

Sudbury Town Hall Project: Bringing Together Community Spaces in Historic Town Center

Report of the Town Hall Blue Ribbon Committee

December 6, 2016



" We foresee a project that would bring to the building, and to its surroundings, new community activities and an improved physical connectivity, thereby engendering a more complete sense of the entire historic town center as one whole, a specific place where the community goes to share in the life of the town."

Photographer Sally Purrington Hild (11-6-16)

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Following a lengthy process of careful investigation and deliberation, the Town Hall Blue Ribbon Committee recommends to the Board of Selectmen that the Sudbury Town Hall undergo a true historic restoration *and* a modern rehabilitation, with some elements of new construction. We feel our plan will lead to a rejuvenation of its use by and for the citizens of Sudbury, and a reclaiming of its historic role as the anchor of Town Center.

The **1932** Town Hall building is to a great degree, and very purposefully, a *replica built large* of its **1846** predecessor, its size and spaces befitting a larger, more prosperous population. Sudbury resident and architect of Back Bay brownstones, Charles H. Way, was lead designer. Input came from two other Sudbury architects: Joseph Everett Chandler, restorer of the likes of the House of Seven Gables, the Paul Revere House, and the Old State House; and Ralph Adams Cram, architect of West Point, Princeton University, New York's Cathedral of St. John the Divine and much more. Impressively, the citizens of Sudbury made this significant investment in their community in the early, worst years of the Great Depression.

The new Town Hall opened almost two years to the day after its predecessor burned to the ground. Initially it was home not only to the Town Clerk's offices, but also to the town's sole Police and Fire stations, as well as a branch library. The building's main feature was a public assembly room on the 2nd floor (inc. Town Meetings), complete with a theater stage and a cinema projection room for good measure. On the first floor the "supper room" with kitchen was used for community functions, and in the early years also served lunch to the school children of the Center School (now Flynn Building). For decades more the kitchen served on-duty firemen as well (showers and facilities included). The Town Clerk's office has remained throughout; the Fire Headquarters and *two* community theater programs were active users through the **1980's**. The Committee was in fact surprised to discover how intensively the first floor continues to be officially scheduled for use by the Town as well as community groups. But *two* of the building's *three* floors have been closed to the general public for more than two decades, due to accessibility issues. There is, therefore, much to be gained by updating and restoring access to spaces which are not only historic but, once rehabilitated, appealingly useful to the Town and community today.

The Town Hall, its parking lots and driveways, form the physical nexus of community activity in our Town Center, an area which for many years has been the beneficiary of substantial investment in its public and private spaces, infrastructure and access ways. Yet the Town Hall, at the center of the Center, remains the **only** property whose condition has been left largely untouched, its usefulness significantly curtailed—and not for a while, but for decades. As the rest of the Center comes together through completion of the most recent of these efforts (road work, parks creation/enhancement, History Museum), the Committee feels that the Town should invest in planning for and executing a Town Hall Project. We foresee a project that would bring to the building, and to its surroundings, new community activities and an improved physical connectivity, thereby engendering a more complete sense of the entire historic town center as one whole, a specific place where the community goes to share in the life of the town.

Our proposed plan would preserve the bulk of the space and main original purpose of the building: the first and second floor public gathering spaces. The building would also continue as the historically New England hub of town government: the Town Clerk's existing space would be completely redesigned to enable that essential government interface to best serve our citizens under the increasing requirements of 21st century democracy and record keeping. Public access both into and within the building would be vastly improved through a modest addition fronting on the parking lot and an elevator within the original structure. In this way not just one but all three floors of the building would be fully utilized, and every member of the public would have uncomplicated access. New public restrooms at the front and rear entrances would serve the entire town center during public events, as well as office workers and visitors who are not currently well accommodated. The work would include new mechanical, fire protection and electrical systems as well as restoration and weatherization of the building envelope.

Newly available and appealing, and endowed with modern utility, we believe that the Town Hall's varied spaces will grow significantly in their use by both government and community entities. These updated spaces could, for example, provide immediate benefit by negating the need for the large, costly addition *already designed* for the adjacent Sudbury History Museum. Many program activities planned for that addition could be held in Town Hall instead, and the building itself could be decorated, in part, with museum wall hangings and display cases. A major portion of that proposed large addition (not the smaller one that is currently underway) is for housing the Museum's archival storage, which could be accommodated in the former fire headquarters space in the walk-out basement. Similarly there is room in this location for improved public records storage, adding to the CPA-funded vault that the Town Clerk now operates there. The walk-out basement is also most appropriate for housing a caterer's kitchen, bringing back to the building a significant former use that could service Town, community and private rental functions on both of the upper floors. Several other potential uses, *just for the walk-out basement alone*, have been put forward by Committee members, reinforcing our belief that creating modern utility will generate user activity.

Further, we believe that this restoration and rehabilitation of Town Hall should be seen from its earliest planning stages as a catalyst for reimagining the layout of the entire 27 acres of Town property on which it lies, and the vehicular and pedestrian access to and within it. At the very least, the access roads and parking lots around the Town Hall itself should be redesigned both to better serve anticipated usage, and to improve the way in which they interface with the properties that front upon them (i.e. Loring Parsonage, The Grange, Presbyterian Church, Revolutionary Cemetery, the Noyes School playspace and entrance, and the Flynn Building).

We have included concept drawings of our plan for the Town Hall building itself, executed by Committee member and architect Frank W. Riepe, AIA, to aid in the understanding of what it is that we propose.

Now as to what the Committee is *not* recommending. As detailed in the attached Addendum, the Committee carefully considered the use options contained in the Selectmen's charge to us, and more as well. We especially reviewed the rationale behind the fifteen-year long concept of moving the Sudbury Public Schools administration into the Flynn Building and other Town employees into some version of Town Hall, and iterations of the same. In these deliberations we were particularly informed by previous reports to the Town, their space and cost estimates, and by the professional experience of staff and Committee members in design, construction, financing, etc. We were also kept up to date by staff and Committee members about the ongoing, related investigations of potential future uses for the Loring Parsonage and the Fairbanks Community Center, and the timing issues thereof. In all of this, key ideas that we believe to be true emerged:

- There is no significant benefit to having the administrative offices of the Town and the Sudbury Public Schools in close proximity, at least not one that is important enough to force such proximity at high cost.
- It is inherently much more expensive than new construction to create modern office space inside those portions of an 84-year-old building specifically designed as public meeting/eating halls.
- The appropriately buildable area of this site is quite tight, and populated entirely with historic buildings fronting on the historic center. To insert any large new building construction into this space, by replacement, addition, or combination thereof, would egregiously upset the dynamic of this historic place.
- The addition of substantial office space in this area would strain the existing infrastructure (i.e. access, parking, septic) to a degree that, again, would make the cost more dear than new construction elsewhere.

As requested, the question of timing and priorities facing the Town were fully examined. We determined that the *full* Town Hall Project as we envision it could perhaps wait until a home for the Sudbury Public Schools administration is found, and the exact nature of the Fairbanks Community Center proposal is determined. **However we feel strongly that given the benefits of our proposed Project, including the modernization of the functional area required by a key government service, the Town Clerk's office, it would behoove the Town in 2017 to begin the planning process to complete this last section of Sudbury's newly revived Historic Town Center.** With architectural plans in hand, the Town may then determine if it would indeed be prudent to move the Project forward in phases, or to take on the effort all at once.

Our Town Hall houses a key government office; most older Town Halls do not. Yet still, historic Town Hall restorations are one of the most popular uses of Community Preservation Funds in the Commonwealth. We have visited varied, superb examples of restored/renovated Town Halls in nearby towns, and have imagined Sudbury Town Hall among their number.

Respectfully submitted this day, the 6th of December, 2016.

