



The Commonwealth of Massachusetts

Office of the Inspector General

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March 11, 2011

Mr. Bernard Lynch
Lowell City Manager
Lowell City Hall
375 Merrimack Street
Lowell, MA 01852

Dear Mr. Lynch:

In October 2009, the City of Lowell and the Lowell Police Department contacted the Office of the Inspector General and requested our assistance in determining whether the connection of a Chelmsford building's commercial sewer line into the Lowell sanitary sewer system was legal. In conducting this review, this Office's investigative staff worked in concert with Lowell Police detectives to gather necessary evidence, interview several individuals, and review voluminous public and private business records.

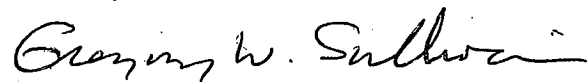
Based on our investigation, this Office has concluded that the sewer line was not authorized/approved by the City of Lowell, was not connected in accordance with the City of Lowell's Code of Ordinances: §§ 272-30 to 33 (see attachment #1), and was done in furtherance of a scheme by former City Councilman Alan Kazanjian to keep construction costs at a minimum while defrauding the City of Lowell and Town of Chelmsford rate payers.

The Middlesex County District Attorney's Office has declined to prosecute the case but has encouraged this Office to proceed with a public disclosure of the facts and circumstances surrounding the sewer line connection. Prior to the declination, the Middlesex District Attorney's Office requested that the City hold off on proceeding with civil measures regarding the termination of the illegal connection until its investigation was complete. I hope that this

investigative summary assists the City to make informed decisions on how to proceed in this matter.

If you have any questions or concerns, or if this Office can be of further assistance, please do not hesitate to contact me.

Sincerely,



Gregory W. Sullivan
Inspector General

attachments

cc: Chief Kenneth LaVallee, Lowell Police Department
The Honorable Gerard Leone, Middlesex District Attorney
The Honorable James Milinazzo, Mayor
Assistant United States Attorney, William Welch
The Massachusetts Division of Professional Licensure
The Massachusetts State Ethics Commission
Ms. Christine O'Connor, City of Lowell Solicitor
Ms. Lisa DeMeo, P.E. City of Lowell Engineer
Mr. Alan Kazanjian
Mr. Joseph DaSilva
Mrs. Linda DaSilva
Mr. Ronald Close, P.E.
Mr. Leo White, Professional Land Surveyor
Mr. Mark Young, LRWU Executive Director
Mr. Gregory Curtis, Esq.
Mr. James Pearson, P.E., Chelmsford DPW Director
Mr. Paul Cohen, Chelmsford Town Manager

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I. Introduction:

In the fall of 2009, employees from the Lowell Regional Wastewater Utility (LRWU) discovered that the sewer line from a commercial building located at 190 Middlesex Street, Chelmsford, MA (building) was connected into the Lowell sanitary sewer system. This information was relayed to the Lowell Engineering Department which ultimately reported it to the City Manager and to the City Solicitor. The City Engineer subsequently informed the City Manager that the building's sewer line was connected without the proper approval of the Executive Director of the LRWU and the Lowell City Council as required by the Code of Ordinances for the City of Lowell.

II. Background:

From January 2008 to December 2009, Alan Kazanjian served as a Lowell City Councilman and also was the Chairman of the Lowell Zoning Board of Appeals from 2002 to 2007. He is a longtime developer and property owner in the City of Lowell. He and his business entities hold multiple properties and his business Kazanjian Enterprise, Inc. (Kazanjian) has developed several Lowell parcels from 2001 to the present. In 2008, the site at 190 Middlesex Street, Chelmsford, MA was owned and developed for commercial use by Kazanjian. Kazanjian entered into a contract with Mr. and Mrs. Joseph DaSilva, owners of J&L Cable TV Services, Inc. to build a fifteen-thousand six hundred forty-eight (15,648) square foot commercial building on the site for approximately one-million four hundred thousand dollars (\$1.4 million). On January 7, 2009, the property was officially sold by Kazanjian to L&J Property Management, LLC which is controlled by Ms. Linda DaSilva. During the construction period for the development of the Chelmsford property, Mr. Kazanjian served as a Lowell City Councilman.

