



OLD NORTH BRIDGE

TOWN OF CONCORD

TOWN HOUSE - P.O. BOX 535
CONCORD, MASSACHUSETTS 01742

MCI Concord Advisory Board Agenda

Monday, August 19, 2024 at 12:00 PM

Town House, Select Board Room and Hybrid via Zoom

More information on the MCI Concord Advisory Board,

MCI Concord closure, and FAQs:

<https://concordma.gov/3514/MCI-Concord-Closure>

Join Zoom Meeting

<https://us02web.zoom.us/j/85682406040?pwd=YzGZ1e4Nx5pu3DOqizZbdVe2Ca1EwI.1>

Meeting ID: 856 8240 6040

Passcode: 790712

Dial In Toll-Free: 833 548 0276

#	Time*	Agenda Item
I.	12:00 PM	<p>Call to Order</p> <ul style="list-style-type: none"> - Clerk of the Meeting - Future Meetings scheduled from 12:00 PM – 1:30 PM: August 26, 2024; September 9, 2024 - Division of Capital Asset Management and Maintenance (DCAMM) Public Forum in collaboration with the Town: Thursday, September 12, 2024 at 7:00 PM at the Town House, Public Hearing Room and via Zoom Webinar
II.	12:05 PM	<p>Approve Meeting Minutes</p> <ul style="list-style-type: none"> - August 5, 2024 – Peter Lowitt, Clerk of the Meeting
III.	12:10 PM	<p>Town Staff Update – Megan Zammuto, Deputy Town Manager</p> <ul style="list-style-type: none"> - Discuss timing for the review of Envision Concord 2030 and West Concord Master Plan by Town staff
IV.	12:20 PM	<p>Planning for Public Outreach and DCAMM Public Forum Scheduled for September 12, 2024</p>
V.	12:30 PM	<p>Discuss ULI Involvement</p>

VI.	12:45 PM	Review Charge and Assign Subcommittees
VII.	1:00 PM	Develop Project Timeline - Potential Task of Subcommittee
VIII.	1:10 PM	Update on DCAMM Consultant Selection
IX.	1:15 PM	Outlook for Future Meetings - ULI TAP Program Update and Timing - Discussion with MassDOT regarding Route 2 Corridor Planning - Schedule for Envision Concord 2030, West Concord Master Plan, and Warner’s Pond Planning Overviews - Future Tour of MCI Concord Site - Departmental Updates and Priorities - Community Engagement – Fall 2024
X.	1:20 PM	Public Comment
XI.	1:30 PM	Action Item Recap and Adjournment

**Times are approximate and subject to change*



The Town of Concord endeavors to make public meetings accessible to all members of the community. To request a meeting accommodation or modification, please contact our ADA Coordinator Jessica Porter at jporter@concordma.gov or at 978-318-3028. Please make any requests for accommodation or modifications at least two (2) business days prior to the scheduled meeting.

**Town of Concord
MCI Concord Advisory Board
Minutes
August 5, 2024**

Pursuant to notice duly filed with the Town Clerk, the MCI Concord Advisory Board convened in a meeting both in-person at 22 Monument Square on the 2nd floor in the Select Board Room and via Zoom at 12:00 PM on August 5, 2024.

Present were: Scott Bates, John Boynton, Erin Cusker, Dan Gainsboro, Mark Howell, Peter Lowitt, Patrick McCurdy, Linda Miller, Elizabeth Akehurst-Moore, and Lee Smith

Absent: Emily Rush

Also present were: Elizabeth Hughes, Town Planner and Shannon McAndrew, Management Specialist

Call to Order

Co-Chair McCurdy called the meeting to order at 12:00 PM. Mr. McCurdy noted that future meetings would be on Monday, August 19, 2024 and the Board concurred of an additional meeting on Monday, August 26, 2024 as Monday, September 2, 2024 is the Labor Day holiday.

Mr. Lowitt volunteered to be the Clerk of the meeting.

Approve Meeting Minutes

Upon a motion duly made and seconded, it was UNANIMOUSLY **voted:** to approve the July 22, 2024 meeting minutes.

Roll Call Vote:

Scott Bates – Aye
John Boynton – Aye
Erin Cusker – Aye
Dan Gainsboro – Aye
Mark Howell – Aye
Peter Lowitt – Aye
Patrick McCurdy – Aye
Linda Miller – Aye
Elizabeth Akehurst-Moore – Aye
Lee Smith – Aye

Debrief on Zoning/Re-Zoning Legal Considerations Presentation from Town Council

Co-Chair McCurdy opened the discussion on debriefing the presentation from Town Council regarding the legal considerations of re-zoning the MCI Concord site.

