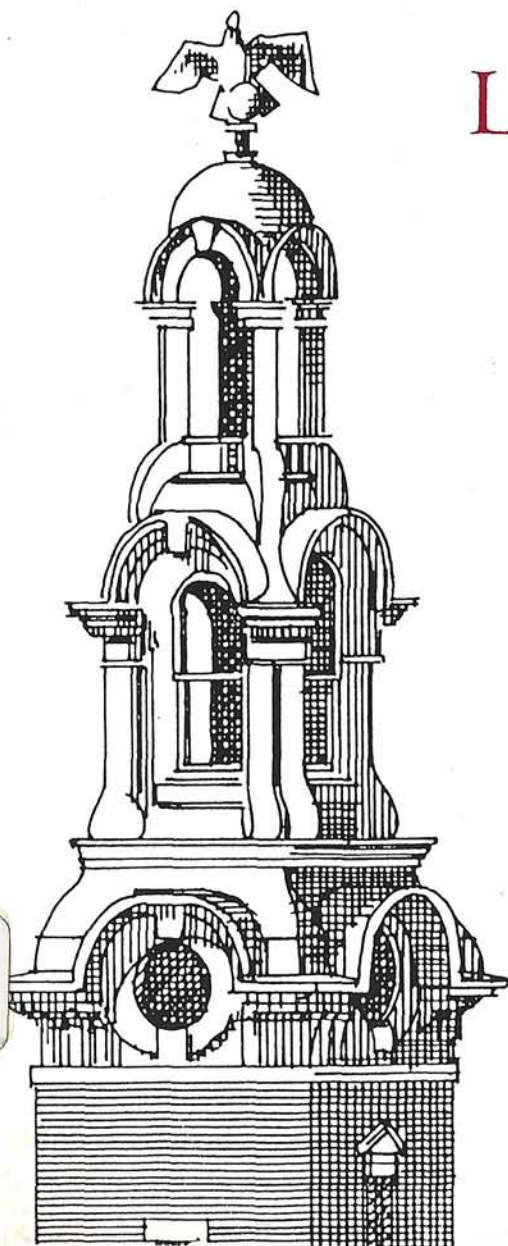
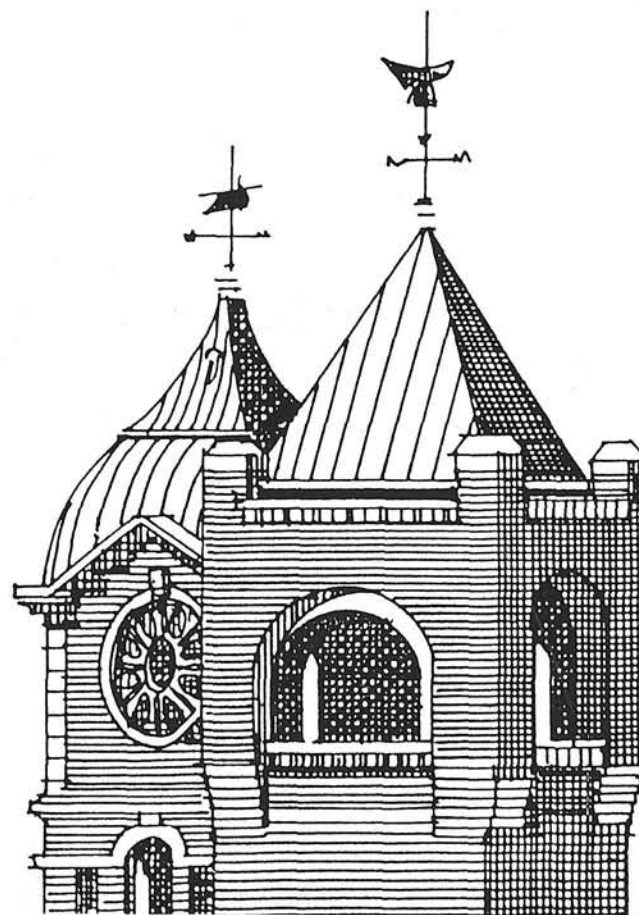




LAWRENCE R/UDAT



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July 16, 1990

16 de julio de 1990

To the Citizens of Lawrence :

On behalf of the American Institute of Architects we would like to extend our thanks to all the Lawrencians we have met and listened to in the past several days. In a real sense, you are the co-authors of this report.

We came to Lawrence and learned something of your history and saw that history is still living today in the magnificent mill buildings, the clock tower, the river and canals. Most of all we saw the 1990 version of the Immigrant City still providing the proving ground to assimilation of which you are so rightly proud. Lawrence, the city that embraced the earlier wave of immigrants, the O'Learys, the Lefebres, the Schmidts, and the Augustinos are now providing the first rung on the ladder for the Garcias, the Gonzalezes, and the Perezes.

After all, a city is more than its natural terrain, more than its buildings; it is people who make a city great. Lawrence, the city with the proud past has a wonderful future before it as we approach the 21st Century.

Respectfully Submitted,

A los Ciudadanos de Lawrence:

En nombre del Instituto Americano de Arquitectos deseamos extender las gracias a todos los ciudadanos de Lawrence que hemos conocido y escuchado en los pasados días. En verdad, ustedes son los co-autores de este reporte (este reporte se traducirá y se hará disponible en español).

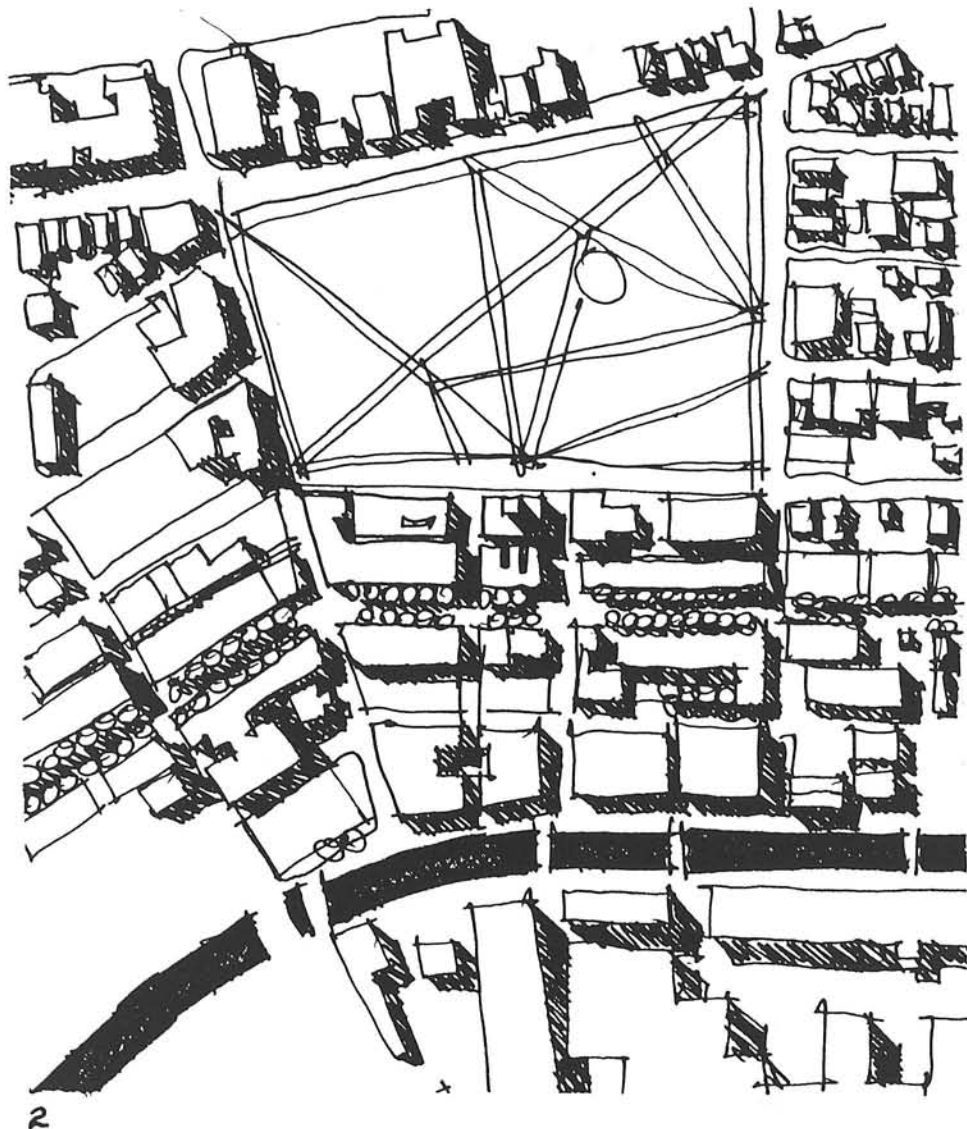
Al venir a Lawrence aprendimos algo de su historia, la cual continúa latente en los grandes edificios de los "mills", el "clock tower", el río y los canales. Lo más notorio fue observar que esta ciudad aún provee prueba viviente de la asimilación de emigrantes y es algo por lo cual ustedes se sienten orgullosos. Lawrence, la ciudad que abrazó los primeros emigrantes, los O'Leary, los Lefebres, los Schmidts, y los Augustinos está ahora proveyendo el primer escalón para los Garcias, los Gonzales y los Pérez.

Después de todo, una ciudad es algo más que un paisaje y más que un conjunto de edificios, es la gente quien hace que una ciudad sea grande. Lawrence, la ciudad con un pasado orgulloso, tiene ante sí un futuro maravilloso al acercarse al Siglo XXI.

Respetuosamente,

Thomas Leavitt, J. Thomas Leavitt, Pedro Aguilar,
Nancy Rankin, John McGinty, Paul Rankin, Manuel E. Páez, Patrick Henry

The Lawrence Regional/Urban Design Assistance Team



LAWRENCE MASSACHUSETTS

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Introduction



The R/UDAT Concept

The Regional and Urban Design Committee of the American Institute of Architects (AIA) has been sending Urban Design Assistance Teams to various American Cities since 1967.

The teams respond to problems as described by the local AIA Chapters and their community sponsor.

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

The team acquaints itself with the community and its people, engages in analysis from a fresh and unbiased perspective, and offers its recommendations for planning and action strategies.

The process is very intense and includes team meetings with community groups, site visits and tours, public hearings and late night work sessions. This report is the end product of the four day effort.

Over one hundred cities with a combined population of more than 12 million citizens have been served and professional services valued in excess of \$2 million have been donated. The City of Lawrence is R/UDAT number 109.

Making R/UDAT Happen

The R/UDAT program receives many inquiries each year from communities throughout the country requesting assistance. Communities that are selected for R/UDAT visits must demonstrate to the National Task Group community-wide support. This support must come from both the public and private sectors and represent broad support throughout all of the segments of the community. This support must be documented to the R/UDAT Task Group through letters, cash contributions, and in-kind services and contributions.

The citizens of the City of Lawrence, acting through their local R/UDAT Steering Committee, have clearly demonstrated their commitment to R/UDAT.

Study Methodology



Study Methodology

The following summarizes the R/UDAT methodology and the team's approach to evaluating the economic, social, and real estate issues and opportunities in Lawrence. The R/UDAT team was selected to respond to the particular needs of Lawrence. This included a multi-disciplinary team comprising eight members in the following professions: real estate development, planning, economics, architecture and urban design, housing, and a representative from the Hispanic community.

The R/UDAT visit is a fast-paced, intensive work session. The visit stimulates, focuses, and creates an awareness of issues and opportunities -- not as an end in itself, but as a beginning. R/UDATs have often been described as a "plan for planning". R/UDAT teams examine local assets, analyze community needs, and propose workable methods to resolve problems. It is an open process in which citizens' perceptions and inputs are critical and all who are concerned with the issues are asked to participate.

To that end, the local Steering Committee spent approximately 18 months organizing and planning for the team's visit and evaluation. Team members were selected and received a data package prior to their arrival in Lawrence. The Steering Committee was responsible for setting up all meetings, and coordinated the team's entire schedule during its four days in Lawrence.

During its four day visit, the Lawrence R/UDAT team participated in the following activities:

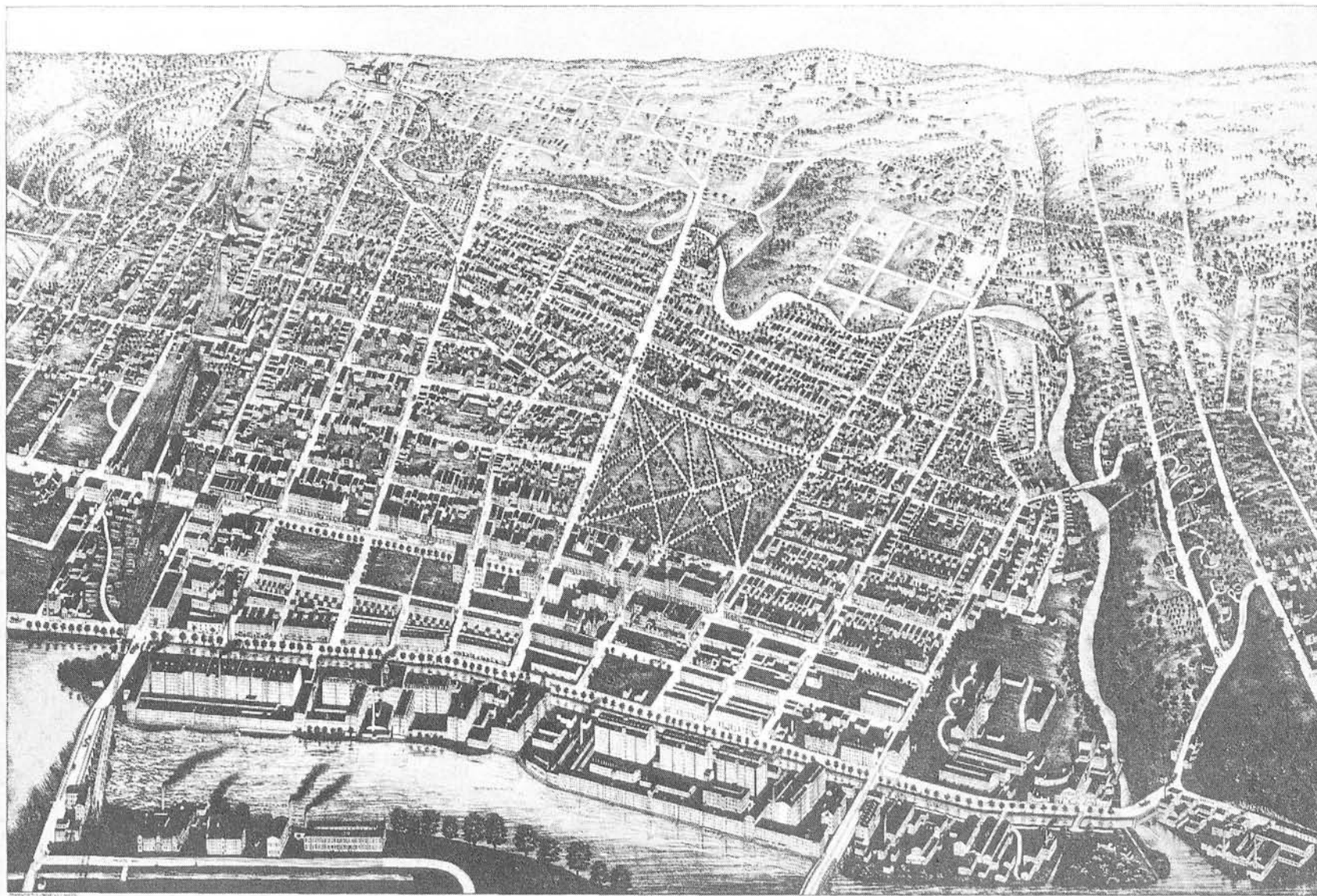
Site Visits

- Conducted meetings with approximately 75 to 100 public and private officials, city department heads, organizations, and others with an interest in the revitalization of Lawrence. This dialogue served to define and clarify local problems and opportunities and bring diverse groups within the community together to communicate issues of importance to the R/UDAT team.

