



# 5. Implementation Framework

The Lowell Forward implementation framework identifies timeframes for goals and actions to aid action takers—like city departments, local organizations, anchor institutions, and the community—in the prioritization of tasks and next steps.

Intended audience for this chapter: **action takers**



Topic: Land Use and Urban Form

Goal 1:

# Goal 1: Conduct a comprehensive zoning review

Indicators of progress:

1. Create 2,500 new housing units within the MBTA Community multifamily zoning overlay districts by 2040
2. Increase production of new housing units in the upper stories of downtown buildings (goal of 800 new units by 2040)
3. Increase downtown’s street tree inventory by 25% by 2040
4. Increase the use of ground-floor commercial spaces with businesses that increase foot traffic.

While zoning recommendations play a role in various goals and actions within this plan, it is important for the City to initially undertake a thorough review of existing zoning. This review aims to identify necessary revisions to align most effectively with the vision, growth strategies, and goals outlined in the Lowell Forward Plan. Planning staff should consider how to allow multifamily units at scales and typologies that meet the needs of the Lowell community and encourage more mixed-use, transit-oriented development. The recommendations outlined in both Lowell Forward and the upcoming Lowell Housing Production Plan, should serve as the guiding framework for new zoning measures.

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Conduct a comprehensive zoning review</b> assessing the city's desired growth and development patterns against existing zoning	Zoning Change		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD	All
2	<b>Develop educational tools around housing policy and zoning</b> to improve public understanding of how zoning influences the built environment.	Community Outreach		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell - DPD; NMCOG	All



Topic: Land Use and Urban Form

Goal 2:

# Downtown growth

Indicators of progress:

1. Create 2,500 new housing units within the MBTA Community multifamily zoning overlay districts by 2040
2. Increase production of new housing units in the upper stories of downtown buildings (goal of 800 new units by 2040)
3. Increase downtown’s street tree inventory by 25% by 2040
4. Increase the use of ground-floor commercial spaces with businesses that increase foot traffic.

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Enable diverse housing options in Downtown.</b> Update zoning in the Downtown Mixed-use District by creating appropriate dimensional requirements to enable smaller/ compact and more diverse housing options.	Zoning Change	New Study and Plan	New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (planning/ zoning)	Fill the gaps in the central core
2	<b>Advance and coordinate departmental efforts to improve walkability and vibrancy</b> in Lowell’s Downtown street network including wider sidewalks, increased tree coverage, ground floor activation, shorter crossings, and longer crossing times.	Capital Investment		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (economic development)	Grow Downtown
3	<b>Advance planning of vacant and underutilized lots for infill,</b> especially Merrimack Corridor and the Gallagher Station area, for compact, mixed-use, and walkable developments that appeal to a broad range of users.	Zoning Change	New Study and Plan	New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (planning/ zoning, ED)	Grow Downtown
4	<b>Continue to build a comprehensive Downtown branding strategy.</b> Elevate Lowell’s city “brand” through a more comprehensive branding strategy that includes local partnerships, highlights Lowell’s history and current diversity, and improves wayfinding strategies to make the city more attractive to residents, workers, employers, and potential investors and developers.	Local Partnership	Capital Investment	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—CASE, Local Anchor Institutions (ex. UML, MCC, Lowell Hospital, etc)	Grow Downtown
5	<b>Incentivize transit-oriented development around the MBTA station</b> through financial incentives and partnerships with transportation agencies.	Regional Partnership		Existing/ Ongoing Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, LRTA	Connect with Downtown
6	<b>Update regulations related to historic preservation to better fit our needs and goals today.</b> Review and update the Downtown Historic District guidelines, where necessary, to support current building and development needs including compliance with accessibility and code standards. Review Historic Board signage regulations to assure that they are compliant with Reed v. Gilbert standards and Lowell’s upcoming newly revised sign code.	Other Regulatory/ Policy	New Study and Plan	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—LHB, DPD, NPS	Grow Downtown



Topic: Land Use and Urban Form

Goal 3:

# Growth in neighborhood activity centers and partnerships with institutional anchors

Indicators of progress:

1. Create 2,500 new housing units within the MBTA Community multifamily zoning overlay districts by 2040
2. Increase production of new housing units in the upper stories of downtown buildings (goal of 800 new units by 2040)
3. Increase downtown’s street tree inventory by 25% by 2040
4. Increase the use of ground-floor commercial spaces with businesses that increase foot traffic.

