not exceed \$21,500,000.

(b) No funds shall be authorized pursuant to this section prior to October 1, 1978.

(c) Funds appropriated under subsection (a) of this section shall remain available until expended.

Report to
Congress.

(d) (1) Within 60 days after the date of the enactment of this Act, and on each subsequent October 1 and March 1, the Secretary shall submit to the Congress a statement certifying the aggregate amount of money expended by the Commonwealth of Massachusetts, the city of Lowell, and by any nonprofit entity for activities in the city of Lowell consistent with the purpose of this Act during the period beginning on January 1, 1974, and ending on the date such statement is submitted.

(2) The aggregate amount of funds made available by the Secretary to the Commission from funds appropriated under subsection (a)(2) of this section may not exceed the amount certified by the Secretary in the most recent statement submitted to the Congress under paragraph (1) of this subsection.

SPENDING LIMITATIONS

16 USC
410cc-14.

SEC. 104. Notwithstanding any other provision of this Act, no authority to enter into agreements or to make payments under this Act shall be effective except to the extent, or in such amounts, as may be provided in advance in appropriation Acts.

TITLE II—ROLE OF THE SECRETARY

PARK MANAGEMENT PLAN

Report to
Congress.
16 USC
410cc-21.

SEC. 201. (a) The Secretary shall submit a statement to the Congress, within two years after the date on which funds are made available to carry out this Act, which—

(1) reports on the progress that the Secretary has made in acquiring the properties identified under section 202 of this Act, and describes the way the Secretary intends to use these properties;

(2) identifies the properties within the park and preservation district respecting which the Secretary has entered into or intends to enter into agreements relating to interpretive exhibits or programs under section 203(a) of this Act;

(3) (A) reports on the progress of the Secretary in leasing a portion of the Lowell Manufacturing Company, located on

Market Street, for the purpose of establishing a visitors' center in close proximity to parking and other transportation facilities, and (B) identifies any other property within the park which the Secretary has leased or intends to lease for purposes of the park:

(4) reports any other activities which the Secretary has taken or intends to take to carry out the purpose of this Act; and

(5) contains a tentative budget for the park and preservation district for the subsequent five fiscal years.

(b) (1) Not later than three years after the date on which funds are made available to carry out this Act, the Secretary shall establish and submit to the Congress a park management plan containing the information described in subsection (a) of this section. Such plan shall, upon request, be available to the public.

(2) After consulting with the Commission, the city manager of Lowell, and the Commonwealth of Massachusetts, the Secretary may make revisions in the park management plan established pursuant to paragraph (1) of this subsection by publication of such revisions in the Federal Register. A revision made under this paragraph shall be effective 90 days after written notice of the revision is submitted to the Congress.

Plan, submittal to Congress.

Availability to public.

Publication in Federal Register.

Notice to Congress.

ACQUISITION OF PROPERTY

SEC. 202. (a) (1) The Secretary is authorized to acquire the properties designated in paragraph (2) of this subsection, or any interest therein, by donation, purchase with donated or appropriated funds, condemnation, or otherwise. Any property or interest therein owned by the Commonwealth of Massachusetts or any political subdivision thereof may be acquired only by donation. The Secretary may initiate condemnation proceedings under this paragraph only after making every reasonable effort to acquire property through negotiations and purchase, and consulting with the Commission (if established) and the city council of Lowell.

16 USC
410cc-22.

(2) The properties referred to in paragraph (1) of this subsection are the following:

(A) The Linus Childs House, 63 Kirk Street.

(B) The H and H Paper Company (commonly referred to as Boot Mill Boarding House), 42 French Street.

(C) Old City Hall, 226 Merrimack Street.

(D) Merrimack Gatehouse, 269 Merrimack Street.

(E) The Wannalancit Textile Company, 562 Suffolk Street.

(F) The structures containing the Jade Pagoda and Solomon's Yard Goods, 210 and 200 Merrimack Street.

