



imagine the possibilities

OFFICE OF THE PRESIDENT

July 12, 2022

Ms. Carol Gladstone  
Commissioner, Division of Capital Asset Management and Maintenance  
1 Ashburton Place, 15<sup>th</sup> Floor  
Boston, MA 02108

Dear Commissioner Gladstone,

Please accept this Preliminary Project Proposal (the “Proposal”) for Bunker Hill Community College’s (the “College”) request to pursue an alternative disposition process and a long-term lease for its campus at 250 New Rutherford Avenue in Charlestown, Massachusetts.

This proposal is the result of more than two years of study by the College’s Board of Trustees, administrators, and faculty as well as Division of Capital Asset Management and Maintenance (“DCAMM”) staff to envision a future campus for the College. The College is excited to submit this Proposal as the next step in its path to create new facilities capable of adapting to its changing educational needs.

The College is thankful for the time and the consideration the Asset Management Board (the “Board”) and DCAMM staff have given to this Proposal. The College looks forward to continuing the dialogue at the Board’s next meeting.

Sincerely,

Pam Y. Eddinger, Ph.D.  
President

William J. Walczak  
Chair of the Board of Trustees

CHARLESTOWN CAMPUS

250 New Rutherford Avenue • Boston, Massachusetts 02129-2925  
Phone: 617-228-2000 TTY: 617-242-2365

CHELSEA CAMPUS

70 Everett Avenue • Chelsea, Massachusetts 02150-2917  
Phone: 617-228-2101 TTY: 617-884-3293

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Preliminary Project Proposal to the Asset Management  
Board

**A Vision for the Future Campus**

Bunker Hill Community College

Charlestown, Massachusetts

July 12, 2022

Proposed by:

Bunker Hill Community College

Pam Eddinger, President

William J. Walczak, Chair of the Board of Trustees

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## **I. PROJECT SUMMARY**

### **Proposing Agency:**

Bunker Hill Community College (the “College”).

### **Summary of the Project:**

The College seeks Asset Management Board (“AMB”) approval to pursue an alternative disposition process leading to a long-term ground lease with a qualified developer(s)/partner(s) (hereinafter a “Partner”) for the phased redevelopment of the College’s 32-acre campus at 250 New Rutherford Avenue in Charlestown, Massachusetts (the “Site”) to replace its outmoded facilities with state-of-the art higher education facilities (**Attachment A**).

As described in more detail below, the College’s buildings are at the end of their useful lives and their physical attributes prevent even significant investment from creating the amount and type of flexible, collaborative, technology-enabled spaces required to meet the College’s needs. Simply put, the College requires new facilities to continue to deliver its mission.

Beyond the buildings, the remainder of the Site is occupied by parking facilities and recreational facilities in the form of a baseball field, tennis courts, and a basketball court. These facilities are in marginal condition and need updating.

The Site’s location in Charlestown is proximate to nearby mixed-use developments and to world-class research and technology clusters in Somerville and Cambridge. Moreover, the Site is served by the Massachusetts Bay Transportation Authority’s (the “MBTA”) Orange line. These traits along with its acreage, present an opportunity to make the Site available for private development via a lease to leverage the Site’s real estate value to fund, with no or minimal public funding, new facilities, and site improvements for the College. Such an arrangement would also be an opportunity to increase the Site’s value to the Commonwealth by creating a transit-oriented development, serving as an engine of economic growth not only in temporary and permanent revenues, but in an unmatched partnership between public higher education and the premier knowledge economy in the country. The result of which would combine careers for students, a workforce pipeline for businesses, and a skilled workforce for the Commonwealth.

The College seeks to enter a long-term lease with a Partner capable of creating and implementing a mixed and integrated phased master plan for the Site, sensitively blending the College’s new facilities with the Partner’s development program. The College believes the master plan approach would not only create synergies between the uses on site, but synergies between the uses on Site, and the Charlestown community. The College intends to select a Partner through a competitive process which would include written responses, evaluations, and interviews. Although detailed selection criteria would be finalized later, the College expects to include a variety of criteria such as the ability to develop and implement a master plan, the ability to create and provide workforce development programs, and include a diversity, equity, and inclusion plan.

The College reviewed the preliminary project proposal with the Secretary of the Executive Office of Education and received a letter of support (**Attachment B**).