Mr. Lowitt noted that it seems like the Board can put a pause on considering the interim Government zone that Town Council presented as an option.

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Mr. Bates asked if the Town would move forward with re-zoning the site before the planning and visioning for the site were complete.

Ms. Cusker noted that for the end-goal development re-zoning of the site, the Town would not do this, but that the Government zone presented as an option by Town Counsel was just an interim re-zoning option.

Mr. Boynton noted that all re-zoning requires the approval of Town Meeting.

Elizabeth Hughes, Town Planner, concurred with Mr. Lowitt, and continued that the Town would perhaps want to consider interim re-zoning if the site were going to be immediately primed for redevelopment, but the site is not going to be ready for immediate redevelopment. Ms. Hughes continued that the Division of Capital Asset Management and Maintenance (DCAMM) is going to begin planning and visioning, discussing conceptual use plans for the site, and that discussions regarding end-use zoning would begin in early 2025. Ms. Hughes noted that the Town may consider form-based code for the writing of the zoning.

Mr. Smith asked if a developer could approach DCAMM with a Chapter 40B Comprehensive Permit proposal.

Ms. Hughes responded that a developer could do that, as Comprehensive Permits override all zoning, but it would be very unlikely at that site given its conditions.

Ms. Miller commented that re-zoning the site to Government could also confuse residents that the site is going to be redeveloped specifically for government use, such as for a new Public Works campus, which could be misleading.

Mr. Howell concurred and noted that as the Department of Correction's work at the site will continue past 2025 Annual Town Meeting, that re-zoning of the property for its end-use could not take place until 2026 Annual Town Meeting, or a Special Town Meeting.

Mr. Boynton suggested that the Town perform an economic impact analysis of the site and asked if this could be performed through the work of a consultant.

Mr. Bates asked if DCAMM performed a market analysis.

Ms. Hughes responded that she did not think so.

The Board concurred that as the community engagement process picks up, they want to be on the same page as DCAMM and have a say in the process.

Town Staff Update

Shannon McAndrew, Management Specialist, provided the Town staff update in Megan Zammuto, Deputy Town Manager's absence, and highlighted the following:

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- Concord Public Works continues to work with consultants Weston and Sampson to analyze and study the MCI Concord wastewater treatment plant. As the Governor's Budget for FY25 was signed on July 29, 2024, DCAMM is required to make an offer to the Town on the treatment plant within 30 days, and the Town will have an additional 180 days to respond to the offer, but the goal is not to have a full agreement at the end of these 180 days, but to agree to begin to negotiate a real estate agreement.
- Town staff has begun drafting a scope for a zoning consultant, who would work with the Advisory Board, attend the DCAMM planning and visioning process, and assist with the technical drafting of the zoning down the line based on the vision.
- Town staff has begun coordinating with DCAMM on their first Public Forum, which will take place on Thursday, September 12, 2024 at 7:00 PM at the Town House, Public Hearing Room, 22 Monument Square and via Zoom Webinar.

Discussion of DCAMM Consultant Selection Memorandum

Co-Chair McCurdy opened the discussion on DCAMM's consultant selection scope, which is regarding community engagement and zoning. Mr. McCurdy noted that the memorandum was not public at this time.

Mr. Bates voiced concern for protecting the Town's interests within the consultant selection scope.

Ms. Hughes noted that because the Town has begun drafting a scope for their own zoning consultant, it's important to remember that this consultant will serve as the direct representative of the Town's interest and will be able to do this through the technical drafting of the zoning.

Mr. Smith asked if the Town and DCAMM are performing duplicate work, and when will the Town begin to take over some of the work.

Ms. Hughes responded that there is overlapping work, and that the Town will play a critical role in community engagement beyond Public Forums.

Ms. Akehurst-Moore noted that this Board is not the only group that has a voice in DCAMM's public process, according to the budget legislation.

Mary Hartman, Select Board member and commenting as a member of the public, noted that for the time being, a sales partnership agreement is off the table and that the Town needs to work collaboratively with DCAMM in pursuing the redevelopment process.

Mr. McCurdy concurred and noted that he would like to flush out making the community engagement process more as a collaboration with DCAMM rather than a Town versus DCAMM-hosted Public Forum, for example.

