

TOWN OF SUDBURY COMMUNITY PRESERVATION COMMITTEE

PROJECT SUBMISSION FORM

Submitter: Maureen Valente, Town Manager

Submission Date: October 30, 2009

Group or Committee Affiliation (if any): Board of Selectmen

Submitter's address and phone number:

278 Old Sudbury Road

Sudbury, MA 01776

978-639-3381

Purpose (please select all that apply):

Open Space

Community Housing

Historic XX

Recreation

Submitter's email address: valentem@sudbury.ma.us

Project Name: Town Hall Restoration – Architectural and Design Study

Project Description: Request for funding design and architectural construction documents for renovations/restoration of Town Hall into town offices

Costs:

Fiscal Year	Total Project Cost	CPC Funds Requested	Other Funding Sources (amount and source)
2011	\$50,000	\$50,000	
2012			
2013			
2014			
2015			
Total	\$50,000	\$50,000	

How does this project meet the General Criteria and Category Specific Criteria for CPC projects (see attached)? *See below*

Does this project fall within the jurisdiction or interest of other Town Boards, Committees or Departments? If so, please list the boards, committees or departments, whether applications and/or presentations have been made, and what input or recommendations have been given.

Building renovation is within the jurisdiction of the Town Manager/Board of Selectmen, and the Permanent Building Committee. The Sudbury Historical Commission and Historic Districts Commission will provide input into the project as well.

For Community Preservation Committee Use:

Form Received on: _____

Project Presented to CPC on: _____

Reviewed by: _____

Determination: _____

Project Description

This project seeks \$50,000 for a design and architectural study to renovate/restore the Sudbury Town Hall into usable town offices. The 2002 Townwide Comprehensive Facility Study identified space needs throughout the town and school departments, and recommended alterations to Town Hall to accommodate additional administrative offices in a variety of scenarios. One of the main goals of the space needs study was to find alternative space for the Sudbury Public School offices, which have been housed “temporarily” in the Fairbank Building for over 20 years. This has created space problems for both the Council on Aging and the Park & Recreation Department, and has not yet been resolved. The current thinking is to create office space in Town Hall and rearrange other offices to adequately house the Sudbury Public School offices outside the Fairbank building. The study will make recommendations on the most effective implementation of the existing and potential space.

Scenarios for renovation/restoration of Town Hall in the 2002 study included creating additional office space on the first floor, creating offices on the second floor, and building an addition to the rear of the building. None of the scenarios illustrated in the 2002 study completely address the issues and configurations of current day thinking, but an updated design and architectural study, including presentation of alternatives, will focus on the present day needs of the school and town departments.

Some recommendations in the 2002 study have been implemented, including moving the Town Manager/Selectmen offices from the Loring Parsonage to the Flynn Building. A second recommendation in that study is to rebuild the Police Station on the same or a new site, which is an on-going objective of the Town leaders.

Prior to engaging any consultant for this project, the Town will discuss and decide the preferred use for the Town Hall and its occupants, current and future. The design and architectural study will then propose appropriate office space for the designated departments and uses.

It is assumed that any plan supported by the design and architectural study will need future funding for construction. Grant funding through the Massachusetts Historical Commission and other historic preservation foundations may be possible for a portion of the total cost. Any construction will follow the Secretary of the Interior's Standards for the rehabilitation of historic properties and cultural landscapes.

This project is eligible for CPA funding. The building falls within the definition of a “historic resource”, which is a building, structure, vessel, real property, document or artifact that is listed or eligible for listing on the state register of historic places or has been determined by the local historic preservation commission to be significant in the history, archeology, architecture or culture of a city or town. The Town Hall is also within the Sudbury Center Historic District.