## **II. DESCRIPTION OF THE PROJECT**

The College aims to enter a long-term lease with a Partner who will work closely with the College to create and implement a phased master plan redevelopment approach for the Site (the “Project”).

The Project will be structured to meet the following goals of the College and of the Commonwealth:

- Create a new campus that can adapt to the College’s changing educational needs by replacing some or all the campus buildings
- Provide mission-critical and essential programs that meet workforce training demands and foster public-private industry partnerships.
- Provide equitable access to spaces and resources for the College’s diverse body of learners through new campus buildings and site improvements.
- Leverage the Site’s land value to facilitate redevelopment of the Site, including the College’s campus buildings.
- Elevate the future campus as a community-based, social service hub connected to the Charlestown community

### **Description of the Transaction**

The College envisions entering a long-term lease, such as a 99-year ground lease, with a selected Partner. As consideration for the lease, the Partner would be required to provide a minimum range of approximately 385,000 to 415,000 gross square feet of new buildings on Site to serve as the College’s future campus, as well as site improvements in the form of athletics facilities, and parking as part of the phased master plan. The College expects the Partner to deliver the square footage and the site improvements in turn-key fashion. Once complete, the College intends to own and to maintain the facility(s) and site improvements dedicated for the College’s exclusive use. The College expects all other buildings and site improvements to be owned and maintained by the Partner and shared with the College. However, the exact structure and terms of the transaction and agreement would be defined as part of the competitive selection process. The Partner would be required to obtain all necessary permits, approvals, and funding for creating and implementing the master plan.

### **Background**

Founded in 1973, and constructed for 5,000 students, the College is the largest community college in the Commonwealth, with more than 16,000 full-and part-time students enrolled in more than 100 academic programs. The principal campus is in Charlestown; satellite campuses and instructional centers are located throughout the greater Boston area. The College is the most affordable community college in the Commonwealth and one of its most diverse. Students of color comprise 64 percent of the student body, and more than 50 percent of students are women.

Additionally, there are approximately 1,000 international students, representing more than 100 countries, speaking more than 75 languages.

As the College's student body has become more diverse, it has adapted its curriculum to meet its student's needs. From programs such as early college and dual enrollment, to accelerated mathematics and English language learning, the College has found success in making college more accessible and affordable to low-income students, helped ease their transition into higher education, and provided the framework for higher levels of course completion and retention.

Beyond academics, the College acts as a contemporary community hub offering wraparound services for its students including food insecurity, housing, childcare, and financial aid. The College has found focusing on these basic needs is essential in fostering student success and leads to increased rates of engagement, persistence, retention, completion, and transfer.

### Description of Asset

The Site is bounded by New Rutherford Avenue to the west, commercial and residential uses to the north, Interstate 93 and the MBTA tracks to the west, and Austin Street/Gilmore Bridge to the south. The Site is served by the Community College stop on the MBTA's Orange Line, located at the southwest corner. The Site totals approximately 32 acres: the campus buildings along with open space, driveways, and parking facilities are located on the southern portion of the Site; while recreational facilities, in the form of a baseball field, a basketball court, and tennis courts are located on the northern portion.