- Participated in a series of walking tours throughout the study area to identify physical issues, access and visibility, development opportunities, potential environmental constraints, and urban design and planning concerns.
- Observed the cityscape and regional development patterns during a series of flyovers from Lawrence Municipal Airport. This provided an opportunity for team members to evaluate geographical and topographic concerns, highway patterns, and land use policies.
- Evaluated physical distance, drive times, and visibility issues on each of the major vehicular approaches into the downtown area. This analysis served as the basis for identifying concerns such as signage, parking, and highway access with site-specific development opportunities.

Public Hearing

- Conducted a public hearing at Lawrence High School to provide an opportunity for citizen input. Approximately 75 to 100 citizens participated in the two-hour hearing to voice issues of concern about the city, its services, and its problems and opportunities. Citizen participation is the essence of the R/UDAT process and is, in fact, basic to all planning projects. The public hearing provided an opportunity for citizens to reveal problems not apparent to decisionmakers. The intent of this and all R/UDATs in the citizen input process is to provide a non-partisan vehicle to serve all citizens.



LAWRENCE, MASS.

1876.

1. The City of Lawrence, Mass., as of 1876, showing the
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LAWRENCE, MASSACHUSETTS IN 1876
 Engraved by HENRY C. GRAY, JR., N.Y.
 New York: Published by the MERRIMACK FALLS
 CO., Lawrence, Mass., and Boston, Mass.

Historic Legacy

Historical Legacy - People and Place

The history of Lawrence is a proud one. Known as the "City of Workers", its mills employed wave after wave of immigrants. It served as a point of entry for many European groups. Currently facing an influx of Hispanic workers, and the beginnings of an Asian wave, it continues to provide that first rung on the economic ladder for the new Lawrencians.

Although a small, compact city, Lawrence is rich in tradition and historical significance. One of the first planned industrial cities in the United States, Lawrence's reason for being was its fortunate location on the Merrimack River. As the Essex Company built the initial mills and the dam to power them, it set in motion the shape and character of the city.

Key among these choices was the creation of the canal to divert the water from the dam in order to power the mills. Paralleling the flow of the river, this canal created the mill island and dictated an East-West orientation to the City. The Storow plan for the city also provided for not one, but two common park areas. Essex Street, the main shopping street for the region, also paralleled the river and the canal.

The natural division created by the river and mills, and the high-ground of Prospect and Tower hills in North Lawrence and Mount Vernon in South Lawrence, give the city its skyline. As the highways were built from Boston to New Hampshire, they began to skirt the economic center of the valley. This resulted in the by-passing of Lawrence as a shopping and entertainment area for the region.

The key challenge facing Lawrence is the physical restoration and adaptation of its mill space and the maintenance of its attractive downtown business district on Essex Street.





Historical Legacy - History of the Planned City

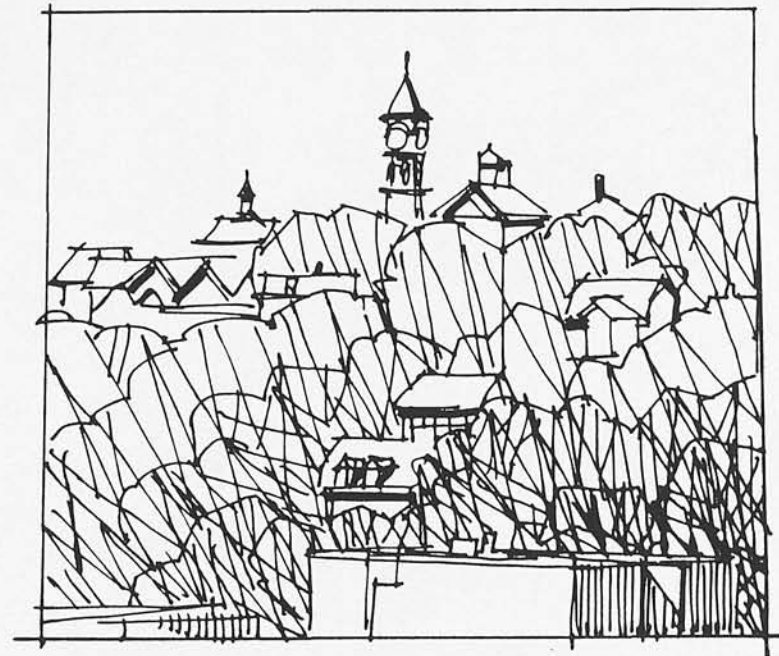
The City of Lawrence is characterized by an abundance of well-constructed and substantial commercial space along Essex Street. Its mills, while suffering from neglect and disuse, are similarly substantial and wonderful examples of mid-nineteenth century industrial space and technology. Its residential housing stock varies from the historically significant private homes of the mill owners and managers to abandoned and boarded-up worker housing. But the greatest built asset of Lawrence is its futuristic and well executed master plan of 1845.

The Essex Street commercial area has substantial examples of mid- and late-nineteenth century commercial retail buildings. Anyone walking on this street can quickly see that the many store and office buildings had been built to last. In addition to Essex Street, notable buildings were built on North and South Broadway, and Jackson and Union streets.

Perhaps nothing else captures the style of the City of Lawrence than the clock towers of the mills. Serving as beacons, these landmarks serve as a terminus for a number of streets. Yet, it is the scale and harmony of the mill buildings which leaves the imprint. The common image of Lawrence is its clock towers.

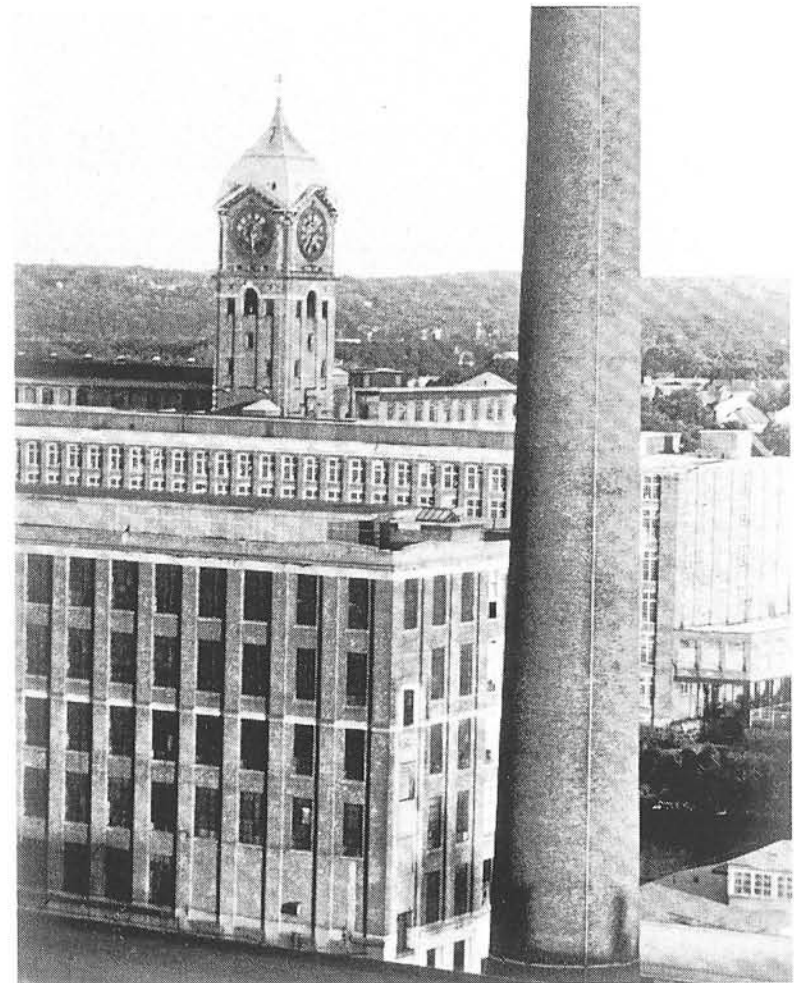
The residential neighborhoods in Lawrence have a varied quality of housing stock. Public streets tend to show some wear and lack of maintenance. Parks also demonstrate deferred maintenance. The fountain in Stockton Park, as well as the football stadium, show a need for re-investment.

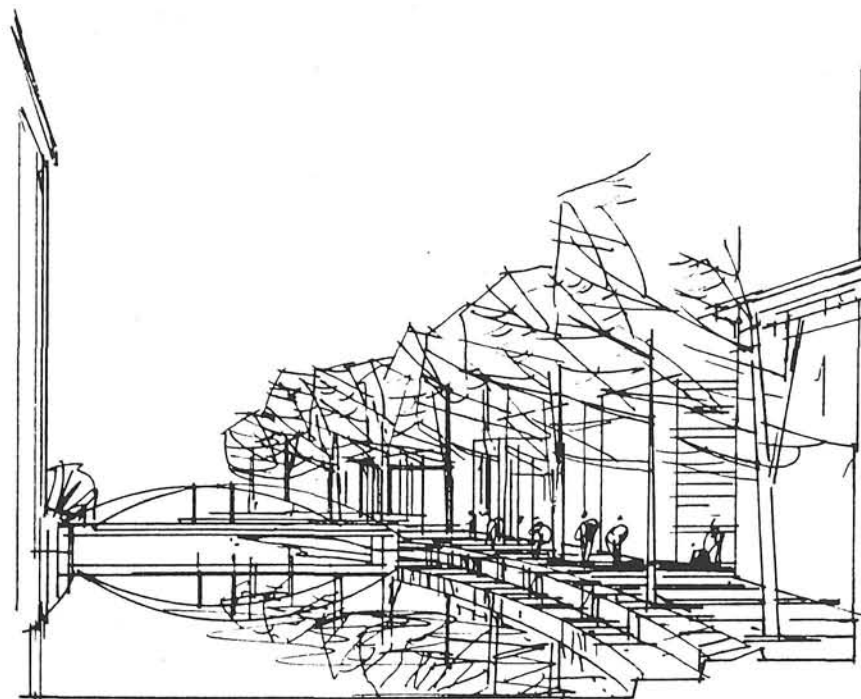
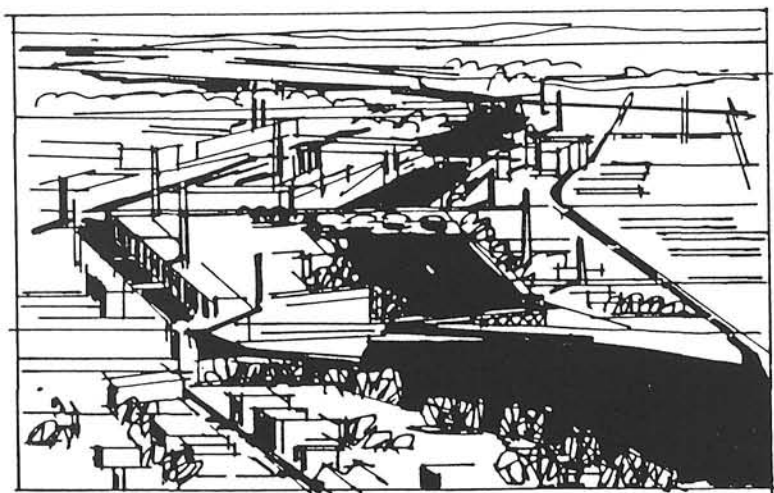
While the common perception of Lawrence as an area of crime and conflict exists in the minds of many of its residents, the lack of substantive information did not allow the R/UDAT team to reach the same conclusion. In effect, Lawrence, as a metropolitan area undergoing strong demographic shifts, does not appear more crime-ridden than other similar cities in the country. Rather, at first glance, Lawrence appears as a clean and relatively safe city.





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General Observations



Opportunities and Constraints

The best approach for visitors to downtown Lawrence from I-495 is from the Marston Street interchange. A major opportunity exists to create an image of arrival by developing a design concept for this approach. A specific suggestion of the type of treatment that could be provided would be to honor the city's identity as the "Immigrant City", and line the approach roadway with flags of the many nations from which citizens have emigrated.

An important element of making this approach roadway work is to provide clearer pathfinder signs directing traffic to the downtown area. However, even with pathfinder signs, the current alignment of the Marston Street approach results in traffic heading to downtown Lawrence being required to make a left turn. It would be highly desirable to change this approach by realigning Marston Street to directly tie into Canal Street. Indeed, the interchange could then be renamed the "Canal Street Interchange".

There are, however, constraints to this improvement. These would include the cost of construction, the need to avoid an historic stone industrial building at the intersection, and the need to tie the reconstructed road into the bridge over the Spicket River. Ample space appears to be available to make such an intersection realignment, however, making the improvement cost the chief concern. The city should work with the state to determine when and how such an improvement could be advanced.

If it appears that funding constraints would make such a realignment a lengthy process, then improved signage and channelization of the intersection should be considered as a temporary measure to provide clearer guidance to visitors.

