



Springfield Regional Justice Center Update

June 24, 2025



DIVISION OF
CAPITAL ASSET
MANAGEMENT &
MAINTENANCE

Project Engagement

- DCAMM & TRC hosted Legislative and Building Stakeholder Briefings - March 14, 2025
- DCAMM & TRC attended the Springfield City Council Finance Committee meeting for public discussion - April 30, 2025
- DCAMM & TRC hosted an RFP Listening Session/Transaction Advisor Introduction Meeting - June 16, 2025, in Springfield
- DCAMM & TRC will host a meeting at the Springfield Office Building to provide an in-person update on the proposal review process in the Fall of 2025.

Anticipated Timeline

Task	Approximate Date
Issue RFP; advertise in accordance with c. 7C, §36	June 30, 2025
Q&A Session / Bidder's Conference	July 2025
Proposal Submission Deadline	October 2025
Proposal Selected	Early to Mid-2026
Lease Executed	Mid-2026

Proposers will be required to submit estimated timelines from Lease Execution to Project Completion with their proposal.

Transaction Advisor

- The AMB authorization requires DCAMM to seek to maximize competition in the public interest.
- DCAMM also heard from the public, stakeholders, and elected officials that maximizing competition was a top priority.
- DCAMM has hired Greystone Real Estate Advisory Group to help market the opportunity regionally and nationally.
- Greystone will also provide technical expertise and advise the Commonwealth during the review of proposals and selection of a developer partner.

Greystone's Approach to Maximize Competition

Strategic Market Outreach

Greystone's approach is designed to provide the resources to DCAMM to select the optimal proposal for the Springfield Regional Justice Center, through a targeted and competitive process.

Key Initiatives

- **Development of a Comprehensive Marketing Package**
 - Crafting a compelling and informative presentation to highlight project opportunities
 - Providing essential details to attract high-quality proposals
- **Targeted Local & National Engagement**
 - Implementing a strategic outreach plan to maximize competition, which engages both local and national developers to ensure a diverse and competitive pool of candidates
- **Leveraging Industry Affiliations & Associations**
 - Outreach to organizations experienced in Public-Private Partnerships (P3)
 - Connecting with industry leaders and associations specializing in the development and construction of public buildings to ensure knowledge of this unique opportunity

Any Questions?



Lindemann-Hurley Redevelopment Proposal
Final Project Proposal Presentation to AMB
June 24, 2025



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Agenda

- Project Overview, Context, and Goals
- Project & Transaction Description
- Public Engagement Conducted
- Alternative Disposition & Acquisition Process Details

Lindemann-Hurley Redevelopment: Project Overview

DCAMM proposes offering the 5.5-acre site of the Erich Lindemann Mental Health Center (“Lindemann Building”) and the Charles F. Hurley Building (“Hurley Building”) for redevelopment by a private developer for a mixed-use, residential development.

This includes the 222,000 sf Lindemann Building and the 347,000 sf Hurley Building, along with the plazas on Merrimac Street, Cambridge Street, and in the Central Courtyard.

DMH intends to continue to operate its residential and clinical treatment programs onsite, and the selected developer will be required to build new space onsite (or in very close proximity) to accommodate these programs as part of their development.



Lindemann-Hurley Redevelopment: Site & Project Context

Larger Site: The 5.5-acre site of the Lindemann and Hurley Buildings is part of the 8.5-acre Boston Government Services Center, originally planned by Paul Rudolph to include a tower (never built) for Health, Education and Welfare departments on the site now occupied by the Brooke Courthouse.

Prior Process: A portion of the site (the Hurley Building and much of the open space) was the subject of a prior AMB authorization for disposition in pursuit of Commonwealth office space and a lab development. The relationship with selected developer Legatt McCall was terminated by mutual assent in 2024.

Lindemann-Hurley Redevelopment: Project Goals

1. Improve state functions by:

- Obtaining modern, efficient, and effective **space for DMH's residential and clinical treatment programs** in the final development while maintaining **functional operations throughout** project phases
- Eliminating an ongoing **maintenance burden** for DCAMM as well as significant deferred maintenance liability for the Commonwealth

2. Address housing needs by generating a substantial amount of **new housing** production for **various income levels**

3. Improve site design by:

- Encouraging **adaptive reuse** that preserves architecturally significant aspects of the buildings and site
- Improving and integrating the site with the surrounding community and urban context

4. Promote sustainable design to advance decarbonization by:

- **Reducing operational carbon emissions** and utility consumption through efficiency, electrification, and modern climate control, electrical, and plumbing systems.
- **Reducing embodied carbon impacts** by adaptively reusing the existing structures to the maximum extent feasible, avoiding unnecessary demolition and new construction.

