

# Town of Sudbury

Community Preservation Committee

<http://www.sudbury.ma.us>  
email: [cpc@sudbury.ma.us](mailto:cpc@sudbury.ma.us)

## PROJECT SUBMISSION FORM

Submitter: James F. Kelly

Submission Date: October 27, 2011

Group or Committee Affiliation (if any): Building Department

Submitter's address and phone number:

Purpose (please select all that apply):

275 Old Lancaster Road  
Sudbury, MA 01776  
978-443-2209 ext. 1365

- Open Space
- Community Housing
- Historic
- Recreation

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

Project Name: Town Hall Architectural Design Study

Project Description: See Attached

### Costs:

Fiscal Year	Total Project Cost	CPC Funds Requested	Other Funding Sources (amount and source)
2013	\$50,000	\$50,000	
2014			
2015			
2016			
2017			
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: \_\_\_\_\_

## **TOWN HALL RENOVATION/RESTORATION DESIGN STUDY**

### **Project Description:**

This project seeks \$50,000 for a design and architectural study to renovate/restore the Sudbury Town Hall for preservation of the building and to increase the space used for town offices. Studying the condition and use of the building concurrently will allow for the efficient restoration into a fully municipal building. An updated design and architectural study, including presentation of alternatives, will focus on the present day needs of the town departments and the historic preservation of the building.

Previous scenarios for renovation and restoration of Town Hall have included creating additional office space on the first floor, creating offices on the second floor, and an addition at the back of the building. None of these scenarios completely address the issues and configurations of current day thinking. Some of the options suggested at the time of the 2002 study have been resolved by other means.

### **Renovation/Restoration**

The Town Hall was built in 1931 and is one of the most recognized buildings in the historic district known as Old Sudbury Center. Its central location and access to other town offices make this building a prime location for town activities. Restoration of this building will secure the building for the future and preserve the town's historic charm. The slate roof, the multi paned wood windows, and the columns are distinct and reflective of Sudbury's history.

Many of its basic systems are in need of repair and replacement – roof, windows, heating and plumbing systems. Restoration of the heating, electrical and plumbing systems will result in lower energy costs, as well as create the capacity for reorganization of municipal offices from other buildings. Currently, the Town Clerk's office and the Veteran's Agent operate from this building and the lower level is heavily used for meetings and assemblies.

**Cost:** The Permanent Building Committee reviewed the CPA request last year and confirmed that \$50,000 was an appropriate budget for the architectural design study for the Town Hall.

### **Supported by:**

This project is consistent with the 2001 Master Plan goal of preserving and maintaining Sudbury's historic landmarks and historic district. The Board of Selectmen has included this project on its Goals and Priorities since 2006.

The 2002 Space Needs Study examined the Town Hall and its relationship to the other town offices scattered in buildings throughout the town. At that time, conclusions were made about consolidating many of the Town Offices at the Town Hall which would have positive impact on overall governance and improvement of services to the entire community.

**Other Sources of Funding:**

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.

**Attachments:**

Sudbury Space Needs Study – Town Hall

Capital Budget Request 2013

A list of other Town's seeking CPC funding for Tall Hall restoration projects.

**Town of Sudbury  
Capital Improvement Budget Requests  
Form A**

Copy 9.29.11

**Fiscal Year: 2013**

Department/ Committee: Building

Item/ Project Name: Town Hall Design Study

Estimated Total Project Cost: \$50,000

Estimated Future Savings: N/A

Estimated Incremental Costs: N/A

Staffing Changes: None

Justification Code: B R or NR: NR Priority: 5

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**Project Description:**

This project seeks \$50,000 for a design and architectural study to renovate/restore the Sudbury Town Hall into usable town offices. Scenarios for renovation/restoration of Town Hall in the 2002 Townwide Comprehensive Facility 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, and historic preservation of the building.

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 within the historic structure.

This project is consistent with the 2001 Master Plan goal of preserving and maintaining Sudbury's historic landmarks and historic district. The Board of Selectmen has included this project on its Goals and Priorities since 2006.

