

**Loring Development Authority
Request for Qualifications
Legal Services**

Issue Date: October 26, 2026

Submission Deadline: November 09, 2026

Anticipated Contract Period: November 2026 through December 31, 2031

I. Introduction

The Loring Development Authority of Maine ("LDA" or the "Authority") is soliciting Statements of Qualifications ("SOQs") from qualified law firms interested in providing legal services to the Authority.

The Authority is seeking legal counsel with the experience, capacity, and judgment necessary to support a complex public redevelopment organization. The selected firm will be expected to provide general counsel services as well as specialized legal assistance involving real estate transactions, leases, economic development, water utility services, public finance, procurement, environmental matters, airport operations, contracts, employment matters, and other issues arising from the Authority's activities.

The Authority anticipates selecting one primary law firm to serve as general counsel but reserves the right to retain other attorneys or firms for specialized matters when the Authority determines that doing so is in its best interest.

II. Background

The former Loring Air Force Base encompasses 3,800 acres in an area serviced by roadways, utility systems, airport facilities, and other infrastructure. The total campus is just under 9,700 acres.

Following the closure of the Air Force base, the State of Maine established the Loring Development Authority (LDA). The LDA is a public instrumentality of the State of Maine established by law 5 MRSA §13080 to oversee the redevelopment and reuse of the former Loring Air Force Base in Limestone, Maine. The Authority owns and/or manages a substantial portfolio of real estate, buildings, infrastructure, utilities, and other assets and is responsible for supporting economic development and productive reuse of the former military installation. The Authority is overseen by a thirteen-member Board of Trustees appointed by the Governor and confirmed by the Maine Senate.

The Authority's activities include, among other things:

- ❑ Ownership and management of commercial, industrial, institutional, and other real estate;
- ❑ Negotiation and administration of leases, licenses, easements, and other property agreements;
- ❑ Operation and maintenance of significant municipal styled public infrastructure (streets, sidewalks, public esplanades, stormwater collection system, streetlights and fire hydrants) and a public drinking water distribution system;
- ❑ Airport and aviation-related activities;
- ❑ Economic development and business recruitment;
- ❑ Property sales and acquisitions;
- ❑ Environmental compliance and remediation;
- ❑ Procurement of goods and services;
- ❑ Management of public funds and grants;
- ❑ Negotiation of agreements with governmental entities and private businesses; and
- ❑ Administration of contracts and other legal instruments necessary to carry out the Authority's mission.

The Authority's legal needs therefore extend beyond traditional municipal legal services. LDA is particularly interested in counsel experienced in complex redevelopment organizations, public-private transactions, large property portfolios, water utility services and organizations with significant infrastructure and economic-development responsibilities.

III. Scope of Legal Services and Desired Firm Qualifications

The Authority is particularly interested in firms demonstrating substantial experience and expertise in the following areas of legal services which form the scope of legal services:

A. General Counsel

Provide ongoing legal advice to the Board of Trustees, Executive Director, staff, and authorized representatives of the Authority concerning the Authority's statutory powers, responsibilities, policies, procedures, and operations.

Services may include:

- ❑ Attendance at Board and committee meetings as requested;
- ❑ Preparation and review of resolutions, policies, and other Board documents;
- ❑ Advice concerning the Authority's enabling legislation and legal authority;
- ❑ Interpretation of applicable federal and state laws and regulations;

- ❑ Advice concerning governmental ethics and conflicts of interest;
- ❑ Open meeting and public records matters;
- ❑ Governance issues;
- ❑ Legal review of Authority policies and procedures; and
- ❑ Other general legal matters.

B. Real Estate and Property Transactions

Provide legal services relating to the Authority's substantial real estate portfolio, including:

- ❑ Property acquisitions and dispositions;
- ❑ Commercial and industrial leases;
- ❑ Lease amendments and extensions;
- ❑ Licenses and easements;
- ❑ Development agreements;
- ❑ Purchase and sale agreements;
- ❑ Title and survey review;
- ❑ Property transfers;
- ❑ Development restrictions and covenants;
- ❑ Tax and assessment issues; and
- ❑ Real estate development and redevelopment transactions.