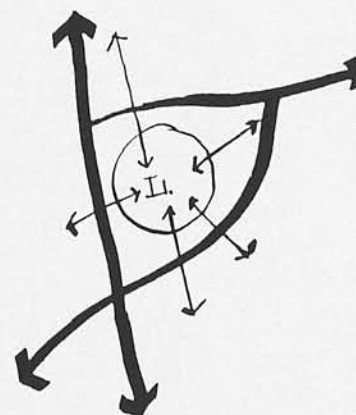
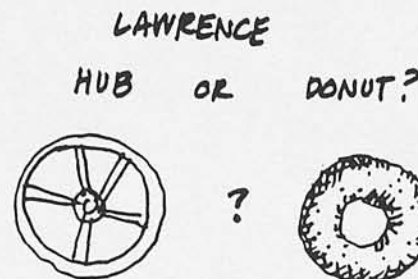




TABLE
SOURCES OF MUNICIPAL REVENUES
(PER CAPITA)
1972-1982

| | Own Source | | Federal Revenues | | State Aid | | Total General Revenues | | Tax Effort |
|-------------|------------|----------|------------------|----------|-----------|----------|------------------------|----------|------------|
| | 1972 | 1982 | 1972 | 1982 | 1972 | 1982 | 1972 | 1982 | |
| Lawrence | \$255.74 | \$257.51 | \$34.70 | \$176.57 | \$68.14 | \$383.57 | \$358.58 | \$818.84 | 4.70% |
| Brockton | 362.43 | 538.38 | 3.19 | 71.07 | 90.07 | 377.97 | 455.69 | 987.42 | 8.8 |
| Chicopee | 217.00 | 335.86 | 38.72 | 61.91 | 63.25 | 314.34 | 318.98 | 712.29 | 5.3 |
| Fall River | 215.84 | 314.60 | 33.57 | 229.87 | 92.58 | 449.33 | 342.00 | 998.93 | 6.1 |
| Fitchburg | 267.68 | 471.27 | 10.84 | 121.05 | 74.08 | 281.18 | 352.61 | 873.55 | 7.8 |
| Haverhill | 409.91 | 855.18 | 22.64 | 89.17 | 75.98 | 302.98 | 508.52 | 1,249.42 | 13.3 |
| Holyoke | 253.87 | 384.51 | 46.42 | 107.93 | 64.62 | 544.52 | 364.90 | 1,042.77 | 6.3 |
| Leominster | 255.78 | 447.00 | 0.52 | 222.12 | 72.29 | 296.83 | 328.58 | 967.86 | 6.6 |
| Lowell | 255.73 | 355.69 | 14.13 | 42.02 | 78.51 | 377.44 | 348.38 | 778.44 | 5.9 |
| New Bedford | 266.33 | 325.11 | 4.87 | 106.89 | 126.61 | 423.66 | 397.82 | 859.36 | 6.0 |
| Pittsfield | 326.75 | 537.67 | 17.41 | 30.15 | 78.53 | 267.65 | 422.69 | 849.56 | 7.6 |
| Springfield | 291.31 | 456.95 | 28.74 | 80.99 | 72.23 | 400.48 | 392.29 | 941.45 | 7.8 |
| Worcester | 409.87 | 707.92 | 68.02 | 138.68 | 89.24 | 439.61 | 567.13 | 1,296.38 | 11.0 |

Tax effort is estimated as own source revenue per capita (1982) divided by income per capita (1979).

Source: Lawrence, Mass.: Its Current Situation & Outlook

Bank of Boston, 1985

Financial Conditions

In July, 1990 the City of Lawrence faces what many call the most severe financial crisis to be confronted in recent memory. In August the voters will decide whether to override Proposition 2-1/2 which currently prevents increases in a locality's budget of more than 2.5 percent of the annual total budget. Without a property tax increase, the School Committee budget will be reduced by \$2.5 million; Police and Fire Departments will be cut by approximately \$2.4 million; Public Works, Parks, Recreation and Cemetery Divisions by \$644,000 and \$1.8 million in salary increases called for under a union contract will not be funded. In total, a budget shortfall of more than \$6 million is projected unless the voters decide to approve a property tax increase.

Although the current situation can be described as one of genuine municipal danger, it cannot be called unexpected. The Bank of Boston pointed out more than five years ago that Lawrence's 1982 budget was based on Total General Revenues, per capita, of \$818.84. The sources for this revenue were:

| | |
|---------------------------------------|----------|
| Property Taxes & Other Local Revenue: | \$257.51 |
| Federal Revenues: | \$176.57 |
| State Aid: | \$383.57 |

Strikingly, this meant that the City's 1982 budget was dependent upon more than 68 percent of its revenues coming from outside local sources. The Table shows how Lawrence compared in 1982 with twelve other medium-sized Massachusetts cities. The Bank of Boston report concluded: "Quite straightforwardly, this means that at some time in the near future there will be pressure to raise local property taxes." However, the report continued, this will be a low to any economic development strategy the city attempts to launch. The report stated:

"Increasing the revenue from own sources may well be one option to ameliorate potential cuts in Federal aid, but it will most likely be unwise from the standpoint of attracting fresh business investment. Apparently, Lawrence is now perceived as a relatively less attractive business investment area even though it has low taxes. Raising taxes will only tend to make an unhappy situation worse."

In 1990, fiscal reality for U.S. cities means assuming a decrease in Federal funds, a maintenance of effort (at best) in State funds, and either a local property tax increase or new tax ratables coming from new investment by the private sector. For Lawrence, according to many of the local leaders with whom we talked, it now becomes crucial for the city to launch a strategy which will indeed attract private investment. This will mean a combination of the following:

- Fill business vacancies occurring in such locations as Essex Street.
- Fill more of the extraordinary stock of empty mill and other historic buildings.
- Attract appropriate development to the 80 acre riverfront site owned by the city.

Unless Lawrence undertakes an aggressive and realistic economic development strategy linked to concrete results, it is difficult to envision a future for the city without continued increases in the property tax. What the Bank of Boston forewarned in 1985 is worth paraphrasing in 1990: Continue to raise property taxes, and an already unhappy situation will only become worse. Lawrence needs to get serious about economic development. That is the theme of this report.

The Hispanic Community

The rapid growth of the Hispanic population in cities such as Lawrence and Boston reflects a national trend, and results from both continued immigration and a high birth rate. Hispanics have become the fastest growing minority group in America. The growth rate is three times that of Blacks, and over ten times that of Whites. The phenomenal growth rate is the basis for the common prediction that Hispanics will become the largest minority group in the United States by the turn of the century.

Lawrence has the largest concentration of Hispanics in the Commonwealth of Massachusetts. Thirty thousand people in Lawrence (50% of the population) are Hispanic and the community continues to grow. Statistics show that in Massachusetts the Hispanics are growing six times faster than Blacks and eleven times faster than Whites.

Only the growth in the Hispanic community has kept Lawrence from losing a significant number of residents.

In spite of being underemployed, and enduring twice the average unemployment, the Hispanic community nonetheless is a major consumer in Lawrence. Conservative estimates indicate that Hispanics spend a minimum of \$80 million in the Lawrence marketplace. The fact is, the Lawrence economy is dependent on the Hispanic. Therefore, it follows that if the Lawrence economy is to be strengthened, the Hispanic population must also be strengthened in order to improve its buying power.

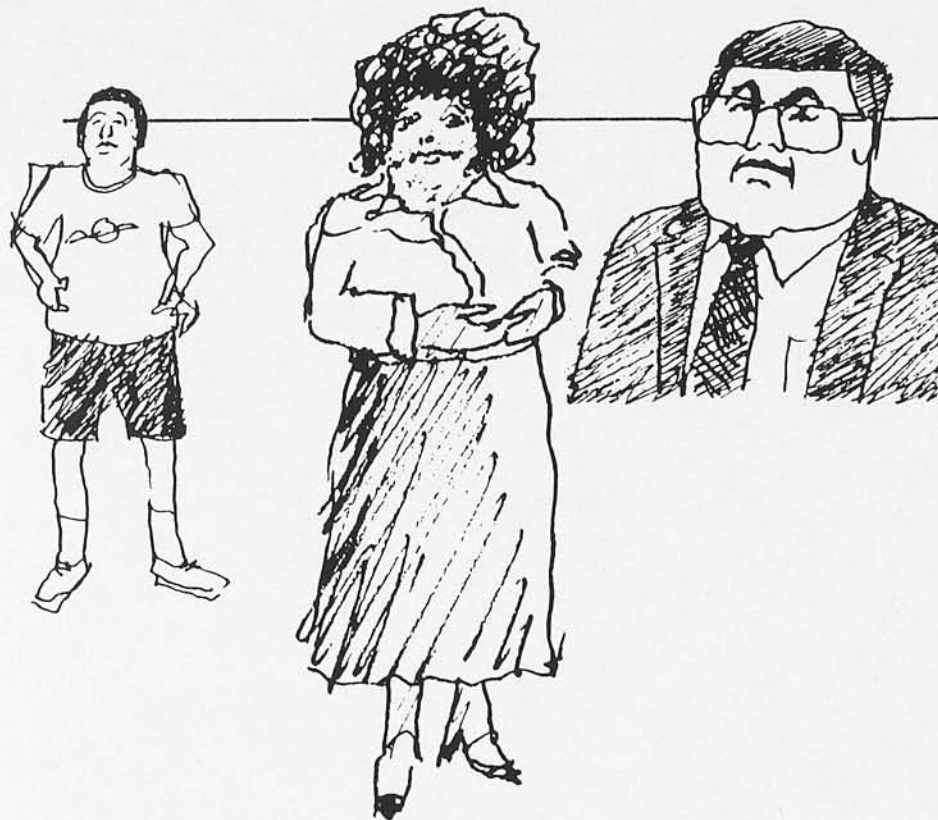
The businesses that have recognized this shift in the consumer population and have learned how to market to Hispanics, are in fact making a profit. Those that have not changed, are out of business. Hence, "Doing Business with Hispanics is Good Business and **GOOD FOR BUSINESS**".



If, however, Hispanics do not prosper, if they don't do well, if their buying power is not improved, then it is reasonable to conclude that the failure of the Hispanic community to advance will:

- Erode the urban tax base
- Strain the city's resources
- Impact negatively on the local economy
- Promote growing disinvestment
- Erode housing values, and
- "Possibly increase the probability of relocation by industries currently in the periphery (Greater Lawrence Chamber of Commerce, 1983)".

The future prosperity of the Lawrence economy is dependent on the Hispanic community; therefore, the development of an effective Hispanic leadership is essential, and it is needed now. To that end, a comprehensive approach is recommended: The Hispanic Agenda.



Problem of Self-Image

The City of Lawrence has some major strengths to offer. It is not a dead city; it is not even a dying city. There are many cities in the United States which would be envious of many of Lawrence's assets. One major problem which the city suffers from is an overly negative self-image. And that negative image is also held by Lawrence's neighbors. Conversely, if Lawrence wishes to move strongly and positively into the end of the millenium, it is important that it initiate efforts at developing pride in itself. Residents need to convince themselves, and they need to convince their neighbors in other towns that the city is a good place to live, a good place to shop, a fun place to visit and a good place to work.

The problem of self-image results from numerous factors. Chief among these are the problems of accepting a changing role, the problem of focusing on bad news without hearing the good, and the power of subliminal messages. Finally, the problem of image is severely exacerbated by the problem of rumors. More objective information is required regarding the question of crime, the question of education, the question of race and nationality, the questions of the economy. When objective data is not collected, or is not broadly shared and publicized, it is far too easy for rumors to start. This clearly is a problem in the city today.

Time marches on. Lawrence is not going to return to the ways things were fifty years ago. New populations live in Lawrence. The world works differently, thinks differently. The fact that change occurs does not mean that change must destroy all that is good. Change also brings opportunity. The people of Lawrence need to spend more time thinking about what assets the city can bring into the future, what opportunities await, what resources the city has to offer, and not dwell on remembrances of what the city's role might once have been.

Public Safety/Security

Recent surveys and opinion polls have shown that the American people rate crime and drugs as the most serious domestic problem. Lawrencians definitely agree with this assessment.

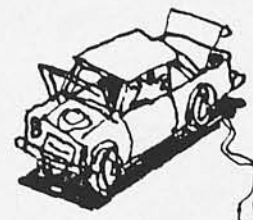
From downtown Lawrence, to Tower Hill, to the North Common neighborhood, to the Newbury Street condominiums to North Lawrence, residents of this city have a perception that crime is out of control and express fear for their safety. Business owners complain that people from outside Lawrence will not venture into the city because of this perception of rampant crime. More to the point, business owners complain that this fear keeps potential customers from patronizing their business establishments.

Side by side with this perception that crime and drugs are out of control, is the perception that this city is "the stolen car capital of the Commonwealth." A local police officer reported at one public meeting that an average of nine cars per day are stolen in Lawrence. At another public meeting with 71 people in attendance, the question was asked: "How many people have had a car stolen from Lawrence in the past two years?" Twenty-seven people raised their hands (38%). Merchants, restaurateurs, and their customers volunteered personal anecdotes and commented on the negative impact on the local economy caused by car theft.

At the same time, citizens expressed a general lack of confidence in the Lawrence Police Department to deter such crime. When asked, these persons did not have many ideas on what they could do to prevent auto theft. Given the scope of the problem, steps should be taken to reduce the auto theft problem. Suggested steps might include:

- Printing an informational brochure on auto theft prevention
- Reestablishment of the LPD auto theft detail
- Consider introduction of a special working program (bumper stickers) coupled with permission to stop the vehicle if outside a prescribed area after 1:00 am.
- School district implementation of an anti-joy riding program
- Encouragement of attended parking lots and training of lot attendants
- Lighting of problem areas
- Chamber of Commerce participation to coordinate reduced cost mass purchases of devices such as LoJack, The Club, cut-out switches, etc.
- Enlist cooperation of regional law enforcement agencies

STOLEN CARS



JOY RIDING } 50 %
CHOP SHOPS } 50 %
INSURANCE FRAUD

Social Services

There is a strong assumption on the part of many Lawrencians that there is an overabundance of social service providers in the community. There is a further assumption that this perceived concentration of social service agencies acts as a magnet to attract non-productive persons to the community. While there are 16,000 to 18,000 persons receiving welfare assistance, it is probable that the geographic location of Lawrence and the availability of housing are more important factors than the supposed magnet effect of easily available social services.

More broadly, in Lawrence, unlike most jurisdictions in the country, there is the availability of year-round general relief payments to able-bodied persons without dependent children. The Commonwealth of Massachusetts is one of only eleven states that provide such aid. Massachusetts, fortunately for Lawrence, is on an even shorter list of states that pay for the entire cost of the general relief program.

