

LYNN R/UDAT

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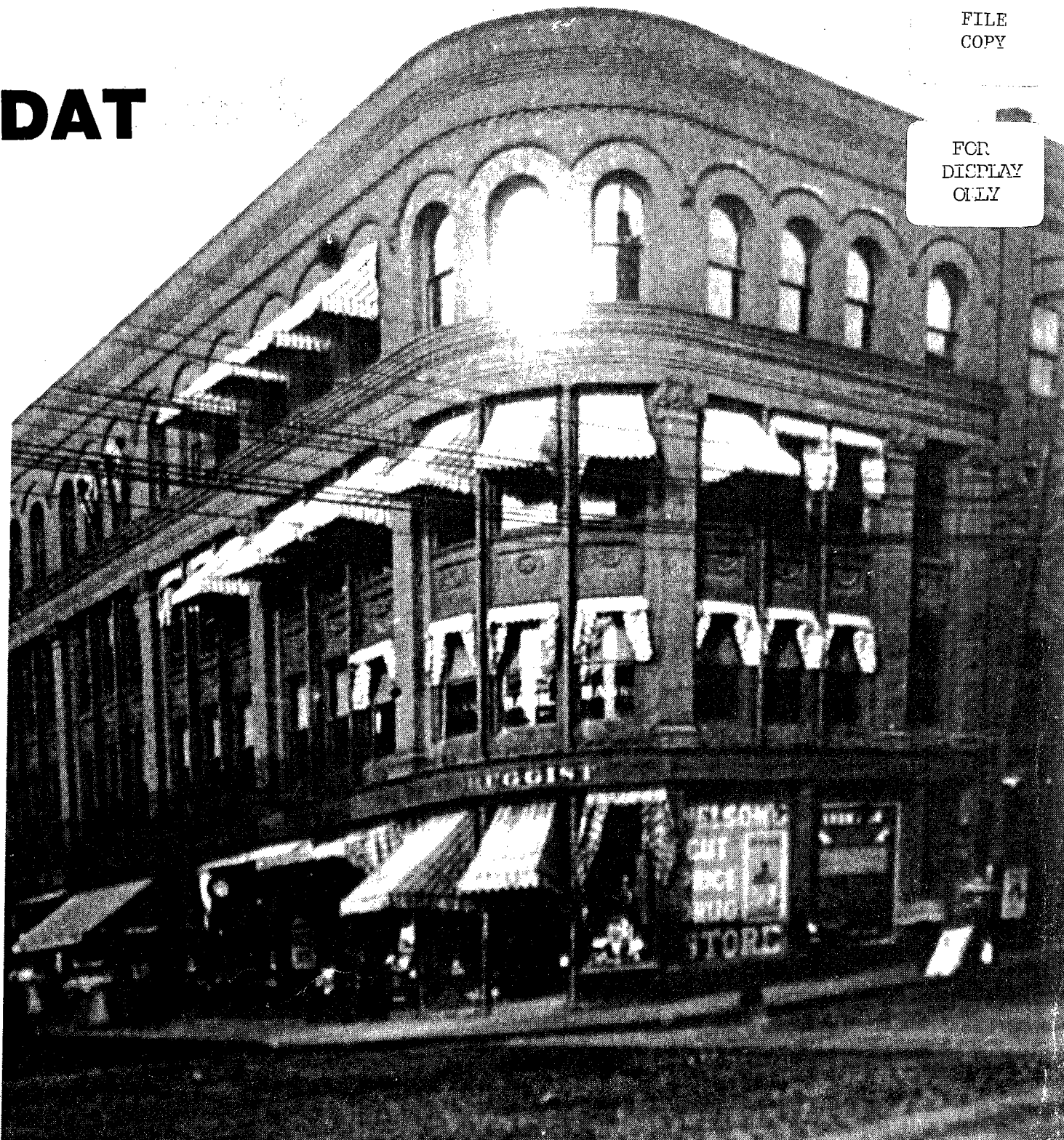
REGIONAL
URBAN DESIGN
ASSISTANCE
TEAM

THE AMERICAN
INSTITUTE OF
ARCHITECTS

28 JANUARY TO
01 FEBRUARY 1982

LYNN,
MASSACHUSETTS

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PREFACE

THE VISIT

The request for a Regional Urban Design Assistance Team (R/UDAT) visit to Lynn was approved soon after the November 28, 1981 fire which wreaked havoc on the city's downtown district. The fire ruined 17 buildings and heavily damaged nine others, forced hundreds of persons from their homes and left some 1,500 persons out of work.

Charles Redmon, A.I.A., and John P. Clarke, A.I.A., made a reconnaissance visit soon after. A team was organized and was sent extensive background material on Lynn in advance of the visit. The team surveyed the city by both air and bus, walked the streets and met with interested citizens; representatives of Lynn community organizations; civic leaders; merchants, retailers and bankers, and others in the business community; government officials; and professional staff.

With this information and a large volume of other resources, the team engaged in intensive work sessions which culminated in a press conference and a public presentation on February 2, 1982.

This report was presented at that time.

The Urban Planning and Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance

Teams to cities all over the country since 1967.

The teams respond to the problems in the physical environment as described by the local AIA chapters and their sponsors from the community. Lynn, Massachusetts was the seventh R/UDAT. This R/UDAT is the 72nd to be performed.

Each Regional/Urban Design Assistance Team (R/UDAT) is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people...presents its analysis from a fresh perspective...and offers its recommendations and new approaches for planning and action.

The fire, although a catastrophe, presents Lynn with a unique opportunity.

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INTRODUCTION

On November 29, 1981, downtown began to burn. The efforts of many people seemed to go up in smoke as newly rehabilitated buildings crumbled and elderly people were evacuated from their smoke-filled new apartments.

While the setback was devastating, the town will of course go on. Other places have. Lynn will too. But Lynn should not pretend that "business should go on as usual".

Lynn has an opportunity to take a fresh look at its old problems and what it should do about them. The fire is not the only reason that Lynn needs to do this.

Many changes are taking place in the region, the state, and the nation which will drastically change the economic, political and social context in which Lynn addresses its old problems to find new opportunities.

The fire then, is a crisis which forces Lynn, its people, its political leaders, its economic community - to use the rebuilding of its physical fabric to improve the economic and social conditions of its residents.

Lynn's problems are in some ways beyond its control. As in many other small cities in the North East and Mid West, industry has been leaving and businesses have closed. The population is getting older and Lynn's young people are moving away. Minorities and new immigrant groups have come to Lynn nevertheless, finding opportunities that are better than what they have elsewhere.

Lynn has some special problems, too. On the North Shore, it is "the city in between." It has remained a blue collar community while communities around it have become chic and attracted middle class residents, shopping centers, good restaurants - and tax dollars. Lynn, has become increasingly poor. The city, to its credit, has not turned away from the pressing needs of its increasing numbers of poor, and in the past decade has provided its people with an impressive array of social services and housing aid.

These are not new problems. Lynn has thought about them and responded to them. There are three new reasons, however, why Lynn's longstanding and special problems call for new responses.

28 NOVEMBER 1981



. The fire. The fire raises immediate issues of temporary relocation of people and the permanent relocation of industry. But more importantly, it calls for a new look at the revitalization strategies which were planned to link with areas that were levelled.

The Heritage Park and the Community College in particular are two major, welcomed public investments which need to be reassessed. How these are built and the image they set will attract national attention. They should reflect the thinking of state and local officials who have looked creatively at the new opportunities which have been opened up. What the private sector does now - the major corporations in Lynn as well as the small businesses - can similarly capture national attention and create a new feeling of pride in Lynn.

. Proposition 2½. While tax caps are not new, Lynn is just now entering the difficult second year in a series of budget cuts in response to state mandate. Total costs of running city government and providing services have increased, especially since the city has, in recent years, considerably improved the level of professionalism in planning and services. It has to cut back costs, finding ways to meet the needs - and yet finding the money to support new efforts, too.

. New Federal policies. Washington seems remote from Lynn, but its influence in dollars and programs has been substantial. Lynn has benefitted from programs to help distressed places and distressed people. The availability of housing subsidies and low cost loans for rehabilitation has shaped Lynn's housing strategies; social service grants have funded an array of local community agencies; and federal grants have funded substantial portion of recent economic development projects. The new Administration has announced major changes in all these areas. Cuts in dollars for social services present the most immediate challenge. Equally important, however, is the intention to shift more responsibilities to the states and local governments - and people themselves.

This atmosphere could set off a number of conflicts. Business interests and officials could blame each other; neighborhoods could fight resources spent on economic development; and public servants could insist on their prerogatives.

But Lynn has already shown that it wants instead, to respond constructively and imaginatively. City officials are looking to the state, and the state is helping Lynn. Businessmen and local officials

have formed Step Up With Lynn and are building a new basis for cooperative, visible actions, including the funding projects which help make Lynn more attractive. Minorities and other community interests have indicated they understand they will benefit from the economic benefits if these are distributed fairly.

To rebuild the City, Lynn must define its special character as a working class city with a fine history and a stock of distinctive, still solid buildings; shape cooperative alliances between the City, its residents, public officials, and the business community; use and link available public resources; and aggressively seek new ways to attracting private dollars into the community. It needs to reinforce what is healthy, improve what is ailing, but worth saving, and take new directions to strengthen the physical fabric of the commercial areas.

The following proposals focus primarily on the physical development issues we were called in to examine. We have looked comprehensively at urban design and the policies and funding strategies which can make the proposals a reality. But we have never forgotten that these improvements provide a physical setting

for people: people who live and care about their neighborhoods; people who will invest and profit in business activity here; people who find jobs in Lynn; and people who enjoy the town's shops and activities.

How people who live here feel about Lynn, and what attracts others to take a second look at Lynn, will determine the next ten years for Lynn.

Here are our ideas.

UPDATE

UPDATE FROM LAST R/UDAT

In December 1969, one of the first R/UDAT teams organized by AIA visited Lynn. The team studied the central business area and made a series of recommendations to the City. Lynn's considerable progress in implementing these recommendations makes us confident that the City will again use our visit as a catalyst for the next decade.

The recommendations of the last R/UDAT Team fall into five main areas:

1. make full use of Lynn's unique Loft buildings in the downtown area
2. reorganize city government to work more effectively with private enterprise
3. make improvements in downtown design, traffic, and parking, and amenities
4. encourage development of a service economy downtown
5. encourage use of Lynn Harbor as a community asset.

Impressive progress has been made in reusing the loft buildings and reorganizing City government. The innovative efforts of so many local residents to restore the loft buildings make the fire that much more tragic. Yet, despite the fire, the City of Lynn will reap many benefits. The Vamp Building and the Harbor Loft Apartments still stand and provide highly attractive housing. Moreover, the process of developing the lofts has created expertise within the Lynn community and helped people see what preservation can accomplish.

The change in city government since the 1969 R/UDAT has been remarkable. The way government plans and manages community and downtown development in cooperation with the private sector has turned around.

The 1969 R/UDAT made many recommendations about improving Lynn's central shopping district. The City has improved pedestrian flow, separating pedestrians and traffic. Visual amenities and street furniture have been added, and parking and circulation problems addressed. Yet, many problems remain.

The R/UDAT recommendations to encourage the trend from a retail-based downtown to one based on service functions were based on the assumption that succession to a service economy was inevitable. The City tried to encourage office development, but aside from Bell Telephone Yellow Pages Building, market demand for office space has yet to develop.

The last major recommendation - the redevelopment of Lynn's harbor area - is about to become a reality. Investment by the State in the Heritage State Park and the North Shore Community College will provide important amenities and be major catalysts for private development in the adjacent condominium and marina complex.

There has been success in attracting tenants to the industrial park and developing the land fill site previously planned for an electrical generating plant.

Since the 1969 R/UDAT, urban decline in Lynn has not been turned around. It seems to have stabilized in many areas, however, in large part due to the City's vastly increased ability to define what it wants to do and work hard to do it. We are pleased to work with Lynn again.

CONTEXT

HISTORY

Lynn was settled approximately 350 years ago by North Shore colonists in search of fertile agricultural land. Early settlement patterns were concentrated in the areas of the present downtown, the waterfront, and Western Avenue.

Although they looked for fertile lands, many of Lynn's early settlers continued to practice their leather shoemaking skills brought from Europe. Expanding upon this resource, Lynn successfully attracted other skilled immigrants. Small scale shoe manufacturers joined forces to make Lynn one of the world's most important shoe manufacturing centers.

From 1800 to 1920 Lynn's waterfront activities grew as well. Ship-building, shell fishing, salt-making, boxmaking, and water-commerce in lumber, coal, and shoes are all a part of Lynn's waterfront heritage.

The Great Fire of 1889 demolished some of the harbor industries, but the city quickly rebuilt. The harbor was dredged and filled numerous times to accommodate the heavy port activities for coal and crude materials used by the growing General Electric Company.

Soon, however, Lynn was faced with a series of changes which were to cause cycles of turmoil for fifty years:

- Railroad competition in freight transport caused Lynn Harbor to decline.
- During the 1930's unions and foreign competition caused the shoe industry to contract.
- After World War II, the migration of both jobs and middle class residents.
- Urban renewal projects of the 1960's razed intact sections of the city without significantly alleviating commercial and residential distress.
- Lynn's population declined from 90,000 in 1970 to 78,000 in 1980.

Today, Lynn is at an important crossroads. The city knows what it has lost. Lynn is working creatively to enhance its many remaining resources. It has the pride and strength of its heritage upon which to build.

Geography of Lynn

Lynn is located in Essex County, in the eastern section of Massachusetts, on the northern shore of Massachusetts Bay, bordered by Saugus and Lynnfield on the West, the Saugus River on the Southwest, Peabody and Salem on the North, Swampscott and the Atlantic Ocean on the East, and Nahant and Revere on the South. It is 11 miles from Boston.

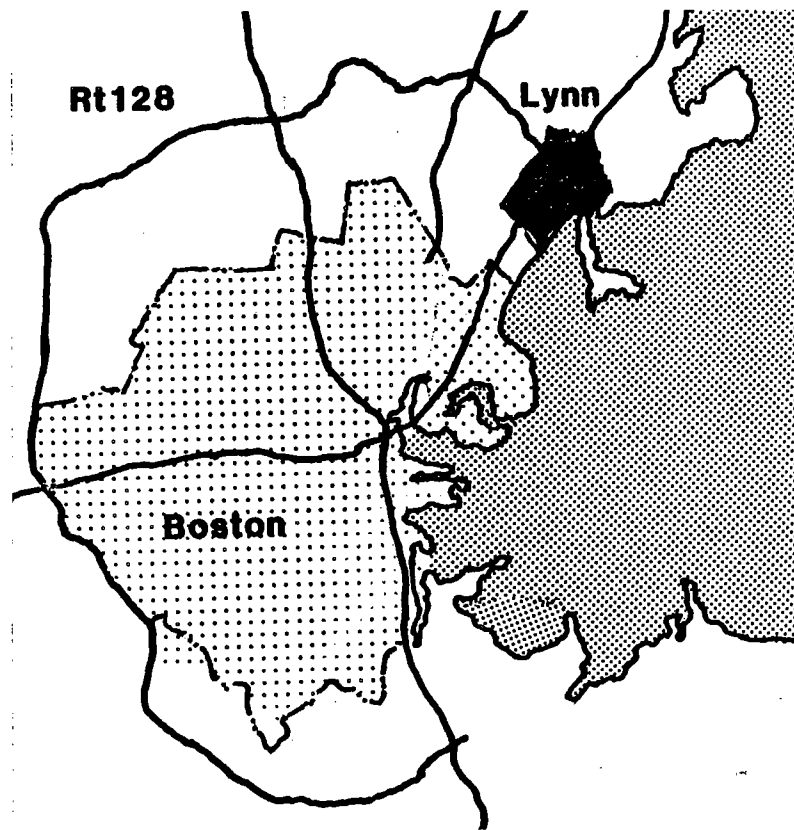
The population of 78,000 lives on 10.48 square miles. For land use figures, see Appendix, Exhibit

Lynn is fairly level in the heavily populated areas of the south and east and has a series of hills in the north and west that rise to over 300 feet. The soil tends to be rough in the northwest and wet in the extreme south. The tidal shore line is 8.3 miles long.

The climate ranges from a normal temperature of 30.7 degrees F in January to a normal July temperature of 70.3 degrees F. Normal annual precipitation is 41.28 inches.

Natural resources and recreational areas include the Waterfront area; Lynn Beach; King's Beach' 17 parks and playgrounds; Lynn Woods, the largest municipal park in the country; Lynn

Common; Flax, Sluice, and Goldfish Ponds; Saugus River; Gannon Municipal Golf Course; and Fraser Field and Manning Bowl athletic facilities. Other assets include proximity to Logan Airport and to Boston; a good water supply; the Ipswich River; and a variety of residential and commercial architecture and diverse neighborhoods.



GROWTH MANAGEMENT

A municipality's decisions about development and growth becomes the footprint of its identity. Lynn is no exception. Its existing land uses not only set the context in which downtown needs and opportunities emerge; they also reflect the history of Lynn's development psychology.

Past Development Results and Resulting Dilemma

Lynn, like many other large and small metropolitan cities, has suffered because of population shifts, suburban expansion, major regional mall competition with existing downtown business districts, obsolete public transportation systems, highway bypass problems, limited industrial growth and movement out of the Northeast, high utility and energy costs, and a maturing population. The City has limited ability to organize its assets to protect its tax base and encourage regeneration by keeping and continuing to attract a young and energetic middle-class population.

Limited private development and neighborhood stability have caused a pervasive contraction of the business district,

a decline in the quality of life in residential areas, abandonment of housing, a limiting of industrial opportunities, and a lack of substantial private development.

The City has become in some cases the developer (or at least the catalyst) of last resort. It has in our opinion done a magnificent job in attracting various governmental funds and has fought a good holding action. It has been a fine public developer. The time is now drawing near for that public development to bear fruit in private initiative. Private development in today's cities is inextricably linked to public support, initiatives, placement of infrastructure, interest and real estate tax assistance - all in varying amounts and combinations. The development agencies in Lynn understand thoroughly this linkage. Private development will take hold and thrive with intelligent public support.

The City nevertheless must establish its development priorities. A contraction of the downtown business district is natural at this time, and the eventual regrowth of the C.B.D. will come about through the remagnetizing of the downtown. The abandoned housing stock and demolition on housing sites are admittedly problems. But they can also be viewed as community assets to be warehoused and husbanded until the time

is ripe to support an infill housing program.

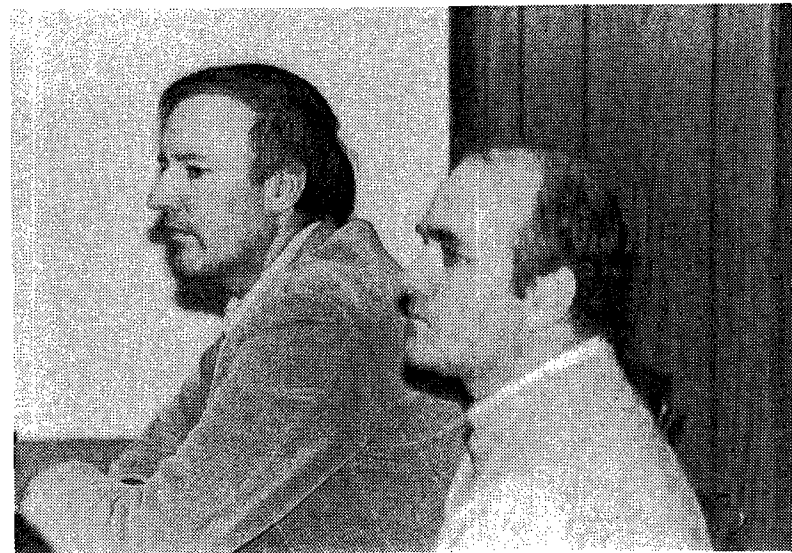
The immediate priority is the planning and sponsorship of a major phased private development of the Waterfront. In addition, high priority should be given to the development of the southern Gateway entrance to the City, the fire site, the MBTA transit station site, the Union Street Mall, and new industrial parks. At the same time, the rehabilitation and maintenance of the City's housing stock must be fostered and encouraged.

PROFESSIONAL TEAM

One of Lynn's greatest assets is the professionalism of its development and planning staff. Their competence, dedication and enthusiasm have been an important factor in the progress that has been made.

There are signs that Lynn is turning around. The City staff has worked hard to maintain the gains that have been made. Moving forward from this point is, thus, not as difficult as it might have been, given the problems of the past decades.

The staff has succeeded in retaining and improving the housing stock and developing the employment base. Working with community groups and the business community, they have formed the linkages and established the programs that are making Lynn a "City of Opportunity".



A PLANNING DIRECTION FOR THE FUTURE:
REDIRECTED GROWTH

At the moment, Lynn is interested in taking stock of its history and its present development problems. It has demonstrated a desire to effect real solutions. The time is ripe for a major planning effort directed at the downtown and the other areas of the city which will impact directly on any hopes for a revitalized downtown.

The R/UDAT team has proposed a plan for developing the waterfront and downtown areas of the city. In order to ensure that the R/UDAT proposal or any other downtown plan succeeds, the City must pursue a rigorous planning and request-for-proposal process culminating in a strategy for attracting the best design and development possible.

A national marketing task lies ahead. Cities are in direct competition with each other. The prize of rejuvenation belongs to aggressive city officials who actively seek and shape developer solutions, not to the city that takes just what it can get from a local developer.

Moderate-income neighborhoods are essential to the needs of Lynn's population. Therefore, the City, while redirecting growth in the Waterfront area, must take steps to protect its existing neighbor-

hoods.

Similarly, the city must encourage the retention of the existing older housing stock close to the downtown area because it provides needed low- and moderate-income rental housing to the community.

In order to ensure that growth is redirected and proceeds on a course beneficial to the City as a whole, Lynn should pursue the following goals:

- . review zoning ordinances
- . adopt standards for use permits
- . review land use map
- . make zoning consistent with the land use plan
- . preserve existing residential areas
- . warehouse residential land and prepare for infill use
- . create a rational plan for future industrial lands which does not adversely impact existing residential areas or efforts for downtown revitalization
- . respect the integrity and value of the waterfront and link the development to downtown.

PUBLIC PERCEPTION

Informal interviews of people who live and work in Lynn were conducted throughout the R/UDAT visit. The responses indicate that Lynn suffers from a poor image that only intensifies the sense of hopelessness that people communicate.

Q. "What comes to mind when I say Lynn?"

A. "Fires."

A. "Unsophisticated."

A. "An older city struggling real hard to survive."

A. "Too many old people."

A. "Lynn is the only city in country where they ever closed a McDonald's."

Q. "What is the problem downtown?"

A. "The problem is a customer calls to ask where the store is located, and there's no way I can tell him."

A. "Downtown's a mess." I don't think it should be torn down, however."

A. "I think the new college will help. I hope the plans don't get changed on that project."

A. "Downtown's a dangerous place..
"prostitutes and drugs."

Despite these responses to Lynn's general image, there are some positive perceptions about neighborhood activities that indicate optimism. As one woman stated, "If there's something good to be said about Lynn, it should be about some of wards where people are fixing things up, and keep a watch out on crime - like the area around Goldfish Pond."

A city policy officer commented, "There's a lot of media hype happening with the fire situation, being in this type of negative limelight affects the people." And a downtown merchant reflected, "Where else but in Lynn?" That's what we hear.

Any city that has undergone the serious changes and problems that Lynn has faced will eventually experience detrimental image problems. It is clear that before people will perceive downtown revitalization positively, they will have to be better informed about the successful changes that are already taking place.

Physical Concepts

Lynn is a complicated city with complicated issues in its downtown. Once we had understood something about how it worked, we put this in the context of what we knew about cities and downtowns everywhere. The following concepts guide our perceptions of the physical problems and our responses to the challenges they pose.