**Graphic I: Aerial View**

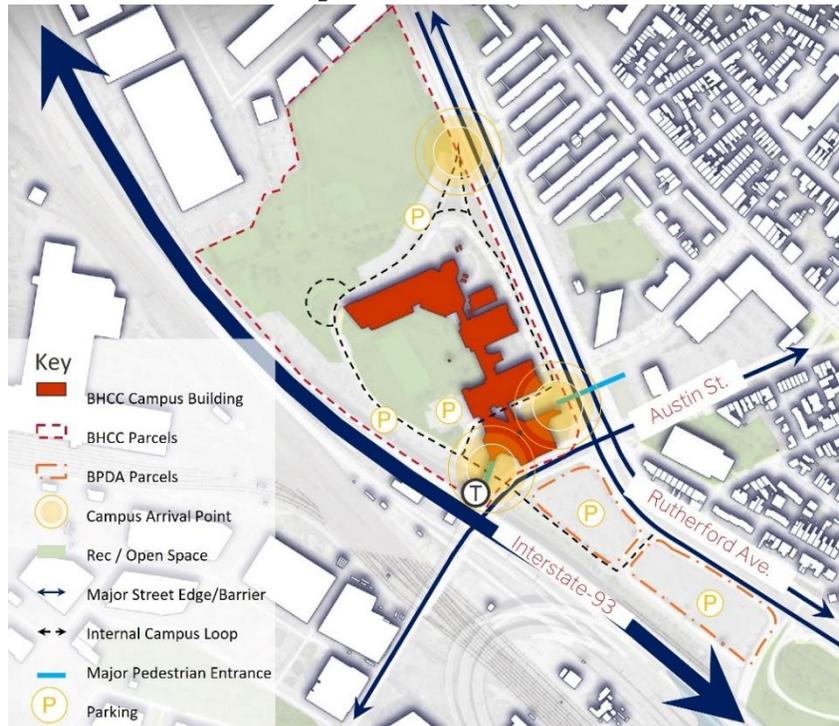


The Site consists of seven interconnected campus buildings, with an eighth currently under construction. The original campus, Buildings A, B, C, D, E and M were completed between 1973 and 1979. Building G was constructed in 2009 and Building N (not shown) is currently under construction with an estimated completion date of 2024.

The campus buildings reflect their age and their era via their physical deficiencies. Infrastructure is embedded in masonry walls that significantly limit access, envelopes are failing and do not meet energy codes as evidenced by windows that leak water and air. Exterior walls are original uninsulated masonry with deteriorating block and mortar. Significant inequity exists due to accessibility challenges that limit access to interior spaces. Even with significant reinvestment, the buildings’ structural grid prevents creating open, flexible spaces common in contemporary learning environments. In 2017, the College in coordination with the Division of Capital Asset Management and Maintenance (“DCAMM”), conducted an audit of the College’s buildings. The audit indicated the buildings are in “Fair” to “Fail” condition with a substantial capital improvements backlog. Compounding these issues is the simple fact that the College was envisioned to support 5,000 students, while over 16,000 are enrolled today.

In addition to the buildings’ failings, the Site functions as an island. The buildings not only lack visibility from adjacent roadways, but are oriented internally, and to the automobile, as evidenced by a loop encircling the buildings which impacts pedestrian circulation. Additionally, the Site has poor pedestrian access from the Charlestown community. As a result, the Site’s internal layout is fragmented by the auto-loop, and the Site is disconnected from Charlestown.

**Graphic II: Site Context**



## **Programmatic Objectives and Strategy**

In 2020, the College embarked on a visioning process with its Board of Trustees, administrators, and faculty to examine how best to educate the next generation of learners and to assess the programmatic organization and space priorities of a new, future campus. The College held listening sessions on a range of subject areas, including campus culture and community connectivity, the future of learning and student success, workforce development, and technology-enabled learning. The two year-long process revealed several themes shaping the College's future, such as:

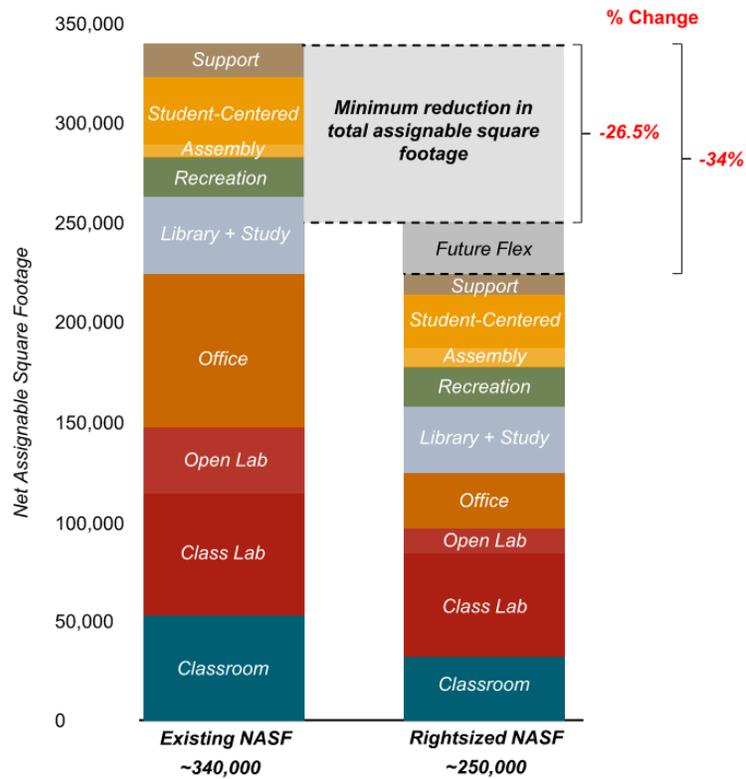
- Online instructional delivery models resulting in campus spaces designed to support maker space and collaboration.
- Dual enrollment and community-based partnerships will remain important gateways.
- The College will provide a gateway to careers in allied health, information technology, and creative sectors.
- Understanding students face other challenges other than academics, e.g., food security, housing stability, and transportation.