(b) Until the date on which the Commission conducts its first meeting, the Secretary may acquire any property within the park or preservation district not designated in subsection (a) (2) of this section, or any interest therein, if such property—

(1) is identified in the report of the Lowell Historical Canal District Commission as a property which should be preserved, restored, managed, developed, or maintained in a manner consistent with the purpose of this Act;

(2) is listed in the National Register of Historic Places, as maintained by the Secretary pursuant to section 101(a) of the Act entitled "An Act to establish a program for the preservation of additional historic properties throughout the Nation, and for other purposes", approved October 15, 1966 (16 U.S.C. 470a), and section 2(b) of the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and

antiquities of national significance, and for other purposes", approved August 21, 1935 (16 U.S.C. 462); or

(3) is determined by the Secretary to be of national significance; and would be subject to demolition or major alteration in a manner inconsistent with the purposes of this Act unless acquired by the Secretary. Such property may be acquired only as provided in subsection (a) (1) of this section.

(c) The Secretary may acquire easements within the park for the purpose of carrying out this Act. Such easements may be acquired only as provided in subsection (a) (1) of this section.

AGREEMENTS AND TECHNICAL ASSISTANCE

16 USC
410cc-23.

SEC. 203. (a) The Secretary may enter into agreements with any owner of property with national historic or cultural significance within the park to provide for interpretive exhibits or programs. Such agreements shall provide, whenever appropriate, that—

(1) the public may have access to such property at specified, reasonable times for purposes of viewing such property or the exhibits or attending the programs established by the Secretary under this subsection; and

(2) the Secretary may make such minor improvements to such property as the Secretary deems necessary to enhance the public use and enjoyment of such property, exhibits, and programs.

(b) (1) The Secretary shall provide, upon request, technical assistance to—

Regulations.

(A) the city of Lowell to assist the city in establishing regulations or laws consistent with the standards and criteria established pursuant to section 302 (e) of this Act; and

(B) the Commission to assist the Commission in establishing the index and the standards and criteria required by section 302 of this Act.

(2) The Secretary may provide to any owner of property within the park or preservation district, the Commission, the Commonwealth of Massachusetts, the city of Lowell, and any other Federal entity or any institution such technical assistance as the Secretary considers appropriate to carry out the purpose of this Act.

WITHHOLDING OF FUNDS

16 USC
410cc-24.

SEC. 204. The Secretary may refuse to obligate or expend any money appropriated for the purposes described in section 103(a) (1) of this Act or section 103(a) (2) of this Act if the Secretary determines that—

(a) the city of Lowell has failed to establish regulations or laws consistent with the standards and criteria established pursuant to section 302(e) of this Act within one year after the date such standards and criteria have been established, except that the Secretary may extend such one-year period for not more than six months if the Secretary determines that the city has made a good faith effort to establish such regulations or laws;

(b) the city of Lowell has failed to notify the Commission of (1) applications for building permits or zoning variances respecting any property which is included in the index established pursuant to section 302(d) of this Act, or (2) any proposals of the city of Lowell to change the regulations or laws described in paragraph (c) (1) of this subsection;

(c) (1) during the period before the city of Lowell has established regulations or laws consistent with the standards and criteria established pursuant to section 302(e) of this Act, the city of Lowell has granted any building permit or zoning variance or has taken any other action respecting any property within the park or preservation district, which either the Secretary or the Commission consider to be inconsistent with such standards and criteria;

(2) after the city of Lowell has established the regulations or laws described in subparagraph (1) of this paragraph, the city of Lowell has granted any building permit or zoning variance or has taken any other action respecting any property within the park or preservation district, which either the Secretary or the Commission consider to be inconsistent with such regulations or laws; or

(d) the Commission has not made good faith efforts to (1) provide for the preservation, restoration, management, development, or maintenance of property within the park and preservation district or (2) carry out the park preservation plan approved under section 302 of this Act.

GENERAL ADMINISTRATIVE FUNCTIONS

Sec. 205. (a) (1) The Secretary, acting through the National Park Service, shall take appropriate actions to implement to the extent practicable the park management plan established pursuant to section 201(b) of this Act. In carrying out such plan, the Secretary shall administer the park in accordance with laws, rules, and regulations applicable to the national park system. Before the date on which the Commission conducts its first meeting, the Secretary may take any other action the Secretary deems necessary to provide owners of property with national historic or cultural significance within the park or preservation district with emergency assistance for the purpose of preserving and protecting their property in a manner consistent with the purpose of this Act.