Town Hall Blue Ribbon Committee

Howard S. Gold, Chair, At Large

Susan Asbedian-Ciaffi, Capital Improvement Advisory Committee

Sally Purrington Hild, Sudbury Historical Society

Christine A. Hogan, Sudbury School Committee

William M. Johnson, Historical Commission

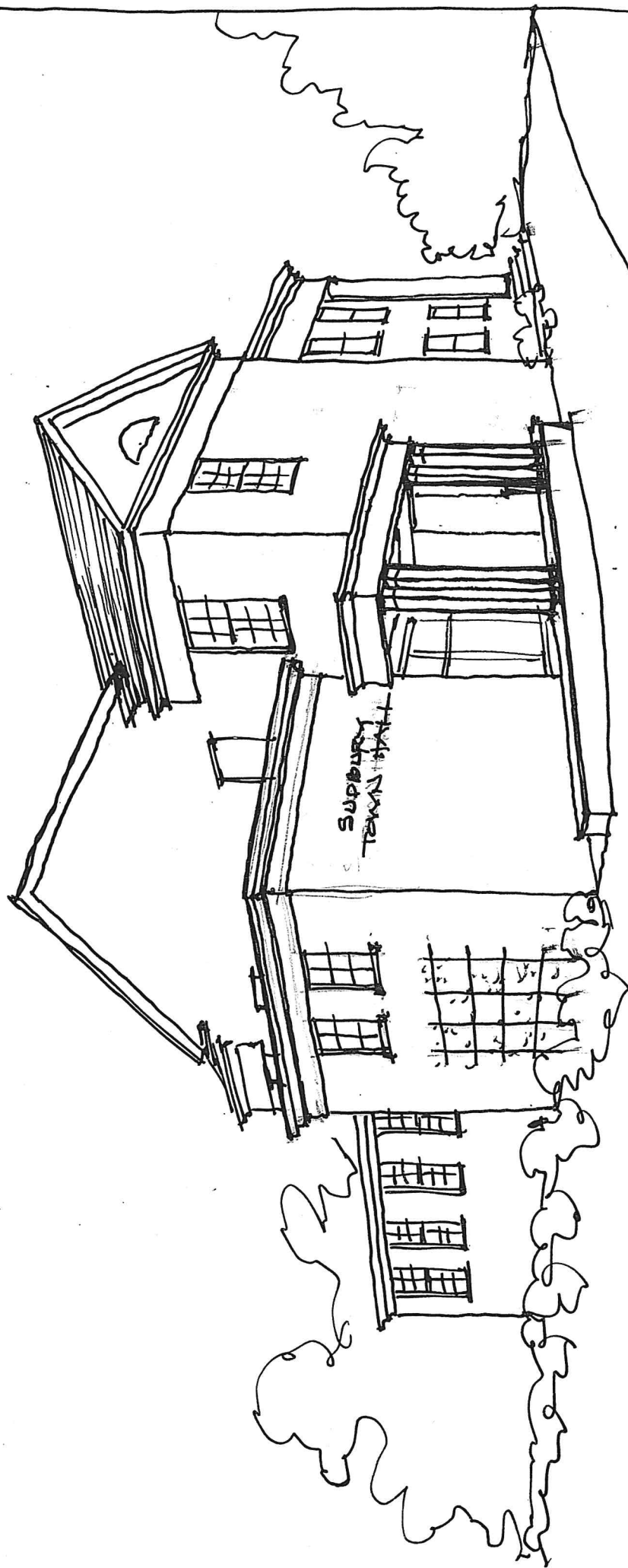
Christopher Morely, At Large

Frank W. Riepe, AIA, Historic Districts Commission

Joseph J. Sziabowski, AIA, Permanent Building Committee

James Kelly, Ex-Officio, Combined Facilities Director

