

Project Proposal to The Asset Management Board

Massachusetts Trial Court Acquisition of South Boston Municipal Courthouse Facility Lease for Massachusetts Trial Court

South Boston, Massachusetts

January 21, 2025

Proposed by:

Massachusetts Trial Court Honorable Heidi E. Brieger, Chief Justice and Thomas Ambrosino, Court Administrator

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I. DESCRIPTION OF THE PROJECT

Proposing Agency:

Massachusetts Trial Court ("TRC")

Description of the Project:

The Project is for the acquisition of leased space for the Massachusetts Trial Court to replace the South Boston Municipal Courthouse (also known as the Chief Justice Joseph F. Feeney Courthouse) located in South Boston, MA for not more than approximately 30,000 usable square feet of space for judicial, administrative, detention and court services for an initial lease term of 40 years and two extension options of 10 years each for a maximum term of 60 years. The Massachusetts Trial Court seeks approval from the Asset Management Board ("AMB") to acquire the lease, which requires many specifications including general office space, court rooms, detention areas, security screening space, etc. These spaces require unique considerations such as: (i) specific programmatic adjacencies including program layouts to allow for confidential interactions, separate and secure circulation corridors for the public, staff and detainees; (ii) specialized security functions, such as control centers and detention facilities with secured access; and (iii) significant security measures, including secured on-site parking. Given these unique specifications, which are more costly than standard office spaces, moving forward with a long-term lease would allow the Massachusetts Trial Court to amortize leasehold improvement costs over a longer period of time.

The lease will be acquired through a competitive process to seek proposals for the lease of space within the search area defined as wards 13, 14 and 15 of Boston as they existed on February 1, 1882 pursuant to M.G.L. c. 218, s. 1., delineated on the map included as **Attachment 1** ("Lease Catchment Area"). A letter of support from the Court Administrator of the Massachusetts Trial Court is included in **Attachment 2**.

The Commonwealth currently owns one Courthouse in South Boston, totaling 25,035 square feet: the South Boston Municipal Courthouse located at 535 East Broadway, which houses the Boston Municipal Court. This facility is in need of substantial renovations. It is estimated that it would cost up to \$2,000 PSF to build out a new court facility for the South Boston Municipal Courthouse. Assuming a 30,000 SF courthouse, this could cost the Commonwealth approximately \$60M. The Division of Capital Asset Management and Maintenance ("DCAMM") and the Massachusetts Trial Court have explored renovation and have determined that the most advantageous option for the Commonwealth is a long-term lease. A new leased facility would provide the opportunity to ensure best practices in contemporary courthouse design, operations, and functionality; provide the Massachusetts Trial Court a worthy home for the next 40-60 years; and meet long term sustainable needs supporting Commonwealth initiatives, such as Executive Order 594.

The South Boston Municipal Courthouse is an important initiative for the Massachusetts Trial Court and the Commonwealth. DCAMM and the Massachusetts Trial Court have identified the following parameters that are expected for the facility (further space and programming details will also be provided in the RFP):

Embody the Function of the Massachusetts Trial Court in the Commonwealth:

The South Boston Municipal Courthouse will fulfill both a functional need and a symbolic one for the Commonwealth. The building massing, materiality, and articulation will be critical to its identity as a public building. A successful building solution will employ architectural language to reflect the modern-day role of the Courthouse and represent the ideals of restorative justice in a dignified, safe, and appropriate manner.

Contribute to the civic character and urban fabric of South Boston:

The building must engage with the civic fabric of South Boston for the benefit of users and the public alike. The South Boston Municipal Courthouse represents an opportunity for an important landmark for this City.

Support better stewardship of State assets:

The Commonwealth is committed to stewardship of its assets and the improvement of facilities' operational and maintenance efficiency. The future South Boston Municipal Courthouse must be a facility that is developed utilizing best practices for state-of-the-art infrastructure systems and resilient materials resulting in better maintainability and sustainability.

Integrate resilient design:

The facility's design must include climate change resilience strategies based on vulnerability assessments and resiliency recommendations. For these purposes, resilience is defined as "ensuring that state facilities can be operated or adapted to resist and recover from the effects of hazards in a timely and efficient manner." This includes ensuring the preservation, restoration, or improvement of its essential structures and functions for the duration of its life cycle.

Realize a high-performance building:

In support of Executive Order 594 and DCAMM's mission to create forward-thinking sustainable buildings and drive decarbonization, the South Boston Municipal Courthouse will be expected to integrate carbon reduction strategies including, but not limited to, optimal thermal performance through advanced building envelope solutions, low/no carbon fuel sources, high efficiency measures, and renewable energy sources such as geothermal and solar. Civil and landscape design should emphasize water conservation, integrated storm water management, and low-maintenance and ecologically appropriate planting design. The facility will be required to achieve and maintain a minimum of LEED silver certification.

Ensure an inclusive court experience:

The design must anticipate how all users, including those with disabilities, will receive equal access to justice. The South Boston Municipal Courthouse should integrate architecture, site, and landscape into a single, universally accessible design beyond minimum federal and state accessibility compliance to create an inclusive design that promotes opportunities for all regardless of age, ability, gender, or background.

Embody DCAMM's Design Excellence principles:

As a building serving the citizens of the Commonwealth, DCAMM will work with the selected Developer to ensure DCAMM's guiding principles for design excellence are reflected:

- Design: achieve a built solution in form and function that is aesthetically pleasing, is useful, and complements its surroundings.
- Value: provide responsible allocation, planning, management, and oversight to maximize a building's long-term value.
- Stewardship: develop design solutions that embrace sustainability, maintainability, wellness, safety, equity, and security.

Description of the Asset

This Project is for the procurement of a currently unidentified leasehold estate of not more than approximately 30,000 usable square feet for general office space, court rooms, and detention areas serving key courthouse operational functions for an initial lease term of 40 years and two extension options of 10 years each for a maximum term of 60 years within the Lease Catchment Area.

Public Purpose and Public Benefits

The goals of the Project are to achieve the following public purposes and public benefits: (1) establish a new courthouse that can be procured and developed more efficiently and expediently than a traditional Commonwealth-owned facility; (2) release substantial capital funding that would otherwise be necessary for constructing a new Commonwealth-owned facility or renovating the existing site; (3) reduce costs associated with leasehold improvements, purchase and installation of specialized fit-up for court use and moving costs that are incurred each time an agency relocates; (4) capture the value of improvements and investments made for the Commonwealth; and (5) promote sound management of the Commonwealth's use of space and portfolio of leased space.