A city is a world of connective and supportive experiences. The density is the reason for people being there. The downtown experience is a background for activity, for even denser gatherings. The city must be a continuous experience.

Single buildings, detached from their context, are usually at odds with the city experience. They are isolated visually and by walking distance.

A city node that becomes an isolated enclave does not offer its neighbor activity support, and it does not receive such support.

The city center, if it works, pulls other parts of the city together, since it acts as a common meeting ground and place of transition to other places.

Defining an entry to a city offers orientation and the security of knowing the limits of an area. Making a pleasant experience of entry reinforces expectations and supports the transition experience.

Landmarks provide orientation and help make the city comprehensible. They can be buildings or other memorable objects.



The Waterfront/Gateway

Adversity has created opportunity.

The unfortunate fire has afforded the citizens of Lynn a unique chance to reassess the downtown district.

Seventeen buildings are gone. A valuable site vital to the rebirth of Lynn has emerged.

The current plans for the Heritage State Park on the waterfront, the location of the Community College, the possible realignment of the Lynnway, the size and scope of the proposed Seaport Housing, and Commercial Development Project, the Port, the recreation and industrial use of the Waterfront all must be reevaluated.

The dismal appearance of the southern entries to the City must be addressed.

The development of the waterfront from Saugus to Swampscott and Gateway Development must be linked. Phased development should be integrally tied to a public/private partnership.

Residential neighborhoods are fragmented and decentralized. They surround a no-longer vital downtown commercial district and an underutilized waterfront. Without a downtown and waterfront functioning as unifying force, segments of the popula-

tion have become physically separated from each other, unaware of their place in the city as a whole.

The Development Plan we propose includes new approaches to Free Market Housing, Motel and Marina, modest restaurant and tourist development, Hotel, Office Building, Recreation, State Park, Community College, Vehicular and People movement, powerline relocation, in an expanded, exciting Waterfront/Gateway District. It is the focal point of the rejuvenation of Lynn.



HOUSING OPPORTUNITIES

There are many opportunities to add a significant number of housing units in the city.

Some of the opportunities involve developing new multiple-family housing. In addition, existing medium to large buildings can be adaptively reused to provide in-town housing. A number of three-decker units can be replanned to provide units of increased quality conforming to current living standards.

Some large single family units and many other single family units could either be subdivided or added onto to provide additional single rental units. The simple zoning devices of allowing some single family zones to become two-family zones will permit such expansion. Restraints such as minimum lot areas, parking requirements, fire protections, and dwelling unit area limitations are necessary to protect the general welfare.

The obvious advantages to the owners include current tax advantages and additional income to offset debt service. The advantages to the community and the general public include greater choices of housing types, an increase in housing stock, and the direct and indirect benefit of conservation -- conservation of man-made resources, energy and natural resources,

and lesser pressures for new development on open lands.



In-Town Housing Strategies

A comprehensive inner-city housing strategy will build on the existing neighborhood strengths and city programs now in place.

Objectives should include encouraging home ownership for younger families, especially in close-in neighborhoods, increasing the level of upkeep and maintenance of houses, preserving historic qualities in individual houses and streetscapes, while at the same time protecting housing for elderly and low-income renters.

These new program directions are not meant to diminish the current strengths of Lynn's neighborhood conservation and neighborhood confidence-building programs managed through the Department of Community Development. These vital neighborhood programs should be maintained and expanded to encourage additional neighborhood self-help and community involvement throughout the city.

Increase Ownership Opportunities. The City should continue to use all available programs and resources to support increased home ownership. Aggressive marketing of below-market home mortgage funds and rehab funds (thru Mass. Home

Mortgage Finance Agency and CDBG programs) should be undertaken, in cooperation with local banks and savings institutions, to keep available an adequate supply of mortgage financing for homes and condominiums. Together with finance support, condominium ownership and development of smaller rental units should be encouraged.

Rehabilitation. Continued use of available assistance for middle income rehab activities should be encouraged. Special attention should be given to owner-occupant and landlord rehab assistance.

Infill/New Construction. The feasibility of infill/new construction housing development should be closely examined. The program should include single-lot opportunities to strengthen otherwise stable neighborhoods. Small scale development programs in neighborhoods such as the lower end of Sagamore Hill, where considerable vacancy exists, should be encouraged. In all cases, new housing should be directed towards the owner-occupant market.

The single or small lot program, initially concentrating on tax-title property, should use all existing road and infra-

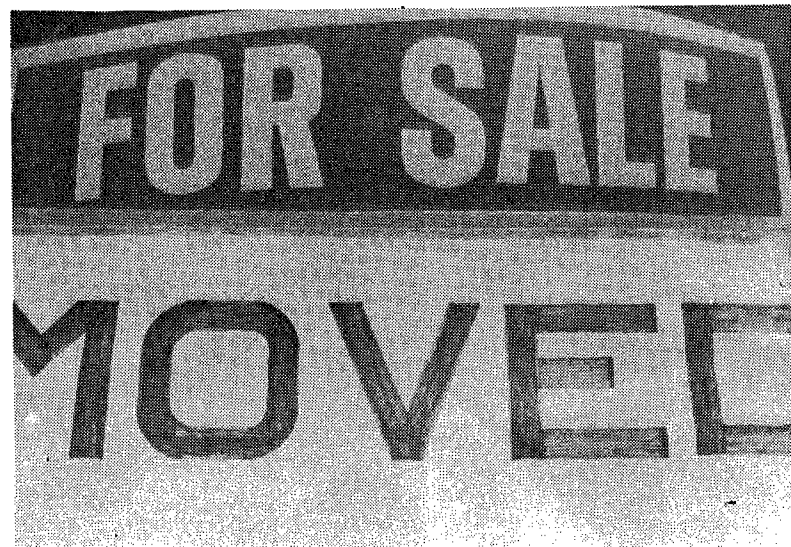
structure services, be compatible with existing road and infrastructure services, be compatible with existing densities, and architecturally compatible with the neighborhood. Technical approaches to development should include: relocation of houses from softer areas or re-development sites, use of currently available industrial/pre-fabricated building systems and traditional small scale new construction.



ABSENTEE PROPERTY OWNERSHIP

Lynn has approximately 6,000 pieces of residential property that is owned by out-of-town residents. This figure represents 30% of all existing structures.

Since it is generally agreed that city-resident landlords will better tend to property upkeep, Lynn should continue to operate its rehabilitation programs and loan funds and take every available opportunity to encourage local ownership of rental housing.



DIAMOND DISTRICT/SAGAMORE HILL

The residential areas east of the downtown adjacent to the waterfront, are special to Lynn. The Diamond District and the adjacent Sagamore Hill area are neighborhoods with the greatest potential to keep younger Lynn residents there and attract new residents.

The area contains diverse housing - the grand old homes of the mercantile interests built around the turn of the century and single, two-, and three-family and multiple-unit structures built in later decades. These houses sit imposingly on the hill, or meander up the hill, permitting beautiful views of the nearby ocean.

Just a quick drive through the area points out the incredible diversity of existing housing conditions. Most of the dilapidated and abandoned housing stock is at the bottom of the hill (Sagamore Hill), with some scattered throughout the area. As one goes up the hill and towards the shore, known as the Diamond District, the condition of the housing stock is improved.

The area's population varies widely, but precise information about social and economic characteristics will not be available until tract data from the 1980

Census are available, sometime in late 1982. As best we know, the area has lost about 15% population since 1970, about the same as the rest of the City. Vacancy, especially in Sagamore Hill, is probably higher than in the rest of the City. Here, the number of households with children is going down steadily. Ninety percent of the residents rent. Only 10 percent own their homes.

In recent years, as rents in adjacent towns have increased, the market has improved in the Diamond District and its vicinity. Young people have moved in. Some dividing of large homes for rental units and condominium conversion has occurred.

Currently, houses in the area are being purchased by developers, real estate interests, and private individuals. Many are being turned into rental units or condos. Some houses would require a good deal of investment in renovation. Owner/occupants can do this slowly, adding to value with their own effort. Speculators want to command the higher prices of condominium sales.

We think these are healthy indications of a reviving market, the only way these houses can be saved. But, we hope the market will shift to attract more owner-occupants.

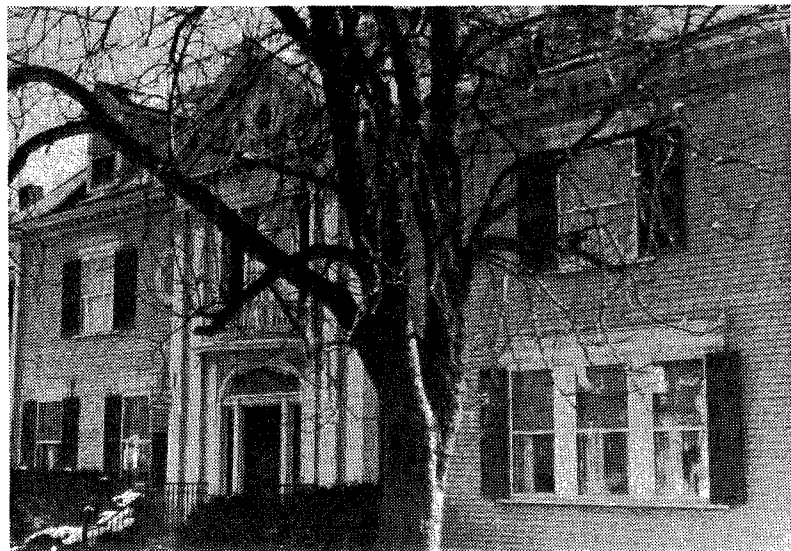
Since this neighborhood is a likely place for middle-income people to make their homes, the City of Lynn should market this housing and develop financial mechanisms to attract them. Housing is scarce in the area, and rents and housing prices are lower in Lynn. People could be encouraged to buy and renovate triple-deckers, renting out two of the floors. This would provide needed income for the owner and rental housing for others.

Financing and marketing are the keys. Lynn Five has just initiated a program providing below-market rate mortgages for three years. While lenders themselves are troubled now, they, along with the State and City need to develop cooperative marketing and financing strategies.

The designation of the Diamond District - Sagamore Hill residential historic district will accomplish three things: it will create an identity of place recognizing the area's architectural and cultural qualities; it will give investors the assurance of quality investment by their neighbors, especially if guidelines are developed

to accompany designation; and it will give significant tax advantages to individuals to off-set currently adverse interest rates.

We recognize that the community fears displacement. There are many elderly in the neighborhood, and most are renters. However, the City has passed a law protecting elderly residents. Further we expect the market to develop slowly. Given the current vacancy rate and natural turnover of current residents, we do not see this as a current problem. If it should pose one in the future, the City should cease to augment the market with public incentives.



OPPORTUNITY: COBBETT JUNIOR HIGH SCHOOL

This complex of buildings should be adaptively reused for multi-family housing. Any other uses will be substantially incongruous with the urban pattern.

The buildings have intrinsic value, character, and substance. The plan forms and site disposition allow for attractive and augmentive housing.

The adjacent multi-story concrete structure should be removed to allow for peripheral clearance and site use related to the Cobbett School. The concrete building itself is of questionable structural integrity and has little redeeming value architecturally.

The implementation of the Cobbett housing complex can act as a catalyzing or stimulating new influence on the development of adjacent housing and the refurbishment of the nearby housing. The adjacency to the commercial district makes this development particularly desirable.

FIRE-DISPLACED INDUSTRIAL FACILITIES

The City is conducting an extensive search for suitable sites to relocate industrial uses affected by the fire. Three potent-

ial sites for the displaced heavy industry have been looked at. The vacant Cobbett Junior High School, which contains 250,000 square feet, appears unsuitable for heavy industry and is being considered for housing use. The J. B. Blood Building, a former bakery and food warehouse, is located within a former urban renewal area and is suitable for re-use for heavy industry. This structure contains about 134,000 square feet of gross floor area. In addition, an existing vacant urban renewal site, Parcel 10, contains approximately 4 acres of land which could be rezoned for heavy industrial use. The City has informed us that it is examining the feasibility of a two-story industrial building to accommodate several displaced industries.

POTENTIAL INDUSTRIAL PARK SITES

Suitable land for industrial growth appears to be severely limited in this City. Some potential sites should be looked at in the Alley, Harbor, and Bennett Street areas north of the Lynnway. These areas presently have a mix of industrial and residential uses. Vacant lots show clear signs of disinvestment, however. We believe approximately twenty acres could be assembled here for vest pocket industrial parks should public support and private interests attract new industry.

PROPOSALS

PROPOSED DEVELOPMENT PLAN

OUR MISSION IS TO IDENTIFY STRATEGIES FOR DOWNTOWN REVITALIZATION. OUR ANALYSIS HAS CONCLUDED THAT REVITALIZATION IS POSSIBLE ONLY BY (1) COMPLEMENTARY ECONOMIC AND PHYSICAL DEVELOPMENT COORDINATED WITH (2) DEVELOPMENT PLANS IN ADJACENT AREAS AND THE TOTAL SUPPORT OF DIVERGENT DOWNTOWN INTERESTS IN A NEW PUBLIC/PRIVATE PARTNERSHIP. "STEP UP WITH LYNN" AND THE DEVELOPMENT AGENCIES SHOULD SERVE AS THE CATALYSTS FOR THIS PARTNERSHIP.

Is the economic viability of Lynn's downtown retail commercial viable? What level of economic rebirth is possible and over what time period? Can existing and future markets ensure the success of the area's businessmen who are here now and want to stay, and attract new business too?

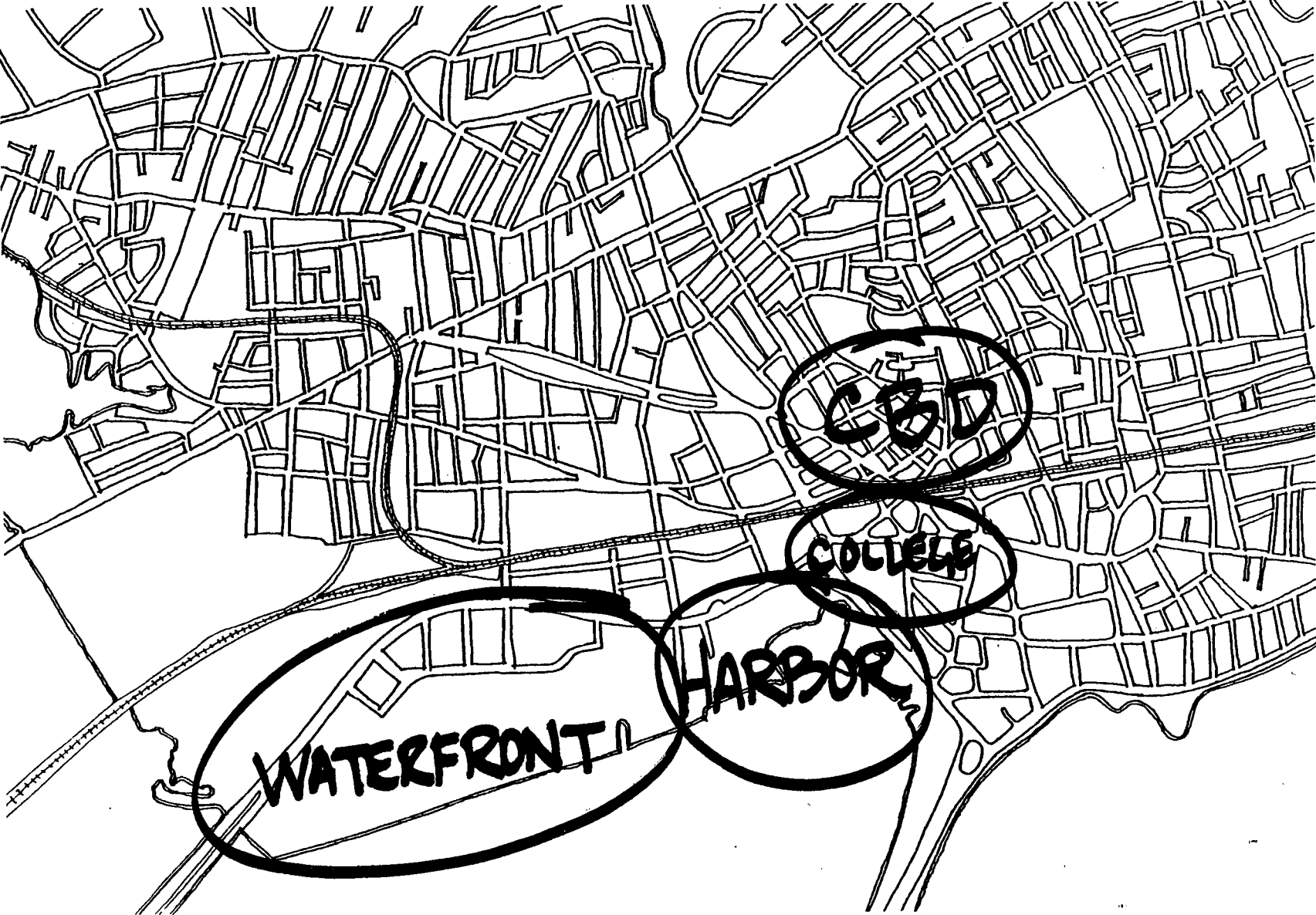
We believe that city officials, civic groups, and businesspeople are committed to the retention of "downtown" pedestrian activity and improvement of automobile access and parking. This can be accomplished by heightening the impression of a compressed commercial area and by bringing some cars back to the Union Street Mall, thereby drawing people back to patronize its shops and services.

Reinforcement of these goals can be aided by assembling the waterfront for a Waterfront/Gateway Development and the intelligent reuse of the fire site. Thus, waterfront development and downtown revitalization strategies are linked. In turn, these strategies are linked to the health of the entire city.

The community needs to recognize that everyone will benefit from an improved image and a contracted but healthy Central Business District with a revitalized Union Street Mall linked to magnet development.

Lynn must rebuild from its strengths and its available resources. The linkages between the Waterfront/Gateway, the fire site, the downtown business district, the surrounding neighborhoods and the city in total must reinforce each other.

DEVELOPMENT PROPOSALS



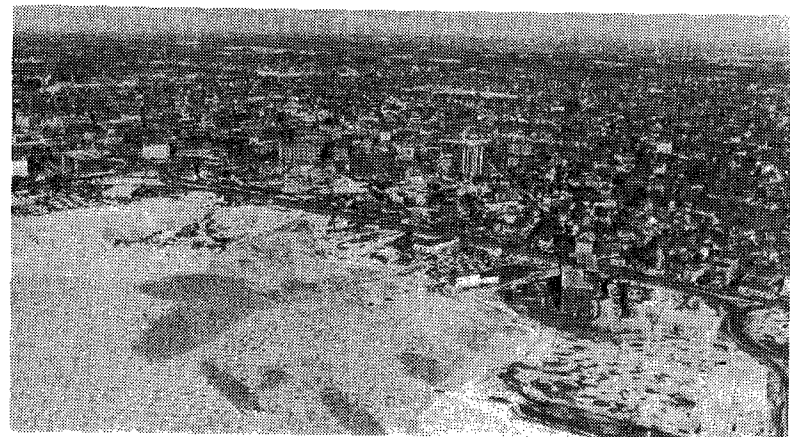
Turning Towards the Water

The waterfront is the key to success for Lynn. Over the years there has been a slow process of turning away from the sea. The first steps have been taken towards extending back in that direction. These efforts should continue and be reinforced at every step. Lynn's future success will depend on turning its orientation back towards the water.

Current Economic Climate. Lynn, as with other cities, has been subjected to the uncertainties and vicissitudes of national economic uncertainty, but it is in places where rebuilding is taking place that the economic shocks do the most damage. Lynn lost many jobs in the recession of 1974. Now Lynn's great push for new development is being held back by the Federal Reserve Board policy of restrictive money and high interest rates. At the same time social and economic development programs are being phased back. The other side of the coin is the pent up demand for housing, office and industrial locations. Lynn should make the most of its existing housing and buildings and be ready to take advantage of each opportunity that comes along.

Waterfront Recreation. The huge value of Lynn's waterfront should be continually re-examined. The City should take advantage of every opportunity that comes up to increase its use and attractiveness - especially those improvements that can directly lead to increased private investment. Lynn's future development will always depend on the City's ability to provide access to the water and amenities in support of private development.

Heritage Park. The plans for Lynn's new Heritage Park on the waterfront should be pushed forward as quickly as possible. The park, the seawall and the public walkway represent the crucial public investment that will allow new private investment on the waterfront. It is an excellent example of using public funds to provide public uses and private opportunities simultaneously.



PROPOSAL/GENERAL DESCRIPTION

The proposal has 24 major components. Together, these provide the basis of Lynn's downtown and waterfront renewal. These projects attempt to consolidate, reinforce, and rebuild the downtown to provide convenience, amenities, accessibility, security, and vitality.

Heritage State Park and Related Private Development

Use the opportunity created by the State's Heritage State Park to attract private development. The Park will contain pedestrian walkways, a marina, and other water-related activities. A private developer has been selected to build 105 units of condominium low-rise housing adjacent to the Park. The Park will connect to a Junior College site across the Lynnway by pedestrian overpass to the Visitors' Center, where activities highlighting Lynn's past will be presented.

South Bank Waterfront Development (Gateway)

Build a Gateway to Lynn from the south by building the already proposed "recreational pier" and marina in conjunction with a 250-350 room high-rise hotel.

Add office building(s) on demand. Develop adjacent condominium housing and commercial area. At the end of the pier, build a seafood-steak restaurant to rival others in the metropolitan area.

Port of Lynn

Redevelop the Port area of the Waterfront. Add slips and marine-related businesses, such as fishing and barge freight hauling.

North End Waterfront Development

Develop housing from Heritage Park to the Nahant Causeway. This should be low-rise, melding with development at the Park.

Fire Site Housing, Office, and College Complex

The current location of the North Shore Community College impinges on the viability of the now vacant fire site. In order to recognize the most benefit from this site it is vital that the state accommodate the city's needs and move, consolidate and urbanize the proposed building. We are of the opinion that our selection of the N/W corner of Broad and the Lynnway is a much superior site.

MBTA Multi-Level Parking Garage and 2nd Phase Office Building

Build the already proposed MBTA parking garage. It should be designed to

Lynnway Traffic Realignment

Realign Lynnway further from the waterfront at the intersection south of the fire site creating a large, more developable building site.

Washington Street Realignment

Continue Washington Street through the existing block just east of the railroad passing under the railroad at the existing overpass. Continue some slight alignment on Willow Street.

Union Street Mall Vehicularization

Allow one-way vehicular traffic through the Mall. Add parking barricades to define the walkways.

Inner City Mall and Public Garage

Develop a shopping area with internal parking to pull more shoppers into the business district.

Added Downtown Pedestrian/Auto Malls

Add additional landscaped pedestrian/auto malls to complement existing shops and stores. Trees and street furnishings can attract pedestrians. Handicapped accessibility should be considered at all intersections and parking areas.

Downtown Historic Preservation

Enlarge the existing district to encourage restoration and use of the top floors of multi-floor buildings as well as restore the character of the area.

