



January 24, 2020

PRINCIPALS

Theodore A Barten, PE
Margaret B Briggs
Dale T Raczynski, PE
Cindy Schlessinger
Lester B Smith, Jr
Robert D O'Neal, CCM, INCE
Michael D Howard, PWS
Douglas J Kelleher
AJ Jablonowski, PE
Stephen H Slocomb, PE
David E Hewett, LEED AP
Dwight R Dunk, LPD
David C Klinch, PWS, PMP
Maria B Hartnett

Brona Simon
Executive Director
Massachusetts Historical Commission
220 Morrissey Boulevard
Boston MA 02125

**Subject: Charles F. Hurley Building, Long Term Ground Lease
MHC Project Notification Form**

Dear Ms. Simon:

On behalf of the Division of Capital Asset Management and Maintenance (DCAMM), Epsilon is pleased to submit for your review and consideration the enclosed Project Notification Form (PNF) for the proposed long-term ground lease of the Charles F. Hurley Building in downtown Boston.

Through the authority of the Commonwealth's Asset Management Board, DCAMM is seeking to solicit redevelopment proposals and subsequently enter into a long-term ground lease for the redevelopment of the parcel of land occupied by the Hurley Building at the Boston Government Services Center (BGSC).

As proposed, the entire Hurley Building site will be ground-leased to a redevelopment partner who will lead the planning, permitting, financing, and construction for the site. The redevelopment partner will create new space for both private and state use, and will enable the Commonwealth to control office space for its own use over a period coterminous with the ground lease. In addition to creating new, modern office space for state employees, the project will ensure long-term cost stability for capital and operating budgets, will improve the public realm at and surrounding the BGSC, and will derive economic benefits through jobs and tax revenues associated with the anticipated large-scale development project.

This action is subject to review by MHC under Massachusetts General Laws, Chapter 9, sections 26-27C as amended by Chapter 254 of the Acts of 1988 (950 CMR71.00) due to the transfer of state-owned property. DCAMM looks forward to working with the MHC and interested parties in advancing this important project.

978 897 7100

FAX 978 897 0099

Richard M Lampeter, INCE
Geoff Starsiak, LEED AP BD+C
Marc Bergeron, PWS, CWS
Alyssa Jacobs, PWS
Holly Carlson Johnston
Brian Lever

3 Mill & Main Place, Suite 250
Maynard, MA 01754
www.epsilonassociates.com

Brona Simon
Massachusetts Historical Commission
January 24, 2020

2

If you have any questions regarding the enclosed PNF, please do not hesitate to contact me at (978) 461-6259.

Sincerely,
EPSILON ASSOCIATES, INC.



Douglas J. Kelleher
Principal

cc: Abigail Vladeck, DCAMM
Carol Meeker, DCAMM
Rosanne Foley, Boston Landmarks Commission
Greg Galer, Boston Preservation Alliance
Gary Wolf, DOCOMOMO New England

950 CMR: OFFICE OF THE SECRETARY OF THE COMMONWEALTH

APPENDIX A
MASSACHUSETTS HISTORICAL COMMISSION
220 MORRISSEY BOULEVARD
BOSTON, MASS. 02125
617-727-8470, FAX: 617-727-5128

PROJECT NOTIFICATION FORM

Project Name: Charles F. Hurley Building, Long Term Ground Lease

Location/ Address: 19 Staniford Street

City/ Town: Boston

Project Proponent

Name: Division of Capital Asset Management and Maintenance (DCAMM)

Address: One Ashburton Place, 15th Floor

City/Town/Zip/Telephone: Boston, MA 02108 (617) 727-4050

Agency license or funding for the project (list all licenses, permits, approvals, grants or other entitlements being sought from state and federal agencies).

Agency Name

Type of License or funding (specify)

Asset Management Board

Long Term Ground Lease. Consideration will be used to offset the Commonwealth's ongoing costs of occupancy.

Project Description (narrative):

DCAMM, through the Asset Management Board, seeks to enter into a Long Term Ground Lease of the Charles F. Hurley Building with a private developer. The Lindemann Center will be retained. See attached for further information.

Does the project include demolition? If so, specify nature of demolition and describe the building(s) which are proposed for demolition.

The current project is limited to the issuance of an RFP for a long-term ground lease of the Hurley Building to a private developer. The Massachusetts Historical Commission and the Boston Landmarks Commission will be provided an opportunity to review redevelopment proposals that may include demolition activities.

Does the project include rehabilitation of any existing buildings? If so, specify nature of rehabilitation and describe the building(s) which are proposed for rehabilitation.

The current project is limited to the issuance of an RFP for a long-term ground lease of the Hurley Building to a private developer. The Massachusetts Historical Commission and the Boston Landmarks Commission will be provided an opportunity to review redevelopment proposals that may include rehabilitation of the existing building.

Does the project include new construction? If so, describe (attach plans and elevations if necessary).

The current project is limited to the issuance of an RFP for a long-term ground lease of the Hurley Building to a private developer. The Massachusetts Historical Commission and the Boston Landmarks Commission will be provided an opportunity to review redevelopment proposals that may include new construction.

950 CMR: OFFICE OF THE SECRETARY OF THE COMMONWEALTH

APPENDIX A (continued)

To the best of your knowledge, are any historic or archaeological properties known to exist within the project's area of potential impact? If so, specify.

Yes, the Charles F. Hurley Building is included in the Inventory of Historic and Archaeological Assets of the Commonwealth and there are properties and districts listed in the State and National Registers of Historic Places nearby. See attached for additional information.

What is the total acreage of the project area?

Woodland _____ acres
Wetland _____ acres
Floodplain _____ acres
Open space _____ acres
Developed Approx. 3.25
 acres

Productive Resources:
Agriculture _____ acres
Forestry _____ acres
Mining/Extraction _____ acres
Total Project Acreage Approx. 3.25 acres

What is the acreage of the proposed new construction? N/A

What is the present land use of the project area?

Presently the property includes the Charles F. Hurley Building. Land use is primarily office space for state agencies, parking, and public pedestrian plazas.

Please attach a copy of the section of the USGS quadrangle map which clearly marks the project location.

See attached USGS locus map (Figure 1).

This Project Notification Form has been submitted to the MHC in compliance with 950 CMR 71.00.

Signature of Person submitting this form:  Date: 1/24/2020

Name: Doug Kelleher, Epsilon Associates, Inc.

Address: 3 Mill and Main Place, Suite 250

City/Town/Zip: Maynard, MA 01754

Telephone: (978) 461-6259

REGULATORY AUTHORITY

950 CMR 71.00: M.G.L. c. 9, §§ 26-27C as amended by St. 1988, c. 254.

Project Description (continued)

DCAMM, through the authority of the Commonwealth's Asset Management Board, is seeking to solicit redevelopment proposals and subsequently enter into a long-term ground lease for the redevelopment of a parcel of land at the Boston Government Services Center (BGSC). This action is subject to review by the Massachusetts Historical Commission (MHC) under Massachusetts General Laws, Chapter 9, sections 26-27C as amended by Chapter 254 of the Acts of 1988 (950 CMR71.00) due to the transfer of state-owned property. The BGSC was built between 1964 and 1970 and is a major work by Paul Rudolph, one of the nation's foremost post-World War II architects. Rudolph developed a master plan and design guidelines for the site, served as coordinating architect, and personally designed the Lindemann Mental Health Center. The Charles F. Hurley Building was designed by Shepley, Bulfinch, Richardson & Abbot.

The ground lease parcel is located within the BGSC in downtown Boston and is located at the southern portion of the BGSC, bound by New Chardon Street to the southeast, Cambridge Street to the south, Staniford Street to the west, and the BGSC to the north. A USGS map illustrating the location of the parcel is included as Figure 1. The ground lease parcel includes approximately 3.25 acres of land containing one building, the Charles F. Hurley Building at 19 Staniford Street. Figure 2 identifies the parcel proposed for disposition. The Lindemann Mental Health Center will be retained.