16 USC
410cc-25.

Rules and
regulations.

(2) Subject to sections 204 and 302(b) of this Act, the Secretary shall make available to the Commission any funds appropriated under section 103(a) (2) of this Act for the purpose of carrying out title III of this Act.

Funds,
availability.

(b) Notwithstanding any other provisions of law, the Secretary may accept donations of funds, property, or services from individuals, foundations, corporations, and other private entities, and from public entities, for the purpose of implementing the park management plan.

(c) The Secretary may sponsor or coordinate within the park and preservation district such educational or cultural programs as the Secretary considers appropriate to encourage appreciation of the resources of the park and preservation district.

(d) The Secretary may acquire such leases respecting property within the park as may be necessary to carry out the purpose of this Act.

TITLE III—ROLE OF THE COMMISSION

ESTABLISHMENT OF LOWELL HISTORIC PRESERVATION COMMISSION

Sec. 301. (a) There is established within the Department of the Interior a commission to be known as the Lowell Historic Preservation Commission which shall administer the preservation district and provide certain services within the park in accordance with this title. The

16 USC
410cc-31.

Members.

Commission shall consist of fifteen members appointed by the Secretary as follows:

(1) Three members who are members of the city council of Lowell, appointed from recommendations made by the mayor of Lowell.

(2) Three members appointed from recommendations made by the city manager of Lowell of persons who are representative of organized labor, the business community, local neighborhoods, and cultural institutions, and who are not elected officials.

(3) One member appointed from recommendations made by the president of the University of Lowell.

(4) Three members appointed from recommendations made by the Governor of the Commonwealth of Massachusetts.

(5) One member appointed from recommendations made by the Secretary of Commerce and who shall be an employee of the Department of Commerce.

(6) One member appointed from recommendations made by the Secretary of Transportation and who shall be an employee of the Department of Transportation.

(7) One member appointed from recommendations made by the Secretary of Housing and Urban Development and who shall be an employee of the Department of Housing and Urban Development.

(8) Two members who are qualified to serve on the Commission because of their familiarity with programs of the Department of the Interior involving national parks and historic preservation and who shall be an employee of the Department of the Interior.

(b) If any member of the Commission who was appointed to the Commission under paragraph (1) or (4) of subsection (a) of this section as a member of the city council of Lowell or any other government leaves that office, or if any member of the Commission who was appointed from persons who are not elected officials of any government becomes an elected official of a government, such person may continue as a member of the Commission for not longer than the thirty-day period beginning on the date such person leaves that office or becomes such an elected official, as the case may be.

Terms of office.

(c) (1) Except as provided in paragraph (2) of this subsection, members shall be appointed for terms of two years. A member may be reappointed only three times unless such member was originally appointed to fill a vacancy pursuant to subsection (e) (1) of this section, in which case such member may be reappointed four times.

(2) Of the members first appointed pursuant to subsection (a) of this section, the following shall be appointed for terms of three years:

(A) The members appointed pursuant to paragraphs (2), (3), and (8) of such subsection.

(B) One of the members appointed pursuant to paragraph (4) of such subsection, as designated by the Secretary at the time of appointment upon recommendation of the Governor.

(d) The chairman of the Commission shall be elected by the members of the Commission. The term of the chairman shall be two years.

(e) (1) Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

(2) Any member appointed to fill a vacancy shall serve for the remainder of the term for which his predecessor was appointed. Any member may serve after the expiration of his term for a period not longer than thirty days.

(f) Eight members of the Commission shall constitute a quorum, but a lesser number may hold hearings.

(g) The Commission shall meet at least once each month, at the call of the chairman or a majority of its members.

(h) (1) Except as provided in paragraph (2) of this subsection, members of the Commission shall each be entitled to receive \$100 for each day (including travel time) during which they are engaged in the performance of the duties of the Commission.

(2) Members of the Commission who are full-time officers or employees of the United States, the city of Lowell, or the Commonwealth of Massachusetts shall receive no additional pay on account of their service on the Commission.

(3) While away from their homes or regular places of business in the performance of services for the Commission, members of the Commission shall be allowed travel expenses, including per diem in lieu of subsistence, in the same manner as persons employed intermittently in the Government service are allowed expenses under section 5703 of title 5 of the United States Code.

