



OLD NORTH BRIDGE

TOWN OF CONCORD

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

MCI Concord Advisory Board Agenda

Monday, October 20, 2025 at 12:00 PM

Town House, 22 Monument Square
Select Board Meeting Room and via Zoom

More information on the MCI Concord Redevelopment:

www.mci-concord.org

Join Zoom Meeting

<https://us02web.zoom.us/j/81274152061?pwd=0CWKM6uFOKu6M5RaIN2IJYxFri1bgY.1>

Meeting ID: 812 7415 2061

Passcode: 968927

Dial In: 1-646-931-3860

#	Agenda Item
I.	Call to Order - Clerk of the Meeting
II.	Approve Meeting Minutes <u>Advisory Board</u> - September 2, 2025 – Executive Session for Approval but Not Release - September 29, 2025 - September 29, 2025 – Executive Session for Approval but Not Release
III.	Reports from Town Staff and DCAMM Coordination
IV.	Discuss Request from Concord Historical Commission for a Letter of Support for Community Preservation Application – Thematic Preservation Survey of the Concord Reformatory and associated West Concord Sites
V.	Public Comment

VI.	Executive Session under M.G.L. c. 30A, § 21(a)(6) to consider the purchase, exchange, lease or value of real property if the chair declares that an open meeting may have a detrimental effect on the negotiating position of the public body <i>and not to return to Open Session</i>
VII.	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
September 29, 2025**

Pursuant to notice duly filed with the Town Clerk, the MCI Concord Advisory Board convened in a meeting at the Town House, Select Board Room and via Zoom on Monday, September 29, 2025 at 12:00 PM.

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

Also present were: Kerry Lafleur, Town Manager, Megan Zammuto, Deputy Town Manager, Alan Cathcart, Director of Public Works, Russ Karlstad, Facilities Manager, and Shannon McAndrew, Management Specialist

Call to Order

Co-Chair Gainsboro called the meeting of the Advisory Board to order at 12:00 PM.

Mr. Boynton called the meeting of the Community Outreach Subcommittee to order at 12:00 PM.

Mr. Lowitt called the meeting of the Land Use Planning & Strategy Subcommittee to order at 12:00 PM.

Ms. Akehurst-Moore called the meeting of the Legal & Government Affairs Subcommittee to order at 12:00 PM.

Approval of Meeting Minutes

Upon a motion duly made and seconded, it was **voted:** to approve the Advisory Board meeting minutes of September 15, 2025.

Roll Call Vote:

Ms. Akehurst-Moore – Aye
Mr. Boynton – Aye
Mr. Bates – Aye
Ms. Cusker – Aye
Mr. Gainsboro – Aye
Mr. Howell – Aye
Mr. Lowitt – Aye
Mr. McCurdy – Aye
Ms. Miller – Abstain

Upon a motion duly made and seconded, it was **voted:** to approve **but not release** the Advisory Board Executive Session minutes of September 15, 2025.

**Town of Concord
MCI Concord Advisory Board
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September 29, 2025**

Roll Call Vote:

Ms. Akehurst-Moore – Aye
Mr. Boynton – Aye
Mr. Bates – Aye
Ms. Cusker – Aye
Mr. Gainsboro – Aye
Mr. Howell – Aye
Mr. Lowitt – Aye
Mr. McCurdy – Aye
Ms. Miller – Abstain

Upon a motion duly made and seconded, it was UNANIMOUSLY
voted: to approve the Community Outreach Subcommittee meeting minutes of July 18
and July 30, 2025.

Roll Call Vote:

Mr. Boynton – Aye
Ms. Cusker – Aye

Upon a motion duly made and seconded, it was
voted: to approve the Land Use Planning & Strategy Subcommittee meeting minutes of
July 22, 2025.

Roll Call Vote:

Mr. Bates – Aye
Ms. Cusker – Abstain
Mr. Gainsboro – Aye
Mr. Lowitt – Aye
Ms. Miller – Aye

Upon a motion duly made and seconded, it was UNANIMOUSLY
voted: to approve the Legal & Government Affairs meeting minutes of July 24, 2025.