Jody A. Kablack, Ex-Officio, Director of Planning & Community Development

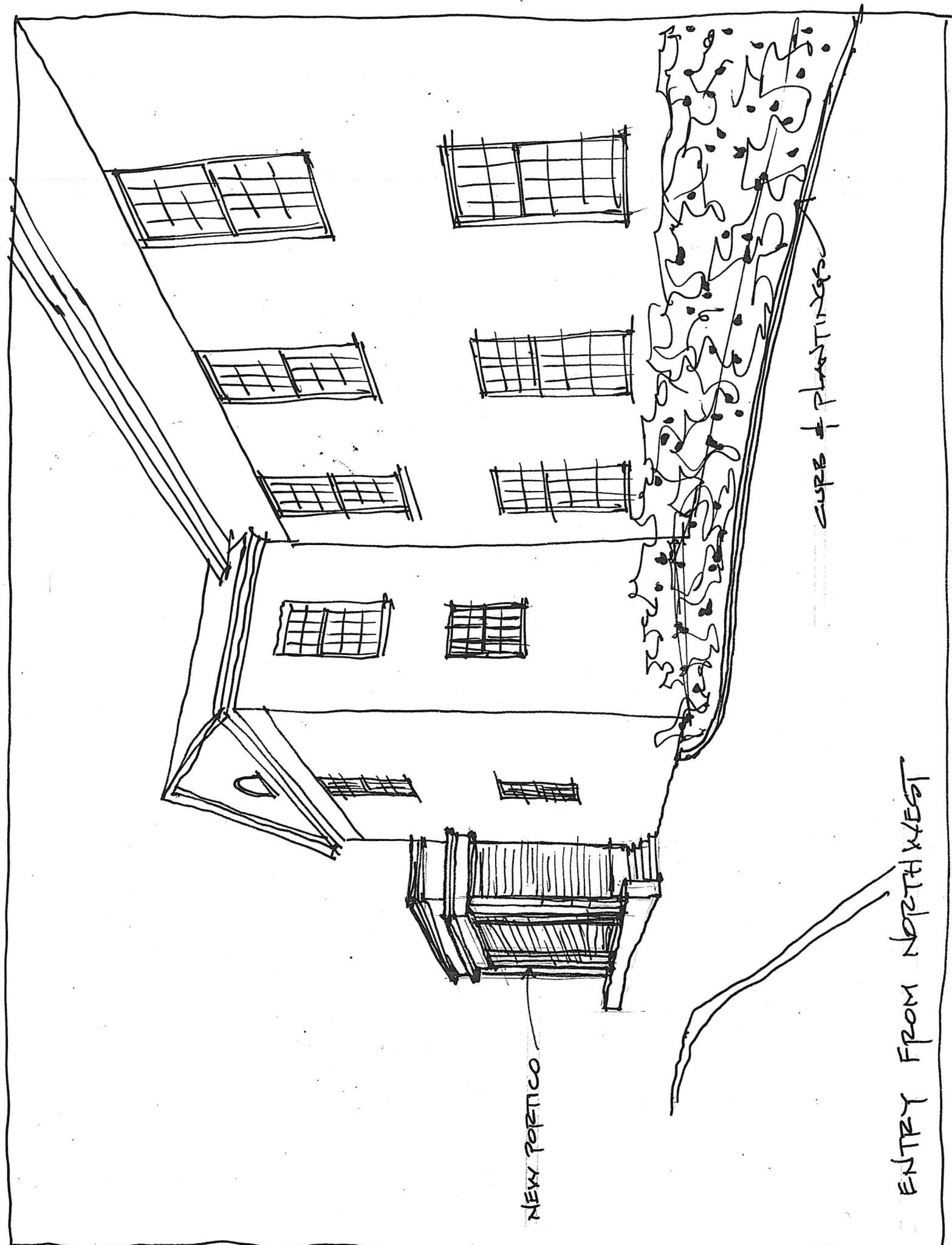


Supplies
Lumber
Tools

NORTHEAST CORNER

10-17-2015

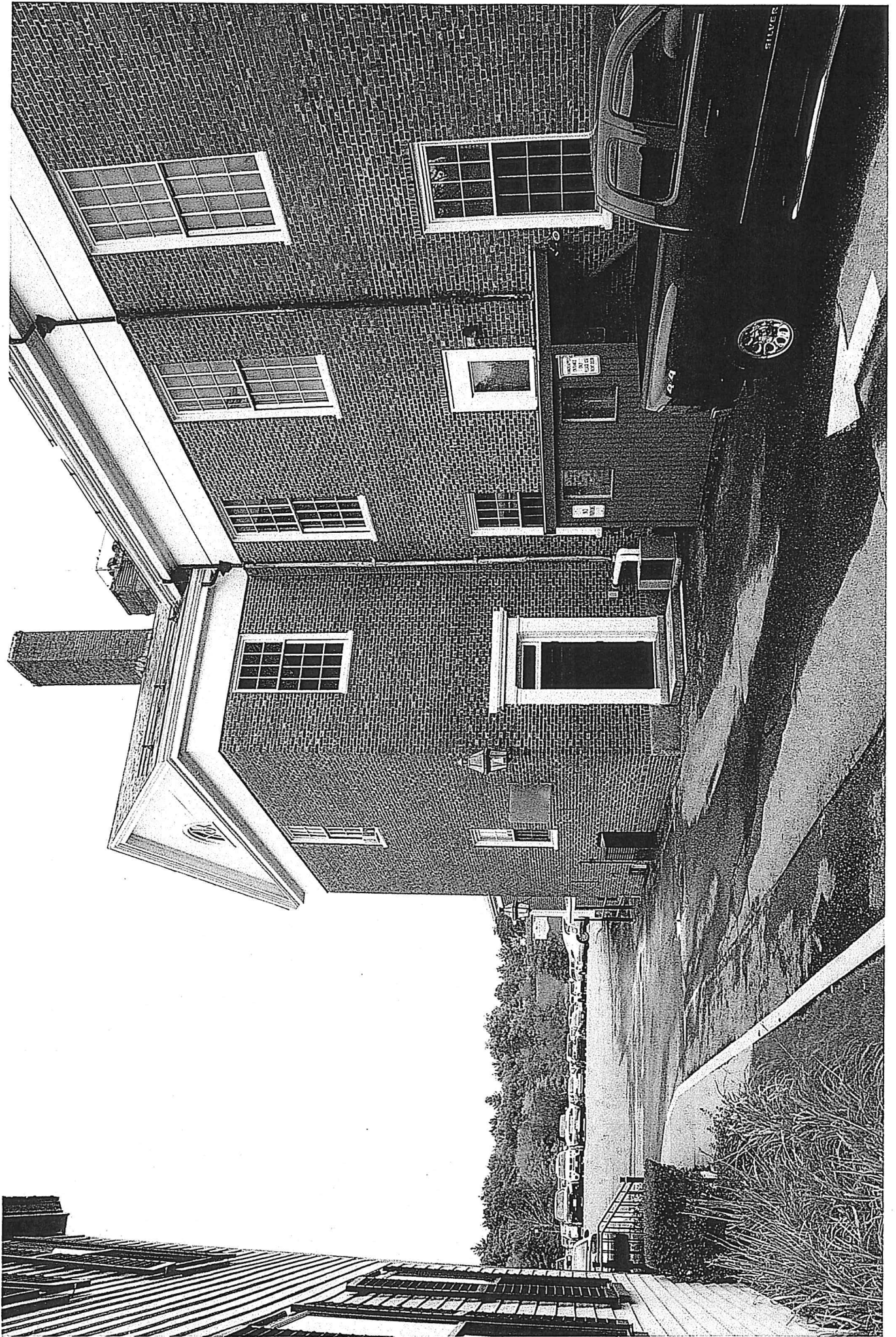


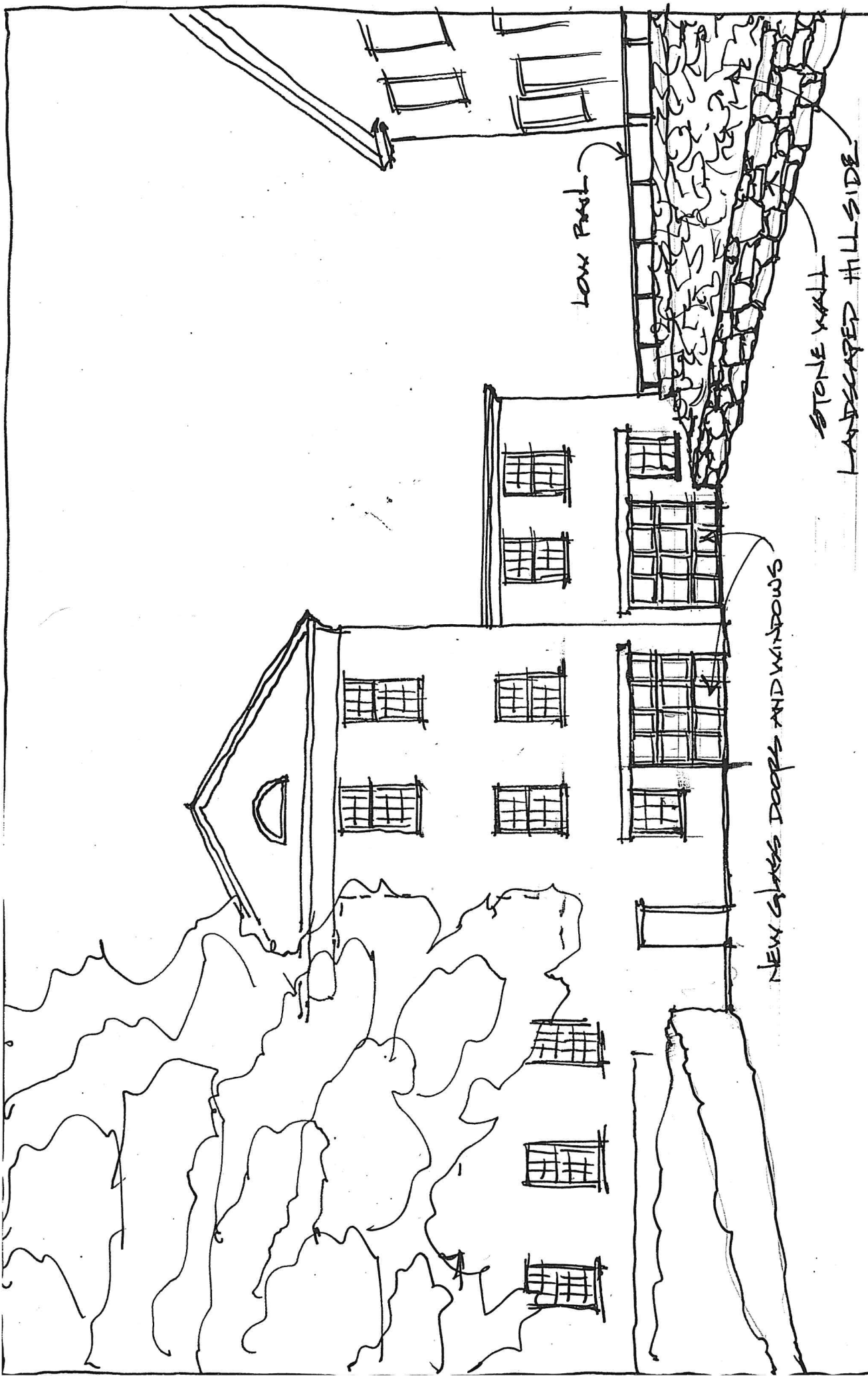


NEW PORTICO

CURB & PLANTINGS

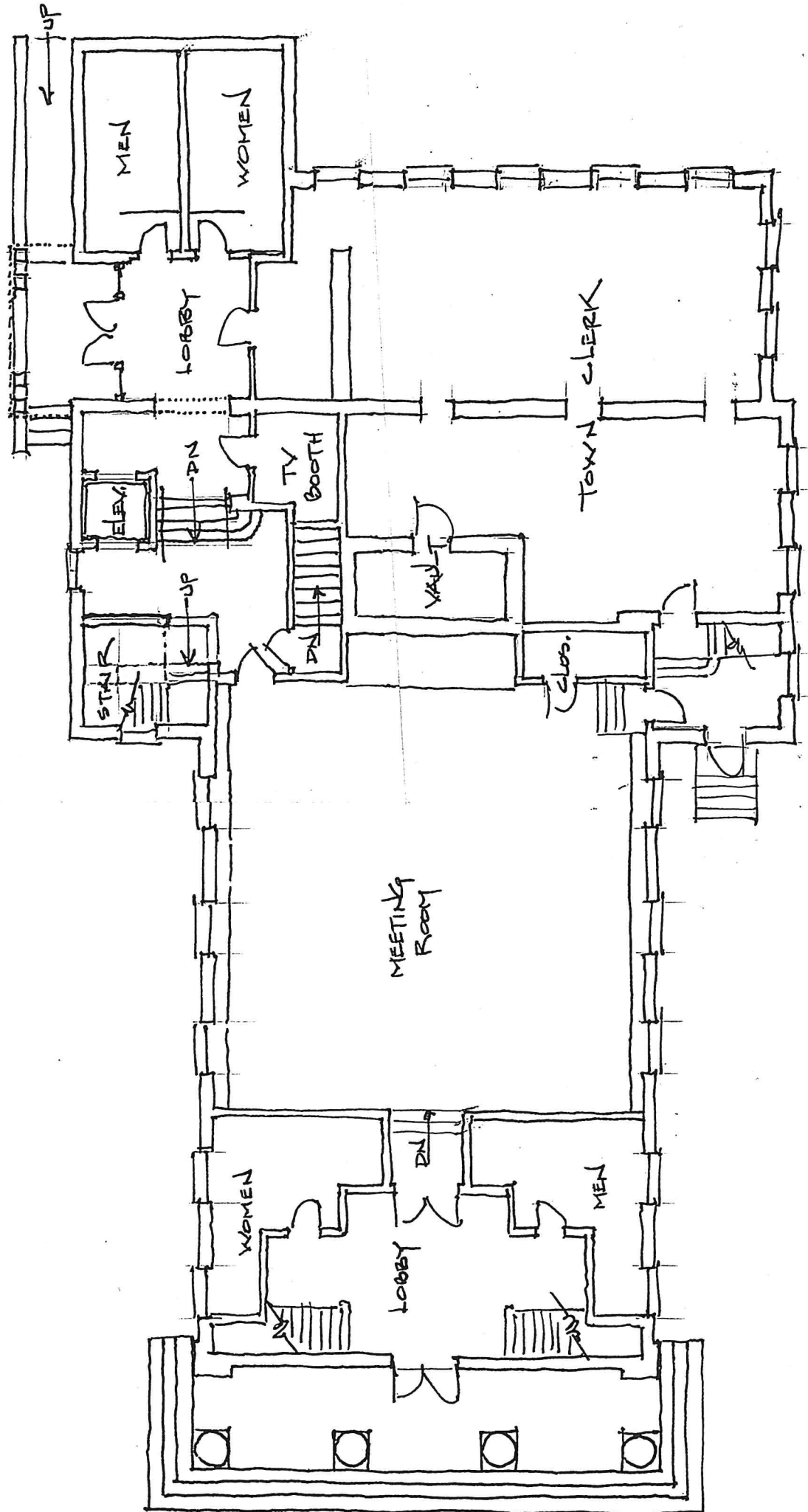
ENTRY FROM NORTH WEST





VIEW FROM THE SOUTH



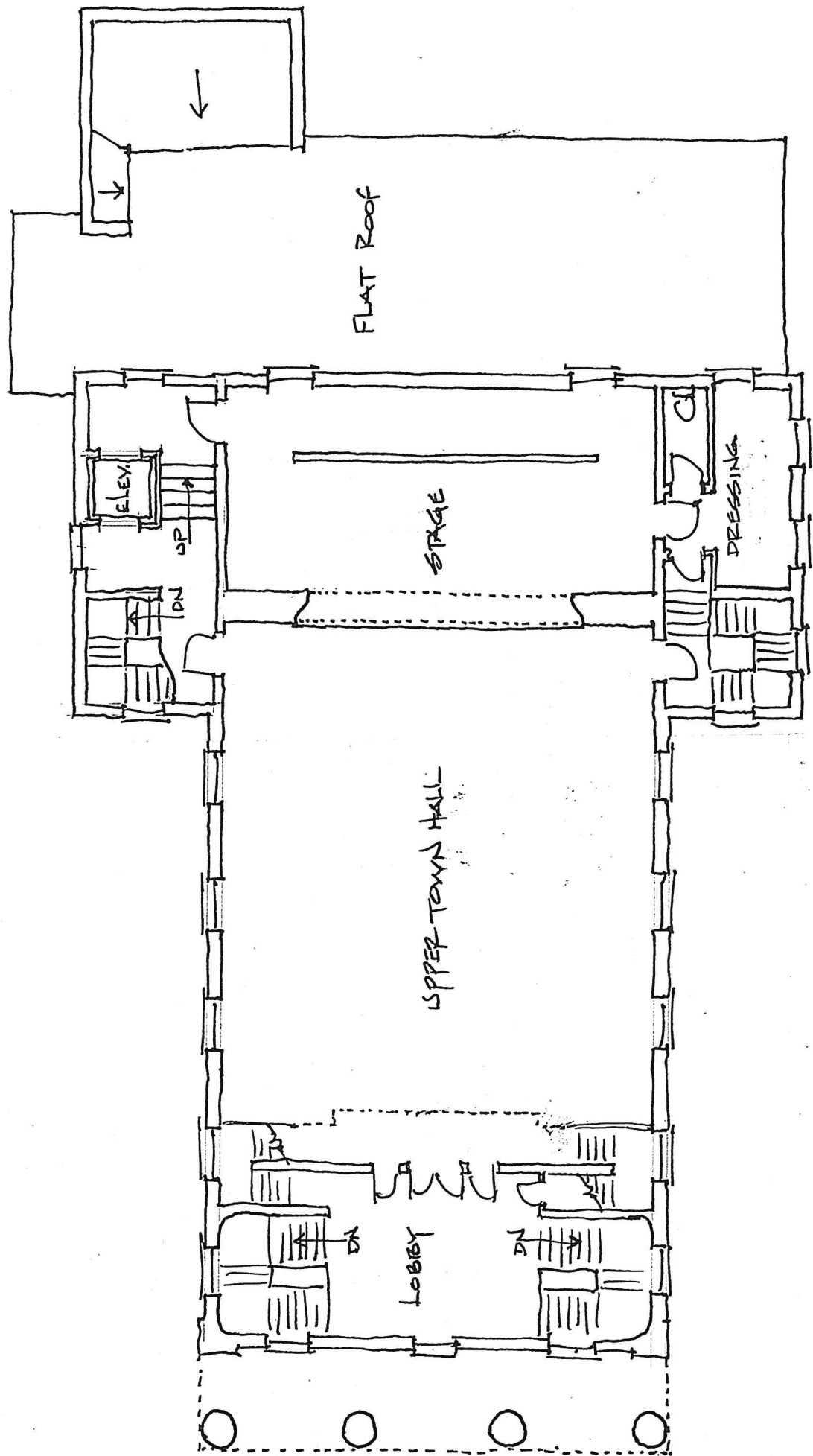


PROPOSED FIRST FLOOR

SUDBURY TOWN HALL

(No scale)