(i) The Commission established pursuant to this Act, shall cease to exist ten years from the date of enactment of this Act. Termination.

PARK PRESERVATION PLAN AND INDEX

SEC. 302. (a) (1) Within one year after the date on which the Commission conducts its first meeting, the Commission shall submit to the Secretary a draft park preservation plan meeting the requirements of subsection (c) of this section. The Secretary shall review the draft park preservation plan and, within ninety days after the date on which such plan is submitted to the Secretary, suggest appropriate changes in such plan to the Commission.

16 USC
410cc-32.

(2) Within eighteen months after the date on which the Commission conducts its first meeting, the Commission shall submit to the Secretary a park preservation plan which meets the requirements of subsection (c) of this section. The Secretary shall, within ninety days after the date on which such plan is submitted to the Secretary, approve or disapprove such plan. The Secretary may not approve such plan unless the Secretary determines that such plan would adequately carry out the purpose of this Act.

(3) If the Secretary disapproves a park preservation plan, the Secretary shall advise the Commission of the reasons for such disapproval together with the recommendations of the Secretary for revision of such plan. Within such period as the Secretary may designate, the Commission shall submit a revised park preservation plan to the Secretary. The Secretary shall approve or disapprove any revised park preservation plan in the same manner as required in paragraph (2) of this subsection for the approval or disapproval of the original park preservation plan.

(4) If the Secretary approves a park preservation plan, the Secretary shall publish notice of such approval in the Federal Register and shall forward copies of the approved plan to the Congress.

Publication in
Federal Register.

(5) Any park preservation plan or draft plan submitted to the Secretary under this subsection shall, upon request, be available to the public.

Availability to
public.

(6) No changes other than minor revisions may be made in the approved park preservation plan without the approval of the Secretary. The Secretary shall approve or disapprove any proposed change in the approved park preservation plan, except minor revisions in the

same manner as required in paragraph (2) of this subsection for the approval or disapproval of the original park preservation plan.

(b)(1) Except as provided in paragraph (2) of this subsection, the Secretary shall not make any funds available to the Commission to carry out section 303 or 304 of this Act until a park preservation plan has been approved under subsection (a) of this section.

Funds,
availability.

(2) Before a park preservation plan is approved under subsection (a) of this section, the Secretary may make available to the Commission such funds as the Commission may request to carry out any activity specified in paragraph (3) of this section. However, no funds shall be made available under this paragraph unless a proposal describing such activity is reviewed and approved by the Secretary.

(3) The Commission may request funds from the Secretary to—

(A) carry out activities to preserve, restore, manage, develop, or maintain any property identified in subsection (c)(1) of this section;

(B) take any action the Commission considers necessary to provide owners of property with national historical or cultural significance within the park or preservation district with emergency assistance for the purpose of preserving and protecting their property in a manner consistent with the purpose of this Act; or

(C) acquire in accordance with section 304 of this Act, any property within the park which—

(i) is identified in the report of the Lowell Historic Canal District Commission as a property which should be preserved, restored, managed, developed, or maintained in a manner consistent with the purpose of this Act;

(ii) is listed in the National Register of Historic Places, as maintained by the Secretary pursuant to section 101(a) of the Act entitled "An Act to establish a program for the preservation of additional historic properties throughout the Nation, and for other purposes", approved October 15, 1966 (16 U.S.C. 470a), and section 2(b) of the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935 (16 U.S.C. 462); or

(iii) is determined by the Secretary to be of national significance;

and would be subject to demolition or major alteration in a manner inconsistent with the purpose of this Act unless acquired by the Commission.