Roll Call Vote:

Ms. Akehurst-Moore – Aye
Mr. Howell – Aye

Mr. Boynton, Mr. Lowitt, and Ms. Akehurst-Moore adjourned their respective Subcommittee meetings following the approval of pending meeting minutes.

**Department of Capital Asset Management & Maintenance (DCAMM)
and Town Staff Coordination Updates**

Deputy Town Manager Megan Zammuto reported that in terms of affordable housing on the site that DCAMM is not working on their own definition of “affordable”, and it will be the State’s

Town of Concord
MCI Concord Advisory Board
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September 29, 2025

Executive Office of Housing and Livable Communities (EOHLC) definition. Ms. Zammuto also reported that she is working with Paul Lillehaugen, Senior Project Manager at DCAMM, regarding scheduling a joint planning session with some Advisory Board members, Town staff, and DCAMM staff in the coming weeks and will be in touch with further details once available. Ms. Zammuto continued and noted that DCAMM Commissioner Adam Baacke will be speaking at the Concord Business Partnership's annual dinner. Lastly, Ms. Zammuto noted that there is a coordination meeting with some Advisory Board members, Town staff, DCAMM staff, and DOT staff to discuss planning for the Route 2 Rotary redesign.

Keith Bergman, Chair of the Concord Municipal Affordable Housing Trust, commented that the Trust has been discussing how they can leverage their funds for an affordable housing developer that DCAMM selects through a competitive bid process for the redevelopment of the MCI Concord site.

Reports from Subcommittees

Mr. Boynton reported that while the Community Outreach Committee has not met since July, but that the mci-concord.org has been fully updated with information and publication of the Vision Plan and that email correspondence about the Vision Plan was sent to the stakeholders list.

Report from Select Board

Mr. Howell noted that the Select Board is being consistently updated on the Advisory Board's progress toward consensus on a scenario recommendation and that once the Advisory Board has a recommendation, the Select Board will schedule a joint meeting between the two boards.

Public Comment

Carol Savoy, 61 Belknap Street, asked about the timeline for the Advisory Board to make a recommendation on a scenario to the Select Board.

Keith Bergman, 56 White Avenue and Chair of the Concord Municipal Affordable Housing Trust, asked if the timeline for zoning proposals to be presented at 2026 Annual Town Meeting was still accurate. Mr. Bergman also noted that in meeting with other neighboring communities, MCI Concord continues to come up in discussions for housing development.

Executive Session under M.G.L. c. 30A, § 21(a)(6)

Upon a motion duly made and seconded, it was UNANIMOUSLY **voted:** to enter an **Executive Session under M.G.L. c. 30A, § 21(a)(6)** to consider the purchase, exchange, lease or value of real property if the chair declares that an open meeting may have a detrimental effect on the negotiating position of the public body *and not return to Open Session.*

Roll Call Vote:

**Town of Concord
MCI Concord Advisory Board
Minutes
September 29, 2025**

Ms. Akehurst-Moore – Aye
Mr. Boynton – Aye
Mr. Bates – Aye
Ms. Cusker – Aye
Mr. Gainsboro – Aye
Mr. Howell – Aye
Mr. Lowitt – Aye
Mr. McCurdy – Aye
Ms. Miller – Aye

Meeting Materials:

[MCI Concord Advisory Board Meeting Packet for September 29, 2025](#)

[MCI Concord Advisory Board Meeting Recording for September 29, 2025](#)

DRAFT



TOWN OF CONCORD
HISTORICAL COMMISSION
141 KEYES ROAD, CONCORD, MA 01742
TEL. (978) 318-3290 FAX (978) 318-3291

To: Dan Gainsboro and Patrick McCurdy, Co-Chairs, and
Members of the MCI Concord Advisory Board

From: Douglas J. Ellis, Chair, Concord Historical Commission

Date: October 9, 2025

Subject: **Thematic Preservation Survey request for letter of support for CPC funding, due November 15, 2025.**

In conversations with your board over the past several months, the Historical Commission has recommended a preservation survey project that would help inform community decisions on the future of West Concord. Encouraged by your board members' interest in the project, the Commission submitted an application for CPC funding to support a Thematic Preservation Survey of the Concord Reformatory and associated West Concord sites.

