



MEMORANDUM

TO: Adam Baacke, Commissioner
RE: Massachusetts Trial Court – RFP Project #202410900
FROM: Springfield Regional Justice Center Lease Acquisition Selection Committee
DATE: June 30, 2026

1. INTRODUCTION

This memorandum outlines the proposed selection for the request for proposals (RFP) issued by the Division of Capital Asset Management and Maintenance (DCAMM) on behalf of the User Agency, the Massachusetts Trial Court (TRC), seeking proposals to lease space to the Commonwealth of Massachusetts to house a new Springfield Regional Justice Center.

TRC sought Asset Management Board (AMB) approval to acquire a lease for a term not to exceed 40 years with two 10-year extension options to locate a new Springfield Regional Justice Center. The key objectives of this proposed long-term lease acquisition are to: (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 AMB granted approval on January 21, 2025, authorizing DCAMM's Commissioner to competitively procure a leasehold interest.

The Springfield Regional Justice Center Lease Acquisition Selection Committee (Selection Committee) is made up of representatives from the TRC and DCAMM, as detailed at the end of this memorandum. Through an evaluation of the proposals received, the Selection Committee has identified the proposal that will provide the best overall value to the Commonwealth.

2. RFP INFORMATION

In accordance with G.L. c. 7C, s. 36, the RFP (project number: 202410900) was issued June 30, 2025, with a submission deadline of October 16, 2025, seeking a Courthouse for use by TRC to house the judicial, administrative, detention, and client service functions of the Court.

The RFP was developed after a thorough evaluation of TRC's current and future space needs, with direct input from TRC end users and advisory from outside consultants. The outside consultant

entities involved in the preparation of the RFP included William Rawn Associates, Habeeb & Associates, Inc., Fentress Inc. and the S/L/A/M Collaborative, Inc., with Schwartz Silver & Dharam.

Section 2 of the RFP, titled “Commonwealth’s Space Needs,” outlines the requirements, which include, but are not limited to, the following:

- **Location:** Springfield, MA, within 0.5 miles of public transportation. Please note that proposals for Premises outside this search area will not be considered.
- **Amount of Space:** Approximately 244,000 square feet of Usable Area, but DCAMM would consider space of 220,000 to 300,000. DCAMM requires that the proposed Premises be designed as efficiently as possible, minimizing unnecessary space devoted to circulation, building infrastructure or other common purposes. Under no circumstances shall the Rentable Square Feet of the proposed Premises (whether a single tenant Building or a portion of a multi-tenant Building) exceed 330,000.
- **Type of Space:** Courthouse, Office, Detention/Holding Space for Trials, and Records Storage
- **Term:** 40 Years, with two ten (10)-year extension options for a maximum term of 60 years.
- **Target Occupancy Date:** As soon as possible
- **Parking:** Parking requirements detailed for General Parking, Accessible Parking, Reserved Parking, Reserved & Secured Parking, Sallyport and Electric Vehicle Charging
- **Building Configuration and Specifications:** Configuration, Location and Distribution of Space, Separate and Secure Circulation, building module and column spacing, main entry points, acoustics, daylighting, sustainable space utilization, energy, and façade were considered.
- **Landlord’s Improvements of Premises:** Proposer/Landlord to complete all improvements outlined in General Specifications and to deliver the premises on a “turnkey” basis in adherence to the SAFS.

Following issuance of the RFP, eight addenda containing amendments and questions and answers were transmitted to interested parties and published on [CommBuys](#) and on [Mass.gov](#).

3. PROPOSALS RECEIVED

By the October 16, 2025, submission deadline, 10 proposals from 9 proposers were received. The proposed addresses are listed below:

Address

1. 125 Liberty Street
2. 1860 Main Street
3. 413 Dwight Street

4. 130 and 120 Maple Street
5. A Consolidation of City of Springfield parcels
6. 50 State Street
7. 1515 Main Street
8. 1550 Main Street
9. 275 Chestnut Street
10. 55 State Street

A comprehensive review of all proposals was conducted and is summarized in a desk review spreadsheet (attached). Evaluation factors included the total occupancy costs for the Commonwealth, alignment with Commonwealth policy objectives (including compliance with Executive Orders 569 and 594, LEED Silver certification, inclusive design, access and opportunity plans, and economic impact), and the development team's experience with comparable large-scale projects.

The Selection Committee also dug in on design, evaluating each proposal's ability to satisfy the operational, security, circulation, accessibility, and long-term facility management requirements established in the RFP. Particular emphasis was placed on the efficiency of the proposed floor plans, the separation of public, judicial, detainee, and staff circulation systems, access to natural light, adaptability of the building over the lease term, and the demonstrated experience of the design and construction teams in delivering complex public-sector and courthouse projects.