Description of the Project Procurement Method

DCAMM, in consultation with the Massachusetts Trial Court, will acquire the lease through a competitive process. DCAMM will issue a Request for Proposals ("RFP") to solicit proposals from interested parties. The Commonwealth of Massachusetts, acting by and through DCAMM on behalf of the Massachusetts Trial Court, will enter into a lease with the selected proposer.

II. CURRENT INVENTORY OF ASSETS

A list of the user agency's current inventory of assets can be found in **Attachment 6**. The user agency has reviewed the inventory and there are no Agency Assets that are underutilized and might be appropriate for use in lieu of the proposed Asset to be acquired.

III. PUBLIC PURPOSE AND PUBLIC BENEFITS

Sound Asset Management and Public Benefit:

The Project Proposal was developed in a manner consistent with DCAMM's goal to make the most advantageous financial and asset management decisions for the Commonwealth.

Due to the amount of space being sought and the high cost of leasehold improvements and relocation, Massachusetts Trial Court proposes to seek a leasehold interest longer than the 10 year term permitted under M.G.L. c. 7C, s. 35. An initial lease term of 40 years will be beneficial to the Commonwealth, renovated premises may remain in good condition and continue to support an agency's operations after 10 years and the options to extend lease terms enable the Commonwealth to take advantage of premises that continue to meet agency needs and to continue to benefit from the investment made in costly court specific leasehold improvements. An initial 40 year term will allow the landlord to amortize the cost of leasehold improvements over a longer period opposed to 10 years and is expected to result in reduced rent. It is estimated that the cost of leasehold improvements for this Project will be approximately \$700-\$800 per square foot. See Attachment 5 - Market Assessment of Improvements for South Boston Municipal Courthouse, for possible savings to the Commonwealth for the cost of these anticipated improvements. The longer term would also save the Commonwealth in relocation costs estimated to be \$1.20-\$2.00 per square foot per move. Assuming a move every 10 years, the cost to relocate a 30,000 usable square foot Municipal Courthouse could be \$360,000 over the maximum 60 year term.

The Massachusetts Trial Court and DCAMM's Office of Leasing and State Office Planning have evaluated the Massachusetts Trial Court's existing spaces and its anticipated future needs, with the goal to provide adequate space for the Massachusetts Trial Court's future needs in the Lease Catchment Area. The existing needs are not being met due to functional deficiencies in the current facilities, which would be costly to retrofit. This proposal seeks authorization to lease a judicial, administrative, detention and court services space of not more than approximately 30,000 usable square feet.

IV. LAWS AND REGULATIONS TO BE WAIVED

The Massachusetts Trial Court requests that the AMB waive the following laws and regulations for this proposed transaction:

M.G.L. Chapter 7C, Sections 33-37, except Section 36.

M.G.L. Chapter 30, Sections 39F through 39R inclusive, except Section 39H.

M.G.L. Chapter 149, Sections 44A through 44J inclusive, except for certification of

non-collusion in contracting requirement

810 CMR 2.06(2)(c), in part

M.G.L. Chapter 7C, Section 33-37, except Section 36 (Acquisition of Real Property by Lease and 10 Year Limitation) – These sections govern the acquisition of real property by lease, including the limitation of the

length of the term of any lease acquisition to a maximum of 10 years. These sections should be waived to make clear the acquisition of this lease is pursuant to AMB authorization, not M.G.L. Chapter 7C.

M.G.L. Chapter 30, Sections 39F through 39R inclusive (but not Section 39H)

M.G.L. Chapter 149, Sections 44A through 44J inclusive, except for certification of

non-collusion in contracting requirement – 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 non-collusion in contracting requirement would not be waived, nor would any laws pertaining to the payment of prevailing wages.

810 CMR 2.06(2)(c) (Polling Requirement) – The second sentence of Section 2(c) requires the DCAMM Commissioner to certify that the Project does not conflict with the current and foreseeable needs of any agency of the Commonwealth. Since this transaction does not require state polling, the requirement in this second sentence should be waived to make it clear that the Commissioner's certification is not required.

V. ALTERNATIVE ACQUISITION PROCESS

The Massachusetts Trial Court seeks AMB authorization to procure a leasehold estate for general office space, court rooms, and detention areas serving key courthouse operational functions for an initial lease term of 40 years and two extension options of 10 years each for a maximum term of 60 years. Landlord and premises will be selected through a competitive Request for Proposals (RFP) process. DCAMM, in collaboration with the Massachusetts Trial Court, will conduct the proposal selection process as described below.

Competitive Selection Process

Following AMB approval of a Final Project Proposal for this Project, DCAMM, in coordination with the Massachusetts Trial Court, will undertake the following process to select a proposal and enter into a lease:

- 1. <u>Prepare RFP:</u> DCAMM will prepare and issue the RFP to procure leased judicial, administrative, detention and court services space. The RFP will specify the date, time, and place for submission of proposals. The RFP informs all potential proposers of:
 - the Commonwealth's space needs,
 - the steps proposers must take to submit a proposal,
 - the procedures followed and the criteria used by DCAMM and the User Agency to evaluate proposals and select the proposal most advantageous to the Commonwealth's needs,
 - the Lease to be executed between the property owner and the Commonwealth of Massachusetts acting by and through DCAMM on behalf of the User Agency, and

- the Landlord's Services and Landlord's Improvements the Landlord must provide under the Lease.
- 2. <u>Advertise RFP:</u> The RFP will be advertised in accordance with the provisions of Chapter 7C, Section 36.
- 3. Receive Proposals, Evaluate, Select Proposal: Proposals will be evaluated based on the requirements and criteria specified in the RFP. DCAMM will select the most advantageous proposal based on evaluation of the proposals received and the recommendations of the Massachusetts Trial Court.
- 4. <u>Documentation:</u> DCAMM, in consultation with the Massachusetts Trial Court, will prepare the necessary legal documents for the lease transaction.
- 5. <u>Execute Lease</u>: DCAMM will execute the lease for the Commonwealth and on behalf of the Massachusetts Trial Court.