A letter of support for the project from the MCI Concord Advisory Board would be most welcome and demonstrate collaboration among boards and committees. As described in the attached application, the proposed FY27 project is intended to supplement your work and is necessarily described in broad terms since plans are evolving.

In short, the proposed study would:

- inform the preservation of West Concord's distinctive character, human scale, diverse housing stock, anchor buildings and gateways;
- identify themes and the resources and areas that support those themes;
- place the events, themes and resources in their regional and national context;
- inform preservation planning and zoning by identifying West Concord areas for future surveying and districts, and facilitating evaluation of historic resources for National Register eligibility; and
- identify character-defining features that provide a basis for refining design guidelines.

By November 15th, please send your letter of support to the Concord Community Preservation Committee at 141 Keyes Road, Concord, MA 01742. It can be emailed to aclifford@concordma.gov.

Thank you so much for your consideration.



TOWN OF CONCORD
COMMUNITY PRESERVATION COMMITTEE
 141 KEYES ROAD, CONCORD, MA 01742
 TEL. (978) 318-3290 FAX (978) 318-3291

Application for CPC Funding

Due no later than 12:00 noon on Friday, September 19, 2025

Applicant*: Town of Concord
 Federal Tax Id. No.*: 046-001-121
 Co-Applicant (if applicable): Concord Historical Commission

Project Name*: Concord Reformatory and West Concord Thematic Preservation Survey
 Project Location/Address (if applicable): multiple properties
 Purpose*: (Select all that apply)

- Open Space Community Housing Historic Preservation Recreation

Project Budget*:
 Amount of CPC Funds Requested: \$ \$100,000
 Amount from Other Funding Sources: \$
 Total Project Budget: \$ \$100,000
 (If multi-year project, note current phase only)

Please check which of the following is included with this Application:

- | | |
|---|---|
| <input checked="" type="checkbox"/> One Paragraph Project Summary * | <input checked="" type="checkbox"/> Architectural plans, site plans, photographs (if appropriate) |
| <input checked="" type="checkbox"/> Map (if applicable) | <u>n/a</u> Copy of IRS determination letter (Non-profit Organizations only)* |
| <input checked="" type="checkbox"/> Narrative * | <u>n/a</u> Completed W-9 Form (Non-profits only)* |
| <input checked="" type="checkbox"/> Selection Criteria and Needs Assessment | <u>n/a</u> Copy of Audit or most recent Financial Information (Non-profits only)* |
| <input checked="" type="checkbox"/> Detailed Project Budget * | <u>forthcoming</u> Letters of Support (if any) |
| <input checked="" type="checkbox"/> Feasibility Assessment | |
| <input checked="" type="checkbox"/> Statement of Sustainability (if applicable) | |
| <input checked="" type="checkbox"/> Timeline * | |

Project Contact Person*: Ann Clifford, Senior Planner
 Project Contact Address*: Town of Concord Planning Division, 141 Keyes Rd., Concord, MA 01742
 Contact Phone*: 978-318-3290 Email*: aclifford@concordma.gov

Authorized Signature of Applicant*: *Ann Clifford*

Authorized Signature of Property Owner* (if different): *Kerry A. Saffell*

* Required

For Historic Preservation Projects Only – please check the box below left and acknowledge:

I/We have read the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties and understand that planning for and execution of this project must meet these standards.

2. BRIEF PROJECT SUMMARY

With the closure of MCI Concord in July 2024, the future of MCI Concord and West Concord immediately rose to the top of community priorities. Community visioning in 2025 identified this “once-in-a-generation opportunity” and stressed “the time is now”. Yet out-of-date and incomplete documentation on West Concord cultural landscapes and other historic resources hinders informed decision making. Long-deferred preservation studies recommended each decade since the 1970s are now an immediate priority identified by Concord community leaders, stakeholders, citizens and consultants. In response to this urgent demand, the Concord Historical Commission (CHC) and Planning Division request \$100,000 in Community Preservation Act funding to undertake a thematic study report and preservation survey for the Concord Reformatory, Northeast Correction Center agricultural land and associated West Concord sites to inform community decisions on the future of West Concord.