The BGSC has been used by the Commonwealth of Massachusetts since its initial phase of construction between 1964 and 1970. Presently the property is managed by DCAMM. The primary occupant of the Charles F. Hurley Building is the Executive Office of Labor and Workforce Development. Other state agencies occupying the building include Human Resources, the Group Insurance Commission, Health Information Exchange, Commission on the Status of Women, and Executive Office of Technology Services and Security. The adjacent Lindemann Mental Health Center is occupied by the Commonwealth's Department of Mental Health and holds in-patient and clinical facilities, a transitional housing center, and a 113-bed homeless shelter. The northeast corner of the site is occupied by the Edward W. Brooke Courthouse constructed in 1999.

The Commonwealth seeks to increase the amount of office space it has under long-term control (owned or long-term leased) in downtown Boston. The Commonwealth has a relatively stable headcount of employees who need to be in or proximate to downtown Boston, yet it currently accommodates about half of those employees in leased space with short-term leases. This creates undue market exposure and operating budget pressures that the Commonwealth is looking to mitigate – in part by increasing its occupancy at the Hurley Building site with better, more efficient office space and by using the value of private development rights on the site to offset the costs of that space. In addition, securing owned or long-term leased space on the Hurley Building site will reduce risk and market exposure by determining the Commonwealth's financial obligation upfront for a longer period of time.

As proposed, the entire Hurley Building site will be ground-leased to a redevelopment partner who will lead the planning, permitting, financing, and construction for the site. The redevelopment partner will create new space for both private and state use, and will enable the Commonwealth to control office space for its own use over a period coterminous with the ground lease. In addition to creating new,

modern office space for state employees, the project will ensure long-term cost stability for capital and operating budgets, will improve the public realm at and surrounding the BGSC, and will derive economic benefits through jobs and tax revenues associated with the anticipated large-scale development project.

The Hurley Building occupies a large and prominent site area. The building faces a series of challenges, including an estimated \$200 million in capital renewal needs. The existing electrical distribution is outdated, and the building has sustained substantial damage from leaking roofs, inadequate and failing roof drains, and poorly sealed skylights. Hairline cracks have been observed in the roof slab. The two-level parking garage has signs of leakage, concrete cracks, and delamination. The current building layout is inefficient, outdated, and expensive to maintain. On the building interior, the Hurley Building functions poorly for the agencies that occupy it and their employees, as well as members of the public who access the building's agencies. The upper floor lacks windows on three sides, and the geometry of the building is challenging for modern office layouts and best practices. Main entrances on the interior elevated plaza level, away from the street, are not obvious to the building's occasional users and provide an impenetrable front for pedestrians and an underutilized courtyard.

As the Hurley Building and Lindemann Center approached fifty years in age, DCAMM contracted with Stantec and Bruner/Cott Architects to develop a strategic preservation and redevelopment approach for the complex. Analysis of preservation priorities, current uses within the complex, current zoning, and structural configuration of the buildings were used to create a set of preservation recommendations for the site. The recommendations provide a framework to improve site circulation, activate street frontages, and improve interior building conditions while considering Paul Rudolph's original design intent for the site. As outlined in the attached Lindemann-Hurley Preservation Report (Appendix A), the redevelopment as currently envisioned may proceed along one of several different scenarios or variants thereof.

The Commonwealth's redevelopment strategy separates the Hurley Building and its site from the Lindemann Center, recognizing a distinction between the Rudolph-designed Lindemann Center and the Hurley Building, designed by Shepley, Bulfinch, Richardson & Abbot. The distinctive architectural design qualities of the Lindemann Center and its primary authorship by Paul Rudolph, combined with programmatic challenges at the Lindemann Center, make the Hurley Building more suitable for redevelopment alongside a retained Lindemann Center.

Four redevelopment scenarios have been conceptually explored to date and include planning alternatives with different historic preservation and urban design implications. The alternatives analyze varying opportunities to meet the Commonwealth's programmatic requirements, including building functionality and project economics. The analyses of these scenarios consider structural and technical feasibility, historic significance, and architectural quality. Development potential is assessed within the parameters of existing zoning for the site.

The scenarios are not intended to represent an exhaustive study of the site's redevelopment potential, but rather test outcomes for a broad range of approaches. All scenarios include the retention of Paul Rudolph's Lindemann Center. Unifying all approaches is the introduction of passage at the northern

boundary of the ground lease parcel to address circulation and streetscape challenges. The four scenarios are summarized below; further detail on each is provided in the attached Lindemann-Hurley Preservation Report (Appendix A).

Scenario A

A portion of the Hurley Building at its northeast end on New Chardon Street is removed and made available for new construction, likely a high-rise building. Allowing the greatest degree of retention of the existing building, this scenario provides limited opportunities to correct the existing urban design conditions. This scenario also limits opportunities to create a commercially viable floorplate on the buildable parcel, and is the least likely to generate adequate square footage to offset the Commonwealth's costs of continued occupancy at the site.

Scenario B

The portions of the Hurley Building fronting New Chardon and Cambridge Streets are removed and made available for new construction, potentially to include a high-rise on the Hurley Plaza and a lower building at Cambridge Street. The concrete colonnade along Staniford Street, along with its entrances and lobbies, are preserved. This approach allows for correction of some of the existing urban design conditions and may allow for a density that meets the Commonwealth's programmatic and financial needs and may be attractive to private developers.

Scenario C

The portion of the Hurley Building along Staniford Street adjacent to the Lindemann Center is removed and replaced with new construction. The portion along Cambridge Street is retained, triggering the need for costly upgrades to add a street-facing entrance and address structural instability. This alternative does not provide desired outcomes in any of the areas analyzed: historic preservation, urban design, and development opportunities.

Scenario D

The Hurley Building is removed in its entirety and the site made available for new construction alongside a retained Lindemann Center. The approach allows the greatest flexibility to address the existing urban design challenges and an opportunity to address Rudolph's original and unfulfilled vision for the BGSC through new construction sympathetic to the Lindemann Center and Rudolph's design guidelines. This approach maximizes the opportunity for new square footage to meet the Commonwealth's programmatic and financial needs, and will likely attract the greatest developer interest.

Historic Resources

The ground lease parcel consists of the Charles F. Hurley Building and its site, located at 19 Staniford Street in downtown Boston. The building is a significant component of the BGSC. The BGSC is included in the Inventory of Historic and Archaeological Assets of the Commonwealth (the Inventory) and has been determined eligible for listing in the National Register of Historic Places by the Massachusetts Historical Commission.

The BGSC consists of a complex of three buildings on an approximately 8.5-acre urban parcel. The site is bound by Cambridge Street to the south, Staniford Street to the west, Merrimac Street to the north, and New Chardon Street to the southeast. The BGSC was constructed between 1964 and 1970 and contains two buildings envisioned in Paul Rudolph's master plan for the site: the Erich Lindemann Mental Health Center and the Charles F. Hurley Building. The northeast corner of the BGSC is occupied by the 1999 Edward W. Brooke Courthouse. The Brooke Courthouse approximately occupies the area originally envisioned for the third structure at the site: a Health, Education, and Welfare Tower. The tower, along with several associated lower structures, were never constructed due to a lack of funding. As a result, Rudolph's vision for the BGSC was never fully executed.

The BGSC is within the Government Center Urban Renewal Area, a mid-twentieth century redevelopment project involving clearance of sixty acres of land. The BGSC was conceived as a site of state functions alongside municipal and federal facilities within the Government Center master plan. The development of the BGSC began under a master plan by I.M. Pei and Henry Cobb, and was an early project of the Boston Redevelopment Authority. Three architects were employed for the three envisioned structures. Paul Rudolph's involvement was initially as a consultant to the firm of Desmond and Lord, who were engaged to design the Lindemann Center. The design of the Hurley Building was led by Shepley, Bulfinch, Richardson & Abbot, and the initial architect for the Health, Education, and Welfare Tower was M.A. Dyer with Pederson & Tilney Company. Due to a lack of cohesion of the three structures, Rudolph ultimately became coordinating architect for the entire BGSC site and created a set of ten design guidelines to apply to the three buildings and associated public spaces.

