

# REQUEST FOR INFORMATION

*Optimization of the National Park Service  
Charlestown Navy Yard and 15 State Street Properties*

Private-Sector Development Opportunity  
Boston Massachusetts

**Responses Due By January 9, 2020**



Boston National Historic Park  
Charlestown Navy Yard  
Building I  
Charlestown, MA 02129



U.S. General Services Administration  
Public Buildings Service  
Real Property Utilization and Disposal  
10 Causeway Street  
Boston, MA 02222

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## I. OVERVIEW

The National Park Service (NPS), in consultation with the U.S. General Services Administration (GSA), is considering new approaches to leverage existing assets and engage the private sector to strengthen its real property portfolio. NPS and GSA are collectively referred to in this Request for Information (RFI) as the Government.

Through this RFI, the Government is exploring potential strategies that will foster private sector involvement to promote more effective utilization of certain real property located at the Charlestown Navy Yard (CNY) in Charlestown, Massachusetts and 15 State Street, Boston MA (Property). The CNY is owned by the NPS, and managed in collaboration with its strategic partners the U. S. Navy and the USS Constitution Museum. 15 State Street currently provides office space for the National Park Service, Department of the Interior and two non-profit entities.

**National Park Area:** The Charlestown Navy Yard – the site of the British landing for their attack on Bunker Hill – is most important in its role in the defense of freedoms. In 1798, Charlestown became one of six naval shipyards in the United States. From this early time through 1974, the landscape of the Charlestown Navy Yard evolved and shaped the way naval vessels were built, how new technologies were adapted and how the workforce diversified during wartime. The CNY landscape reflects remnants from the early 19th century through today where visitors’ can witness a working shipyard, as the U.S. Navy still maintains and preserves America’s “Ship of State”, the USS *Constitution*. Nearly 1.5 million people arrive in Charlestown annually to explore the workings of the Yard, the USS Constitution, as well as the USS Cassin Young, a WW II destroyer. In 1974, 130 acres of the CNY were transferred from the United States Navy to the National Park Service and the City of Boston. The overall development of CNY is guided by a National Historic Landmark District overlay zone that applies preservation guidelines. Of the 130 acres, the National Park Service owns approximately 30 acres and includes Buildings 32 and 107, which are located outside the NPS controlled portion of CNY and within the City’s Preservation Zone overlay (see map next page).

**Boston National Historical Park – Charlestown Navy Yard Unit (dark green boundary lines)**



**Key Strategic Objectives:** The NPS along with its partners, the U. S. Navy and the USS Constitution Museum, have collaborated on a master development strategy for the CNY that includes the following objectives:

- Consolidate park and partner operations into a reduced footprint;
- Enhance the overall visitor experience in a world-class park setting;
- Leverage the expertise of the real estate industry to optimize the Property for new market-driven use(s) that are compatible with the NPS mission and goals;
- Maximize financial return to the Government to offset overall deferred maintenance; and
- Minimize impact on NPS operations and avoid any temporary relocation of operations.

To support this strategy, NPS is seeking to improve the efficiency of park operations and address deferred maintenance challenges by activating underutilized assets using its leasing authorities.

The Government is issuing this RFI to obtain responses from real estate developers, institutional land holders, construction entities, joint ventures, non-profit organizations and other members of the development community (Respondents) who are potentially interested in leasing portions of the Property not utilized by NPS. The Government is considering various alternatives including; leasing the Property for cash, in-kind services (construction/rehabilitation services), or a combination thereof. The