These themes informed the development of several high-level square footage reallocation scenarios that illustrate the types of flexible, collaborative, and dynamic teaching and learning spaces that the College aims to provide. Coupled with the lessons learned from the Covid-19 pandemic, all scenarios propose less dedicated office space, more study collaboration, and affinity spaces, more student-centered spaces, increased flexible space, and increased access to technology. The College's selected scenario right-sizes its gross square footage from 510,000 today (including Building N) to a minimum range of approximately 385,000 to 415,000 gross square feet (including Building N) by incorporating the following goals:

- Create an efficient layout with programmatic adjacencies
- Right-size class labs and new maker spaces
- Create flexible, tech-enabled learning spaces

The graphic below illustrates the existing and the right-sized programmatic-type spaces detailed by use and the minimum net assignable square footage as required by the College.

**Graphic III: Program Square Footage Change**



**Site and Master Planning Objectives and Strategy**

In addition to replacing the campus buildings, the proposal presents an opportunity to improve on several of the Site’s deficiencies regarding urban design and open space. The competitive process will require all respondents to submit a master plan concept detailing, at a minimum, the site layout, pedestrian, bicycle, and vehicular circulation, massing, uses, open space both active (athletic fields) and passive, connections to the surrounding neighborhood, and an implementation phasing plan. Master plans will be evaluated on their alignment with goals set by the College resulting from public outreach and due diligence. These goals will evolve and become more concrete during the process; however, the College is considering the following broad goals in the short term:

- Increase the College’s visibility.
- Integrate the Site with the Charlestown neighborhood.
- Improve pedestrian and bicycle connectivity.
- Maintain the College’s direct access to transit and improve the connection.
- Create publicly accessible, open space to be shared among the College, the Partner, and the Charlestown community, with priority given to the College’s athletics programs.

Once the College selects a Partner, the selected Partner’s development program as well as the master plan would still be subject to considerable public study as part of the approval process(s)

required under the City of Boston zoning ordinance with the Boston Planning and Development Agency (the “BPDA”). This process(s) would likely include public meetings, comment periods, and advisory groups which will be led by the selected Partner.

### **Implementation Objectives and Strategy**

Implementation objectives include:

- Find a partner who will leverage the Site’s real estate value to provide the College with modern, appropriate facilities
  - The College will select a Partner whose experience provides the best opportunity to provide the type and amount of building square footage and site improvements the College requires, to provide the breadth and depth of workforce development and training opportunities that best match the College’s curriculum and the Commonwealth’s needs and has experience completing projects of a similar size and scale.
- Create a master plan to maximize the Commonwealth’s real estate assets at this location
  - The Site’s proximity to Cambridge and Somerville, presents an opportunity to leverage the Site’s real estate value and designate the Site as a hub to external partners.
  - Recent developments in the area indicate the Site might be attractive for mixed-use development as well
- Maintain College operations throughout redevelopment
  - The College has explored this concept preliminarily and believes demolition and construction could proceed while the College remains operational.

### **III. PUBLIC PURPOSE AND PUBLIC BENEFITS**

#### **Public Purpose:**

This proposal seeks to begin an alternative disposition process leading to a long-term ground lease whereby the College’s facilities are replaced with state-of-the art facilities, creating a contemporary campus for the College. The College aims to pursue this process in alignment with two major Commonwealth initiatives. As stated in the Greater Boston Workforce Planning Blueprint (“the Blueprint”), the Commonwealth faces several challenges regarding workforce development: (1) increasing diversity and growth in foreign-born workers; (2) demand for employees in health care and professional and technical services; and (3) need for proficiency in mathematics and English language learning.