This impression by local officials that the provision of social services to the needy results in attracting more unproductive citizens is not a view that is limited to Lawrence. Mayors all over the U.S. have questioned the wisdom of providing such services because of this impression. There are even recurrent reports of "Greyhound therapy" where officials in the locale purchase one-way bus tickets for "undesirables" to send them to other jurisdictions (preferably far away).

"Stemming the tide" is really not within the control of local decision makers. The Commonwealth sets eligibility standards and level of payments to general relief clients; the Federal government does the same for Aid to Families with Dependent Children, Food Stamps, and Supplemental Security Income; and national policy will continue to prevail on the right of travel to Puerto Rican citizens and the right to emigrate of persons from Central America.

There has also been concern expressed over the fact that there are 61 social service agencies in Lawrence. A review of the NYNEX Yellow Pages Directory, 1988 shows 61 telephone listings under the heading "Social Service Organizations." However, state agencies (e.g., Massachusetts Department of Welfare and Massachusetts Department of Social Services) are not in this listing. On the other hand, the list does include a listing for "Answers" from the Lawrence Public Library and 24 listings that do not have Lawrence addresses. In fact, three of the agencies listed are located in New Hampshire.

In short, there is no over-concentration of social service organizations in Lawrence serving to attract "tax-users not tax-payers." Energies expended bemoaning this fact of the "golden magnet" could be better directed in making the services that do exist better serve the goal of a revitalized Lawrence.



Housing

The downtown housing stock exhibits some problems but it is in North Lawrence that the serious problems exist. The R/UDAT team felt it was important to examine the conditions outside the core in order to understand the dynamics at work in the entire community. It is hard to envision a thriving downtown core that is in close proximity to serious neighborhood decay.

North Lawrence's housing stock exhibits the classic signs of disinvestment common to areas with high percentages of absentee landlords. It should be added, however, that the lack of funding has precluded sufficient city enforcement of housing codes, an energetic inspection and citations process on the part of the city's building and safety inspectors could go a long way toward elimination of the problem.

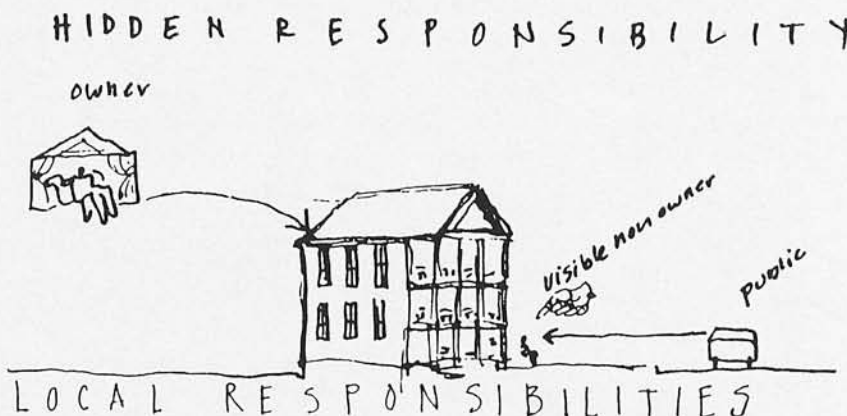
Affordability is as serious a question as is housing quality. Welfare officials explained that a single welfare mother with two young children receives \$449.00 per month as an A.F.D.C. allotment (plus \$125.00 in food stamps). These same officials report low-end two-bedroom apartments start at a base rent of \$500.00 per month. Social workers and homeless advocates report that \$700.00 to \$750.00 is a more common two-bedroom apartment rental rate. At any rate, when rent exceeds income doubling or tripling up is the only alternative.

In addition to fairly extensive deterioration of the low-income housing stock in North Lawrence, there is a small but growing number of seriously dilapidated housing units. Some of the latter have been abandoned and are occupied by squatters who are described by neighbors as drug sellers or drug users.

Whatever the condition of the housing and its high cost relative to the tenant's income, it is still relatively inexpensive and "affordable" when compared to Boston and other higher-priced nearby housing markets. It is

this relative low-cost as contrasted to that available in other communities that makes Lawrence such an attractive destination for low-income families and individuals.

As in low-income communities across the nation, the great majority of these residents (who detect and fear the impact of drugs on their communities) feel helpless to do anything about it. A large portion of the tenants are Hispanic and many fear the police or language barriers may make it difficult for them to report drug sales, drug use and other criminal activity. It was also reported by Anglo tenants that they felt it was useless to report crimes because the police response time is so long that suspects are no longer in the vicinity when police arrive. It was also alleged that it is common for police not to respond at all to reports of crime in North Lawrence.





Conclusion

From its general observations, the R/UDAT team concludes that Lawrence today finds itself facing a fiscal crisis with no truly satisfactory solution possible, a hard reminder that the situation promises to recur until the tax base is expanded through new investment. The city has a significant amount of its housing stock in decay; but housing affordability is still an attraction that brings people to Lawrence and influences others to remain. Highway access is nearby, a clear plus for future development planning. Although by no means the beneficiary of a perfect highway access system, the city is well served by a welcome variety of major roadways. Lawrence's building stock is extraordinary when its old industrial buildings are considered; its housing stock, on the other hand, is just ordinary. The economic development opportunities offered by the industrial buildings is the envy of any city the size of Lawrence and by many cities much larger.

This mix of impressions is the beginning of the R/UDAT team's thinking about what makes Lawrence what it is today and what its realistic opportunities are for the future. In the sections which follow, we will pursue and elaborate upon these impressions, leading to specific recommendations for action.



General Team Recommendations





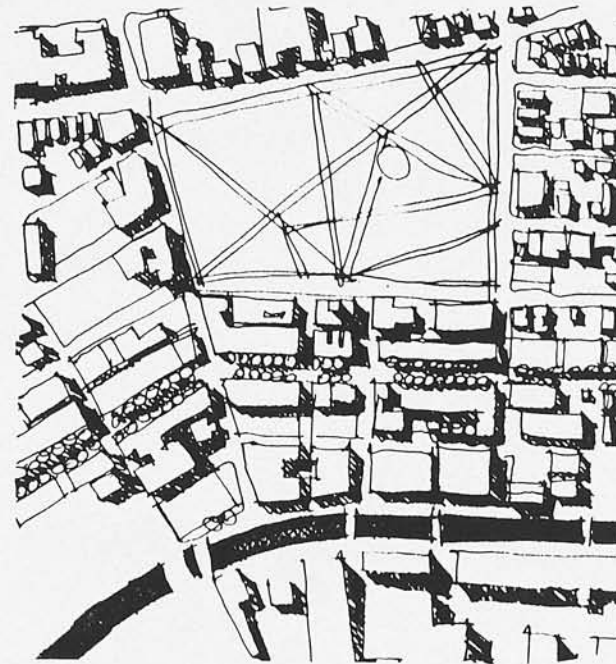
COMMONWEALTH
SCREW ITS HEAD ON
STRAIGHT

Introduction and Criteria

In the following section several specific development recommendations are made. Priorities must be set for local follow-through. Since those who will be involved in shaping Lawrence's future cannot take on every good project idea that comes along, the following criteria are suggested as the key measures of whether a potential project should be pursued on a priority basis. Lawrence's key development projects will promise the following:

- Increase the property tax base without increasing property taxes across the board
- Create jobs
- Reinforce existing investment such as the Essex Street corridor
- Leverage additional, nearby development, resulting in a growing concentration of successful projects
- Be focused on realistic market targets that are in Lawrence's best interests

With these basic criteria in mind, we believe the following project recommendations are in Lawrence's best interests and should be adopted as today's priorities.





Essex Street

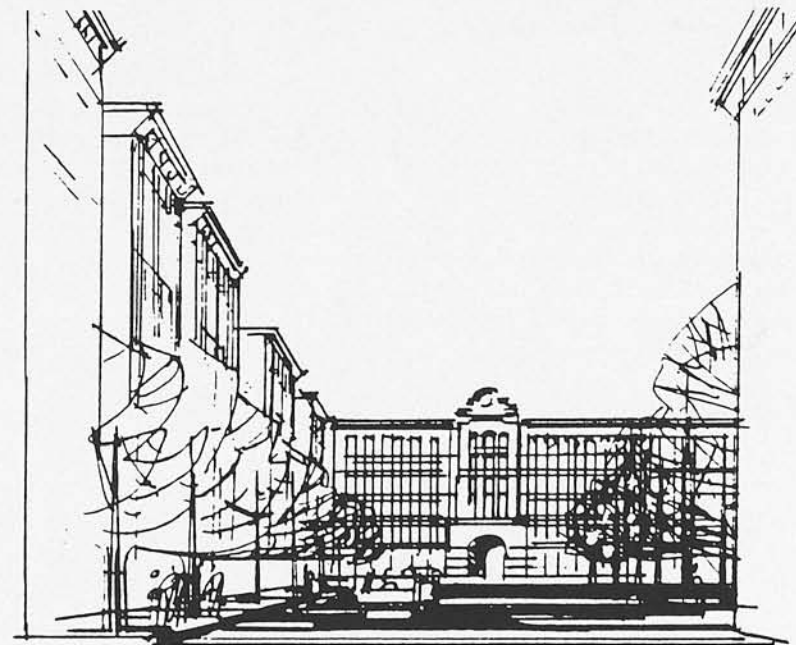
Essex Street is the main corridor of the downtown, running from Union Street to Broadway. These eight blocks include 185 business addresses at street level. How is this long-standing retail concentration doing? No indepth analysis of the Essex Street business climate has been done for this report. However, based on a comparison of occupied and vacant business addresses, this business corridor is not doing well as a whole since it is 27 percent vacant. The good news is that a city the size of Lawrence still has a sizeable number of stores on its main street that are open for business every day. Many cities larger than Lawrence would like to have 134 stores actively engaged in business on their main streets.

Real Market Forces

What is the market for Essex Street businesses? The downtown includes no more than 4,000 daytime workers. No accurate count is available, and even this number may be misleading, since it includes Lawrence General Hospital employees. Clearly, the 134 open businesses on Essex Street will not do well if they are dependent upon this very small daytime workforce. They, therefore, are not the Essex Street market.

Some Lawrencians believe the future of Essex Street should be importantly premised upon capturing more of the suburban market. The R/UDAT team believes that this strategy is not a promising one. It runs into extremely strong suburban retail competition including such centers as the Methuen Mall and the nearby retail centers in southern New Hampshire.

The market targeting strategy most likely to show important and steady results is one that aims at the city's residential population. Lawrence's growing minority population--now estimated to be close to or over 50 percent of the total population, has become an absolute "must" in population targeting for the future success of Essex Street as a whole.

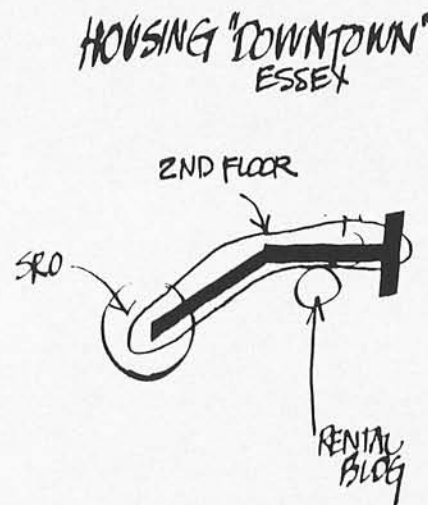


The R/UDAT Team believes the downtown businesses-- not just those on Essex Street-- would greatly benefit if they were to organize themselves around such common issues as: improved cleanup, better signage, joint promotions to increase sales, special events, joint advertising, and group involvement in issues affecting the downtown business community. The subject of a downtown marketing program is discussed in section 6 of this report.

With a vacancy rate of more than 27 percent, Essex Street businesses must be aware that all is not well and that they should consider new ideas to reinforce existing uses. With this in mind, the team suggests that the city government and downtown business leaders confer on what organizational approaches can be utilized to strategize and strengthen the retail core.

Essex Street Housing

Downtown Lawrence in the vicinity of Essex Street is not rich in housing. The crown jewel is Two Museum Square, a large (176 unit), attractive and successful (fully-occupied) building. Museum Square includes 75% market rate and 25% subsidized housing. There are also a scattering of condominium units and a fairly decent concentration of elderly housing. While there is an expressed desire to have residents with more disposable income than the fixed-income elderly, this housing is not viewed as a problem for the commercial development issues.



The remaining housing, which consists of approximately 200 units of rooming house stock and small efficiencies, is perceived as a major detriment to the prosperity and further development of the Essex Street core. The housing is overpriced for what it offers, \$53.00 to \$75 per week (\$230 for \$305 per month) but tenants indicate satisfaction to have housing available in that price range. There is evidence of lax code enforcement, at least partially relating to life safety issues.

The problems are real, although not so widespread or serious as have been alleged. But the major point about the problems some have associated with the rooming houses is that they are solvable. Experience in other cities has shown that this type of housing can be operated so as to be compatible with adjacent businesses. There are two keys to the ability to integrate such housing with commercial activity. First, the housing units must be renovated to a standard that does not represent a visual blight on the commercial district in which it is situated. (Such renovations will give tenants greater pride in the housing and themselves). Second, there must be strong and effective management. The second part of the equation is essential, but is well within reach.

In order to achieve a truly vital downtown core, it would be desirable to have a larger housing base. This increase in downtown residents would be desirable from the low-end to upscale apartments, from rooming houses to condominiums. However, at least for the foreseeable future, such an increase does not seem economically feasible. If efforts to market vacant industrial or commercial space for retail, factory outlets, or manufacturing use continue to be unsuccessful, creative reuse of some of this space might be considered for housing. For instance, artists' loft spaces might prove to be a relatively achievable and marketable reuse.

Social Services

Unlike most commercial core areas, the Essex Street retail core in downtown Lawrence is not characterized by homeless people on sidewalks, alleys, doorways, etc. In the R/UDAT team's group and individual visits to Essex Street over four days, not a single panhandler was encountered. In terms of 1990 reality in most American cities, this lack of a visible homeless population is nothing short of amazing and should be considered a major plus.

There are two major social services entities located on Essex Street: The Greater Lawrence Community Action Council has administrative and service delivery offices and there is a mental health day care center. The R/UDAT team has received considerable input characterizing this social service presence, and the mental health project in particular, as a major problem for Essex Street. A visit to the site provides some reinforcement for this input. In general, such negative impact can be ameliorated by management controls. However, there appears to be no compelling reason for these services to be located on Essex Street.