Lindemann-Hurley Redevelopment: Public Purpose & Public Benefit

The main public purposes of the Project are to:

1. Provide DMH with modern, efficient, and effective space for the residential and clinical treatment programs it currently operates onsite.
2. Address housing needs by generating a substantial amount of new housing production of various income levels.
3. Eliminate large capital maintenance liabilities from DCAMM's building portfolio.

Additional public benefits include:

- Improved energy performance
- Improved urban design
- A thoughtful approach to historic preservation
- Economic benefits
- Transit-oriented Development (TOD)

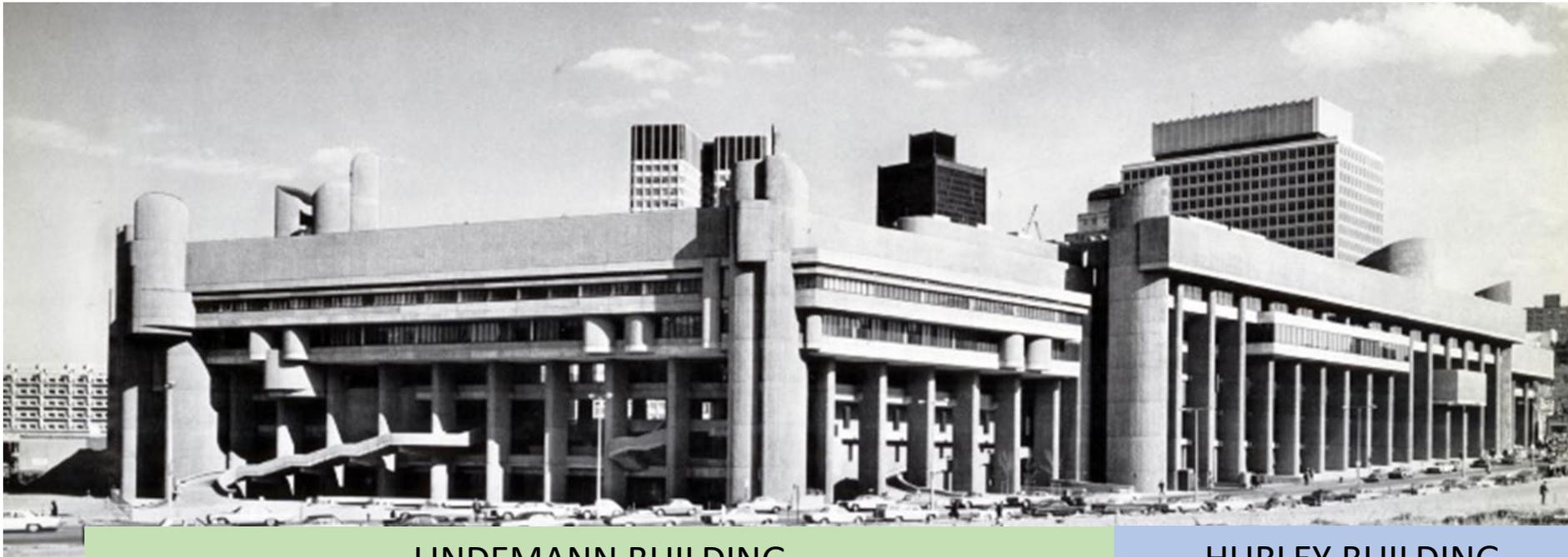
Project Description: Lindemann & Hurley Buildings

Erich Lindemann Building

- 222k GSF building; 80 parking spaces on Merrimac Plaza
- Contains many of the most historically significant design elements on the site.
- Houses Department of Mental Health (DMH) residential treatment programs
- **> \$250 M in capital renewal costs**

Charles F. Hurley Building

- 347k GSF building
- Shared garage contains 200 parking spaces
- Currently vacant; previously state offices
- **>\$300 M in capital renewal costs**