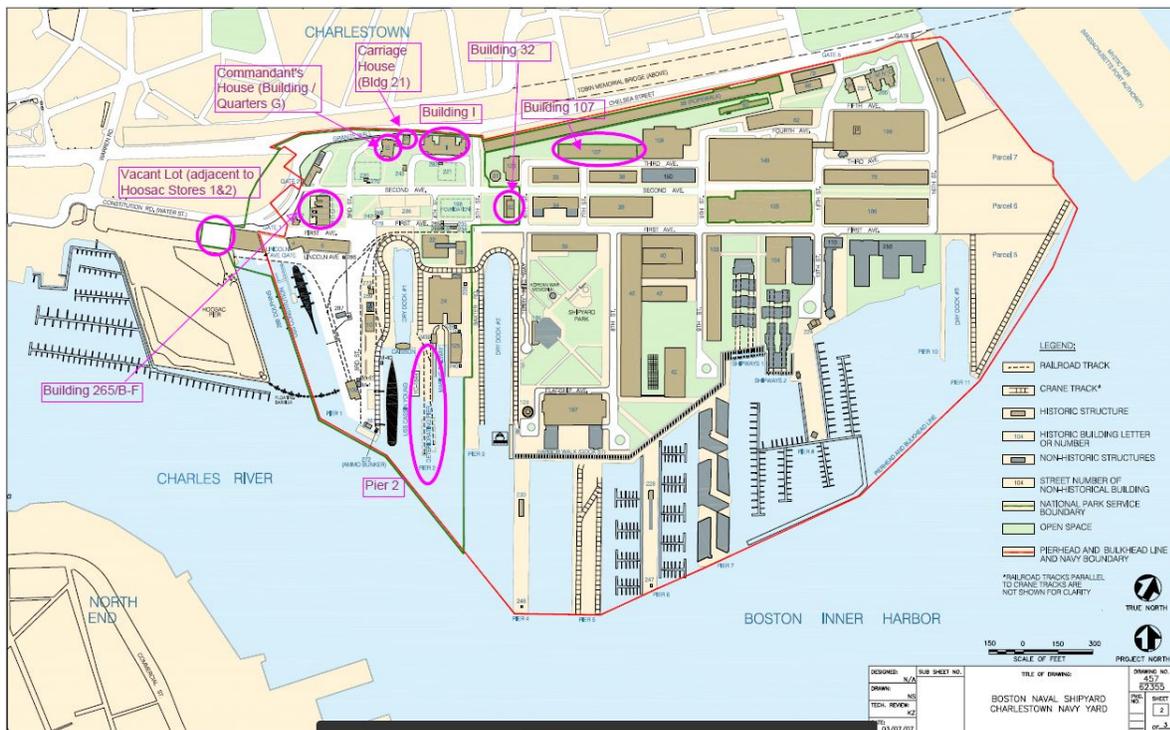
Government will use the information provided for planning purposes and for making strategic decisions regarding future uses of the Property.

The Government will not enter into an agreement as a result of this RFI. After review of the responses, the Government will determine if there is the breadth and depth of information from Respondents to proceed with an open and competitive solicitation. As part of the RFI process an Industry Day has been scheduled for December 5, 2019 to showcase the real estate opportunity. If the Government determines through its review that such a transaction is not in its best interest, then the Government may explore other options for the Property.

The Government invites Respondents to submit ideas that could assist it in attaining its objectives. The Government will not reimburse Respondents for any expenses associated with responding to this RFI, though the Government sincerely appreciates Respondents' efforts and input. For additional information on the submission process, see Sections VI and VII of this RFI.

## II. PROPERTY DESCRIPTION

The Property being considered is located on Constitution Road in Charlestown, Massachusetts (CNY) and at 15 State Street in downtown Boston. The CNY property comprises six (6) buildings, a vacant lot and a waterfront pier. The 6 buildings are listed below and contain approximately 140,000 square feet. The vacant lot contains 13,440 SF and Pier 2 approximately 30,000 SF<sup>1</sup>. The CNY property has extensive frontage along Constitution Road and Chelsea Street. Boston's iconic 2.5 mile-Freedom Trail, which connects 16 nationally significant historic sites that tell the story of the American Revolution and beyond, enters the CNY via Constitution Road and joins 1st Avenue, which extends east through the CNY.



<sup>1</sup> Includes entire former Pier 2 SF; Current Usable SF is approximately 15,000

The CNY Property under consideration for lease includes:



**Building 32** (circa 1856) was built upon successively (1865, 1910, 1919 and 1941) served as a storehouse, administrative offices and a bank and credit union. The single story, concrete frame, masonry building is currently vacant. Approximately 4,600GSF; Construction Quality: Average/Good; Building Condition: Fair/Average



**Building 107:** (circa 1904) is a three story concrete frame with concrete floors and buff brick exterior. This building historically served as the Public Works facility. It currently serves as the park's maintenance facility, offices and museum collections and storage. Approximately 62,000GSF; Building Condition: Fair/Average; Construction Quality: Average/Good



**Building I:** (circa 1811) served as the Marine Barracks providing sleeping quarters, it eventually housed galleys and mess rooms, washrooms, a brig, offices, a post exchange, a barber shop, a laundry, a tailor shop, a pistol range, storerooms, training rooms, and recreation spaces. The 4-story building currently houses offices and housing units. Approximately 51,000GSF; Building Condition: Fair/Average; Construction Quality: Good



**Commandant's House** (circa 1805) is significant as the oldest extant structure in the Navy Yard. Additions to the structure were added in 1828, 1856, 1896, 1910 and 1936. The 3-story brick building is currently used for special events and meeting space. Approximately 12,000GSF; Construction Quality: Good; Building Condition: Good.