VI. FINANCIAL FEASIBILITY

Through the RFP process, DCAMM will obtain proposals that reflect fair market value for a leasehold within the Lease Catchment Area. We anticipate there will be competition as there is currently a high rate of vacancy for commercial buildings throughout the Commonwealth. Permitting a 40 year initial term will result in a financial benefit to the Commonwealth, as the cost of improvements will be amortized over a longer period thus reducing the anticipated monthly rent. The Massachusetts Trial Court anticipates that it will secure the funding necessary to complete the Project.

Amortizing the anticipated cost of improvements over a 40 year term would save the Commonwealth an estimated \$13,985,034.88 in rent over the first 10 years of the lease (see Attachment 5). The estimated value of the leasehold to be acquired would be \$4.36M per year in rent (based on the assumption of \$83/SF rent plus estimated annual improvements costs shown in Attachment 5), including operating expenses depending upon base rent charged, size of leasehold, and cost of improvements.

In the case that the cost of improvements must be amortized over the first 20 years; the anticipated cost savings over the first 10 years of the lease (see Attachment 5) would be \$10,174,568.08. The estimated value of the leasehold to be acquired would be \$4.74M per year in rent (based on the assumption of \$83/SF rent plus estimated annual improvements costs shown in Attachment 5), including operating expenses depending upon base rent charged, size of leasehold, and cost of improvements.

There are no anticipated revenues from this Project, as this Project contemplates the acquisition of a leasehold interest by the Commonwealth. The anticipated private sector participation in this Project will be the selected Landlord's improvements and space for Commonwealth use.

VII. IMPLEMENTATION AND PERFORMANCE MONITORING

The Massachusetts Trial Court, in consultation with DCAMM, will assist the AMB in monitoring the performance of the proposed transaction by reporting annually to the AMB pursuant to its regulations (810 CMR 2.08).

Individuals responsible for this monitoring include:

• Adam Baacke, Commissioner, DCAMM

Adam Baacke was appointed as Commissioner of DCAMM in August 2023. He has more than 25 years of experience with planning, design, capital project management, real estate, community development, and public administration, most recently serving as Assistant Vice Chancellor for Campus Development at the University of Massachusetts Lowell.

Paul M. Crowley, Deputy Commissioner for Real Estate, DCAMM

Paul M. Crowley is DCAMM Deputy Commissioner for Real Estate, with responsibility for leading the agency's real estate acquisition, disposition, and leasing efforts. He has held several executive-level real estate and asset management positions in the private and not-for-profit sectors.

Debbie Russell, Director of Leasing, DCAMM

Debbie Russell is DCAMM Director for the Office of Leasing and State Office Planning with responsibility for the agency's leasing portfolio of over 7.5 million square feet of space from private and public landlords. She has over 20 years of commercial real estate experience.

• Kendra Howes, Senior Project Manager, DCAMM

Kendra is a Senior Project Manager in the Office of Leasing and State Office Planning. Kendra has served as Project Manager and Senior Project Manager to DCAMM's Office of Leasing and State Office Planning for almost 2 years working with a wide variety of Commonwealth agency's completing the procurement process to meet the agency's space needs.

• Brianna Whitney, General Counsel, DCAMM

Brianna Whitney serves as General Counsel, providing legal advice and assistance to the agency with respect to real estate acquisitions, dispositions, contracts, and legislation. She has practiced law for over 10 years.

• Steven Zeller, Deputy General Counsel, DCAMM

Steven Zeller has served as Deputy General Counsel to DCAMM for over 10 years and has over 30 years of legal experience in public and private real estate and construction matters.

• Steve Catanach, Senior Associate General Counsel, DCAMM

Steve Catanach serves as Senior Associate General Counsel for DCAMM, with a particular focus on leasing transactions. He has practiced real estate law for over 4 years between both the private and public sector.

- Scott Schilt, Senior Program Manager, DCAMM
- Scott Schilt is DCAMM's Program Manager for the Massachusetts Trial Courts, serving as the agency's liaison with the Massachusetts Trial Courts for coordinating capital projects, asset management, and strategic planning initiatives. He has over 30 years' experience in project planning and design, working in both the public and private sectors, and has been with DCAMM since 2017.
- Thomas G. Ambrosino, Court Administrator, Massachusetts Trial Court
 Thomas Ambrosino has served as Court Administrator since January 2023. Prior to his appointment Mr.
 Ambrosino was City Manager in Chelsea, the Executive Director of the Supreme Judicial Court and the Mayor of the City of Revere.
- Thomas J. Simard, Chief Financial Officer, Executive Office of Court Management
 Thomas Simard has served as the Chief Financial Officer of the Trial Court since October 2021. Prior to his appointment Mr. Simard was Deputy Commissioner for Administration and Finance for the Massachusetts Department of Higher Education, the Assistant Commissioner for Administration and Finance for the Department of Developmental Services and the Chief Financial Officer for MassHealth.
- James Millins, Director, Director Facilities Management & Capital Planning, Executive Office of Court Management

James Millins has served as Director of Facilities Management & Capital Planning since May 2024. Prior to his appointment, Mr. Millins was the Acting Director of Facilities Management & Capital Planning, the Deputy Director of Facilities Management & Capital Planning and the Director of Facilities and Core Services at the Department of Developmental Services.

• Christopher McQuade, Leased Property Manager/Administrative Attorney, Legal Department, Executive Office of the Trial Court

Christopher McQuade has served as Lease Property Manager/Administrative Attorney since 1998. Prior to his appointment Mr. McQuade was an Administrative Attorney for the Legal Department for the Office of Court Management and a Procurement Coordinator for the Fiscal Affairs Department of the Office of Court Management.

The successful performance of this Project will be measured objectively by the following criteria:

- The procurement process will yield a long-term lease that will address Project goals.
- The lease will not result in windfall profits to any individual as per 810 CMR 2.02(1)(e).

Major Milestones and Completion Date:

Upon approval of this Project Proposal by the AMB, DCAMM, in consultation with the Massachusetts Trial Court, will initiate the competitive procurement process which will include advertising and soliciting competitive proposals in accordance with the Competitive Selection Process outlined in this Project Proposal.

Task	Approximate Date
Issue RFP; advertise in accordance with c. 7C, §36	1 st Quarter 2025
Proposal Submission Deadline	2 nd Quarter 2025
Proposal Selected	4 th Quarter 2025
Lease Executed	1 st Quarter 2026

There were no private individuals and entities involved in the preparation of the Project Proposal.