(c) Any plan submitted to the Secretary under subsection (a) of this section shall—

(1) describe the manner in which the Commission, to the extent practicable in accordance with the recommendations in the report of the Lowell Historic Canal District Commission, proposes to provide for the preservation, restoration, management, development, or maintenance of—

(A) the Welles Block, 169 Merrimack Street;

(B) the Jordan Marsh Company Building, 153 Merrimack Street and 15 Kirk Street;

(C) the Yorick Club, 91 Dutton Street;

(D) the Lowell Gas Light Company, 22 Shattuck Street;

(E) St. Anne's Church and Rectory, 237 Merrimack Street;

(F) Lowell Institution for Savings, 18 Shattuck Street;

- (G) the Ahepa Building, 31 Kirk Street;
- (H) Boott Mill, Foot of John Street;
- (I) Lowell Manufacturing Company on Market Street;

and

- (J) the structure commonly referred to as the Early Residence, 45, 47, and 49 Kirk Street;
- (2) identify the properties included in the index established pursuant to subsection (d) of this section;
- (3) identify the properties which the Commission intends to acquire under section 304 of this Act and specify how such properties shall be used;
- (4) include the standards and criteria established pursuant to subsection (e) of this section;
- (5) provide a detailed description of the manner in which the Commission intends to implement the grant and loan programs under section 303 of this Act, including information relating to the estimated amount of such grants and the manner in which such grants shall be awarded by the Commission;
- (6) provide for a transportation program by which 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 barge equipment, docking facilities, and local rail facilities;
- (7) provide for educational and cultural programs to encourage appreciation of the resources of the park and preservation district; and
- (8) include a tentative budget for the subsequent five fiscal years.

(d) The Commission shall establish, within one year after the date on which the Commission conducts its first meeting, an index which includes— Index.

- (1) any property in the park or preservation district (except for any property identified in section 201(a)(2) of this Act) which should be preserved, restored, managed, developed, maintained, or acquired by the Commission because of its national historic or cultural significance; and
- (2) any property which should be preserved, restored, managed, developed, or maintained in a manner compatible with the purpose of this Act because of its proximity to (A) any property referred to in paragraph (1) of this subsection, or (B) any property designated in section 201(a)(2) of this Act.

The index may be modified only by a majority vote of the members of the Commission, taken when a quorum is present.

(e) (1) The Commission shall establish standards and criteria applicable to the construction, preservation, restoration, alteration, and use of all properties within the preservation district with the advice of the Commonwealth of Massachusetts and of the Secretary, and the consent of the city manager of Lowell. Standards and criteria.

(2) The Commission shall establish the standards and criteria described in paragraph (1) of this subsection for any property within the park with the advice of the Commonwealth of Massachusetts and the city manager of Lowell and subject to the review and approval of the Secretary.

(3) The Commission shall establish standards and criteria under paragraphs (1) and (2) of this subsection within one year after the date on which the Commission conducts its first meeting. Such stand-

ards and criteria may be revised in the same manner in which they were originally established.

Publication in
Federal Register.

(4) The Secretary shall publish the standards and criteria established under paragraphs (1) and (2) of this subsection, and any revisions thereof, in the Federal Register.

LOANS, GRANTS, AND TECHNICAL ASSISTANCE

16 USC
410cc-33.

SEC. 303. (a) The Commission may make loans to the Lowell Development and Financial Corporation (established under chapter 844 of the Massachusetts General Laws and hereinafter referred to as the "corporation") to enable the corporation to provide low interest loans for the preservation, restoration, or development of any property described in section 302(d)(1) of this Act. The Commission may make any such loan to the corporation only after entering into a loan agreement with the corporation which includes the following terms:

(1) The loan to the corporation shall have a maturity of thirty-five years. At the end of such period, the corporation shall repay to the Secretary of the Treasury (in a lump sum) for deposit in the general fund of the Treasury the full amount of the loan and any additional amounts accruing to the corporation pursuant to this subsection excepting those amounts expended by the corporation for reasonable administrative expenses.

(2) The money received from the Commission, and any interest earned on such money, may be obligated by the corporation only for low interest loans made under paragraphs (6) and (7) of this subsection, except that the corporation may use such money to the extent the Commission considers reasonable to satisfy the costs of the corporation in administering the loan or procuring loan guarantees or insurance.

(3) Within five years after receiving the loan from the Commission, the corporation shall make loans under paragraphs (6) and (7) of this subsection which, in the aggregate, obligate the full amount of money received from the Commission (minus any amount required to satisfy the costs described in paragraph (2) of this subsection).

(4) As loans made under paragraphs (6) and (7) of this subsection are repaid, the corporation shall make additional loans under such paragraphs with the money made available for obligation by such repayments.