**Building 21:** (circa 1827) the carriage house is adjacent to the Commandant's House and a single story masonry structure. Approximately 850GSF; Construction Quality: Average/Good; Significant deferred maintenance, roof collapse.



**Building 265 B-F:** (circa 1833) five attached 3-story brick townhouses, historically known as captain's row, the units now serve as housing and offices for the National Park Service. Approximately 28,000GSF; Building Condition: Fair/Good



**Hoosac Lot:** a vacant lot located within park boundary but not part of the National Historic Landmark District; is listed within National Register District, overlay zoning allows for alternative uses. Approximately 13,500GSF



**Pier 2:** (circa 1905) the structure consists of driven timber piles supporting a timber superstructure. The original dimensions of the pier are approximately 530 ft long by 60 ft wide (30,000gsf). The pier was originally comprised of 53 pile bents, spaced at 10 ft on center. In its current condition, the outshore +/- 200 ft of the superstructure has deteriorated. The timber decking currently covers the northern 270 ft of the pier, and has approximately 15,000gsf usable space. Improvement condition: Fair

The Downtown Boston Property under consideration for lease:



**15 State Street:** (circa 1905) an 11-story building in downtown Boston adjacent to the Old State House and City Hall. The building contains aging infrastructure, relatively small floorplates (3,370SF) but does allow a lot of the space to be naturally lit. The building is currently used as office space for the National Park Service, Department of the Interior and two non-profit partner organizations. Approximately 37,000GSF Condition: Average

## Project History

For the past three years, Boston National Historic Park has undertaken major planning efforts to consolidate park and partner operations within the CNY and leverage underutilized assets to offset deferred maintenance costs and enhance the visitor experience. In 2018, NPS in collaboration with the US Navy and the USS Constitution Museum, contracted for a “visitor experience plan” which provided a vision for showcasing the Navy Yard’s unique history while enhancing the visitors experience. Concurrent with the visitor experience plan, NPS engaged GSA to conduct a workplace study for NPS personnel working at the Navy Yard and 15 State Street. The workplace study provided initial recommendations on the relocation, consolidation and reconfiguration of existing workspaces.

*A 2019 market study showed that there are several potential redevelopment options for the variety of assets being considered for the NPS leasing program including hospitality (restaurants, hotel), event space, housing, or creative office.*

## Condition of Improvements

Deferred maintenance is present in all structures and includes: life safety, foundations, and exterior walls, mechanical, architectural and interior components. The majority of the CNY infrastructure is historic and many of the key systems (roofing, windows, and mechanical) may have reached or

exceeded estimated useful life projections. Given the age of the improvements and recent environmental assessments, lead based paint and asbestos containing materials are likely present.

The quality of the steel and masonry construction of 15 State Street is considered good and the building condition is average.