10.18.2015

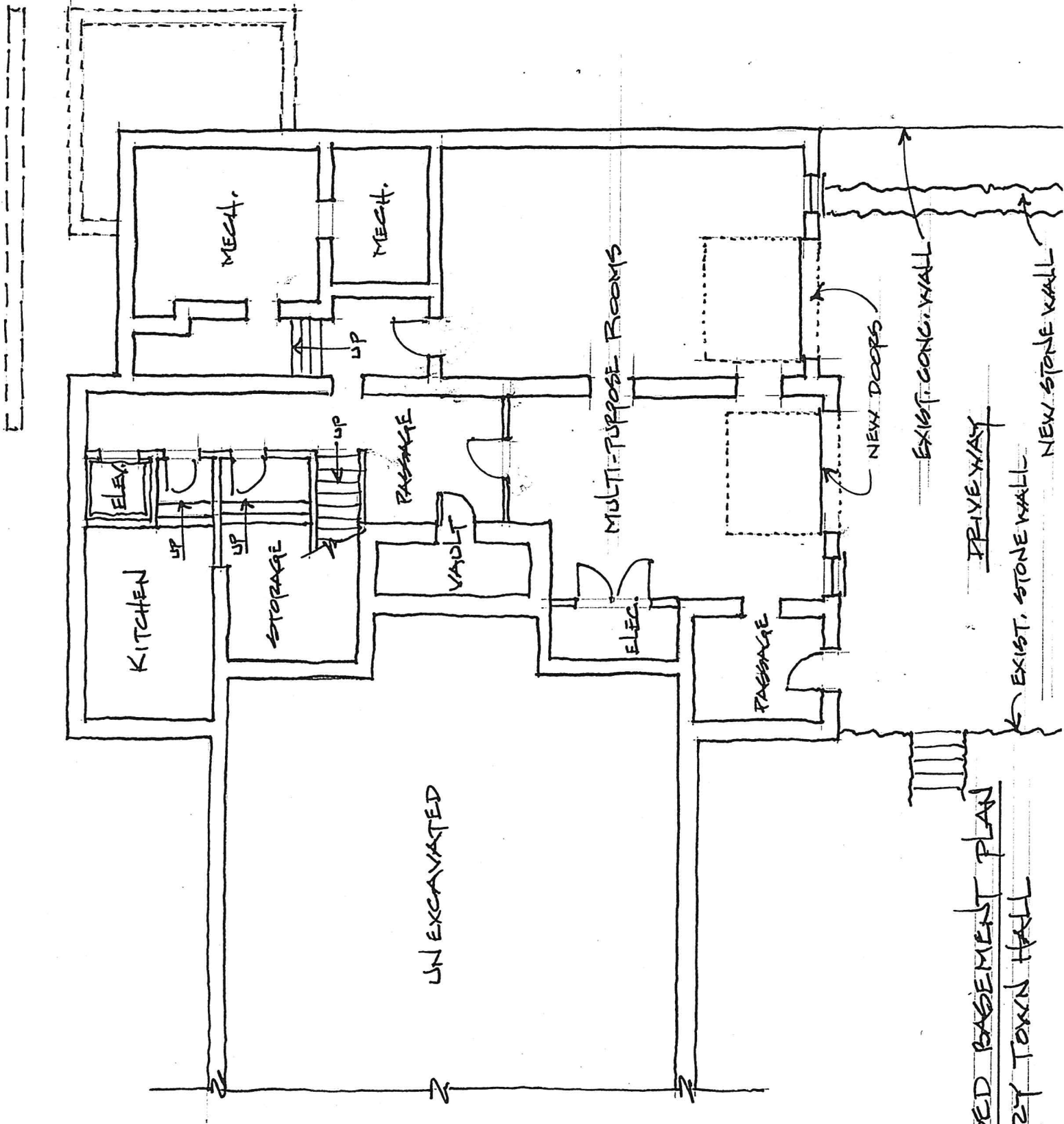


PROPOSED SECOND FLOOR

SUDBURY TOWN HALL

(NO SCALE)

10.18.2015



PROPOSED BASEMENT PLAN
SUDBURY TOWN HALL

REMOVE CHIMNEY

ELEVATOR

STAGE #5

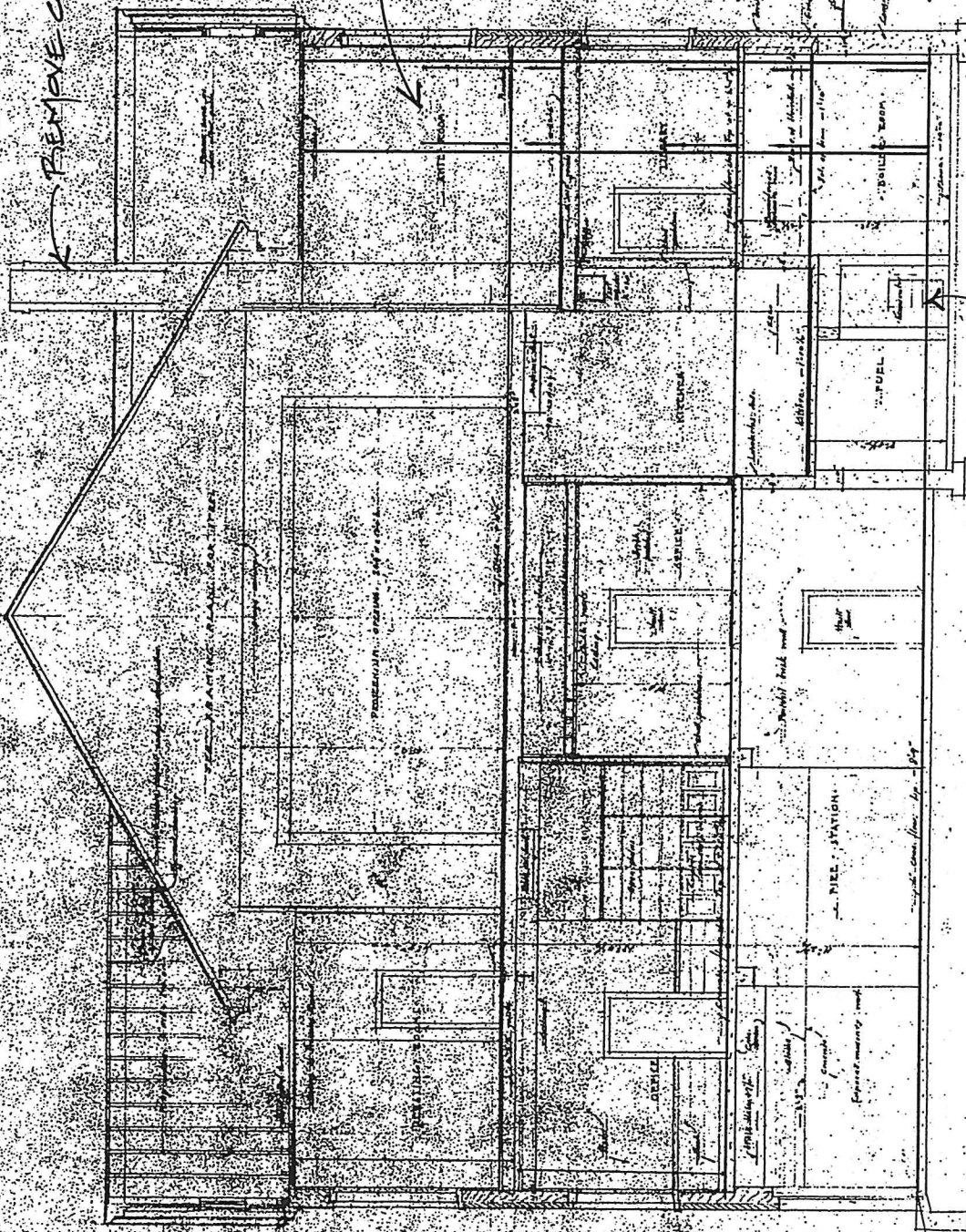
MAIN HALL #4

LOBBY & CLERK #3

MEETING HALL #2

BASEMENT #1

BASE FLOOR



Annual dinner honors those who worked hard to save land

By TERRY DATE

tdate@andovertownsman.com

AVIS trustee Libby Poland surveyed the chandelier-hung auditorium upstairs in Old Town Hall.

At a dozen round tables clothed in white linen, she saw 125 people devoted to preserving Andover's open spaces.

"It's always very warm," she said, commenting on the annual dinner's mood.

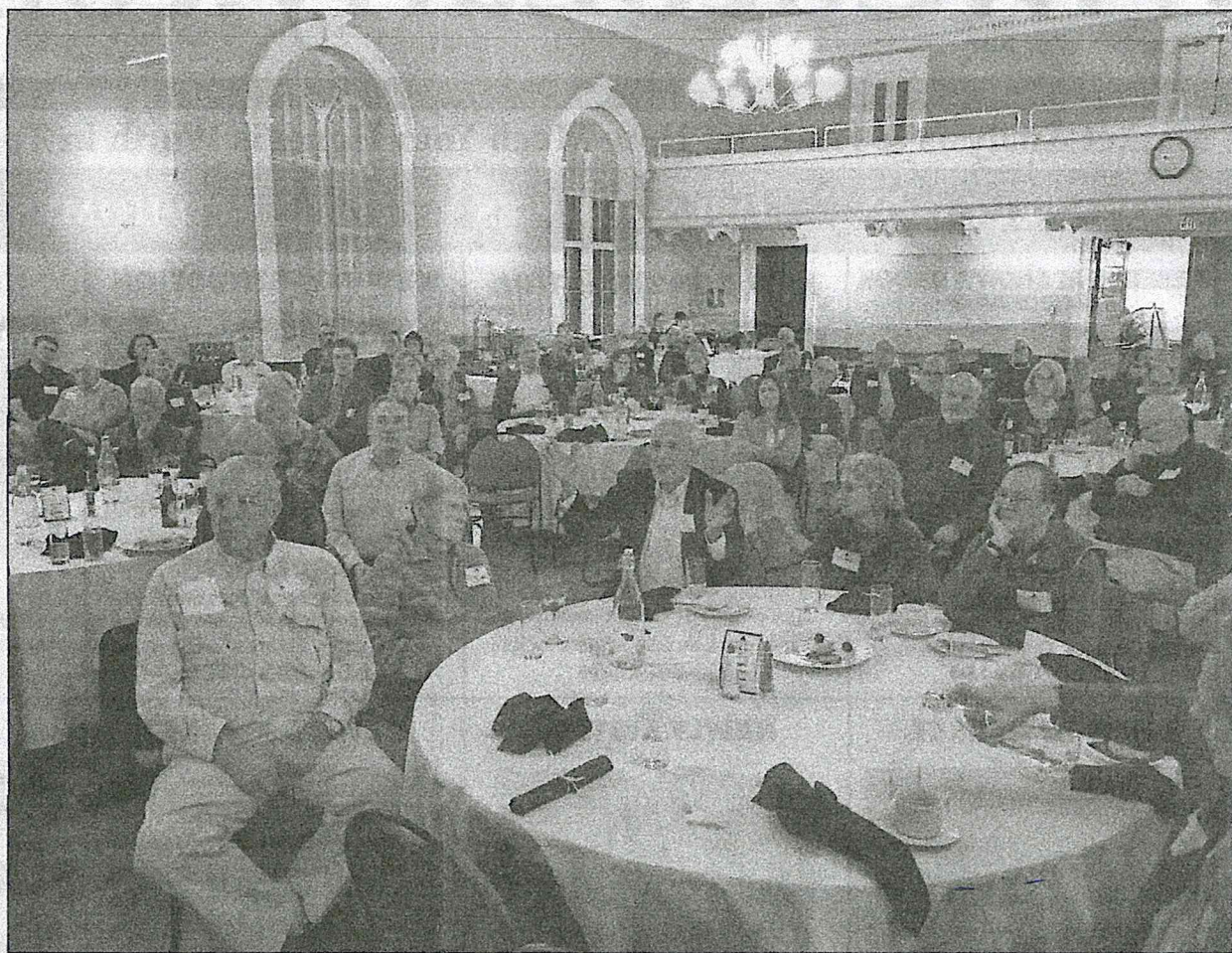
Glasses clinked, conversation flowed, and laughter spilled under the yellow light. The high ceilinged room's voices merged like peepers in spring, the laughs, a bull frog's occasional call.