Based on the results of this evaluation, the Selection Committee identified a shortlist of the highest-ranked proposals that best satisfied the RFP requirements, including Commonwealth policy objectives, and operational needs of the Trial Court. The shortlisted proposals, which are identified in Section 4 below, demonstrated the strongest overall combination of cost-effectiveness, functional efficiency, security, circulation, accessibility, and long-term suitability for the Trial Court's operations.

Although Proposal #9 ranked highly overall, it did not fully align with Section 5.3.1, *Configuration, Location and Distribution of Space, Separate and Secure Circulation*. The proposal distributed program spaces across a significant number of floors, limiting departmental adjacencies and reducing opportunities for efficient circulation and shared use of common spaces. Because this proposal did not achieve the level of operational efficiency envisioned by the RFP, and because it was significantly more expensive than the four shortlisted proposals, Proposal #9 was not placed on the shortlist.

In accordance with the evaluation procedures set forth in Section 4 of the RFP and following review by the Office of General Counsel (OGC), DCAMM issued multiple rounds of clarification questions to proposers as needed. DCAMM and TRC also conducted site visits of all proposed locations on December 16, 2025.

4. TOP 4 SHORTLISTED PROPOSALS UNDER CONSIDERATION

The four shortlisted proposers and their development teams were interviewed to clarify their proposals. The proposals under consideration are summarized below, including estimates of Landlord's Improvements, and Net Present Value of Total Rent. The proposals submitted used inconsistent assumptions regarding estimated property taxes. The estimates were equalized using a common valuation derived from current City of Springfield assessments of recent larger-scale construction and escalated at 2.5% annually. Other estimated expenses were consistently escalated at 3%.

Proposal #2: 413 Dwight Street	
Estimate for Landlord's Improvements:	\$525,750,000
Net Present Value of Total Rent:	\$720,671,907
Number of Stories:	5
Estimated time from Lease execution to Occupancy:	33 Months
Proposer & Development Team:	Proposer: USPB JV, LLC Architect: Elkus Manfredi Architects and HDR General Contractor: Suffolk Construction

Proposal #4: Consolidation of City of Springfield Assessors' Parcel 12168-0190 (Parcel A), Parcels 00845-0073/12145-0035 (Parcels E&C), and Parcel 00845-0076 (Parcel D)	
Estimate for Landlord's Improvements:	\$409,058,334
Net Present Value of Total Rent:	\$772,023,780
Number of Stories:	5
Estimated time from Lease execution to Occupancy:	40 Months
Proposer & Development Team:	Proposer: Gateway Justice Partners (Fengate, Opal Family Investment, Winn Development) Architect: Elkus Manfredi Architects and HDR General Contractor: Gilbane Building Co.

Proposal #8: 125 Liberty Street	
Estimate for Landlord's Improvements:	\$462,225,258
Net Present Value of Total Rent:	\$611,449,349
Number of Stories:	6 ½
Estimated time from Lease execution to Occupancy:	42 Months
Proposer & Development Team:	Proposer: Liberty Junction Team (FD Stonewater and CoJo Partners) Architect: Leers Weinzapfel Associates General Contractor: Suffolk Construction

Proposal #10: 1860 Main Street	
Estimate for Landlord's Improvements:	\$428,000,000
Net Present Value of Total Rent:	\$707,645,417
Number of Stories:	5
Estimated time from Lease execution to Occupancy:	45 Months
Proposer & Development Team:	Proposer: Greatland Realty Partners Architect: JCJ Architects General Contractor: Consigli Construction

Following the proposal clarification interviews, Schwartz Silver & Dharam, on behalf of DCAMM and TRC, reviewed the construction cost estimates for each proposal to verify that the proposed Landlord's Improvements were reasonably comparable and consistent with industry standards.

5. PROPOSED SELECTION FOR RECOMMENDATION

Although the proposals for 413 Dwight Street, 1860 Main Street, and Consolidation of City of Springfield Assessors' Parcel 12168-0190 (Parcel A), Parcels 00845-0073/12145-0035 (Parcels E&C), and Parcel 00845-0076 (Parcel D), were all deemed feasible, they were not the most advantageous to the Commonwealth because another proposal met the Trial Court's needs at a lower cost.

The proposal for **125 Liberty Street** was found to best meet the requirements set forth in the RFP for the following reasons:

- Location:** 125 Liberty Street is strategically located in downtown Springfield, directly adjacent to Union Station and at the junction of two major highways, the site offers strong multimodal access for all court users, including access to 21 bus lines, regional transportation networks, and ample parking. The site benefits from 550

public parking spaces in the Bay State Garage directly across the street and approximately 2,300 parking spaces within a quarter mile.