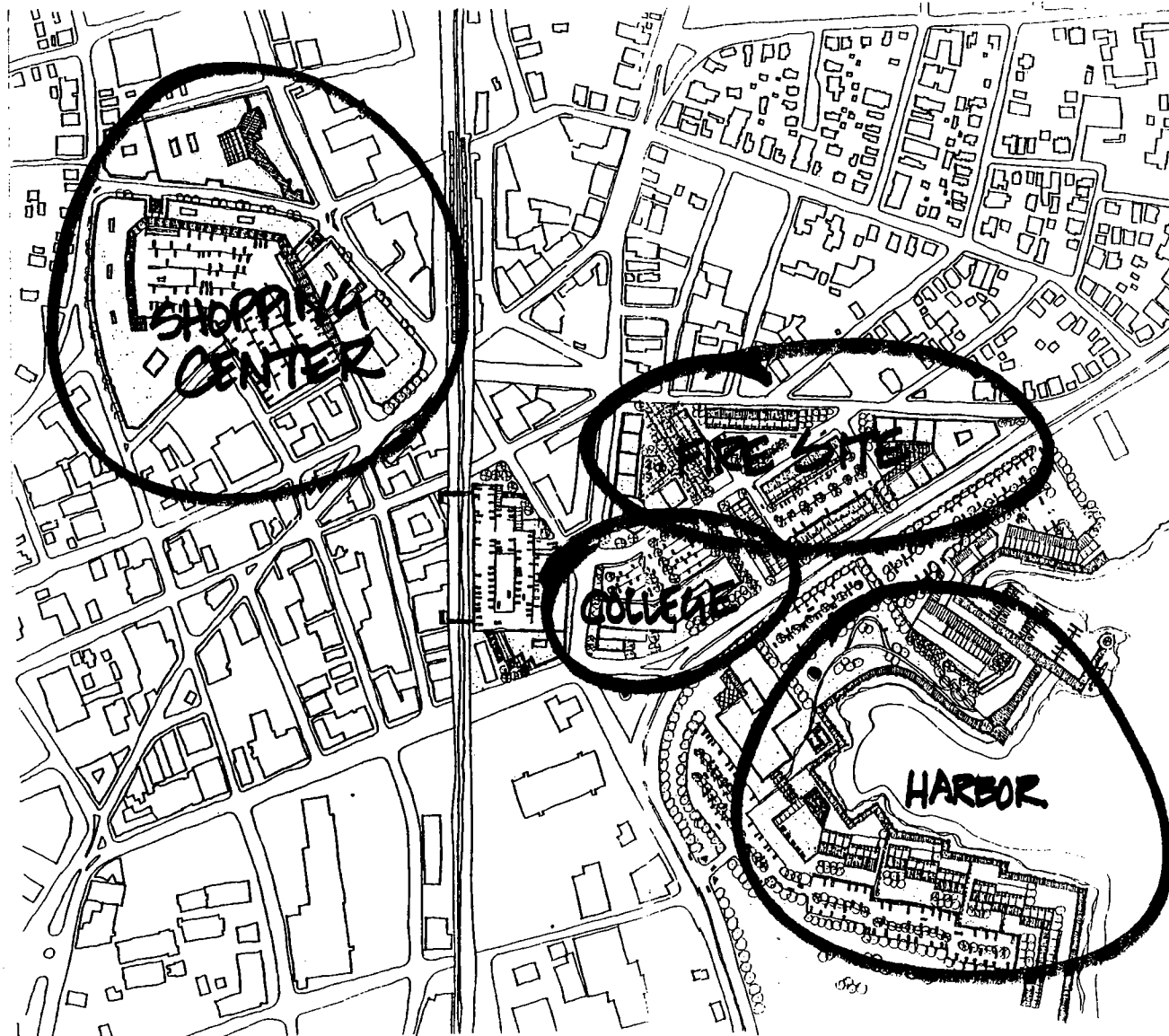
Residential Historic Preservation

Create the Diamond/Sagamore Hill District to prevent further commercial encroachment and encourage owner-occupancy and private renovation.

Signing for Downtown Accessibility

Provide easily read and highly visible signage directing traffic (auto and pedestrian) to parking, rest areas, and suggested routes to downtown shopping. Handicapped parking and walking routes shall be added, using audible warnings where required.

LYNN DEVELOPMENT AREAS



Design Control

As the city rebuilds itself, it has an unusual opportunity to insist on the best in design from the public agencies and the private developers who will service Lynn. A hodge-podge of second class architecture is easy to achieve. Suburban architecture planted in the middle of a city is easy to achieve. But architecture that will make the citizens of Lynn proud, and be an attraction and the envy of surrounding cities will require vigilance and competent independent design advice. Lynn now has the chance to tie its historic heritage, its landmark buildings, renewed appreciation of its past to architecture that can be pleasing for years to come. Now is the time to insist upon excellence.



WATERFRONT

The citizens of Lynn and all others who enter the city from the south or from Boston/Logan Airport should be greeted by an "architectural gateway" previewing the progressive city ahead. The gateway would be formed by the view from General Edwards Bridge over the Saugus River.

The need for a mid to highrise hotel has been established. The hotel should be sited on the harbor formed by the existing seawall and a new breakwater/beach formed from existing sandbars. A large marina and pier will also be placed in the harbor.

The area between the hotel and Lynnway can be developed as an office park or high rise office building, depending on demand.

The entry to the hotel/office site is from a street loop which will continue northward along the waterfront, connecting back to Lynnway at Commercial Street. The Commercial Street connection will provide access to the waterfront.

Between the loop and the harbor are planned a row of two-story townhouse condominiums. Four condo towers up to 12 stories high would provide a vertical contrast to the horizontal harbor and townhouses. The residents would have

access to the harbor through several slips.

The west side of the loop is a small commercial area to service the condos and hotel. The remainder is proposed for light industrial and compatible commercial uses, to be developed as demand arises.

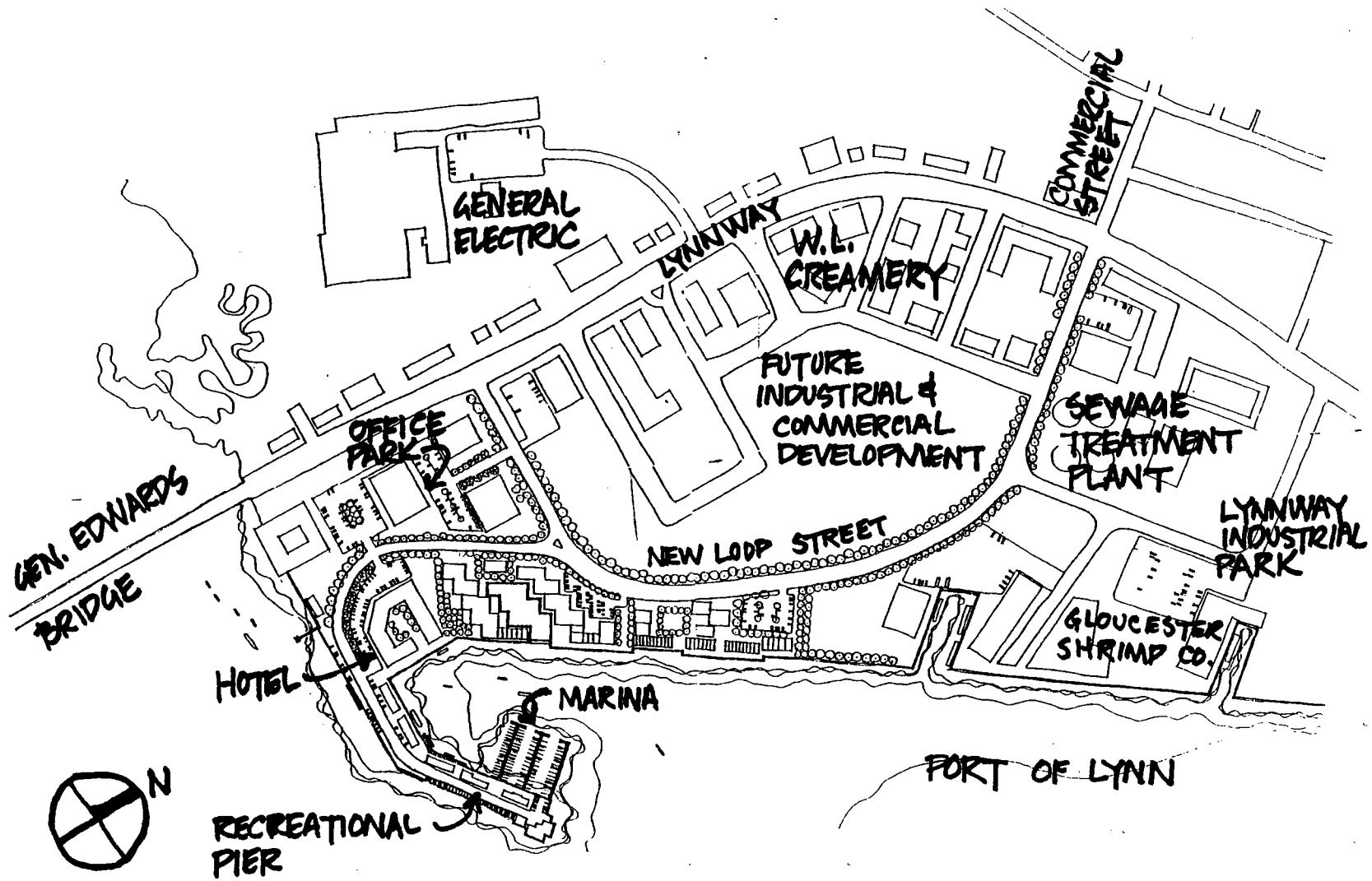
The Port of Lynn is all ready taking shape. Commercial Street from Lynnway to the seawall will be in place soon. Gloucester Shrimp Company is building at the seawall. A large slip is proposed to allow watershipping and receiving.

Although the loop will pass by the sewage treatment plant, screening and protection from the escape of odors, will make this use compatible with the plan.

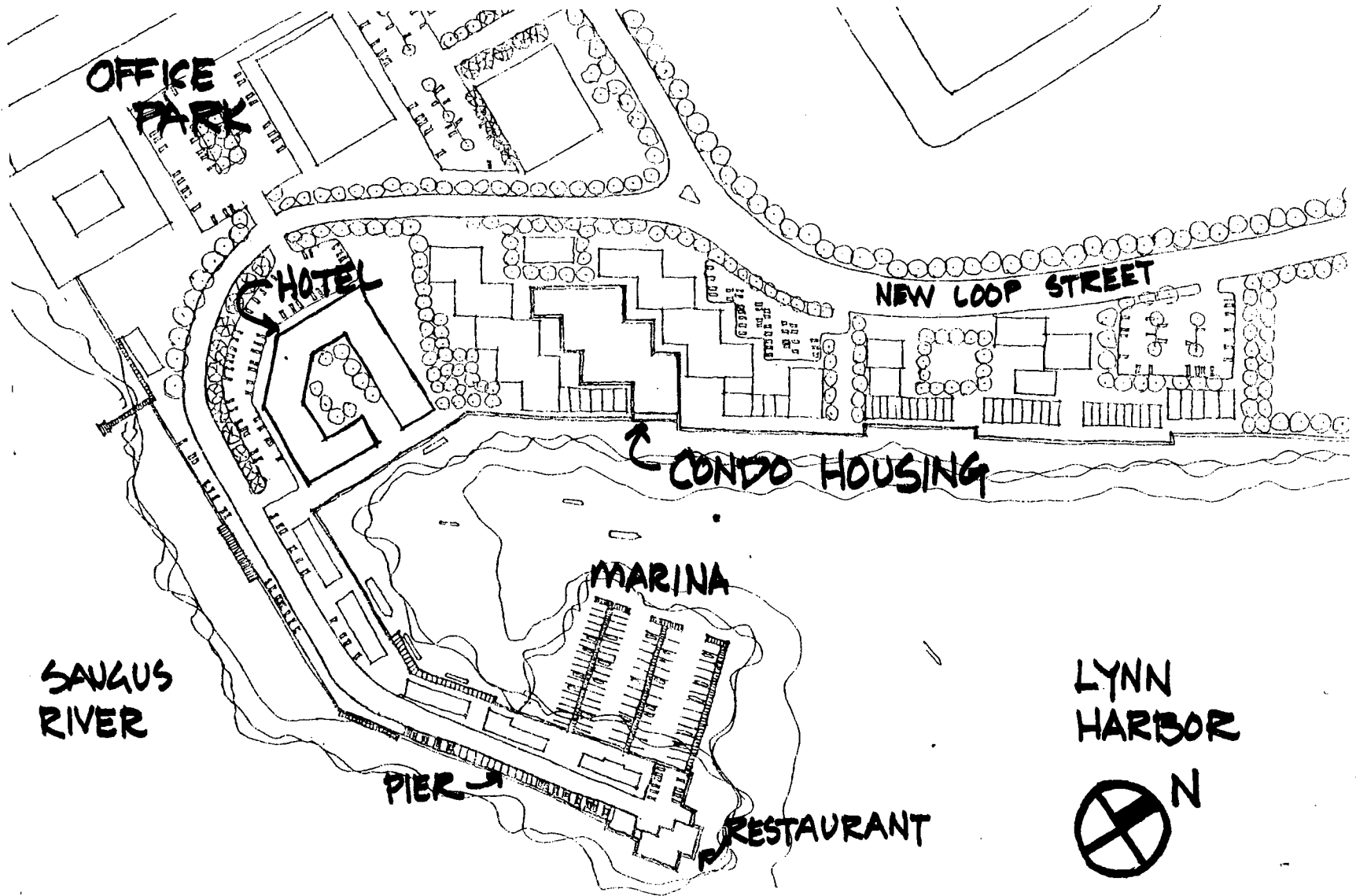
PORT OF LYNN

The port development planned for the Lynn harbor is a good step toward future opportunity. The commercial use of the harbor area is as important as its residential use. The new developments that are starting in the port show every promise of blossoming into a supportive network of complementary fishing and maritime uses. The development of the port will help strengthen Lynn's ties to the sea.

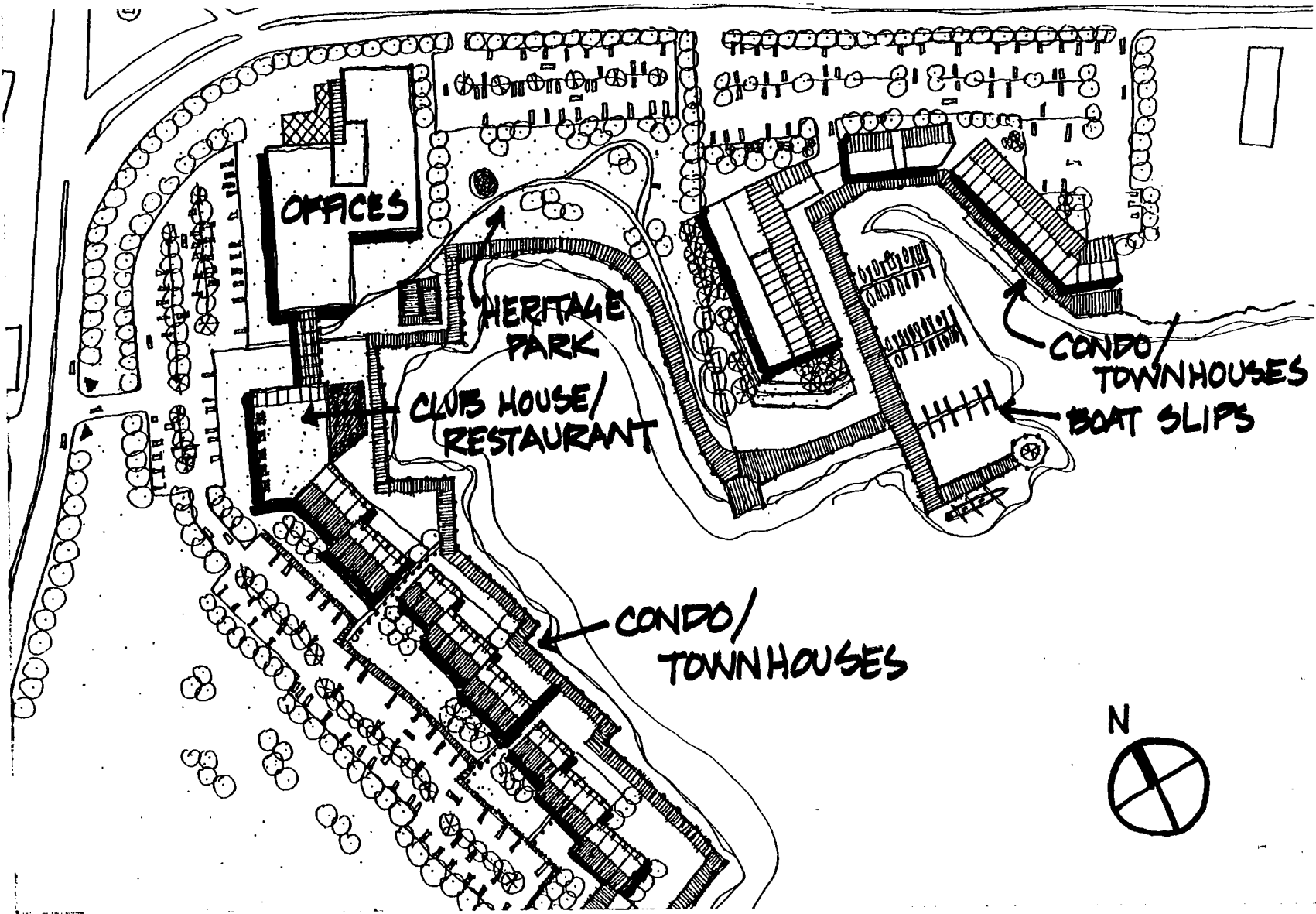
SOUTH WATERFRONT PLAN



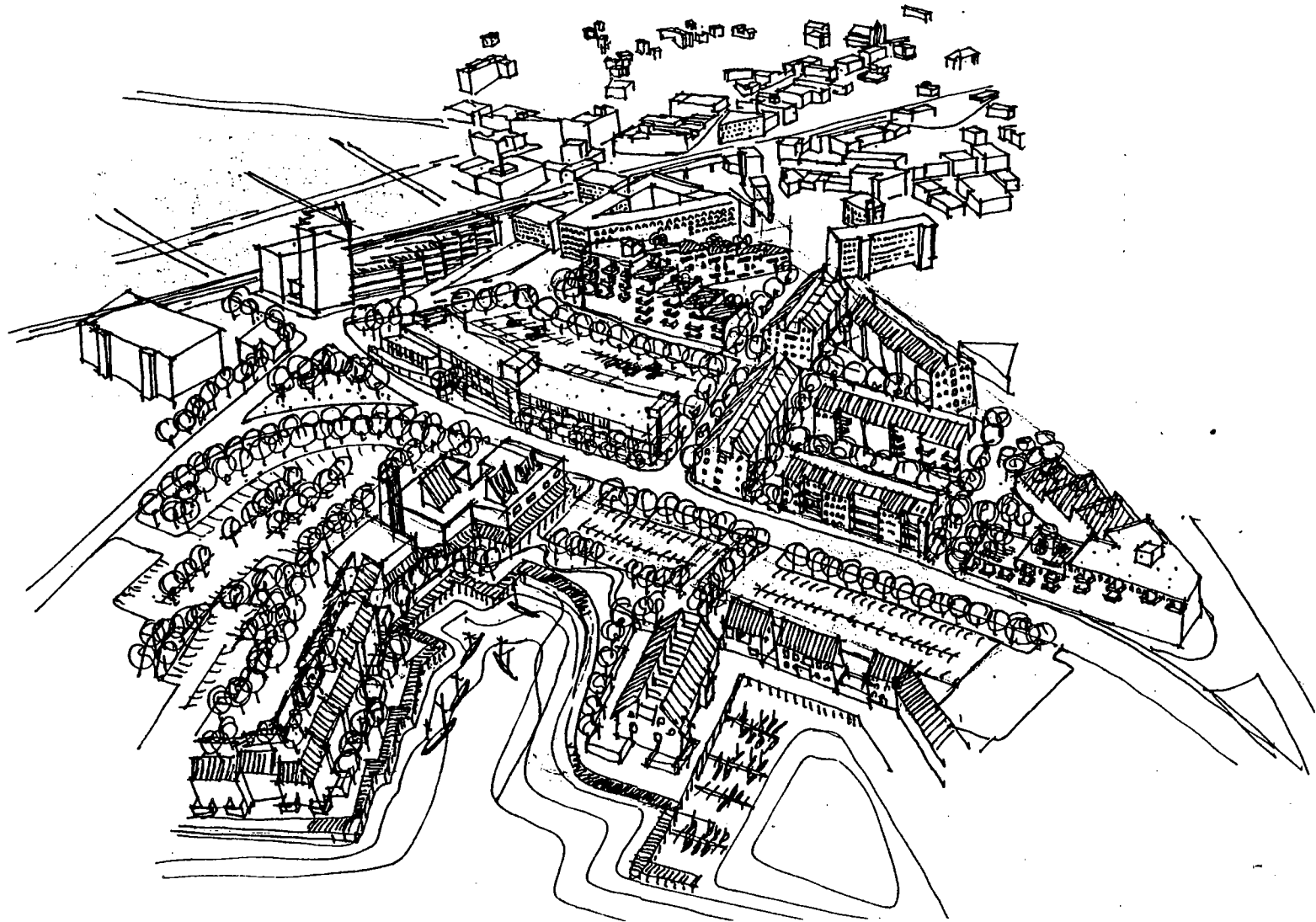
HOTEL, PIER, AND CONDOMINIUM HOUSING PLAN



HERITAGE STATE PARK AND TOWNHOUSES PLAN



VIEW OF HERITAGE PARK AND FIRE SITE



FIRE SITE/COMMUNITY COLLEGE

FIRE SITE

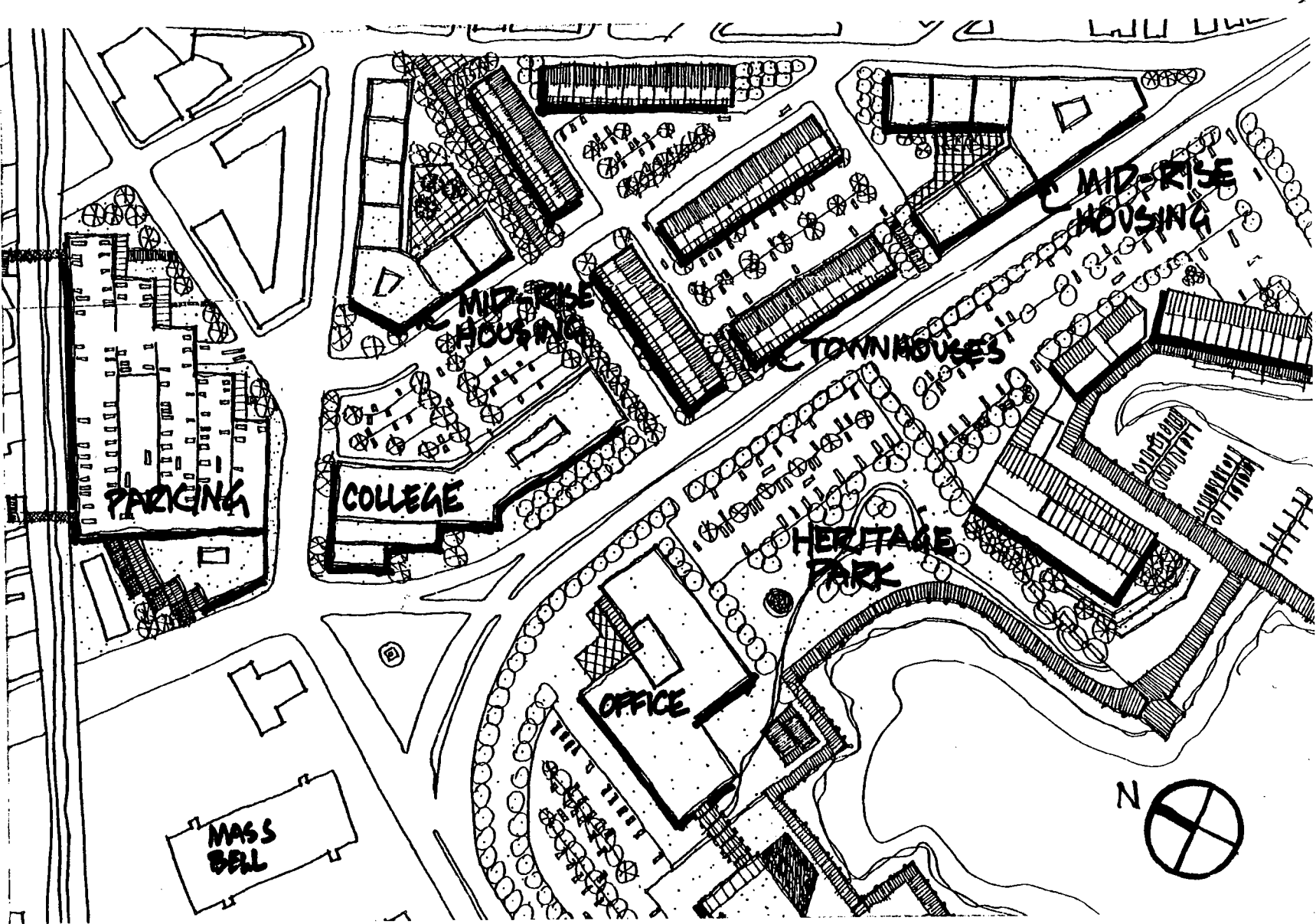
The location of the fire site inextricably links it to the Waterfront Development, the Vamp Building, the MBTA Station Development, and the Downtown Business District. Its upper floor view line to the water should be protected. The college must be moved to the intersection of the Lynnway and Broad Street. It must use as little land as possible. The final decision about the percentage of high-rise housing or office building coverage should be left to negotiation with the developer in accordance with market demand.