Rudolph envisioned an enclosed, pedestrian scale courtyard and monumental street-facing elevations, and a centrally located 23-story, approximately 300-foot-tall tower which would signal the government services center from great distances. Rudolph himself redesigned the tower after the original architects were dismissed. Plans also featured setbacks at principal intersections for pedestrian traffic and outdoor seating to integrate the complex with the surrounding city. The Lindemann Center and Hurley Building were constructed in accordance with Rudolph's principles, while the proposed tower and associated lower structures at the corner of Merrimac and New Chardon Streets were never realized. The Lindemann Center was directly overseen by Rudolph while the Hurley Building was not. For thirty years, the New Chardon Street side of the site was fenced off for surface parking. In 1999, the Commonwealth constructed the Edward W. Brooke Courthouse on the site of the lower height portions of the envisioned tower. Construction of the Brooke Courthouse led to the completion of the parking structure and plaza.

Significant design elements of the BGSC include bush hammered corrugated concrete exterior surfaces, round ended piers, story-height cornice panels, vertical curvilinear towers, and terraced massing stepping down to the courtyard at the site interior. Apart from Merrimac Plaza, The Lindemann Center's character-defining features are largely intact despite deterioration of concrete surfaces and changes to original circulation patterns. Its monolithic concrete construction, rectilinear and opaque upper story, biomorphic volumes, long curving exterior and interior stairs, ribbon windows, and other key features remain legible and without significant alteration. The dramatic multi-story stair is closed due to lack of compliance with life-safety and accessibility codes, and benches and paving textures at the Merrimac Street plaza have deteriorated nearly beyond recognition.

The Hurley Building also remains intact on the exterior, with areas of concrete deterioration. While less dynamic than the Lindemann Center, key features – including colonnades of massive piers offset by recessed vertical glazing, a projecting soffit and cornice panels, and impenetrable street facing elevations – remain legible. Constantino Nivola's *Graffiti Murals* remain in place in the Hurley Building's lobby, and Charles Fayette Taylor's suspended sculpture *Upward Bound* remains at the New Chardon Street portico. The building's street frontage holds few entry points as Shepley, Bulfinch, Richardson & Abbot's design placed entrances within the courtyard in accordance with Rudolph's plan. The Hurley Building suffers from poor climate control, obsolete HVAC systems, and large expanses of un-insulated glazing which contribute to heat gain and heat loss.

A sunken garage, portions of which date to the construction of the Edward W. Brooke Courthouse, remains an incomplete version of Rudolph's vision. Nonetheless, nearly continuous light wells, bush hammered concrete surfaces, and interior walkways and ramps of the original construction remain. A courtyard plaza, bowl-shaped in design, offers a secluded space with dramatic views of the stepped interior facades of the complex but remains inactive and underused.

The most significant loss of integrity for the site is the incomplete realization of the overall design concept, namely, the absence of Rudolph's tower which was to be the centerpiece of the site. All design aspects of the BGSC, including circulation and landscape elements, were designed to relate to the tower; its absence fundamentally compromises the complex both visually and functionally. The absence of the tower particularly impacts the Hurley Building, which has no visible entrances or views to the central plaza from the south. Rudolph envisioned the tower as a visual marker for entry points at the site interior. The Hurley also conceals the courtyard from views along main thoroughfares, contributing to underutilization of the site interior. Photographs of the existing conditions of the Hurley Building are included as Appendix B.

Historic Resources in the Vicinity

A review of the State and National Register of Historic Places-listed and eligible properties as well as properties included in the Inventory concluded that a number of State and National Register listed properties are located within a quarter-mile radius of the Site, which may be expected in a dense urban environment.

Table 1 provides a listing of the State and National Register listed properties and districts located within a quarter-mile radius of the Site. The locations of the properties are identified in Figure 3.

Archaeological Resources

A review of the MACRIS archaeological base maps on November 27, 2019 revealed no known archaeological sites located at the Site. The Site consists of previously disturbed land. Due to previous ground disturbance activities and other improvements, including the construction of the existing building on the Site and other activities, it is unlikely that the Project Site contains significant archaeological resources.

Table 1 **Historic Resources**

Map No	Historic Resource	Address	Designation
A	Bulfinch Triangle Historic District	Roughly bound by Canal Street, New Chardon Street, Merrimack Street and Causeway Street	NRDIS
B	Park Street District	Roughly bound by Park Street, Beacon Street, and Tremont Street	NRDIS
C	Sear's Crescent and Sear's Block	38-68 Cornhill Street and 70-72 Cornhill Street	NRIND
D	Boston Common and Public Garden	Bound by Boylston Street, Tremont Street, Park Street, Beacon Street and Arlington Street	LL, NHL, NRDIS
E	Beacon Hill Historic District	Roughly bound by Cambridge Street, Bowdoin Street, Beacon Street and Embankment Road	LHD
F	Beacon Hill Historic District	Roughly bound by Cambridge Street, Bowdoin Street, Beacon Street and Embankment Road	NHL, NRDIS
G	Granary Burying Ground	83-115 Tremont Street	LHD, NRDIS, PR
1	Boston Athenaeum	10 ½ Beacon Street	LHD, NHL, NRDIS, NRIND, PR
2	Congregational House	12-14A Beacon Street	LHD, NRDIS, PR
3	Chester Harding House	16 Beacon Street	LHD, NHL, NRDIS, NRIND
4	Claflin Building	18-20 Beacon Street	LHD, NRDIS, PR
5	Boston Transit Commission Building	15 Beacon Street	NRIND
6	Sears' Block	70-72 Cornhill Street	NRIND
7	John Adams Courthouse	1 Pemberton Square	NRIND
8	Catherine E. Tarbell Building	85 Merrimack Street	NRDIS, NRIND
9	Saint John the Evangelist Mission Church	35 Bowdoin Street	LHD, NHL, NRDIS, PR
10	African Meeting House	8 Smith Court	LHD, NHL, NRDIS, NRIND, PR
11	Peter Faneuil School	30 South Russell Street	LHD, NHL, NRDIS, NRIND
12	Boston Police Station #3	74 Joy Street	LHD, NHL, NRDIS, PR
13	Massachusetts State House	Beacon Street	LHD, MAHL, NHL, NRIND