It is unreasonable for the City of Lawrence or Essex Street merchants to expect these social service providers to relocate without assistance. That assistance should take the following forms:

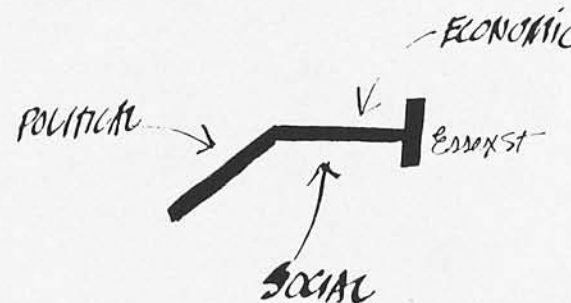
- Identification of a suitable relocation site
- Termination of current leases with no penalty for social service providers
- Provision of leases on the new site on terms at least as favorable as those offered on Essex Street
- Moving assistance
- Commitment to solve any client transportation problems that result from the move

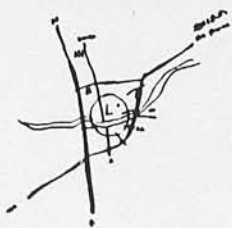
Negotiations should be entered into with social services providers as soon as possible.

In-Town Mall

One of the issues identified by the city's Planning and Community Development Department for consideration by the R/UDAT team concerns the In-Town Mall. The current condition of the In-Town Mall represents the lack of applicability of 1960's solutions to the problems of the 1990's. Conversations with individuals familiar with the mall and the quality of its original construction present a tale of missed opportunities and questionable practices. This has resulted in a recommendation to abandon and demolish the existing facility. It could then be replaced by a new and better designed parking facility to serve the needs of Essex Street shoppers.

Since the city has already considered spinning-off ownership of the facility to a private developer, an additional step would include accepting new and different development proposals for this site. The city should consider requesting development proposals which consider the creation of a parking structure to serve Essex Street businesses plus additional economically viable development. This can take the form of adjacent development density bonuses or transfer of development rights.





Access to Downtown

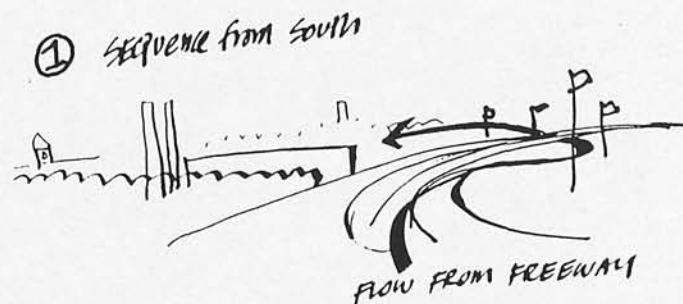
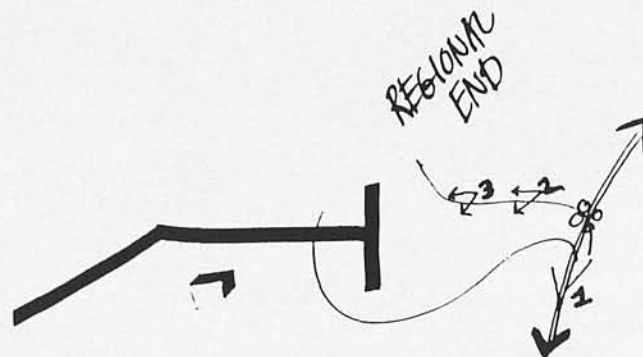
Lawrence is uniquely situated as the "hub" of the Merrimack Valley. Surrounded by good highway access with Interstate Highway 495 on the east and south and I-93 on the west, State Routes 114 and 28 entering and joining within the city, and Route 110 along the northern edge of the city. For a city of only six square miles, Lawrence is able to count on a number of on and off ramps from 495 and 93 as well as State Route 213. The city is well-linked to the region.

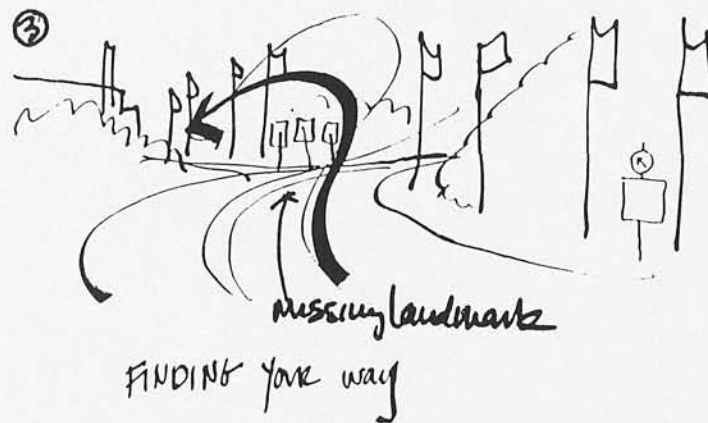
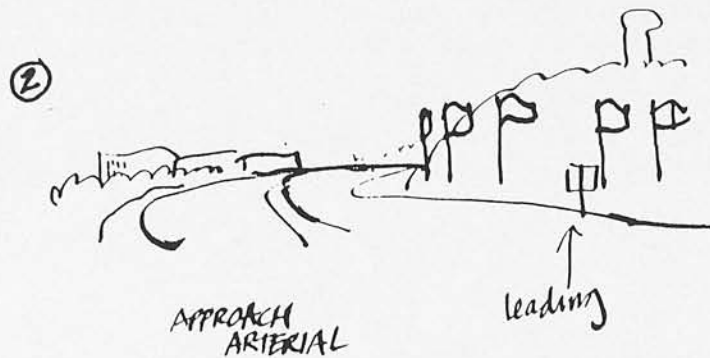
Although exceptionally well served by this interstate highway network surrounding the city, downtown Lawrence is not necessarily easily reached from these highways. When the interstate highway system was built, ramps were constructed to link the existing street and road network with the highways. Motorists were largely left to the existing system.

In addition, signage to downtown is not always clear. The old, pre-automobile streets create numerous confusing intersections. The approach roadways have not been thought of as gateways. Instead, streets have a "worn out" appearance and character entering Lawrence.

The gateways from the interstate highways include:

| <u>Highway</u> | <u>Local Connections</u> |
|----------------|-------------------------------|
| I-93 | Andover and Haverhill Streets |
| I-495 | Broadway |
| | South Union Street |
| | Winthrop Avenue |
| | Loring Street |
| | Merrimack Avenue |
| | Marston Street/Canal Street |





With the exception of Marston Street, each of these approach roadways requires travel several miles through neighborhood commercial streets and/or residential areas before reaching the Downtown. Frequently, adequate signage is not provided to direct the path of arrival. Prospect Street has the potential of providing excellent direct access into the city, except that the street bends to the north toward Lawrence General Hospital with only a small sign directing traffic into the city center.

Downtown's visibility is not as well developed. While a number of streets align with key gateways and city landmarks - such as the visual axis formed by the main entry to the Everett Mill, Essex Street and the municipal water tower, the overall view of the city is cluttered and confusing.

Rail access to the city, provided by the MBTA, is expected to be improved, which should thus increase ridership. The rail lines, built to serve the mills, moved the production of cloth. They now serve the commuters to and from the Boston metropolitan area. A new commuter station and parking area is planned for Lawrence opposite the Riverwalk complex.

The Lawrence Municipal Airport provides an important asset for economic development. Express mail can be delivered easily and quickly. Corporate planes can be accommodated. This puts Lawrence within easy reach of much of the Eastern United States. The airport is served by a 5,000 foot runway, an FAA-staffed tower, and an instrument landing system.

BROADER CONTEXT

Social Services

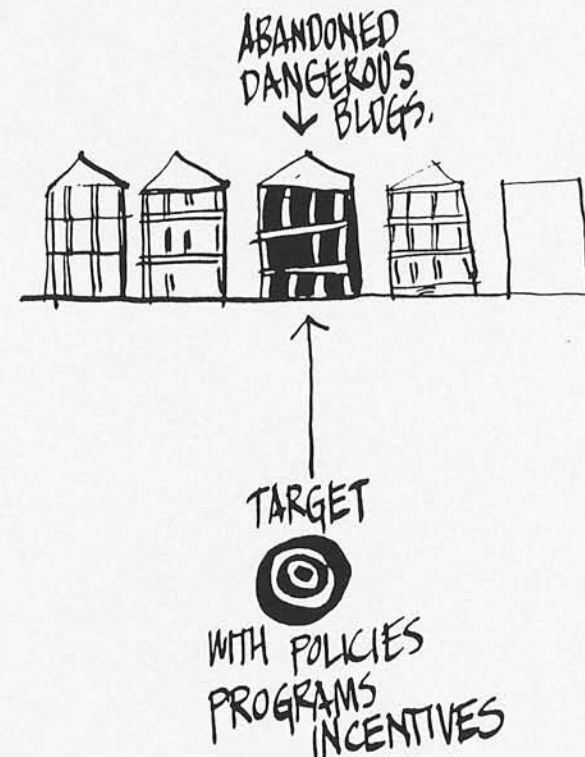
Reference has already been made to the relocation of social service providers from Essex Street. If such a move is undertaken, the event should be used as a springboard to a new emphasis by social service providers. The City of Lawrence should play the lead role in both the relocation and shift in emphasis.

It is proposed that this shift in emphasis should be directed toward getting citizens off the welfare rolls and onto payrolls. The activities could and should be coordinated with new home ownership programs. The Massachusetts Department of Public Welfare has programs that provide employment and training opportunities to welfare recipients. The Commonwealth will pay for day care services, transportation costs, and other work-related expenses over and above the welfare grant. Day care grants extend for one year after employment and medicaid benefits for two years. The local office of the Department of Public Welfare last year moved 535 welfare recipients off the welfare rolls. It is in the interest of the city that as high a ratio of Lawrencian welfare recipients as possible are enrolled in this program. In order to meet this goal, the city should encourage social service agencies based in the city to advocate for these welfare recipients.

Housing

There are a string of rooming houses and S.R.O. hotels in and around the downtown core. While these properties are not in terrible condition, their internal and external standards of repair and cleanliness leave much to be desired. Management in many, but by no means all of these buildings, is substandard and, in some cases, absent altogether. The city should consider providing leadership in the formation of a special interest non-profit corporation to acquire site control, coordinate renovation, and improve management services in those facilities. The accumulation of resources to accomplish these goals will not be easy in the current climate in the

Lawrence area. However, Section 8 Moderate Rehabilitation (project based) certificates for S.R.O.'s will continue to be available under the Stewart B. McKinney Act; the Commonwealth's Section 707 funds should be explored; tax credit syndications could be explored with assistance from organizations such as the Local Initiatives Support Corporation, the Enterprise Foundation, or Fannie Mae.



If it is not deemed possible to form and sustain such a new non-profit agency, the Lawrence Neighborhood Housing Services should be contacted regarding their willingness to assume this role.

The substandard housing in North Lawrence also poses a serious threat to the health of the community. A multi-faceted program could be launched without a major commitment of resources. The City of Lawrence should consider a stepped-up enforcement program to bring properties up to code. Such a program could be largely financed through levying fines on owners whose properties are cited for violations of the building or health codes.

Secondly, dangerous or abandoned buildings, or those which are used to sell drugs could be seized by the city. Repairs could be made and properties liened with owners required to pay for repairs or face the loss of their properties. Properties seized as part of drug abatement activities, or to protect tenants from egregious violations of codes, and those acquired through tax foreclosure could be made available to new homeowners through the Lawrence N.H.S. program.

Although funds are scarce, C.D.B.G. funds could be considered for this project and voluntary clean-up/fix-up projects such as Habitat for Humanity, or Christmas-In-April could be contacted to co-venture such an endeavor. The Northern Essex Community College and the Greater Lawrence Private Industry Council could also provide trainees to work on a housing repair project. Some local jurisdictions have instituted programs under which elderly homeowners donate property for which they receive maximum cash assets allowed under Section 8 regulations. Such elderly donees are then placed at the top of the Section 8 list. Such programs also include notification and concurrence on the part of heirs or potential heirs.

Finally, affordability is such an issue in Lawrence that the City Council should consider the implementation of a rent stabilization program. Landlords would be required to register rental properties and pay a per unit fee. These fees would underwrite the costs of the rent stabilization program.

BOARDING HOUSES



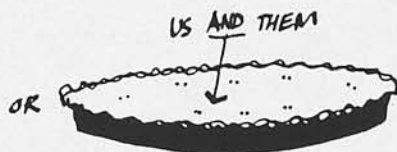
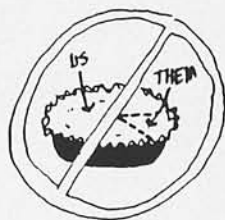
TARGET



CODE ENFORCEMENT
FIX-UP
INCENTIVES
MANAGEMENT

Hispanic Agenda

The prosperity of the Lawrence economy is dependent on the Hispanic community; therefore, the development of effective Hispanic leadership is essential, now. To that end, a comprehensive approach is recommended: The Hispanic Agenda.



TOGETHER WE CAN MAKE A BIGGER PIE!

Representation

The question always rises: Does it take an Hispanic to represent the Hispanic Community? The answer is no. However, history clearly shows that when the Hispanic is absent from the decision making process, the interest of Hispanics is not understood and almost always overlooked. The interdependence of the Lawrence economy on the welfare of the Hispanic population makes it critical to include the Hispanic perspective at all levels of government, and in all organizations that influence Life in the Barrio. A clear path to achieving the goal of fair and equitable representation depends upon the Hispanic community's understanding that it must participate in the political process. The potential for the success of the Hispanics as a group will be enhanced by taking the following actions:

- Organize a political action group
- Define issues, goals and objectives
- Develop a political agenda
- Identify leaders, potential candidates and develop individual resume files
- Organize a federation of Hispanic organizations
- Conduct voter education and registration drives
- Investigate joining civil rights oriented organizations such as the LULAC (League of United Latin American Citizens) or the GI FORUM.
- Identify decision makers at all levels of federal, state and local government, and lobby them to support Hispanic interests
- Systematically participate in public meetings and debate



WHAT CAN BE
DECIDED WHEN
HALF THE
COMMUNITY IS
MISSING?



Education and Training

Currently, in the United States there are four productive citizens for each person that has retired from the work force. Within the near future, the prediction is that the number will drop to only two and six tenths workers per retiree. Clearly the burden of funding the cost of retirement will increase dramatically. If we insist on maintaining our current standard of living, it will be necessary to increase the productivity of each and every member of the society. This challenge can only be met if new and sophisticated technologies are developed. The application of these technologies will require special skills and training. The success of any given community will be directly proportional to the level of education of its work force and the skills that workforce brings to the marketplace.