Over three to four hours Andover Village Improvement Society members reviewed the past year, its wins and losses and plans for the future.

After a dinner prepared by Cast Iron Catering of Nashua, N.H., that included Texas brisket, herb ricotta stuffed shells and asparagus, the crowd turned its attention toward the stage — and the podium just below it.

Susan Stott spoke about the 11 acres AVIS bought last summer along the Shawsheen River. Together, AVIS and the Andover Conservation Commission, acquired two parcels at the end of South Street, for the Sa

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TERRY DATE/Staff ph

AVIS held its annual dinner at Old Town Hall March 8. Here is a look at part of the crowd, listening to the featured speaker, Nick Wildman, a restoration specialist with the state of Massachusetts. He talked about dams, and the plans to remove two in Andover this year.



Retired Air Force Col. Calvin Perry at the annual veterans appreciation luncheon in Andover.



listens to the featured speaker, Nick Wildman, a n specialist with the state of Massachusetts.

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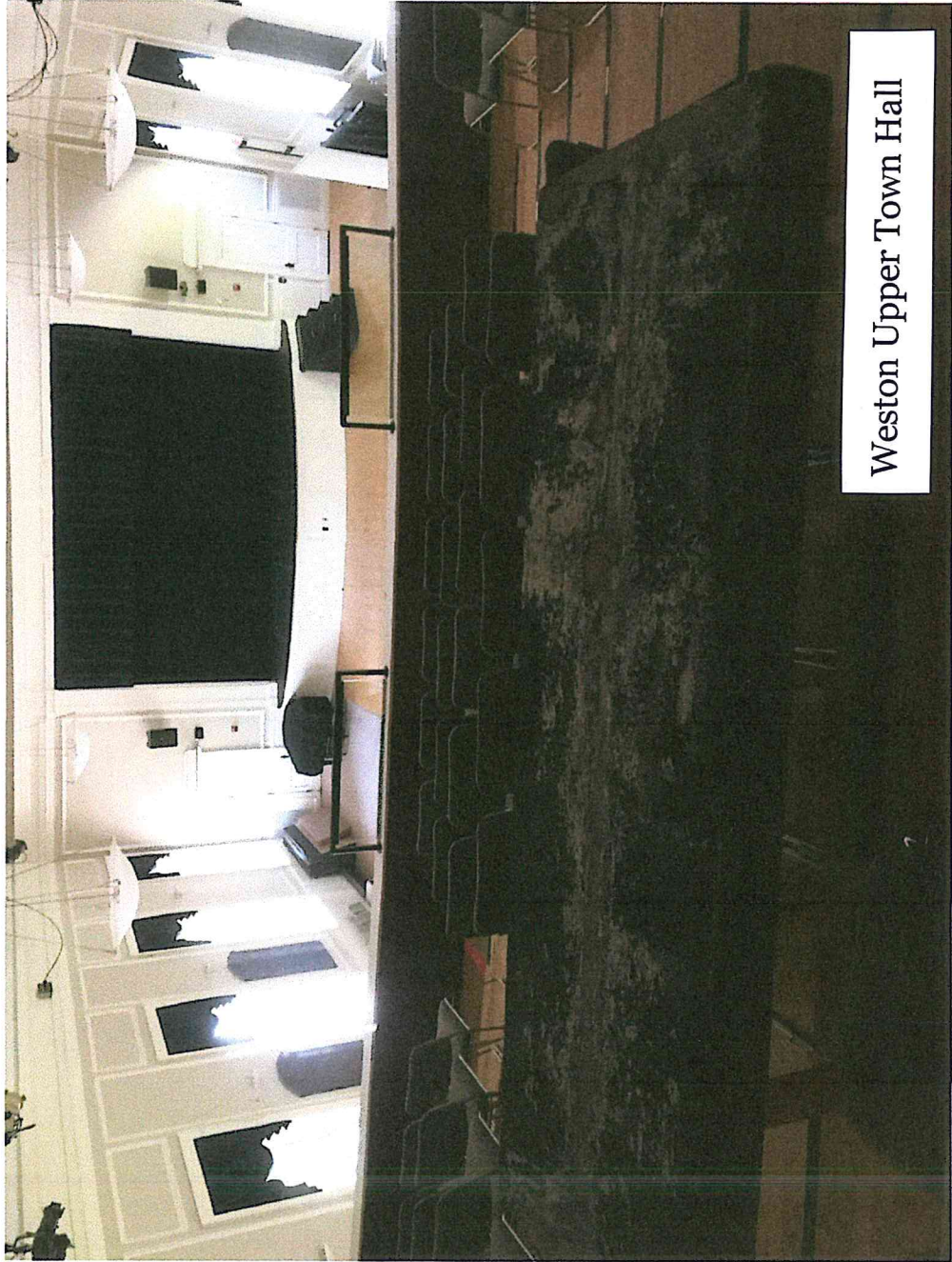
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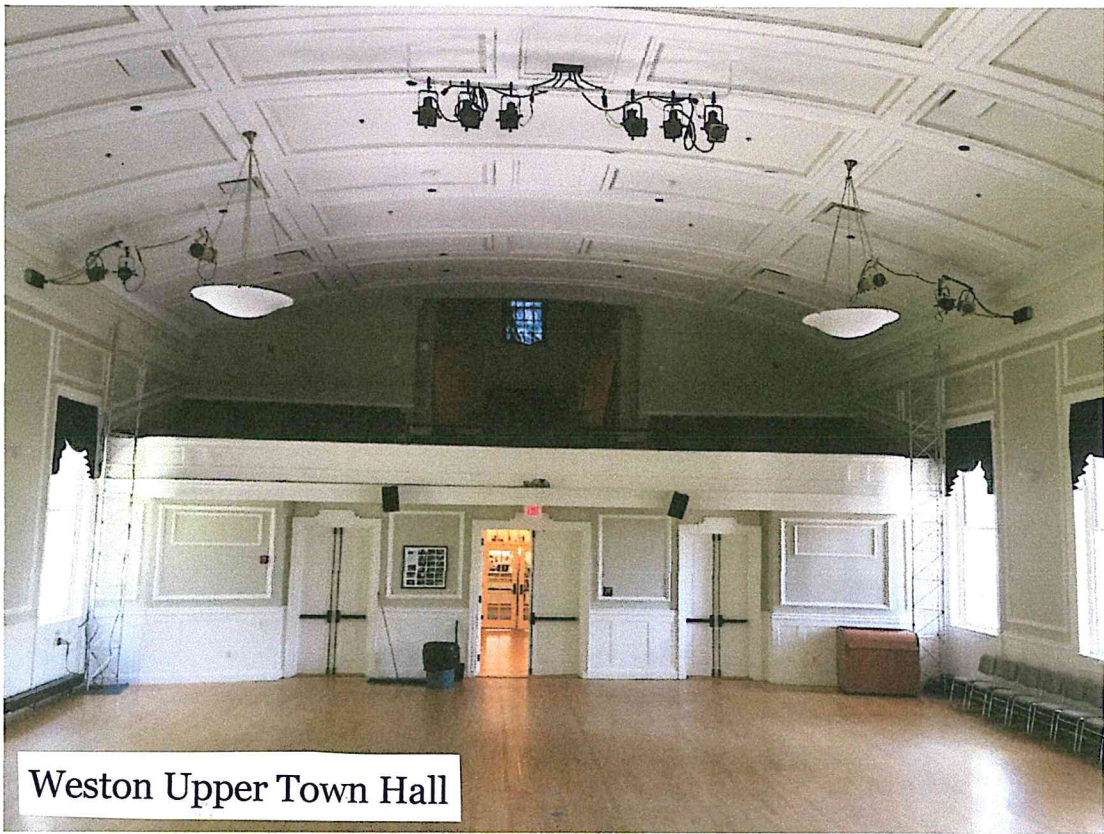
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Acton Upper Town Hall



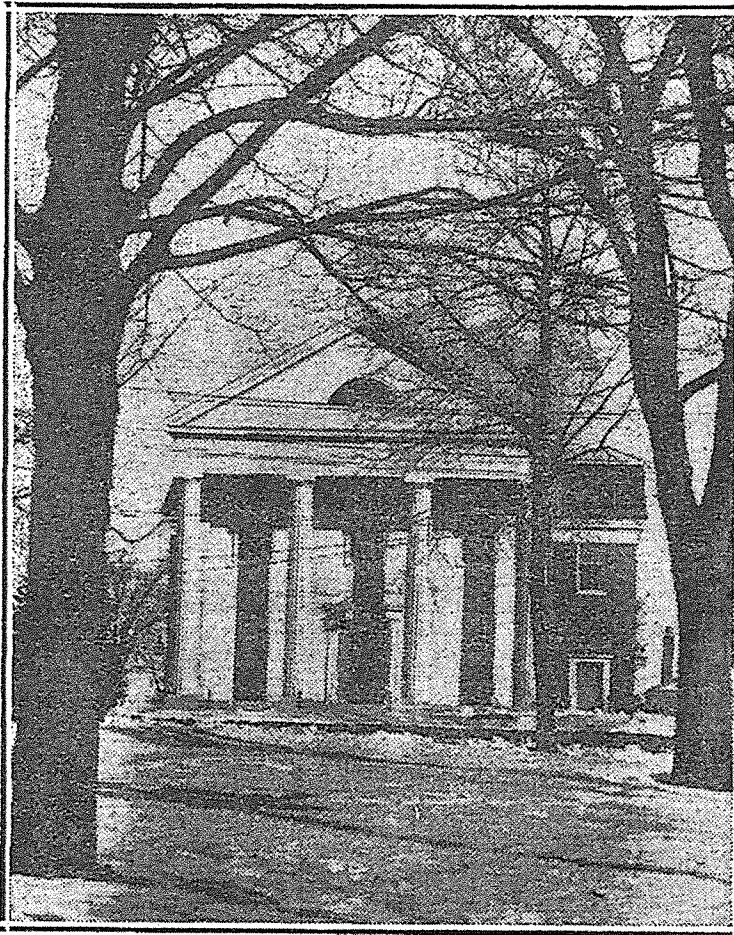
Weston Upper Town Hall



Weston Upper Town Hall

SUDBURY'S NEW TOWN HALL REPRODUCTION OF OLD ONE

Dedication Tomorrow of Structure Replacing Building Burned Down Will Be Participated In by Entire Community



SUDBURY'S NEW TOWN HALL

SUDBURY, Feb 20—Residents of Sudbury will gather at the Center tomorrow afternoon and evening for the extensive community program arranged to dedicate the new Town Hall.

