

**TOWN OF SANDWICH
APPLICATION FOR COMMUNITY PRESERVATION FUNDING**

GENERAL INFORMATION

Name of Applicant: Town of Sandwich Board of Selectmen

Name of Co-Applicant: Sandwich Historical Commission

Contact Name: Town Administrator Bud Dunham

Mailing Address: 130 Main Street, Town Hall
Sandwich, MA 02563

Phone Number: 508-888-5144 E-mail: gdunham@townofsandwich.net

Project Name: Sandwich Town Hall Restoration

Project Location: Sandwich Town Hall, 130 Main Street, Sandwich, MA

CPA Category (circle): Open Space Historic Preservation
Community Housing Recreation

CPA Funding Requested: \$2,050,000 Total Project Cost: \$2,050,000

(1) If the proposal involves town-owned land, either the applicant or the co-applicant must be the town agency in control of the land.

INFORMATION ABOUT THE PROJECT

Please provide a description of the proposed project. The description should address the following matters.

1. **Goals:** What are the goals of the proposed project?
2. **Community Need:** Why is the project needed? How does it address one or more of the specific criteria identified as Town priorities with respect to the CPA Category or Categories applicable to the Project?
3. **Community Support:** What is the nature and level of support for the project? Include evidence of support, such as letters and petitions.
4. **Budget:** What is the total project budget? How will CPA funds be spent? What are the sources of non-CPA funding for the project?
5. **Timeline and Permits:** What is the schedule for implementation of the project? What permits, if any are needed for the project?
6. **Maintenance:** If ongoing maintenance is required for the project, how will such maintenance be funded?

INFORMATION ABOUT THE PROJECT

This project requests \$2,050,000 from the Community Preservation Committee (CPC) for the purpose of restoring Sandwich Town Hall. The primary focus of this project is the entire restoration of the second floor public assembly area that is in complete disrepair and unusable. While this project focuses on the second floor of the building, there are structural, mechanical, electrical and other conditions of the entire building that will also need to be addressed. Previously, the CPC authorized the expenditure of \$18,860 in administrative funds which allowed the Town to retain historic preservation specialists Roger Taylor Panek Architects to complete a comprehensive assessment of Town Hall. In addition, funding was also approved after Mr. Panek's report was finalized to further analyze the structural requirements that would have to be met by restoring Town Hall. Structural Engineer Michelle Cudilo performed and completed this work.

A project team consisting of CPC member and Sandwich Historical Commission Co-Chair Jonathan Shaw, former CPC member and Sandwich Historical Commission Co-Chair Kaethe Maguire, Selectman Frank Pannorfi, Public Facilities Director Ted Hamilton, Assistant Town Administrator Doug Lapp, and Town Administrator Bud Dunham has overseen the work on this project since its inception. Several meetings have been held with Mr. Panek, Ms. Cudilo, and various construction contractors to develop accurate estimates of the cost to perform the work. Analysis has also been conducted on required portions of the project that will not be able to be funded through the Community Preservation Act, such as temporary relocation of Town Hall staff during construction, moving expenses, and off-site storage of public records.

The total requested amount of \$2,050,000 is broken out in extensive detail on the following attached documents: Financial Summary of Town Hall Restoration Project (Attachment A); Capital Needs Study of Sandwich Town Hall prepared by Roger Taylor Panek Architects dated April 2007 (Attachment B); and an October 22, 2007 e-mail from contractor Bill Reich outlining the estimated cost of structural repairs for Town Hall (Attachment C). Also, stamped structural engineering plans are in the Town's possession and can be viewed at any time as needed or requested by the CPC.

In terms of the historic significance of Sandwich Town Hall, CPC and Sandwich Historical Commission member Jon Shaw has prepared an overview of the building which is attached to this request as Attachment D.

In response to the information requested in the CPC application form, here is our summary of each of the description items requested:

1. **Goals**: The goal of this project is to complete a restoration of Sandwich Town Hall, particularly the second floor of the building and the structural, mechanical, electrical and other systems that serve the entire building.
2. **Community Need**: Sandwich Town Hall is the focal point of historic Sandwich village and the center of the Town Hall Square National Register Historic District. The building has served as the primary location for Sandwich's local government since its construction in 1834. The second floor was originally used as a place of public assembly and that is what the project team would like to restore it to once again. The basic structural, mechanical, electrical and other systems of the entire building also need to be addressed and brought to modern standards and requirements. It is important to note that even if the project request

is not approved, some of the structural and other deficiencies identified will need to be addressed in the very short term.

3. Community Support: This project is supported by the Board of Selectmen, the Sandwich Historical Commission, both the Democratic and Republican Town Committees, American Legion Post 188, the Sandwich Taxpayers Association, and many other civic groups and members of our community. Restoration of Sandwich Town Hall was one of the first examples given on what could be done with Community Preservation Act (CPA) funds if the Town supported the conversion of the 3% surcharge on taxes from the Land Bank program to the CPA program.

4. Budget: The request for \$2,050,000 is based on several detailed cost estimates outlined in the previously mentioned attached documents. In summary, \$1,279,000 has been budgeted for interior and infrastructure work; \$500,000 for structural improvements; \$139,000 for short-term, required exterior work; and \$132,000 for ancillary expenses required to complete the project on both floors of Town Hall. All the professionals who analyzed Town Hall have stressed that with a building this old, it is likely certain issues will be discovered as work progresses that will need further attention than originally anticipated. The cost estimates outlined in the attached reports account for a reasonable amount of contingency expenses and should be sufficient barring any substantial, unforeseen issues.