The current shift from textiles to other, more sophisticated industries will burden the Lawrence economy even more than it currently is burdened. Given that half the population of Lawrence is Hispanic, and the inordinate school drop out rate of Hispanic students, it is imperative that intensive actions be taken to improve the educational success of Hispanic youth. The challenge will require more than good policy: it will require the active and continuing commitment of Hispanic parents and their children. Nothing less than total dedication can be expected to succeed. A plan for improved education should include the following:

- Keep the children in school
- Promote a good self image and self respect
- Identify successful role models and get them involved
- Emphasize leadership training, goal setting, and career planning
- Monitor student achievement and avoid automatic promotions

- Hold the student and school administration accountable
- Identify available resources such as scholarships, training opportunities, etc.
- Provide public recognition of successful individuals
- Encourage continuing participation by parents in school activities and the determination of education policy.

Economic Development

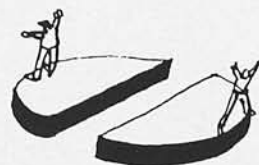
Success of the Lawrence economy is dependent on the income of the local community. More spendable cash always results in more consumption of goods and services and the formation of capital for investment. Successful communities require a well educated work force with marketable skills -- *Lawrence can be no exception*. With fifty percent of the population being Hispanic, the success of Hispanics in the workforce and in the marketplace is crucial to the economic well being of all Lawrencians, regardless of race or culture. The revitalization of Lawrence requires the economic development of the Hispanic community, and the strengthening of the buying power of the Hispanic consumer. This, in turn, will require the following activities:

- Organize an Hispanic Chamber of Commerce (HC of C)
- Develop and sell the concept: "Doing Business with Hispanics is Good Business and **GOOD FOR BUSINESS**".
- Encourage the community to buy from Hispanics
- Concentrate the deposits of HC of C members in one bank (credit union) to leverage Hispanic dollars into accessing investment capital
- Develop an Hispanic business directory

- Lobby for MBE (Minority Business Enterprise) participation goals
- Identify sub-contracting opportunities
- Organize efforts to establish a minority purchasing council (National minority supplier development council - NMSDC)
- Promote formation of a small business incubator program to provide technical assistance to small businesses and facilitate new startups
- Develop community fundraising functions (Hispanic Week)
- Identify the most relevant Minority Business Development Agency

Lawrence must rise above the concept of being forced to divide the traditional ten inch pie, and recognize that economic success of the Hispanic will automatically produce a much bigger pie for all.

HALF
AS EFFECTIVE
WORKING
IN ISOLATION



TWICE AS
VISIBLE
WORKING
TOGETHER





Equal Opportunity

Economic success of the individual depends on the ability to compete fairly. The disproportionate share of poverty attendant to minority groups in general is prima facie evidence of the systematic exclusion from the market place that minorities have endured.

That it became necessary to institute laws to guarantee a fair and equitable opportunity to all is evidence of the discriminatory practices that exist in business.

Experience shows that equal opportunity legislation is generally not well received or equitably enforced. The Small Business Administration (SBA), though responsible for the implementation of federal law, does not have the funds required to ensure the enforcement of the statutory requirements. Therefore, it is incumbent on those parties interested in fair competition to look after their own interests. Accordingly, the Hispanic community must accept responsibility for promoting its own self interest. Strategies that have been successfully implemented include:

- Research and understand equal opportunity laws: **Know Your Rights**
- Lobby and support the formation of a minority purchasing council

- Identify and monitor job and business opportunities, especially sub-contracting opportunities
- Identify resources for equal opportunity enforcement
- Lobby and support minority business enterprise (MBE) participation goals
- Identify statutory MBE participation requirements attendant to federal, state and local government contracts (local defense contractors)
- Solicit assistance from the Minority Business Development Agency (MBDA) and the Small Business Administration

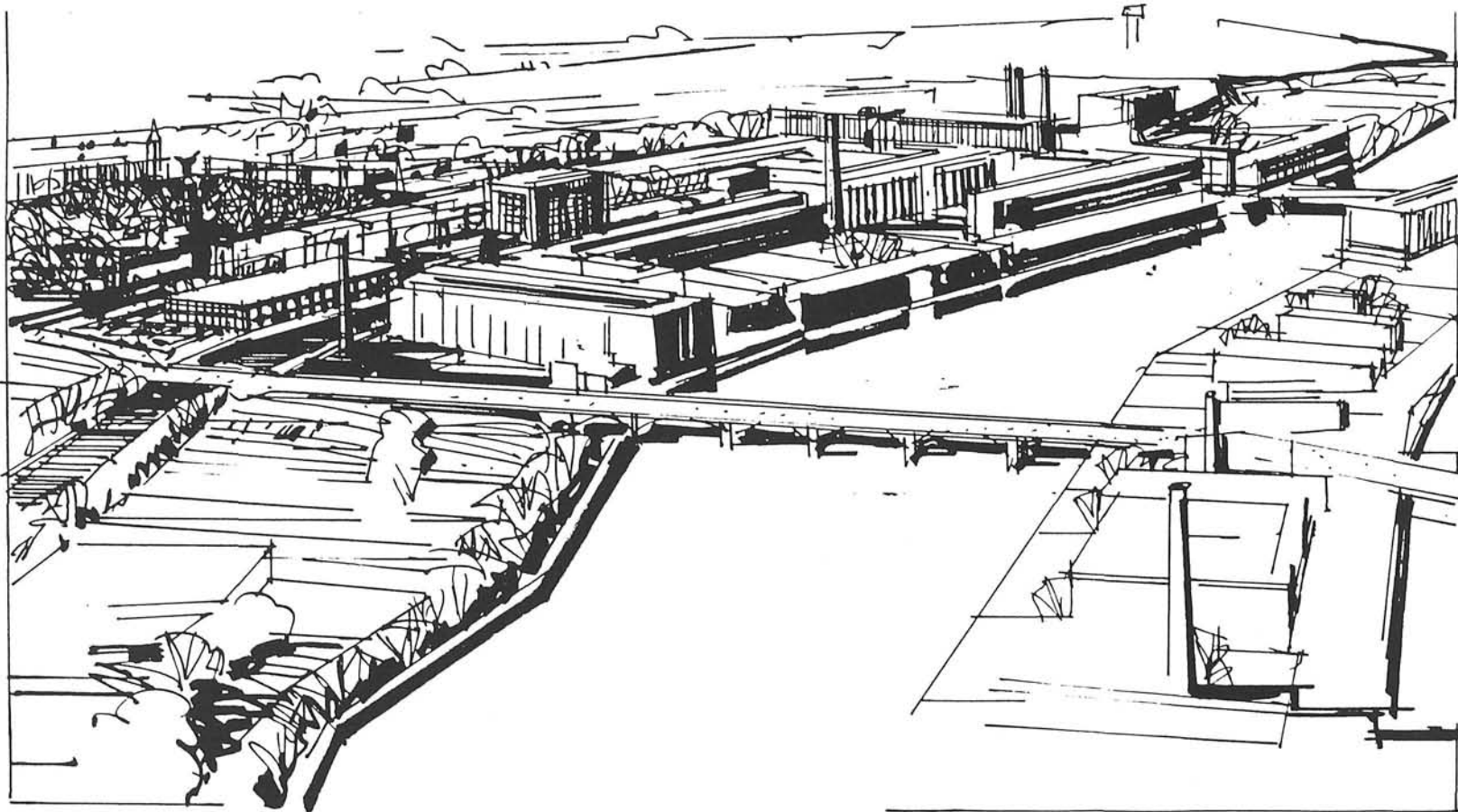
Notes

The recommended Hispanic Agenda is an attempt to set forth a comprehensive approach to complex and interrelated social, economic and political issues. No one should expect all concerned parties in Lawrence to immediately accept and adopt its terms. Instead, this Agenda should be viewed as a point of beginning, to be debated in public, amended as required, and implemented with dedication and prudence.

The cultural differences within the various Hispanic groups of Lawrence have not been discussed in this Agenda. The various groups should not be expected to react to the agenda with a single voice. However, the success of the Hispanic Agenda in Lawrence will depend on the subordination of the individual interests of each group for the benefit of the whole.

This is indeed, a self help strategy.

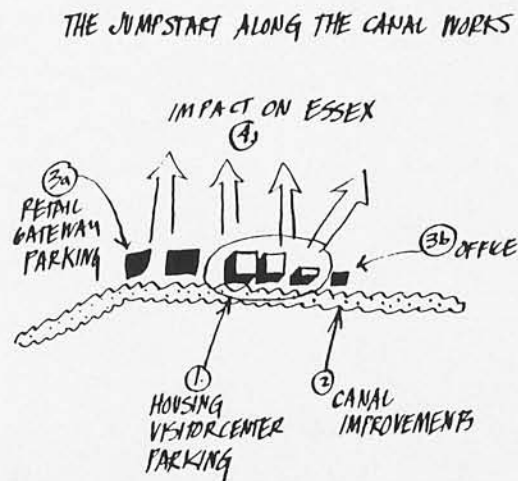
Real Estate Development Recommendations



Real Estate Development Recommendations

As part of the team's evaluation of development opportunities in downtown Lawrence, a preliminary building inventory was conducted to document the amount of square footage that could be made available for redevelopment. The team excluded for redevelopment in the short-term those mill buildings currently occupied by manufacturing or warehousing uses. In addition, the team ranked those buildings by availability, i.e., publicly-"owned" structures or sites were assumed to be more readily available for development in the short-term than would those privately-owned buildings or sites because of the time required for disposition.

Based on this preliminary analysis and short-term market outlook, the team has identified several buildings that appear to offer the strongest development opportunities. These buildings and the team's recommendations are outlined below:



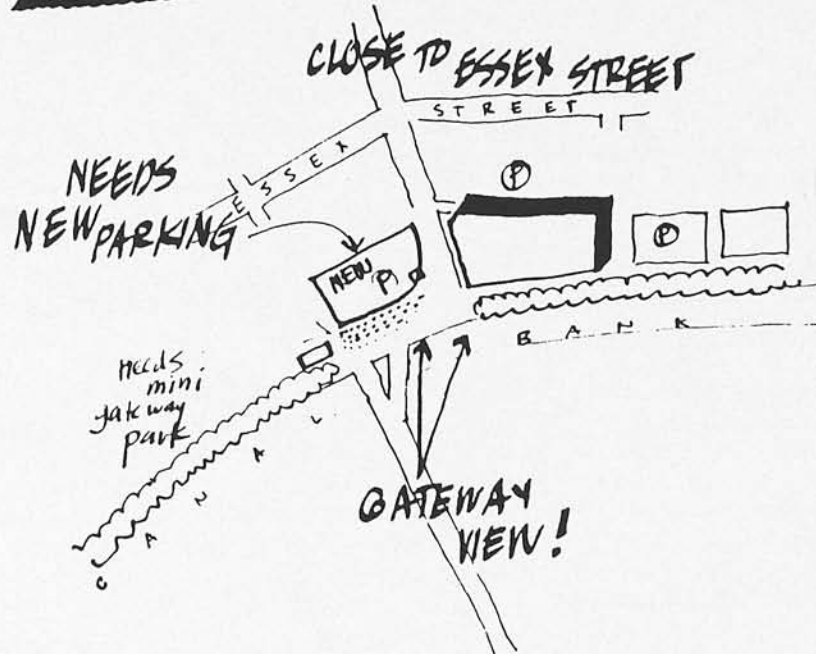
1. Jo-Gal Building

The R/UDAT team believes that one of the strongest short-term development opportunities in downtown Lawrence is the Jo - Gal Building, located between the canal and Methuen Street. This two-story structure includes approximately 200,000 square feet and offers high-bay space with large floorplates of approximately 67,000 sq. ft. The building is highly visible on the approach into downtown Lawrence along Route 114 and is proximate to both surface parking on Methuen Street and the new 400-space parking garage located adjacent to Museum Square.

Based on the reported expression of interest by a New Hampshire developer to redevelop the Jo - Gal Building into factory outlet retailing as well as the building's locational and physical strengths, the R/UDAT team believes that a factory outlet center would complement similar uses that presently anchor the eastern end of Essex Street in the Everett Mill complex. We strongly recommend that a more detailed examination of this concept is necessary, including market feasibility and physical capacity studies.

The team believes that several factory outlet retailing options are suitable for this building. Its large windows and high-bay ceiling heights offer expansive merchandise display and storage space. Such structures are easily adaptable to alternative uses. Such factory outlet options might include a "Home Improvement Center" that includes tenants that showcase home improvement products, antiques, building supplies, and "showroom" products oriented to residents undertaking home improvement and decor projects. This would include, for example, neon artists, antiques dealers, tile fabricators, textile fabrics, and renovation contractors. This concept would include, then, both display and "work" space for home improvement and furnishings-oriented retailers, much like the "contract furnishings" tenants located in commercial design centers in many major cities.

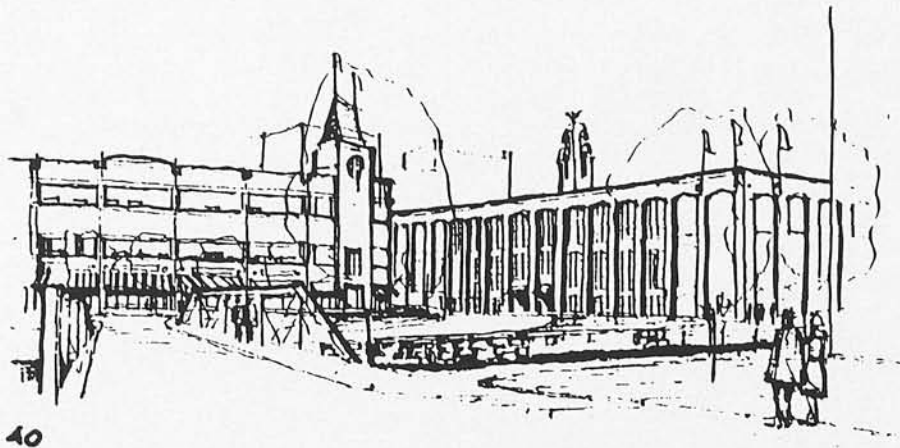
JO GAL BLDG



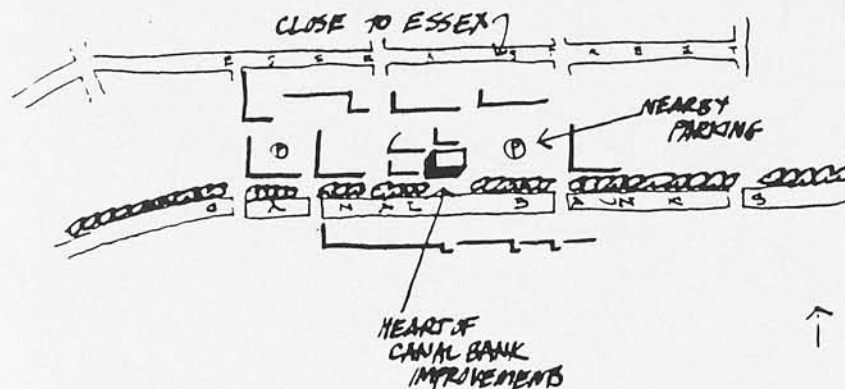
Such a project would typically be built by a developer and master leased to tenants. Depending on the size of the project, it may be possible to sell this project as a historic preservation tax credit job to investors. Such an approach, however, would typically require extensive front-end equity and leverage by the developer.