The address of welcome will be given by Henry E. Rice, who will be master of ceremonies. Miss Sarah Pratt will give the history of the old Town Hall, Rev George A. Clarke the history of the new Town Hall site,

and Harvey N. Fairbank, chairman of the Board of Selectmen and of the Building Committee, will tell of steps in securing the new Town Hall.

Ball in Evening

There will be a concert by the Masonic Glee Club of Concord and by the High School orchestra. In the evening there will be an orchestral concert from 8 to 9, when the grand march will be formed and general dancing will follow until 1 o'clock.

The new building is an exact repro-



MISS SARAH E. PRATT
One of dedication speakers

duction architecturally of the 84-year-old Town Hall which was burned Feb 11, 1930, and which stood not more than 200 yards from the site of the present building. The new building is built of red brick, with a wood front structure of colonial design, with four large pillars extending from a row of stone steps the whole length of the building and reaching to a roof superstructure.

There are two commodious halls, one on the first floor, called the banquet, or lower hall, and an assembly hall upstairs that will seat 494. There are 10 other rooms, including offices for the town department heads, boiler room, fire engine room to accommodate two pieces of fire apparatus and a branch library room. There are two cloak rooms.

There is a large gallery in the upper hall and over the front superstructure upstairs provision is made for a moving picture booth, the steel frame of which is already provided.

The building, erected at a cost of \$85,000 (of which the building itself cost \$65,000 and the balance for the site), was erected according to plans drawn by Charles H. Way, Sudbury and Boston architect. Perkins & Wells of Concord were the contractors.


Henry E. Rice, a descendant of one of the oldest families in the town, is chairman of the dedication committee. His grandfather, Charles Gerry of Concord, was master builder for the firm which erected the old Town House.

A feature will be the assembling of 24 citizens of the town, all of whom are 80 years old and over, and have received special invitations.

Special invitations have also been extended to the young people through the schools, and it is hoped by the committee that all the residents will visit the building during the day.

Assisting Mr Rice on the committee are Frank F. Gerry, secretary; Mrs Temperance Gupill, Mrs Lida Raymond, Harland Rogers, Mark Beckwith, Col Thomas S. Bradley and Ralph Barton.

From the Boston Globe.



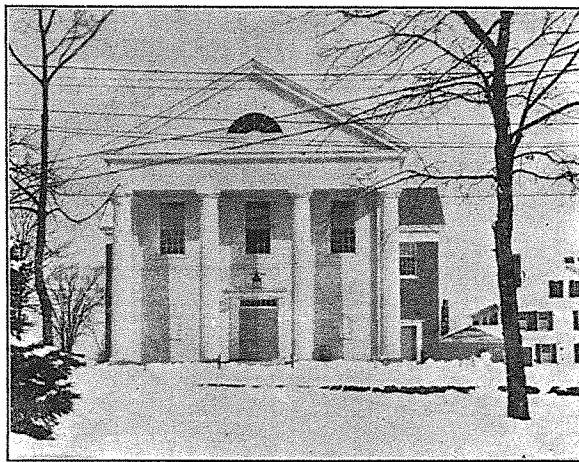
Sudbury Town Hall 1846 - 1930
Sudbury Historical Society Collection

DEDICATION

Of The

TOWN HALL

Sudbury, Mass.



Monday, February, 22, 1932

Afternoon and Evening



EVENING PROGRAM

Arthur Wallace's Orchestra

8. P. M. Musical Program

Songs by Ned Humphries

9 P. M. GRAND MARCH AND WALTZ

Dancing until 1 A. M.



COMMITTEES

BUILDING COMMITTEE

Harvey N. Fairbank, Chairman X

Harland H. Rogers

A. M. Beckwith

Henry E. Rice X

Col. Thomas S. Bradlee

X Mrs. Lydia G. Raymond

X Frank F. Gerry, Clerk

Ralph Barton

X Mrs. Melvin Guptill

DEDICATION COMMITTEE

X Henry E. Rice, Chairman

X Mrs. Lydia G. Raymond, Secretary

The Building Committee Ex officio

PROGRAM

Harvey N. Fairbank

X Rev. George H. Clarke

F. D. Bradshaw

PUBLICITY

L. L. Winship

E. N. Bowry

Roger Poole

ENTERTAINMENT

X Mrs. Melvin Guptill

X Mrs. Henry Eaton

X Mrs. John C. Hall

Roland Eaton

MEMORIAL BOX

Roger Poole

X F. F. Gerry

Mrs. Anna E. Whitney

FINANCE

F. D. Bradshaw

F. L. Clark

Henry N. Page

DECORATING

L. Roy Hawes

HOSPITALITY

The Entire Dedication Committee

REFRESHMENT

F. D. Bradshaw

Sherold Garfield

Mrs. Stephen Gray

L. E. Hawes

Hermon Austin

E. W. Bowker

Mrs. Anna A. Wohlrab

Mrs. Walter Stone

PROGRAM

2.30 p. m.



Music High School Orchestra
Singing, "America" Audience
X Prayer Rev. Albert B. Reynolds
Singing Anchor and Ark Glee Club
Address of Welcome Henry E. Rice, Chairman
X Address, "The Old Town Hall," Miss Sarah E. Pratt
X Address, "The New Town Hall," Rev. George H. Clarke
Singing Glee Club
Report of Building Committee X Harvey N. Fairbank, Chairman of Committee
Singing Glee Club
Ceremony of Dedication
Singing, "America, The Beautiful" Audience
Placing The Memorial Box Harvey N. Fairbank, Chairman of Selectmen
Inspection of The Building



The velvet draperies in the Main Auditorium, stage portieres, and back side draperies, together with the draperies in the Supper Room, are a gift from the women of the town.

*We wish to extend our thanks to
the following firms for
their donations*

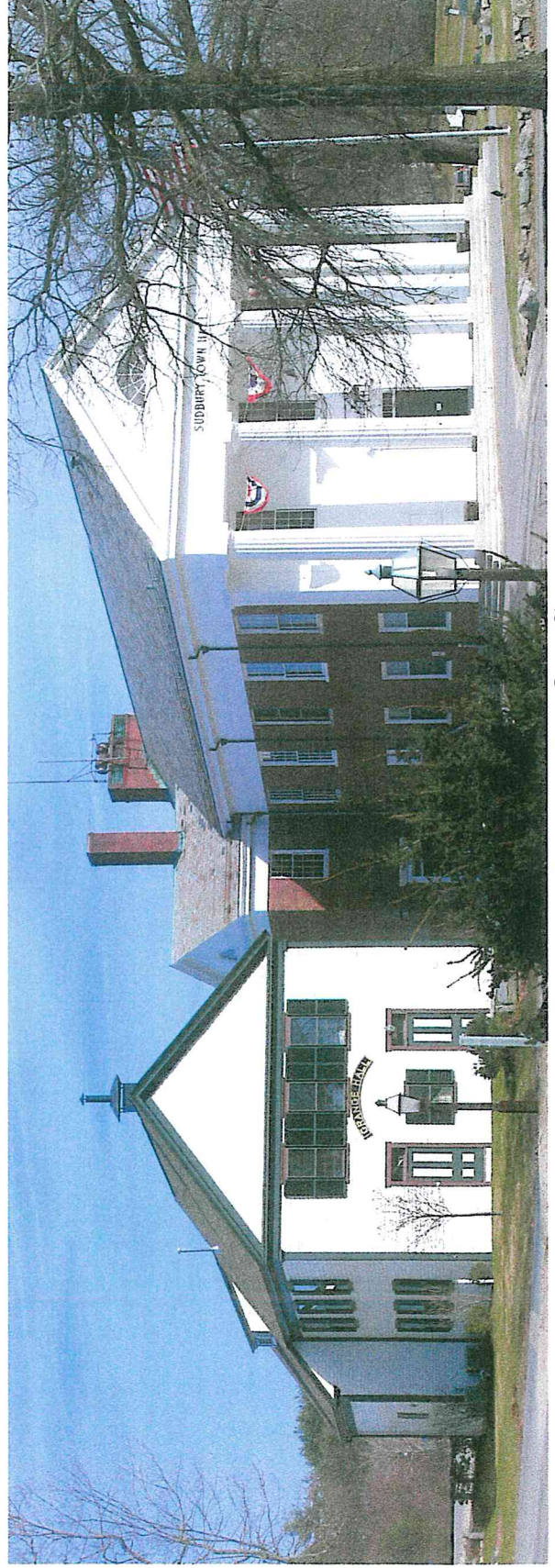


Chase and Sanborn Co., Boston	Tea and Coffee
Simpson Spring Co., South Easton	Crushed Fruit and Grape Juice
Beech Nut Packing Co., Boston	Cream Crackers
Pabst Corp., Milwaukee, Wis.	Loaf Cheese
Best Foods, Inc., Cambridge,	Relish Spread
A. A. Walters Potato Chip Co., Albany, N. Y.	Potato Chips
Hathaway Baking Co., Cambridge	Doughnuts and Bread
G. B. Houghton Co., Boston	Fresh Fruits
Porter Cheese Co., Boston	Mayonnaise
Rival Foods, Inc., Cambridge	Cocoa
Holland Butter Co., Boston	Butter
H. P. Hood & Sons Co., Cambridge	Ice Cream
Marlboro Dairy Co., Marlboro	Cream
Svenska Kaffestuga, South Sudbury	Sugar
John P. Squire Co., Cambridge	Hams
L. Roy Hawes, Sudbury	Flowers