As part of the development process, Kazanjian had several sets of site plans prepared and presented to the Chelmsford Planning Board and various Town departments as part of the approval process for the development. These plans all were stamped by Mr. Leo White, a professional land surveyor (land surveyor) and by Mr. Ronald Close, a professional engineer (professional engineer). Each stamped site plan for the Chelmsford building reflected a planned sewer connection through the Lowell sanitary sewer system. None of the Kazanjian plans reviewed by this Office reflected a tie-in through the Chelmsford sewer system.

When Kazanjian was nearing completion of the development, he was obligated to obtain a certification of occupancy from the Town of Chelmsford. One of the requirements of the certificate of occupancy was Kazanjian's submission of proof that the building had received approval to connect and had been connected to a public sanitary sewer system. Chelmsford issued the certificate of occupancy to Kazanjian on July 21, 2009 (see attachment #2). It is the understanding of this Office that since the building was tied into the Lowell sanitary sewer system as opposed to the Town of Chelmsford's system, Chelmsford did not review

documentation regarding the tie-in to ensure that the sewer tie-in was properly approved by Lowell.

On April 17, 2008, over fifteen (15) months prior to the issuance of the building's certificate of occupancy, the Lowell Regional Wastewater Utility (LRWU) Executive Director received a signed and stamped letter with a set of plans from Kazanjian's professional engineer officially requesting permission to connect the building's sewer line into the Lowell sanitary sewer system. The professional engineer carbon copied the Lowell City Engineer, Ms. Lisa DeMeo, P.E., as well as the Lowell City Manager (see attachment #3). After receiving the letter, the LRWU Executive Director instructed the professional engineer in person and over the telephone that he did not have the authority to grant such a request. He advised him to seek the approval of the City of Lowell's Engineer before proceeding with the connection of the building's sewer line.

On May 22, 2008, the City Engineer denied the request by letter. However, the letter from the City Engineer was not sent directly to Kazanjian, but rather to Kazanjian's professional engineer (see attachment #4). The denial letter specifically states that,

"The property in question has access to Chelmsford's municipal Sewer System. As such, access to the Lowell system is unnecessary. Since the Chelmsford property has access to the Chelmsford system, your request for a connection to Lowell's system is denied."

The City Engineer informed investigators that she wrote this letter on behalf of and in consultation with LRWU Executive Director and the Lowell City Manager.

Despite being in direct receipt of Lowell's denial letter, Kazanjian's professional engineer continued to file several updated versions of site plans with the Town of Chelmsford's Planning Board and other municipal departments depicting the building's sewer line entering the Lowell sanitary sewer system.¹

In early June 2008, Kazanjian's professional engineer and project surveyor met with Chelmsford's Assistant Town Engineer to review the buildings' site plans and drainage calculations. Kazanjian was seeking certain waivers/special permits from Chelmsford's Planning Board. The meetings resulted in a set of requirements from Chelmsford's Engineering Division. One requirement was a condition that Kazanjian petition Chelmsford to connect to its sewer system if the City of Lowell denied Kazanjian access. The requirement states:

"11. The plans currently indicate sanitary sewer service directly entering the City of Lowell system. This office has no issue with the proposed connection. If the City of Lowell denies direct connection to their sanitary sewer system, the applicant will require approval from the town of Chelmsford for connection into its system." (see attachment #5).

¹ Due to the large physical size of the plans, they were not included as an attachment in this letter.

Another attempt to gain approval from the City to connect into the Lowell sanitary sewer system was made by Kazanjian's professional engineer by another letter that was sent to the LWRU Executive Director dated June 11, 2008. This letter went unanswered by the City of Lowell officials because the original denial was never withdrawn (see attachment #6).

At no time were Chelmsford officials notified by Kazanjian or his representatives that access to Lowell's sanitary sewer system had been denied. Instead, Kazanjian's professional engineer continued in his dealings with Chelmsford officials depicting that the site plans including the Chelmsford building's tie-in to Lowell's sewer system were accurate, up-to-date, and reliable.

On June 19, 2008, the Chelmsford Planning Board voted to approve the site plan indicating the Lowell tie-in. The certificate of decision was recorded with the Middlesex North Land Court October 7, 2008 (see attachment #7). In that four (4) month interval from approval to recording, neither Kazanjian nor his professional engineer corrected the record to reflect that there was no permit to tie-in to either municipalities' sewer systems.