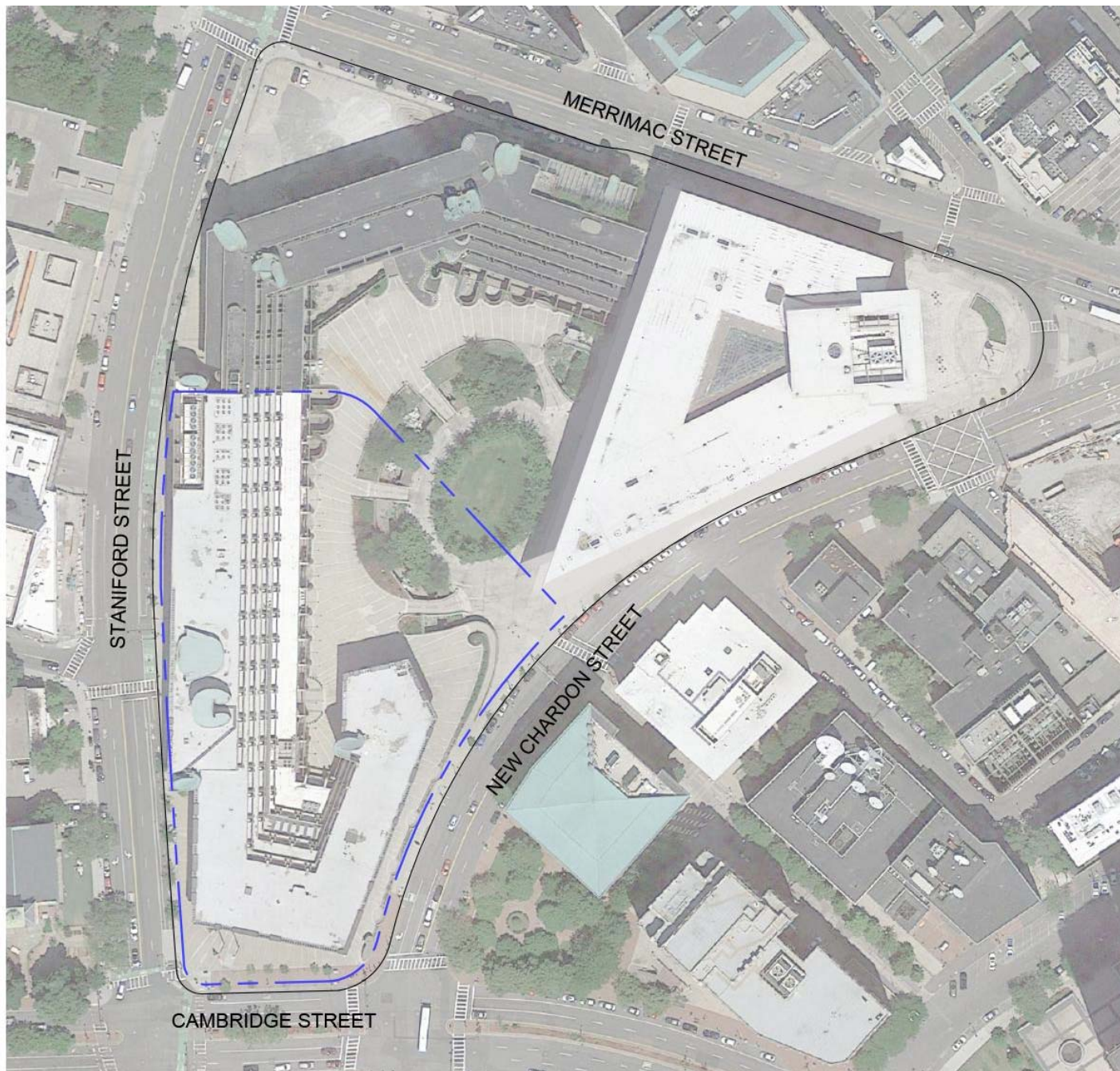
14	William C. Nell Residence	3 Smith Court	LHD, NHL, NRDIS, NRIND
15	Charles Sumner House	20 Hancock Street	LHD, NHL, NRDIS, NRIND
16	Old West Church	131 Cambridge Street	NHL, NRDIS, NRIND, PR
17	First Harrison Gray Otis House	141 Cambridge Street	MAHL, NHL, NRDIS, NRIND, PR
18	Massachusetts General Hospital – Bulfinch Building	Fruit Street	NHL, NRIND
19	Senate Reception Room	Beacon Street	LHD, MAHL, NHL, NRIND, PR
20	Massachusetts General Hospital – Ether Dome	Fruit Street	NHL, NRIND
21	Temple Street Park	44-46 Temple Street	LHD, NHL, NRDIS, PR
22	Vilna Shul	14-16 Philips Street	LHD, NHL, NRDIS, PR
23	Jonathan Mason - Charles Harvey Parker House	55 Mount Vernon Street	LHD, NHL, NRDIS, PR
24	Charles Roberts House/ Saint John the Evangelist Mission Church Rectory	33 Bowdoin Street	LHD, NHL, NRDIS, PR
25	Samuel H. Remick – E. Samands House	24 Garden Street	LHD, NHL, NRDIS, PR
26	William H. Horton House	30 Hancock Street	LHD, NHL, NRDIS, PR
27	Dr. Calvin G. Page Double House	78-80 Myrtle Street	LHD, NHL, NRDIS, PR
28	Amos A. Lawrence House	1 Rollins Place	LHD, NHL, NRDIS, PR
29	William and Samuel K. Buss House	3 Rollins Place	LHD, NHL, NRDIS, PR

Designation Legend:

LHD	Local Historic District Property
LL	Local Landmark
MAHL	Massachusetts Historic Landmark
NHL	National Historic Landmark
NRDIS	National Register Historic District
NRIND	National Register Individual Property
PR	Preservation Restriction