The Community Preservation Coalition website lists eligible projects, and restoration or upgrade municipal historic resources such as town halls, libraries, town commons, parks, or cemeteries is included in their list. In addition, with respect to the permissible purposes for which CPA funds may be used on historic resources, the Act was amended on July 18, 2002, to add language to the existing statute making it explicit that community preservation funds may be used to rehabilitate

and restore municipally owned historic sites that were purchased prior to a community's adoption of the CPA. Section 5(b) (2) of the Act, as amended, now reads that CPA funds may be spent or set aside "*...for the acquisition, preservation, rehabilitation and restoration of historic resources...*" Also, a new definition of rehabilitation has been inserted in Section 2 of the Act that defines rehabilitation as including handicapped access and other capital improvements that may be necessary for historic properties to meet federal and local building codes, or to make those sites functional for the intended use of the facility. Attached is a list of other projects undertaken by Massachusetts towns on their Town Halls with CPA funds.

CPC Criteria

The following general criteria set forth by the CPC are applicable to this proposal:

- Is eligible for Community Preservation Act (CPA) funding according to the requirements described in the CPA legislation. *See narrative above.*
- Is consistent with the town's Master Plan, Open Space and Recreation Plan, Land Use Priorities Committee Report, **Town-wide Comprehensive Facility Study**, Community Housing Plan, and other planning documents that have received wide scrutiny and input and have been adopted by the town;
- Received endorsement by other municipal boards or departments. *Support for this project will be sought by the Historical Commission, Historic Districts Commission and project review will be conducted by the Permanent Building Committee.*
- Preserve the essential character of the town as described in the Master Plan;
- Either serve more than one CPA purpose (especially in linking open space, recreation and community housing) or demonstrate why serving multiple needs is not feasible. *While the restoration of Town Hall itself does not serve more than 1 purpose, any restoration will be integrated into the redesign of the Town Center, which incorporates open space and recreation opportunities.*
- Demonstrate practicality, feasibility, urgency. *The project is practical as it utilizes existing buildings to fulfill space needs instead of constructing new buildings.*
- Demonstrate that project alternatives, and alternative funding mechanisms, have been fully explored. *Supplemental funding for the construction phase of this project will be fully explored.*
- Produce an advantageous cost/benefit value. *Cost benefit shall be examined in the design study.*
- Preserve or utilize currently owned town assets.

This proposal meets the following Historical criteria:

- Protect, preserve, enhance, restore and/or rehabilitate historic, cultural, architectural or archaeological resources of significance, especially those that are threatened.
- Protect, preserve, enhance, restore and/or rehabilitate town-owned properties, features or resources of historical significance.
- Protect, preserve, enhance, restore and/or rehabilitate the historical function of a property or site.
- Project is within a Sudbury Historic District, on a State or National Historic Register, or eligible for placement on such registers, or on the Sudbury Historic Properties Survey.
- Project demonstrates a public benefit.
- Project demonstrates the ability to provide permanent protection for maintaining the historic resource.

Other Town's CPC Town Hall restoration projects.

Town	Type	Project Cost	Description
Ashland	Historic Preservation	\$ 500,000	<u>Additional funding for the rehabilitation of Town Hall.</u>
Ashland	Historic Preservation	\$ 320,000	<u>Partial funding for restoration of the town's historic Town Hall.</u>
Ashland	Historic Preservation	\$ 300,000	<u>Another Town Hall restoration appropriation (approved at a fall special town meeting.</u>
Bedford	Historic Preservation	\$ 250,000	<u>Additional appropriation for the Town Hall renovation project.</u>
Bedford	Historic Preservation	\$ 235,340	<u>Additional appropriation for the Town Hall renovation project.</u>
Bedford	Historic Preservation	\$ 1,600,000	<u>Renovation of the historic Town Hall.</u>
Braintree	Historic Preservation	\$ 50,000	<u>For historic Town Hall and Main Street restoration master plan.</u>
Braintree	Historic Preservation	\$ 50,000	<u>To continue restoration of the town's historic Town Hall.</u>
Chelmsford	Historic Preservation	\$ 50,000	<u>For rehabilitation of the North Town Hall on Princeton Street. Will include a new roof and repairs to the building's chimney.</u>
Easthampton	Historic Preservation	\$ 50,000	<u>For restoration of the historic Town Hall. Will be matched with funds from a state grant.</u>
Easthampton	Historic Preservation	\$ 22,500	<u>To develop a design plan to restore Town Hall's second-floor interior. Funding is contingent upon state matching funds.</u>
Easthampton	Historic Preservation	\$ 50,000	<u>For restoration of the historic Town Hall. Will be matched with funds from a state grant.</u>
Easthampton	Historic Preservation	\$ 70,000	<u>An additional appropriation for the Town Hall project to cover increased costs.</u>
Grafton	Historic Preservation	\$ 22,174	<u>To renovate the vault at the former Town Hall and to install appropriate climate control system to provide secure storage for Grafton's historical artifacts and archival materials.</u>
Harvard	Historic Preservation	\$ 90,000	<u>For restoration of several back rooms in the historic Town Hall building for meeting space.</u>
Holliston	Historic Preservation	\$ 43,000	<u>To finish restoration of historic Town Hall.</u>
Hopkinton	Historic Preservation	\$ 10,000	<u>Partial funding for preservation and restoration of the historic Town Hall and its historic landscape.</u>
Rowley	Historic	\$ 10,000	<u>Towards cost of a handicap lift to the second floor of</u>