Instead, in November 2008, Kazanjian hired a subcontractor, Mr. Alfred LeBlanc of LeBlanc General Contracting to handle the job of applying for the new sewer service permit and performing the trench work to construct a sewer connection for 1995 Middlesex Street, a vacant lot abutting the Chelmsford property. The permit was granted for new sewer service for 1995 Middlesex Street, Lowell, MA. Mr. Kazanjian instructed LeBlanc to pay for the permit with LeBlanc's business check.

LeBlanc then tapped into the Lowell sanitary sewer system, ran a sewer line and capped off the connection at Mr. Kazanjian's vacant lot abutting the construction of the Chelmsford building. LeBlanc's work was inspected by City of Lowell engineers. The City of Lowell charged a total of one-hundred seventy-five dollars (\$175.00) for the new sewer service permit. LeBlanc sent the permit to Kazanjian along with LeBlanc's invoice (see attachment #8). Ultimately, this sewer service was used as part of an illegal sewer line connection from the Chelmsford building to the Lowell system. The City of Lowell engineer told this office that if she had known that the intent of the permit was to cover the out-of-City building tie-in, the street opening permit for the new sewer service would never have been issued.

Moreover, this Office was not able to find information on file at the City of Lowell that Mr. Kazanjian had disclosed to the City Manager or any other authority there that he had had personal business before several City departments during this time period, a time period when he was serving on the Lowell City Council.

In December 2008, a Kazanjian representative filed for and received a commercial building sewer installation permit from the Town of Chelmsford's Sewer Commission. Attached to the application was a plan depicting the building's sewer line connecting into the Lowell's sewer system (see attachment #9).

On January 6, 2009, Mr. Kazanjian signed an easement drawn up by his attorney that was later filed at the North Middlesex Registry of Deeds for a sewer line to run from the Chelmsford building through the abutting property owned by Kazanjian in Lowell. The easement granted L&J Property Management, LLC (the DaSilvas) the right to gain access across the Lowell parcel owned by Mill View Estates, LLC (a limited liability corporation controlled by Mr. Kazanjian) for the Chelmsford building's sewer line. Both this easement and the deed to the property at 190 Middlesex Street in Chelmsford were transferred to the DaSilvas on January 7, 2009.

Once the easement was recorded, Kazanjian employees/subcontractors constructed a series of manholes for the connection of the building's sewer line into the Lowell sewer system through the capped line previously installed at 1995 Middlesex Street, Lowell, MA (see attachment #10). From January 2009 to July 2009, Kazanjian completed construction of the Chelmsford building including the illegal sewer hook-up into the Lowell sanitary sewer system. On July 21, 2009, the Town of Chelmsford issued a certificate of occupancy and J&L Cable officially opened for business shortly thereafter.

In this Office's opinion, Alan Kazanjian knowingly implemented a scheme to illegally tie-in to the Lowell sewer system in order to save on development costs and enhance the market value of his property located at 190 Middlesex Street, Chelmsford. Kazanjian/Mr. Kazanjian had significant sums riding on Lowell's approval of the tie-in. If forced to go through Chelmsford, Mr. Kazanjian's costs would have increased because sewage would have had to be pumped uphill by an electrical grinder pump system and would be reliant on the installation and proper functioning of an electrical pump. This grinder pump system would negatively impact marketability of the commercial property.

After nine (9) months of ownership, on October 9, 2009, the DaSilvas called Kazanjian's attorney to inquire as to why they had not received a sewer bill from the LRWU. The attorney called the LRWU Executive Director on October 13, 2009 with the intent on finding out the background on how much the LRWU was going to charge Kazanjian/the DaSilvas for the out-of-City tie-in/the betterment fee for the building and to see how the procedure was going to work for the issuance of the sewer bill. The attorney was informed by the LRWU Executive Director that the Chelmsford building could not be billed for the use of the Lowell sanitary sewer system because the City of Lowell had denied the requested sewer tie-in for this Chelmsford building in May 2008.

According to Kazanjian's attorney, this was the first time he or his client had heard of any denial by the City of Lowell. The attorney contends that Kazanjian's professional engineer never informed him that Lowell had denied his request for an out-of-City tie-in to Lowell's sewer system. Kazanjian's attorney asked the LRWU Executive Director for a copy of the May 22, 2008 denial letter, which was provided via facsimile.

In an interview with this Office, Mr. Kazanjian affirmed that he had first learned of the building's May 22, 2008 denial by the City of Lowell shortly after his attorney found out about the denial in October 2009.