LINDEMANN BUILDING

HURLEY BUILDING

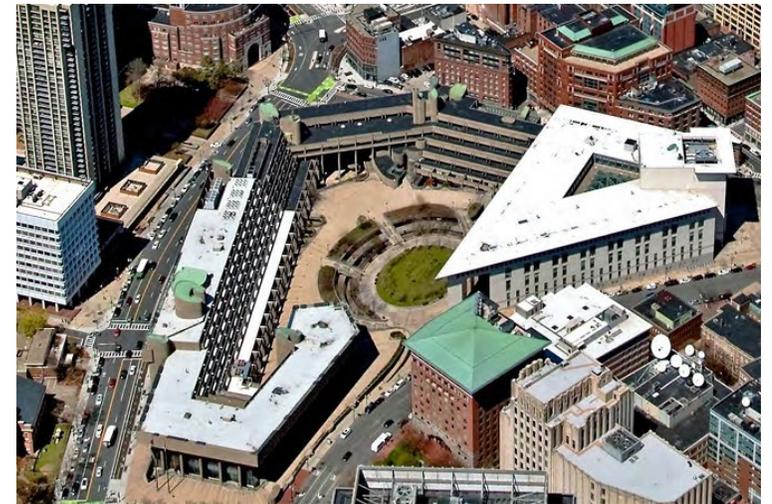
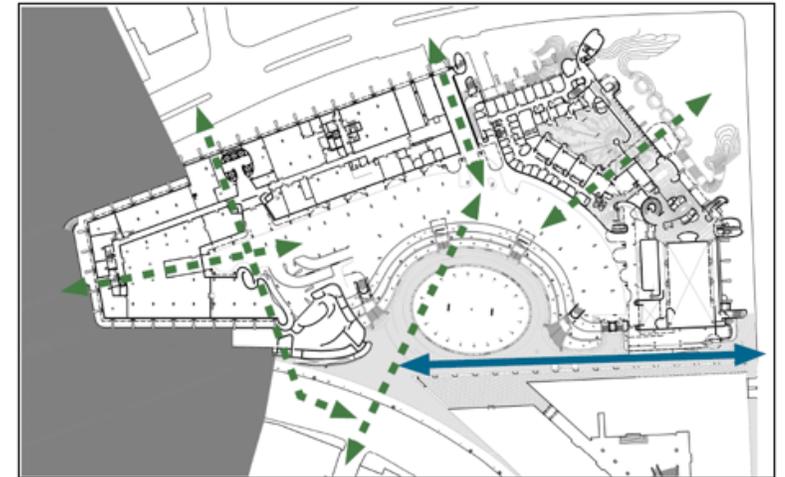
Project Description: Transaction Overview

The Commonwealth is proposing to **ground-lease** all or a portion of the site to a development partner.

Selected partner will be responsible for designing, permitting, financing, constructing, and operating the improvements.

DMH will take back space through a lease-back or condo arrangement.

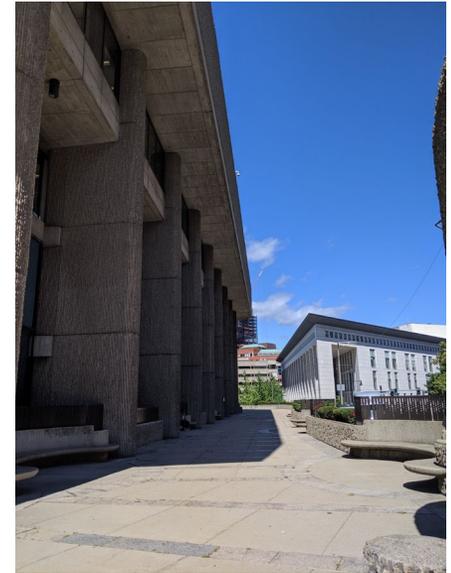
Any real estate value that a developer can create through this transaction can be used to offset DMH's occupancy costs on the redeveloped Site.



Project Description: Transaction Structure

Transaction Details:

- Offer a Long-term lease (up to 99 years)
 - Redevelopment Partner will lead planning, financing, and construction
- DMH space - options include:
 - Master lease portion of housing development
 - Assign rights to selected vendors procured by DMH to enter into such master leases
 - Obtain a condominium interest on a portion of the improvements
- Potential use of additional disposition authority (Affordable Homes Act)
 - Fee simple sale for “housing purposes”



Project Description: DMH Program Requirements

DMH program space requirements include:

- 120,000 GSF of upgraded space for long-term residential programs and permanent supportive housing
- Dedicated outdoor space, common space and gym/fitness center
- Secure and separate lobby; dedicated parking for staff and other healthcare service providers
- Designed and built to modern accessibility standards

Other site considerations and benefits:

- Redeveloping the entire site offers opportunity to address DMH needs and to minimize disruption to the vulnerable population.
- Preserving access to mental health services at this location is vital for the continuity of services .
- The site is proximate to transit and Mass General Hospital for the existing and new users of the site.
- The site is proximate to other critical clinical, social, and mental health services in the community.