VIII. PUBLIC PARTICIPATION

Prior to submitting a Project Proposal to the AMB, the Massachusetts Trial Court, with the assistance of DCAMM, conducted the following public notice and hearing process:

- 1. Public Notice: Massachusetts Trial Court, in collaboration with DCAMM, published a "Notice of Intent to Submit a Proposal and Public Hearing" with an invitation for public comment. The notice was advertised once a week for two consecutive weeks in the Central Register and once a week for two consecutive weeks in the Boston Globe. The last notices appeared no less than seven days prior to the public hearing. A downloadable copy of the draft AMB Project Proposal was posted on the Mass.gov website along with information on how to submit comments and details of the public hearing. Copies of the Notice of Intent to Submit a Proposal and Public Hearing are attached to this Proposal as **Attachment 3 Public Notices.**
- 2. Notice to Public Officials: A copy of the notice was sent to the members of the Asset Management Board, Secretary of the Commonwealth of Massachusetts with a copy to the Executive Office of Administration and Finance, Metropolitan Area Planning Council and to the following members of the General Court and municipal officials:

Name	Branch
The Honorable David Biele	House of Representatives
The Honorable Jon Santiago	House of Representatives
The Honorable Nicholas P. Collins	Senate

Note: Senators and Representatives receive notification by email

Individual	Title	Town	City State Zip
The Honorable Michelle Wu	Mayor	1 City Hall Square, Suite 500	Boston, Massachusetts 02201
The Honorable Ruthzee Louijeune,	City	1 City Hall Square,	Boston, Massachusetts
City Council President	Councilor	Suite 550	02201
The Honorable Julia Mejia	City	1 City Hall Square,	Boston, Massachusetts
	Councilor	Suite 550	02201
The Honorable Erin J. Murphy	City	1 City Hall Square,	Boston, Massachusetts
	Councilor	Suite 550	02201
The Honorable Henry Santana	City	1 City Hall Square,	Boston, Massachusetts
	Councilor	Suite 550	02201
The Honorable Edward M. Flynn	City	1 City Hall Square,	Boston, Massachusetts
	Councilor	Suite 550	02201
The Honorable John Fitzgerald	City	1 City Hall Square,	Boston, Massachusetts
	Councilor	Suite 550	02201

Note: Municipal officials received notification via regular mail

Public hearing: A public hearing was conducted remotely on January 6, 2025. The minutes of the public hearing are attached to this Proposal as **Attachment 4 – Minutes of Public Hearing.**

IX. CONCLUSION

The Massachusetts Trial Court believes that this request for authorization to enter into a 40-year lease with two ten-year extension options through a competitive request for proposals process is in the public interest, and meets the standards set forth in M.G.L. Chapter 7B and in 810 CMR 2.02(1)(a) through (g). Should the AMB approve this Project Proposal, DCAMM, in collaboration with the Massachusetts Trial Court, will issue a Request for Proposals for the procurement of a lease through the competitive selection process identified in this Project Proposal.

ATTACHMENTS

ATTACHMENT 1

Massachusetts Trial Court South Boston Municipal Courthouse Lease Catchment Area to comply with M.G.L. Chapter 218 s. 1

Catchment Area must be within Wards 13, 14, and 15 as depicted below



ATTACHMENT 2 Letter of Support from Secretariat

ATTACHMENT 2 Letter of Support from Secretariat



THE TRIAL COURT OF MASSACHUSETTS EXECUTIVE OFFICE OF THE TRIAL COURT

Heidi E. Brieger Chief Justice of the Trial Court

> Thomas G. Ambrosino Court Administrator

John Adams Courthouse One Pemberton Square, 1M Boston, MA 02108

January 13, 2025

Asset Management Board Attn: Adam Baacke, Chair c/o Division of Capital Asset Management and Maintenance One Ashburton Place, 15th Floor Boston, MA 02108

RE: Project Proposal for South Boston Municipal Courthouse

Dear Members of the Asset Management Board:

The Executive Office of the Trial Court of Massachusetts has reviewed and supports the Project Proposal for the South Boston Municipal Courthouse to move forward with procuring a forty (40) year lease with two ten (10) year extension options.

The proposal is for the acquisition of a long-term lease within the search area of South Boston to secure replacement space for the South Boston Municipal Court. The requested search area is necessary to increase the likelihood that the chosen facility will allow for easy access to major highways and public transportation.

The Trial Court is looking for leased space that is not more than approximately 30,000 square feet and, as noted above, would allow for an initial lease term of forty-years with two ten-year lease extension options. Due to the unique nature of the work of each court division, the Request for Proposals will include many specifications, including the need of general office space, courtrooms, hearing rooms, record storage rooms, holding cells, and a sallyport for delivery and retrieval of detainees. Given these unique specifications moving forward with a long-term lease would allow for the Trial Court to distribute the build-out costs over a longer rental period and avoid the potential for a costly move after a standard ten-year lease term.

Based on my review of this proposal, I believe that securing a long-term lease to replace the existing South Boston Municipal Courthouse is in the best interests of the Trial Court and the Commonwealth.

Thank you for your consideration of this proposal

Thomas G. Ambrosino

Court Administrator

Sincerely.

ATTACHMENT 3 Notice of Public Hearing

Notice of Public Hearing

Commonwealth of Massachusetts
Massachusetts Trial Court

Notice of Intent to Submit a Project Proposal to the Asset Management Board and Public Hearing for the Acquisition of a Long-Term Leasehold Interest in Real Property Located within South Boston for a South Boston Municipal Courthouse on behalf of the Massachusetts Trial Court.

The Massachusetts Trial Court, in collaboration with the Division of Capital Asset Management and Maintenance, hereby gives notice under 810 CMR 2.05 that it intends to submit a Project Proposal to the Asset Management Board and that it will hold a public meeting on the proposed project. The proposed Project is for the acquisition of a long-term leasehold interest in real property located within the City of South Boston for judicial, administrative, detention and court service space for the Massachusetts Trial Court ("Agency"). The Project contemplates acquiring a lease for no more than approximately 30,000 usable square feet for an initial lease term of 40 years and two ten-year extension options, for a maximum term of 60 years. The estimated value of the leasehold to be acquired would be \$3.49m per year in rent, including operating expenses depending upon base rent charged, size of leasehold, and cost of improvements. This would be a savings to the Commonwealth compared to if the Commonwealth were to construct a new facility. The landlord will be selected through a competitive process.