III. Violations of Lowell Code

Kazanjian and its agents/subcontractors failed to follow the proper steps to ensure that the Chelmsford's building was properly connected to a municipal sanitary sewer system. None of the proper legal steps were undertaken by any of the parties involved and thus currently the building's sewer line is connected to the Lowell sanitary sewer system illegally.

Specifically, Lowell Code § 272-30. Permit to enter main drain or common sewer.

- A. The Executive Director of the Lowell Regional Wastewater Utility may grant written permits to any person to enter any main drain or common sewer heretofore built or which may be hereafter built or repaired under the authority of the City, provided that such person shall first pay the assessment and provided further that in the materials, constructing and maintaining of such particular drain he shall comply with the conditions that the Executive Director may prescribe.
- B. The authority of the Executive Director of the Lowell Regional Wastewater Utility to grant permits to any person to enter any main drain or public sewer shall be restricted to any area within the City, and any petitions for private sewer tie-ins without the City shall be first submitted to the City council for approval.

Neither Kazanjian nor any of its agents associated with the construction of the building received a written permit from the LRWU; paid the appropriate assessment to the City of Lowell; or provided evidence that such a sewer line connection complied with the conditions of the LRWU Executive Director. Nor did any party petition the Lowell City council for approval for the tie-in for a Chelmsford commercial development. Dating as far back as 1925, the Lowell City Council has received petitions from individuals and business entities with property both in and outside of the City of Lowell (see attachment # 11).

In the opinion of this Office, it is difficult to understand how Mr. Kazanjian, an experienced developer and a member of the Lowell City Council (the body that deliberates and decides whether to grant a request for an out-of-City sewer tie-in), failed to realize that this sewer connection had not been properly approved/authorized. Moreover, Mr. Kazanjian had direct knowledge that the only permit he held from the City of Lowell was to connect sewer service to his vacant lot which conveniently abutted his Chelmsford commercial development. In this case, contrary to other Lowell developments Kazanjian was involved with in which he personally applied for permits, he caused two independent entities - - his professional engineer and LeBlanc

General Contracting to make application to the City of Lowell regarding the sewer tie-in. Additionally, since the project's budget would be directly and significantly affected by the permitting and construction costs associated with connecting the sewer either in Chelmsford or Lowell, his claim not having been aware of the denial letter strains credulity.

Further, it is not believable that Kazanjian's professional engineer after having received a denial letter from Lowell's City Engineer would, on his own volition, continue to present site plans to Chelmsford's Planning Board depicting a sewer tie-in to Lowell. It seems highly unlikely that the professional engineer would not inform his employer, the entity paying for his professional services, of such a denial.

According to Lowell Code 272 § 31. Permit required for use of public sewer states:

- A. No unauthorized person shall uncover, make any connections with or opening into, use, alter or disturb any public sewer or appurtenance thereof without first obtaining a written permit from the Executive Director of the Lowell Regional Wastewater Utility.

Again, Kazanjian connected into the Lowell sanitary sewer system without first obtaining a written permit from LRWU Executive Director.

Furthermore, the development of the building did not comply with Lowell Code 272 § 32.

Classes of building sewer permits which states:

- A. There shall be two classes of building sewer permits: for residential and commercial service and for service to establishments producing industrial waste. In either case, the owner or his agent shall make application on a special form furnished by the City. The permit application shall be supplemented by any plans, specifications or other information considered pertinent in the judgment of the Executive Director. The application forms furnished by the City will be secured from the City Engineer.
- B. A permit and inspection fee for a residential, commercial, or industrial building sewer permit shall be paid to the City at the time the application is filed.

The original out-of-City request to tie-in to the Lowell sewer system should have been formally submitted on a permit application. This did not happen. In fact, Mr. Kazanjian had completed this process numerous times before in developing properties in Lowell. He knew the permit application process for in-City tie-ins. It stands to reason that an out-of-City tie would be more stringent and entail more scrutiny from City officials than an in-City tie in. Instead of completing a permit application with the City Engineer, the parties apparently relied on the original letter written by a professional engineer to the LRWU Executive Director. It is the understanding of this Office that even if the formal process had been followed, this sewer tie-in would still have been denied on the same grounds that Kazanjian's professional engineer's

request was denied, i.e. the parcel in Chelmsford had direct access to Chelmsford's sewer system.