FIRE SITE



FIRE SITE AND HERITAGE PARK PLAN

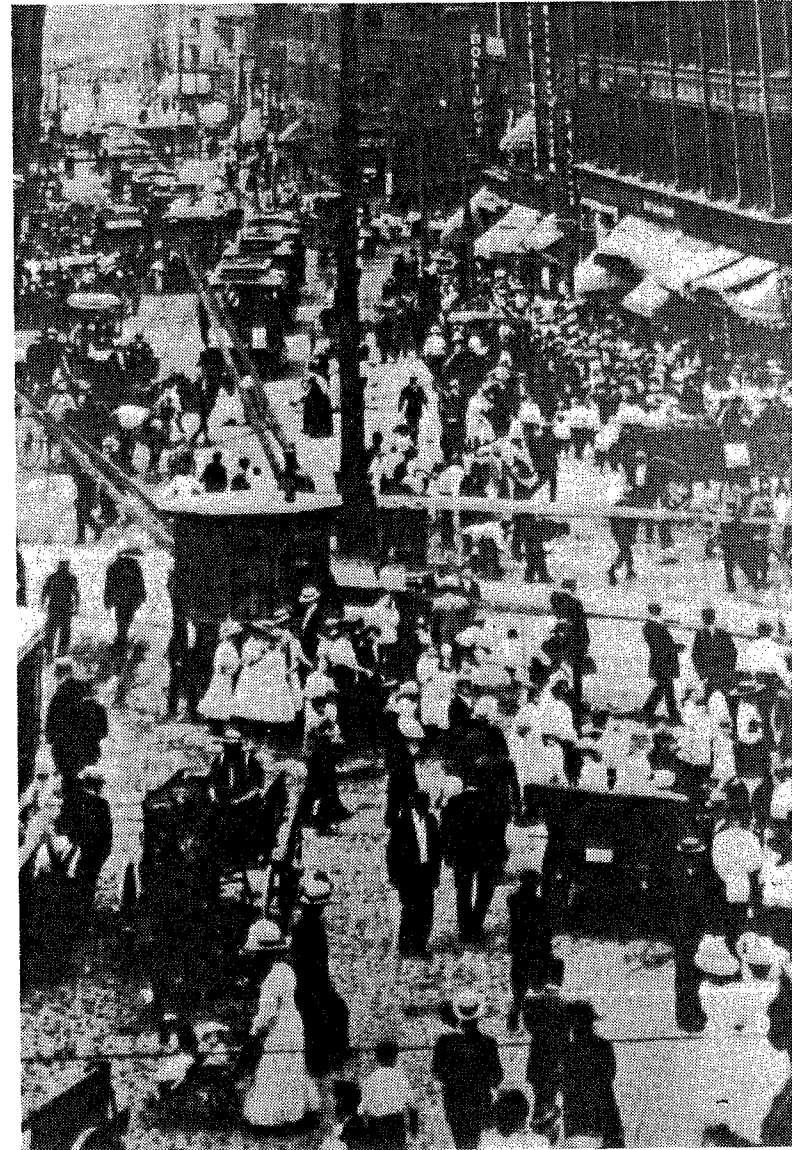


CENTRAL BUSINESS DISTRICT

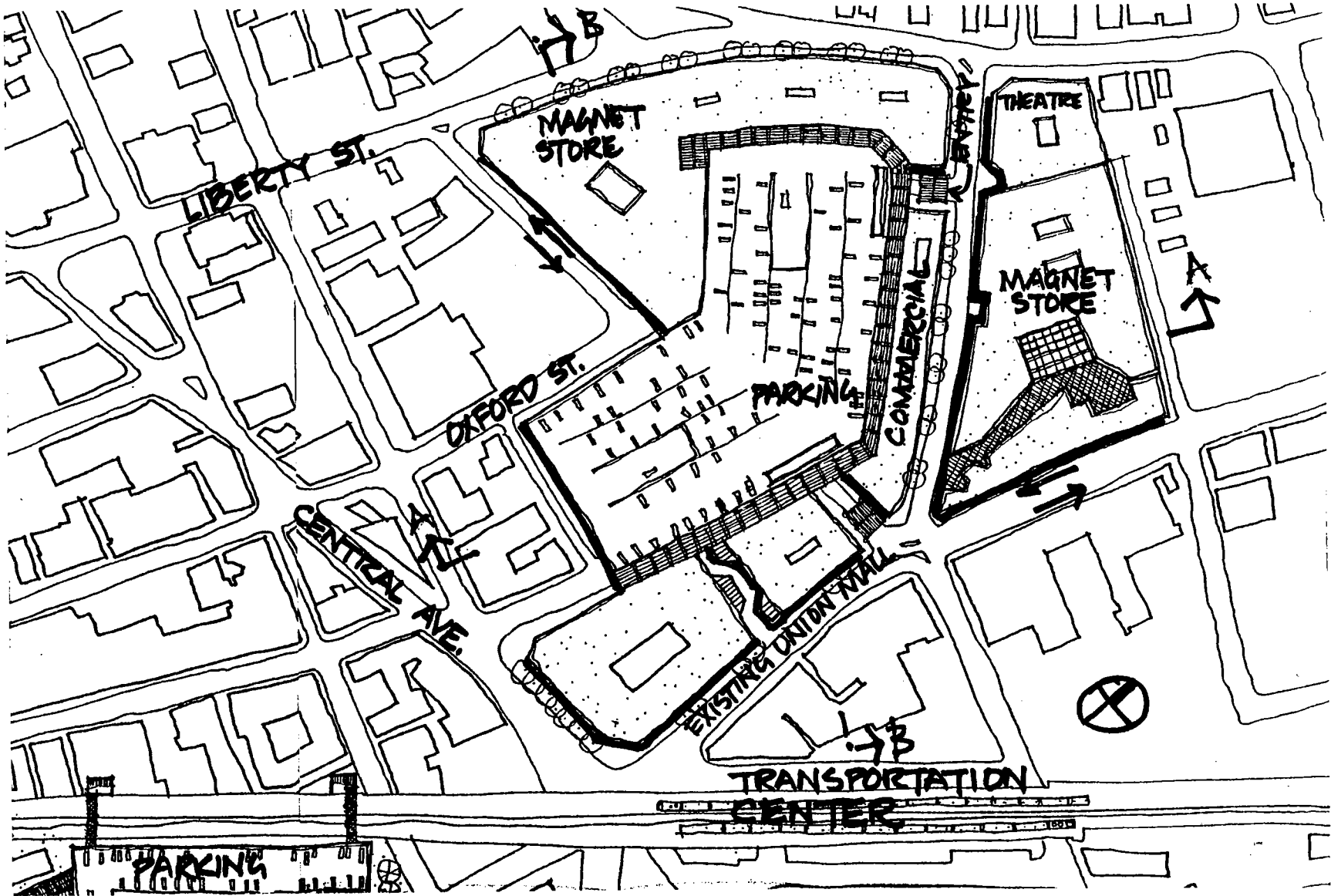
Inner Magnet Shopping Mall

The downtown business district has developed into pods of business development ripped apart by holes of abandonment and decay. The discounters have established a market. Shoppers will travel anywhere for a bargain, and this concept should be enlarged. Nevertheless, the real health of the central business district needs long-term, dependable magnets, such as major discount department stores and competitive national name department stores. It is not an easy matter to attract these national department store chains to inner city locations, but as the city improves, develops its Waterfront and Gateway, and rebuilds the fire site and linkages to the central business district, a magnet mall will be feasible and should be planned for ...now. It will complement the Union Street Mall and eventually lead in the rebirth of the central business district. It must be planned for, fought for, and land banked. A parking garage centrally located will have to be publicly funded and state or federal funds must be captured.

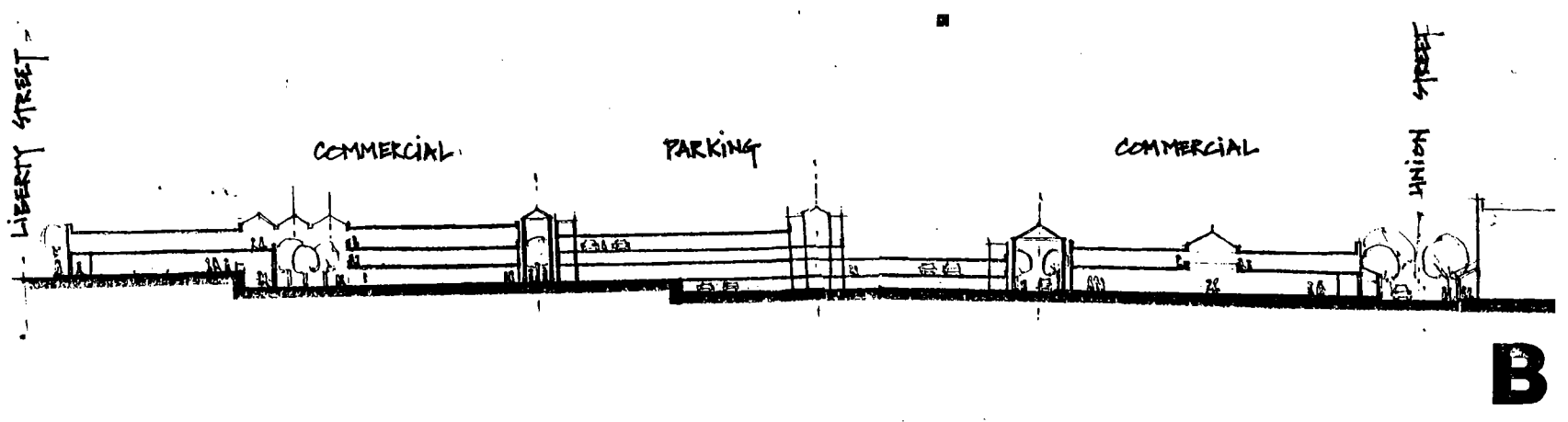
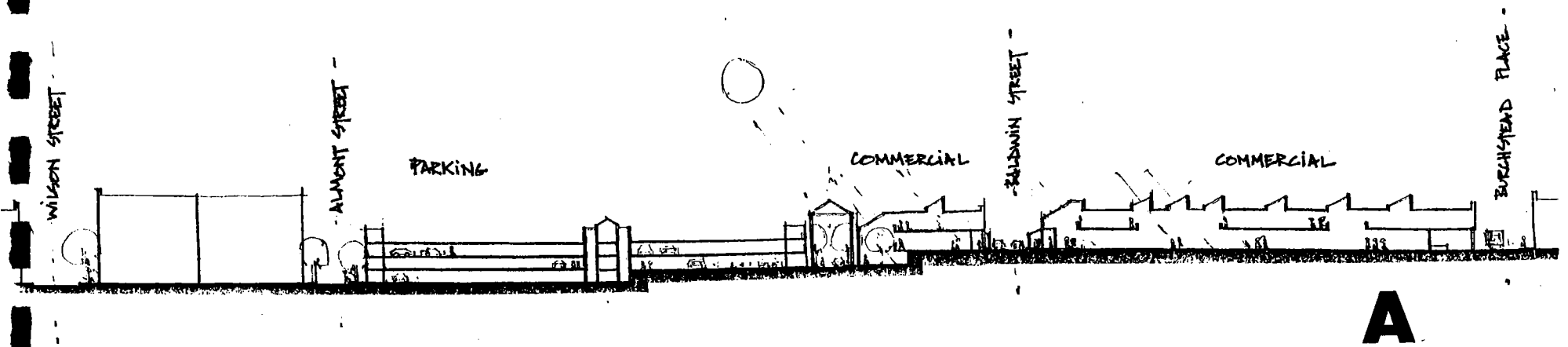
With continuous effort on the part of city professionals, and an outstanding marketing effort to developers, a successful mall will be built.



CENTRAL BUSINESS PLAN



CROSS SECTION THROUGH INNER MAGNET SHOPPING MALL



Downtown Retail

The downtown Lynn retail district can and should build from its existing strengths. The Market Street stores and Munroe Street blocks attract many shoppers.

Four ingredients are necessary to encourage more shoppers to come, and more to stay longer: (1) an improved perception (and reality) of easy and clear access from a car to a store; (2) increased police and other services in the retail district, including street cleaning, trash pick-up, snow removal, security, etc.; (3) more public activity, attractions, and events within this downtown retail district; and (4) better management of downtown retail space and uses, including consolidation of retail activity.

With these four issues addressed, existing retail establishments will increase business. Other businesses are likely to move in, particularly in under-represented retail sectors within the Lynn market area; for example, eating/drinking and general merchandise establishments.

- . Better parking-to-store relationships can be achieved through proposed downtown parking policy changes. These will improve the visibility of shopping areas (especially shopfronts) directly from parking lots, and work approximately like the Market Street shopping centers.
- . Increased services in the downtown retail area, including security, trash removal, etc., can be provided by three mechanisms: direct public provision (as now provided); private (fee) services paid for and managed through a merchants association; or semi-public services provided through special tax assessments and a special district entity. The private or semi-public corporation structures provide distinct advantages in that the organization may take on other roles and responsibilities, including events management, general advertising and promotion, and development and property management.

. In direct support of greater shopper activity, a regular program of events, managed through a downtown retail merchant association such as Step Up With Lynn, can bring in new shoppers and diversify potential retailing. With more people on the streets, the downtown will seem and be safer. Such a program could be easily kicked off with a new farmers market to be operated on Saturdays only. The market would be initially located on available City-owned vacant property to the rear of the Union Street Mall. The event, now a permanent institution in cities such as Seattle (Pike Street Market) and Boston (Haymarket), has proven its ability to bring in shoppers who might otherwise stay away from downtown. A key participant in this market could be the Gloucester Fish Company now moving to the Lynn Marine Industrial Park.

. The fourth type of downtown retail market building will involve a consolidation and filling-in of retail space with the organized management and marketing of new and expanded retail activity. This could be managed by a new or

. adapted downtown civic non-profit/public-private corporation with development, investment, and management powers. Such an organization would take responsibility for acquiring, improving and marketing available retail property within a closely defined retail district, including the Union Mall/in-town Mall area. The corporation would assist in attracting a new anchor store (major discount/general merchandise, and smaller enterprises) to round out the retail mix, as in a shopping center. The corporation should participate in the development of the new "in-town mall". As such ventures become profitable, surplus resources should be used for additional services, events, promotion, and investment support.

Four CBD retail projects have been identified by the R/UDAT Team as consistent with this general strategy: the "in-town mall"; the "semi-mall" treatment for Union Street; a Central Square project; and a Farmers Market.

CENTRAL BUSINESS DISTRICT



OFFICE DEVELOPMENT

Office development in the CBD area will respond to the continued demand for small-user professional space in units ranging from 500 s.f. to 3,000 s.f. While the market appears extremely soft, it is not.

Rents in Lynn currently average around \$4.00 p.s.f. compared to other suburban space (\$12-\$16 p.s.f.) or downtown Boston (\$15-\$40 p.s.f.). There is an actual shortage of (and demand for) fully renovated or new space for these small professional users. In this area, Lynn's office vacancy rate is less than that of several neighbors. Much of the space classified as vacant, according to recent market research, is not in rentable condition.

Rehabilitation of downtown buildings to provide such space at costs of \$9 - \$12 p.s.f. rental or for possible condominium sales can fill a market gap. Such office space can even be considered for ground floor/shop front space for appropriate businesses. Below-market financing in small increments will be key to these small scale renovation efforts.

FARMERS MARKET

In many communities, a Saturday farmers market has become a real event, drawing large crowds and many farmers into the center of town. The market can be a festive occasion if it is set up in pleasant surroundings.

It saves money for buyers by eliminating the middlemen; farmers also benefit by marketing their produce directly.

Such a market would be an excellent draw for Lynn's downtown. Locally grown produce such as corn, tomatoes, apples, cucumbers, squash, and eggs, cheese, honey, and flowers are always popular with shoppers. If it catches on, a farmers market will bring in people who are not yet familiar with Lynn as a place to shop and will help boost Lynn's image. It will be a pleasant way for local shoppers to save money, including families and older citizens who live downtown.

To get a market started, a few local farmers would have to be convinced to come in with their pick-up trucks and to start things off. The city would have to designate a site and provide parking.

TRANSPORTATION

TRANSPORTATION PROBLEMS

The description of transportation problems is organized into four major categories: access, parking, transit, and pedestrian circulation.

ACCESS (THE MOST SERIOUS TRANSPORTATION PROBLEM)

A number of people told us that accessibility is a serious transportation issue. We agree! In order to deal with this issue, it is important to consider the individual parts of the issue.

Traffic Congestion

Most of the streets in the Central Business District were laid out prior to the automobile era. The street pattern gives downtown Lynn its own atmosphere, but it causes traffic congestion. The street widths are narrow, vehicles parked too close to intersections restrict turning movements, and the combination of one-way streets and a confusing pattern causes a great deal of round-the-block circulation.

Eleven streets carry traffic into downtown Lynn. Collectively, these streets provide 16 moving lanes inbound. Seven of these streets have only one moving lane.

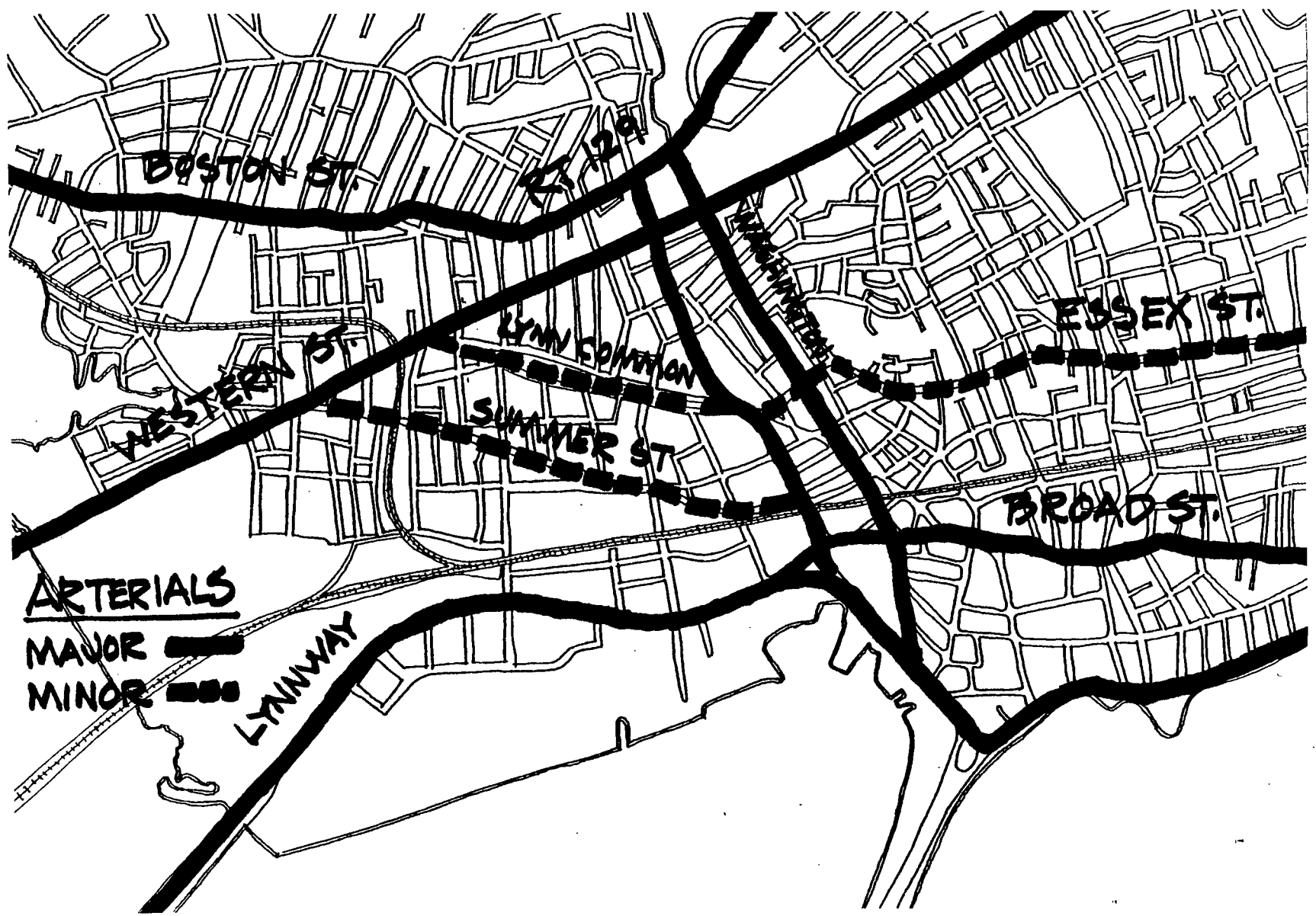
Some of the main streets into the downtown have cars parked on both sides during peak traffic periods. This restricts street capacity and the smooth flow of traffic.