3. NARRATIVE

The Massachusetts Division of Capital Asset Management and Maintenance (DCAMM) is leading MCI Concord redevelopment planning and public engagement process in collaboration with the Town of Concord and the MCI Concord Advisory Board. The Advisory Board encouraged the Historical Commission to pursue this preservation survey and planning project. The project is intended to supplement the work of regional and local leaders and stakeholder groups and is necessarily described in broad terms since plans are evolving and will likely be more developed in the next year from with the adoption of new zoning for the site.

The proposed project adopts a forward-looking, multi-dimensional, and thematic approach to surveying West Concord sites associated with MCI Concord. The proposed thematic study would focus on the cultural history of disenfranchised populations and social justice issues and themes manifest in the fabric of West Concord. This sort of study is widely used by the National Park Service, states and municipalities as a means of preserving culturally significant community centers, neighborhoods, and housing.

The predecessors of MCI-Concord—Concord Prison and Concord Reformatory—had a profound effect on the development of West Concord in the late 19th and early 20th centuries, representing a broad but unusual pattern of development that deserves further study. Historians have long recognized the national historical significance of the correctional facility, which is one of the Concord sites featured in *A People’s Guide to Greater Boston* (2020). The *People’s Guide* looks at the development of the region from the perspective of ordinary people who fought for social justice and human rights.

The proposed thematic and preservation study would involve hiring a qualified interdisciplinary team to research, evaluate and contextualize the people’s history of MCI-Concord and its West Concord surroundings from diverse perspectives in order to:

- inform the preservation of West Concord’s distinctive character, human scale, diverse housing stock, anchor buildings and gateways;
- identify themes and the resources and areas that support those themes;

- place the events, themes and resources in their regional and national context;
- inform preservation planning and zoning by identifying West Concord areas for future surveying and districts, and facilitating evaluation of historic resources for National Register eligibility; and
- identify character-defining features that provide a basis for refining design guidelines.

A thematic preservation survey of the Reformatory and West Concord will highlight stories of social reformers, industrialists, union workers and disenfranchised, incarcerated workers who built West Concord and the indigenous people who stewarded the land for millennia before it was colonized. Their untold stories are represented on both sides of the prison walls ranging from confined quarters and institutional facilities, to neighborhoods, community spaces, and open spaces.

4. CPC SELECTION CRITERIA: COMMUNITY & CPA GOALS

The preservation community has recognized the national stories of MCI-Concord and West Concord since the 1970s, but outdated and incomplete documentation and evaluation hinders their protection. The CHC is renewing efforts to update cursory studies of the past, in keeping with recommended actions in Concord’s Comprehensive Long-Range Plan, *Envision Concord Bridge to 2030* and numerous other community plans. This historic preservation project will consider West Concord cultural landscapes in their entirety, supporting open space, passive recreation and housing with historic preservation planning tools. For example, the MCI Concord Vision Plan (2025) raises the question as to what housing typologies will best serve the community today. This project will provide an accurate assessment of the diverse existing historic housing stock and how it has evolved over time.

The project will fulfill the following *Envision Concord* recommended actions:

- review and implement Priority Heritage Landscape Recommendations from 2007 including the preservation of Massachusetts Department of Correction Land and West Concord Village (History & Character Goal 4.5)
- update and prepare new MHC Area forms for inadequately surveyed areas (History & Character Goal 3.3)
- identify characteristic systems or typologies of historic landscape that are particularly important to Concord character (History & Character Goal 3.4)