Lastly, the development of the building and its sewer connection did not comply with Lowell Code 272 § 33. Payment of assessments, fees and costs; owner to indemnify the City, which states:

All assessments and fees shall be paid before a permit can be given under this Part 2. All costs and expense incident to the installations and connection, with the Executive Director's approval, of the building sewer shall be borne by the owner. The owner shall indemnify the City from any loss or damage that may directly or indirectly be occasioned by the installation of the building sewer.

Neither the City of Lowell nor the LRWU assessed Kazanjian or received payment for such an assessment fee because the developer never completed an application for a permit with the City Engineer, a sewer connection had never been authorized/approved, and the initial informal inquiry on behalf of Kazanjian's professional engineer had actually been denied by the City.

IV. The Cost difference of Connecting into Chelmsford's Sanitary Sewer System vs. Lowell's Sanitary Sewer System.

In December 2009, this Office requested that the Town of Chelmsford's Sewer Commission calculate an estimate of the fees that would have been assessed to an owner/developer of a new commercial building located at 190 Middlesex Street, Chelmsford, MA had one been properly connected to the Chelmsford sanitary sewer system. The Town's response was provided by its engineering firm, Weston & Sampson, Engineers, Inc. (W&S) in a memorandum dated January 7, 2010 (see attachment #12).

W&S calculated the capacity impact and the privilege fees based on the betterment assessment regulations to be fifty-six thousand nine-hundred twenty-five dollars (\$56,925) based on a twenty-five thousand (25,000) square foot commercial building. Given the true square footage of the Chelmsford building taken from the Chelmsford's Assessor's map of fifteen-thousand six-hundred forty-eight (15,648) and using W&S calculations, the capacity impact and privilege fees would have total thirty-five thousand six-hundred four dollars (\$35,604).

These fees would only grant the applicant the right to connect to the Chelmsford sanitary sewer system. It does not take into consideration the cost of labor and materials to construct the new sewer line from the building or the cost of the grinder pump system needed to connect into Chelmsford's pressurized sewer. Estimates on these costs vary widely. However, it is clear that the cost of connecting in Chelmsford is significantly higher than constructing a gravity-fed sewer line directly into the Lowell sanitary sewer system.

According to the Lowell City Engineer, if the City of Lowell had approved the building's out-of-City sewer tie-in, Kazanjian would have been responsible for approximately three-thousand four-hundred nineteen dollars (\$3,419) as a connection fee. This fee is substantially more than the original \$175 street opening-new sewer service permit fee that a Kazanjian subcontractor paid upfront to the City of Lowell or would have to pay the Town of Chelmsford.

V. Conclusion/Recommendations:

Based on the results of the investigation, it is the opinion of this Office that the sewer connection from the commercial building at 190 Middlesex Street Chelmsford, MA into the Lowell sanitary sewer system is illegal. This sewer connection was rejected by the City of Lowell in May 2008.

What is clear is that:

1. Kazanjian had completed the Lowell in-City sewer connection permitting process numerous times before for other projects he was affiliated with and he therefore knew the proper procedure in Lowell for obtaining permitting approval;
2. Kazanjian did not at the time pay nor has he since paid any fee toward obtaining a valid out-of-City sewer connection permit with the appropriate connection fee;
3. If Kazanjian had applied for an out-of-City sewer connection permit he would have been denied as evidenced by the May 2008 denial letter Kazanjian's professional engineer received;
4. Kazanjian "piggybacked" on a new sewer service permit that he received for an abutting vacant parcel to carry out the illegal Chelmsford sewer connection; and
5. Kazanjian was motivated by significant cost savings: a sewer tie-in through the Chelmsford system would have cost significantly more to permit, construct, and operate than gaining sewer access through the Lowell sewer system. Also, the installation of an electric grinder-pump system would have lowered the market value of the building.

In addition, we know Mr. Kazanjian hired and directed a subcontractor to take out a sewer opening permit for Lowell property owned by Kazanjian at 1995 Middlesex Street, Lowell, MA which at the time was a vacant parcel with no building. The permit was granted for that vacant lot only - - not for an out-of City sewer tie-in. Mr. Kazanjian failed to disclose to the proper City of Lowell officials that this sewer opening was part of a larger plan to connect the Chelmsford building to the Lowell sanitary sewer system. Each set of site plans that Kazanjian submitted to the Town of Chelmsford for the building showed the building's connection to the Lowell sewer system. However, these plans were not provided to the City of Lowell at the time the sewer opening permit for the abutting property was made. This lack of disclosure resulted in false and misleading information provided to the City of Lowell.