Counsel should be capable of structuring transactions that balance the Authority's public mission with the requirements of private-sector tenants and developers.

C. Economic Development and Public-Private Transactions

Provide legal assistance with economic development initiatives, including:

- ❑ Public-private partnerships;
- ❑ Development agreements;
- ❑ Incentive agreements;
- ❑ Grants and economic development programs;
- ❑ Tax increment financing and related economic development tools, where applicable;
- ❑ Financing arrangements;
- ❑ Business recruitment and expansion agreements;
- ❑ Agreements with governmental and quasi-governmental entities; and
- ❑ Other transactions designed to promote redevelopment and job creation.

D. Contracts and Procurement

Review and prepare:

- ❑ Professional services agreements;
- ❑ Construction contracts;
- ❑ Operations and maintenance agreements;
- ❑ Vendor agreements;
- ❑ Intergovernmental agreements;
- ❑ Development agreements;
- ❑ Procurement documents;
- ❑ Competitive procurement procedures; and
- ❑ Other contractual instruments.

Counsel should advise the Authority regarding applicable public procurement requirements and appropriate procedures for significant contracts.

E. Public Finance and Financial Matters

Provide legal advice concerning:

- ❑ Bonds and other forms of public financing;
- ❑ Loans and financing agreements;
- ❑ Grant agreements (particularly if the LDA is able to participate in the National Plan of Integrated Airport Systems (NPIAS) as a public-use airport authorizing federal funding through programs like the Airport Improvement Program);
- ❑ Federal and state funding;
- ❑ Pledges and guarantees;
- ❑ Banking and financial arrangements;
- ❑ Financial policies and procedures; and
- ❑ Other matters affecting the Authority's financial obligations and resources.

Specialized bond counsel or other financial counsel may be retained separately when appropriate.

F. Environmental Law

Provide legal advice concerning environmental matters associated with a former military installation, including:

- ❑ Environmental remediation;
- ❑ Federal and state environmental requirements;
- ❑ PFAS and other emerging contaminants;
- ❑ Environmental liabilities;
- ❑ Regulatory compliance;
- ❑ Environmental covenants and restrictions;
- ❑ Environmental indemnification provisions;
- ❑ Coordination with federal and state agencies; and
- ❑ Environmental provisions in property transactions.

G. Airport and Aviation Law

Because LDA operates and/or manages aviation-related facilities, counsel may be asked to advise concerning:

- ❑ Airport leases and agreements;
- ❑ Federal Aviation Administration requirements;
- ❑ Airport property and land-use matters;
- ❑ Aviation easements;
- ❑ Hangar and aviation-related leases;
- ❑ Airport development;
- ❑ Federal airport grants;
- ❑ Minimum standards and operating agreements; and
- ❑ Other federal and state aviation matters.

H. Infrastructure and Utility Matters

Provide legal assistance concerning the Authority's infrastructure and utility operations, including:

- ❑ Potable drinking water distribution system;
- ❑ Roads and transportation infrastructure;
- ❑ Stormwater systems;
- ❑ Easements and rights-of-way;
- ❑ Utility agreements;

- ❑ Infrastructure construction and maintenance;
- ❑ Representing the LDA before the Maine Public Utility Commission on utility tariff rate charges and other items that may come before the MainePUC for the public drinking distribution system;
- ❑ Infrastructure financing; and
- ❑ Agreements with municipalities and other public entities.

I. Employment and Labor Matters

Provide advice concerning:

- ❑ Employment agreements;
- ❑ Personnel and workplace policies;
- ❑ Employee disciplinary matters;
- ❑ Wage and hour requirements;
- ❑ Employment claims;
- ❑ State and federal employment laws; and
- ❑ Other personnel matters.

J. Litigation and Dispute Resolution

Provide representation in litigation, administrative proceedings, negotiations, mediation, arbitration, and other disputes involving the Authority.