### Site Access/Transportation

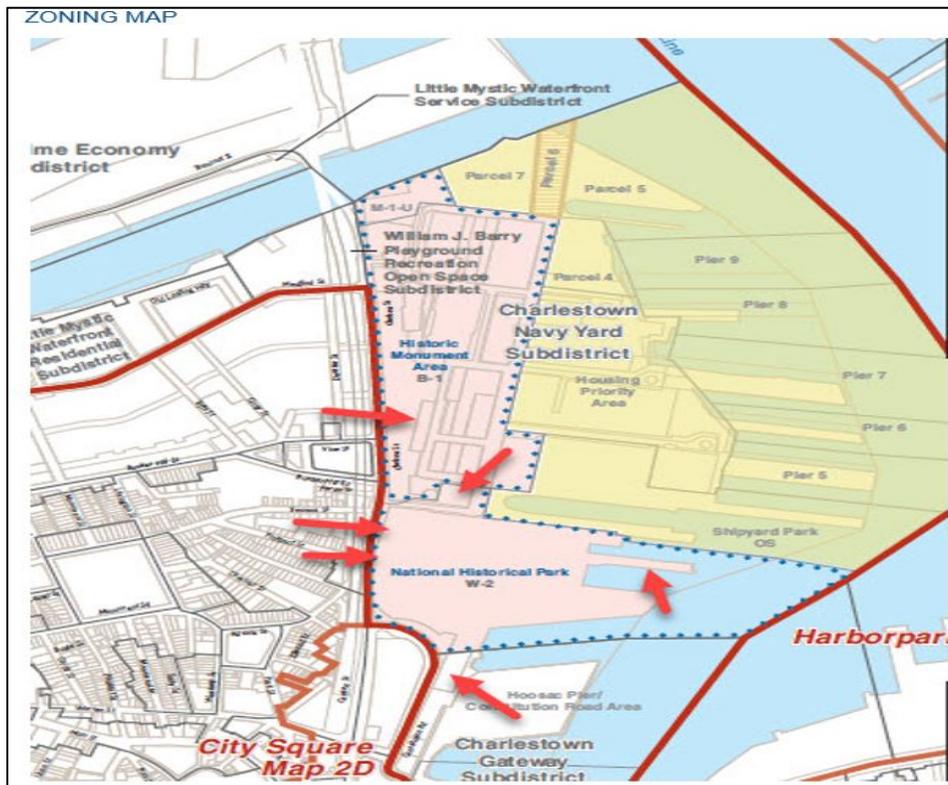
Public transportation provides convenient access to the CNY and 15 State Street. Visitors to the Navy Yard enjoy access by bus, subway, train and water ferry. The nearest “MBTA” subway stations to the CNY, Bunker Hill Community College and North Station are located approximately ¾ to a mile away, and are accessible by bus connections. 15 State Street enjoys frontage on Devonshire and State Streets with immediate access to the State Street “MBTA” station.

### Zoning/Entitlements

The Navy Yard Property lies within an area that the City of Boston (the City) has zoned W-2 & B-1 – “National Historical Park & Historic Monument Area” with both base district zoning and overlay district zoning. Currently, the following three base zoning districts are applicable to the Navy Yard Property:

1. W-2 – National Historical Park – Charlestown Navy Yard District
2. B-1 – Historic Monument Area – Charlestown Navy Yard District
3. Gateway District – Charlestown Gateway sub-district

Each zoning district for the Navy Yard Property as well as adjacent parcels is depicted in the zoning map below:



The Government makes no representation in regard to zoning matters. Respondents should verify the zoning and determine the permitted uses for any proposed future development.

**Zoning for 15 State Street is Boston Proper (BP-10).** Permitted uses include office uses, retail business, detached dwelling, occupied by not more than one family; semi-detached dwelling occupied by not more than one family on each side of a party wall, hotel, motel, apartment hotel; real estate, insurance or other agency office; and caterer's establishment, printing plant, photographer's studio, taxidermist's shop, upholsterer's shop, carpenter's shop, electrician's shop, plumber's shop, radio & television repair shop.

**Boston Planning and Development Agency (BPDA):**

The Boston Planning & Development Agency (BPDA) owns the remaining 100 acres of the Navy Yard, which was transferred from NPS when the Navy Yard was decommissioned in 1974. The BPDA is proud to be a partner in the preservation and redevelopment of this historic area, and coordinates its disposition plans with NPS.

In November 2019, The BPDA will be issuing an RFP for Building 108, a 47,000 square foot building located at the intersection of Third Avenue and Ninth Street in the Navy Yard. Potential uses include residential, research and development, commercial, or retail. Originally built in 1904, Building 108 supplied nearly all of the Navy Yard's electric power. The existing structure is in the process of being demolished due to its deteriorating condition. The building is connected to NPS-owned Building 107 via a small annex, which must be preserved in the redevelopment. Join the BPDA mailing list for updates on the release, or check the BPDA procurement website.

The BPDA also engages in planning to enhance the Charlestown waterfront. The most recent planning effort is the 2007 Charlestown Navy Yard Waterfront Activation Network Plan, which aims to make this site of national significance open and welcoming to all, in a way that is compatible with the needs of those who live and work in the Navy Yard. Strategies from the 2007 plan include the creation of year-round public destinations; improved access, wayfinding, and signage; and increased water-dependent uses such as sailing facilities, marinas, and water transit facilities. In a 2018 RFP process, the BPDA selected the Anchor wine and beer garden to activate Shipyard Park. The Anchor hosted multiple community engagement initiatives including fundraising events, community field trips for youth, a meal voucher program, and event space for nonprofits.