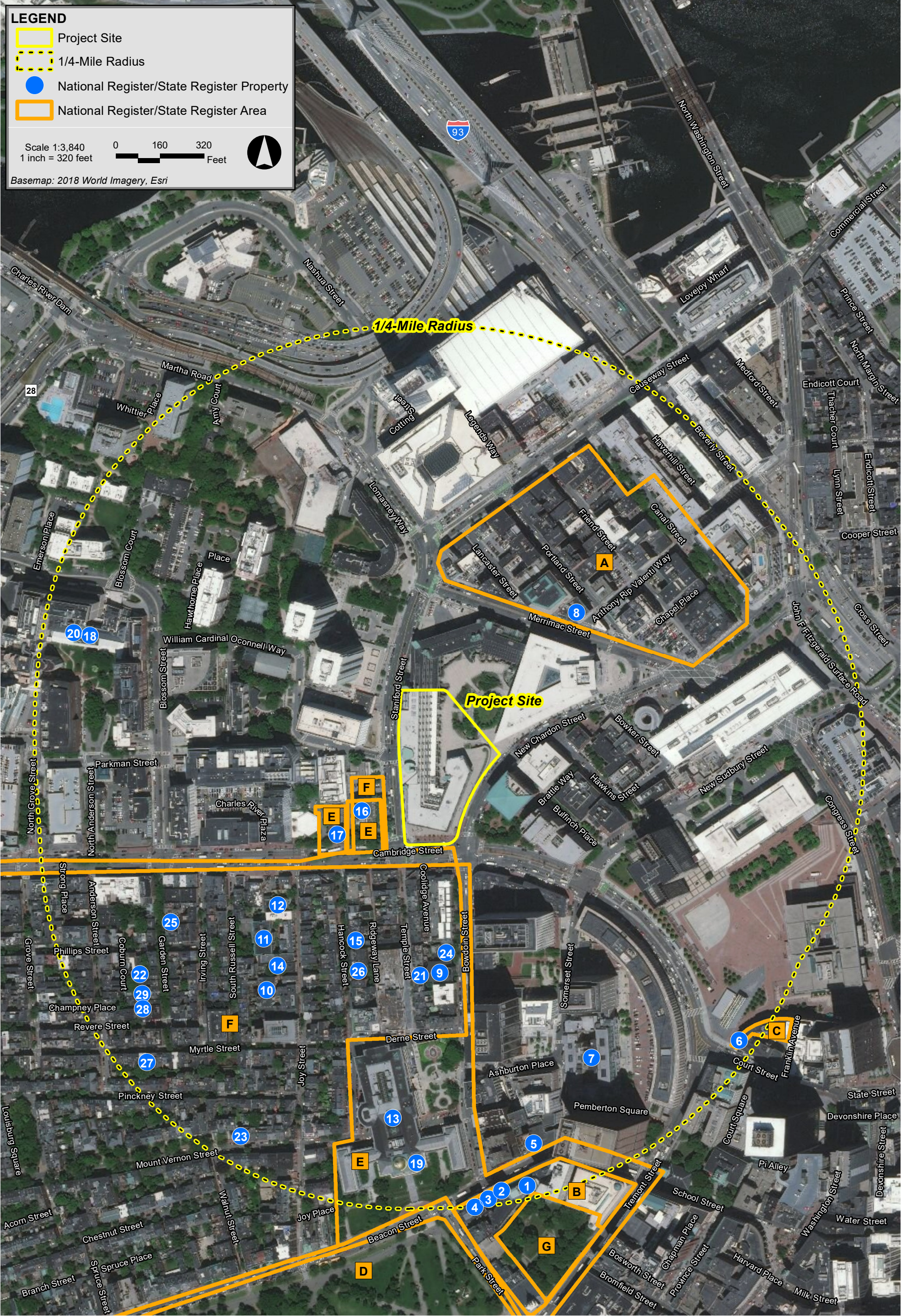


19 Staniford Street Boston, Massachusetts



Charles F. Hurley Building

Boston, MA

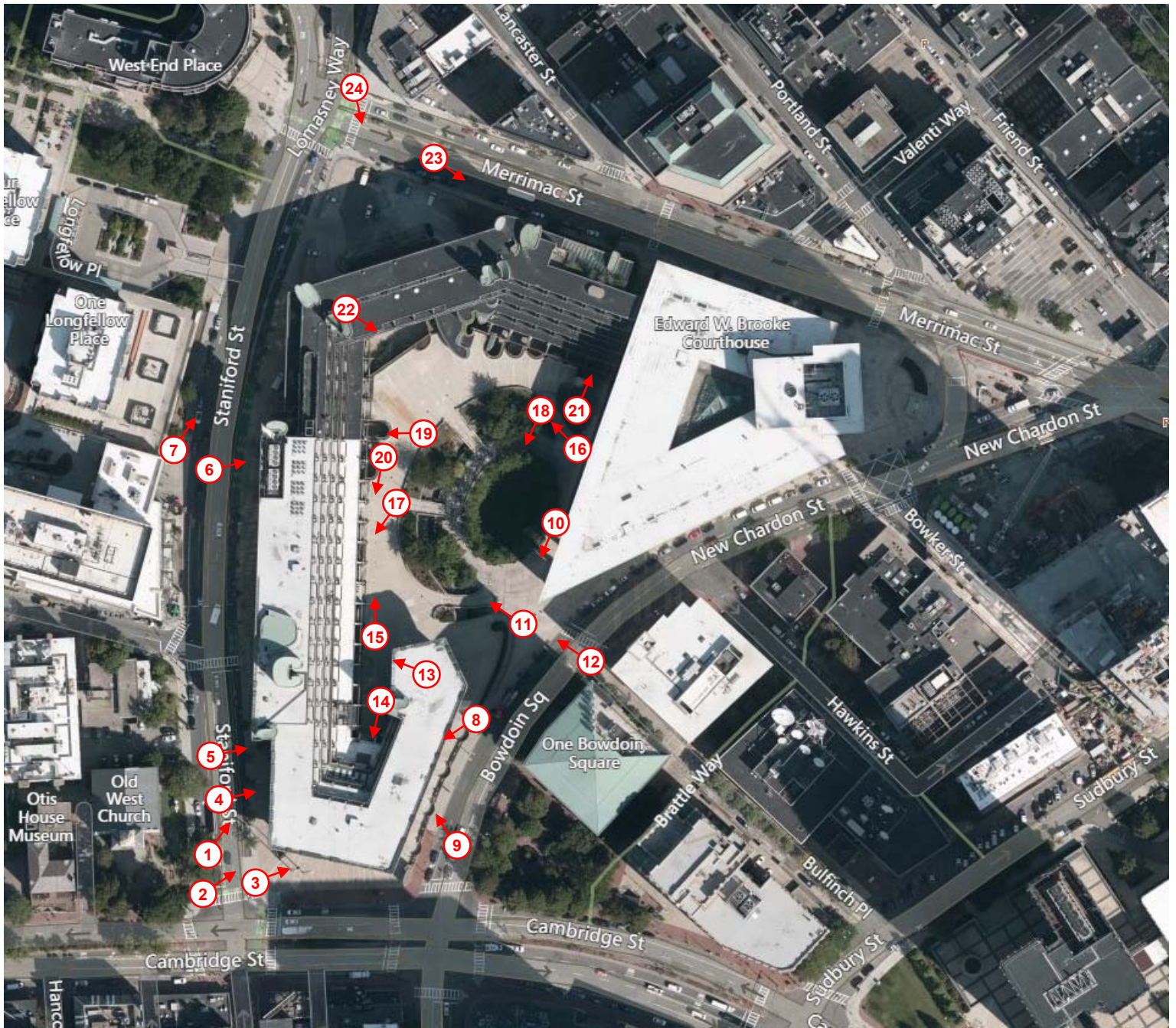


19 Stanford Street Boston, Massachusetts

Attachment A:

Boston Government Services Center: Lindemann-Hurley Preservation Report

Attachment B: Existing Conditions Photographs





1. Hurley Building, west elevation, view northeast



2. Hurley Building, west elevation (left) and south elevation (right), view northeast



3. Hurley Building, south elevation, view east



4. Hurley Building, west elevation detail, view east



5. Hurley Building, west elevation, lobby entrance from Stanford Street



6. Hurley Building, west elevation detail, view east



7. Hurley Building, west elevation, view northeast



8. Hurley Building, east elevation, view southwest



9. Hurley Building, east elevation detail, modern safety railing, view northwest



10. Hurley Building east elevation, view southwest



11. Interior courtyard, Hurley Building, view northwest



12. Interior courtyard, Hurley Building (left) and Lindemann Center (extreme right),
view northwest



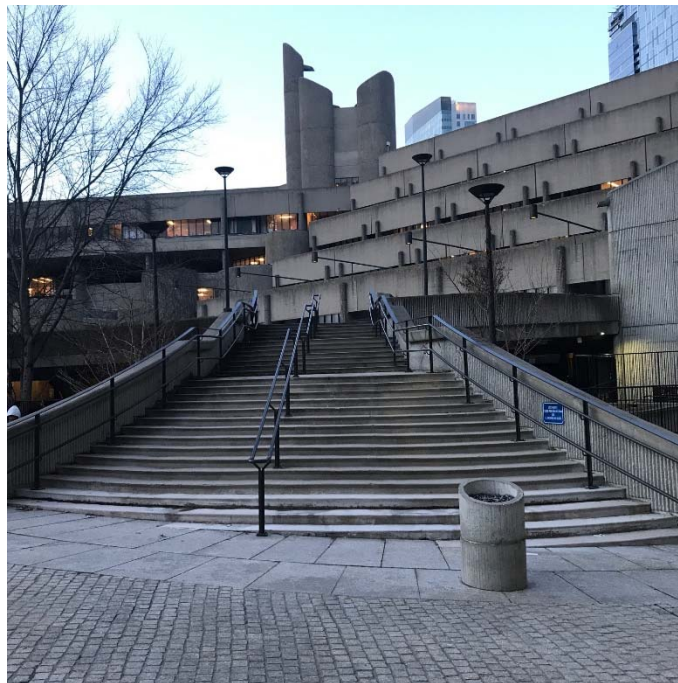
13. Hurley Building, interior courtyard entrance, view west



14. Hurley Building, interior courtyard entrance, view southwest



15. Hurley Building, interior courtyard, view northwest



16. Interior courtyard stair and Lindemann Center. view northwest



17. Interior courtyard, Hurley Building, view southwest



18. Interior courtyard, Hurley Building, view southwest



19. Interior courtyard, view west of party wall and passage between Hurley Building (left) and Lindemann Center (right)



20. Interior courtyard, Hurley Building, view south



21. Interior courtyard, view north toward Lindemann Center and pedestrian passage between Lindemann Center and Brooke Courthouse



22. Recessed enclosure, Lindemann Center, view southeast



23. North (left) and northwest (right) elevations of Lindemann Center, view southeast



24. Northwest elevation of the Lindemann Center, view southeast



25. Typical office space in Hurley Building



26. Constantino Nivola's *Graffito Murals* in Hurley Building Lobby



The Commonwealth of Massachusetts

William Francis Galvin, Secretary of the Commonwealth
Massachusetts Historical Commission

February 25, 2020

Carol Meeker
Deputy General Counsel
Division of Capital Asset Management and Maintenance
One Ashburton Place, 15th Floor
Boston, MA 02108

RE: Long Term Ground Lease of Hurley Building, Government Service Center Complex,
19 Staniford Street, Boston (Downtown), MA; MHC# RC.56843

Dear Ms. Meeker:

The Massachusetts Historical Commission (MHC) is in receipt of a Project Notification Form (PNF) filed by Epsilon Associates on behalf of the Division of Capital Asset Management and Maintenance (DCAMM) for the Long Term Ground Lease of the Hurley Building, received at this office on January 27, 2020. The staff of the MHC have reviewed the information submitted and have the following comments.