The selected firm should identify attorneys within the firm who would be available to represent the Authority in litigation and should describe relevant litigation experience. The Authority reserves the right to retain specialized litigation counsel for particular matters.

IV. Statement of Qualifications

Each SOQ should contain the following information.

1. Cover Letter

A brief letter expressing the firm's interest in representing LDA and identifying the principal contact.

2. Firm Profile

Provide:

- ☐ Firm name and address;
- ☐ Locations;
- ☐ Number of attorneys;
- ☐ Areas of practice;
- ☐ Years in business; and
- ☐ Ownership/organizational structure.

3. Proposed Legal Team

The SOQ should identify the attorneys and other professionals who would be principally responsible for providing services to LDA.

For each proposed attorney, provide:

- ☐ Name and position;
- ☐ Years of legal experience;
- ☐ Areas of practice;
- ☐ Relevant public-sector experience;
- ☐ Relevant redevelopment experience;
- ☐ Experience with governmental authorities;
- ☐ Proposed role in serving LDA.
- ☐ The Authority expects the lead attorney to be sufficiently senior and experienced to provide practical advice directly to the Executive Director and Board when significant matters arise.

The Authority places substantial value on continuity of representation and expects that the proposed lead attorney will remain actively involved in the Authority's account.

4. Service Approach

Respondents should describe their proposed approach to serving the Authority in meeting the scope of services outlined in Section III above, including:

- ☐ Availability for routine legal questions;
- ☐ Availability for urgent matters;
- ☐ Expected response times;
- ☐ Communication with management and the Board;
- ☐ Procedures for identifying and addressing potential conflicts of interest;
- ☐ Use of specialized attorneys within the firm;
- ☐ Coordination with outside counsel;
- ☐ Procedures for controlling legal costs;
- ☐ Use of technology and electronic document management; and
- ☐ Approach to maintaining continuity of legal representation.

The Authority is particularly interested in counsel who can provide practical, timely, business-oriented advice while fully recognizing the Authority's public responsibilities and statutory obligations.

5. Relevant Experience

Describe at least three comparable engagements involving public authorities, utility service provider, economic development organizations, redevelopment projects, large real estate portfolios, former military installations, airports, or similarly complex organizations.

For each engagement, identify:

- ☐ Client;
- ☐ Nature and scope of services;
- ☐ Approximate duration;
- ☐ Attorneys involved; and
- ☐ A brief description of the work performed.

6. Fees

Respondents should provide a proposed fee structure for services. At a minimum, respondents should identify:

- ☐ Hourly rates for each attorney classification expected to work on LDA matters;
- ☐ Rates for paralegals and other professional staff;
- ☐ Proposed rates for routine general counsel services;
- ☐ Proposed rates for specialized services;
- ☐ Travel and other reimbursable expenses;
- ☐ Billing practices;
- ☐ Minimum billing increments;
- ☐ Procedures for obtaining authorization for significant expenditures; and
- ☐ Any proposed alternative fee arrangements.

The Authority is interested in approaches that provide predictable and cost-effective legal services while allowing flexibility for significant transactional, litigation, or specialized matters. Respondents may propose a combination of hourly, fixed-fee, retainer, or other arrangements.

7. Identify Conflicts of Interest

Respondents shall identify any actual or potential conflicts of interest that could affect their ability to represent the Authority.

Respondents should disclose representation of:

- ☐ Current LDA tenants;
- ☐ Businesses or developers with current or anticipated dealings with LDA;
- ☐ Governmental entities operating in the region;
- ☐ Competitors or parties with potentially adverse interests to LDA; and
- ☐ Any other entity whose interests could reasonably create a conflict.

The selected counsel will be required to comply with all applicable professional responsibility requirements.

8. References

Provide at least three professional references for comparable clients.

Include:

- ☐ Organization;
- ☐ Contact person;
- ☐ Telephone number;
- ☐ Email address;
- ☐ Nature of representation; and
- ☐ Dates of service.