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Improve neighborhood center infrastructure and services.</b> Improve and build sustainable public realm infrastructure and neighborhood services, prioritizing pedestrian safety and enhanced walkability in underserved neighborhood centers in Lowell.	New Study and Plan	City programs and operations	New Initiative	Near Term (0 - 5yrs)	City of Lowell—City Manager’s Office	
2	<b>Ensure robust coordination between city departments</b> in executing neighborhood center improvements and aligning specific project timelines and departmental resources with relevant ongoing area planning efforts and projects.	Local Partnership		Existing/ Ongoing Initiative	Near Term (0 - 5yrs)	City of Lowell, Local Anchor Institutions (ex. UML, MCC, Lowell Hospital, etc)	Enhance neighborhood centers
3	<b>Allow increased residential density by right in neighborhood business districts.</b> Incentivize appropriate infill development that enhances neighborhood vitality and celebrates each neighborhood’s distinct identity.	Capital Investment	New Study and Plan	Existing/ Ongoing Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, DPW	Enhance neighborhood centers
4	<b>Strengthen connections between neighborhood centers and institutional anchors.</b> Coordinate major institutional plans and projects to better align with Lowell Forward’s objectives of creating active, connected, and prosperous neighborhood centers.	Local Partnership	New Study and Plan	New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD	Enhance neighborhood centers + Strengthen educational anchors
5	<b>Require transparent engagement between institutional anchors’ projects and impacted neighborhoods.</b> Ensure Lowell residents, community groups, and other impacted stakeholders are continuously engaged and informed as institutional projects are being planned.	Community Outreach	Local Partnership	New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD	Enhance neighborhood centers + Strengthen educational anchors
6	<b>Review off-street parking requirements for neighborhood commercial zones,</b> particularly for existing buildings with longstanding commercial vacancies.	Zoning Change		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, City Manager’s Office	
7	<b>Create design guidelines in mixed-use corridors and neighborhood nodes</b> to ensure new development promotes best practices in urban design.	Zoning Change		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD	



Topic: Land Use and Urban Form

Goal 4:

# Redevelop underutilized industrial areas or heavy commercial areas

Indicators of progress:

1. Create 2,500 new housing units within the MBTA Community multifamily zoning overlay districts by 2040
2. Increase production of new housing units in the upper stories of downtown buildings (goal of 800 new units by 2040)
3. Increase downtown’s street tree inventory by 25% by 2040
4. Increase the use of ground-floor commercial spaces with businesses that increase foot traffic.

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Advance planning of the Ayer’s City Industrial Park.</b> Complete and assess the ongoing market study and define next steps for development in the industrial area.	New Study and Plan		Existing/ Ongoing Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD	Redevelop underutilized industrial areas
2	<b>Update zoning to allow light manufacturing and creative economy uses</b> compatible with residential and commercial neighborhoods in appropriate areas of the city.	Zoning Change		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD	Redevelop underutilized industrial areas



#LOWELL  
THERE'S A LOT TO LIKE.

TOMMY'S

SALES

LOWELL

TOMMY'S

SALES

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SALES

LOWELL



24

THE MERRIMA

24

24

NO  
PARKING  
EXCEPT  
AS SHOWN  
ON  
SIGN

09

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Topic: Housing

Goal 1:

# Plan for equitable and accessible growth

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Engage communities to identify priority development sites for multifamily housing</b> with the goal of increasing density in key areas that can be well-served with alternative transportation options, especially within and near neighborhood centers.	New Study and Plan		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, NMCOG	
2	<b>Develop a funding pipeline to acquire, finance, and develop sites with a high capacity for multifamily</b> from parking lots to adaptive reuse. This could be facilitated by a public-private partnership with nonprofit or for-profit developers.	City Program, New Study and Plan		New Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD, Local Property Owners/Developers	
3	<b>Allow housing or mixed use projects in the Regional Retail District</b> to increase housing near jobs while retaining the economic vitality of these districts.	City Program		Zoning Change	Near Term (0 - 5 yrs)	City of Lowell—DPD	
4	<b>Document projected and actual infrastructural impacts for major developments.</b> Seek state and federal grants to improve infrastructure including water, sewer, transportation as needed.	City programs and operations		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD DPW	
5	<b>Prioritize the sale of city properties to support the creation of housing at all income levels.</b>	City programs and operations		New Initiative	Near Term (0 - 5 yrs)	City of Lowell - DPD; Law Department	
6	<b>Participate in regional initiatives such as At Home in Greater Lowell that include plan development, implementation, and community engagement activities and education.</b>	Regional Partnership		Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell - DPD; NMCOG	

← Photo Credit: Utile



Topic: Housing

Goal 2:

# Develop homes for all types of households and individuals

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Adjust zoning regulations to allow needed housing typologies</b> including Single Room Occupancy (SRO), micro units, accessible units, and adding bonus density for missing “starter home” unit types such as townhomes.	Zoning Change	New Study and Plan	Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD, NMCOG	All
2	<b>Expand housing choice in all residential areas</b> by building consensus around an Accessory Dwelling Unit ordinance and identifying areas where contextually-appropriate mixed-use nodes could provide more diverse housing options and improve connectivity between residences and neighborhood businesses.	Zoning Change	New Study and Plan	Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	
3	<b>Encourage housing typologies that include universal design to support aging in place</b> as part of new developments and major renovations of existing buildings, especially in walkable and transit-served locations. Develop policies that specifically support senior populations, such as growing programs that add universal accessibility, aging in community, and accessibility to existing and new housing.	Local Partnership		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD	
4	<b>Continue to work with developers of all types of low-income housing with an emphasis on missing age groups and AMI ranges.</b>	Local Partnership, Other Regulatory/ Policy		Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	



Topic: Housing

Goal 3:

# Improve housing quality

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Create a well-funded program that could provide no-interest home improvement loans</b> targeted toward improving quality of homes occupied by low-income tenants while preserving the affordability of those rentals. Identify key neighborhoods that are in danger of decline.	City Program		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD	
2	<b>Identify additional resources to enforce city codes for residential property (inspectional services).</b> Enforce and enhance minimum housing requirements and building codes, including HOME-funded low-income housing and other types of housing.	City Program		Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	
3	<b>Work with National Grid to understand how many units and of what tenure could benefit from retrofits, and develop a program to target the gap, especially among rental units.</b>	Other Regulatory/ Policy		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD, DPW (Sustainability)	
4	<b>Stabilize neighborhoods through reconstruction and improvement of streetscapes.</b> Support community-based initiatives in each neighborhood that will contribute to and improve the quality of life such as beautification and public art efforts.	Local Partnership		Ongoing Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD, DPW; Local Partnerships (CBA, Neighborhood Groups)	



Topic: Housing

Goal 4:

# Eliminate homelessness and reduce housing insecurity

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Study and develop a Housing First incentive zone located near transit and well-connected areas or service providers.</b>	Zoning Change		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD	
2	<b>Increase funding and expedited permitting for qualified providers,</b> particularly those associated with targeted sites. Dedicate funding commitments, with a focus on leveraging HOME ARP funding if awarded, and identify additional funding sources.	Capital Investment		Other Regulatory/ Policy, Capital Investment	Near Term (0 - 5 yrs)	City of Lowell—DPD	
3	<b>Implement recommendations within City Manager’s Task Force on Homelessness and Sustainable Housing Action Plan and Final Recommendations.</b>	Regional Partnership	Local Partnership	Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—City Manager’s Office, DPD, Local Partnerships	
4	<b>Enhance program coordination among local, regional, and state providers</b> by creating a new staff position dedicated to housing stability.	City Program		New Initiative	Near Term (0 - 5 yrs)	City of Lowell—City Manager’s Office, DPD	
5	<b>Initiate a Housing Needs Awareness Campaign</b> to inform and educate about the affordable housing shortage, share programs and policies to support housing production, and discuss perceptions around homelessness in Lowell.	City Program		City Program, Community Outreach	Near Term (0 - 5 yrs)	City of Lowell—City Manager’s Office, DPD	



Topic: Housing

Goal 5:

# Provide housing options for households that make low- and very low- incomes

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Develop an Affordable Housing Trust Fund (AHTF) to help streamline the process of getting housing for those in need</b> while also reducing red tape. This AHTF should include a 5-year Strategic Plan to guide the Trustees' decision-making.	City programs and operations		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—City Manager's Office, DPD	
2	<b>Conduct an in-depth inventory of subsidized units</b> including type, price point, and Subsidized Housing Inventory (SHI) status.	Other Regulatory/ Policy		Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	
3	<b>Develop a strategy and a fund that can preserve affordability of expiring deed-restricted units,</b> including continued use of the Housing Rehabilitation program, and that can create additional affordability with the First Time Home-Buyers Program (FTHB).	City Program		New Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD	
4	<b>Conduct an Inclusionary Zoning (IZ) market study and develop an appropriate IZ ordinance</b> including consideration of variety standards and/or an overlay.	Zoning Change	New Plan or Study	Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	



Topic: Housing

Goal 6:

# Expand and create new opportunities for affordable homeownership

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Leverage and expand federal community planning and development entitlement funds such as CDBG and HOME</b> that assist first time home buyers to encourage young adults and families to remain in, or move to, Lowell. Work with banks for lower-interest loan programs for first-time low-income homebuyers.	City Program		Ongoing Initiative	Medium Term (5 - 10 yrs)	City of Lowell—DPD	