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Ms. Cusker asked if DCAMM and the Board could present at the September 12, 2024 Public Forum.

Mr. Howell responded that DCAMM is open to collaboration with the Board on the Public Forum, so the Board should add an agenda item for their next meeting to discuss how they would like to contribute.

Co-Chair Gainsboro noted that the planning and visioning process with DCAMM is a control point for the Town, as this is what ultimately informs the zoning.

Mr. Lowitt summarized the work that the Town is working to pursue, including: commissioning a zoning consultant, perform an economic impact analysis, pursue ULI Technical Assistance Programs, analyzing the wastewater treatment facility, and engaging in community outreach.

Ms. Miller asked about analyzing transportation at the site.

Ms. Hughes responded that it is still unclear if the state, either DCAMM or MassDOT, will directly pursue this first.

Discuss Governance, Charge, and Subcommittee Assignments

Co-Chair McCurdy opened the discussion on governance and subcommittee assignments. The Board concurred that it would think about its governance and subcommittee assignments further and discuss in greater detail at their next meeting. Subcommittee ideas consisted of:

- Zoning and Permitting
- Master Planning and Goal Setting
- Town Department Coordination
- Sales Participation Process and Disposition Options
- Legislative and State Affairs
- Stakeholder Communications
- Consultant Coronation
- Rapid Response

Outlook for Future Meetings

Items for future meetings include:

- Discuss partnership with DCAMM for September 12, 2024 Public Forum
- ULI Technical Assistance Program Update and Timing
- Discussion with MassDOT regarding Route 2 Corridor Planning
- Schedule for Envision Concord 2030 and West Concord Master Plan Overviews
- Future Tour of MCI Concord Site
- Departmental Updates and Priorities
- Community Engagement – Fall 2024

Public Comment

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Peter Fulton, 31 Winthrop Street, commented with advocacy to create an additional point of access to the Junction Village site through the MCI Concord site if possible, as the only present point of access for Junction Village is Winthrop Street, which is otherwise a quiet, dead end residential street.

Carol Savoy, 61 Belknap Street, asked if the form-based code zoning is specific to the MCI Concord site.

Mr. Gainsboro responded that it is specific to MCI Concord.

Vince Carlson, 34 Everett Street, asked about the status of the Junction Village site.

Mr. Smith, who is also the Chair of the Concord Housing Development Corporation, responded that an RFP was issued before the MCI Concord closure announcement, and the Corporation chose to put a pause on the RFP due to the impacts of the closure, and this pause will likely continue in the near future.

Adjournment

Co-Chair McCurdy adjourned the meeting at 1:30 PM.

Meeting Materials:

[MCI Concord Advisory Board Meeting Packet for August 5, 2024](#)

[MCI Concord Advisory Board Meeting Recording for August 5, 2024](#)

August 19, 2024

MCI Concord Town Advisory Board

DRAFT - to be jointly refined

[instructions to committee members] Please treat this as a working draft to be refined jointly. Provide recommendations on how to edit, add/remove, etc. to both the actual subcommittees and on the brief scope of each subcommittee. Please also indicate which subcommittee you would like to participate in / lead (not limited to just one). Input can be provided in any format (e.g., in line comments, red pen, email comments). **This is highly preliminary so needs your engagement and expertise.**

Potential Subcommittees

- Project management, Scheduling and Rapid response
- Goal setting, ULI TAP program, Master planning and Financial feasibility
- Community outreach and communications
- Town & State affairs liaison & coordination (includes consultant coordination)
- Legal/ Zoning (including Sales Participation Process if that becomes necessary)

Project Management, Scheduling and Rapid Response

This subcommittee's focus will be on overall effectiveness and process to ensure our efforts are effective and targeted. This involves defining clear protocols, assigning responsibilities, and ensuring that all team members are prepared to respond quickly and effectively. The scheduling portion of this task force will coordinate the multiple project members' timelines. The addition of a Rapid response plan will ensure the AB will be able to address any unexpected issues or emergencies that may arise during the project.

Goal setting, ULI TAP Program, Master Planning & Financial Feasibility

Goals once defined will serve as the foundation for the AB's work and provide the means to evaluate our progress. It will also provide the framework for hiring and orienting the consultants. This subcommittee will also be responsible for evaluating whether the AB should go forward with the ULI TAP program. The results of these two efforts will be foundational for the Master Planning and Financial Feasibility efforts.