	Preservation	
Rowley	Historic Preservation	\$ 53,000
Stockbridge	Historic Preservation	\$ 23,500
Tyngsborough	Historic Preservation	\$ 44,000

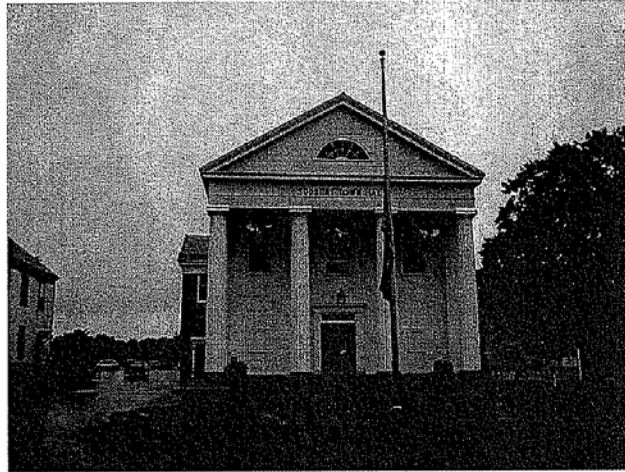
Town Hall.

To refurbish the auditorium in the historic Town Hall.

For a preservation plan for the historic Town hall.

Since the new Town Hall was opened in 1998, the Old Town Hall has been unoccupied. The Historical Commission has been trying to restore the building, but their efforts have been limited by a lack of funding. The CPC realized that the building needed to be on the National Historic Register to attract other funding sources. The CPC has tried to expedite the registration process and bring awareness to the project. Historic Registration of the building is underway, and should be completed sometime in 2003. The restoration efforts also fit into the Town's evolving Master Plan that seeks to revitalize the Town center. The CPA funds will allow the Historic Commission to pick up the pace of the restoration effort. On the top of the priority list will be repair of the heating system and windows. Cost for the complete restoration has been estimated at \$200,000.