Topic: Housing

Goal 7:

# Ensure fair housing policies and practices

Indicators of progress:

1. Increase total number of housing units to 46,950 (or +3,150) by 2030, and to 47,950 (or +4,150) by 2040
2. Produce 800 new affordable housing units by 2030, and 1,050 by 2040
3. Reduce total number of households lacking kitchens and lacking plumbing from 958 to near zero by 2040
4. Reduce percentage of cost-burdened households from 40% to 32% by 2040
5. Reduce percentage of severely cost-burdened households from 19% to 16% by 2040
6. Achieve a healthy housing unit vacancy rate of 6%

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Develop a Fair Housing Plan</b> that utilizes and monitors Home Mortgage Disclosure Act (HMDA) data and discrimination reports, and then evaluates the equity of the City's zoning.	New Study and Plan		Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—DPD	
2	<b>Ensure all notices are translated into all languages spoken broadly by the Lowell community,</b> and ensure that they are accessible to those without access to technology and those with disabilities. Develop targeted marketing campaigns for specific groups, recognizing cultural and media consumption differences rather than a single campaign for all groups.	City programs and operations	Community Outreach	Ongoing Initiative	Near Term (0 - 5 yrs)	City of Lowell—City Manager's Office, DPD	



COMMUNITY TEAM WORK  
165 Merrimack Street  
Entrepreneurship Center  
Financial Education Center

BON MARCHÉ  
Community Teamwork Inc.  
Lowell Public Schools  
1850





Topic: Mobility

Goal 1:

# Safe, equitable and connected mobility network that accommodates all users including walkers, riders, drivers, bikers, and rollers

Indicators of progress:

1. Decrease the share of Lowellians who drive alone to work from 74% single occupancy to 60% of total trips by 2040
2. Increase utilization of public parking garages to 85% by 2040
3. Reduce serious/fatal crashes of all types (vehicular, motorcycle, bicycle, pedestrian) to zero crashes by 2040
4. Build 36 lineal miles of on-street bicycle infrastructure by 2040
5. Repair, replace, or construct 65 miles of sidewalks throughout the city by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Prioritize improving sidewalk quality and pedestrian crossing safety projects</b> along key pedestrian routes of higher demand, higher levels of ADA need, and to/from higher ridership transit stops.	Capital Investment		Existing/ Ongoing Initiative	Medium Term (5 - 10yrs)	City of Lowell, LRTA	Connect nodes
2	<b>Adopt Vision Zero and create a Vision Zero Safety Action Plan for Lowell.</b>	City programs and operations		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD	NA
3	<b>Prioritize implementing 2021 GoLowell proposed bike network.</b> Evaluate which projects require parking and sidewalk tradeoffs/ considerations. Identify which projects require curb removal and additional funding.	Capital Investment	New Study and Plan	Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD	Connect nodes
4	<b>Extend Bruce Freeman Rail Trail into Lowell.</b> Begin process with abutters to engage and study feasibility.	New Study and Plan		New Initiative	Near Term (0 - 5yrs)	MassDOT, City of Lowell—DPD, MassTrails	Leverage riverfront and canal



Topic: Mobility

Goal 2:

# Provide convenient access to and navigation toward transportation options

Indicators of progress:

1. Decrease the share of Lowellians who drive alone to work from 74% single occupancy to 60% of total trips by 2040
2. Increase utilization of public parking garages to 85% by 2040
3. Reduce serious/fatal crashes of all types (vehicular, motorcycle, bicycle, pedestrian) to zero crashes by 2040
4. Build 36 lineal miles of on-street bicycle infrastructure by 2040
5. Repair, replace, or construct 65 miles of sidewalks throughout the city by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Implement policies and strategies from 2021 City-wide parking study</b> to assure parking availability and incentives for modeshift.	Capital Investment	New Study and Plan	New Initiative	Near Term (0 - 5yrs)	City of Lowell, DCR	Connect with Downtown
2	<b>Improve trails wayfinding signage to and from activity centers.</b> Examine needs and make plans and designs to install signage in appropriate locations.	City programs and operations		Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, Parking Department	NA
3	<b>Develop a multilingual, digital and non-digital communication strategy</b> for both wayfinding and informing people about transportation options and circulation routes.	New Study and Plan		Modified or Expanded Initiative	Near Term (0 - 5yrs)	LRTA, City of Lowell, and employer partners	Connect nodes



Topic: Mobility

Goal 3:

# High-quality, reliable transit, and incentives for utilizing transit options

Indicators of progress:

1. Decrease the share of Lowellians who drive alone to work from 74% single occupancy to 60% of total trips by 2040
2. Increase utilization of public parking garages to 85% by 2040
3. Reduce serious/fatal crashes of all types (vehicular, motorcycle, bicycle, pedestrian) to zero crashes by 2040
4. Build 36 lineal miles of on-street bicycle infrastructure by 2040
5. Repair, replace, or construct 65 miles of sidewalks throughout the city by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Collaborate with LRTA to implement GoLowell recommended Cross-town and Downtown Connector routes.</b>	Regional Partnership		Existing/ Ongoing Initiative	Near Term (0 - 5yrs)	LRTA	Connect nodes
2	<b>Collaborate with LRTA to finalize bus reliability projects along Thorndike Street for getting service in and out of Gallagher Transit Terminal.</b> Prioritize areas with high concentrations of zero vehicle households and neighborhoods where there are higher levels of transit dependency.	Regional Partnership	Capital Investment	New Initiative	Medium Term (5 - 10yrs)	City of Lowell, MassDOT, LRTA	Connect nodes
3	<b>Coordinate with LRTA to make the Sunday bus service pilot permanent to help service worker commutes and non-commuters users of transit for errands, shopping, and entertainment.</b>	City Program	Local Partnership	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell, LRTA	
4	<b>Collaborate with LRTA to create a capital improvement plan to improve bus stop accessibility and comfortability.</b> Study quality of bus stop amenities and their distribution across the city.	Regional Partnership		Modified or Expanded Initiative	Near Term (0 - 5yrs)	LRTA	Connect nodes
5	<b>Implement TDM (Transportation Demand Management) program in the GoLowell Plan</b> starting with City staff and then expanding programs to large employers. Assure that new large employers have TDM programming, especially those further away from transit.	New Study and Plan		New Initiative	Medium Term (5 - 10yrs)	City of Lowell - DPD, LRTA	Connect nodes
6	<b>Initiate a public transportation education and awareness campaign</b> to promote public transport usage and expand awareness of social, economic and environmental benefits that public transportation brings.	City Program	Local Partnership	New Initiative	Near Term (0 - 5yrs)	City of Lowell - DPD, Office of the City Manager	



Lady Maria

694

Hair Nails

Lady Maria Hair Salon

Walk-In Welcome

978.726.3154

978.726.3164

Hei Elvis CONVENIENCE

POPcorn

BEER

SOFT DRINKS

ICE CREAM

PIZZA

LOS MONSTROS BARBER SHOP

LOS MONSTROS BARBER SHOP

HAIR AND BEARD CARE

978.726.3174





Topic: Economic Development

Goal 1:

# Downtown revitalization

Indicators of progress:

1. Increase number of locally-owned businesses
2. Number of programs/grants and dollar amount in terms of grants or technical assistance to businesses that self-identify as minority-owned
3. Number of self-identified minority owned-businesses on a monthly basis by tracking folks who we help in-person or by email
4. Obtain pedestrian traffic software; track pedestrian activity downtown and in all neighborhood nodes with goal of increasing by 50% by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Identify space, design, and infrastructure needs by Downtown Lowell businesses;</b> revisit regulations to allow for more modern and efficient commercial space designs; consider making outdoor seating a permanent initiative.	City programs and operations		Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development)	Grow Downtown
2	<b>Test and implement actions to reduce commercial vacancies</b> in a way that both aligns with residents’ desires and can increase foot traffic. Iterate tests based on feedback received.	City programs and operations		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development)	Grow Downtown
3	<b>Work in collaboration with our educational partners UML and MCC,</b> to continue promoting Lowell’s local businesses and incentivize students to frequent Downtown.	Local Partnership		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development), MCC, UML	
4	<b>Create a 24-7 Downtown Plan</b> that studies conversions of vacant office buildings into residential use, and continue to collaborate with other local, state, and federal economic development entities to identify funding opportunities to revitalize historic buildings.	New Study and Plan	Local Partnership	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development)	Grow Downtown

← Photo Credit: Utile



Topic: Economic Development

Goal 2:

# Promote, support, and grow Lowell’s local businesses

Indicators of progress:

1. Increase number of locally-owned businesses
2. Number of programs/grants and dollar amount in terms of grants or technical assistance to businesses that self-identify as minority-owned
3. Number of self-identified minority owned-businesses on a monthly basis by tracking folks who we help in-person or by email
4. Obtain pedestrian traffic software; track pedestrian activity downtown and in all neighborhood nodes with goal of increasing by 50% by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Create a comprehensive branding and marketing program promoting local businesses.</b> Coordinate with departments including Economic Development and CASE, and with producers and hosts of cultural events and programs. Emphasize support of local business community.	Local Partnership	City Program	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development), CASE, UML’s Marketing and Social Policy professors and students	
2	<b>Establish partnerships and programming to support small businesses</b> with provision of technical assistance, access to funding, and networking for small businesses, with targeted focus on supporting business owners in minority and immigrant communities and start-ups created by local educational institutions.	Local Partnership	Regional Partnership		Near Term (0 - 5yrs)	City of Lowell—DPD (economic development), UML, MCC	
3	<b>Fund retail incubators/pop-ups, not just in Downtown, but throughout the city.</b>	City programs and operations		Existing/ Ongoing Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development)	Enhance neighborhood centers
4	<b>Expand the City’s Storefront Improvement Program to assist Lowell’s local businesses in improving commercial spaces.</b>	Local Partnership	City Program	New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (economic development), Office/ Anchor Institutions	Enhance Downtown + neighborhood centers
5	<b>Increase funding and/or tax incentives for businesses looking to relocate to/within Lowell as they grow.</b>	Regional Partnership	City Program	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development), Mass. Supplier Diversity Office, Lowell-based businesses	
6	<b>Expand opportunities to become certified vendors for government procurement opportunities.</b> Work with Mass Supplier Diversity Office and Lowell-based businesses.	Local Partnership		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (economic development), Office/ Anchor Institutions	
7	<b>Incentivize anchor institutions to purchase from local businesses</b> to support small business growth and drive associated hiring.	Local Partnership		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (economic development), Office/ Anchor Institutions	Leverage anchor institutions



Topic: Economic Development

Goal 3:

# Expand commercial and industrial opportunities and increase job opportunities for Lowell residents

Indicators of progress:

1. Increase number of locally-owned businesses
2. Number of programs/grants and dollar amount in terms of grants or technical assistance to businesses that self-identify as minority-owned
3. Number of self-identified minority owned-businesses on a monthly basis by tracking folks who we help in-person or by email
4. Obtain pedestrian traffic software; track pedestrian activity downtown and in all neighborhood nodes with goal of increasing by 50% by 2040

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Identify and create areas for redevelopment</b> through the implementation of the Ayer City Urban Renewal Plan and Brownfields Program.	Other Regulatory/ Policy		Existing/ Ongoing Initiative		City of Lowell—DPD (project management)	Redevelop underutilized industrial areas
2	<b>Enhance workforce development initiatives.</b> Build a pipeline of talent for jobs in industrial mixed-use districts and establish programs with anchor institutions to create an education-workforce pipeline.	City programs and operations	Local Partnership	Modified or Expanded Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development) Anchor institutions	Strengthen educational anchors
3	<b>Development initiatives increasing the attractiveness of talent in Lowell in collaboration with anchor institutions.</b>	Local Partnership		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (economic development, UML, MCC)	Leverage and strengthen institutional anchors
4	<b>Study space and infrastructure needs of new businesses and plan for how city can accommodate these needs.</b>	City programs and operations	Local Partnership	New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD (economic development), UML, MCC	





Topic: Energy, Climate, and Environment

Goal 1:

# Achieve carbon neutrality by 2050

Indicators of progress:

1. Reduce carbon emissions from buildings citywide by 50% vs. 1990 baseline levels by 2030
2. Reduce carbon emissions from buildings citywide by 75% vs. 1990 baseline levels by 2040
3. Increase publicly available EV charging infrastructure by 50% vs. FY 23 baseline
4. Increase the total installed solar infrastructure by 50% vs. FY 23 baseline
5. Increase the number of households utilizing decarbonized energy sources

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<p><b>Reduce energy consumption in existing buildings and new construction by:</b></p> <ol style="list-style-type: none"> <li>1. Creating and implement a Climate Action and Resilience Plan for Lowell</li> <li>2. Building capacity within Sustainability division</li> <li>3. Creating an emissions reduction toolbox for use by residents, small businesses, and larger commercial properties to help them connect with resources</li> <li>4. Review current permitting and review processes to ensure they align with emissions reduction goals</li> <li>5. Exploring and adopting zoning changes to promote climate smart buildings and higher levels of green building design</li> <li>6. Maintaining and expanding the work of Lowell's Energy Advocate to connect residents and small businesses with Mass Save programs</li> <li>7. Initiating an engagement strategy for building owners, managers and occupants to accelerate decarbonization of existing buildings</li> </ol>	City Program		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPW (sustainability)	NA
2	<p><b>Invest in and promote adoption of clean energy sources by:</b></p> <ol style="list-style-type: none"> <li>1. Increasing the total installed solar infrastructure by 50% vs. FY 23 baseline</li> <li>2. Promoting education of Community Choice Aggregation citywide</li> <li>3. Exploring on-site power generation from city assets</li> </ol>	City programs and operations		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPW (sustainability)	NA
3	<p><b>Reduce GHG emissions in Transportation by:</b></p> <ol style="list-style-type: none"> <li>1. Expanding existing publicly accessible EV charging infrastructure to include locations beyond the downtown area</li> <li>2. Making new construction EV ready</li> <li>3. Expanding municipal solar installations across school, parking, and municipal properties, and expanding EV fleet citywide</li> <li>4. Ensuring safe and quality pedestrian and bike infrastructure</li> </ol>	City programs and operations		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPW (sustainability)	NA