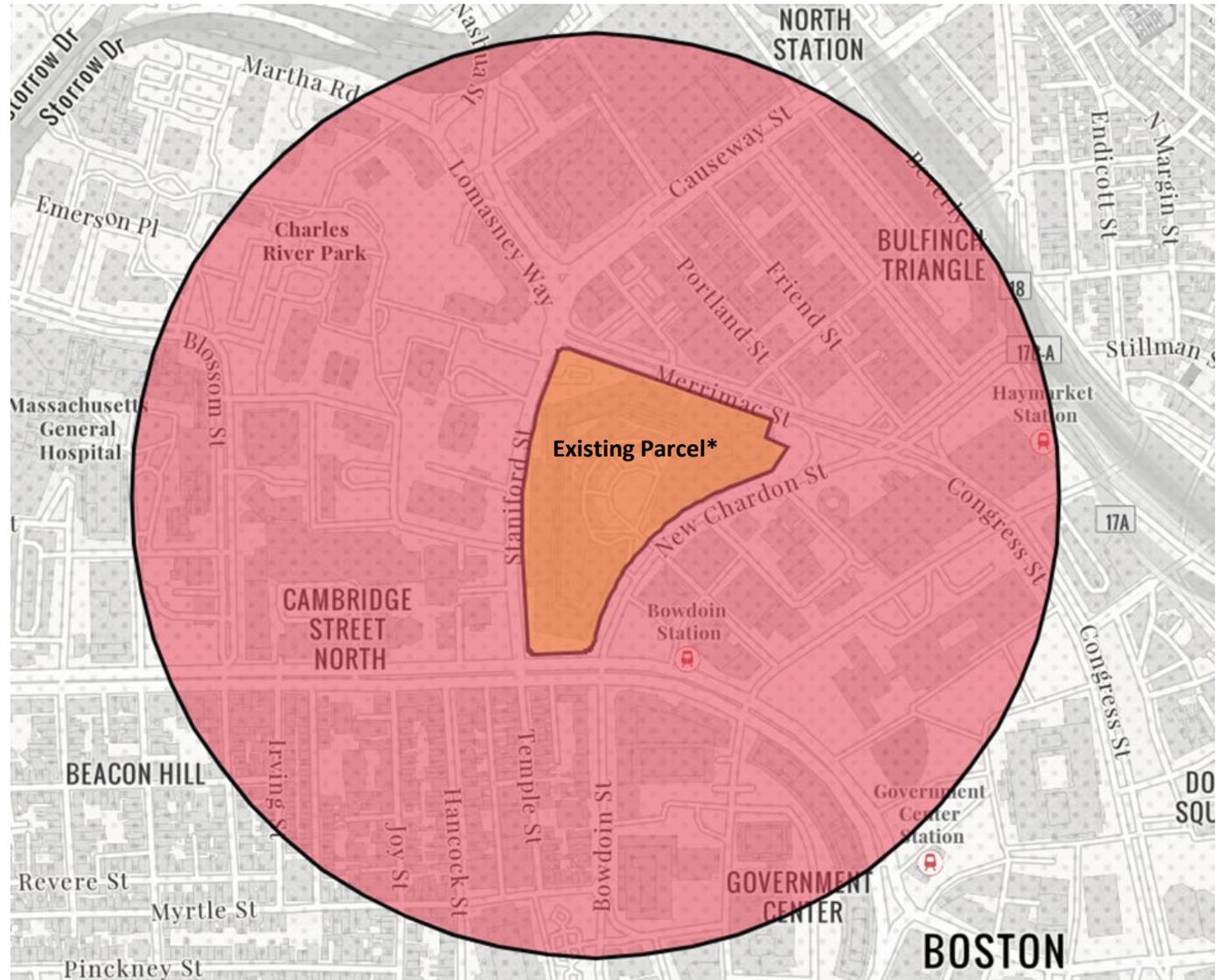
Project Description: DMH Program Location & Acquisition

Although DCAMM anticipates that the space that DMH will re-occupy as part of this Project will be located within the Disposition Site, DCAMM may accept offers for space within the City of Boston Central Business District, delineated on this map, that meet DMH's criteria. These criteria may include:

- proximity to public transit
- proximity to Government Center
- length of lease and other conditions and lease terms

DCAMM seeks authorization from the AMB to acquire such space outside of the Disposition Area, within the area shown in this map, if it is part of the proposal that DCAMM deems to be most advantageous to the Commonwealth.

Specifically, the Project seeks authorization to acquire not more than 150,000 gross square feet for a term not to exceed 99 years, including all term extensions.



*disposition property does not include the Brooke Courthouse



Project Description: Market & Financial Feasibility

Site & Neighborhood Fundamentals:

- The site is in a highly-attractive, high-profile location that is hugely underdeveloped.
- Current density of 2.4 FAR, in an area where recent developments have reached 18 FAR, including strong developer interest in residential development.

Housing Demand & Capital Market Interest

- Tight housing market contributes to investor demand for what is a relatively attractive sector.

Market Trends

- Given that a project of this scale will take several years to plan and permit, trends appear to be pointing in a direction that will strengthen the fundamentals over that predevelopment time period.