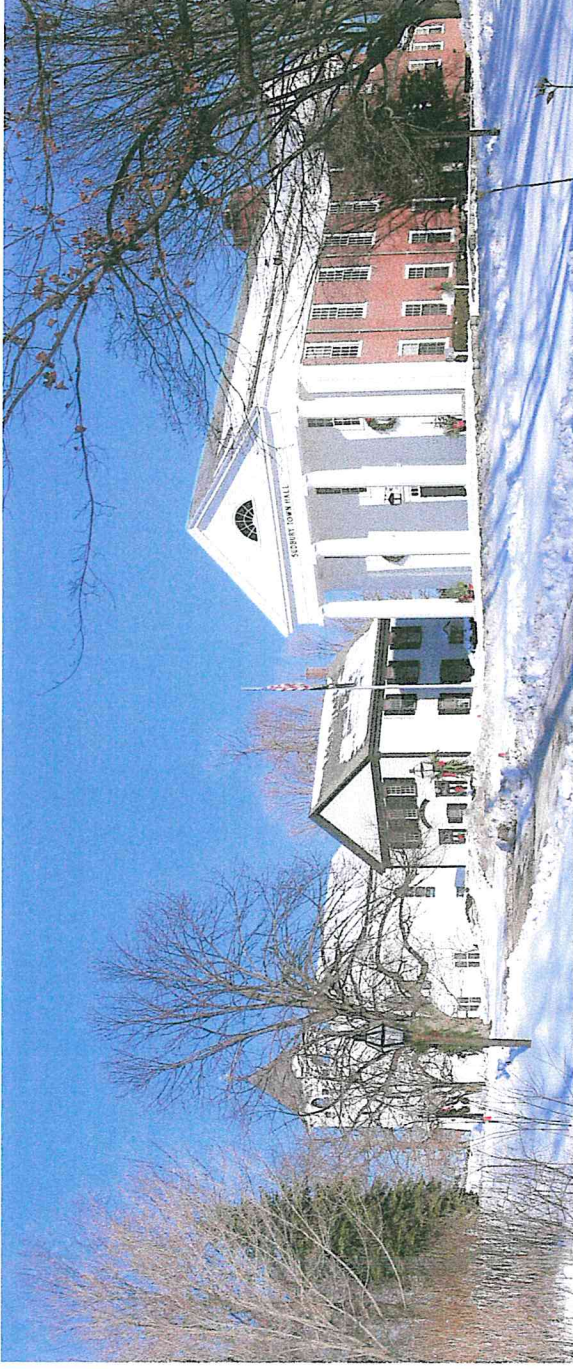




Muster at The Olde Centre



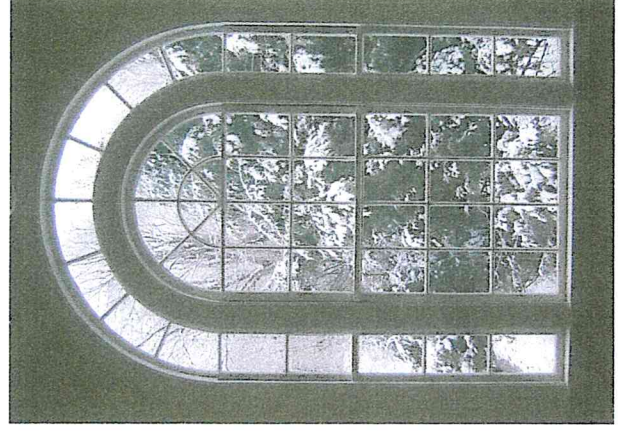
Western Light on The Old Centre



Early Snowfall



Town Hall from Heritage Park



Window on Winter



Town Hall Blue Ribbon Committee

Voted by the Sudbury Selectmen on March 10, 2015

Mission

It is the intention of the Selectmen, in creating the Town Hall Blue Ribbon Committee to provide a mechanism for thoughtful and public review of the best alternative for the future use of Sudbury Town Hall in conjunction with municipal needs and operational efficiencies. The Blue Ribbon Committee is expected to develop a draft report by October 1, 2015 that could be the basis of an article to be submitted by the Board of Selectmen for consideration by the 2016 Town Meeting.

The Blue Ribbon Committee will evaluate and report on options for the future of Sudbury's Town Hall. This building is centrally located within the Sudbury Center Historic District, a National Register District and a local Historic District. Town Hall is surrounded by several historic, municipal, religious and institutional buildings. It is at the crossroad of a highly used intersection, and shares parking with several other buildings. The building is approximately 14,700 gross square feet, 2 stories, and was built in 1932. The building exterior is in poor condition, including the 83 year old slate roof, single pane double hung windows that do not seal, and flashings and envelope deterioration. The interior of the building is also in poor condition and is not up to building code or accessibility requirements, rendering the second floor closed to the public, and all major systems need replacement (HVAC, plumbing, electrical).

The Board of Selectmen will be looking for an analysis of the pros and cons of the following options: (1) rehabilitating the building for its current or amended use; (2) expanding the building to accommodate additional or new uses; (3) demolishing and reconstructing the building to accommodate additional or new uses; or (4) any new options brought forward by the Committee. As part of the mission, the Committee will also prepare a suggested schedule that coordinates with other town building projects such as the Flynn Building, Loring Parsonage, and Fairbank Community Center; prepare a suggested time line and construction cost estimate for each of the various options for Town Hall; and evaluate the impact of each option on the Capital Funding Plan. The Committee will recommend one final solution on how the Town of Sudbury can maximize the value and future use of Town Hall.

Once the appropriate course of action is determined by the Committee, the resulting project will be presented to the Board of Selectmen for review, then be handed over to the Permanent Buildings Committee to manage.

Responsibilities

The Committee will examine the prior planning that went into the facility condition assessment and feasibility study prepared by Bargmann Hendrie and Archetype, Inc. (BH+A) in 2013 as well as current available facility studies for the Sudbury Public Schools, Fairbank Community Center and Loring Parsonage. Specifically, the tasks of the Committee shall be:

- Review options from the 2013 Town Hall Study prepared by Bargmann Hendrie and Archetype, Inc.
- Review other reports, including:
 - Town of Sudbury Space Needs Study (2002)
 - Loring Parsonage Conditions Assessment and Feasibility Study (2014)
 - Fairbank Community Center Feasibility Study (2015)
- Visit the subject facilities as appropriate
- Prioritize options, developing a pros and cons list, and a narrative for prioritizing
- Provide a timeline for each option
- Provide an estimated budget for each option
- *Engage the public in discussions of options*

In completing these tasks, the Board has determined that the following elements are essential to any recommended option:

- All options must demonstrate wastewater and parking capacity for the multiple users.
- All design options must include consideration of minimum standards and codes for Public Buildings (e.g. seismic, energy codes, life safety, ADA requirements, etc.).
- All design options shall include cost estimates (derived from existing studies, plus an escalation factor).
- The building shall be as energy efficient and sustainable as possible.
- All options must maintain the historic character of the Town Center.

Draft Timetable (tasks to be done by this date)

March, 2015	Interviews, appointments by Board of Selectmen
April - June, 2015	Meeting(s) held, studies/plans reviewed
July, 2015	Draft report prepared
Sept, 2015	Draft report and recommendations made to Selectmen with consideration for whether there should be a submission of an article to the May 2016 Annual Town Meeting
Oct, 2015	Final report submitted

Membership Requirements and Expectations

The Town Hall Blue Ribbon Committee shall have up to nine (9) voting members who shall be appointed by the Selectmen. The Committee shall include two (2) members from the Permanent Building Committee, one (1) member from the Capital Improvement Planning Committee, one (1) member from the Sudbury Historic Districts Commission, one (1) member from the Sudbury Historical Commission, one (1) member from the Sudbury Public Schools, one (1) member from the Sudbury Historical Society and two (2) at large members. All Committee members shall be expected to educate themselves as necessary to address issues associated with the current condition of Town Hall as well as the current municipal space needs and current reports documenting those needs that are integral pieces of the long term solution. Most importantly, the Board is looking for people with an open mind and willingness to work diligently to develop the best possible study of this important issue. All appointments are until June 2016.

The Committee shall elect a Chair from among its members, who shall conduct meetings and act as point of contact to staff for the scheduling of meetings. The Committee shall elect a Clerk from among its members, who shall insure that all open meeting laws are complied with.

Minimum requirements for all applicants: Applicants must be available and willing to attend the majority of scheduled meetings.

Staffing Assistance

The following staff of the Town of Sudbury will be available on an occasional basis as time permits and the Town Manager approves: The Facility Director and/or Director of Planning and Community Development or her designee. The Town Manager shall also approve the involvement of ex-officio members as needed, including other Town employees, to assist the committee in its mission. Minimal Town financial resources are currently available to support the work of the Committee.

Compliance with State and Local Laws and Town Policies

The Town Hall Blue Ribbon Committee is responsible for conducting its activities in a manner which is in compliance with all relevant state and local laws and regulations including but not limited to the Open Meeting Law, Public Records Law, and Conflict of Interest Law, as well as all Town policies which affect committee membership. In particular, all appointments are subject to the following:

- **The Code of Conduct for Selectmen Appointed Committee.** A resident or employee who accepts appointment to a Town committee by the Board of Selectmen agrees that he/she will follow this code of conduct.
- **The Town's Email Communication for Committee Members Policy.** Anyone appointed to serve on a Town committee by the Board of Selectmen agrees that he/she will use email communication in strict compliance with the Town of Sudbury's email policy, and further understands that any use of email communication outside of this policy can be considered grounds for removal from the Committee by the Selectmen.
- **General guidelines for Sudbury committees, boards and commissions.** Appointed committee members are expected to follow general guidelines on meeting requirements, communication, committee interaction, etc. which are consistent with state and local laws.
- **The Town's Policy on Access to Town Counsel.** Appointed committee members have limited and specific access to Town Counsel, which is necessitated by the need to control the costs of legal services.
- **Use of the Town's Web site.** The Town Hall Blue Ribbon Committee will keep minutes of all meetings and post them on the Town's web site. The Committee will post notice of meetings on the Town's website as well as at the Town Clerk's Office.

Full versions of these and other policies can be found on the Town's website, and should be read by all appointed committee members.

Town Hall Blue Ribbon Committee – Draft Options Report

INTRO

The Sudbury Town Hall is centrally located within the Sudbury Center Historic District, a National Register Historic District as well as a locally designated Historic District. Town Hall is surrounded by several historic municipal, religious and institutional buildings. It is at the crossroads of a highly travelled intersection, and shares parking and a wastewater disposal system with several other civic buildings. The building was built in 1932 and contains approximately 11,530 gross square feet on 2 floors (including the balcony), with an additional 3,270 sq. ft. in the basement.

The building exterior is in need of repairs, but is in structurally sound condition, including the original 84 year old slate roof, single pane double hung windows, brick façade, foundation and chimneys. The interior building finishes are in generally fair to poor condition and usable, but the major building systems (HVAC, electrical, plumbing and fire detection) are in poor condition and are not up to building code, and the building is not ADA accessible, rendering the second floor closed to the public.

The Town Hall Blue Ribbon Committee (THBRC) was formed by the Board of Selectmen to provide a review of the best alternative for the future use of the Sudbury Town Hall in conjunction with municipal needs and operational efficiencies. Fulfilling this mission required a variety of issues to be investigated, including the space needs of the Sudbury Public School Administration, Town Clerk, Town administrative offices currently housed in the Flynn Building, Town voting space, and meeting space for the Board of Selectmen and other Town Boards and Committees. The current arrangements for several of these groups is inadequate, and must attempt to be resolved concurrent with any plan for restoration of Town Hall. The Sudbury Historical Society's use of the upper level of Town Hall is assumed to be eliminated with their move to the Loring Parsonage.

The Committee began its work by touring the Town Hall with the Town's Facilities Director, and studied the 2013 Bargmann Hendrie and Archetype, Inc. (BH+A) facility condition assessment and feasibility study. They also familiarized themselves with other current available facility studies for the Sudbury Public Schools, Fairbank Community Center and Loring Parsonage. The committee also looked at Town Halls in several other Massachusetts' towns to understand those projects, the uses of the structure, and the costs.