(5) The corporation shall make available to the Commission and to the Secretary, upon request, all accounts, financial records, and other information related to loans made under paragraphs (6) and (7) of this subsection.

(6) Before the corporation approves any application for a low interest loan for which money has been made available to the corporation by the Commission, the corporation shall require the prospective borrower to furnish the corporation with a statement from the Commission stating that the Commission has reviewed the application and has determined that any loan received by the prospective borrower will be spent in a manner consistent with—

(A) the standards and criteria established pursuant to section 302(e) of this Act, and

(B) the goals of the park preservation plan approved under section 302(a) of this Act.

(7) The corporation may approve any application for a low interest loan which meets the terms and conditions prescribed by the corporation with the approval of the Commission and for which money has been made available to the corporation by the Commission if—

(A) the prospective borrower furnishes the corporation with the statement described in paragraph (6) of this subsection;

(B) the corporation determines that such borrower has sufficient financial resources to repay the loan; and

(C) such borrower satisfies any other applicable credit criteria established by the corporation.

In order to determine whether the corporation has complied with this subsection, the Commission, or such other appropriate person or entity as the Commission may designate, shall conduct an audit at least once every two years of all accounts, financial records, and other information related to loans made under paragraphs (6) and (7) of this subsection. If the Commission determines, after conducting a hearing on the record, that the corporation has substantially failed to comply with this subsection, the outstanding balance of any loan made to the corporation under this subsection shall become payable in full upon the demand of the Commission.

Audit.

Hearing.

(b)(1) The Commission may make grants to owners of property described in section 302(d)(1) of this Act for the preservation, restoration, management, development, or maintenance of such property in a manner consistent with the standards and criteria established pursuant to section 302(e) of this Act.

(2) The Commission, with the approval of the Secretary, may make grants to any person or any public or private entity to provide for (i) educational and cultural programs which encourage appreciation of the resources of the park and preservation district, or (ii) any planning, transportation, maintenance, or other services the Commission considers necessary to carry out the purposes of this Act.

(3) Grants under this subsection shall be made under agreements which specify the amount of the grant, the installments (if any) by which the grant shall be paid to the grant recipient, the purpose for which the grant may be used, and any other condition the Commission considers appropriate. The Commission shall be entitled, under the terms of any grant agreement, to recover from the recipient any funds used in a manner inconsistent with such grant agreement.

(c) The Commission with the advice of the Secretary may provide technical assistance to—

(1) owners of property within the park or preservation district to assist such owners in (A) making repairs to or improvements in any property included in the index established pursuant to section 302(d) of this Act, or (B) applying for loans under subsection (a) of this section; and

(2) any other person or public or private entity to assist such person or entity in taking actions consistent with the purpose of this Act.

(d) The Commission shall make available to the Secretary, upon request, all accounts, financial records, and other information of the Commission relating to grants and loans made under this section.

(e) The Secretary shall make an annual report to the Congress describing the loans, grants, and technical assistance provided under this section and under section 203 of this Act. Such report shall specify the amount, recipient, and purpose of any loan, grant or technical

Report to Congress.

assistance so provided and contain such additional information as the Secretary considers appropriate.

ACQUISITION AND DISPOSITION OF PROPERTY

16 USC
410cc-34.

SEC. 304. (a) (1) The Commission may acquire any property designated in paragraph (3) of this subsection, any property described in section 302(d) (1) of this Act, or any interest therein, by donation, by purchase with donated or appropriated funds, or by condemnation in accordance with paragraph (2) of this subsection.

(2) Only properties within the park or property designated in paragraph (3) of this subsection may be acquired by the Commission by condemnation. The Commission may initiate condemnation proceedings only after making every reasonable effort to acquire any such property through negotiations and purchase and consulting with the city council of Lowell. No lands or interests therein may be acquired by the Commission by condemnation without the approval of the Secretary.

(3) The Commission may acquire in accordance with paragraph (1) of this subsection the following properties, or any interest therein:

- (A) World Furniture Building, 125 Central Street; and
- (B) The Martin Building, 102-122 Central Street.