Housing Subsidies

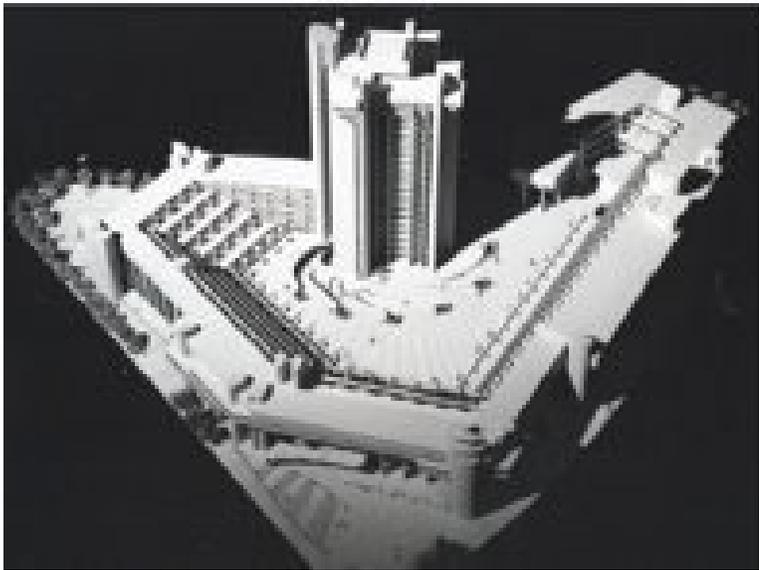
- DMH's onsite residential treatment programs may qualify for funding from supportive housing programs.
- Historic tax credits may be available.
- In 2023, Boston Mayor Michelle Wu created an office-to-residential conversion initiative to support owners and developers of existing commercial office building convert to much-needed residential units.

Utilizing private sector participation will allow the Commonwealth to densify the Site, enliven the Site, build private housing for Commonwealth residents, and assemble the team and resources necessary to significantly expand the building improvements onsite. Development sites of this size are quite rare in Downtown Boston, so this should be an attractive opportunity for well-respected, large development firms.

Project Description: Historic Preservation Considerations

DCAMM's approach to redevelopment will acknowledge the architecturally significant elements of the Lindemann-Hurley site, while bringing Paul Rudolph's vision into the 21st century.

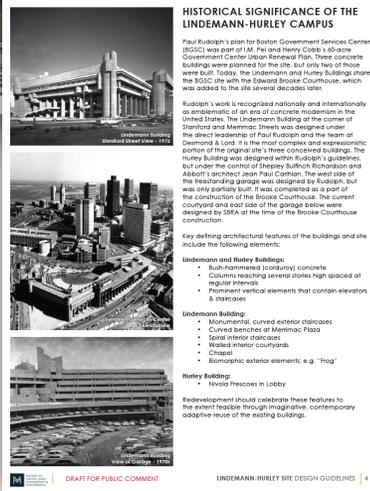
Rudolph's work is recognized nationally and internationally as representative of an era of concrete modern, brutalism in the United States.



Project Description: Design Guidelines

Lindemann-Hurley Redevelopment Site Design Guidelines

Original Hurley Building Guidelines: April 4th, 2021
Updated Lindemann-Hurley Guidelines: 2025 - DRAFT FOR PUBLIC COMMENT



Lindemann-Hurley Design Guidelines 2025

Urban Design Principles

Accessible Open Space
Activated Ground Floors
Reduce the 'Superblock'
Transit Oriented Design

Building Design Principles

Adaptive Reuse, Rehabilitation, &
Preservation
Complementary New Massing
Signature Renovation & Additions

Sustainable Design Principles

Sustainable & Resilient Design
Thermal Performance Retrofit
Health & Wellness

DCAMM's recent updates focus on:

- ✓ Incorporation of the Lindemann building into the existing principles
- ✓ Acknowledgement of the architectural significance of the project site
- ✓ Identifying key defining architectural features within each building and the site
- ✓ Encouraging adaptive reuse, rehabilitation, & preservation for the site, with special emphasis on the Lindemann building.
- ✓ Replacing reference and precedent images to better reflect the updated project scope
- ✓ Updating sustainability and resilient design requirements

Lindemann-Hurley Redevelopment: Public Engagement on Draft FPP

DCAMM published the draft FPP for public comment on April 30, 2025.

Two public hearings were held on the proposal:

- In-Person Public Hearing: Wednesday, June 4, 2025 at 6:00pm at The West End Museum
- Virtual Public Hearing: Thursday, June 5, 2025 at 1:00pm on Zoom

Notice of the public hearings was published in The Central Register on 4/30 and 5/7; in The Boston Globe on 5/7 and 5/14; were provided to the City Clerk for posting at Boston City Hall and on the City website; and were sent via email to members of the General Court representing the area, the Mayor of Boston, and Boston City Council members.