The College is uniquely positioned to meet these challenges as evidenced by its demographics and curriculum. Foremost, students of color comprise 64% of the student body, including ~1,000 international students from 100 countries, speaking 75 languages. The College also offers degree and certificate programs in high-need sectors identified by the Blueprint and facilitates internships and apprenticeship programs in partnership with businesses, industries, and community

organizations. Lastly, the College has found that its accelerated developmental and English language learning initiatives have resulted in higher levels of course completion and retention.

Additionally, the proposal aligns with the priorities for the Commonwealth's Major Project Capital Request Program listed below.

- Expand and deepen programmatic collaborations.
  - As stated above, the College's curriculum addresses several of the Commonwealth's challenges regarding workforce development. In addition to strengthening those initiatives with new facilities, this proposal seeks to create workforce development opportunities on Site, thereby creating facilitating careers for students, an employment pipeline for businesses, and a skilled workforce for the Commonwealth.
- Align investments to statewide industry priorities and quantifiable occupational needs.
  - This proposal would afford the College the types of state-of-the-art facilities to pursue new programmatic models for active, hands-on collaborative lab spaces for workforce training in Health and Life Sciences, Information Technology, and Emerging Tech such as artificial intelligence and virtual reality.
- Develop more flexible and innovative program delivery models; incorporate impacts and best practices learned from the Covid-19 pandemic.
  - As demonstrated by the College's programmatic preference, the College proposes its new facilities will be able to accommodate both hands on and hybrid instructional delivery models with technology enabled learning environments. The facilities would align with DCAMM's Future of Work Standards, vis a vie distributed study and collaboration spaces and reducing office space, resulting in a 30% smaller footprint
- Leverage partnerships and resources for investing in, repairing, renovating, demolishing or replacing current facilities. Where applicable, demonstrate strategies to address climate resilience, low carbon emissions, and energy
  - The College is seeking to leverage the Site's real estate value to not only replace the College's facilities but redevelop the entire Site with minimal or no public funding. Among the many public benefits and created by this proposal would be the opportunity create a model, sustainable redevelopment on Commonwealth property.

**Public Benefit:**

The College expects the proposal results in countless public benefits over the duration of the lease. Immediate public benefits are listed below.

- Increased workforce development opportunities:
  - The proposal seeks to leverage the Site's location and value to create hands-on learning environments on Site, facilitating careers for students, a pipeline for businesses, and a skilled workforce for the Commonwealth.

- Eliminate Capital Obligation:
  - The proposal seeks to redevelop the Site with no or minimal public funding, removing the backlog of capital improvements that would otherwise fall to the Commonwealth.
- Increased urban design and site planning:
  - The proposal seeks to increase the College’s presence and connect to the Charlestown neighborhood.
  - The proposal’s master plan approach aims to create a cohesive, connected campus shared by and welcoming to the College, new users from the redevelopment and the Charlestown neighborhood.
- Sustainability:
  - Redevelopment has the potential to serve as an example of modern, sustainable development, furthering the Commonwealth’s Greenhouse Gas emission reduction goals.
- Accessibility:
  - Redevelopment would create completely accessible facilities for the College, and accessible connections to transit, and to the Charlestown community.
- Economic benefits:
  - In addition to serving as an engine of economic growth for the Commonwealth by creating best-in-class workforce development opportunities, temporary construction jobs and fees as well as permanent jobs and tax revenues would be created.

#### **IV. Laws and Regulations to be Waived**

In the Final Project Proposal, the College will be requesting waivers from the laws and regulations listed below.

- M.G.L. Chapter 7C, Sections 4, 5, 14, 15, 16, and 17-22
  - These sections involve DCAMM jurisdiction over capital facility projects including supervision, preparation of construction plans, appointment of project manager(s), review of change orders, and assigning project engineer(s). These sections should be waived to make it clear any structures not for the College’s use, such as a commercial or a residential building, would not be subject to DCAMM jurisdiction. Regarding the College’s new facilities, the College intends for the Partner to deliver the facilities and the site improvements in turn-key fashion. Private construction under this preferred scenario shall also be exempt because a partner would be selected on criteria stated below (see “Competitive Selection Process”) indicating best value, not cost. Any construction undertaken directly by the College, by a State Agency, or financed by public funding would not be exempt.