The Commonwealth is contemplating the acquisition of a long-term lease for the South Boston Municipal Courthouse for the Agency to achieve 5 main goals:

- 1. Establish a new courthouse that can be procured and developed more efficiently and expediently than a traditional Commonwealth-owned facility;
- 2. Release substantial capital funding that would otherwise be necessary for constructing a new Commonwealth-owned facility or renovating the existing site;
- 3. Reduce costs associated with leasehold improvements, purchase and installation of specialized fit-up for court use and moving costs that are incurred each time an agency relocates;
- 4. Capture the value of improvements and investments made for the Commonwealth; and
- 5. Promote sound management of the Commonwealth's use of space and portfolio of leased space.

The draft Project Proposal is available at

https://www.mass.gov/info-details/south-boston-municipal-courthouse-project-proposal. Copies are also available by emailing Kendra. Howes@mass.gov. Please note the draft Project Proposal may be updated periodically throughout this process.

The public hearing will be held on January 6, 2025, at 2:00 p.m. at https://us02web.zoom.us/j/81987453282. The public is invited to comment on the proposed Project at the public hearing and may submit written comments.

The deadline for submitting written comments is **January 11, 2025, at 4 p.m. EST.** Comments may be submitted on the website or by email to Kendra.howes@mass.gov.

By: Adam Baacke, Commissioner Division of Capital Asset Management and Maintenance

ATTACHMENT 4 Minutes of Remote Public Hearing

Public Hearing for Project Proposal to The Asset Management Board

Massachusetts Trial Court & Division of Capital Asset Management and Maintenance

Acquisition of South Boston Municipal Courthouse Facility Lease

Public Hearing Via ZOOM

January 6, 2025, 2:00 PM EST

- Hosts: Debbie Russell, DCAMM, Katie Macedo, DCAMM
- Panelists: Adam Baacke, DCAMM, Paul Crowley, DCAMM, Kendra Howes, DCAMM, Hannah Carrillo, DCAMM, Steven Zeller, DCAMM, Steven Catanach, DCAMM, Peter Woodford, DCAMM, Tom Ambrosino, TRC
- 2 Attendees on Zoom Call
- Welcome by Adam Baacke, Commissioner of DCAMM for Commonwealth of MA and Chair of Asset Management Board
 - This public hearing is an opportunity to hear comments and inform the next steps in the process that are needed to move forward in order to authorize this proposal
 - O Both of the hats that I wear have a role in this process; the asset management board is the entity that reviews and determines whether to authorize an alternative procurement method for acquiring this facility to meet the trial courts needs; in this case and an extended lease beyond what statute would otherwise limit us to, and the division of capital asset management will be the entity that will implement this process if it is authorized by the asset management board
 - The asset management board is a little known entity whose responsible to the Commonwealth to try to find alternative means or authorize alternative means if that will help the Commonwealth achieve best possible value for real estate activities and also if alternative approaches will yield better results in the public interest and in doing so this includes importantly trying to maximize competition and explore and use tools that are non traditional and in this case we have a highly constrained capital plan and in order to meet the trial court needs of South Boston in a more timely manner than we could under the traditional capital plan. We are locating to utilize a private partner to help deliver the facility on a much more aggressive timeline than would otherwise be possible
 - O What we will here today is a brief presentation about the project itself and what is being sought from the asset management board; this hearing and the asset management boards meeting later in this month is not about the specifics of any particular proposal it is more about whether to authorize a nontraditional approach to delivering the project, not how anyone party might respond to that nor the merits of any of those responses
 - With the public hearing portion of today as a courtesy we will certainly invite state any state and local officials who are participating to speak first and after that we will open it up to members of the public who wish to speak on the project and we do encourage folks to limit

- your speaking time to 3 minutes or less in order to ensure that there is time for everyone who might be interested in sharing their opinion
- We will address administrative and procedural questions that arise but we will not be answering substantive questions as part of this public hearing
- Technically the entity that is actually seeking the approval of or the authorization from the asset management board is the Massachusetts trial court administration and we are joined today by court administrator Tom Ambrosino who can share a few thoughts about this particular proposal and after that we'll turn it over to the DCM leasing team that will talk along the warrant detail about the process and what specifically is being requested
- Tom Ambrosino, Court Administrator, Massachusetts Trial Court
 - I think we all recognize that the current South Boston courthouse facility has reached the
 end of its useful life and would either need to be completely rehabilitated or torn down and
 reconstructed and as you mentioned there are constraints in the state's capital plan,
 particularly since we are already in that plant seeking significant capital dollars for other
 courthouses
 - The only option and the only realistic option for us if we want to stay in South Boston and we most certainly do want to stay in South Boston and have a community courthouse present there is to look for some leased facility within the confines of South Boston and we think we strongly believe that a extended lease that would extend beyond the current statutory limits of 10 years is the best approach for us
 - A long term lease will ensure that our annual lease costs are affordable particularly given how much of a capital investment we're going to require a lessor to do on a site for us and so the longer extended lease gives the property owner opportunity to recoup its investment over time and therefore reduce the annual cost of the lease
 - In addition we do think that a long term extended lease that has a guaranteed income stream will be more attractive and will likely increase the number of property owners who might bid on an RFP and that is put out by the Commonwealth
 - o For those reasons we strongly support this effort and we will be urging the asset management board to approve this at its upcoming meeting
- Katie Macedo, Deputy Director of Leasing, DCAMM
 - o Slide 1:
 - Project Proposal to the Asset Management Board
 - Acquisition of South Boston Municipal Courthouse Facility Lease for MA Trial Court
 - o Slide 2:
 - This ZOOM Webinar is being recorded and will be posted at:
 - https://www.mass.gov/info-details/south-boston-municipal-courthouse-projectproposal
 - Participants are muted to ensure an audible presentation
 - After the presentation, if you have a comment, please use the chat function or raise your virtual hand
 - Please limit comments to 3 minutes
 - The minutes of this hearing will be included in the FPP (*Final Project Proposal*)

Slide 3:

- The Commonwealth currently owns one Courthouse in South Boston, totaling 25,035 square feet: the South Boston Municipal Courthouse (also known as the Chief Justice Joseph F. Feeney Courthouse) located at 535 East Broadway, which houses the Boston Municipal Court
- This facility is in need of substantial renovations and no longer meets the needs of the Massachusetts Trial Court
- It is estimated that it would cost up to \$2,000 PSF to build out a new court facility for the South Boston Municipal Courthouse. Assuming a 30,000 SF courthouse, this could cost the Commonwealth approximately \$60M

o Slide 4:

- Massachusetts Trial Court seeks approval under MGL (Mass General Law) Chapter
 7B from the Asset Management Board to enter into a lease for:
- Judicial, administrative, detention, and court services space
- Not more than approximately 30,000 usable square feet
- An initial lease term of 40 years and two ten-year extension options, for a maximum term of 60 years
- A location within South Boston Wards 13, 14, and 15 as shown to the right. Lease catchment area as shown is required under MGL Chapter 218 s. 1.

o Slide 5:

- In accordance with 810 CMR 2.06(2), the Final Project Proposal includes:
- A detailed description of the Project with all noted items
- Secretariat approval
- Identification of agency needs
- Public comments received
- Statement of conflicting laws and regulations to be waived and description of competitive acquisition process
- Agency plan to assist AMB in monitoring the Project
- Statement of agency responsible for Project implementation
- A schedule for implementation showing major milestones and completion dates

Slide 6:

- Public Purpose and Benefits
- C. 7C § 35 authorizes leases for a term not exceeding 10 years
- The Asset Management Board has the authority to authorize a longer term
- The goals of the Project are to achieve the following public purposes and public benefits:
- Establish a new courthouse that can be procured and developed more efficiently and expediently than a traditional Commonwealth-owned facility;
- Release substantial capital funding that would otherwise be necessary for constructing a new Commonwealth-owned facility or renovating the existing site;

- Reduce costs associated with leasehold improvements, purchase and installation
 of specialized fit-up for court use and moving costs that are incurred each time an
 agency relocates;
- Capture the value of improvements and investments made for the Commonwealth;
 and
- Promote sound management of the Commonwealth's use of space and portfolio of leased space

o Slide 7:

- Alternative Acquisition Process & Competitive Selection Process: Following Asset Management Board approval of a Project Proposal for this Project, DCAMM (Division of Capital Asset Management and Maintenance), in coordination with the Massachusetts Trial Court, will undertake the following process to select a proposal and enter into a lease:
- Prepare RFP (Request for Proposal): DCAMM will prepare and issue the RFP to procure leased judicial, administrative, detention and court services space. The RFP will specify the date, time, and place for submission of proposals. The RFP informs all potential proposers of:
- the Commonwealth's space needs,
- the steps proposers must take to submit a proposal,
- the procedures followed and the criteria used by DCAMM and the User Agency to evaluate proposals and select the proposal most advantageous to the Commonwealth's needs,
- the Lease to be executed between the property owner and the Commonwealth of Massachusetts acting by and through DCAMM on behalf of the User Agency, and
- the Landlord's Services and Landlord's Improvements the Landlord must provide under the Lease.
- Advertise RFP: The RFP will be advertised in accordance with the provisions of Chapter 7C, Section 36.
- Receive Proposals, Evaluate, Select Proposal: Proposals will be evaluated based on the requirements and criteria specified in the RFP. DCAMM will select the most advantageous proposal based on evaluation of the proposals received and the recommendations of the Massachusetts Trial Court.
- <u>Documentation:</u> DCAMM, in consultation with the Massachusetts Trial Court, will prepare the necessary legal documents for the lease transaction.
- <u>Execute Lease</u>: DCAMM will execute the lease for the Commonwealth on behalf of the Massachusetts Trial Court.

o Slide 8:

- Anticipated Milestones
- Asset management board approval; approximately 1st quarter 2025
- Issue RFP; advertise in accordance with 7C Section 36; approximately 1st quarter
- Proposal submission deadline; approximately 2nd quarter 2025

- Proposal selected; approximately 4th quarter 2025
- Lease executed; approximately 1st quarter 2026
- Proposers will be required to submit estimated timeline from Lease Execution to Project Completion with their proposal.

o Slide 9:

- Laws and Regulations to be Waived
- M.G.L. Chapter 7C, Section 33-37, except Section 36 (Acquisition of Real Property by Lease and 10 Year Limitation) These sections govern the acquisition of real property by lease, including the limitation of the length of the term of any lease acquisition to a maximum of 10 years. These sections should be waived to make clear the acquisition of this lease is pursuant to AMB authorization, not M.G.L. Chapter 7C.
- M.G.L. Chapter 30, Sections 39F through 39R inclusive (but not Section 39H); M.G.L. Chapter 149, Sections 44A through 44J inclusive, except for certification of non-collusion in contracting requirement – 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 non-collusion in contracting requirement would not be waived, nor would any laws pertaining to the payment of prevailing wages.
- 810 CMR (Code of Massachusetts Regulations) 2.06(2)(c) (Polling Requirement) The second sentence of Section 2(c) requires the DCAMM Commissioner to certify that the Project does not conflict with the current and foreseeable needs of any agency of the Commonwealth. Since this transaction does not require state polling, the requirement in this second sentence should be waived to make it clear that the Commissioner's certification is not required.

o Slide 10:

- Public Participation, Review and Comment
- Massachusetts Trial Court published a "Notice of Intent to Submit a Proposal and Public Hearing" with an invitation for public comment in accordance with regulations as follows:
- The Central Register for two consecutive weeks
- The Boston Globe for two consecutive weeks
- On the Mass.gov website with a downloadable copy of the Project Proposal
- Notices were sent to members of the General Court with districts located within the acquisition search area, the Secretary of the Commonwealth of Massachusetts with a copy to the Executive Office of Administration and Finance, the Planning Council for the acquisition search area, municipal officials located within the acquisition search area, and to members of the Asset Management Board.
- Public comment period closes Saturday, January 11, 2025, at 4:00 P.M. E.T.
- Comments may be emailed to <u>Kendra.Howes@mass.gov</u>

- Slide 11:
 - Conclusion
 - The Massachusetts Trial Court believes that this request for authorization to enter into a 40-year lease with two ten-year extension options through a competitive request for proposals process is in the public interest, and meets the standards set forth in M.G.L. Chapter 7B and in 810 CMR 2.02(1)(a) through (g).
 - Should the AMB approve this Project Proposal, DCAMM, in collaboration with the Massachusetts Trial Court, will issue a Request for Proposals for the procurement of a lease through the competitive selection process identified in this Project Proposal.
- Slide 12:
 - Comments may be emailed to <u>Kendra.Howes@mass.gov</u>
 - Public comment period closes Saturday, January 11, 2025, at 4:00 P.M. E.T.
- Debbie Russell, Director of Leasing, DCAMM
 - Opened the floor for public comment
 - o No comments were made, Debbie indicated that the hearing will remain live until 2:30PM
- Public Hearing Concluded at 2:30PM

Public Comments Received via Email During the Public Comment Period

No public comments were received.