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. Elements of the construction phase may also be eligible for CPA funding. Any construction will follow the Secretary of the Interior's Standards for the rehabilitation of historic properties and cultural landscapes.

**Justification and Need:**

Town Hall is 80 years old, and many of its basic systems are in need of repair and replacement – roof, windows, heating and plumbing systems. This project will secure the building for the future, as well as make it more functional. Studying the condition and use of the building concurrently will allow for efficient restoration into a fully functional municipal building.

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.

**Benefit:**

Restoration of the building will result in lower energy costs, as well as create capacity for reorganization of municipal offices in other buildings. Restoration will also make the building more accessible to all residents

**Alternatives Considered/ Reasons for Rejecting Alternatives:**

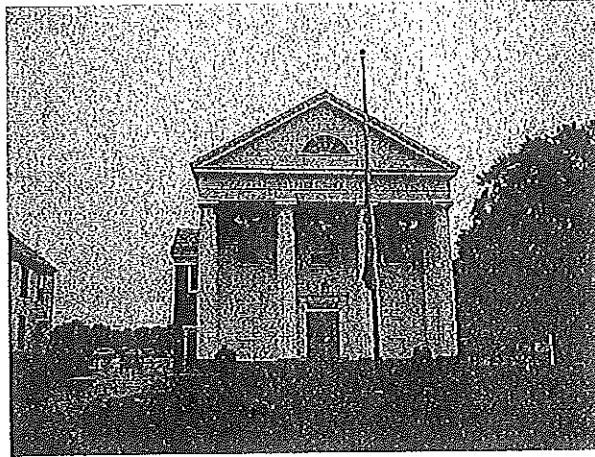
Alternative funding sources through the Massachusetts Historical Commission (MHC) are being explored for this phase of the project. An application for a MHC Survey and Planning Grant to produce a Historic Structures Report will be submitted in the winter, which is a 50/50 matching grant to support historic preservation planning activities. Community Preservation Act funds may also be eligible to fund the required match. Funding must be approved at the full amount for the MHC grant, which is reimbursable.

**Consequences of Not Implementing/ Delaying Implementation:**

Town Hall is in need of restoration in many areas – roof, windows, heating and plumbing systems. This project will secure the building for the future, as well as make it more functional. Studying the condition and use of the building concurrently will allow for efficient restoration into a fully functional municipal building. Not implementing the project will allow the building to deteriorate, as well as continue the inefficiencies inherent in the current fragmented location of town offices.

**Other Pertinent Background Information:**

## Town Hall



### Building Data Inventory:

Address: 322 Concord Road  
Zoning:  
Lot size:

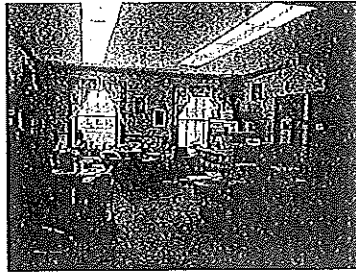
Building type: Administrative Office Building  
Number of floors: 2 floors with a basement  
Year built: 1931  
Additions: handicapped accessible ramps  
Major renovations: 2nd floor lighting added during library residency

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

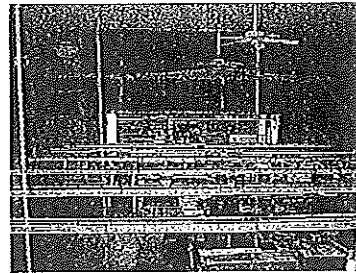
## Town Hall

### 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.

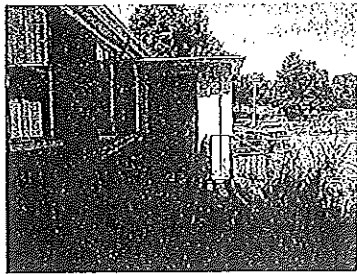


Recently refinished office area.



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 DPV 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.

**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.