Master planning involves setting long-term goals and strategies for development projects. This includes defining the overall vision, setting specific objectives, and creating a roadmap to achieve these goals. It is crucial to involve stakeholders from the beginning to ensure alignment and buy-in. Developing a stakeholder management plan can help map key stakeholders, assess risks, and define mitigation actions for key concerns.

Community Outreach and Stakeholder Communications

Effective stakeholder communication is vital for the success of development projects. This includes regular updates, transparent communication, and involving stakeholders in key decisions. Developing a stakeholder management plan can help ensure that all stakeholders are informed and engaged throughout the project.

Town Department Coordination

Coordination with various town departments is essential for the successful execution of development projects. This involves regular communication and collaboration with departments such as planning, zoning, public works, and others to ensure that all aspects of the project are aligned and comply with local regulations.

Legislative/State Affairs

Engaging with legislative and state affairs is important to navigate the regulatory landscape and ensure compliance with state laws and regulations. This involves staying informed about legislative changes, participating in public consultations, and working with state officials (e.g., DCAMM).

Sales Participation Process/Disposition Options

The sales participation process and disposition options involve strategies for marketing and selling the developed properties. This includes identifying potential buyers, creating marketing plans, and determining the best disposition options to maximize returns. Coordination with sales and marketing teams is crucial to ensure a successful sales process.

Consultant Coordination

Coordinating with consultants is essential for leveraging their expertise and ensuring that all aspects of the project are addressed. This involves regular meetings, clear communication of project goals and expectations, and collaboration to address any challenges that arise during the project.

Zoning/Permitting

The scheduling process for development projects typically involves several stages, including preliminary studies, planning application reviews, meetings with city officials, public participation, detailed project design, and permit application submission. This structured approach ensures that all necessary steps are taken to comply with regulations and obtain the required approvals.

Developers seeking permits for construction projects must go through a detailed application process. This process includes scheduling calls with municipal offices, submitting plans to the Department of City Planning (DCP) for review, having interdivisional meetings with designated DCP staff, obtaining additional approvals from other city agencies, and using frameworks like 'The Reasonable Worst-Case Development Scenario' to determine the necessary environmental process.

MCI Concord Advisory Board Resources

All resources accessible via the “Related Documents” SharePoint folder shared with the Board via email from Shannon McAndrew on June 28, 2024

- I. Case Studies
 - a. Devens
 - b. Medfield
 - c. Comparative Case Studies Presentation prepared by Mimi Graney – includes 15 examples

- II. Concord Planning Documents
 - a. Climate Action Plan
 - b. Concord Housing Development Corporation – Junction Village Open Space Planning Study
 - c. Envision Concord 2030
 - d. Housing Production Plan
 - e. West Concord Master Plan

- III. General References
 - a. Advisory Board Charge (enclosed)
 - b. MA Department of Housing and Community Development – Urban Renewal Guide
 - c. MassDevelopment – District Improvement Financing (DIF) Guide
 - d. Materials to compile for ULI TAP – Draft prepared by Mimi Graney, Economic Vitality Manager (enclosed)

- IV. Prison Reuse
 - a. Article: Jail Time by Jon Davis – Old facilities are being repurposed into housing and other unexpected uses
 - b. Article: Negotiating a negative past in the reuse of historic prisons by Carolyn Gibbeson and Sarah Gill
 - c. Article: N.Y. releases prison redevelopment recommendations
 - d. Report: Unlocking Opportunity: The Report of the New York State Prison Redevelopment Commission
 - e. Report: Repurposing Correctional Facilities to Strengthen Communities – The Sentencing Project

- V. Site Reference Documents
 - a. Department of Corrections – 2021 Annual Report
 - b. MA Historical Commission – Concord Reformatory
 - c. MA Historical Commission – MA State Prison Warden’s House

Approved: April 16, 2024

Amended: May 20, 2024

Amended: June 17, 2024

Town of Concord
MCI Concord Advisory Board

Goals

The purpose of the Advisory Board is to educate and advise the Select Board on the most effective strategy to achieve a disposition of the MCI Concord property most favorable to the interests of the Town. The Board will rely on community input and the expertise of its members.

Background

The FY25 Recommended Governor's Budget Bill explicitly includes the Closure of MCI Concord (Section 107) and provides for the sale, lease, transfer, or disposal of the property by the Commonwealth's Commission of Capital Asset Management and Maintenance (DCAMM). The budget bill has not yet been approved and is moving through the process. It is reasonable to assume the budget bill will be approved late summer, 2024.