- M.G.L. Chapter 7C, Section 33
  - Establishes the procedure for the disposition of surplus Commonwealth property. This section should be waived to make it clear that state and local polling is not required for this proposal.
- M.G.L. Chapter 7C, Section 34
  - Establishes the procedure for the disposition of surplus Commonwealth property when legislative authorization exists. This section should be waived to make it clear that AMB approval is in lieu of express legislative authorization for the proposal.
- M.G.L. Chapter 7C, Section 35
  - Establishes a ten-year lease limit on properties outside of the state house. This section should be waived to the extent needed to confirm that the College's right to use portions of the private facilities is not subject to the 10-year limit. For example, the College may want to lease space in a commercial building owned by the Partner or use other site improvements developed as part of the master plan for a period longer than ten years.
- M.G.L. Chapter 7C, Section 41
  - Prohibits certain private uses of public land without legislative authorization. AMB approval is requested in lieu of legislative approval.
- M.G.L. Chapter 30, Sections 39F through 39R inclusive (but not Section 39H) and 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. These laws should be waived to make it clear that development on the Site for a use not affiliated with the College, such as a residential or a commercial building, would be exempt. Additionally, with respect to College's requirements, e.g., building square footage and site improvements, the College intends to provide minimum requirements to ensure all respondents are informed of the College's needs and to create an equal playing field for all respondents. The Partner would then be chosen via a competitive process and evaluated on a variety of criteria such as their ability to develop and implement a master plan, their ability to create and provide workforce development programs, and their diversity, equity, and inclusion plan. As such, the Partner will be chosen on best value, and therefore, any building square footage constructed for the College shall also be exempt. The non-collusion in contracting requirement would not be waived, nor would any laws be pertaining to the payment of prevailing wages for improvements constructed on state-owned property.
- 810 CMR 2.05(2)
  - This section requires advertising the Notice of Intent in the Central Register for two consecutive weeks. The Central Register is more commonly known as the

venue for viewing and bidding on state contracts and is therefore likely only known to a select group of people. The College intends to reach a broader audience by contacting State and Local agencies, abutters, the Charlestown community, as well as elected and appointed officials. The College also expects to advertise the proposal and the public hearing in a major newspaper such as the Boston Globe and to create a website and listserv dedicated to the proposal. The College requests this requirement be waived. The College will comply with the remaining provisions of 810 CMR 2.05(2).

- 810 CMR 2.06(2)(c) (Polling Requirement – Second Sentence Only)
  - The first sentence of this section requires the Commissioner of DCAMM to certify receipt of an inventory of the agency’s assets and that such inventory is accurate and correct. The inventory and the Commissioner’s certification will be included in the Final Project Proposal. The second sentence of Section 2 (c) requires the DCAMM Commissioner to also 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 Disposition Process**

### **Competitive Selection Process**

The College seeks AMB authorization to pursue an alternative disposition process leading to a ground lease for up to the entire subject acreage to a Partner for the phased redevelopment of the Site. In exchange for the lease, the College expects the selected Partner to deliver fully constructed new facilities and open space, including athletic fields, in turn-key fashion. Following AMB approval of a Final Project Proposal, the College would undertake an open, competitive selection process whereby the College would provide minimum requirements, e.g., building square footage and site improvements, to ensure all respondents are informed of the College’s needs and to create an equal playing field for all respondents. A Partner would be selected resulting from a process what would likely consist of written responses, evaluations, and interviews. The College believes this alternative transparent, competitive process will preserve the public trust via different means. Criteria will be developed at a later stage; the College expects, at a minimum, some variation of the below criteria to evaluate responses:

- Team qualifications
  - Experience
  - Ability to execute
  - Diversity, equity, and inclusion plan
- Business Terms
  - Financial terms
  - Approach to satisfying the College’s amount and type of square footage for its future campus

- Breadth and depth of workforce development programs
- Design
  - Master plan approach
- Redevelopment proposal
  - Market/financial feasibility
  - Permitting feasibility

## **VI. Financial Feasibility**

It is anticipated that most, if not all construction would be undertaken and financed from private sources. The competitive selection process will likely elicit responses from private developers and perhaps institutions with substantial experience in master planning and/or mixed-use development. Preliminary comparable analysis and conceptual cost estimating suggests, the current land value of the Site, estimated between \$145-\$210 per buildable square foot could fund, with minimal or no public funding, the College's future campus, estimated between \$463-\$484 million dollars, with the market determining the specifics during the competitive process. Such funding would be subject to the Partner pursuing mechanisms under the City of Boston zoning ordinance with the BPDA. The selected mechanism, along with all other entitlements necessary to implement the master plan, as well as securing all requisite financing and funding, would be obligations of the Partner.