(b) The Commission, with the approval of the Secretary, may sell or lease any property which it acquires under subsection (a) of this section subject to such deed restrictions or other conditions as the Commission deems appropriate to carry out the purpose of this Act.

(c) Pursuant to a written agreement between the Commission and the Commonwealth of Massachusetts, the Commission, with the approval of the Secretary, may sell, donate, lease, or in any other manner the Commission and the Secretary deem appropriate make available to the Commonwealth any property which the Commission has acquired under subsection (a) of this section in order to provide for the administration or maintenance of such property by the Commonwealth in a manner consistent with the purpose of this Act.

POWERS OF COMMISSION

Hearings.
16 USC
410cc-35.

SEC. 305. (a) The Commission may for the purpose of carrying out this Act hold such hearings, sit and act at such times and places, take such testimony, and receive such evidence, as the Commission may deem advisable. The Commission may administer oaths or affirmations to witnesses appearing before it.

(b) When so authorized by the Commission, any member or agent of the Commission may take any action which the Commission is authorized to take by this section.

(c) Subject to section 552a of title 5, United States Code, the Commission may secure directly from any department or agency of the United States information necessary to enable it to carry out this Act. Upon request of the chairman of the Commission, the head of such department or agency shall furnish such information to the Commission.

(d) Notwithstanding any other provision of law, the Commission may seek and accept donations of funds, property, or services from individuals, foundations, corporations, and other private entities, and from public entities, for the purpose of carrying out its duties.

(e) The Commission may use its funds to obtain money from any source under any program or law requiring the recipient of such money to make a contribution in order to receive such money.

(f) The Commission may use the United States mails in the same manner and upon the same conditions as other departments and agencies of the United States.

(g) The Commission may obtain by purchase, rental, donation, or otherwise, such property, facilities, and services as may be needed to carry out its duties. Any acquisition of property by the Commission shall be in accordance with section 304 of this Act: *Provided, however,* That the Commission may not acquire lands or interests therein pursuant to this subsection by condemnation. Upon the termination of the Commission, all property, personal and real, and unexpended funds shall be transferred to the Department of the Interior.

STAFF OF COMMISSION

SEC. 306. (a) The Commission shall have a Director who shall be appointed by the Commission and who shall be paid at a rate not to exceed the rate of pay payable for grade GS-15 of the General Schedule.

16 USC
410cc-36.

(b) The Commission may appoint and fix the pay of such additional personnel as the Commission deems desirable.

5 USC 5332 note.

(c) The Director and staff of the Commission may be appointed without regard to the provisions of title 5, United States Code, governing appointments in the competitive service, and may be paid without regard to the provisions of chapter 51, and subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates, except that no individual so appointed may receive pay in excess of the annual rate of basic pay payable for grade GS-15 of the General Schedule.

5 USC 5101 *et*
seq.
5 USC 5331.

(d) Subject to such rules as may be adopted by the Commission, the Commission may procure temporary and intermittent services to the same extent as is authorized by section 3109(b) of title 5, United States Code, but at rates determined by the Commission to be reasonable.

(e) (1) Upon request of the Commission, the head of any Federal agency represented by members on the Commission may detail, on a reimbursable basis, any of the personnel of such agency to the Commission to assist it in carrying out its duties under this Act.

(2) The Administrator of the General Services Administration shall provide to the Commission on a reimbursable basis such administrative support services as the Commission may request.

Approved June 5, 1978.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 95-1023 (Comm. on Interior and Insular Affairs).
SENATE REPORT No. 95-813 (Comm. on Energy and Natural Resources).
CONGRESSIONAL RECORD, Vol. 124 (1978):

Apr. 3, considered and failed passage in House.
Apr. 11, considered and passed House.
May 18, considered and passed Senate, amended.
May 23, House concurred in Senate amendments.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 14, No. 23:
June 5, Presidential statement.

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Lowell Historic Preservation Commission

Massachusetts Department of Environmental Management

City of Lowell, Massachusetts

Northern Middlesex Area Commission

Lowell Regional Transit Authority

As the nation's principal conservation agency, the Department of the Interior has basic responsibilities to protect and conserve our land and water, energy and minerals, fish and wildlife, parks and recreation areas, and to ensure the wise use of all these resources. The department also has major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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