Topic: Energy, Climate, and Environment

Goal 2:

# Building Resilience

Indicators of progress:

1. Reduce carbon emissions from buildings citywide by 50% vs. 1990 baseline levels by 2030
2. Reduce carbon emissions from buildings citywide by 75% vs. 1990 baseline levels by 2040
3. Increase publicly available EV charging infrastructure by 50% vs. FY 23 baseline
4. Increase the total installed solar infrastructure by 50% vs. FY 23 baseline
5. Increase the number of households utilizing decarbonized energy sources

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<p><b>Build resilient districts and microgrids by:</b></p> <ol style="list-style-type: none"> <li>1. Ensuring an equitable process and outcomes of the Lowell networked geothermal pilot project, including stakeholder engagement, reduced energy burdens, public health benefits and community ownership</li> <li>2. Expanding networked geothermal in densely populated neighborhoods</li> </ol>	City programs and operations		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPW (sustainability)	NA
2	<p><b>Implement recommendations set forth in updated Municipal Vulnerability Preparedness Plan and the Resilient Urban Forest Master Plan and Urban Heat Island Assessment.</b></p>	City programs and operations		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPW (sustainability)	NA



Topic: Energy, Climate, and Environment

Goal 3:

# Promote clean energy economy

## Indicators of progress:

1. Reduce carbon emissions from buildings citywide by 50% vs. 1990 baseline levels by 2030
2. Reduce carbon emissions from buildings citywide by 75% vs. 1990 baseline levels by 2040
3. Increase publicly available EV charging infrastructure by 50% vs. FY 23 baseline
4. Increase the total installed solar infrastructure by 50% vs. FY 23 baseline
5. Increase the number of households utilizing decarbonized energy sources

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<p><b>Develop clean energy workforce in the city by:</b></p> <ol style="list-style-type: none"> <li>1. Supporting for the development of existing and new clean energy companies in the city</li> <li>2. Working with Mass CEC to design and coordinate a Lowell specific program</li> </ol>	New Study and Plan		New Initiative	Medium Term (0 - 5yrs)	City of Lowell—DPW (sustainability)	N/A



Topic: Energy, Climate, and Environment

Goal 4:

# Energy Equity: ensure that decarbonization goals do not result in a disproportionate increase in energy burdens for our most vulnerable residents

Indicators of progress:

1. Reduce carbon emissions from buildings citywide by 50% vs. 1990 baseline levels by 2030
2. Reduce carbon emissions from buildings citywide by 75% vs. 1990 baseline levels by 2040
3. Increase publicly available EV charging infrastructure by 50% vs. FY 23 baseline
4. Increase the total installed solar infrastructure by 50% vs. FY 23 baseline
5. Increase the number of households utilizing decarbonized energy sources

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<p><b>Reduce energy poverty and protect consumers from deceptive clean energy products by:</b></p> <ol style="list-style-type: none"> <li>1. Focusing on supporting residents that are vulnerable to energy poverty with resources such as information on discount rates being available for income eligible residents.</li> <li>2. Assessing baseline levels of weatherization completed in qualified census tracts and recommend an action plan to increase participation</li> <li>3. Maintaining and expanding the work of Lowell’s Energy Advocate to connect residents with arrearage management and forgiveness programs, fuel assistance, community choice aggregation, and Mass Save programs</li> <li>4. Develop resources that educate, inform and protect residents from deceptive marketing of renewables, including misleading or unsubstantiated “green” claims made by companies to their customers</li> </ol>	New Study and Plan		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPW (sustainability)	



Topic: Parks, Open Spaces, and Trails

Goal 1:

# Strengthen Social Resilience, Equity, Access, and Maintenance to and of Parks, Open Spaces, and Trails

Indicators of progress:

1. Number of playgrounds upgraded to be universally accessible
2. Linear feet of multi-use paths built
3. Dollars invested in open space per neighborhood
4. 15% or more tree canopy in each of Lowell’s eleven neighborhoods