Confusing Street Patterns (The Problem of Directing People Downtown and Around Town)

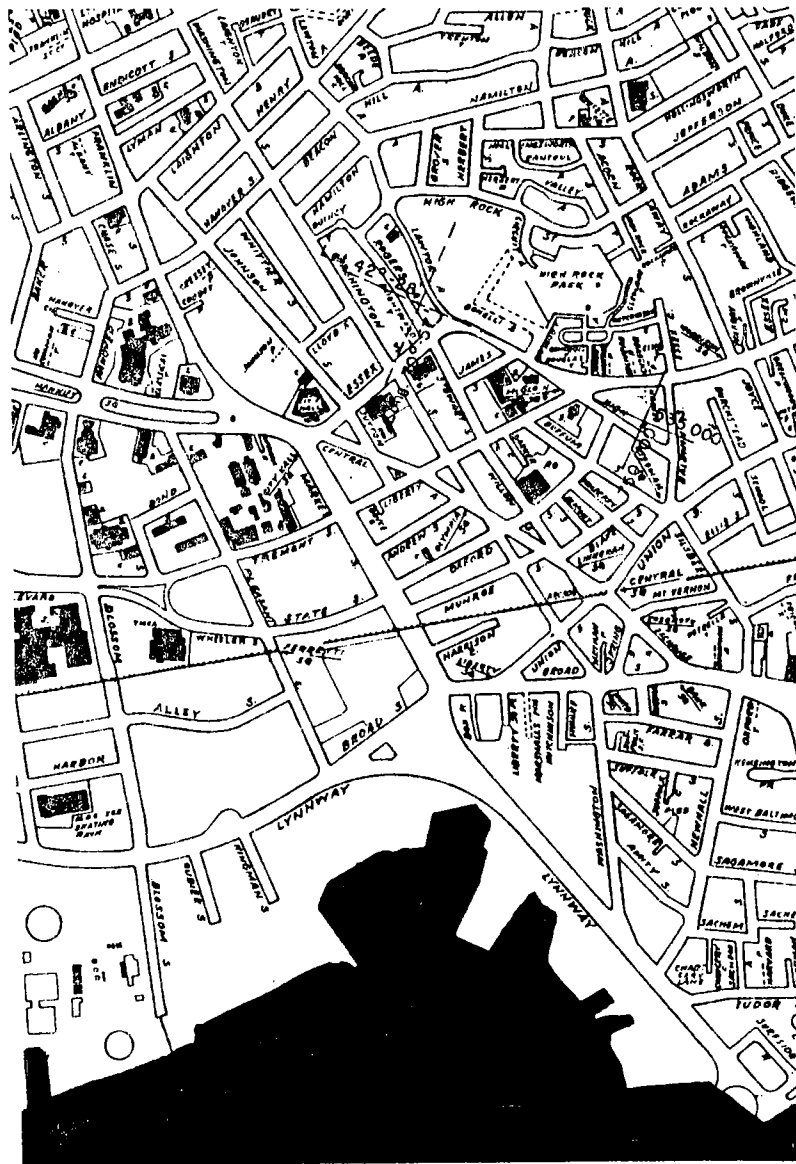
"You can't get there from here!" That seems to be the general consensus of the business and industrial community and their clients. Routes 1A and 107 (Western Avenue) provide adequate access from the north and south into Lynn, and Route 129 connects Lynn to the major highways, 128, 95, and 1. However, directing people to downtown, particularly from the west, is a major problem. There is a general lack of signs providing direction and giving people confidence that they know where they are going and how to get there. We heard several complaints from business people that their clients had to telephone to ask for directions. The same held true for people in industry regarding truck deliveries.

Even more confusion arises when people get downtown. The traditional means of orientation do not exist: there is no landmark for people to use for orientation and there is no distinct grid pattern in the streets which would help re-

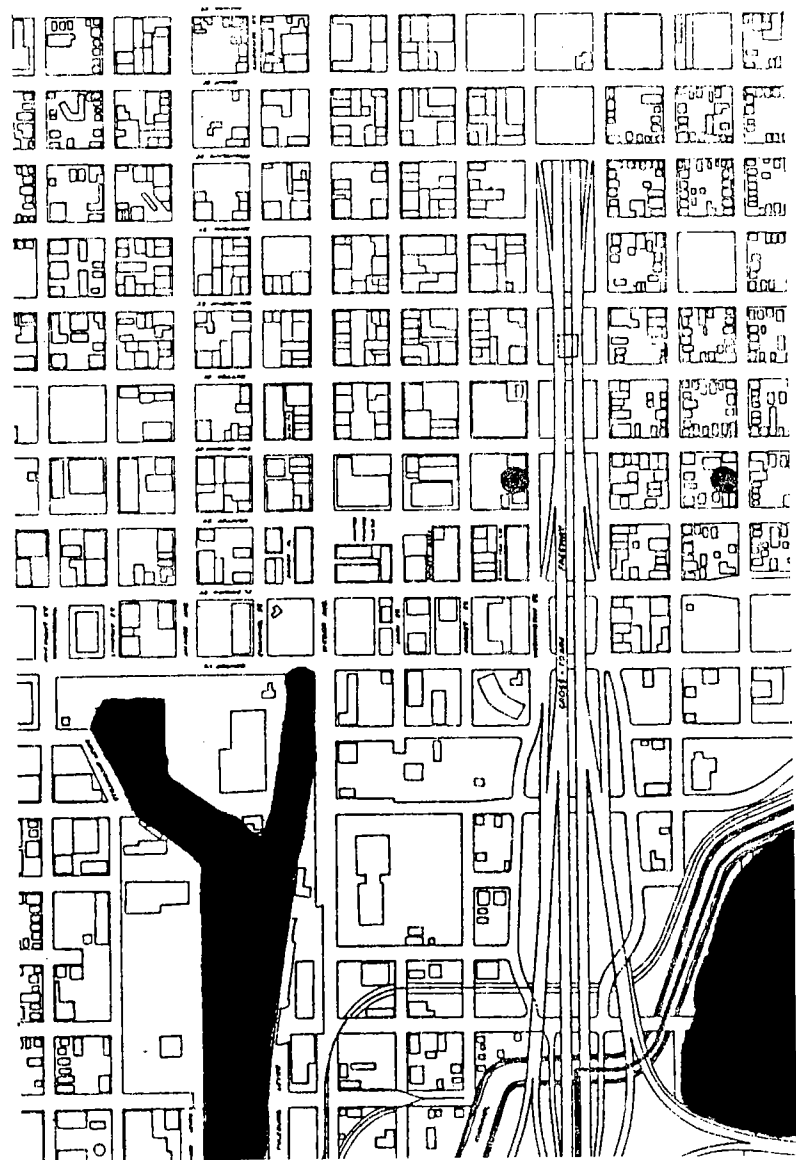
ARTERIAL STREETS



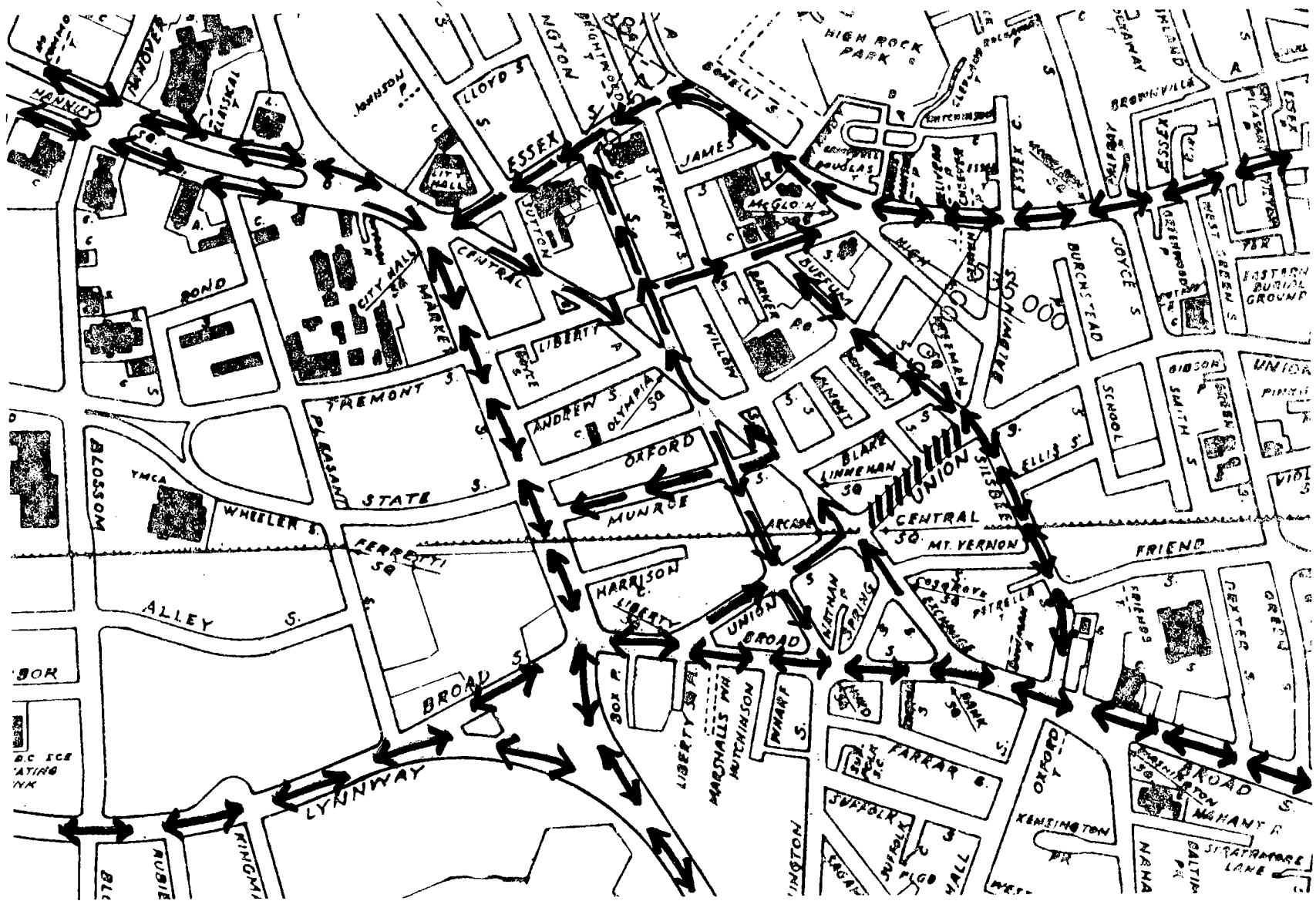
LYNN STREET PATTERN



GRID STREET PATTERN



CBD/TRAFFIC DIRECTIONS



inforce people's sense of direction. In addition, signs directing people to specific destinations are few. The result is a general sense of disorientation. It seems easy to get lost in a maze of streets.

Traffic Signals Need to be Improved

Traffic signals separate traffic through intersections by time. First one street uses the intersection, then the other street uses it. In the downtown area, the signals should function as a system. Getting them to function as a system requires time-consuming, tedious mathematical calculations. Fortunately, there are several computer programs available for a nominal cost (less than \$50) which will do the calculations easily and quickly.

Truck Routes Are Not Clear.

Trucks using the street system have their own set of problems. They need more maneuvering room than cars, especially when turning at intersections. Truckers go to a variety of destinations so they don't always learn the street pattern as well as everyday commuters. Some industrial managers told us that they frequently get calls from truck drivers asking how to get to the company. Another said: "The roads system is a frustration."

Poor Visibility at Acute-Angle Intersections

Acute-angle intersections cut down on driver visibility because the driver must look around more sharply than required for right-angle intersections. With pedestrians, tight parking conditions and complicated traffic flow patterns, accident rates tend to increase. Two intersections that exemplify this are Central Square and where Buffum, Baldwin and Silsbee meet.

Traffic from General Electric

We were informed that during the rush hours, traffic congestion is caused by the large number of General Electric employees using the street system. Although we did not have the opportunity to witness this condition first-hand, it was identified as a problem.

PARKING (A VITAL, LIMITED RESOURCE)

Parking is critical to the success of a downtown. Parking resources for short-term parking (up to 4 hours) and long-term parking (4 hours and more) are limited, so they must be managed carefully.

Inconsistencies in Communicating Information About the Parking System

New signs have been placed strategically around the downtown area directing people to parking. The signs do a great job telling people where parking is located. However, there is a need to inform people concisely and consistently about whether the parking is short or long term, what the rates are, and whether there are any restrictions on who can park there. Municipally-owned parking lots can achieve a consistent image, but privately owned lots will need organizing. The key is to give people confidence in the parking system through an easily identifiable and quick method of communicating necessary information.

Inadequate Parking Meter Maintenance

Parking meters have not been kept up well. We were informed that from 30 to 60% of the meters were inoperable. We carried out a survey of 16% of the total meters downtown. The results showed that 48% of the total were in bad shape with:

- 88% broken
- 14% without heads
- 26% without heads or poles

A situation like this is unfair to parkers. It also leads to a situation where equitable enforcement of parking regula-

tions is difficult.

Since meters are intended to produce revenues for the city and to help implement city parking policies, it is clear that a 48% inoperable rate is unacceptable.

Parking Meter Revenues Have Decreased

Meters that don't work don't produce revenues for the city. We understand that meter revenues used to average \$150,000 to \$170,000 per year, but have dropped to about \$30,000 per year. This situation needs to be corrected for both fiscal reasons and downtown development reasons.

Parking Data Are Not Adequate

The city has some downtown parking data, but much of it is out-of-date. Data are needed on the number, type, and location of parking spaces (parking supply) and on the characteristics of parkers, such as how many spaces are occupied during peak periods, how often parking spaces turn over, how long people park, why they park (work, shop, errand, medical appointment), how frequently they park downtown, and how much trouble they have in understanding the parking system.

Since acceptable walking distances from where people park to their final destination are relatively short, it is not ap-

appropriate to deal with the question of whether there is enough parking downtown. The proper question is whether there is enough parking in the individual areas that comprise downtown. Answering this question requires an analysis of parking supply and parking demand data.

TRANSIT

Transit mobility is important for several segments of the population -- the young, the elderly, non-auto owners, handicapped people, and families with one car but more than one adult traveling.

Transit Access to Boston

Transit access to Boston is especially important because the proximity that Lynn has to Boston is an important asset. The decision not to extend the MBTA Blue Line to Lynn hurts, although the decision is understandable, given today's fiscal constraints. The commuter rail access from Central Square to North Station in Boston needs to be upgraded and we understand that such an effort is planned.

Refurbishing Central Square Train Station

Central Square is an important transportation center, yet the station is uninviting and intimidating. In addition, the station creates a poor image for Lynn. It should be an attractive environment to encourage people to use transit and to improve Lynn's image.

PEDESTRIAN CIRCULATION

Downtown Lynn can be an interesting, enjoyable place to walk. Good, safe pedestrian circulation is important to the economic vitality and image of downtown.

Pedestrian-Vehicular Conflicts

Pedestrian-vehicular conflicts are inevitable in a downtown situation, but Lynn has some special problems. Complicated intersections like Central Square and intersections which don't intersect at right angles need special attention so that there is more effective pedestrian control.

VIGNETTES

1. BUSSING: The administration should investigate ways to provide supplementary bussing systems to serve the community. Circumferential and spoke-artery systems, possibly including jitney-type service in busy areas, would be desirable, if economically feasible.

2. VEST POCKET PARKING: In some of the commercial streets, it is possible that small parking lots can be developed for short-term metered parking. This form of parking should be restricted to a maximum width of two rows of cars (approximately 60' to 65' width). Low walls or evergreen shrubs, trees, bullards, benches, post lights, or possible small kiosks should be used to create attractive places and provide resting spots.

The interior of such parking areas most often abut buildings at the sides and rear. Walls should be patterned or softened with landscaping or vines. Trompe-L'oeuil paintings can be highly effective.

3. TOPOGRAPHY: Lynn is blessed with a varied topography and inclines. Of particular interest to the urban core

is the Highlands area (High Rock). Imaginative land use and current technology adapted to existing infrastructure permit new housing development to take advantage of special views.

4. GRAPHICS: A coordinated graphics program is required. There should be a municipal graphics system (traffic directions, street identification, tourist orientation, historic markers, etc.).

5. LANDSCAPING: A specific municipal landscaping improvement program should be developed and implemented. In addition to a phased program throughout the city, there should be an interactive system developed with property owners (e.g., the owner pays for a tree which the city installs).

Additionally, the city could require that one or two trees of a certain size should replace any tree that is removed. Lynn citizens need to help care for the trees which are planted on public streets.

6. INFRASTRUCTURE: Lynn appears to have adequate utilities and services to meet most current and projected needs.

This makes the city particularly desirable to developers and investors.

7. LIGHTING: The current program providing new lighting with high pressure sodium lights should be continued. However, it is suggested that varied lighting standards ("poles") could be developed for different areas to help create distinctive places in Lynn.
8. WATERFRONT PROMENADE: A particularly delightful urban experience is the waterfront promenade on Lynn Shore Drive - the heterogenous mix of people walking, jogging, sitting and interacting. This precious experience should be zealously preserved.
9. THE COMMON: The Common itself and the adjacent buildings of quality should be preserved and augmented. The Linear Common is an unusual municipal park and should be properly maintained and encouraged as a public space.
10. LYNN WOODS: The Lynn Woods is the largest municipal public woods in the country and as such, should be taken advantage of by the population. It is unfortunate that the facility has not been available for use as a

family recreational area for several years. This public facility should be revitalized for family use. Security is essential, possibly by horse patrol and/or other policing systems.

11. LOWER UNION STREET: This assemblage of used furniture and antique shops is inique and should be encouraged in further development. The supplemental provision of some urban design character devices could add interest and encourage more shops and buyers. Related "home arts" stores should be encouraged (decorator shops, home accessories, carpet stores, etc.).
12. PARKING IN THE CITY HALL AND COURT AREA: The lack of parking in this area results in obvious problems. On grade parking spaces should be provided as acquisition opportunities arise, hopefully without eminent domain procedures. The Police Department should be provided with additional access and parking.

Parking lots should be landscaped and further beautified with partial low enclosures and other design effects.

13. FACADE IMPROVEMENTS: A strong, coordinated, and controlled facade improvement program should be developed to build on the present program. This program should encourage historic preservation, restoration, and ongoing maintenance. Representative "period" buildings from all periods in Lynn's history should be encouraged, along with tasteful contemporary designs. The program should incorporate either design guidelines or a more rigorous design review system.

SOCIAL ISSUES

Cultural Activities

Cultural activity in Lynn is centered around ethnic organizations and churches. National and religious holidays are celebrated in city-wide and neighborhood events. Musical groups and athletic teams visit Lynn throughout the year.

Various community and ethnic organizations sponsor entertainment. A local talent show sponsored by the Police Athletic League occurs annually at City Hall Auditorium. The high school drama clubs draw full houses for the productions. Lynn Economic Opportunity has traditionally held "Summer in the City" rock concerts on the common. These have not been well attended and budget constraints may lead to the cancellation of this program for the summer of 1982. The Community Minority Cultural Center has a drill team, a dance troupe and presents Black History Week every February as well as other social events throughout the year. The North Shore Philamonic performs 4 times a year at City Hall Auditorium and the City provides free tickets to the elderly.

The city hosts a professional minor league baseball club and a semi-professional football club. Every summer Lynn Youth Week is held, hosting the World Open Drum and Bugle Competition, which draws participants from all over the US and Canada.

The New England Open for Women's softball is played in Lynn as is the International Hockey Tournament.

To name but a few of the ethnic activities in Lynn: St. George's holds a 4 day festival in late summer; the Hibernian Club's Irish Cultural Center presents a program on Irish history for elementary school students on St. Patrick's Day; the Jewish American War Veterans and the Grand Army of the Republic provide programs separately and cooperatively; St. Mike offers Polish festivals.

Fraternal organizations such as Knights of Columbus, Franco-American Post 161, Elks Saugus Lodge 2100, Masonic Hall and the Shawmut Lodge of Oddfellows offer activities to their members and the community at large.

The Fourth of July is celebrated widely on a neighborhood basis, especially with fireworks. There is no strong single focus for a municipally-sponsored celebration.

Lynn contains 3 museums which offer exhibits and discussion opportunities; the Lynn Historical Center, the Grand Army of the Republic (a Civil War Museum) and the original Mary Baker Eddy House. An interpretive museum, highlighting the contribu-

tions of General Electric and the shoe industry to Lynn, will be included in Heritage Park.

At one time, Lynn had seven movie theatres, but the last one closed over a decade ago. Cable TV is available in the City and the subscription rate is high.

When an active commercial or mixed-use area is developed in Lynn, a movie theatre and a small repertory should be considered for inclusion. Until then, an existing organization or school may be persuaded to run films on a weekly basis. The Community College presents another opportunity. Its cultural and other activities should be advertised and available to Lynn residents. When Heritage Park is built and people from surrounding areas join Lynn residents in using the facility, concerts as well as summer theatre should be actively sought. These attractions will complement other waterfront-related activities.

Day Care

Though day care does exist in Lynn, it is inadequate to meet the demands of working mothers.

Project Children, a center for pre-schoolers, has matched its \$43,000 block grant allotment with Title XX Funds. Significant cutbacks are expected, however, for FY83. The director of Project Children is hopeful that she can raise additional monies locally so staff and equipment cutbacks can be avoided.

The Girls' Club of Lynn offers after-school day care to 60 girls; twenty percent are black, ten per cent are Hispanic. The Club is supported by United Way and other funding sources.

Education

The school system seems to suffer from the same image problem as the rest of Lynn.

Parochial schools in the city are well-attended. Since Lynn has a large Catholic population, it cannot be inferred that children are in parochial schools necessarily because of the low quality of public education. Yet, despite special programs, such as bilingual education for Spanish and Greek elementary school students, the image of a poor public school system is one reason why Lynn is not as competitive as it might be when young families look for a place to live.

The school system does a good job of responding to the needs of its diverse student body. Lynn Vocational High School provides employable skills to many Lynn youths. The city's rate of collegebound high school graduates is comparable to other cities of similar size. But, as in other service areas, the public schools face special challenges to continue to respond to a changing community and improve their image in the face of budget cuts. One area in which improvements are needed involves teenage mothers. Programs should enable and encourage them to

continue their education.

When North Shore Community College becomes an integral part of downtown Lynn, it will provide an excellent, convenient opportunity for adult residents of Lynn to continue their education.



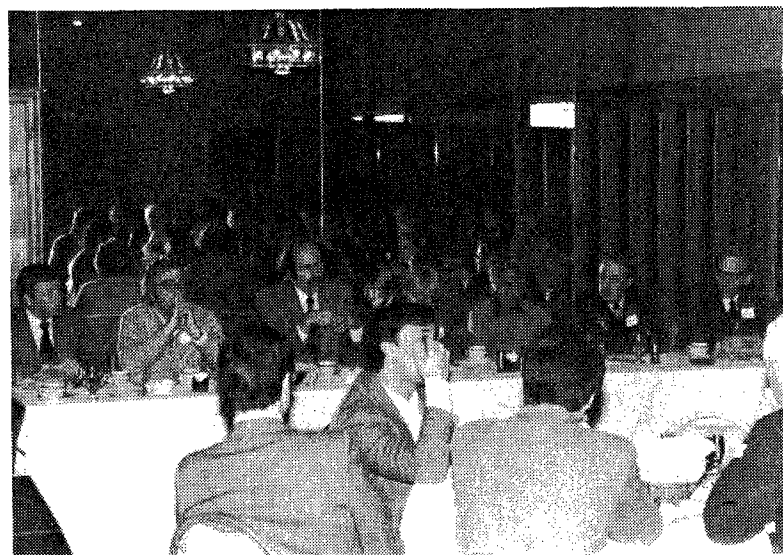
Clean Community Program

The Chamber of Commerce, including the Merchant's Division, the Greater Lynn Business Women's Association, and representatives of other community and neighborhood organizations should continue to support the Lynn Pride Committee to maintain a continuous year-round program and to change community norms and habits with respect to trash. Several national organizations such as Keep America Beautiful have well-developed programs that can serve as models. A successful program will consist of several elements.

- . Urge the speedy processing of the proposed litter ordinance through the City Council and support strong enforcement of this ordinance.
- . At least 10 unannounced places in the Central Business District and the neighborhoods where trash is highly visible on a regular basis. Systematically photograph such sites at regular intervals to rate progress shown. Form block associations to specifically photograph such sites at regular intervals to rate progress shown. Form block associations to specifically attack localized street trash problems.
- . Select community representatives to visit businesses, apartments, and block associations. Encourage property owners and block associations to keep all refuse in covered containers or securely tied plastic bags until picked up so that trash will not be carried throughout the community by the wind.
- . Provide sidewalk trash containers of heavy design (not readily turned over or stolen) near every intersection where businesses are located. Arrange for regular pick-up.
- . Require all trucks carrying trash or materials that generate trash be covered. Encourage the public to report instances of uncovered trucks.
- . Display signs with such slogans as "Downtown Lynn is Cleaning Up" on trash containers in businesses and in schools, community centers, churches, apartment buildings, and at other appropriate places.