DCAMM proposes to solicit redevelopment proposals and subsequently enter into a long-term ground lease for the redevelopment of a parcel of land at the Boston Government Service Center. The ground lease parcel includes approximately 3.25 acres of land containing the Charles F. Hurley Building at 19 Staniford Street. As proposed, the entire Hurley Building site will be ground-leased to a redevelopment partner who will lead the planning, permitting, financing, and construction for the site.

It has been MHC staff opinion for many years that the Boston Government Service Center, including the Lindemann Center, Hurley Building, and site features, meets the criteria of eligibility for listing in the State and National Registers of Historic Places under criteria C at the local, state, and national levels of significance for its extra ordinary Modern Architecture and its association with master architect Paul Rudolph.

Highly respected architect Paul Rudolph was appointed the coordinating architect for the entire site, creating a single master plan and produced design guidelines for all three buildings along with public spaces. Rudolph designed the Garage Plaza and landscaping and also oversaw the design of the buildings. When the original architects for the HEW tower were dismissed, Rudolph then redesigned the tower. While the final tower component of the Government Service Center Complex was never realized, many important and significant features of the complex are retained today, including the Hurley Building, Lindemann Center, and associated site features.

The PNF outlines four site development alternatives for the Hurley Building site. The Preservation Report by Bruner/Cott Architects (January 2020), included as an Appendix to the PNF, provides additional information on these four site development alternatives. The report states, "These alternatives are not meant to be an exhaustive study of all of the ways that the site may be redeveloped but instead are meant as radically different scenarios that allow the testing of potential outcomes for a broad range of approaches." However, these four alternatives are quite prescriptive for demolition of the Hurley Building in whole or in part and do not explore other possible alternatives that would lead to substantial preservation of this historic building and site.

Specifically, the Site Development Alternatives do not consider (a) retention and rehabilitation of the Hurley Building, potentially leveraged by federal and/or state historic rehabilitation tax credits, or (b) retention and rehabilitation of the Hurley Building with new construction.

The MHC requests a copy of the draft Request for Proposal (RFP) for review and comment. MHC requests that the RFP include additional options: (1) retention and rehabilitation of the Hurley Building; and (2) retention and rehabilitation of the Hurley Building with new construction, which should precede the options listed within the PNF (Options A – D) in importance. The RFP should promote retention of the Hurley Building and should consider impacts to the entire Government Services Center site.

The MHC recognizes the challenges of retrofitting aging buildings to meet current standards and code. Thousands of buildings in the Commonwealth have managed to accommodate modern services while retaining vast amounts of architecturally significant spaces and materials, proving that rehabilitation of historic buildings is a viable option.

The MHC also recognizes pedestrian challenges to the site. Different access points and passageway openings could be developed to promote cross site access and inviting public spaces.

After review of our files and the information submitted, MHC has determined that the proposed project will have an "adverse effect" ((950 CMR 71.05(a)), (950 CMR 71.05(e)), and (950 CMR 71.07(2)(b)(3))) on the Government Service Center through transfer or sale of the historic property without adequate conditions or restrictions regarding preservation, maintenance or use of the property; and the destruction of the Hurley Building.

Pursuant to 950 CMR 71.07(3), the MHC looks forward to consulting with Massachusetts Division of Capital Asset Management and Maintenance (DCAMM) to seek ways to avoid, minimize, or mitigate the adverse effect of the proposed demolition. The MHC hereby initiates its consultation process.

The demolition of a significant historic property that is included in MHC's Inventory triggers the filing of an Environmental Notification Form (ENF). If demolition of an inventoried historic property is the only anticipated ENF threshold, the proponent may consult with the MHC and change the project to result in a "no adverse effect" determination, or, as a result of consultation, seek to enter into a Memorandum of Agreement with the MHC in lieu of filing an ENF (301 CMR 11.03(10)).

The MHC is concerned with the long term planning for the Government Service Center Complex. MHC staff participated in the life safety improvement projects at the Government Service Center, which took much time, effort, and state funds to implement. It is disheartening to have completed the project only to have DCAMM consider demolition of the architecturally significant features that the life safety improvement project took great care to preserve. The MHC is also concerned with the conditions of the Lindemann Center. The Preservation Report by Bruner/Cott Architects submitted with this PNF highlights the deteriorated concrete surfaces on the grand external stair and throughout the Merrimac Street plaza.

These comments are offered to assist in compliance with M.G.L. Chapter 9, sections 26-27C (950 CMR 71.00) and MEPA (301 CMR 11). Please do not hesitate to contact Elizabeth Sherva of my staff if you have any questions.

Sincerely,



Brana Simon
State Historic Preservation Officer
Executive Director
Massachusetts Historical Commission

xc: Doug Kelleher, Epsilon Associates, Inc.
Rosanne Foley, BLC
Gary Wolf, DOCOMOMO/US_NE
Greg Galer, BPA
Kelvin Dickinson, Paul Rudolph Heritage Foundation
Mark Pasnik, OverUnder



The Commonwealth of Massachusetts
Executive Office for Administration and Finance
Division of Capital Asset Management and Maintenance
One Ashburton Place
Boston, Massachusetts 02108

Tel: (617) 727-4050

Fax: (617) 727-5363

CHARLES D. BAKER

GOVERNOR

KARYN E. POLITO

LIEUTENANT GOVERNOR

MICHAEL J. HEFFERNAN

SECRETARY

ADMINISTRATION & FINANCE

CAROL W. GLADSTONE

COMMISSIONER

Brona Simon
Executive Director
Massachusetts Historical Commission
220 Morrissey Boulevard
Boston MA 02125

April 15, 2020

Dear Ms. Simon-

I write in response to your letter dated February 25, 2020, regarding the redevelopment of the Hurley Building at 19 Staniford Street in Boston.

This site is a unique asset in the Commonwealth's portfolio of office properties. It is located within a five-minute walk of key government functions at the State House and McCormack State Office Building. It is at a critical juncture in its capital renewal cycle and is underbuilt vis a vis both the original plans for the site, and contemporary best practices for development in the urban core. It also presents unique challenges – notably its unwelcoming frontages along three different City streets that provide very few access points (an issue that would be difficult to address without major alteration given the site's steep slope) and comprise an impenetrable superblock that was originally intended to be accessed only from a central courtyard, further compounding circulation problems. The Hurley Building will also at minimum require significant modification in order to function as an effective work environment for agencies and employees.

Our approach to redeveloping the Hurley Building seeks to capitalize on the site's key opportunities while addressing its biggest challenges. The Commonwealth plans to *increase* the presence of state office workers on the site, while introducing private capital to offset our ongoing costs of occupancy. This increase in utilization – and of state employees in particular – is very much in keeping with the original concept for the Boston Government Service Center (BGSC) as imagined in the Government Center Master Plan by I.M. Pei and Henry Cobb. The ultimate design as overseen by Ed Logue, Paul Rudolph, and others, would have created a concentration of state office workers in a vibrant, publicly accessible Downtown location. As you know, this original plan was significantly compromised by the fact that the third building planned for the BGSC was never built. The incomplete result both diminished the critical density planned for this site and inhibited the full potential of this complex to serve as a nexus for State Government.