With permission to construct a sewer stub now in place for 1995 Middlesex Street, Lowell, MA, Kazanjian/Mr. Kazanjian was able to implement the rest of the scheme on a piecemeal basis. The scheme included the construction of the sewer stub, the creation of a sewer easement from the Chelmsford building across Kazanjian's abutting Lowell property, and the construction of the sewer line from the Chelmsford's property to the sewer stub. This easement plan had been disclosed to the Town of Chelmsford as part of the site plans, but it had not been divulged to the City of Lowell. Shortly after the easement and the Chelmsford parcel were transferred by Kazanjian to the DaSilvas, Kazanjian constructed a sewer line from the Chelmsford building across the abutting vacant Lowell parcel owned by Kazanjian to the previously capped sewer connection and into the Lowell sewer system.

As was previously highlighted, it is difficult to understand how Mr. Kazanjian, as an experienced developer in Lowell, the former Chairman of the Lowell Zoning Board of Appeals and as a member of the Lowell City Council failed to realize that this sewer connection had not been properly authorized/approved. This Office reviewed numerous other development projects implemented by Kazanjian that connected into the Lowell sewer system and in each case we found that Kazanjian obtained the proper authorizations/approvals, proper permitting was in place and all fees were paid.

Moreover, this Office has not found any evidence of any public disclosure by Councilman Kazanjian regarding any personal business interest he had before Lowell City Departments for 1995 Middlesex Street or any other matters pertaining to out-of-City sewer connection requests.

As the City of Lowell moves forward in deciding on the proper course of action in addressing this illegal sewer connection, this Office respectfully submits the following recommendations for consideration.

- The City should take appropriate enforcement actions against Kazanjian and its principals in accordance with the Lowell Code of Ordinances § 272-82 that provides for a civil penalty fine of up to five thousand dollars (\$5,000) a day for each sewer violation back to the first day of the violation (see attachment #13). Assuming conservatively that the violation first occurred on the date the building received its occupancy permit (July 21, 2009), the associated penalties/fines under the Lowell ordinance could potentially exceed three-million dollars (\$3.0 million) as of the date of this letter;
- The City/LRWU should work with the Town of Chelmsford to put in place a billing mechanism to obtain payment from the current building owner for the amount of waste water that has already been discharged into the Lowell sanitary sewer system through this illegal connection. The rate charged should be the applicable commercial rate for an out-of-City connection and a fee for assessing the appropriate capacity fee;
- The City should file complaints with the Massachusetts Division of Professional Licensure and the Board of Registration of Professional Engineers and Professional Land Surveyors regarding the actions of Ronald Close, Professional Engineer and Leo White,

Professional Land Surveyor. These individuals continued to draft plans with their professional stamps and submit them to the Chelmsford Planning Board indicating the building's sewer line connecting to the Lowell's sanitary sewer, all the while knowing that Lowell denied sewer access;

- The City should file complaints with the Massachusetts Department of Public Safety regarding the inactions of Alan Kazanjian and David Grey, his project construction supervisor as licensed construction supervisors for proceeding to construct the building's illegal sewer line without having confirmed the appropriate approvals by Lowell officials and getting the necessary permitting for an out-of-City sewer line connection; and
- The City should review the assessment and fee rate structure for these out-of-City sewer tie-ins. These rates have been in place and unchanged for decades and may not be reflective of the current economic/financial realities.
- This Office will forward a copy of this report to the State Ethics Commission for its review and determination of any matters pertaining to the Conflict of Interest Law, M.G.L. c. 268A.

This Office recognizes and commends the City of Lowell for implementing measures to improve the petition and approval process for in and out-of-City sewer line tie-ins. No longer are contractors and/or property owners able to get a street opening permit for a new sewer/water service simply by filing a permit request through the DPW. Applicants now must first go to the City's Engineering Department where plans must be submitted, reviewed and approved by the City Engineer before a permit can be issued. In addition to these positive changes, this Office recommends that measures also be implemented to ensure that all municipalities that are part of the LRWU have a closed loop communication process to ensure that no out-of-City tie-ins are performed without proper approval from the City of Lowell and the LRWU. Municipalities like Chelmsford should adopt a policy requiring a formal signoff from the LRWU before issuing a certificate of occupancy for a property that is not tied into the local sewer system.