A second factory outlet option is oriented to apparel and accessories retailers. This would be similar to those tenants located at Everett Mills and in numerous factory outlet centers located throughout the Northeast, including Kittery and Freeport, Maine, Reading, Pennsylvania, Martinsburg, West Virginia, and North Conway, New Hampshire. However, industry sources report a glut of factory outlet space oriented to apparel and accessories tenants in the Northeast. The team recommends that the city require secured commitments from anchor tenants in any redevelopment proposal involving apparel factory outlet or off-price retailers.

The team also believes that redevelopment of the Jo - Gal Building would be enhanced with a coordinated, well-designed signage system directing vehicular traffic from I-495 and I-93 into the downtown. In addition, the negotiation process between the city and prospective developer must address parking requirements, and access and traffic circulation patterns around the building.



AMERICAN WOOLEN COMPANY A SMALL GENL



2. The American Woolen Company

The American Woolen Company Building, located at the corner of Mill Street and Canal Street, is a potential site for office occupancy. It is a three story structure of approximately 12,000 square feet. Now vacant and for sale, this modestly sized building should be considered as a prime opportunity for attempting to bring in service industry office occupants. The reasons for targeting this building include the following:

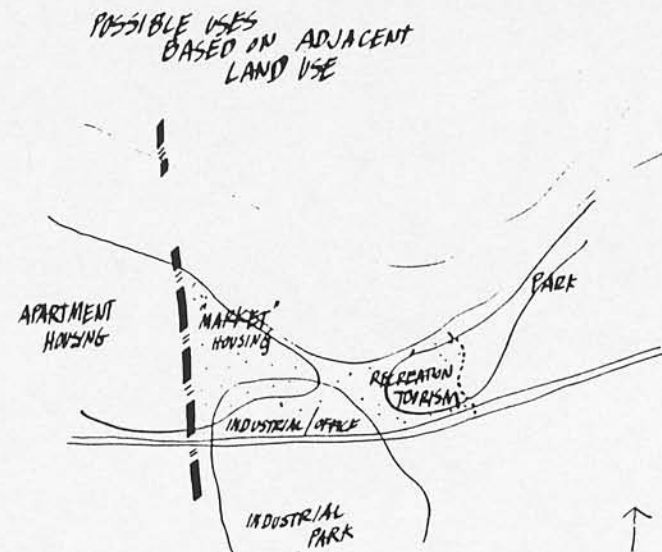
- Large enough for a small company to consider occupying for itself as owner, as tenant, or as tenant with option to buy.
- Small enough to be marketed successfully within the near future, therefore providing Lawrence with a "win" and therefore indicating that it is reasonable to continue pursuing a strategy to attract the service sector.
- Within one block of the newly renovated Museum Square Apartments--176 occupied units which symbolize the marketability of this section of the city.
- Adjacent to the newly-restored Heritage State Park Visitors Center.
- Within attractive commuting distance for a great number of companies in the region.

Lawrence's public and private leadership should attempt to launch an aggressive marketing strategy aimed at the huge service industry which will continue to have great mobility in its locational decisions. The city's gigantic historic buildings represent the "Great Hope" for redeveloping Lawrence's building inventory. However, Lawrence needs some incremental success in establishing the credibility of itself as an attractive location. Finding an occupant for The American Woolen Company will be a welcome early step in helping to make this case an important component of the city's economic development strategy.

3. Essex Community College

The R/UDAT team understands that Northern Essex Community College has a space requirement of 37,000 square feet which it wishes to fill in Lawrence. This presents an opportunity to locate within the downtown core a new group of office workers and students. One building option to be considered is the former Calvary Baptist Church. The team believes this deserves serious consideration because the building offers the following:

- Proximity to the downtown's 100% corner of Essex and Lawrence Streets, thereby reinforcing this key location
- Easy access to the new parking garage to be built at Amesbury and Common Streets
- Equally easy access to the new multi-modal transit hub to be built in conjunction with the new garage



4. Riverfront Development Site

It appears that the long discussed move by Emerson College to Lawrence is not to be, desirable as this event would have been. Now the discussion should shift to what other options should be pursued for development of this 80 acre site. We recommend that it be developed as riverfront and near-the-river market rate housing, with 20 to 25 percent low and moderate income units.

The city has site control over most of this property, and it is clearly the largest land area which lends itself to near-term marketing. The R/UDAT team recommends that the city concentrate on the following objectives:

- Attract more homeowners to Lawrence by emphasizing affordable units
- Substantially increase the tax base by such a large, probably multi-phased development
- Convert an underutilized large piece of property to more attractive use, thereby helping to improve the city's image as a desirable place to live

A local development process must be undertaken to lay the groundwork for the appropriate investor or group of investors to take on this project. A Request for Qualifications should be prepared by a committee established by city officials. After evaluating the qualifications of interested developers, several should be invited to submit development proposals. These should be based on a formal Request for Proposals prepared by the city's Riverfront Development Committee. This group should be directed to prepare a time schedule intended to move the site into near term development.

The Island

"The Island", with its extensive concentration of historic mill buildings containing millions of square feet of floor space, has been the heart of Lawrence's economy since the city's founding. These buildings still are of critical importance to the city's future.

However, no specific reuse plan is proposed at this time. Much of the square footage in these buildings is currently utilized for a variety of manufacturing and storage uses. These buildings are contributing to the city's economy and providing needed jobs. The city and the business community should continue to work with owners and tenants to encourage growth and development of businesses on The Island.

While a reuse plan is not proposed at this time, the R/UDAT team believes that it is important that efforts be made to find methods of enhancing the economic development opportunities which these buildings provide. Specifically, methods should be sought to improve coordination and cooperation between different land owners and tenants on The Island. Examples include coordinated marketing programs, development of a thematic concept for signage and streetscape/vegetation, analysis of shared or coordinated parking programs, and development of a shuttle bus system to provide access to the new commuter rail station and to the new local bus terminal planned for the garage at Common and Amesbury Streets.

Implementation

Organizational Follow-Through

The 1990 Lawrence R/UDAT report requires follow-through. And this requires organization. Key to the implementation of the report's many recommendations will be the continued active involvement of the city's Department of Community Development, the Greater Lawrence Chamber of Commerce, The Lawrence Strategy, and the Greater Lawrence Community Foundation. The R/UDAT team proposes that these organizations be joined by other groups and individuals with an interest and a stake in the implementation process.

Specifically, the team proposes that two separate nonprofit corporations be created: one to deal with downtown management and improvement issues such as cleanup, safety, promotional events, joint advertising and the many other matters that are typically dealt with by the management of a well-run, freestanding mall. Possibly named the Lawrence Downtown Association (LDA), this group would represent the interests of downtown businesses. The second organization would have responsibility for the economic development of the Downtown and the immediate area. A potential name for this group would be the Lawrence Development Corporation (LDC).

Both organizations should be staffed, with Board members drawn from the various sectors of Lawrence which want to become "part of the solution". Each group would be created by a small but representative steering committee which should investigate how similar organizations have been put together and how they have managed to work effectively. The distinct roles of these two new nonprofits--downtown management and citywide economic development--will often converge on common issues. Parking will be an example, with the Lawrence Downtown Association acting as the barometer of parking adequacy or inadequacy and the Lawrence Development Corporation working out strategies for creating new parking at locations agreed upon by both the LDA and the LDC. City officials should be represented on both boards ex officio.

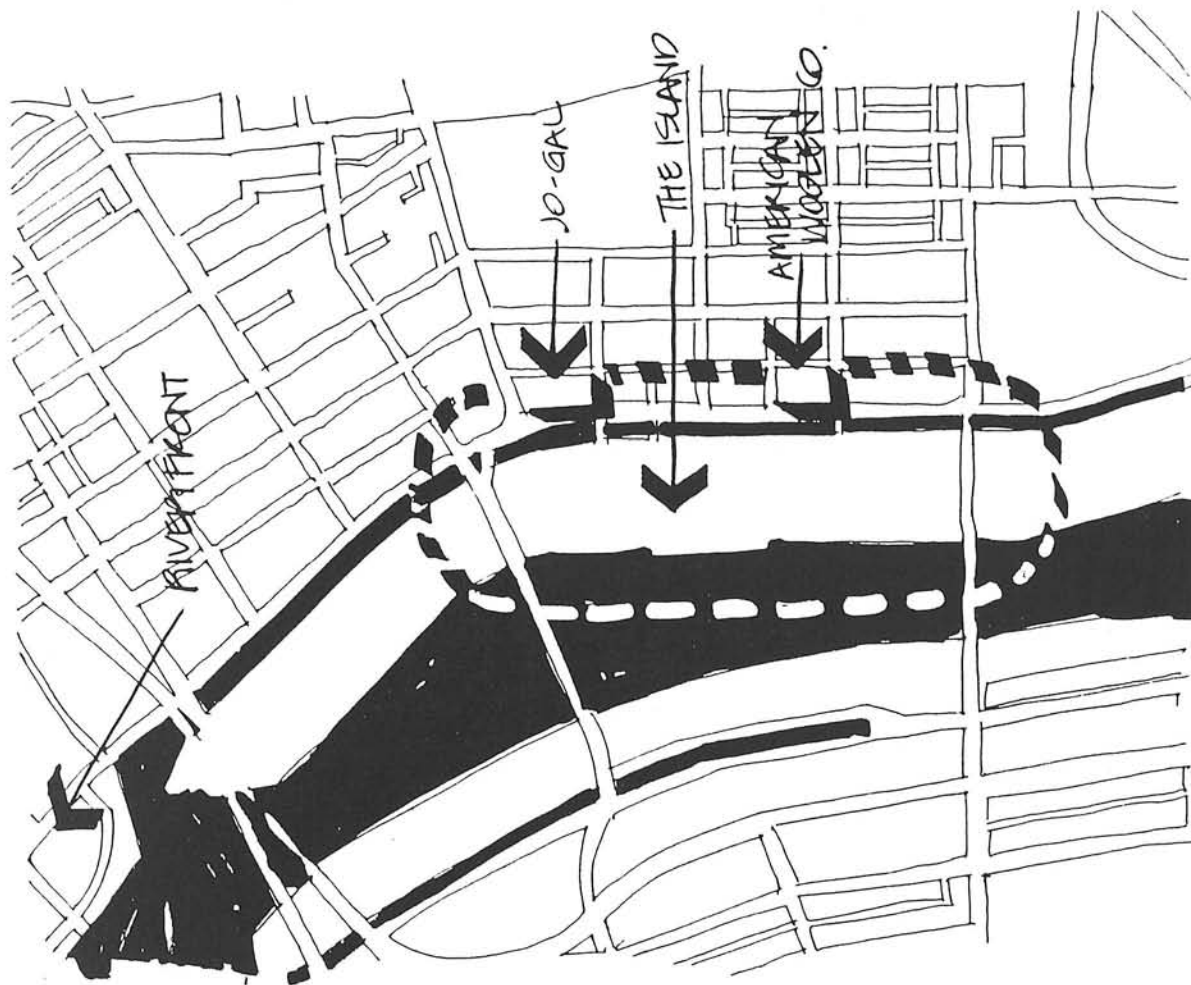
Funding to support the LDA and the LDC should be sought from the private sector and the foundation community, particularly the Greater Lawrence Community Foundation. In the case of the LDA, a downtown

steering committee would investigate the precedents established in other states where special assessment districts have been established to create a reliable annual revenue stream which frees members from the time-consuming and frequently unsuccessful task of "fund-raising." This will enable the LDA to do "real work" with revenues generated from the annual payments of its own members. It is these members who will set its priorities and evaluate its effectiveness.

Leveraging the City's UDAG Payback Fund

Lawrence is fortunate to be receiving approximately \$425,000 per year in UDAG loan repayments. While information was not immediately available as to how long this revenue stream will continue, we understand that it will continue for several more years. Lawrence has already committed much of this money for specific projects. Some of the funds, however, remain uncommitted and could be used to generate an immediate larger pool of funds. The city should investigate the best way to work with the U.S. Department of Housing & Urban Development so that Section 108 of the Housing and Community Development Act of 1974 can be activated in Lawrence's favor. The City could work out a loan arrangement with HUD by committing a portion of its future UDAG loan repayments as collateral. This would result in creating a fund several times larger than the annual loan repayment of \$425,000. These new dollars--Lawrence's leveraged financing fund--could be used to inject into immediate development opportunities requiring a substantial infusion of public funds for feasibility. This opportunity deserves immediate analysis.

The LDC will require start-up funds but will be expected to generate operating and investment dollars from specific projects. It is the LDC which should be expected to take the lead in designing a real estate development and marketing strategy. This would include bringing in new tenants and owners to the many old historic buildings which represent Lawrence's "edge" as a city determined to significantly raise its tax base and improve its image as a place to live, work and enjoy. An essential part of this marketing effort will be the creation of a building inventory which attractively displays the city's available building space.



Short-Term Essex Street Decisions

Some years ago major street improvements were made to Essex Street in downtown Lawrence. These improvements included:

- the widening of sidewalks;
- the construction of curb cut-outs to restrict parking in the vicinity of intersections;
- installation of benches and street trees;
- conversion of the street to one-way westbound operation.

Numerous complaints and questions have been raised about some of these changes. In particular:

- The curb cut-outs, and the associated reduction in surface parking, have affected the viability of retail on Essex Street.
- Given the shortage of parking in the downtown area, the cutouts should be removed and parking restored.
- The one-way street pattern results in traffic moving too fast on Essex Street, which creates pedestrian safety problems.
- The one-way street pattern restricts access from Broadway, a major arterial highway to New Hampshire.
- The modern lighting on the street does not project an image appropriate for the historic nature of the city. New lighting standards with an historic motif should be installed.