Our strategy for the site also recognizes that, at an FAR of 2.0, the Hurley Building is quite underbuilt for Downtown, in contrast both to the original intent for the site and to the State's and City's goals of fostering Transit-Oriented Development (TOD). TOD not only encourages greater vitality and street-level activation than can be achieved within the current configuration of the Hurley site, but also helps mitigate congestion and related greenhouse gas emissions.

The site needs to contain more building square footage for our project to be feasible.

The Commonwealth's plans for the site will require adding square footage beyond the confines of the existing, 327,000 SF Hurley Office Building. Therefore, the first Site Development Alternative that you request in your letter ("retention and rehabilitation of the Hurley Building, potentially leveraged by federal and/or state tax credits" and without any "new construction") – would not be a "feasible and prudent" alternative for this project. This option would not, fundamentally, allow us to achieve our project goals of 1) consolidating state office workers downtown within key Government Center buildings under long-term control (i.e. owned or long-term leased), and 2) introducing private capital to the site in order to offset the Commonwealth's ongoing costs of occupancy. Each of these goals is further explained below.

1. Consolidating Downtown Office Workers Within Key Government Center Assets

Nearly 11,000 Commonwealth employees work in Downtown Boston. Of these, approximately half work in space leased on a short-term basis (typically 10 years)¹. Increasing the amount of space under long-term control will be more cost-effective in the long run, as it will reduce the Commonwealth's exposure to a volatile, expensive lease market in which large blocks of office space offered at reasonable prices are quite rare.

A key component in this consolidation plan is roughly doubling (or more) the number of office workers that could be accommodated at the Hurley Building site, to over 2,000 employees. This could not be done without adding to the 327,000 GSF of the existing building, which currently contains roughly 1,100 seats².

2. Introducing Private Capital to Offset Ongoing Costs of Occupancy

In order to create this space in a cost-effective way we will partner with a private redevelopment partner, who will pursue private uses on the site in addition to building the office space for long-term Commonwealth occupancy. The rights to build new improvements for private use on any site this large in Downtown Boston are quite valuable. The Commonwealth will realize that value in below-market annual costs (i.e. lease rates), maximizing benefit to taxpayers and the public at large. This strategy also updates the original single-use urban design paradigm for the site, enabling an appropriately rich mix of public and commercial uses that will improve the long-term vitality and viability of the site.

Therefore, in addition to the new square footage that will be required on the site for Commonwealth occupancy, more new development will be required to accommodate the introduction of private uses. This also cannot not be done without adding to the 327,000 GSF of the existing building.

¹ Please refer to the attached map for more detail about the Commonwealth's portfolio of owned and leased offices in Downtown Boston.

² Although 1,100 seats are available, approximately 750 employees currently work in the building.

Our RFP will not provide developers with a pre-determined list of Development Alternatives to choose from.

I want to respond to one other request in your letter: that DCAMM provide MHC a draft copy of the RFP for review and comment, and that we "include additional options" in the RFP (beyond options A-D examined in the Preservation Report written by Bruner / Cott). We will, of course, be happy to provide a copy of the RFP to MHC for review and comment prior to issuance, as is our common practice. We will also analyze the second Alternative that you requested in your letter ("retention and rehabilitation of the Hurley Building with new construction"), to better understand its implications for preservation and redevelopment.

However, I want to clarify that it is *not* our intent to prescribe any particular approaches to demolition or retention to RFP respondents. Rather, we intend to invite proposals that strive to preserve all or key portions of the Hurley Building (identified in the Preservation Report) through creative, adaptive reuse, while also introducing new development to the site in a way that is sensitive to historical context and to the surrounding built environment. We do not intend to provide respondents a menu of Alternatives to choose from, because experience has shown that a creative development team working within the constraints of our RFP will, in all likelihood, come up with alternatives we could not foresee now.

In addition to evaluating proposals on the quality, quantity, and price of space for Commonwealth occupancy, we will also evaluate them for design excellence, responsiveness to our guidance in the RFP regarding preservation and adaptive reuse, and other qualitative criteria. Formulating these evaluation criteria is a critical element of the public outreach we are conducting and will continue to conduct in the coming months, including our consultation with you and your staff.

DCAMM looks forward to in-person consultation with MHC as conditions permit. In the meantime, Senior Project Manager Abi Vladeck has offered to conduct a virtual tour the Hurley Building and other BGSC features of interest if that would be useful in moving the consultation process forward. Abi can be reached at abigail.s.vladeck@mass.gov / 857-343-0083.

Sincerely,

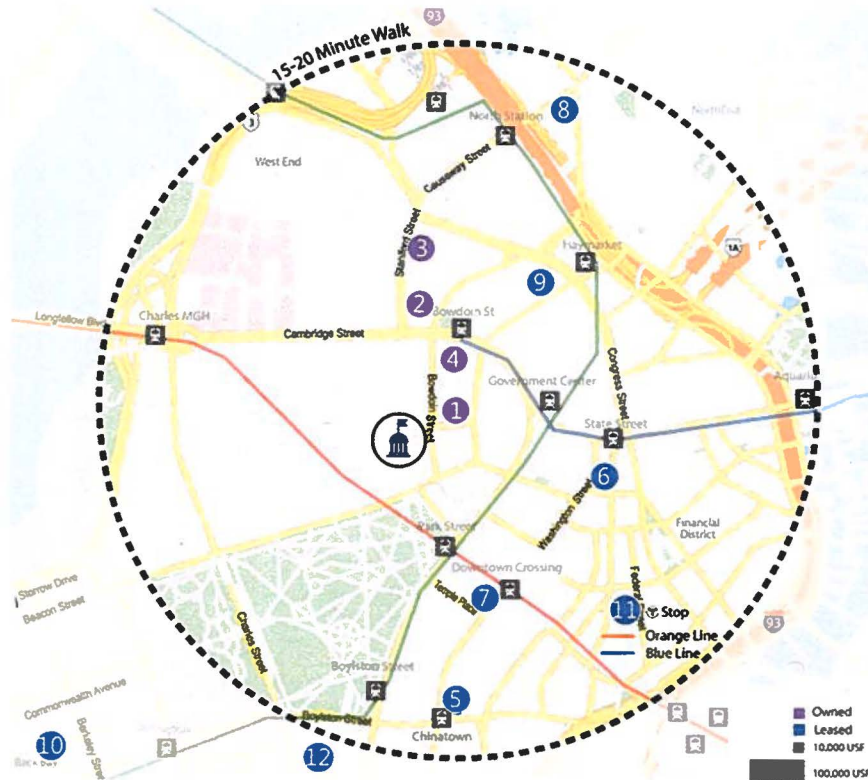


Carol Gladstone
Commissioner

CC by email: Rosanne Foley, Boston Landmarks Commission
Greg Galer, Boston Preservation Alliance
Gary Wolf, DOCOMOMO New England
Kelvin Dickinson, Paul Rudolph Heritage Foundation
Mark Pasnik, OverUnder

Downtown Boston Core

5-20min walk from State House



2.62 Million USF
Boston Core
10,930 Occupants

1.07 Million USF
Owned/Long-term leases
4,429 Occupants

0.95 Million USF
Short-term Leases
5,259 Occupants

0.60 Million USF
Transportation Building
1,242 Occupants

Portfolio Overview

1,072,000 USF Owned/long-term leases
600,000 USF Transportation building

642,000 USF Primary short-term leases
301,000 USF Secondary short-term leases

Owned/long-term leases

Primary short-term leases





The Commonwealth of Massachusetts
William Francis Galvin, Secretary of the Commonwealth
Massachusetts Historical Commission

May 20, 2020

Carol Gladstone
Commissioner
Division of Capital Asset Management and Maintenance
One Ashburton Place, 15th Floor
Boston, MA 02108

RE: Long Term Ground Lease of Hurley Building, Government Service Center Complex,
19 Staniford Street, Boston (Downtown), MA; MHC# RC.56843

Dear Commissioner Gladstone:

The Massachusetts Historical Commission (MHC) is in receipt of your letter dated April 15, 2020 regarding the Long Term Ground Lease of the Hurley Building, received at this office on April 21, 2020. The staff of the MHC have reviewed the information submitted and have the following comments.