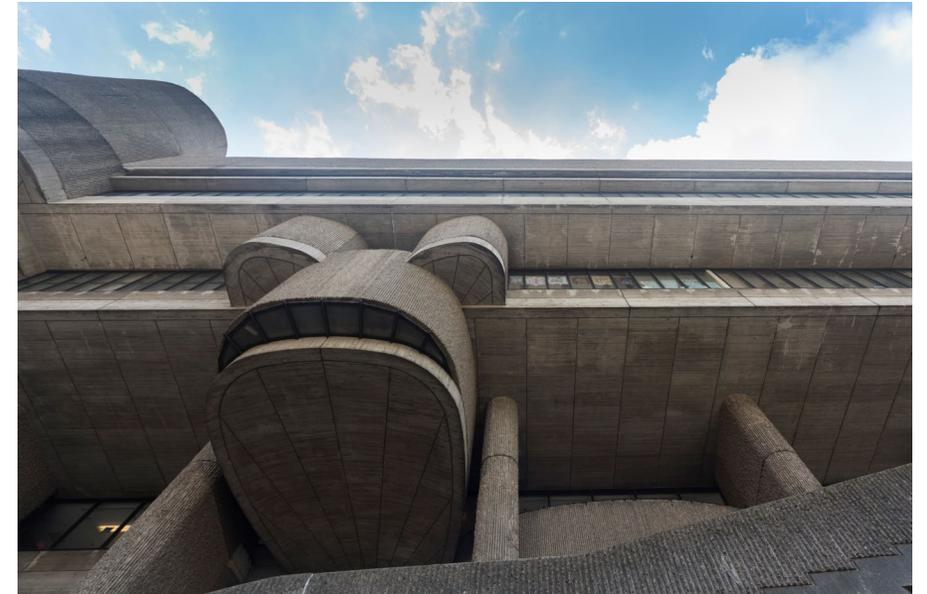
Written comments were accepted via email until 3pm on Monday, June 9.



Public Engagement: Building Off of Prior Efforts

Previously, DCAMM led a robust community and stakeholder engagement process to inform the Hurley Design Guidelines and the Request for Proposals (RFP):

- Historic Preservation Report
- Conversations with neighbors, advocates, and stakeholders
- Presentations to West End, Downtown North, and Beacon Hill Civic Associations, and local elected officials
- Created Advisory Group to help shape design guidelines
- Draft design guidelines were shared with MHC, BLC, BPA
- Two public meetings with over 350 attendees



Public Engagement: Public Input Received

Written comments and public hearing comments have been considered in the drafting of the Final Project Proposal and copies have been provided to the Board as Appendices to this Final Project Proposal.

Comments received included:

- Written comment from Massachusetts Representative Michlewitz (3rd Suffolk District) and Representative Livingstone (8th Suffolk District) in a joint letter; Boston City Councilor Ed Flynn (District 2); and Boston City Councilor Sharon Durkan (District 8).
- 15 other written comments
- In-Person Public Hearing:
 - Approximately 32 attendees the in-person hearing
 - 10) people offered comments or questions.
- Virtual Public Hearing:
 - Approximately 25 people attended the virtual hearing
 - 2 people offered verbal comments or questions
 - A total of 14 written submissions of comments and/or questions via the Zoom Q&A feature

Public Engagement: Public Hearing Comments & DCAMM Response

Comments & responses include:

- Community uses and benefits incorporated into the site, such as educational use, community center, and affordable housing. Several stakeholders advocated for the incorporation of the West End Museum.
- Inclusion of the Lindemann Building has been well-received. DCAMM intends to express a preference in the RFP for redevelopment schemes that pursue rehabilitation of the Lindemann Building and associated exterior improvements.
- Positive feedback on the inclusion of residential uses.
- In the development of the RFP for this project, DCAMM will continue to consider methods to ensure that the principles espoused in the Design Guidelines are achieved in the redevelopment.
- Concerns about construction impacts, as well as addressing parking and transportation concerns have been noted.
- There was support for a variety of urban design and experience opportunities that DCAMM also sees, including rehabilitating Merrimac Plaza, fostering pedestrian-friendly connectivity, and enlivening the ground floor with retail and other active uses.