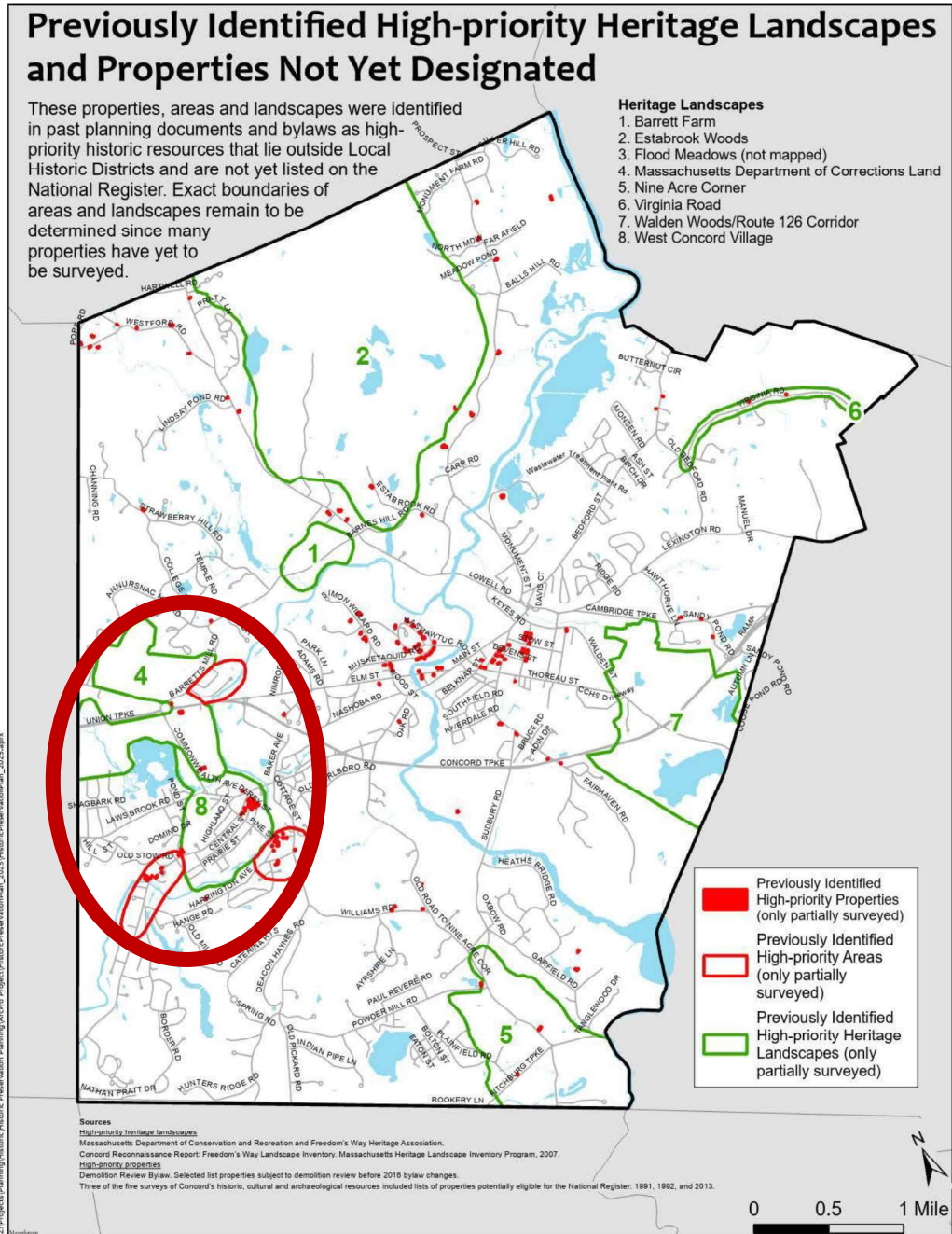
It will further many additional *Envision Concord* recommended actions such as:

- encourage the preservation of existing smaller homes (Housing Goal 4.1)
- research alternate zoning methods to preserve the natural, agricultural and architectural characteristics of Concord while allowing appropriately scaled and designed development and redevelopment (Land Use Goal 1.4; History & Character Goals 4.1, 4.2, 4.3; Housing Goal 4.2)

Letters of support will be submitted before the CPC November 14, 2025 deadline.