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Equitably invest in and maintain open space facilities</b> including recreational facilities, open spaces, and trails in alignment with OSRP priorities, and to ensure inclusivity and accessibility for all ages and abilities.	Capital Investment		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, Parks Department	NA
2	<b>Improve physical access to parks and outdoor programs</b> by improving pedestrian and bicyclist infrastructure along key routes.	Capital Investment	New Study and Plan	New Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, DPW	NA
3	<b>Improve equitable communication about parks and outdoor programs</b> by reducing barriers to participation. Examples include: developing a multilingual wayfinding strategy and a language access center.	City programs and operations	Capital Investment	New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, Partners like UML, MCC, NPS, others	NA
4	<b>Prepare an open space master plan for the Pawtucket Canal and surrounding industrial/non-residential lands</b> (from Pawtucket Street at the Merrimack River to the Thorndike Street Bridge), considering both sides of the Pawtucket Canal.	New Study and Plan		Modified or Expanded Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, Parks Department, NPS	Leverage riverfront and canal



Topic: Parks, Open Spaces, and Trails

Goal 2:

# Strengthen Climate Resilience and Sustainability in Parks, Open Spaces, and Trails

Indicators of progress:

1. Number of playgrounds upgraded to be universally accessible
2. Linear feet of multi-use paths built
3. Dollars invested in open space per neighborhood
4. 15% or more tree canopy in each of Lowell’s eleven neighborhoods

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Plant trees along priority corridors and within urban heat islands</b> in alignment with the City’s Urban Forestry Plan.	City programs and operations		Existing/ Ongoing Initiative	Medium Term (5 - 10yrs)	City of Lowell—DPD, DPW, Parks Department	N/A
2	<b>Reduce impervious surfaces and install green infrastructure</b> , where applicable, to manage stormwater runoff and mitigate flooding, and create a maintenance plan.	Capital Investment	Other Regulatory/ Policy	New Initiative	Long Term (10 - 15yrs)	City of Lowell—DPD, DPW, Parks Department	N/A
3	<b>Initiate a public stormwater management awareness and education campaign</b> , in partnership with universities and nonprofits, to inform businesses and residents about effects of stormwater pollution on Lowell’s waterways and ways in which they can help reduce stormwater runoff.	Local Partnership		New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, DPW, Partners like UML, MCC, others	N/A









Topic: Arts and Culture

Goal 1:

# Leverage the arts and support creative placemaking in Lowell

Indicators of progress:

1. Increase number special events permits for usage of parks and parking garage revenue related to these
2. Number of new or added publicly accessible art pieces in each neighborhood
3. Increase revenue generated from state 6.5% meal tax

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Incorporate art and culture in mainstream planning initiatives</b> including public realm improvements and capital projects, larger economic development initiatives, and various communication/engagement campaigns.	Local Partnership	New Study and Plan	New Initiative	Near Term (0 - 5yrs)	City of Lowell—CASE, City Manager's Office, Mosaic Lowell	
2	<b>Support artists and creative makers of all ages, backgrounds, and income levels to participate in arts and cultural placemaking in Lowell.</b> Identify and address space and accessibility needs, financial barriers, marketing, and promotional networking.	Local Partnership	New Study and Plan	New Initiative	Near Term (0 - 5yrs)	City of Lowell—CASE, DPD	
3	<b>Support, align, and help implement priority goals and actions outlined in Mosaic Lowell Arts and Cultural Plan.</b>	City Program		New Initiative	Medium Term (5 - 10yrs)	City of Lowell—MassHire	



Topic: Arts and Culture

Goal 2:

# Support Lowell’s economic vitality through arts, culture, and creativity

Indicators of progress:

1. Increase number special events permits for usage of parks and parking garage revenue related to these
2. Number of new or added publicly accessible art pieces in each neighborhood
3. Increase revenue generated from state 6.5% meal tax

Order of Priority	Actions	Action Type/ Mechanisms	Supporting action type	Status	Timeframe	City Steward	Connection to Growth Strategy
1	<b>Develop and execute a marketing plan for the city</b> , coordinated with various City departments and partners, that includes arts, culture, businesses, and visitors.	New Study and Plan		Ongoing Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD (planning/zoning)	
2	<b>Revise zoning to support more arts-related uses such as studios and live/work spaces.</b>	Local Partnership	Zoning Update	New Initiative	Near Term (0 - 5yrs)	City of Lowell—DPD, CASE	All
3	<b>Create a sustainable initiative to lead and coordinate art, culture, and creative economy strategies and actions in Lowell.</b>	Local Partnership		New Initiative	Near Term (0 - 5yrs)	City of Lowell—CASE, Mosaic Lowell	