- .Vigorously enforce mandatory garbage service. Create and monitor alternative methods of disposal.
- .Require each business to make sure that all trash in its immediate area is cleaned up daily.
- .Encourage youth groups to salvage cans and bottles. As a source of funds for youth programs, organize a program for the sale of newspaper and other salvage items.
- .Give recognition to individuals, and organizations by establishing a system of regular progress reports and monthly awards.
- .Cooperate with block clean-up programs sponsored by city and community organizations to clean up yards, sidewalks, streets, vacant lots, and alleys.

- .Continuously publicize clean up efforts through newspapers, organization newsletters and posters to make all who live or work in the area cleanliness conscious.
- .Expand the "privatization" of garbage pick-up to the downtown district with cooperative public-private funding.



THE ELDERLY

Lynn has devoted a commendable portion of its resources to provide decent housing and services to its elderly population. The percentage of Lynn residents over 60 has increased from 14.2% in 1970 to 24% in 1980. The senior citizen population is now approximately 19,000, and most have low incomes.

In the last eight years using public and private monies, Lynn has renovated buildings to create 2,000 affordable apartments designated for senior citizens. An additional 525 units exist in public housing complexes.

Senior citizens in Lynn rely on services provided by Federal, State, and local agencies. As Federal cutbacks go into effect, senior citizens will need to look to Lynn's local government, private organizationa and state funding for additional support.

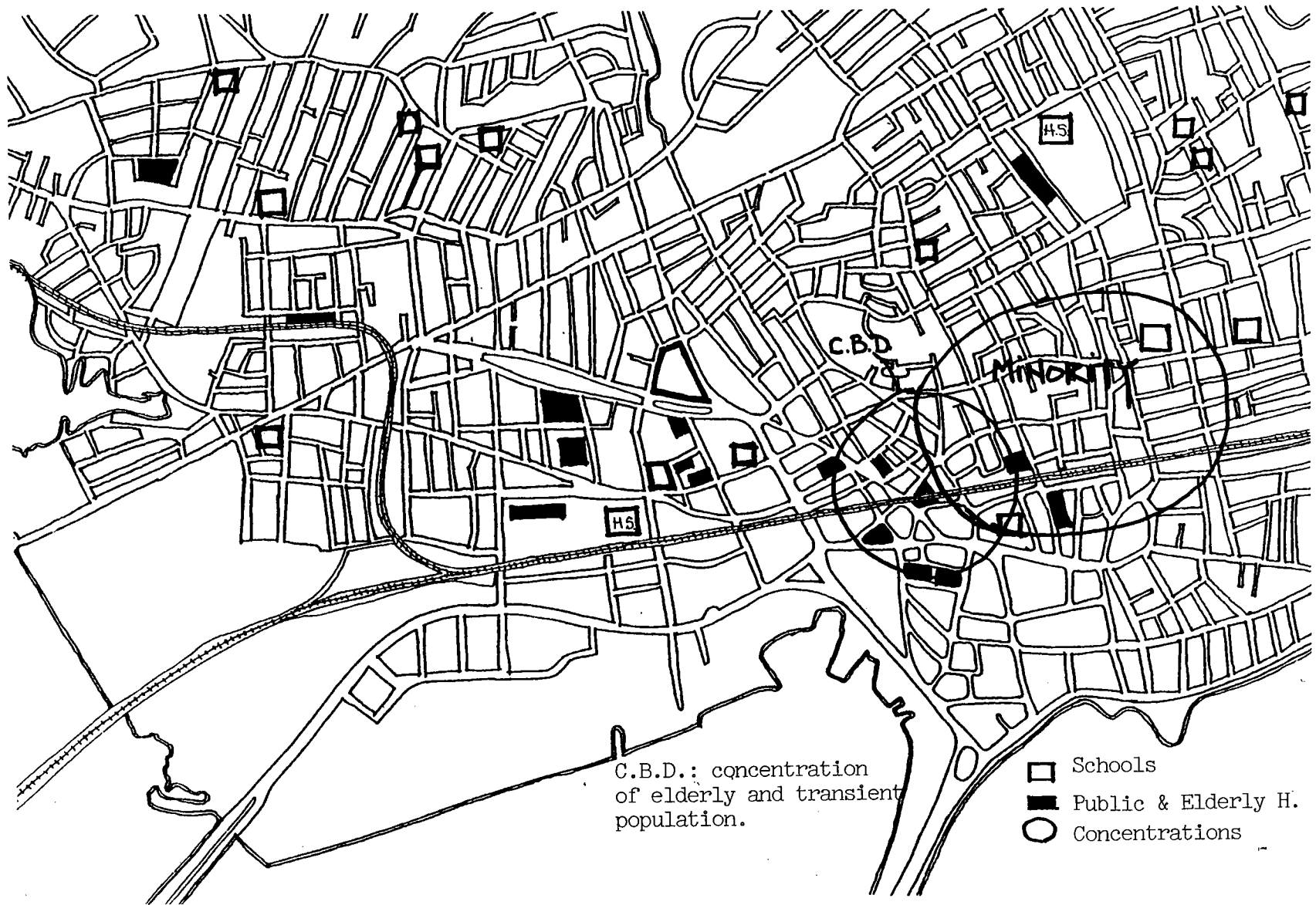
Subsidized rentals for Lynn's elderly will be phased out by federal programs. Lynn's earlier efforts fortunately provide a good stock of affordable housing. In addition, a program of assistance to elderly home owners who want to remain is available through an outright grant from the Department of Community Development.

DISTRICT REPRESENTATION

The people of Lynn are lucky to have an equitable system of local legislative representation. Council members are elected from seven geographic districts along with four at-large councillors.

District representation is a good way to ensure that the various neighborhoods and communities have a chance to voice their concerns to city government. The continuation of district representation will help prevent the loss of political voice for any of Lynn's communities as the City's demographics change in the future.

SOCIAL CONCERNS



Deinstitutionalization

Lynn is home to a number of former patients of the Danvers State Hospital due to the deinstitutionalization policy of the State Department of Mental Health. How many of these people live in Lynn is difficult to determine. The Lynn Crisis Team at Union Hospital estimates that 200 chronically-ill clients live in Lynn. The Planning Department estimates that upwards of 40 live in the downtown area. The former patients live in the one half-way house and few rooming houses and small hotels that exist in Lynn. Long-term facilities are not available in Lynn for these people. Short-term care is given by Alcohol Multi-Service, Greater Lynn Mental Health Center's Union Hospital Crisis Team, Blind Project, Fire Recovery Victim's Project, Greater Lynn Senior Services and two church-housed clinics.

Crime: The Perceptions and The Reality

According to Lynn Police, street crime is not a major problem. Records show that breaking into homes occurs more frequently than street muggings or robberies of retail businesses. Street crime is no greater than street crime in nearby towns, say the police. Yet, even if residents of Lynn perceive the downtown area to be more dangerous than it actually is, this perception will be a significant barrier to successful downtown revitalization.

Right now, women seem to structure their shopping habits around their sense of security. They shop where they can park close to the stores, and particularly dislike parking lots that require walking through open deserted streets to get to the stores. They rarely go downtown after dark. Complaints have been made about drunks and vagrant men scaring off women from the downtown train station and Central Square areas even in daylight.

This has posed a special problem in the Union Street Mall. Women and elderly people perceive that the Union Street Mall was occupied by unruly teenagers, drug dealers, and undesirables when the Mall was new, and as deserted now that most of the stores have pulled out. Lack of close parking is again cited as a reason for not having shopped on Union Street Mall.

Shoppers and store workers point to low police visibility in downtown, the related problems of all-day parking at one-hour meters, and an overwhelming litter problem. (Many downtown stores on Munroe Street have private sanitation collection.)

"People in the City have no respect for the City or parking or litter laws", said one sales clerk. "City Government doesn't care about helping residents and small businesses," said another.

The most persistent problem for downtown storeowners is having windows broken at night, sometimes accompanied by stealing. Shoplifting is "no worse than anywhere else", say storeowners, however. Most downtown stores have burglar alarms; a few have gates.

Approximately 20 policemen are on duty in Lynn during the day, with a larger force patrolling at night. At least seven officers are in the downtown area at all times.

It is realized that Proposition 2-1/2 makes it unlikely that significant additions can be made to the Lynn police force. In order to aid the downtown business district which people perceive as unsafe, the police, working together with merchants, retailers, and other community interests, must find ways to be more visible and accessible to the public and the retailers.

Major problems of downtown include deserted streets and empty lots and buildings. The recommendations in this report for revitalizing the downtown will bring businesses into the unused areas, resulting in many more people on the streets. As downtown Lynn becomes a more active center, it should also become a safe and pleasurable place to walk and shop.

MINORITIES

The City of Lynn has had a minority population for generations, but it has increased continuously since the 1960's. The 1970 census establishes the minority residents at 4.2% of the population. Today it is 8%.

This increase of minority migration into older ethnic neighborhoods has posed problems similar to those in other Massachusetts cities. Lynn appears to have responded well to minority needs and concerns.

The Community Minority Cultural Center (CMCC) is a center offering educational, cultural, and recreational services to minority groups throughout Lynn.

CMCC is funded by the Department of Community Development Block Grant (CDBG) program six years. It will receive \$82,000 in the current fiscal year. The support of this minority center has been funded at a steady level since the inception.

CMCC has been an outstanding asset to the community since it has facilitated cooperation between minorities rather than competition for a piece of the economic pie. Unfortunate-

ly, the availability of sufficient money to continue this program is seriously threatened by Federal cuts in block grant funds that will reduce its budget to about \$65,000. As increased cuts of this nature can be predicted for the future, the City needs to develop new opportunities for minorities.

In terms of employment, Lynn has an aggressive affirmative policy within its city departments and has leveraged public funds for a model Targeted Jobs Program, and the Lynn Municipal Finance Corporation (LMFC). These projects focus on making jobs and contracts accessible to minority employees and minority-owned businesses.

ARSON

The issue of arson is important for Lynn's overall stability. From 1974 to 1978, the city-wide loss of 1,000 properties attributable to suspicious fires is staggering. We have heard different reports about whether "arson for profit" and "arson for vandalism" have been since successfully brought under control.

Suspicious fires do pose a problem for the one-person Lynn Arson Squad. Proposition 2½ has, unfortunately, caused a cutback in squad personnel. Preventive measures currently used include increased neighborhood vigilance and "sensitive code enforcement". Stronger measures are needed.

Arson of any type discourages bank investment in low-income neighborhoods, furthering their decline. With the loss of taxable properties, the high tax rate falls upon fewer taxpayers. Arson prevention in arson-prone neighborhoods is extremely important.

We encourage the City to review a computerized arson prevention system developed by Urban Educational Systems, Inc., of Boston. Fair Share has worked with the City of Worcester to implement this system. The result has been an 80% accuracy rate in arson prediction. This system would correlate data on property disrepair, health code violations, overinsurance,

past fire records, tax delinquency, and out-of-town landlords. It would save time, tax dollars, and property.

We also commend the City's effort to foreclose tax-delinquent properties more efficiently, before landlord-abandoned properties become vacant and a community nuisance.

Displacement

The majority of the renovation so far has been in vacant or commercial property. Much of the renovation was designed to meet the needs of people who already reside in Lynn, especially the elderly.

At this point in Lynn's endeavor to attract middle and upper income people to the City, it appears too early for displacement to be a significant concern.

The condominium conversion law, passed in response to the concerns of low-income elderly residents of apartment buildings, appears to provide significant protections to a particular problem in a market which will, under current economic conditions, move slowly. Should the displacement problem pose more of a problem to vulnerable populations in the future, the city should reassess the need for the incentives to ownership which we have recommended be put in place now.

IMPLEMENTATION

CONVERSION OF HISTORIC BUILDINGS TO OFFICE USE

Downtown Lynn is filled with many two to five story brick structures. Most of these buildings are presently occupied at the street level with limited use above. Many are unoccupied. There exists the possibility of converting these structures to office use. This type of conversion extends the conversion process recently undergone in the Drexel Trust Building.

Economic analysis of conversion of historic building per square foot:

Operating expenses include H.V.A.C. including real estate taxes (no increase for rehav for ten years in order to encourage development). \$3.50/s.f.

Debt service (to cover purchase, renovation and rent up expenses)

Renovate.....\$40.00/square foot

All interest of 10% yielding a constant payment of 11.6% is likely.

\$40.00/square foot x .116 \$4.64/s.f.

Developers Annual Rental Profit:

It would be reasonable to expect a profit of approximately
\$1.50/square foot \$1.50/s.f.

Annual rental necessary \$9.64/s.f.*

The present office rents range from \$9/square foot to around \$12/square foot in newly renovated space. A rent of \$9.64/square foot would make rehabilitation of historic buildings competitive with existing similar rentals and consistent with market opportunities in other communities.*

The additional benefits to access to light, air, and orientation to the street things which modern office buildings have tended to take away, remain in these converted buildings.

* In another analysis in this paper the facade donation program, the 25% investment tax credit available for Historic Building Renovation, and the 15 year permitted depreciation is discussed, based on these programs, the Rental necessary to earn 1.50 per square foot profit annually without a cash investment would be more than cut in half.

ECONOMIC ANALYSIS OF THE FACADE
IMPROVEMENT PROGRAM

Generally historic brick buildings have received only minor facade alterations, usually only on the first or ground floor. This remodeling has been of the nature that it is easily removed.

The estimated cost of restoration of the facade per lineal foot of storefront is \$300. A typical facade improvement would include the demolition and removal of an ultralite facade 15 feet high.

Typical store front 30 l.f.

Typical facade front 450 s.f.
15' high x 30' wide

Typical facade alteration \$20
cost per s.f.

Typical facade/alteration cost \$9,000

Lineal foot average cost \$300

Through the vehical of the non-profit Lynn downtown development corporation, low interest loans would be made available to property owners with favorable terms. A 20 year loan at 10% interest rate, yielding a 11.60% constant payment would yield the following costs per lineal foot of store frontage.

Typical lineal foot debt service \$34.80
per year (300 l.f. x 11.60 constant
payment)

As many of these structures are multi-leveled, they will support substantial development on the upper levels. Proportioning 50% of the cost of improvements to the first floor and the remaining 50% to the floors above, would reveal the following costs:

Debt service allocated to ground \$17.40
floor use. 1.f. cost per year
(50% of \$34.80)

With the typical store depth of 100-150 feet, the gross leasable area would be approximately 100 square foot/lineal foot of storefront.

Debt service cost per year per \$.17
s.f. of store (\$17.40 ÷ 100 s.f./
l.f. of storefront)

The increased sale per square foot necessary to pay for the improvements based on the tenant's ability to 8% of sales per year as yearly rental or \$8 - per hundred dollars of sales.

Annual increase in sales necessary 2.18
to pay for improvement (\$17.40 ÷ 8)

A 2.18 increase on sales would support the facade improvements, without consideration of income tax implications of the facade donation and landmark rehabilitation. This is a minimal increase for such a valuable marketing incentive.

FEDERAL INCOME TAX BENEFITS AVAILABLE FOR
FACADE IMPROVEMENT/HISTORIC DISTRICT
RENOVATION PROGRAM

ASSUMPTION

Buildings in the downtown can currently be purchased for \$10-\$12/s.f. of first floor area.

Purchase price of typical 30' front building. (30 front feet x 100 foot depth x \$12 per s.f.) \$36,000

Facade Renovation Cost 9,000

Interior Alteration (\$20/S.F. x 3,000 s.f. x 2 floors average ht.) 120,000

Total Cost of Building and Renovation \$165,000

FEDERAL INCOME TAX BENEFITS

Facade donation * \$33,000
(20% of total cost)

Available for Depreciation \$132,000

Annual straight line Depreciation 15 year write of ** 8,800

Investment Tax Credit (50 years or older) (25% of Renovation) *** 32,250

Amount available for Federal Income Tax benefits for first year \$74,050

* NOTE: See appendix Schedule B - Facade Donation Program Analysis

** NOTE: Depreciation available for commercial structures 1981 tax laws.

*** Investment Tax Credit see Appendix Schedule C

The economic analysis for this entire presentation was prepared by or under the supervision of H.K. Bell and the analysis is current as at 2/2/82.

DOWNTOWN BUSINESS DISTRICT-VACANT STORE
USED FOR YEAR ROUND INDOOR STREET MARKET:
BAZAAR, CRAFTS, FAIR, FLEA AND ANTIQUE
MARKET, 47,500 SQ. FT.

Stalls and pushcart type operation

There is a demand in Lynn for leasable sales area for small businesses. These businessmen and women are people who produce crafts, services or collect items (such as antique furniture, bottles, etc.) and would like to sell them. These people come from all backgrounds ethnically, as well as economically, but one thing that they have in common is an ability to devote only a portion of their income to this new venture. Because of this, they are looking primarily for reasonable shop space in the 500-1,000 square foot range, ideally in a location adjacent to similar stores.

One of the primary benefits derived from the grouping of small stores of this type would be their ability to draw people as a group. Advertising could be purchased, safety enhanced, and the general atmosphere and gaiety of the shopping experience enhanced and intensified.

Economic Analysis of Year Round Indoor Street Market

Area: 47,500 s.f. and adequate parking (25,000 s.f. the ground floor and 22,500 on the second floor) divided among 40-50 shopkeepers with shops of about 800 s.f. each.

Costs necessary to maintain annual rental.

Maintenance and Operating Expenses	\$2.50/s.f.
City added expenses or rental to owner	\$2.00/s.f.
Total Annual Rental Cost	\$4.50/s.f.
Total Monthly Rental Cost	.37½/s.f.

Not only would such a development be economically feasible, but benefit would accrue to the downtown and the community as a whole--the opportunity to start a small business, the downtown tax base increased, the security and life of the area enhanced.

Waterfront Development

Analysis of residual land value for 12 story mid-rise and townhouse types for one acre.

12 Story Mid-Rise Assumption

40% site coverage - 17,650 s.f. footprint
 150 units (1,2,3 bedroom) average 1,200 s.f. gross
 150 parking spaces/structured under building
 271,800 s.f. building @ 48% efficiency
 \$60,000 psf gross gross building cost

2 Story Townhouse Assumptions

20 units/acre 12,000 s.f. footprint
 24,000 s.f. building @ 10% efficiency
 Mixture of 1,2,3 bedrooms, 1,200 s.f. average
 Surface parking - 20 cars
 \$44.00 psf gross building costs

	<u>Mid Rise</u>	<u>Town-House</u>
<u>Construction Costs</u>		
Building	12,708,000	1,320,000
Parking @6,000 space)	900,000	120,000
Landscaping @ \$3 s.f.	80,000	96,000
Piles and special footings not included		
construcion contingency @ 10%	1,370,000	154,000

Mid-Rise Town-House

Total Construction Costs \$15,058,000 1,690,000

Development Costs

Architecture/		
Engineering @4.5%	678,000	76,000
Developer Fee @ 5%	753,000	85,000
Legal @ 3/4%	113,000	15,000
Contingency @ 1/2%	75,000	10,000
Insurance @ 1/4%	38,000	5,000
Construction Loan (90%) stabilized @ 15% - 18 mos. -	1,692,000	191,000
Construction Loan Points 1%	150,000	17,000
Total Soft Costs	3,499,000	399,000

Total Development

Costs 18,557,000 2,089,000

Sales

Units @ 200,000 ea	30,000,000	4,000,000
Cost of Sales @6%	(1,800,000)	(240,000)
Sales Reserve @5%TDC	(930,000)	(105,000)
Net Sales Revenue	27,278,000	3,655,000

Net Revenue Available

for land, developer profit \$8,713,000 \$1,566,000

	<u>Mid-Rise</u>	<u>Town-House</u>
<u>Site Preparation Costs</u>		
1 acre (43,560 s.f.)		
fill @ 14.50/s.f.	632,000	632,000
<u>Seawall Options</u>		
a. rip-rap		
@ 700/LF	546,000	546,000
b. bulkhead/		
per @ 2800/		
LF	2,184,000	2,184,000
<u>Total site prep cost</u>		
a. rip-rap		
option	1,178,000	1,178,000
b. bulkhead/		
peir option	\$2,816,000	\$2,816,000

Public Benefits/Lynn

Real Estate Taxes

@ 2.5% x \$200,000/
unit = \$5,000/unit 750,000 , 100,000

Retail Sales Imports

Additional Retail
Sales/Capital
Year 4,050,000 540,000
@\$18,000 (approx.
5x1980 median)
@1.5 persons/new
unit

Local Sales Potential

Effective buying 2,100,000 280,000
index (EBI) Rates
(Mass.)=.517 x
sales potential.

SOURCES OF ADDITIONAL LOCAL PUBLIC
DEVELOPMENT FINANCE REQUIRING STATE
LEGISLATIVE CHANGES

Tax Increment Finance

Enabling legislation should be passed by the Massachusetts Legislature to allow tax increment finance for public improvements as part of public/private partnership urban redevelopment efforts. TIF legislation allows local tax-free revenue bonds to be issued for public improvements secured by incremental real estate tax increases on anticipated private development.

Local Sales Tax Option

Enabling legislation should be passed by the Massachusetts Legislature to allow municipalities such as Lynn to collect local sales tax - either a share of the current 5% tax or an additional increment. Revenue should be designated to downtown and neighborhood development support.

Additional Nuisance Taxes

Enabling legislation is required at the State and City levels for additional local nuisance taxes and user fees in direct support of local (downtown) service provisions.

Enforcement of Street/Sidewalk Fines

There should be stronger and stricter enforcement of existing laws governing downtown street cleaning, sidewalk cleaning, snow removal, etc.

Special Assessment Districts

Outside of the multi-city special districts (MDC, MBTA) Massachusetts cities and towns have not made use of the potential for creation of special tax districts within inner city areas for the provision of special services or capital improvements.

Value Capture

A technique whereby private beneficiaries of public investments are taxed on the resultant private betterments created.

ECONOMIC ANALYSIS OF DOWNTOWN
SHOPPING DISTRICTS

The difference between success and failure to a shopkeeper is measured in additional dollars of sale per square foot. A shopkeeper who is marginally successful is normally satisfied with sales of \$100 per square foot. The average shopkeeper in the older central business district buildings is paying \$3.00 - \$4.00 per square foot, without any difficulty. The shopkeeper in the newer buildings is paying \$10.00 per square foot with difficulty. A note of thumb is that the average shopkeeper can afford to pay 6% - 8% of his sales towards rent.

ECONOMIC ANALYSIS OF INCREASE IN SALES
THAT WOULD ALLOW A SHOPKEEPER TO IMPROVE
HIS STOREFRONT AND PAY A SHARE FOR
STREETSCAPE IMPROVEMENTS

Note: It is argued that a more attractive area with better lighting, safety, and security, with improved access and parking, still able to accomodate vehicular street traffic should certainly do 10% more business than one without such amenities, but a sales increase 2.62% is all that is necessary to maintain costs.

Current average annual sales per square foot \$100.00 psf

Predicted annual increase due to parking and amenities 10.00 psf

Increase in carrying charge that a shopkeeper would be willing to pay towards rent @ 8% of sales .80 psf

(Typical store depth 100 ft.)

Annual increase in carrying charge due to increase in sales per front foot of stores acceptable to shopkeeper is \$.80 x 100 feet (depth) 80.00 plf

Annual cost for 1 lineal foot frontage (from next page) \$21.33

Actual sales per sq.ft. necessary to maintain (added cost \$21.33 ÷ 100 per front foot) .21 psf

Required Increase in Sales per sq.ft. to maintain improvement 2.62

THE UNION STREET MALL MUST BE MODIFIED TO ACCEPT VEHICULAR TRAFFIC AND MODEST FAST TAKE-OUT PARKING.

Economic Analysis: Union Street Mall Modification

Modifications to allow limited, one-way auto traffic and parking. Costs for 550' block.