Lindemann-Hurley: Alternative Disposition & Acquisition Process

DCAMM anticipates issuing a solicitation (such as a Request for Qualifications, Request for Proposals, Call for Offers, or other similar document) for redevelopment proposals for the Site. The solicitation will likely lead to several subsequent rounds of submissions and interviews, allowing DCAMM to obtain more information and ask proponents to consider multiple possible scenarios. DCAMM will select the proposal that is most advantageous to the Commonwealth (reserving the right to reject any and all proposals for any or no reason), using evaluation criteria that may include, but are not limited to:

1. Team qualifications
 - a. Experience with redevelopment projects of similar scale and scope
 - b. Ability to execute a project of this scale and scope
2. Business terms
 - a. Net value for the Commonwealth
3. Development proposal
 - a. Market / financial feasibility
 - b. Permitting feasibility
 - c. Access and opportunity approach
4. Design proposal
 - a. Adherence to design guidelines (including urban design, building design, and sustainable design)

Availability of the solicitation will be announced via DCAMM's website, emails to DCAMM's database of developers and other interested parties, publication in the Central Register, and other channels as available and appropriate.



Lindemann-Hurley: Requested Waivers

- **M.G.L. c. 7C, § 33** – Establishes the process for the disposition of surplus Commonwealth property. This section should be waived to make clear that state and local polling is not required for this transaction.
- **M.G.L. c. 7C, § 34** – Establishes the process for the disposition of surplus Commonwealth property when legislative authorization exists. This section should be waived to make clear that AMB approval is in lieu of express legislative authorization for the proposed project.
- **M.G.L. c. 7C, § 35** – Limits the term of any lease acquisition to a maximum of 10 years.
- **M.G.L. c. 7C § 41** – Prohibits certain private uses of public land without legislative authorization. AMB approval is requested in lieu of legislative approval.
- **M.G.L. c. 30, §§ 39F through 39R inclusive (but not § 39H)**
- **M.G.L. c. 149, §§ 44A through 44J inclusive, except for certification of non-collusion in contracting requirements** – These laws govern competitive procurement of construction contracts by state authorities, departments and municipalities. While a competitive process will be required, the selection will be based on factors including, but not limited to, cost of construction and therefore the public construction laws will not apply. The noncollusion in contracting requirement would not be waived, nor would any laws pertaining to the payment of prevailing wages for improvements constructed on state-owned property, consistent with A&F Bulletin 25.
- **810 CMR 2.05(3)** – requires that DCAMM hold a public hearing prior to submitting a final project proposal “in the legislative district in which the Project is located.” Because the boundary of the legislative district is adjacent to the Site, DCAMM requests that the board modify this requirement to allow the hearing to take place in the legislative district in which the Project is located or within a half-mile radius of the Site.

Lindemann-Hurley: Anticipated Public Costs

By leveraging the value to a private developer of a long-term ground lease of up to 99 years, the Commonwealth will be able to minimize the up-front capital investment needed and offset the long-term cost of occupancy for state uses (specifically DMH facilities) and allow for the amortization of the total cost of ownership over the new or renewed asset's life.

DMH anticipates requiring approximately 120,000 gross square feet of program space for the residential and clinical treatment programs that must remain onsite or nearby, and is seeking authorization from the AMB to acquire such space as part of the Project.

If the Commonwealth acquires a commercial leasehold condominium interest in the redeveloped Project, capital sources may be made available and/or used. No such capital sources or operating funds have been identified to date, as they are too speculative and would be required beyond current planning horizons.

Lindemann-Hurley: Revenues & Trust Fund

Revenues

Consideration for the Ground Lease is expected to be realized in the form of new space built onsite (or in very close proximity) by the selected developer to accommodate DMH residential and clinical treatment programs, as well as in direct financial consideration from the selected developer.

Revenues from this Project are likely to be applied primarily to the reduction of DMH occupancy costs for the space allocated to the Commonwealth by lease or condominium interest as part of this Project.

Cash payments may also be made to the Commonwealth, for example as “participation” in a sale or refinancing of the leasehold interest.

Trust Fund

The Secretary of Administration & Finance (A&F) has provided support for the creation of a Trust Fund to accept cash payments.

Disbursements from this fund would be used for capital improvements to be identified by the DCAMM Commissioner. Fifty percent of cash proceeds would be deposited into this fund and fifty percent into the General Fund, as required by M.G.L. Chapter 7B and 810 CMR 2.09.

Lindemann-Hurley: Implementation & Performance Monitoring

DCAMM, with assistance from DMH, will assist the Board in monitoring the performance of the proposed transaction by reporting annually to the Board pursuant to its regulations (810 CMR 2.08).

The successful implementation of this transaction can be measured by the following criteria:

- The alternative disposition/acquisition process will yield new, improved space for DMH's residential and clinical treatment programs that meets DMH's requirements;
- The lease will not result in windfall profits to any individual as per 810 CMR 2.02(1)(e);
- The lease will maximize the utilization of the Commonwealth's real estate assets at this location; and
- The Project will be financially feasible over the term of the lease.