ATTACHMENT 5

Market Assessment of Improvements Costs for South Boston Municipal Courthouse

Facility	Status	Usable Square Feet	Improvement Cost per USF	Total Improvement Cost			
Estimate of Improvements Costs for a Leased Facility and Comparison of Amortized Costs							
	Leased Projects Used for Cost Estimate						
Massachuestts State Police Crime Lab - Central Massachuestts	Proceeding with a selection by the end of January (20 Year Initial Term)	180,000 - 200,000	\$900.00 - \$1,100.00	\$190,000,000.00			
Estimated Im	provement Costs for Springfield Regional Justice Cer	nter					
Basis of Estimate	Estimating \$700 - \$800 PSF based on estimates from the State Police Crime Lab proposals. Adjustments have been made due to differences in specialized fitup between laboratory space vs courtroom space.	30,000	\$750.00	\$22,500,000.00			
	Ame	ortized over 10 years	@ 8% interest	\$32,758,450.48			
	Amortized over 20 year	s @ 8% interest in th	e first 10 years	\$22,583,882.40			
Amortized over 40 years @ 8% interest in the first 10 years							
	Potential savings over the firs	t 10 years if amortize	d over 20 years:	\$10,174,568.08			
	Potential savings over the firs	•	d over 40 years:	\$13,985,034.88			
·	Costs for a Commonwealth Owned Facility as Com	pared to Leased					
	onwealth Owned Projects Used for Cost Estimate						
Quincy Justice Center, Quincy	Estimate as of January 2025	132,295	\$1,413.51	\$187,000,000.00			
Massachusetts Trial Court, Lynn	Estimate as of January 2025	68,302	\$1,244.47	\$85,000,000.00			
Massachusetts Trial Court, Framingham	Estimate as of January 2025	120,000	\$1,525.00	\$183,000,000.00			
	Average per square foot cost bas		nd Framingham	\$1,394.33			
Estimated Improvement Costs for Springfield Regional Justice Center							
Basis of Estimate	Estimating \$700 - \$800 PSF based on estimates from the State Police Crime Lab proposals. Adjustments have been made due to differences in specialized fitup between laboratory space vs courtroom space.	30,000	\$750.00	\$22,500,000.00			
Potential construction cost savings per square for	ot and total based on 30,000 USF as compared to the av	erage shown above:	\$644.33	\$19,329,807.67			

ATTACHMENT 6 AGENCY INVENTORY

COMMONWEALTH OF MASSACHUSETTS



EXECUTIVE OFFICE FOR ADMINISTRATION & FINANCE DIVISION OF CAPITAL ASSET MANAGEMENT & MAINTENANCE ONE ASHBURTON PLACE, 15^{TH} FLOOR BOSTON, MA 02108 (617) 727-4050

MAURA T. HEALEY
GOVERNOR

KIMBERLEY DRISCOLL LIEUTENANT GOVERNOR

MATTHEW J. GORZKOWICZ
SECRETARY

ADAM BAACKE
COMMISSIONER

1/16/2025 | 12:52 PM EST

MEMORANDUM

TO: Asset Management Board

RE: Massachusetts Trial Court, Inventory of Current Owned and Leased Facilities

FROM: Adam Baacke, Commissioner

DATE: January 16, 2025

In support of the Project Proposal for the Massachusetts Trial Court (TRC), Acquisition of a judicial,

administrative, detention and court service Lease for Massachusetts Trial Court, I offer the attached inventory of relevant facilities occupied by the Massachusetts Trial Court.

This inventory was prepared by DCAMM staff using Capital Asset Management inventories. I hereby certify that I believe the attached inventory is accurate and current. I hereby certify the proposed Project does not conflict with the current and foreseeable needs of any Agency.

Owned / Leased	Facility	Street	City	State	Zip	Square Footage
Owned	Hampden County Hall of Justice	50 State St	Springfield	MA	01103	245000
Owned	Springfield Juvenile & Housing Court	80 State St	Springfield	MA	01103	48900
Owned	Chicopee District Court	30 Church St	Hampden	MA	01020	20250
Owned	Greenfield/Franklin County Justice Center	43 Hope St	Greenfield	MA	01301	105860
Owned	Holyoke District Court	20 Court Plaza	Holyoke	MA	01040	20000
Owned	Northampton Superior and District Court	15 Gothic St	Northampton	MA	01060	39272
Owned	Palmer District and Juvenile Court	235 Sykes st	Palmer	MA	01069	20506
Owned	Pittsfield District Court	24 Wendell St	Pittsfield	MA	01201	22380