DCAMM proposes to solicit redevelopment proposals and subsequently enter into a long-term ground lease for the redevelopment of a parcel of land at the Boston Government Service Center. The ground lease parcel includes approximately 3.25 acres of land containing the Charles F. Hurley Building at 19 Staniford Street. As proposed, the entire Hurley Building site will be ground-leased to a redevelopment partner who will lead the planning, permitting, financing, and construction for the site.

The MHC understands from your letter and the initial project submission that the goal of this Long Term Ground Lease and associated development project is to increase the square footage of office space for state employees on this parcel.

MHC continues to requests that the RFP include additional options: (1) retention and rehabilitation of the Hurley Building; and (2) retention and rehabilitation of the Hurley Building with new construction, which should precede the options listed in the PNF (Options A – D) in importance.

The RFP should promote retention of the Hurley Building and should consider impacts to the entire Government Services Center site. This entire site is nationally significant for its Modern Architecture and its association with master architect Paul Rudolph.

The RFP should not only give priority to increased square footage, but should also give priority to preservation, promotion of this important building within the context of downtown Boston, and how any new design would harmonize with it and the other portions of the historic complex.

The MHC looks forward to reviewing and commenting on the draft Request for Proposal (RFP).

It has been MHC staff opinion for many years that the Boston Government Service Center, including the Lindemann Center, Hurley Building, and site features, meets the criteria of eligibility for listing in the State and National Registers of Historic Places under criteria C at the local, state, and national levels of significance for its extra ordinary Modern Architecture and its association with master architect Paul Rudolph. Many of the important and significant features of the complex are retained today, including the Hurley Building, Lindemann Center, and associated site features.

These comments are offered to assist in compliance with M.G.L. Chapter 9, sections 26-27C (950 CMR 71.00) and MEPA (301 CMR 11). Please do not hesitate to contact Elizabeth Sherva of my staff if you have any questions.

Sincerely,

A handwritten signature in cursive script that reads "Brona Simon".

Brona Simon
State Historic Preservation Officer
Executive Director
Massachusetts Historical Commission

xc: Abi Vladeck, DCAMM
 Carol Meeker, DCAMM
 Doug Kelleher, Epsilon Associates, Inc.
 Rosanne Foley, BLC
 Gary Wolf, DOCOMOMO/US_NE
 Greg Galer, BPA
 Kelvin Dickinson, Paul Rudolph Heritage Foundation
 Mark Pasnik, OverUnder



The Commonwealth of Massachusetts
Executive Office for Administration and Finance
Division of Capital Asset Management and Maintenance
One Ashburton Place
Boston, Massachusetts 02108

Tel: (617) 727-4050

Fax: (617) 727-5363

CHARLES D. BAKER
GOVERNOR

KARYN E. POLITO
LIEUTENANT GOVERNOR

MICHAEL J. HEFFERNAN
SECRETARY
ADMINISTRATION & FINANCE
CAROL W. GLADSTONE
COMMISSIONER

Brona Simon
Executive Director, Massachusetts Historical Commission
220 Morrissey Boulevard
Boston MA 02125

November 10, 2020

Dear Ms. Simon:

I am pleased to share with you the enclosed *draft* design guidelines for the redevelopment of the Charles F. Hurley Building in Downtown Boston – part of the 5.25-acre Government Service Center that we recognize is eligible for listing in the State and National Registers of Historic Places.

As you know, for the past few years, DCAMM has been planning a redevelopment of the Hurley Building in an effort to cost effectively renew the building, consolidate state employees currently spread throughout leases in Downtown Boston into Commonwealth-owned space, and transform the site from an imposing super-block into a pedestrian-friendly part of a vibrant neighborhood.

The enclosed guidelines express our expectations for how the site can and should evolve while respecting its cultural heritage. The final version of these guidelines will be included in our RFP for a redevelopment partner, and respondents to the RFP will be evaluated, in part, on how well their planned redevelopment of the site shows consistency with these guidelines.

The guidelines were developed with input from an informal group of advisors that met with us throughout the summer to help ensure that we move forward in a way that respects this site as a significant cultural resource, while also allowing us to achieve other critical goals such as improvements to the public realm, improved energy efficiency, and office space for Commonwealth employees that meets contemporary workplace standards. Among others, the group included preservation advocates, practitioners, and neighborhood interests. While the

group did not formally vote on the recommendations – and was not even asked to come to consensus– their input greatly helped advance our thinking about this site.

In particular, I want to call your attention to two shifts that DCAMM is making with this document:

1. We will require our development partner to address public realm issues across the entire BGSC site (including Merrimac Plaza, in front of the Lindemann Building), not just within the redevelopment site itself.
2. There is a new emphasis in these guidelines on adaptive reuse as a way to respect the cultural heritage of the site, while reinterpreting it for a modern era. We are no longer contemplating approaches that entail complete demolition of the Hurley Building.

Over the next 2-3 months, we will be soliciting input from stakeholders and the general public on these design guidelines. I will make sure that you and your staff receive notices about all these efforts. In addition, we would also welcome the opportunity to brief you and your staff via a virtual meeting.

You will see these guidelines in their final version when we share with you a draft of our RFP, which we expect will be early in 2021. We also expect to share proposals with you for review and comment. In the meantime, we welcome your input on this draft document.

Sincerely,



Abi Vladeck
Senior Project Manager, Real Estate

CC by email: Rosanne Foley, Boston Landmarks Commission
Greg Galer, Boston Preservation Alliance
Gary Wolf, DOCOMOMO New England
Kelvin Dickinson, Paul Rudolph Heritage Foundation
Mark Pasnik, OverUnder



The Commonwealth of Massachusetts
William Francis Galvin, Secretary of the Commonwealth
Massachusetts Historical Commission

December 16, 2020

Abi Vladeck
Senior Project Manager, Real Estate
Division of Capital Asset Management and Maintenance
One Ashburton Place, 15th Floor
Boston, MA 02108

RE: Long Term Ground Lease of Hurley Building, Government Service Center Complex,
19 Staniford Street, Boston (Downtown), MA; MHC# RC.56843

Dear Ms. Vladeck:

Thank you for submitting a copy of the draft design guidelines for the redevelopment of the Charles F. Hurley Building, received at this office on November 18, 2020. The staff of the Massachusetts Historical Commission (MHC) have reviewed the draft design guidelines and find them responsive to MHC's May 20, 2020 letter. MHC staff are encouraged that the design guidelines promote preservation and adaptive reuse/rehabilitation rather than outright demolition of the historic Hurley Building.

The MHC looks forward to reviewing and commenting on the draft Request for Proposal (RFP). Specifically, MHC staff is interested in reviewing and commenting on the proposal evaluation criteria and how preservation and adaptive reuse will be prioritized/weighted/ranked in the evaluation of proposals.

These comments are offered to assist in compliance with M.G.L. Chapter 9, sections 26-27C (950 CMR 71.00) and MEPA (301 CMR 11). Please do not hesitate to contact Elizabeth Sherva of my staff if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Brona Simon".

Brona Simon
State Historic Preservation Officer
Executive Director
Massachusetts Historical Commission

xc: Commissioner Carol Gladstone, DCAMM
Carol Meeker, DCAMM
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