Concrete Bumpers

1100 lf \$10,00/lf \$11,000

Trees

40 \$400 each 16,000

Tree Wells

40 \$200 each 8,000

Lighting (30')

3 \$3,000 9,000

Sidewalk Repairs

Allow 8,000

Relocate Benches, Miscellaneous

Allow \$10,000

Traffic Signs

4 \$70 each 280

Demolition of Existing 30'-0" Brick Roadway

\$30,000

Reinstallation of new brick roadway suitable for limited traffic circulation

\$170,000

\$262,280

Contingency @ 10%

26,228
\$288,508



ECONOMIC ANALYSIS: SPECIAL ASSESSMENT IMPROVEMENT DISTRICT
FOR TYPICAL STREET/SEMI-MALL

	<u>Units</u>	<u>Unit Cost</u>	<u>Total Cost</u>
Demolition	16,000 sf	.45/sf	\$ 7,200
Paving			
Special Treatment (bricks)	13,000 sf	8.00/sf	104,000
Top Coat (asphalt streets)	19,500 sf	1.20/sf	24,000
Concrete			
Curbs	1,300 lf	15.00/lf	19,500
Sidewalk	(included above)		
Lighting			
Historic Lamps	16	2,400 ea.	38,400
Street Furniture			
Benches	20	600 ea.	12,000
Street Trees	16	600 ea.	9,600
Miscellaneous Site			
Handicapped curb cuts	4	250 ea.	1,000
Hose bibs	5	500 ea.	2,500
Trench drain	-	allow	1,000
Utility re-work analysis		allow	2,500
Elec. outlets	5	750 ea.	3,750
TOTAL			\$ 225,450 (per block)

The typical block is 650' long, with frontage on both sides, there are, therefore, 1300 lineal feet of store frontage.

\$225,450/block divided by 1300 l.f. store frontage = \$174.00/lf.

FIRE SITE HIGH RISE HOUSING

Economic Analysis to support the feasibility of a high-rise condominium housing development. The analysis assumes 12-story structures to have view lines to the ocean, covering 40% of the site, above parking levels. 192 units/acre at 1,000 s.f. per apartment.

Cost to Develop (Per Unit)

Site Improvement Cost	700
Construction @ 60 psf	60,000
Garage @ 6,000/unit	6,000
contingency @ 10%	6,000
Total Construction Costs	72,700

Total Sq. Ft. Costs @ 30% construction (A/E, developer, legal, financing, etc.)	22,000
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Total Development Costs	94,700
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Note: Costs do not include special site and foundation costs.

Developer Profit @ 15%	15,000
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Required Minimum Sales Price before land	\$109,700
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This project could be feasible with a projected \$125,000 sales price per unit. The projected real estate tax to the city, calculated at 2-1/2% selling price, comes to \$3.125 per unit per year, totaling more than \$8.5 million per year (3,125 x 2800 units). The City would certainly be in a position to write down land cost as an added development inducement to capture real estate tax revenues of this magnitude.

MINORITY BUSINESS OPPORTUNITY

As proposed, the downtown area will undergo substantial changes during the next several years with heavy governmental and private investment. We strongly recommend that the city continue to make special efforts to include opportunities for small and minority businesses in this process. Many mechanisms are in use throughout the country, ranging from special set-asides in major programs to direct assistance for business development.

Our concern extends beyond the construction phase of the development process to include retail and service opportunities in operating areas. This will further the Downtown concept and permit a broad range of Lynn citizens to participate in the benefits of a revitalized Downtown.

This report acknowledges the city of Lynn's commitment to Minority Business Enterprise and encourages the city to reinforce this commitment.

ESTABLISH A MINORITY AND SMALL BUSINESS ASSISTANCE PROGRAM

Lynn Chamber of Commerce should (in order to maximize participation of minority and women within the Chamber) establish a sliding fee scale for the purpose of membership.

Presently, the Small Business Assistance Program and the Office of Minority Business Enterprise are located in offices in Boston.

To maximize their potential, the City should continue to fund their office of small and minority business assistance through an allocation of Community Development Block Grant Program (CDBG) monies, for the purpose of coordination and implementation of these needed programs and also should lobby for a branch office in the City.

Funding for Social Services

The City is presently preparing to apply for its seventh year of Community Development Grant (CDBG) funding. Two major changes in Federal policy will affect funding:

- 1) a 17 percent reduction in an overall budget that had steadily increased until last year when it experienced its first cut, a 4 percent reduction; and
- 2) a new HUD requirement that cities limit human service funding to 10 percent of their CDBG budget. (A waiver, however, may be obtained by the Secretary of HUD if cities had funded human services at higher rates in FY82. In any instance, cities must reach the 10 percent limit in 3 years)

PHASING

Overall Project Timing

A project of this scope and magnitude requires sensitive development. The public infrastructure in Phase 1 is vital to induce private development in all of the phases. The evidence and fiscal returns of private development will induce the continuation of Phase 2 public development. The continued financial support by the public sector in Phase 2 will generate more private development (Phase 2 Response). And similarly, Phase 3 public efforts will lead to Phase 3 private response. At this point we envision a free market city able to pick and choose a continued course of vitality and regeneration.

Phase I: Public Efforts

- . Commitment to realign Lynnway and secure funding of same (City/State/Federal)
- . Commitment to adjust site location of North Shore Community College, and to proceed with construction (State).
- . Development of temporary surface parking for North Shore Community College (State)
- . Development of Stage 1 Lynn Marine Industrial Park (LMIP). (City/State/Federal)
- . Union Street Mall vehicularization. (City/State)

- . Heritage State Park infrastructure development. (State)
- . Washington Street widening and realignment. (State/Federal)

Response to Phase I: Private Efforts

- . Completion of Vamp Building.
- . Waterfront (Heritage State Park) condominium housing, modest commercial development and marina.
- . Tenant leases signed and buildings constructed in Lynn Marine Industrial Park.
- . Ongoing Historic Preservation/Adaptive Reuse activities - downtown and in neighborhoods.
- . Continued signing improvements for downtown accessibility (by partnership organization).

Phase II: Public Efforts

- . Additional streetscape improvements in retail area/semi-pedestrian-auto malls. (City/State/Federal)
- . South Bank Waterfront Development - Sea Wall and infrastructure construction. (City/State/Federal)

- . Construction of realigned Lynnway. (State/Federal)
- . Continued dredging and infrastructure construction in L.M.I.P. (State/Federal)
- . Obtain pre-commitments for MBTA parking structure. (State/Federal)

- . Gateway Hotel/Office Building Complex/LMIP Development.
- . North End Waterfront Development
- . Continued Historic Preservation/Adaptive reuse activities - downtown and in neighborhoods.

Response to Phase II: Private Efforts

- . Ongoing Historic Preservation/Adaptive Reuse activities - downtown and in neighborhoods.
- . Housing and possible office development on fire-site.
- . South Bank waterfront development.

Phase III: Public Efforts

- . Construction of MBTA parking structure and foundations for future office structure. (State/Federal)
- . Site acquisition for garage and streetscape improvements of inner city magnet mall. (State/Federal)
- . Continued infrastructure development (as necessary) in Lynn Marine Industrial Park and Gateway Hotel/Office complex. (State/Federal)

Response to Phase III: Private Efforts

- . Private development of inner city magnet mall

PLAN ADOPTION

In order to effectuate the 14 Part Waterfront, Gateway, Downtown Plan here, or any similar plan for Lynn's downtown district, certain fundamental procedures must be followed so that such a plan attains legal status. First, the Plan must be adopted by the City Council as an amendment to the General Plan for Lynn. Adoption of the plan will not mandate development consistent with it, however, until the requirements of the plan are reflected in Lynn's zoning code and map.

A new zoning district should be created for that precise land area bounded by the plan. It can be denominated the Lynn Waterfront, Gateway, Downtown District. The zoning map must be amended to show the new zone. In addition, we recommend that serious attention be paid to the text provisions which will govern development within the zone. Permitted uses can be assigned based on a specific design plan which, after careful planning and study, is determined to be desirable. However, developers may find it difficult to adhere to the city's preconceived plan and for this reason, the city should consider regulatory strategies which provide flexibility within limits which will not radically detract from the revitalization strategies and phasing program. Such flexibility provisions must be expressed in the zoning text.

Regulatory measures governing development in the zone should include landscaping, parking and site review standards. Design control can be an important development control in the downtown, but to be effectively employed, we recommend the addition of an urban designer to the city's planning staff. Bonus/incentive packages for development should be thoroughly explored and utilized where practical.

POTENTIAL LEGISLATIVE MECHANISMS TO STUDY
FOR CONFORMANCE TO STATE LAW

Innovative mechanisms for restoring investor and entrepreneur confidence in downtown Lynn are absolutely necessary especially to reverse the current patterns of disinvestment and disinterest. New shopkeepers and lenders must be assured that their down-side risk is well covered, while their potential gain is great. This is particularly critical in light of recent departure of merchants from Union Street.

Equity Insurance for Downtown Neighborhood Properties is one such technique successfully used in two U. S. communities. In the same manner that FHA guarantees mortgages or that other private instruments protect mortgages, the city can provide equity insurance to those businesses and homesteaders it wishes to attract back to the Downtown. In the event of a collapse of interest in revitalization or a failure by the city to provide adequate security, schools and other necessary infrastructure, the equity of the investor willing to chance the dreams of revitalization would be protected. The returnee cannot lose--truly an incentive--and neither can the city.

Land Writedown Formula. The ability to writedown land value to zero is a desirable inducement if moderate and middle-income housing is to be made possible in the Downtown. The resulting temporary loss of tax revenue will be more than recovered by the resultant spendable income expended in the community, the jobs created, and the increase in sale and use taxes paid by the new residents. The benefit derived in the form of future taxes can and should be accrued to the people through public reinvestments of such funds for additional downtown development or maintenance.

Land writedowns can be achieved by use of CDBG or city funds, as well as through the Massachusetts Government Land Bank.

Long Term Real Estate Tax Agreements through Mass. Chapter 121a Agreements, for Downtown Rehabilitation Projects. In conformance with downtown revitalization objectives, projects should continue to be granted 121a agreements to promote predictable future property tax payments.

Homesteading Grant for Moderate and Middle-Income Families: Continuation of Existing Programs. The redevelopment authority can purchase salvageable and/or historic units presently in disrepair and then advertise those units for resale at token prices for families able to commit themselves to living there and providing the equity (cash and sweat) to improve the unit to meet codes. Those approved purchasers in need of funds can be assisted by direct grants. Homesteading grants can work in tandem with below market mortgage financing available through local banks from Mass. Home Mortgage Finance Agency.

Interest Subsidy-Tandem Plan. In order for small shopkeepers and landlords to compete in the downtown area with Route 128 and Downtown Boston developments, a mechanism for interest subsidy is suggested. The tandem plan is one such subsidy program and is supported by community development block grants, bond issues, or from general funds.

Interest rates paid by major developers even in today's tight money market are not much more than 12%. The developer is in partnership with a major bank or insurance company and usually receives 100% financing and preferential interest rates.

The above concepts are modeled after published papers written by Harold K. Bell.

APPENDICES

APPENDIX/EXHIBIT A

CENSUS TRACTS 2051 - 2072

SUMMARY

	<u>Total No. Of Properties</u>	<u>Percentage of Total Land Area</u>	<u>Area in Acres</u>
Residential Structures	18,126	32.30%	2,332.22
Single Family	12,683	23.16%	1,672.39
Two-Family	3,083	4.90%	353.58
Three-Family	1,749	2.57%	185.36
Apartment (4 or more units)	615	1.67%	120.89
Commercial Structures	781	2.90%	209.69
Industrial Structures	232	5.03%	363.40
Land Only (Parcels)	2,782	12.04%	869.44
Parcels over 9,000 sq. ft.	474		
Unclassified	57	1.28%	92.45
Public			
Land Only	113	28.56%	2,061.99
Other	65	2.08%	149.88
Semi-Public	84	2.43%	175.54
Streets		13.38%	966.00

Total Area: 7220.61
Developed: 5158.52

APPENDIX
EXHIBIT B

FACADE DONATION SUMMARY

Principles: Historic facade servitudes/easements have been either boughtby, or donated to, historic preservation organizations for many years to protect historic properties. However, donations were not expressly deductible from Federal taxes until 1976.

Federal deduction provisions are based on deduction provisions for conservation servitudes/easements (allowed for a number of years) and the value of air and/or development rights.

Enabling Legislation: In 1976, historic facade donations in perpetuity were expressly recognized as Federal charitable tax deductible items for an experimental five year period. In 1980, Public Law 96-541 made permanent the deduction provision and defined eligible properties. Income, estate, and gift tax deductions are permitted for leases, options to purchase, or servitudes/easements on qualified real property granted in perpetuity to qualified donees. There is also a deduction provision for donation of development restrictions on land where such restrictions are in accord with

public policy. See IRS Code 170 (f) (3) (b) (iii) and (iv).

In the 1977 La. legislative session, Senator Casey and Representative LeBlanc added a new section designated R.S. 9:1292 to the La. Revised Statutes of 1950. This new section was amended in 1979, but the effect is the same: it enables Louisiana property owners to take advantage of Federal deduction provisions.

To qualify for this benefit:

I. The subject property must be certified as historic by the U.S. Dept. of the Interior. All buildings individually listed on the National Register of Historic Places are automatically certified upon application. Most buildings in National Register or certified local historic districts are also certifiable. Open land may also qualify. A Federal Historic Preservation Certification Application --Part I (one half page) is submitted by the owner. Response is required within 75 days, but is often quicker.

II. The donation must be made to a qualified donee. The HFSM Corp. is qualified and accepts donations recommended by its Architectural Review Committee and approved by the HFSM Board.

Valuation: It is the responsibility of the donor to value the donation and to justify it should the IRS question it. A prior IRS ruling may be requested. HFSM has no responsibility or liability for valuation.

Appraisals are the traditional method used to value donated objects. For a facade donation, the value would be the difference between appraisals of the property value before and after donation. Such appraisals should include the present developed value versus the potential development value since the donation limits future development. If the property has recently sold, the unencumbered value is well established, only the value after donation, and the difference between the two values need be determined.

Additional Information: A Senate Finance Committee report on H.R. 6975 (December 11, 1980) discusses all issues. Copies are available upon request.

APPENDIX
EXHIBIT C

SUMMARY OF HISTORIC PRESERVATION
TAX PROVISIONS

In 1980, Public Law 96-541 extended or made permanent historic preservation tax provisions for owners and/or lessees of thirty years or more.

Incentives for Renovation:

IRS Code 167 (o) provides for accelerated depreciation of "substantially rehabilitated" certified income-producing properties (150% declining balance/commercial; 200% declining balance/residential). Extended to December 31, 1983.

IRS Code 191 permits five year amortization of certain rehabilitation expenses of certified income-producing properties. This is a tax preference item. Extended to December 31, 1983.

IRS Code 170 (f) available to owners only. Amends charitable contribution deductions on income, estate, and gift taxes to include donations for historic preservation purposes. Partial interests such as facade rights, leases, and options to purchase on certified properties (not necessarily income-producing) may be given. The provision is permanent and

and donations are given in perpetuity. HFSSM accepts such donations and will provide further information on request.

To Qualify:

A property must be certified historic by the U.S. Department of Interior. Many buildings which may not appear historic can be certified, others may be de-certified to avoid demolition penalties.

Certifiable properties include all buildings individually listed on the National Register of Historic Places, and most buildings in National Register or certified local historic districts. In the CBD, properties on the downtown side of Canal Street are included in the Vieuz Carre National Register District. The Picayune Place, Lafayette Square and Warehouse local historic districts are certified.

To claim benefits for rehabilitation work, the work must also be certified. HFSSM can provide a copy of Dept. of Interior standards for rehabilitation. It is highly recommended that plans be submitted for preliminary approval; if this is done, any elements which might disqualify the project can be changed. Work for which benefits are claimed must be completed before Dec. 31, 1983.

APPENDIX
EXHIBIT D

INVESTMENT TAX CREDIT

Under the 1981 Economic Recovery Act, investment credits for qualified rehabilitation costs for certified historic structures and older industrial or commercial buildings have been significantly expanded.

Rehabilitation expenditures are now eligible for substantially higher investment credit than provided by the rehabilitation and preservation incentives passed in 1978. Under the 1978 law, a 10% investment tax credit was available for certain capital costs incurred to: (1) rehabilitate and modernize existing industrial or commercial buildings or structures; and (2) restore non-residential certified historic structures.

The 1981 law change replaces the 10% investment credit (and where also available, the energy credit) with a new three-tier investment credit for qualified rehabilitation or reconstruction costs;

...15% for structures at least 30 years old

...20% for structures at least 40 years old

...25% for qualified rehabilitation costs of residential rental and non-residential certified historic structures.

(Code Sec. 45 (a) (2) (F) as added by 1981 Act 212 (a) (2).

The regular credit (regular percentage) are not allowed for qualified rehabilitation expenditures (Code Sec. 46 (a) (2) (F) (ii)

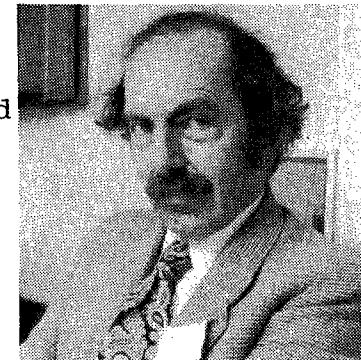
No credit is allowed for rehabilitation of a building less than 30 years old.

ACKNOWLEDGEMENTS



CHARLES M. DAVIS , Team Leader

The chairman of the Lynn R/UDAT is an architect and Vice President of Esherick, Hormey, Dodge and Davis of San Francisco. He has participated previously in a R/UDAT in Seattle, Washington. Recent projects include the new Monterey Bay Aquarium, two projects of adaptive reuse for Stanford University and an 800 student housing complex for Stanford University. A graduate of University of California at Berkeley School of Architecture, he has taught at both the University of California at Berkeley and UCLA.



PHYLLIS MYERS

Phyllis Myers, Senior Associate, specializes in urban conservation issues at the Conservation Foundation. She is currently working on a study of urban parks and will soon begin work on a major CF study looking at urban land issues across the country. Ms. Myers is a member of the citizen participation committee of the Transportation Board. She was a U.S. delegate to the ECE (UN) Conference on Urban Regional Research in Warsaw, and a member of the Steering Committee on a Five-Year Research Agenda for UMTA. Ms. Myers was a Senior Editor covering urban issues for City Magazine, published by The National Urban Coalition.



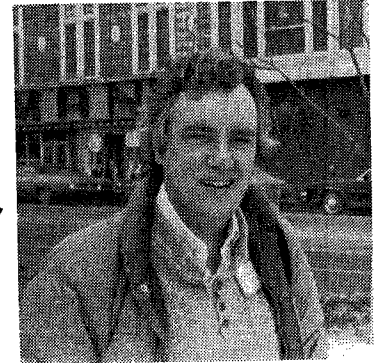
RICK KUNER

Mr. Kuner is the President of New Alternatives, Inc., a private consulting company based in Chicago and specializing in Transportation Planning, Urban Planning, and Criminal Justice. He also serves as an Adjunct Professor at the Loyola University Department of Urban Studies. He obtained a Bachelor of Arts in Political Science from the University of Pennsylvania and Master in City Planning from the Massachusetts Institute of Technology. Mr. Kuner's assignments have ranged from Transit Planning in Chicago, Illinois and New York City to Parking and Downtown Transportation Plans in Boston, Massachusetts and Flint, Michigan.



JOHN P. CLARKE, AIA, AICP

Mr. Clarke is an architect/planner who is presently a partner in the New Jersey firm of Clarke and Travisano, Planning, Urban Design, Architecture. The firm has served as consultants to public and private organizations and the design and implementation of urban development projects. He is also an Assistant Professor at the Urban Design Program, Columbia University. He received his Bachelor of Architecture at Cooper Union and his Master in Urban Planning from Columbia University. Mr. Clarke has been a team member on R/UDAT's in the South End, Boston, and Lansing Laredo, Texas.



HAROLD K. BELL

Mr. Bell is an urban economist and is a professor of Urban Planning and Architecture at the School of Architecture and Planning, Columbia University. He is currently a consultant, in both the public and private sectors on economic revitalization, rehabilitation and the reuse of buildings, downtowns and cities. His assignments range from urban renewal in Gulfport, Mississippi, and Brooklyn, New York, to economic redevelopment of the Chinatown area in New York City. Mr. Bell was born in New York City and has a degree from City College of New York in Business Administration. He has been a team member on numerous R/UDATs and is a consulting member of the AIA Urban Design Committee.



CHARLES HARPER, AIA

Mr. Harper is president of his architecture firm in Wichita Falls, Texas. He obtained his Bachelor of Architecture from the Texas Tech University. He presently serves as the Chairman for Wichita Falls Planning Design Review Commission and is the President of Mid-Town Now, Inc., a non-profit redevelopment corporation. Mr. Harper started Disaster Action, Inc., a non-profit group of architects who respond to disasters across the country. He also served as co-chairman of the Reconstruction and Redevelopment Committee of Wichita Falls after the 1979 tornado which ripped through that City.



STUDENT TEAM MEMBERS

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Kurt Bauman - Economics

Carol Ethier-bock - Environmental Policy/
Community Development

Mona Hochberg - Community Development -
Energy Planning

Dominique Raynault - Community Economic
Development/Planning

Esther Schlorholtz - Housing & Community
Development

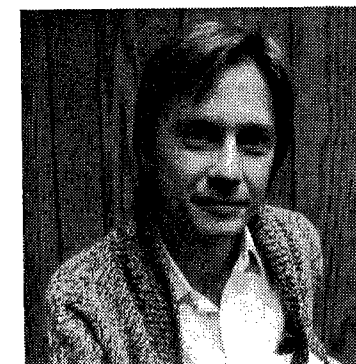
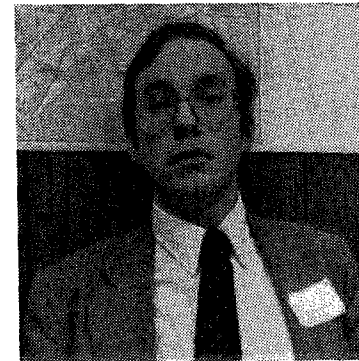
Peter Testa - Urban Design

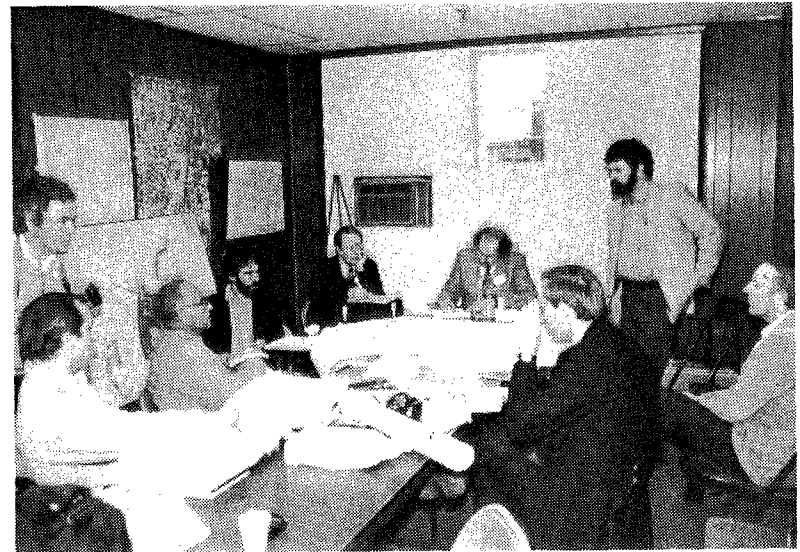
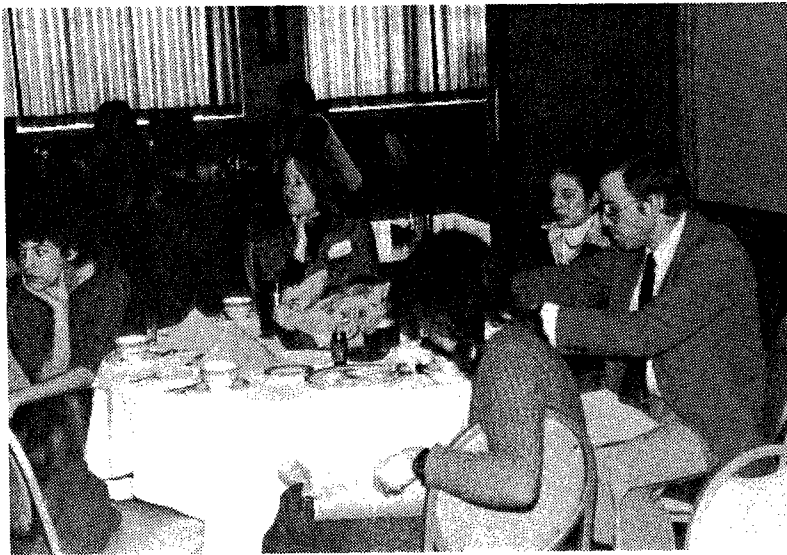
Rice University, School of Architecture

David Calkins - 5th year, Architecture,
Preceptorship Program,
Boston, Massachusetts.