Town Hall

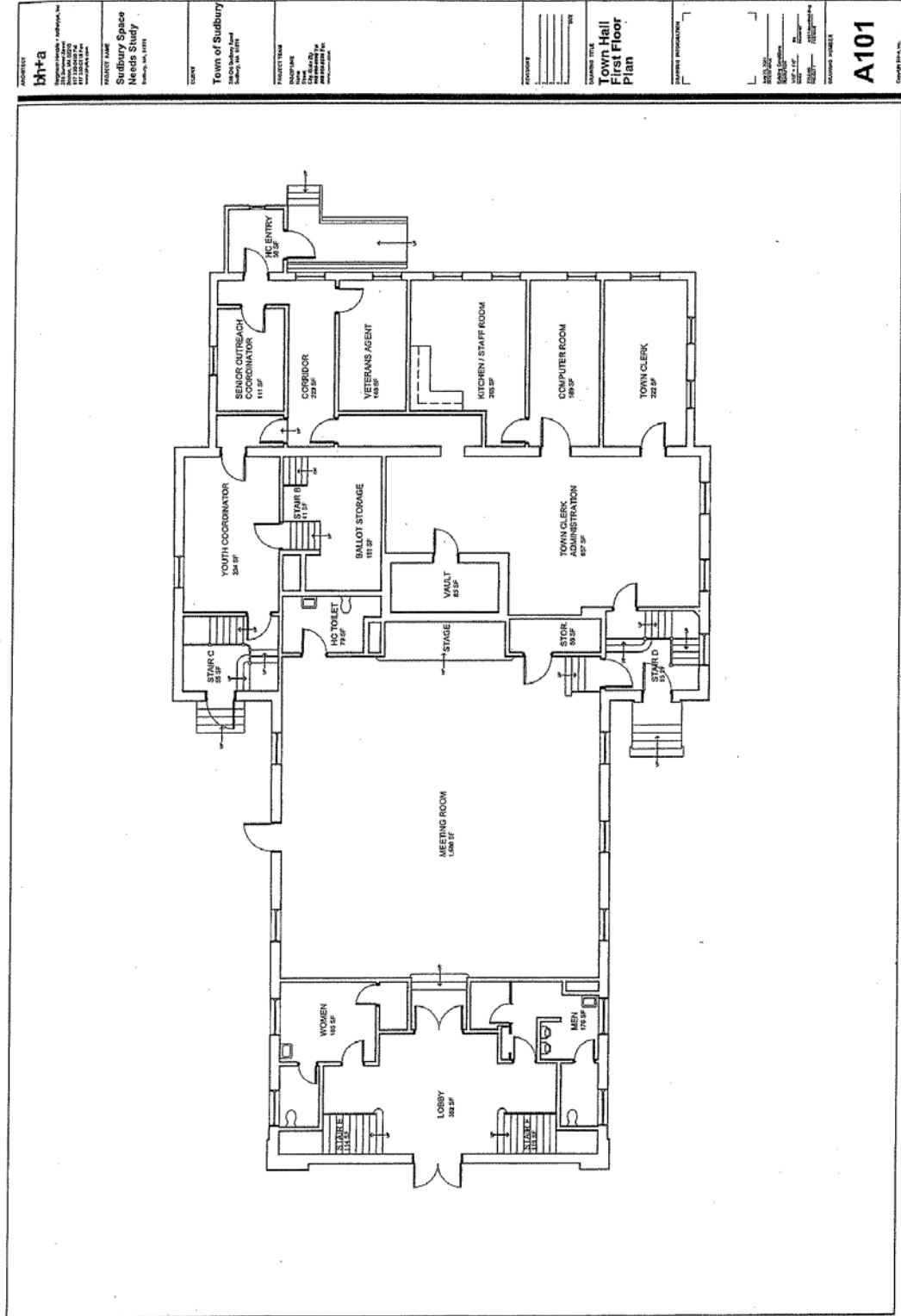


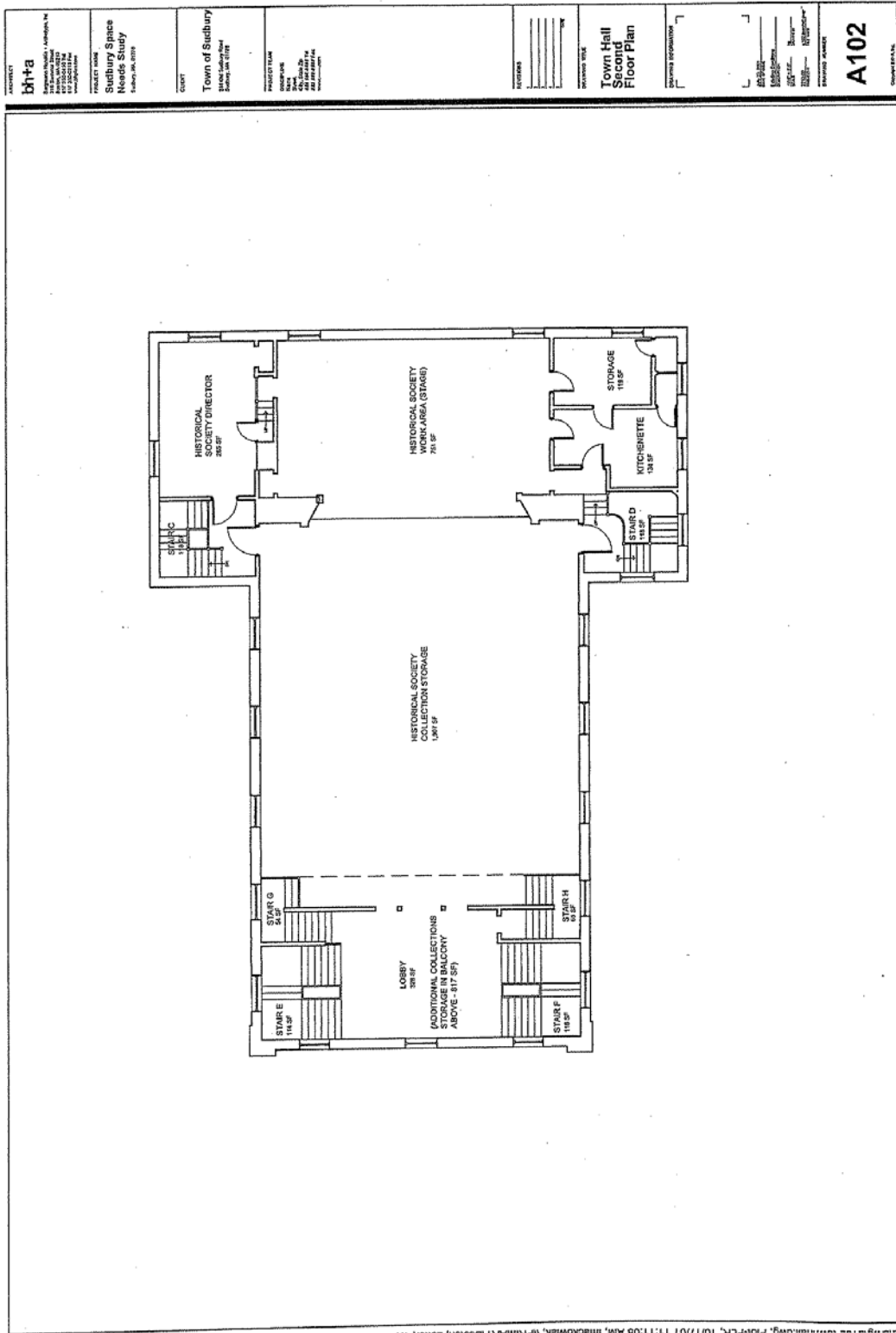
Building Data Inventory:

Address: 322 Concord Road
Zoning:
Lot size:

Building type: Administrative Office Building
Number of floors: 2 floors with a basement
Year built: 1931
Additions: handicapped accessible ramps
Major renovations: 2nd floor lighting added during library residency

Occupancy groups: B, Business; A-3, Assembly
Construction class: 5B





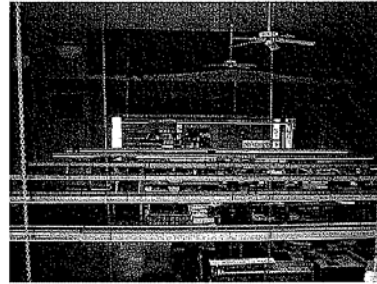
Town Hall

Building Condition Overview:

The Town Hall was built in 1931 as the Town office building, a place for public assembly, and the Town Fire Station. Two stories tall with a full basement, the building is built of brick masonry bearing wall and wood frame construction and is in good condition overall. The front portico is wood frame sheathed in painted flush board siding. The paint finish is in need of renewal and there may be rotted wood that will require repair and/or replacement. The gable roof sheathed in slate shingles was not accessible but appears to be in good condition. However, the wood cornice and gutters have incurred water damage and may require repair or replacement. Windows throughout the building are in fair condition; some lower rails and sills are in poor condition and will require patching, repair or replacement. The exterior brick walls of the building envelope are painted brick on the interior. All interior partitions are wood frame with a painted plaster finish. The interior finishes on the first floor have recently been replaced and are in good condition. The basement and garage bays have been used only for storage since the Fire Department moved out of the building in the early 1960's; the paint finishes in the basement garage bays remain in fair/poor condition. Hardwood flooring on the second floor is in good condition, as are the paint finishes on the walls. Linear pendant lights that were installed during the library's residency remain at the second floor. These lamps do not contribute to the historic character of this assembly room. The building was deemed structurally sound prior to the library's occupation and remains in good condition overall, by all appearances.



Recently refinished office area.



Pendant lights on second floor.

The main lobby of the Town Hall building is located four granite steps up from grade and is rarely used because it is not wheelchair-accessible. An accessible covered entry to the Board of Selectmen's meeting room was created on the north wall, adjacent to the main parking lot. Another accessible entrance to the offices on the first floor is provided on the east side of the building; this entrance has a wooden ramp that is not fully ADA-compliant. The second floor and the basement are not currently wheelchair-accessible. The grand stairs leading from the first floor lobby to the second floor lobby and balcony are handsome and generously sized, but are nonconforming with respect to building codes. Most doors and corridors throughout the building are accessible.



Ramp at rear of building to access offices.



Accessible entrance to meeting room.

Sudbury Space Needs Study
Sudbury, MA

The meeting and public assembly spaces of Town Hall have seen little use in recent years. Indeed, the auditorium, stage and backstage rooms are currently occupied by the Historical Society, which manages to make use of the space despite its maze-like quality. In terms of renovation and reuse, the multiple levels created by the stacked stage areas represent a significant, but not insurmountable, accessibility challenge, and a certain cost premium.

The Town Hall comprises an important anchor to the ensemble of public and private buildings grouped along the intersection of Old Sudbury and Concord Roads. In its current state, the building represents an underutilized resource for the Town. Several options for renovation and expansion appear feasible, whereby various combinations of municipal departments would occupy and share this prominent and centrally located landmark. To accomplish this transformation, additional square footage could be created by inserting a new mezzanine and/or by erecting historically respectful additions to the side and rear of the Town Hall. Naturally, the design of any addition should minimize any adverse impact on the adjacent Loring Parsonage, and height and massing issues should be carefully considered.

Scenario Alternatives

The following charts depict the scenario alternatives. These scenarios were derived from information received during interviews with department heads. The "release valve" that will allow departments to be relocated is the new DPW building that is scheduled to be built in 2002. All of the "land use departments" are scheduled to move to this building. This will free up several office spaces in the Flynn Building for other departments to move in. Consolidation of all Town administrative and financial functions was a desire expressed by most departments. These scenarios reflect a transition into this arrangement.

The first chart lists all eight Town departments with possible site locations. The second chart shows four possible scenarios by moving departments to different sites. The locations of the Credit Union and Sudbury Foundation have also been accounted for in these scenarios. Although these organizations are not considered Town departments, they each play an important role in the enrichment of the Town. A summary of these Scenarios is as follows:

Scenario I

With the land-use departments moving out of the Flynn Building, several office spaces are left vacant. This vacancy provides enough space for the Town Administration departments to move from Loring Parsonage to the Flynn Building with minimal modifications to the interior layout. The Loring Parsonage will then become vacant and is "mothballed" until the Town chooses a use group to occupy it.

The Town Clerk is the only Town Department to remain in the Town Hall. The remainder of the vacant space may continue to be "leased" to the Historical Society unless the Town finds a new use for that space.