5. MAP

In 2007, the proposed study areas—Massachusetts Department of Correction Land (Area 4) and West Concord Village (Area 8)—were identified among the highest priority heritage landscapes in the Freedom’s Way National Heritage Area region. The 2007 Heritage Landscape Reconnaissance Report, 2013 Historic Resources Survey Plan, 2018 *Envision Concord*, the forthcoming 2025 Historic Preservation Plan and many other plans prioritize the proposed study areas circled in dark red on the map. The 2013 plan completed one phase of study and identified five additional study phases that were deferred until now due to a lack of resources.



6. CPA SELECTION CRITERIA: FEASIBILITY

The Concord Historical Commission will partner with Town of Concord Planning Division staff to manage this project that will follow well-established standards for such studies. The scope will be defined in greater detail in the Request for Proposals, pending additional information from the Massachusetts Division of Capital Asset Management and Maintenance (DCAMM). DCAMM is currently conducting a limited preservation study of the 83-acre MCI-Concord site under its control. Results of the study should be available before the projected start date for this survey.

The Request for Proposals will define the specific qualifications of the interdisciplinary consulting team with experience in similar projects will be responsible for project implementation. The team of consultants and advisors will include people closest to the area's multifaceted history. It will include people with expertise in cultural history, as well as architectural and landscape design and history.

7. CPC SELECTION CRITERIA: BUDGET

The Town of Concord and its Concord Historical Commission are seeking \$100,000 to hire a team of historic preservation consultants to implement the project. This figure is derived from review of preservation survey grant projects in Massachusetts and other states and takes into account costs associated with an interdisciplinary team, large project area and large number of historic resources. The proposed CPA-funded project will supplement other sources of funding secured for the MCI Concord Advisory Group and ensure that community preservation goals are a core component of the community visioning for the future of West Concord.

<u>Income</u>	<u>Community Preservation Funds ATM 2026</u>
<i>Concord Reformatory Thematic Report and Preservation Survey of West Concord properties Project</i>	\$100,000
<u>Expense</u>	
<i>Interdisciplinary consulting team of historic preservation planners to create the Concord Reformatory Thematic Report and Preservation Survey of West Concord properties</i>	\$100,000

8. CPA SELECTION CRITERIA: SUSTAINABILITY

Historic preservation is inherently sustainable. Achieving environmental sustainability in a changing global climate begins with preserving the landscapes and buildings that we already have. Older neighborhoods are dense, walkable, transit-accessible, and mixed-use. Investment in these older neighborhoods conserves resources, uses existing public investments in infrastructure, and prevents suburban sprawl into irreplaceable open space ecosystems. Those ecosystems support carbon sequestration and climate change resilience.

When factoring in embodied carbon emissions, new construction generates far more carbon emissions than preservation and reuse of existing buildings and infrastructure. The term embodied carbon refers to the greenhouse gas emissions associated with the entire life cycle of building materials including manufacturing, transport, installation and disposal.

9. OUTREACH STRATEGY

The Planning Division and Historical Commission will collaborate with selected boards, committees and advisors with greater resources and reach to enhance public engagement in the project. For example, the MCI Concord Advisory Board includes a dedicated Community Outreach Subcommittee. The final planning document will be available on the website and distributed to Town boards, commissions, departments, the Concord Free Public Library, and the Massachusetts Historical Commission.

10. TIMELINE

July 1, 2026	Community Preservation funding becomes available.
July – August 2026	Bidding and bid awards
Late September 2026	Project start
December 31, 2028	Project Completion

The project is pressing since it will inform the new zoning required for the development of the MCI Concord site. It has been a high priority since at least 2007 when “West Concord was selected as a priority landscape because it is considered most vulnerable to change.”