The BPDA has begun community discussions around three available parcels along the waterfront: Pier 4, Pier 5, and the Pump House. Pier 4 is currently licensed to Courageous Sailing, and the Waterfront Activation Plans envisions a long-term marine recreation facility on the pier. Pier 5 is condemned and must be rebuilt to be developed. Previous planning efforts have envisioned mixed-use development with space reserved for public destinations and access to the waterfront. The Pump House, a circular brick structure that is current vacant, has been envisioned as a concession and visitor's booth. Any RFPs released for these properties will be reflective of community feedback, and will maintain public access to the waterfront and climate resiliency as key objectives.

Contact Morgan McDaniel, BPDA Real Estate Development Officer, for more information ([morgan.e.mcdaniel@boston.gov](mailto:morgan.e.mcdaniel@boston.gov), 617-918-6250)

#### **“AS-IS” Condition**

- Respondents should assume that the Property will be “AS-IS” and “WHERE-IS” without representation, warranty, or guaranty as to quantity, quality, title, character, condition, size, or kind, or that the same is in proper condition or fit to be used for the Respondent’s intended purpose.
- Respondents should rely on their own independent research and conclusions for all development, financing, construction and operating costs.

### **III. POSSIBLE TRANSACTION STRUCTURES**

NPS may lease real property through various means under CFR Part 18. The authorities allow NPS to consider public-private partnerships to, generate revenue and ensure the preservation of the historic property. The authority requires that all leasing activity protects the property, reduces the deferred maintenance and enhances the park mission. NPS is interested in utilizing long-term leases up to 60 years to facilitate private investment, leverage underutilized assets to offset the deferred maintenance and enhance the visitor’s experience. Lease scenarios could include consideration for in-kind services, such as the performance of construction/renovation services in lieu of a cash payment.

Federal Historic Tax Credits may be available as part of the transaction. The CNY Property is located within an Opportunity Zone. The program, which aims to spur redevelopment, was created as part of the federal Tax Cuts and Job Acts in 2017.

### **IV. STATEMENT OF LIMITATIONS**

1. The Government represents that this RFI, submissions from Respondents to this RFI and any relationship between the Government and Respondents arising from or connected or related to this RFI, are subject to the specific limitations and representations expressed below, as well as the terms and conditions contained elsewhere in this RFI. By submitting a response to this RFI and without the need for any further documentation, the Respondents acknowledge and agree to the Government’s rights and all other terms and conditions as set forth in the RFI, including the Statement of Limitations.
2. The Government reserves the right, in its sole discretion, without liability, to use any or all of the RFI responses in its planning efforts at the Property, in whole or in part, outside of the RFI process. The Government reserves the right to retain all the materials and information, and the ideas and suggestions submitted in response to this RFI. All such material, information, ideas, and suggestions will become the property of the Government.
3. This RFI does not create an obligation on the part of the Government to enter into any agreement, nor to implement any of the actions contemplated RFI, nor to serve as the basis for any claim whatsoever for reimbursement of any costs associated with the preparation of responses submitted to the RFI.
4. The submission of an RFI response is not required to participate in any potential future solicitation process, nor does submission of a response preclude Respondents from participating in any future leasing and redevelopment of the Property.

5. To the best of the Government's knowledge, the information provided is accurate. However, the Government makes no representations or warranties whatsoever with respect to this RFI or the Property, including representations and warranties as to the accuracy of any information or assumptions contained in this RFI or otherwise furnished to Respondents by the Government, site and environmental conditions on the Property or the suitability of the Property, or any portion thereof, for any specific uses or development. Respondents should undertake appropriate investigation in preparation of submitting a response. A site inspection will be coordinated to give all Respondents the opportunity to examine existing conditions.
6. This RFI is issued solely for information and planning purposes and does not constitute a solicitation. A response to this notice is not an offer and cannot be accepted by the Government to form a binding contract.
7. The Government may request clarifying discussions with any or all of the Respondents on an individual or group basis. Submission of a response does not guarantee the opportunity to participate in the discussions.
8. No claims for broker's fees will be paid by the Government.
9. Respondents submitting business information pursuant to this RFI should consult 41 C.F.R. Part 105-60 and other implementing regulations concerning the release of such information to third parties under the Freedom of Information Act. All information submitted by Respondents that they consider confidential and not releasable to third parties outside of the Government, and its employees, agents, consultants, and representatives, must be clearly and conspicuously so marked.