- **Access and Opportunity:** The Liberty Junction team has demonstrated a strong commitment to the Commonwealth's Access and Opportunity objectives through a comprehensive strategy designed to promote meaningful participation by historically underrepresented businesses, suppliers, and workforce participants throughout the project lifecycle. The development team includes multiple certified Minority Business Enterprises (MBEs) and Women Business Enterprises (WBEs) in leadership and key project roles and has established partnerships with diverse local firms that bring deep ties to Springfield and Hampden County. The developer's plan emphasizes community outreach, inclusive procurement practices, workforce development, supplier diversity, and engagement with local businesses during planning, design, construction, and occupancy. The team have committed to targeted outreach, mentorship, training programs, and business development initiatives intended to increase opportunities for minority-, women-, veteran-, and small-business participation.
- **Design:** The proposed six-story, single-tenant building features efficient, contiguous floor plates that maximize usable space and support functional adjacencies among court departments. The design addresses the complex operational and security requirements of a modern courthouse through clearly separated public, judicial, staff, and detainee circulation systems while maintaining accessible public pathways. Approximately thirty-five percent of the building envelope is glazed, providing natural light to common areas and courtrooms. The regular structural grid and flexible floor plates support long-term adaptability to evolving technology and court operations. The Selection Committee also viewed the experience of Leers Weinzapfel Associates as a significant strength. The firm has been a recognized leader in courthouse design for more than thirty years and has successfully designed four new courthouses for the Commonwealth, bringing valuable expertise and familiarity with Massachusetts court operations and courthouse delivery requirements.
- **Schedule:** 42-month delivery schedule is realistic.
- **Financial:** This proposal is the most fiscally advantageous to the Commonwealth, with the lowest average annual rent (\$48.6 million) and lowest net present value (\$611.5 million), generating savings of \$7.4 million annually and \$96.2 million in NPV relative to the next-ranked finalist. Notably, this was the only proposal that included a rent concession of this magnitude, offering the Commonwealth a \$5 million benefit. For purposes of the comparative analysis, the NPV assumes that the proposer's \$5 million rent concession is amortized over the 40-year lease term. The proposer has also offered the Commonwealth flexibility to instead dedicate the \$5M concession to the Capital Reserve Account required by the RFP. Should the Commonwealth elect to fund the Capital Reserve Account with the full concession amount rather than apply it as a rent reduction, the proposer would continue to represent the lowest-cost option among all proposals received, with a total present value cost of

approximately \$613.2 million. The Selection Committee viewed this flexibility favorably because it allows the Commonwealth to balance near-term occupancy cost savings with enhanced long-term capital planning while maintaining the proposal’s overall cost advantage relative to competing proposals.

- **Capital Replacement:** The proposal satisfies the RFP requirements related to ongoing building maintenance, capital repair, and replacement responsibilities. The proposer submitted a Capital Replacement Schedule and Capital Reserve Account strategy identifying anticipated replacement cycles for major building systems and components. The proposer further represented that, if allocated to the Capital Reserve Account, the \$5 million concession would be sufficient to address projected capital replacement needs during approximately the first twenty years of occupancy. The Selection Committee considered the Capital Replacement Schedule, reserve funding strategy, and the Landlord's contractual replacement obligations as part of its lifecycle cost and value analysis and determined that these features strengthen the long-term value of the proposed lease arrangement.

6. FEEDBACK FROM USER AGENCY

On May 1, 2026, the Selection Committee met to discuss the evaluation process, review the top four proposals, and vote on a recommended selection. TRC and DCAMM members prepared the attached evaluations which include direct feedback from TRC on several elements of each proposal.

7. CONCLUSION AND NEXT STEPS

Based on the proposed courthouse’s cost effectiveness, design efficiency, functionality, security planning, access to natural light, operational performance, site characteristics, project team qualifications, long-term maintenance and capital replacement commitments, and overall best-value analysis, the Selection Committee recommends the proposal for **125 Liberty Street** as best meeting the requirements of the RFP.

Upon approval of the selection recommendation, the next phase of the project will focus on advancing the Springfield Regional Justice Center toward formal approval and execution of a long-term lease. The first step will be issuance and execution of the attached conditional selection letter with the selected proposer. Following execution, DCAMM and TRC will convene a post-selection meeting with the proposer to review project expectations, schedule, and lease requirements, and to begin development of a schematic space plan with project stakeholders.



Recommended by:

Springfield Regional Justice Center Lease Acquisition Selection Committee:

Chief Justice Heidi Brieger TRC	Court Administrator Thomas Ambrosino TRC
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James Harding Chief of Construction Services TRC	Christopher McQuade Senior Legal Counsel/Leased Property Manager TRC
James Millins Facilities Director TRC	Debbie Russell Director of Leasing DCAMM
Kendra Howes Senior Project Manager DCAMM	Peter Woodford Senior Project Manager DCAMM
Scott Schilt Senior Program Manager, Trial Courts DCAMM	Nolan Flynn Project Manager DCAMM

Attachments:

Evaluation from Selection Committee

Desk Review Spreadsheet

Form 2A Proposal Evaluation Forms

Conditional Selection Letter

Trial Courts Recommendation for Selection (Form 2)