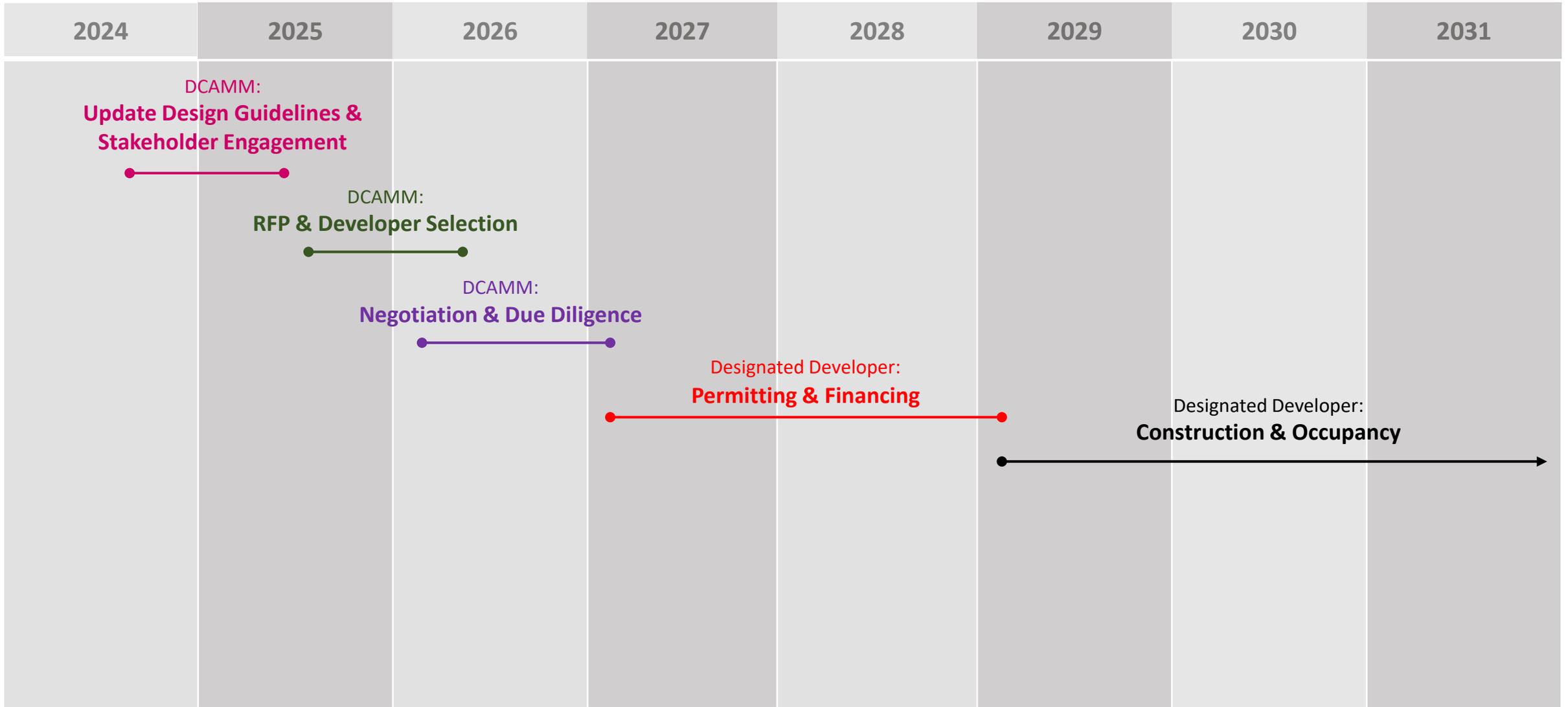
Parallel Process: Affordable Homes Act Authorization

In adopting the Affordable Homes Act (AHA), the Legislature has also recently granted the DCAMM Commissioner authorization to permanently dispose of state land (as through a fee simple sale) for “housing purposes.” DCAMM may dispose of portions of the Site under this new authorization granted to the Commissioner. This should provide greater flexibility to the selected development team by allowing it to obtain property rights that the AMB cannot grant, such as easements or ownership rights that would make it easier to finance residential condominiums that may create value that can be leveraged for the public benefits contemplated.

In parallel to this AMB process and in coordination with DMH, DCAMM has identified this property as surplus to Commonwealth needs, pending the delivery of alternative space for DMH, and has provided notification to the relevant parties for AHA disposition.

In the event a portion of the Site is to be permanently disposed of for housing purposes under a different authority than that granted by the Board, DCAMM may at that time ask the Board to amend this Project to exclude those areas being conveyed under authority granted by the AHA.

Lindemann-Hurley Redevelopment: Draft Timeline



Questions / Comments?