The Youth Coordinator, Senior Outreach Coordinator, Veterans Agent (all relocated from the Town Hall), and Community Social Worker (relocated from the Flynn Building) create the Human Services Department. This department is relocated to the Fairbank Center so that they are closer to each other and the clients they serve. The Fairbank Center receives an addition to the School Administration wing to accommodate the needs of the School Administration and free up space in the existing building for the Recreation Department and Senior Center to expand to fit their needs.

In this Scenario, a major renovation and addition is proposed for the Police Station to accommodate their space needs. The existing site is too small to accommodate any further horizontal expansion. Therefore, a vertical addition is the only method of adding additional square footage to this existing building. Beyond this addition, major interior renovations are needed to make the building wheelchair-accessible, and the interior layout needs to be reconfigured to better accommodate the needs of the Department.

Scenario II

The use of the Flynn Building and Loring Parsonage are the same as Scenario I. The Town Hall, however, undergoes a major interior renovation to accommodate the School Administration. The Town Clerk remains on the first floor and gains extra space when the Youth Coordinator, Senior Outreach Coordinator, and Veterans Agent move to the Fairbank Center (same as Scenario I). A third-floor mezzanine level is constructed within the auditorium space to add the extra square footage needed by the School Administration. This floor is held back 4'-0" from the edges on two sides so that the floor structure does not block the windows. An elevator is installed to make all floors in the Town Hall accessible.

With the School Administration in the Town Hall, space is opened up in the Fairbank Center for the Recreation Department and Senior Center to expand to meet their needs. The Human Services Department also moves to the Fairbank Center, and will ultimately occupy some of the space vacated by the School Administration.

Sudbury Space Needs Study
Sudbury, MA

Rather than adding onto the existing Police Station, this Scenario proposes a new building on a new site for the Police Department. As mentioned in Scenario I, the existing site is too small for the building to be expanded horizontally. Several sites are in the process of being considered for a new station.

Scenario III

This Scenario consolidates all of the Town Administration, including the Town Clerk and Finance Department into the Flynn Building. A small addition and certain interior renovations to the Flynn Building are needed to accommodate the space needs of these departments. A vault for the Town Clerk is added in the basement beneath the addition. With the relocation of the Town Clerk offices to the Flynn Building and Human Services department offices to the Fairbank Center (refer to Scenario I), space is available for the School Administration to gain office space. As in Scenario II, the School Administration moves to the Town Hall from the Fairbank Center. Additional square footage is gained to accommodate the School Administration with the addition of a third-floor mezzanine. An elevator is installed to make all floor levels accessible. The Sudbury Foundation is moved from the Flynn Building to the first floor of the Town Hall. This floor is shared with the School Administration, but the Sudbury Foundation has a separate accessible entrance.

The Loring Parsonage, Fairbank Center, and Police Station are the same as Scenario II.

Scenario IV

Rather than consolidating all of the Town Administration and Finance Departments in the Flynn Building, this Scenario proposes a major new addition to the Town Hall that will house all of these departments. The Town Clerk will remain on the first floor of the existing building and the Auditorium and Meeting Room will also retain their existing uses and locations. A two-story addition onto the north side of the building will house most of the offices. A smaller two-story addition at the garage level will create the main accessible entry to the building and a new elevator from that lobby will service all floor levels.

(The option of "gutting" the whole interior of the Town Hall and rebuilding three new floor levels for Town Offices was briefly studied as part of this Scenario. As was found with Scenarios II & III, the window heights in the existing auditorium precludes the use of running the floors from wall to wall without blocking the windows. It was determined that three new floors in the Town Hall do not provide enough square footage to accommodate the needs of all of the Town Administration and Finance Departments.)

The Flynn Building, once vacated by the Town Administration and Finance Departments, will be used almost exclusively by the School Administration. The Credit Union and Sudbury Foundation may retain their existing space in the Flynn Building since there will be excess space not occupied by the School Administration.

The Loring Parsonage, Fairbank Center, and Police Station are the same as Scenario II.