SPACE NEEDS

The first issue was the consideration of the office space needs of the Town and SPS administration. This information is contained in the 2013 BH+A Sudbury Town Hall Renovation Project report. It is assumed that the SPS administrative offices will move out of the Fairbank Center, and need approximately 8,000 to 10,000 sq. ft. of office space. The SPS use of the Fairbank Center space was planned to be a temporary solution when they originally located there over 25 years ago. As Park & Rec and Council on Aging programs have expanded at the Fairbank Center, the need to utilize more space in the building has become critical. SPS offices could be converted to recreation/COA uses and alleviate that space need. It is apparent from this study that the Town Hall and Flynn Building combined are not large enough to accommodate both of

these uses. Some additional space will need to be created. This new space may or may not be in the Town Hall. The Flynn Building seems to be functionally operational for the Town administrative offices currently housed there. The Town Clerk office space in Town Hall is adequate, but could use renovation, particularly accessibility and office layout. The Board of Selectmen meeting room and voting area in Town Hall are adequate, but could use renovation. Therefore, the issue of additional space can be narrowed down to a need only for the SPS administrative offices.

BEST USE

The idea of what is the “best alternative for the future use of Sudbury Town Hall” was paramount in the Committee’s discussions. The THBRC has studied the historical use of the building since its construction in 1932, as well as the historical context of the original Town Hall located across the street. There is much written about past residents’ vision for Town Hall.

There are also preliminary BH+A design plans illustrating Town and/or SPS offices occupying the Town Hall. It is important to note that the Sudbury Town Hall was never designed to accommodate modern day office space. The Town offices currently in the Flynn Building would not fit into the current Town Hall, and would require an addition. SPS offices would fit into the current Town Hall, but only with the displacement of the large meeting room/voting area. Moving one group into Town Hall which displaces other uses, causing the need for multiple office moves, does not appear to be the most cost effective solution.

The THBRC discussed whether they thought there would be support to enlarge Town Hall, or if there was a better, cheaper alternative location to construct additional space to accommodate all the necessary uses. With the SPS administrative offices being the only use which requires new space, the question of whether Town Hall is the appropriate place for them was discussed. Some will say no, as Town Hall should be the center of Town government, not school administration. Other possible locations for the SPS administration were considered, including a future addition at the Nixon School; or the possibility of leasing private office space, which would eliminate the need to fund major building capital project. **APPENDIX 3**

Finally, if no addition is recommended at Town Hall, what level of restoration is necessary or desired. Should the structure be renovated to its original purpose and intent, or should repairs be made to modernize the building and keep it usable for meetings, voting and other community occasions. *Community Preservation Act funds may be available for some renovations, but would not be eligible for any building addition.*

In processing all these variables, and after much discussion and creative thinking, the THBRC developed a matrix of 8 alternatives for how to proceed to recommend the best alternative use for the future use of Town Hall. Pro and con arguments were developed for each alternative, and after discussion, several ideas were dismissed for various reasons. In the end, four scenarios were advanced, three of which were requested to be investigated by the Board of Selectmen in the THBRC mission statement, and one new idea promulgated by the Committee.

Based on the mission of the Committee, the following are the options currently under review. Each scenario includes approximate costs (taken from the BH+A report + 20%) and time frame. From these options the Committee will recommend one final solution for the future use of Town Hall, prepare a suggested schedule that coordinates with other town building projects, and evaluate the impact of each option on the Capital Funding Plan.

1) Rehabilitating the building for its current or amended use. The THBRC's recommendation for this option is to rehabilitate the building and restore it to its original use of a downstairs meeting room, upstairs community space, renovating and expanding the Town Clerk/Veteran's Agent offices, with an elevator, a small addition and a new primary entry.

The rehabilitation of Town Hall to its current and original use as a two-floor meeting hall is highly favorable to many members of the THBRC. This would include the restoration of the exterior envelope, a full remodel of the interior allowing for ADA compliance, a large meeting room/voting room, a second floor meeting and performance space, a caterer's kitchen, the replacement of all major building systems (HVAC, electrical, plumbing, fire detection), improve energy efficiency and insulate to lower maintenance costs. Much of the improvements would be CPA eligible.

This option could solve the Sudbury Historical Society's space need for exhibition and programming space, as space could be available on the second floor, and could eliminate the need for an addition to the Loring Parsonage by the Society. Accomodation of board and committee meetings, as well as voting, would be enhanced.

This does not solve the space needs of the Sudbury Public School administration, however. With this option, SPS would be located elsewhere. A discussion of utilizing several Town owned spaces have been brought forward. The Facilities Director will continue discussions with SPS in order to find the best fit for their administrative needs, and potential cost.

Bring back original uses (2 large meeting rooms plus Town Clerk)	
\$5.7 million	
make entire building accessible, improve infrastructure	
Pros	Cons (cf. new building)
ADA compliant	Not solving all space issues
CPA eligible (portions)	Slightly higher maintenance costs
Improves building systems	Not increasing program space
Improves energy efficiency	Slightly lower energy efficiencies
Preserves the original, historic character and function of building	
Less expensive than other building options	
Possible revenue from rental space	
Historical Society could exhibit in Town Hall	
Additional parking likely not needed	
Assumptions: Solve SPS space needs elsewhere	

Why the committee is in favor/opposed to this option: There are several good examples of Town Halls that were renovated to bring back their original use as a community meeting space. It is important to note that the Sudbury Town Hall was never designed to accommodate modern office space. The renovation of the building, allowing for meeting and performance space, would also be compatible with the surrounding functions in Town Center.

Although this option by itself does not solve the space needs of SPS, it could be combined with another low cost option for SPS which may have the potential to solve the issue at a lower cost than other solutions. The

majority of uses in a restored Town Hall would likely be for evening and weekends and have minimal impact on the parking lot, which is already at capacity during many school days.

(2) Expanding the building to accommodate additional or new uses. The THBRC's recommendation for this option is to construct an addition and move Flynn employees to Town Hall and SPS to the Flynn Building.

The most compatible use of an expanded Town Hall would be to move the Flynn Building offices into Town Hall, and move the SPS offices to the Flynn Building. As mentioned above, an addition would be necessary. This would drive the cost of construction and make much of the project cost ineligible for CPA funding.

Renovation with expansion for office use would include retaining and renovating the exterior envelope, construct a 4,000 – 6,000 sq. ft. addition, a full remodel of the interior allowing for ADA compliance and a useable second floor, replace all major building systems (HVAC, electrical, plumbing, fire detection), improve energy efficiency and insulate to lower maintenance costs. The addition would solve Town office space needs, including retaining a large meeting/voting room. SPS would move to the Flynn Building. These costs do not include the cost of moving offices between buildings.

Move Flynn to Town Hall and SPS to Flynn	
\$10 million	
addition and renovations needed	
Pros	Cons
Solves all space needs	Higher cost
Improve building systems	Addition not CPA eligible
Improve energy efficiencies	Sudbury Historical Society must create exhibit space
ADA compliant	Lose 1 large meeting room
CPA eligible (portions)	Higher operational costs (larger building)
Lower maintenance cost	Additional parking likely needed
Compatible use: Town Admin at Town Hall/SPS Admin at Flynn	
Preserves exterior historic character of building	
Assumptions: Septic system sized adequately for expansion	
AUL issues resolved	
BOS Meeting Room and voting areas included	
Merge Town/SPS IT offices in Flynn	

Why the committee is in favor/opposed to this option: A full renovation with a small addition would allow for the Town Hall to remain as it appears from the front facade which would reserve its historic integrity in Town Center. It would solve the space needs of all groups and bring Town Administration to a traditional place of government in Town Hall.

However, since Town Hall was originally designed to function as a meeting hall, renovations will require a full gut of the interior of the structure. With many unknowns in an old structure such as this, hesitation to fully renovate due to potential rising costs is warranted. Also, if offices are to be placed in Town Hall and

the Flynn Building occupied by the School Administration, the Town would be further limiting available parking throughout the school year and potentially creating a capacity issue for wastewater.

(3) Demolishing and reconstructing the building to accommodate additional or new uses. The THBRC does not recommend this alternative due to the building's historical prominence, but has presented the pros and cons in the matrix.

The concept would be to construct a new 15,000 – 17,000 sq. ft. building, including modern major building systems (HVAC, electrical, plumbing, fire detection), low maintenance exterior envelope, ADA compliance and efficient office and meeting space. This project would not be CPA eligible.

The idea of tearing down the current structure and rebuilding to suit the current needs of the Town has some merit. However, the current structure is historically significant to the history of Sudbury and an iconic symbol of current Sudbury, and the Committee voted this option down. Representatives from the Historic Districts Committee, Historical Commission and Historical Society all agreed.

Tear Down/Build New	
\$8.4 - \$9.1 million	
Pros	Cons
Modern life safety systems	Higher cost
Modern energy equipment	Entire project not CPA eligible
ADA compliant	Lose historic integrity
Less costly per square foot	
more functional floor plan	
Compatible use: Town Admin at Town Hall/SPS Admin at Flynn	
Assumptions: AUL issues resolved	
BOS Meeting Room and voting areas included	
Requires HDC approval for demolition	

Why the committee is opposed or in favor of this option: The Committee agreed strongly that the historic preservation community in Sudbury has made a clear and valid argument to preserve the historic integrity of Town Hall. In doing so, the Committee could not recommend tearing down the structure.

(4) Any new options brought forward by the Committee. The THBRC has proposed an option to rehabilitate the building for its original use, and construct of an office addition for either Town departments or SPS.

An addition option brought forth by the Committee was a combination of options one and two - preserving the historical interior and exterior features of the building, as well as an addition to solve the space needs issue.

This would involve the rehabilitation of Town Hall to its current and original use as a two-floor meeting hall as well as a sizeable, approximately 14,000 sq. ft., addition to the rear of the building. This would include the renovation of the exterior envelope, a full remodel of the interior allowing for ADA compliance and a useable second floor to be a meeting/performance space, the replacement of all major building systems (HVAC, electrical, plumbing, fire detection), improve energy efficiency and insulate to lower maintenance costs. Much of the interior renovation would be CPA eligible, but the addition would not be eligible.

Bring Back Original Use and construct addition	
Potentially \$15 million	
Addition + 2 large meeting rooms	
Pros	Cons
ADA compliant	Highest cost
CPA eligible (limited)	Addition not CPA eligible
Improve building systems	Increases operational costs
Improve energy efficiency	Displaces parking
Possible additional revenue from rental space	
Preserves the historic character and original intent	
Assumptions: Septic system sized adequately	
AUL issues resolved	
BOS Meeting Room and voting areas included	

Why the committee is opposed or in favor of this option: A full renovation with a sizeable addition would solve space issues while preserving the historic integrity. However, at an approximated cost of \$15 million or above, and lower cost alternatives available, the financial burden may be too high to justify. Also, adding several new functions in an already crowded town center would cause concerns for parking and wastewater capacity.