Examination and Recommendations

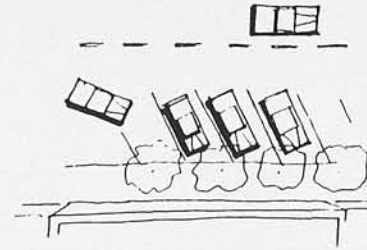
One-way street operation

The current one-way street operation results in rapid travel through the downtown, and restricts pedestrian movements across the street, especially at non-signalized intersections such as Pemberton and Appleton. However, the one-way street system does provide advantages in limiting congestion and lowering air pollution at intersections in the downtown. A number of changes could be implemented to limit the problem of fast moving traffic. These would include:

- Adjust the speed of signal progression on Essex Street to limit the flow of traffic to 20 miles per hour. The current signalization allows and encourages vehicles to travel at 30 to 35 miles per hour, far too fast for a downtown street.
- Provide additional signals at major crosswalks, activated on a pre-set schedule. The added signals would serve two functions: to protect pedestrians and provide additional control points to limit the speed of through traffic. Current block lengths of over one thousand feet between signals are too long to keep the flow of traffic restricted to a reasonable speed. (The most important location for a new signal would be at Appleton Street.)
- Reduce the effective width of the street by providing angled parking. This would also increase the amount of parking provided in the downtown. Limit the total travel width so that only two lanes are provided rather than the current three lanes.

Direction of travel

- A one-way Essex Street will necessarily limit the accessibility of traffic in one direction or another. If the direction of traffic were changed to make Essex Street one-way eastbound, traffic arriving in the downtown area from the east on Union Street would not be able to use Essex Street, but would instead be forced to use Methuen or Common Streets. As long as the street is one-way some circuitry of travel will be required.



- Given this condition, the important need is to ensure that both Common and Essex Streets provide for good orientation within the downtown. Signage and parking should be available on Common Street to serve vehicles seeking to reach Essex Street.
- The grand ending of Essex street at the Everett Mill is not currently visible from traffic on Essex Street. No terminus to Essex Street is available in the westbound direction. The lack of a westbound terminus results in an image of Essex Street being much longer than the shopping district can support. Reversing the direction of the street would allow the Mill to provide a terminus for the street. It therefore may be desirable to make this change.

Two-way operation.

Common and Essex Streets provide the only through connections between Union Street and Broadway in the downtown area. As a result, each street is relatively heavily-travelled and experiences high volumes of turning movements at intersections. Maintenance of the one-way pattern is therefore desirable as long as other options are not available. The opening of Canal Street will provide an added east-west travel option. If Methuen Street could be similarly connected, Canal and Methuen Streets could be operated as a one-way couplet between Union Street and Broadway. Under this alternative, Common and Essex Streets could revert to two-way operation.

Parking:

A common complaint about downtown Lawrence is that there is a serious parking problem. In our investigations we failed to discover a parking shortage. In fact, parking appeared to be more than ample in downtown Lawrence. The provision of an additional 636 spaces at the new Amesbury Street parking garage will further supplement the downtown parking supply.

The problem in downtown Lawrence would instead appear to be one of parking management. Currently, curbside parking along Essex Street, indeed on all streets in the city, is free. Although parking time restrictions are present, enforcement is difficult. The result is that on-street spaces are heavily used, while off-street spaces where one must pay are underused.

On-street parking is obviously the most convenient, and is especially valuable for persons whose trip purpose is of short duration. On-street parking should be reserved for those persons who really need it. Others who do not need on-street parking, in particular employees, should be encouraged to park in off-street or fringe locations. The best method of accomplishing this is to use the market system and charge for the most convenient on-street spaces. Metered parking should be installed, and the pricing of on-street spaces should be higher than comparable costs for off-street spaces.

Lighting on Essex Street

The downtown portion of Essex Street is currently lit by two types of street lamps. The central section between Amesbury and Jackson Streets is lit with antique globe and double globe lamps similar to the street lamps used in Washington, D.C. The eastern and western sections of Essex Street are lit with a high quality, modern design lighting standard. All of the lighting utilizes high intensity, sodium vapor lamps or equivalent lighting.

It has been suggested that these lamps be replaced with standard highway-type "cobra" lamps. The quality of the Lawrence downtown streetscape is positively enhanced by the current high quality of lighting standards used. To spend money to remove these high quality lighting fixtures would be a major mistake and a step backwards for Lawrence. The R/UDAT team recommends that the current lighting be retained.

REGIONAL/URBAN DESIGN ASSISTANCE TEAM

Thomas Laging, A.I.A. Chair

Mr. Laging is a Professor of Urban Design and Architecture at the University of Nebraska at Lincoln. As a consulting architect, he has been involved with numerous projects including housing, medical and recreational facilities. Mr. Laging's area of special expertise is community participation and urban design. He has led major efforts for the cities of Phoenix, Arizona; Detroit, Michigan; Boise, Idaho; and Farmington, New Mexico. He has chaired the Mayor's Urban Design Committee, the Redevelopment Advisory Committee in Lincoln, Nebraska and has provided advice for Lincoln's strategic planning effort. The Nebraska State Capital Environs study he directed in 1976 won national recognition, including awards from the A.I.A., Progressive Architecture, and the National Endowment for the Arts. He has practiced internationally as well. He helped plan the new IMO State University in Nigeria and participated in urban planning for Lima, Peru. Mr. Laging received the Senior Fulbright Lecture Fellowship in Urban Design at the University of Simon Bolivar, Caracas, Venezuela, and has been an exchange professor of architectural design at the Universidad Autonoma de Guadalajara, Guadalajara, Mexico. He is a member of the Urban Design Committee of the American Institute of Architects. He holds a Masters Degree from Harvard University.



Pedro Aguirre, FAIA

Pedro Aguirre founded Aguirre Architects in 1960. Educated at Texas A & M University with a Bachelor of Architecture in 1956, his practice and his leadership in the profession has been distinguished, leading to the award of Fellow of the American Institute of Architects. Pedro is a former Dallas City Councilman who focused on housing as a challenge. His efforts helped lead to the development of the "Jobs/Housing Strategy" program which encouraged new housing in the inner city. He championed the reorganization of the ailing Dallas Housing Authority and secured \$13,000,000 in HUD loans to rehabilitate Public Housing Projects. He also established public recognition of award winning architects for enhancing the quality of life through good design.

Pedro is a well known national figure who has assisted in establishing national guidelines for management of assisted housing and helped establish the National Center for Housing Management. He is internationally known as well and traveled as a member of the US Delegation to the 4th Inter-American Congress on Housing in Peru. Pedro also gained prominence for reorganizing an inner city minority bank on the verge of collapse and was later elected President of the National Bankers Association in 1985. Cited by President Reagan for leveraging bank assets to improve the quality of life in minority communities his firm, Aguirre Architects, was also selected for a national award and was named 1987 National Minority Supplier of the Year.



Charles R. Carmalt

Charles Carmalt is a professional land use planner with a primary focus on both controlling and utilizing the relationship which exists between transportation facilities and land development. Charles holds a Master of Landscape Architecture from North Carolina State University and received his Bachelor of Arts from Yale College. Mr. Carmalt has been practicing landscape architecture since 1976. Currently Charles serves as a consultant in the transportation analysis and development of several urban areas in New Jersey, including the Jersey Center Metroplex, in Monmouth Junction and the Capital City Renaissance Plan for Trenton. Mr. Carmalt has also served as a consultant for the Liberty State Park Master Transportation Plan. Further experience includes co-authoring the Transplan legislative package effecting the relationship between land development practices and transportation. Mr. Carmalt is also a former member and chairman of the City of Trenton Planning Board. Charles is a member of the American Institute of Certified Planners, the American Planning Association, and the Transportation Research Board Committee on Land Use and Transportation.



Patrick J. Henry

Patrick J. Henry is Director of Urban Development for DKM Properties Corp., Lawrenceville, NJ. DKM is a real estate development firm with its own construction and management divisions. Mr. Henry directed the preconstruction phases of DKM's 350,000 s.f. Capital Center project, located in downtown Trenton. He has also been responsible for the 22 acre Roebling restoration project in the Chambersburg section of Trenton. Patrick is currently coordinating DKM's first venture into the affordable housing field. Previously, he was a founding Principal of the Atlantic Group, an urban development consulting firm. Mr. Henry was a Vice President of The Rouse Company's American City Corporation, Columbia, Maryland. He directed development teams responsible for a wide variety of projects, including downtown, waterfront and neighborhood development in Puerto Rico, Utah, Florida, Georgia, and New Jersey. For three years he directed the Civic Affairs section of the Cleveland Foundation, the country's oldest and largest community foundation. Mr. Henry became Cleveland's Director of Community Development when the national Community Development Block Grant program was beginning in 1974. In Washington, D.C., he was Special Assistant to the Assistant Secretary for Community Planning and Development, U.S. Department of Housing & Urban Development. Mr. Henry has M.A. degrees in Philosophy and Sociology from Loyola University (Chicago) and in Community Organization from the University of Chicago. Patrick is the President of the Trenton Downtown Association, the city's special improvement district formed to deal with downtown management issues. He also is the President of Downtown New Jersey, Inc.



W. Thomas Lavash

W. Thomas Lavash, a Senior Associate in Halcyon Ltd.'s Washington, D.C. office, serves as the chief market analyst in downtown, urban mixed-use, master planning, and waterfront real estate studies for public and private clients. He provides technical and analytical expertise in market and development feasibility, programming, and strategic planning utilizing his public and private experience in community development and real estate analysis. Mr. Lavash has participated in more than 60 Halcyon projects, frequently as part of multi-disciplinary teams. Recent Halcyon projects include market analysis and strategic advisory services for the USX-Gimbels Building redevelopment project in Pittsburgh; Grumman Corporation properties in Bethpage, New York; Prudential Center expansion, Boston; Union Market redevelopment, St. Louis; and the World Trade Center mixed-use development, Boston. He has also evaluated downtown and waterfront development opportunities in numerous communities nationwide, and has provided technical assistance as part of Halcyon's Urban Development Action Grant contract with HUD. Prior to joining Halcyon, Mr. Lavash was involved in independent consulting assignments for the Washington, D.C. offices of Economics Research Associates and the Evans Development Company for projects in Florida, Maryland, and Pennsylvania. He was formerly an Urban Planner with EDAW Inc. and a Community Development Specialist for the Commonwealth of Massachusetts, where he evaluated the financial packaging of housing and commercial revitalization strategies for distressed communities throughout the state.

Mr. Lavash holds a Master of City Planning Degree in Real Estate Development from the University of Pennsylvania, Philadelphia, and was educated at Southeastern Massachusetts University and at Georgetown University, Washington, D.C.

Tim McGinty

Tim McGinty is an urban designer at McGraphics in Scottsdale, Arizona. Mr. McGinty has been an associate professor at Arizona State University School of Architecture since 1984. He has also taught at the University of Nebraska, the University of Wisconsin-Milwaukee, University of California-Berkeley and Temple University. Tim holds a Master of Architecture from the University of Pennsylvania (Kahn Studio) and received a Bachelor of Architecture at the University of Kansas, Lawrence. Mr. McGinty's major projects include design guidelines for child care centers and children's play areas for the U.S. Army Corps of Engineers. He has also authored and co-edited *Introduction to Architecture* in 1981 and *Drawing Skills in Architecture* in 1976. Tim has served as chairperson of the Programming and Building Committee for Architecture Expansion at ASU. He has also served on Architecture Design Assistance Teams in both Gilbert and Phoenix, Arizona and the Design Review Board at Arizona State University.



Manuel E. Perez, AIA

Manny Perez is the Director of Urban Design at Neil Stanton Palmer & Associates, an architectural firm located in Torrance, California. He holds a Master of Architecture degree from UCLA and earned a Bachelor of Arts at Yale College. He has been a practicing architect since 1978.

Mr. Perez has been involved in numerous projects in both the public and private sectors. The efforts of Mr. Perez have been recognized by receiving the Pacific Coast Builder's Conference, Gold Nugget Merit Award for site planning, in 1980; Cabrillo Chapter, of the American Institute of Architects, for the Stadler Residence Remodel, in 1986; and the Cabrillo Chapter, American Institute of Architects, "Architect of the Year Award", in 1989. He has been on the faculty Orange Coast College and the University of California, Irvine.

He has served on, and chaired the City of Long Beach Planning Commission, and Community Development Advisory Commission; the City of Huntington Beach Redevelopment Commission, and Design Review Board. He has also served on the Los Angeles County Transportation Commission and the Southern California Association of Governments. Previous R/UDAT experience includes serving as a faculty advisor for the Cal Poly University, and the mini-R/UDAT redesign of Whittier, California after their tragic earthquake.



Andy Raubeson

Andy Raubeson is Executive Director of the S.R.O. Housing Corporation in Los Angeles, California. S.R.O. currently owns and operates 13 hotels with 1,108 housing units. Prior to coming to Los Angeles, Andy was Executive Director of the Burnside Consortium, a housing and social service provider in Portland, Oregon's Skid Row. Andy was also Model Cities Director in Portland. Andy Raubeson is on the Board of Directors and Executive Committees of the National Low Income Housing Coalition and the Low Income Housing Information Service. His other national policy involvement is as a member of the Board of Directors of the National Coalition for the Homeless. Andy participated in one previous R/UDAT, the Central City Plan for Portland, Oregon in 1983. He has also been a consultant for the A.I.A. Housing Committee for over five years and was one of the initiators of the A.I.A.'s Search for Shelter Program.



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Greater Lawrence Community Foundation

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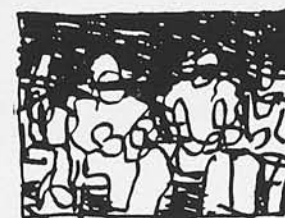
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Eagle Tribune Photo Department
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Bishops Resturaunt
Metamorphosis
Greater Lawrence Chamber of Commerce
McDonalds Resturaunt
Club Cultural Latino Americano
Robert Frishman and Jeanne Scinto

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Hampton Inn

Transportation

Wickson Helicopters
Eagle Flight School
Eagle Flight Center
Merrimack Valley Regional Transit Authority
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State Heritage Park Visitors Center
Lawrence High School
Lawrence Public Library
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The Greater Lawrence Community Foundation
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