## **V. ADDITIONAL INFORMATION**

### **Industry Day**

The Government has scheduled an Industry Day for interested parties on Thursday, December 5, 2019 – 8:00am at Building 32, Corner of 1<sup>st</sup> Ave and 6<sup>th</sup> Street. A tour of the CNY Property and 15 State Street will be conducted on Industry Day. To sign up for the Industry Day/site tour, please use the following registration link:

<https://bostoncampaigns.colliers.com/rsvp-industry-day-forum-charlestown-navy-yard>

Or at the E-mail link:

[https://bostoncampaigns.colliers.com/charlestown-navy-yard-development-opportunities-december-5-2019-8am-12pm?hs\\_preview=hRenjMPz-19686168610](https://bostoncampaigns.colliers.com/charlestown-navy-yard-development-opportunities-december-5-2019-8am-12pm?hs_preview=hRenjMPz-19686168610)

Or contact below:

U.S. General Services Administration  
Real Property Utilization and Disposal (1PZ)  
10 Causeway Street, Room 1100  
Boston, Massachusetts 02222

[kevin.legare@gsa.gov](mailto:kevin.legare@gsa.gov)

Attn: Charlestown Navy Yard/15 State Street

**Project Inquiries** - Questions regarding this RFI must be submitted by Thursday December 19, 2019, in writing, by mail or e-mail, to:

U.S. General Services Administration  
Real Property Utilization and Disposal (1PZ)  
10 Causeway Street, Room 1100  
Boston, Massachusetts 02222  
[kevin.legare@gsa.gov](mailto:kevin.legare@gsa.gov)  
Attn: Charlestown Navy Yard/15 State Street

Written questions must include the requestor's name, e-mail address, and the Respondent represented. Regarding questions not received in a timely manner, the project manager will decide, based on the amount of research needed to answer the question, whether an answer can be provided before the submission due date below.

A copy of all finalized questions and answers will be available at [www.fedbizopps.gov](http://www.fedbizopps.gov).

## **VI. SUBMISSION OF RESPONSES**

All interested parties should submit a cover sheet, company description and the attached completed questionnaire with appropriate supporting information clearly marked "Response to RFI – Charlestown Navy Yard/15 State Street" by 5:00 p.m. Eastern Time on Thursday, January 9, 2020, to the following point of contact:

Kevin Legare  
U.S. General Services Administration  
Real Property Utilization and Disposal (1PZ)  
10 Causeway Street, Room 1100  
Boston, Massachusetts 02222  
[kevin.legare@gsa.gov](mailto:kevin.legare@gsa.gov)  
Attn: Charlestown Navy Yard/15 State Street

**The Government would like to thank you in advance for reviewing this RFI and assisting us in our efforts to plan for the potential leasing of the Property.**

Response Format:

1. Cover Sheet, including:
  - a) Company Name
  - b) Company Address
  - c) Name and Contact Information for Company Representative, including:
  - d) Telephone Numbers
  - e) E-mail Address
  - f) Signature of Representative
2. Brief description of the company; size of company; years in business; and type of entity.
3. Response to RFI items in numerical order followed by any additional materials. (See section VII. Request for Information Questionnaire)

## VII. REQUEST FOR INFORMATION QUESTIONNAIRE

### “Asset Optimization for Charlestown Navy Yard Charlestown and 15 State Street, Boston, MA”

#### RFI Questions

1. Given the diverse characteristics of each asset, would you propose a master lease scenario or separate transactions for each? Please elaborate on why a master lease or individual leases would be more beneficial from your perspective.
2. Are there site issues at the Navy Yard Property and or 15 State Street that would impair the Government’s ability to achieve its proposed objectives?
3. Are there any other assets within the Navy Yard that you would like to see included in this real estate opportunity?
4. Do you have any recommendations regarding the structure of the lease that you would like considered to make this proposed transaction more attractive to the private sector?
5. Please discuss whether you believe a long term lease interest in the Property has sufficient value to achieve the Governments objectives.
6. Please describe your general financing strategy if you were to enter into the proposed long term lease transaction structure.
7. Please identify any concerns or risks with the proposed transaction that would affect your potential interest in the Property. Are there any concerns about market risk, transaction timeline/phasing or any other key execution risks that could impede successful implementation of the proposed transaction?
8. What level of detail or information would you need to respond to a solicitation if the Government seeks to receive construction or renovation services in lieu of a cash payment as consideration for the lease?
9. What is an ideal length of time necessary to prepare a comprehensive and detailed response to any future solicitation that seeks to fulfill the strategic objectives?
10. Do you have any specific concerns and/or recommendations that you would like considered regarding potential development synergies with the Government’s reuse of Building 107 and the City’s reuse of the Building 108 parcel?
11. Are there any other transaction structures that could accomplish the Government’s objectives for the Property?