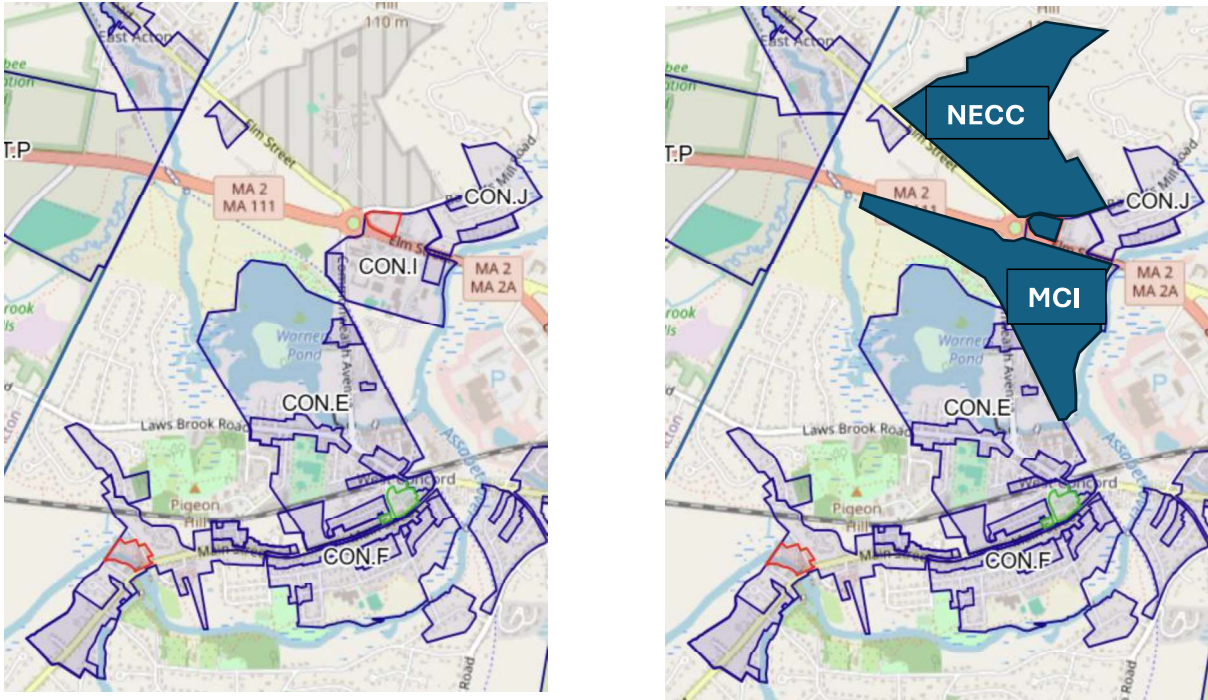
11. SITE PLANS & PHOTOGRAPHS



Concord Junction, 1893. Norman B. Leventhal Map Collection, Boston Public Library (cropped)

The Concord Prison and Reformatory helped drive the economic prosperity of West Concord in the late 19th and early 20th centuries. An idyllic 1893 bird’s eye view of Concord Junction featured the stately prison architecture as the gateway to the bustling area. Despite being walled off from society, this major feature in the landscape was connected to the larger world through a network of

railroad lines. In this illustration clearly intended to entice investors and workers to West Concord, the Reformatory was at the top of the list of attractions on the map legend.



MACRIS Maps illustrates historic resources in the Massachusetts Cultural Resource Information System. Left: Areas outlined in blue were broadly surveyed in the 1980s. Properties listed on the honorary National Register of Historic Places are outlined in red. Right: MCI Concord and Northeast Correctional Center land.

Early ground-breaking research on The Reformatory and West Concord from the 1970s-1980s predated the internet and consequently presented this history from the perspective of the people in power. In her excellent but necessarily broad 1980s survey of West Concord areas outlined in blue on this map, preservation consultant Anne Forbes discovered connections between the Reformatory and West Concord sites that have yet to be evaluated.

DCAMM is currently conducting a limited preservation study on MCI Concord land which the Town of Concord and Historical Commission may wish to supplement. Northeast Correctional Center agricultural land cross hatched in gray has not been studied. Previous survey work will inform the thematic study and refine the rest of the West Concord project area.