## **VII. Public Participation**

Given the importance and impact of the proposal to the College, Charlestown, the City of Boston, and to the Commonwealth, the College will undertake a public participation process prior to submitting a Final Project Proposal. As stated above, the College intends to utilize the Real Estate Committee of the Board of Trustees to engage a variety of stakeholders from elected officials to state and local agencies, to the Charlestown neighborhood. In doing so, the College expects this outreach to capture a broader audience than would otherwise result from notice in the Central Register. As required by 810 CMR 2.05, the College will advertise and hold a public hearing in Charlestown. The College will also advertise a process for submitting written comments, which will include all comments as attachments to the Final Project Proposal.

## **VIII. Materials for Final Project Proposal**

Subject to approval of this Preliminary Project Proposal, the College will prepare and submit a Final Project Proposal for consideration by the AMB. As required by 810 CMR 2.06(2), the Final Project Proposal will include the items listed below:

- A detailed description of the Project with all noted items.
- Secretariat approval.

- Identification of agency assets underutilized at Project location.
- Public comments and agency response.
- Appraisal
- Statement of conflicting laws and regulations to be waived and description of competitive disposition process.
- Agency plan to assist AMB in monitoring the Project.
- Identification of agency responsible for Project implementation.
- Trust fund information.
- Applicable reports and studies.
- A schedule for implementation showing major milestones and completion dates.
- Identification of any private individual or entity involved in the preparation of the Project Proposal other than through the public comment process and disclosure of the nature and extent of such involvement.
- Additional information, as needed.

## **IX. Conclusion**

The College believes this proposal to pursue an alternative disposition process leading to a long-term ground lease for the phased redevelopment of the Site to replace its outmoded facilities with state-of-the art higher education facilities is in the public interest, aligns with Commonwealth Initiatives, and meets the standards set forth in M.G.L. Chapter 7B and in 810 CMR 2.02(1)(a) through (g). The College looks forward to discussing this proposal in greater detail with the AMB and with all stakeholders.

**ATTACHMENTS**

Attachment A: Proposed Lease Area

Attachment B: Letter of Support from Executive Office of Education

Potential Lease Area Outlined in Red





THE COMMONWEALTH OF MASSACHUSETTS

EXECUTIVE OFFICE OF EDUCATION

ONE ASHBURTON PLACE ▪ ROOM 1403

BOSTON, MA 02108

CHARLES D. BAKER  
GOVERNOR

KARYN E. POLITO  
LIEUTENANT GOVERNOR

JAMES A. PEYSER  
SECRETARY

TEL: (617) 979-8340  
FAX: (617) 727-0049  
[www.mass.gov/education](http://www.mass.gov/education)

July 12, 2022

Asset Management Board  
DCAMM Office of Real Estate Management  
1 Ashburton Place, Room 1411  
Boston, Massachusetts 02108

Dear Members of the Asset Management Board:

I am writing to express my support for Bunker Hill Community College's proposal to redevelop its campus. The College's campus buildings no longer meet the mission-critical needs of a 21<sup>st</sup> century, higher education institution, even with substantial reinvestment.

The College plays a key role in developing the Commonwealth's future workforce, offering certificate and degree programs in high-need employment sectors. The project described in the preliminary project proposal will allow the College to obtain space tailored to its programmatic needs, while also enhancing the College's workforce development platform.

The College anticipates conducting a comprehensive community engagement process before submitting a final Project Proposal. The College is committed to a transparent, clear, and open dialogue and looks forward to discussing the proposal with all stakeholders.

I strongly urge you to approve this proposal for the College to continue its work towards creating a campus that serves the needs and ambitions of its students.

Sincerely,

A handwritten signature in blue ink, appearing to read "J. A. Peyser".

James A. Peyser  
Secretary of Education