Owned Pittsfield Superior Court 76 East St Pittsfield MA 0 Owned Ayer District Court 25 East Main Street Ayer MA 0 Owned Clinton District Court 300 Boylston St Clinton MA 0 Owned Concord District Court 305 Walden St Concord MA 0	01201 01201 01432	27060 27500
Owned Ayer District Court 25 East Main Street Ayer MA 0 Owned Clinton District Court 300 Boylston St Clinton MA 0 Owned Concord District Court 305 Walden St Concord MA 0		27500
Owned Clinton District Court 300 Boylston St Clinton MA 0 Owned Concord District Court 305 Walden St Concord MA 0	01432	
Owned Concord District Court 305 Walden St Concord MA 0	01102	35400
	01510	19440
	01742	25219
Dudley District, Housing and		
	01571	18048
	01515	44223
Fitchburg District and Juvenile Owned Court 100 Elm Street Fitchburg MA 0	01420	40300
	01702	33738
	01440	17260
Marlborough District and	01752	39000
Milford District and Juvenile		
	01757	16259
Owned Uxbridge District Court 261 South Main Street Uxbridge MA 0	01569	14574
Westborough District and Owned Probate & Family Court 175 Milk St Westborough MA 0	01581	21624
Owned Worcester Trial Court 225 Main St Worcester MA 0	01608	427457
	01840	165000
	01830	20400
	01970	254229
Owned Lawrence Superior 40 Appleton Way Lawrence MA 0	01840	43680
Owned Lowell Justice Center 370 Jackson Street Lowell MA 0	01852	266523
Owned Lynn District Court 580 Essex St Lynn MA 0	01901	40875
	01950	56437
	01950	8617
Peabody District and Juvenile Owned Court 1 Lowell St Peabody MA 0	01960	40247
	01970	77000
- 	02301	175000
	02721	150392
Fall River (Durfee) Probate & Family, Juvenile and Housing	02720	75000
Falmouth District and Juvenile Owned Court 161 Jones Road Falmouth MA 0	02540	17200
New Bedford Probate & Family Owned Court 505 Pleasant Street New Bedford MA 0	02740	17224
Owned Plymouth Trial Court 52 Obery St Plymouth MA 0	02360	189154
Owned Taunton TC 40 Broadway Taunton MA 2	27180	157076
Owned Adams Courthouse 1 Pemberton Square Boston MA 0	02108	340492
Owned Brighton District Court 52 Academy Hill Road Boston MA 0	02135	30964
Owned Edward J. Brooke Courthouse 24 New Chardon Street Boston MA 0	02114	425300
Owned Charlestown District Court 3 City Square Boston MA 0	02129	35200
Owned Chelsea District Court 120 Broadway Chelsea MA 0	02150	79500
Owned Dorchester District Court 510 Washington Street Boston MA 0	02124	77000
Owned East Boston District Court 37 Meridian Street Boston MA 0	02128	21497
	02141	27773
	02169	36204
	02119	70658
Owned Somerville District Court 175 Fellsway Somerville MA 0 South Boston Municipal	02145	31060
	02127	25035
	02108	429366
	02130	54124
Waltham District Court\Juvenile	02452	27212

Owned	Woburn District Court	30 Pleasant Street	Woburn	MA	01801	24020
Leased	Worcester Law Library	184 Main Street	Worcester	MA	01608	17832
Leased	District Courthouse	205 State Street	Belchertown	MA	01007	26195
Leased	District Courthouse	9-13 South Main Street	Orange	MA	01364	19293
Leased	County owned courthouse	75 North 6th Street	New Bedford	MA	02740	42000
Loadou	County owned countriouse	4040 Mystic Valley	14cW Bedield	1417 (02140	42000
Leased	District Courthouse	Parkway	Medford	MA	02155	57843
Leased	Appeals Court Judge office	1441 Main Street	Springfield	MA	01103	1960
Leased	TRC Admin Office	1, 2 & 3 Center Plaza	Boston	MA	02108	70290
Leased	TRC Probation Office	1150 Hancock Street	Quincy	MA	02169	9819
Leased	TRC Jury Comm office	560 Harrison Avenue	Boston	MA	02118	7756
Leased	Juvenile Courthouse	139 Central Ave	Lynn	MA	01901	18042
Leased	Housing Courthouse	111 E. Hathaway Road	New Bedford	MA	02746	9374
Leased	District Courthouse	224 Elm Street	Westfield	MA	01085	22577
Leased	TRC Parking	17 Wendell Avenue	Pittsfield	MA	01201	35 Spaces
Leased	Juvenile Courthouse	131 Suffolk Street	Holyoke	MA	01040	22625
Leased	Probate + Family courthouse	15 Atwood Drive	Northampton	MA	01060	22000
Leased	Juvenile Courthouse	55 Allied Drive	Dedham	MA	02026	16438
Leased	TRC training and Elmo office	55 Green Street	Clinton	MA	01510	22943
Leased	Juvenile Courthouse	110 Mount Wayte Ave	Framingham	MA	01702	14520
		2100 Trade Center			002	020
Leased	Middlesex Superior Courthouse	Park, Sylvan Road	Woburn	MA	01801	139689
Leased	Probate + Family courthouse	10-u Commerce Way	Woburn	MA	01801	49818
Leased	Probate + Family courthouse	35 Shawmut Road	Canton	MA	02021	50316
Leased	Juvenile Courthouse	96 Marshall Street	North Adams	MA	01247	27714
Leased	District Courthouse	116 Russel Street	Hadley	MA	01035	16742
Leased	TRC Storage	60 Fremont Street	Worcester	MA	01603	50209
Leased	Juvenile Courthouse	190 North Street	Pittsfield	MA	01202	25009
Leased	District Courthouse	25 School Street	Leominster	MA	01453	17059
Leased	District Courthouse	197 Main Street	Gloucester	MA	01930	6586
Leased	County owned courthouse	3195 Main Street	Barnstable	MA	02630	38989
Leased	County owned courthouse	3195 Main Street	Barnstable	MA	02630	22270
Leased	County owned courthouse	3195 Main Street	Barnstable	MA	02630	15279
Leased	County owned courthouse	237 Rock Harbor Road	Orleans	MA	02630	19467
Leased	County owned courthouse	88 North Street	Attleboro	MA	02703	20259
Leased	County owned courthouse	441 County Street	New Bedford	MA	02740	19578
Leased	County owned courthouse	9 Court Street	Taunton	MA	02780	28960
Leased	County owned courthouse	81 Main Street	Edgartown	MA	02539	7462
Leased	County owned courthouse	16 Broad Street	Nantucket	MA	02554	5204
Leased	County owned courthouse	360 Washington Street	Brookline	MA	20445	14525
Leased	County owned courthouse	631 High Street	Dedham	MA	02026	22984
Leased	County owned courthouse	649 High Street	Dedham	MA	02026	17444
Leased	County owned courthouse	650 High Street	Dedham	MA	02026	28895
Leased	County owned courthouse	1288 Central Street	Stoughton	MA	02072	15318
Leased	County owned courthouse	60 East Street	Wrentham	MA	02576	17967
Leased	County owned courthouse	72 Belmont Street	Brockton	MA	02301	38368
LCGSCG	Source Courtiouse	28 George Washington	DIOCKIOII	IVIA	02301	30300
Leased	County owned courthouse	Boulevard	Hingham	MA	02043	27269
Leased	County owned courthouse	2200 Cranberry Highway	Wareham	MA	02476	23154