Duration

This board's initial term will extend through December 2025. The work will coincide with DCAMM's Discovery Phase and the first round of Assessment Reports from DCAMM consultants. At this time, the work of the board could expand, and a new charge will be written by the Select Board based on the recommendations made by this Advisory Board. The Select Board will also consider modifications to the board's initial term as needed and at least every six months.

Duties

- Begin community outreach to learn the preferences of Concord residents and create a foundation for informed, sustained dialogue with townspeople. Hold at least one public forum to solicit community ideas.
- Convene listening sessions, focus groups and interviews with community stakeholders to deepen understanding of the site and identify the opportunities and challenges of the site.
- Coordinate and communicate with DCAMM. Serve as a community voice to DCAMM efforts regarding the site.

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- Explore other state agencies (MAPC, Mass Development, MADOT, etc.) and advise the Select Board on how to integrate their services.
- Determine the criteria and priorities of the town to evaluate potential scenarios should the project advance into the Planning Phase.
- Research “Best Practices” from successful state projects and “What to Avoid” from failed – or delayed – projects.
- Work with the Town Manager’s MCI staff team to highlight municipal needs, opportunities, and concerns. e.g. Waste Water Treatment Facility.
- Keep abreast of legislation and legislative hearings to propose and/or respond to potential changes.
- Explore funding opportunities to offset lost PILOT, utility and any other revenues as well as funds for planning efforts.
- Develop likely scenarios and the fiscal impacts to the town from incremental revenues and demands on services.
- Evaluate short and longer-term zoning methods available.
- Review available traffic and transportation studies, including the Route 2 Corridor Study, and recommend other new studies if needed.
- Identify and recommend local stakeholders and community experts who can be considered for advancement to the next phase of the project, if applicable.
- Provide quarterly, written reports to the Select Board.
- Recommend duties and membership if/when the Advisory Board’s charge expands.

Membership

Membership will consist of 7 - 10 Concord residents, and 1 voting Select Board member (or designee), appointed by the Select Board, who collectively bring the following skills:

Voting Members:

- Community Outreach
- Ability to navigate complex problems with diverse stakeholders.
- Real Estate and Zoning Law
- Economic Development
- Urban Planning
- Administrative and Regulatory Practice

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- Housing, esp. vis-à-vis Junction Village
- Local Business perspective
- Select Board member or designee

Notwithstanding the provisions of Article III of APP#10, the Select Board will appoint the Chair of the Advisory Board. The Advisory Board will appoint its own clerk.

Ex-Officio (non-voting) membership:

- Town Manager or her designee(s)
- Concord DPW Director or his designee
- Finance Committee Observer
- At-large appointees by the Select Board as needed

Other Considerations

The Board is encouraged to use sub-committees to focus on specific tasks or areas of research. Furthermore, the Board has the discretion to recommend which duties outlined in this charge should be deferred to the Planning Phase of the project.

The Committee shall comply with the provisions of the Open Meeting Law, the Public Records Law, the Conflict-of-Interest Law and all other applicable laws and regulations of the Commonwealth as well as all relevant Bylaws and Administrative Policies of the Town. Because of the need to engage the best qualified persons for the function of the Advisory Board, some of whom may be, of necessity, currently serving on other Town Boards or Committees, Articles VII(a)(14) (Staggered terms); (c) Dual Appointments; and (d) Committee Transfer(s) will not apply to the Advisory Board.

List of Materials to Compile for ULI TAP

--- DRAFT--

Outline of tasks:

- Clarify TAP objectives, key issues
- Identify project liaison
- Briefing Materials prepared
- Briefing presentation for panelists before/during the TAP
- Stakeholder engagement for TAP presentations/interviews (identify constituencies and individual representative)
- Site Tour
- Accommodations, meals, meeting rooms
- Public Presentation of recommendations at close of TAP
- Review draft Final report

Briefing Materials:

- Background information and site history
- Site assets
- Site challenges and opportunities
- Economic conditions
- Site conditions
- Associated current and future plans (both public and private)
- Maps and planning materials
- Demographics and statistics
- Planning and development goals

Reference documents:

- Route 2 Corridor Study
- Stakeholders list
-

SAMPLE ULI TAPs

[Amesbury, Massachusetts](#)

[Westwood, Kansas City ULI](#)

[Davie, Florida](#)

Wareham, Massachusetts