9. Additional Information

Respondents may provide any additional information they believe demonstrates their ability to effectively serve the Authority.

V. Evaluation Criteria

The Authority anticipates evaluating submissions based upon the following factors:

Evaluation Category	Description	Points
Government / Public-Sector Experience	Experience representing public agencies and handling similar matters as described in the scope of work section.	20
Qualifications of Key Personnel	Experience and expertise of the key personnel and availability of proposed attorneys and support staff.	20
Technical Approach and Understanding	Demonstrated understanding of the LDA's legal service needs and responsiveness to the scope of work.	20
Past Performance and References	Quality of prior services, client satisfaction, outcomes achieved, and performance on comparable engagements.	15
Capacity and Resources	Ability to meet deadlines, provide responsive service, maintain staffing continuity, and support urgent matters.	10
Price / Cost Proposal	Hourly rates, alternative fee arrangements, cost controls, transparency, and overall value to the agency.	15
Total		100

The Authority may invite one or more respondents to participate in interviews or oral presentations before making a final selection if the LDA determines that it is necessary and appropriate. The Authority reserves the right to modify the evaluation process as necessary and to request clarification or additional information from respondents.

The LDA intends on selecting a firm that provides the best legal service and best value to the LDA.

VI. Selection Process

The anticipated selection process is:

1. Issuance of Request for Qualifications;
2. Receipt of Statements of Qualifications;
3. Review and evaluation of submissions;
4. Interviews and/or presentations, if determined appropriate;
5. Selection of preferred legal counsel; and
6. Execution of a professional services agreement.

The Authority reserves the right to reject any or all submissions, waive minor informalities, request additional information, negotiate with one or more respondents, or cancel this solicitation if doing so is determined to be in the Authority's best interest.

Submission of an SOQ does not create any contractual obligation on the part of LDA.

VII. Public Record

Respondents should be aware that submissions to a public entity may be subject to applicable Maine public records laws. Respondents should clearly identify information they believe is legally protected from public disclosure and provide the basis for such protection.

VIII. Questions

Questions concerning this RFQ shall be submitted in writing to:

Jonathan Judkins
Executive Director
Loring Development Authority
119 Weinman Road
Limestone, Maine 04750

E-Mail: JJudkins@loring.org
Phone: (207) 560-9496

Questions must be received no later than **October 31, 2026.**

Responses to substantive questions may be distributed to all firms that have expressed an interest in the solicitation.

IX. Submission Requirements

Statements of Qualifications shall be submitted electronically in PDF format to:

JJudkins@loring.org with the subject line:

"RFQ – Legal Services – Loring Development Authority"

Submission must be received no later than: **2:00 p.m. on November 09, 2026.**

X. Reservation of Rights

The Loring Development Authority reserves the right to:

- ☐ Reject any or all submissions;
- ☐ Cancel or modify this RFQ;
- ☐ Request clarification or additional information;
- ☐ Conduct interviews;
- ☐ Negotiate the scope and terms of services;
- ☐ Select a respondent other than the lowest-cost respondent;
- ☐ Retain separate counsel for specialized matters;
- ☐ Negotiate with one or more respondents;
- ☐ Modify the scope of services during the contract term; and
- ☐ Take any other action permitted by applicable law that the Authority determines to be in its best interest.

The Authority intends to select counsel based upon the overall qualifications, experience, proposed approach, responsiveness, availability, and cost of the proposed services rather than solely upon the posted fees/rates.

XI. Desired Outcome

The Authority seeks a legal partner capable of providing more than transactional legal services. LDA is seeking counsel who understands the challenges of redeveloping a large former military installation and who can help the Authority protect its legal interests while advancing its economic-development mission.

The successful firm will be expected to provide practical, strategic, timely, and cost-conscious legal advice and to work collaboratively with the Authority's Board, Executive Director and staff.

The Authority looks forward to receiving Statements of Qualifications from firms interested in supporting the continued redevelopment and long-term sustainability of Loring.