M.I.T. School of Architecture

Gordon King - Lecturer





FINANCIAL SUPPORT

Step Up With Lynn, Inc.
Isadore Shapiro - Jerry's, Inc.
General Electric
West Lynn Creamery
Lynn Item
Security National Bank
Essex Bank

MATERIALS, SERVICE SUPPORT

Bob Brest Buick
McGinn Bus Company
WHDH Skyway Patrol-Bruce McLeod, Pilot
Boston Society of Architects
Espo-Litho Printing
Jaffee & Stimpson
David Hark Associates
George Koukounaris
Minute-Man Printing
Connelly's Candies
Buzzy's Pub & Grub
Lynn Vocational and
Technical Institute

STEERING COMMITTEE - REGIONAL URBAN
DESIGN ACTION TEAM

STEP UP WITH LYNN, INC.

Edward T. Calnan, President
Thomas Iarrobino, Treasurer/Committee
Chairman

Jansi Chandler, Secretary
Robert Hastings, Clerk
Kevin R. Geaney
Robert A. Baker
Harold Goldstein
Isadore Shapiro
Michael Mazzaferro
Councillor Richard Coppinger

John Sweeney
James Callahan
Brian Magrane
William Jones
John Robinson
Jose Mendez
Oscar Padjen
Robert Scagliotti
John Emerson

Interview Participants

Antonio J. Marino, Mayor

Charles J. Gaeta, Council President
Albert DiVirgilio, Councillor-at-Large
John O'Donnell, Councillor-at-Large
Raymond Reardon, Councillor-at-Large

Joseph Scanlon, Councillor - Ward 1
Joseph Spina, Councillor - Ward 2
Richard Coppinger, Councillor - Ward 3
Robert Tucker, Councillor - Ward 4
Paul St. Laurent, Councillor - Ward 5
Norman Cole, Councillor - Ward 6
Michael Kwiatek, Councillor - Ward 7

Edward T. Calnan, Executive Director -
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Community Development

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Office of City Planner

Jansi Chandler, Assistant Director,
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David Duncan, Project Coordinator,
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Lynn Housing Authority
Catherine Barner, Division of Environ-
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Thomas Thompson, Lynn S.C.A. Associates
Terrace Neelon, Board of Community
College

John Costello, Board of Community
College

John Adelberg, Sasaki Associates
David Hark, David Hark Associates
Rich Beatty, Henderson Associates
Phil Henderson, Henderson Associates

Joseph Beaton, Massachusetts Bay
Transit Authority
Paul Varadian, Seaport Development Inc.

Lynn Economic Opportunity

John Robinson
Ellen Gillespie
Helen Patterson
Jim Smith
Susan Wall

Fair Share

Barry Berman
Lee Rosenthal

Girls Club

Nancy Bartels

C.M.C.C.

Jose' Mendez

There are also private citizens who
made perception statements who re-
quested anonymity.

Interviews were also held at Jerry's,
Mr. Norman Brunnelle at Pennyworths,
Shoe-Den, Besse-Rolfe and on the
downtown streets.

Lynn City Officials

Antonio J. Marino, Mayor

Charles J. Gaeta, Council President
Albert DiVirgilio, Councillor-at-Large
John O'Donnell, Councillor-at-Large
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Robert Tucker, Councillor - Ward 4
Paul St. Laurent, Councillor - Ward 5
Norman Cole, Councillor - Ward 6
Michael Kwiatek, Councillor - Ward 7

State Delegation

Walter Boverini State Senator
Thomas W. McGee Speaker of the
House of Representatives
Timothy Bassett State Representative

Federal Delegation

Nicholas Mavroules U.S. House of
Representatives

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Ann M. Reddy
Jansi Chandler

SOCIAL COORDINATOR

Ann Marie Leonard

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Diane Olszewski
Eleanor Whyte
Jacqueline Sullivan
Charlene Collins
Claire Avadonian
Judith Lewin
Ellen Hynes
Diane Douglas

OBSERVERS

John Carter - A.I.A.
Anthony Tappe - A.I.A.
Charles Redmon - A.I.A./R/UDAT Committee
Donald Grinberg - A.I.A.

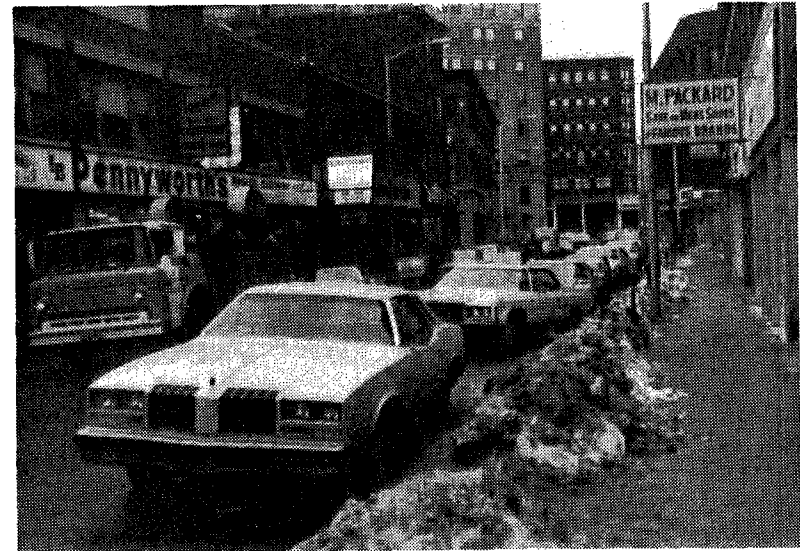
Unclear Pedestrian Pathway System

Downtown Lynn is an interesting place to walk. A sense of adventure is created by constantly varying scenes. However, pedestrian movement needs to be facilitated and encouraged. More coherent and attractive walking routes need to be defined. This will inspire more people to walk and eventually have an effect on improving safety problems and encouraging more people to shop downtown.

Unattractive Walking Environments from Parking to Shopping

A safe and pleasant visual image is important encouragement for walkers going from parking to a shopping area. Union Mall merchants complained that the high walls and the bleak character of the walkway connecting the Mall to parking discouraged shoppers. The lack of police protection was cited as exacerbating the problem. Municipal parking lots located in so-called 'distressed' areas were also described as discouraging parkers and customers.

The two aspects of this problem are the physical design of pedestrian areas and the unsafe perception that such areas tend to create.



TRANSPORTATION PROPOSALS

Our transportation proposals deal with five main issues: access, parking, transit, pedestrian circulation, and management.

ACCESS

Our access proposals cover the capacity of arterial streets and the upgrading of Washington Street.

Increase the Capacity of Selected Arterial Streets

There are three general approaches to increasing street capacity: (1) major street widenings, (2) selected street widenings and improvements, and (3) careful management of existing streets.

Although some major street widenings have been suggested to us, we do not recommend this approach because it would mean large-scale property acquisition, relocation of families and businesses, and changing the underlying character of downtown.

The other two approaches: selected street widenings and improvements, and management of existing streets are recommended because they can increase traffic-carrying capacity at a reasonable cost.

There are a variety of techniques that can be used. The choice of exactly which techniques to use depends on detailed studies for each situation. The downtown street system can be coded for analysis so that alternative improvements can be simulated and tested by means of computer-based mathematical models. The use of these street network simulation models is not expensive, but it requires people with specialized technical skills. Therefore, we recommend that the city contract with a qualified transportation consultant to do this work.

The kinds of improvements that can be considered in various combinations include:

1. change the signal timings (signal cycle length and the distribution of green time to each intersection approach,
2. realignments and geometric changes in curves, pavement widths, turning lanes, etc.,
3. prohibit left turns during peak hours,
4. add turning lanes,

5. prohibit parking during peak hours and near corners,
6. limit downtown truck traffic to selected streets and to selected off-peak hours,
7. provide bus pull-outs at major stops.

Upgrade Washington Street

The city has a proposal to upgrade Washington Street, which includes realigning and widening the street from the Lynnway through the fire area to Central Square, and then widening it to Boston Street. We have reviewed this proposal and add our endorsement to it. Although three buildings and some land must be acquired to make the street function properly, we feel that it is an important improvement to the street system.

PARKING

Our recommendations include parking policies and better parking data.

Revise City Parking Policies

The city has recognized the need to revise its parking policies. From an outsider's viewpoint, the proposed parking policies are too limited in scope.

As a general guideline, short-term parking (up to four hours) should have a high turnover and be located close to stores and other final destinations. Long-term parkers (four hours and more) do not have to be as close to their work places.

Where possible, street spaces should be reserved for short-term parkers. Large off-street municipal lots should serve long-term commuters as a general rule.

The vast majority of meters charge ten cents for one-hour parking. In order to make the street and parking systems work better, we think that differential pricing should be tried. Close-in short-term parking can be regulated with one-hour meters. Short-term parking that is not quite as close to stores can be regulated with three or four-hour meters. Long-term parking can use nine or ten-hour meters. The ten cent per hour is low compared to many other cities of comparable size. After some maintenance and enforcement problems are resolved, the city should consider an increase.

Differential fines for violations as well as differential fees should be considered. In this regard, we have been asked to react to a current proposal under consideration by the City Council to raise the fine for meter overtime violations from the present one dollar fine to a proposed five dollars. We think that the one

dollar fine is too low. Whether it is raised to five dollars or some other figure (or a sliding scale depending on the location of the violation) can be debated. However, we think that it is unfair to raise the meter violation fine at a time when 48 percent of the meters are inoperable. Drivers who park overtime at a working meter are treated differently than drivers who park at an inoperable meter.

From the above comments, it should be obvious that we think the city needs to make a significant effort to get all meters back in operation and then establish a periodic inspection and maintenance program.

The proposal to turn over parking enforcement to meter maids has been successfully tried in many cities. It should also work in Lynn.

The sequence for implementing parking changes should be: (1) fix the meters so they are operable, (2) collect coins from the meters on a frequent and publicized basis so they are less of a theft target, (3) start enforcing existing regulations on a fair and strict basis, and (4) analyze parking fee and fine increases with cost differentials that encourage parking use in accordance with an overall development and transportation strategy.

Update Parking Data

To make intelligent decisions about how to solve specific parking problems, the city needs to update its data on parking supply and demand in the downtown area. Such a study can be done by local staff or by a transportation consultant.

TRANSIT

Transit links to Boston should be strengthened and the Central Square Station should become a strong transportation gateway to downtown.

Maintain Strong Transit Links to Downtown Boston

The single rail transit link to downtown Boston is the Boston and Maine service from Central Square (and points north) to North Station. We emphasize that rail transit access to Boston (which is not disrupted by traffic delays in the Sumner and Callahan Tunnels) is important to the market potential for development in Lynn.

The decision not to extend the Blue Line to Central Square in Lynn eliminates an alternative rapid transit link to Boston. Although this extension cannot be made in the near future, it would be a desirable improvement. We think that the city should monitor MBTA capital improvement programs and seek to reinstate this link

when fiscal conditions are better.

In the meantime, upgrading the Boston and Maine service from Central Square should be given high priority.

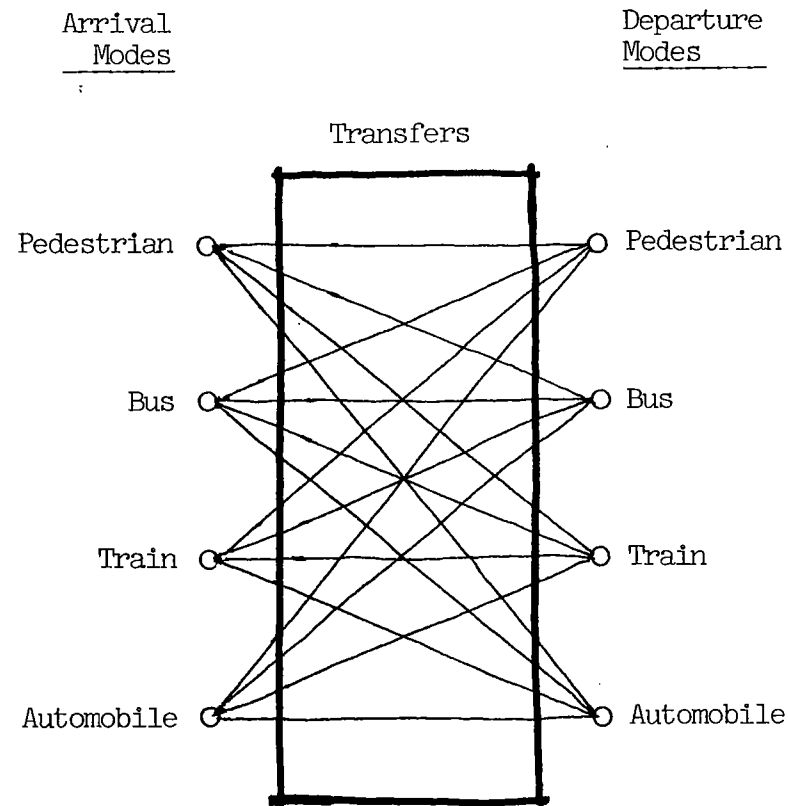
Refurbishment of the Central Square Station

The Central Square Station provides services for trains, buses, automobiles, and pedestrians. Many people pass through the area; an average of 1,400 transfer from the bus each weekday. A two-phase refurbishment plan has been developed as of January 1982. The first phase includes a clean-up and retardation of deterioration operation, the improvement of pedestrian access to the platforms, and fixing the public address system. \$300,000 have been appropriated for this effort. In addition, bus and train schedules will be better coordinated, and some bus routes from the North Shore will terminate in Central Square to provide more efficient transfers for commuters. The second phase includes a ten million dollar improvement plan and the purchasing of an adjacent parking site.

We support these plans. They are crucial for maintaining adequate commuter access to Boston and the surrounding areas.

To help the downtown, there should be a strong tie to the pedestrian circulation

CENTRAL SQUARE STATION



system. Commercial growth in and around the station area should be encouraged. With increased pedestrian activity, the market demand for economic activity should increase.

Aesthetic upgrading of the station should be stressed, along with its functional upgrading. The station is a gateway to downtown Lynn. It could be a powerful visual image that helps Lynn. One method of making the station aesthetically more pleasant and at the same time giving the people of Lynn an opportunity to make a unique statement about themselves is by displaying public and privately-financed art works that convey something about Lynn's cultural and historical heritage.

PEDESTRIAN CIRCULATION

A pedestrian circulation plan that looks at the downtown as a whole is needed.

Pedestrian Circulation Plan

Downtown Lynn has a good starting framework for creating an interesting pedestrian circulation plan. The sites of major pedestrian activity, such as Munroe Street, Central Square and City Hall, should be identified and linked. Weather conditions affect the kinds of routes that will be used. For instance, the waterfront would be an attractive pedestrian route in moderate and warm weather.

The pedestrian walkways can be reinforced and enhanced by various design methods. Plants, lights, pavement materials, and special signs are good elements to incorporate into an overall design. The objectives for creating a good pedestrian circulation network is to have safe, well-identified routes which make people feel comfortable and interested in walking around Lynn.

MANAGEMENT

Our management proposals cover reducing vehicular demand and developing a transportation orientation and information system.

Reduce Travel and Parking Demand

There are several techniques for reducing the number of automobiles on the road and looking for parking spaces without reducing the number of people who travel. These include car pools, van pools, staggered work hours, flex-time, and the four-day work week. All of these techniques are used successfully in many cities. None of them are the ultimate answer, but they all tend to reduce peak period congestion and the need for parking spaces.

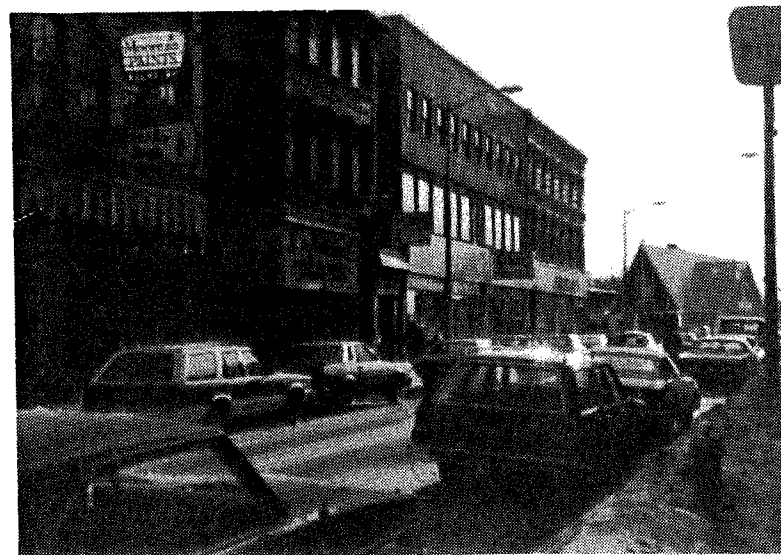
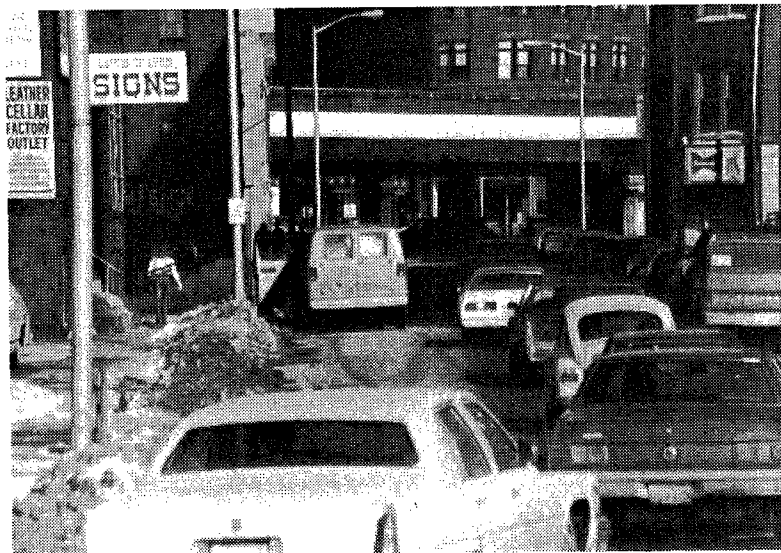
Develop a Transportation Orientation System

Earlier we noted the orientation problems for drivers who want to get downtown, for

drivers trying to find their way downtown once they get there, for truckers, for people seeking parking information, and for pedestrians.

An orientation and information system is badly needed. By the use of color codes, shape codes, graphics, choice of materials, and fixtures, a much better sense of communication can be established between transportation facilities and their users. Simple things like a widely-distributed map of parking facilities and major generators would help.

The city should contract with a qualified design consultant because the work requires people with solid design and graphic skills as well as prior experience.



HISTORIC PRESERVATION

Historic preservation, until the mid seventies, seemed something that happened in Lynn's neighboring towns. Their picture postcard images accorded with the perceptions of a typical New England town. Lynn, with its factories and industrial vitality was largely overlooked.

Today, new ideas about what historic preservation is, and can accomplish - for the city's self-image and for economic rebuilding - makes Lynn's old buildings resources to conserve and assets to build on.

Over the years, some Lynn residents shared a sense of the City's history embodied in its special buildings. The Lynn Historical Society, formed around the turn of the century, has been a center for these activities. Committee residents and government agencies have protected important public buildings and kept archives of local history. But, unfortunately, many distinctive buildings have been destroyed as a result of urban renewal, private disinvestment, and lack of widespread local concern.

Lynn, like many other cities, has recently begun to see that historic preservation need not be elitist or constrain business. In fact, it does just the opposite. In a City like Lynn, it means managing the stock of existing buildings better: protecting what is left, attracting private and public dollars to fix up neglected buildings and find new uses when old ones are no longer viable, and ensuring that new development is compatible.

The City has taken commendable steps to use preservation as a strategy to rebuild the city's image and physical fabric.

In 1977, community development office conducted a survey of the City's structures, the first. Four buildings have been designated on the National Register of Historic Places: the Armory on South Common; the Library on North Common; the Masonic Hall on Market Street; and the Lovejoy Mansion on Broad Street.

Others are under consideration. The City has received Federal money to rehabilitate two of Lynn's landmarks,

High Rock Tower and the GAR Building.

The City's only historic district, an excellent response to the 1969 R/UDAT team's recommendations to re-use the downtown loft buildings, unfortunately is the site of the tragedy which brought us here again. Over one-million square feet of space in these distinctive buildings had been rehabilitated, the result of five years of concerted effort by public officials and private developers.

Lynn must go on from here.

Many excellent buildings remain in the downtown and in residential areas. Schools and churches no longer needed for their original uses provide special opportunities. Here too, the City has helped conserve a number of these buildings by converting them into subsidized housing for the elderly.

The new incentives for preservation and rehabilitation passed in the 1981 Economic Recovery Act are tailored to help places like Lynn conserve and re-use these buildings and area.

Lynn citizens, the City, and the private market need to seize the opportunities.

The downtown district should be enlarged to include many of the fine Victorian and Italianate buildings still standing. These buildings can have both commercial and residential uses, with market housing (either rental or condominium) on the upper floors. Such attractive intown housing can be created without threatening displacement. Such mixed use has proven highly successful elsewhere, and the coming waterfront development/community college/Heritage Park make the prospects of market housing in downtown very attractive. The Heritage Park will be a focus for activities that will help Lynn residents appreciate the City's common heritage more fully.

In addition, a residential historic district should be designated in the Diamond District/Sagamore Hill neighborhood adjoining the waterfront.

Preservation and rehabilitation can be difficult and discouraging. Lynn has had its share of insensitive treatment, which leaves a distinctive building diminished either as a single structure, or in terms of what it does for its neighbors. When city officials, professionals, or the community have seen insensitive treatment, they have lacked the ability to intervene.

We recommend the district approach to landmark designation to provide assurances to owners as they invest to stimulate the development of guidelines to protect the public interest in quality renovation, and to enable owners to take advantage of tax benefits and innovative facade donation programs. Guidelines should be developed by the City in cooperation with affected private and community interests.

Fears about increased taxes and rents are, we believe, misplaced. Making Lynn more attractive and viable will be a gradual process. In the current economic climate, increased economic value will benefit everyone, and adjustments (including city assessment policies), can be made to protect residents and businesses, should these be needed. Other cities have demonstrated that quality renovation protective to existing uses can be accomplished. To benefit from its unique resources, Lynn must move in this direction.



EXISTING HISTORIC BUILDINGS IN CENTRAL BUSINESS DISTRICT