5. Timeline and Permits: Several permits will be required for this project, including standard building, electric, and gas/plumbing permits, approval of the Sandwich Historic District Committee, and sign-off from the Massachusetts Historical Commission since the property has a permanent Historic Preservation Restriction. If funding is received at the January 14, 2008 Special Town Meeting, a designer selection process will need to be undertaken to prepare specifications and design plans for the project, local permits would be required, and the work would have to be publicly bid. The structural portion of the work will need to commence first and will likely take 5 months to complete. The remaining work will likely take 6 months so it is anticipated the entire project will take 1 year once it commences. Realistically, the project would likely be completed during late 2009 or early 2010.

6. Maintenance: There is no portion of this request that would deal with the actual on-going maintenance of the building, although many of the issues being addressed will improve the future maintenance and longevity of the building.

Thank you for your consideration of this request, and please let me know if you need additional information or would like to speak with the project team in more detail about what is being proposed.

Respectfully Submitted By:

George H. Dunham
Town Administrator

ATTACHMENT D – HISTORY OF THE TOWN HALL

CPA Grant – History of the Town Hall

Purpose of the Grant

The Selectmen of the Town of Sandwich, together with the Sandwich Historical Commission, are seeking a grant of funds from the Sandwich Community Preservation Committee of \$2,050,000 to preserve and restore Sandwich Town Hall, including the second floor assembly hall primarily for evening public use and the stage area for small meeting use while still permitting the combined use of stage and hall for certain public events. The Sandwich Historical Commission recommends support of this grant proposal and further states that, in accordance with the language of the Commonwealth's Community Preservation Act, the Sandwich Town Hall is the Town's most significant structure architecturally, historically, and culturally.

Significance and History of the Town Hall

The Sandwich Town Hall, built 1834, is one of the finest and earliest Town Halls in the Commonwealth and is located in setting that is both appealing and unspoiled. The two massive cypress columns fronting the Town Hall, each 3 feet in diameter and 25 feet high, are characteristic of the Greek Revival style, as are the proportions and symmetry of the entire building. This style came into use in America following the Revolution as the visible expression of the ideals of civic participation first established in Athens over 2000 years ago.

On the 200th anniversary of American Independence in 1976 the Town Hall and the Colonial and post-Colonial buildings leading to it were designated by the federal government as the Town Hall Square National Register Historic District.

The Town Hall was one of the first Town Halls, if not the first Town Hall, constructed in the Commonwealth following the public approval on 11 November 1833 by the voters of the State of a referendum to ratify the separation of church and state by amending the Article III of the Bill of Rights of the Constitution of the Commonwealth. Prior to 1834 the Sandwich Town Meeting had met in the Congregational (initially Congregational and later Unitarian) Meeting House located at River and Main Streets.¹ The Sandwich Town Hall is therefore not only an architectural symbol of the roots of democracy but also the actual historical embodiment of the separation of governmental power and religious expression.

The construction of the Town Hall was authorized by a vote of the Sandwich Town Meeting of 17 March 1834 with the building to be two stories high and "sufficiently large to seat 500 people." The Committee chosen worked rapidly to prepare plans for what was to be called the Town House with the second floor to be called the Town Hall. The site chosen was the meeting point of Grove, Tupper, and Main Streets and adjacent to the location of the 1638 water mill. That this choice was deliberate can be recognized by the fact that over 500 tip loads of gravel would eventually be required to stabilize the soil beside the millstream. The building was to be paid for over four years, and the entranceways to the Town Hall portion of the building were to be by two enclosed winding stairways located under the overhang to the left and right of the first floor entrance. This first floor was to be rented to businesses at the discretion of the Selectmen. By the end of 1834 the building was largely complete, and on 28 February 1835 it was authorized "to notify and warn the inhabitants of the Town of Sandwich qualified to vote in elections and in town affairs to meet [on 16 March 1835] at the Town Hall." The cost of

construction was \$4,138.32.

Following this first meeting in the Town Hall, the building itself is mentioned occasionally during the first 20 years in the records of Town Meetings, primarily with regard to leasing the first floor. Over the years lease-holders included among others a dry goods store, a cooperative grocery store, a newspaper publisher, a lamp maker, and a carpentry shop. By 1853 the roof required shingling and the chimneys were to be taken down and rebuilt. Certainly by that same year the Hall had become an active community center for in 1853 it was also voted that a constable should be present to “keep unruly boys in order” during the many public meetings, lectures, and public amusements.

As the Civil War approached, the Fourth of July parade of 1860 became an expression of Sandwich patriotism and the day ended with fireworks and a Military Ball at the Town Hall. The following year it was at the Town Hall that volunteers enlisted for the Union Army, and almost 60 years later those who began their journey into combat in World War I began it at the Town Hall. To this day (2006) displayed on the walls of the first floor hallway are commemorative plaques for World War I and World War II that record the name of every Sandwich resident who served his country.

Over the years the Town Hall also became a venue and incubator of civic activity. Sandwich celebrated the national Centennial in 1876 with a concert and public singing in the Town Hall. In 1878 a public demonstration of the newly invented telephone took place with wires strung between the Town Hall and the nearby Congregational Church, and residents were startled to hear music played in the church clearly audible in the Town Hall. A few years later, the Sandwich Public Library occupied a room on the first floor from 1892 to 1910, and this was followed by the Sandwich Historical Society that housed its collections in the same space until 1926, both leaving when they had sufficient support to establish their own buildings.

The Sandwich Town Hall reflects over 170 years of Sandwich’s history and culture as well as the larger issues of State and National life that have had an impact on the Sandwich community. The Town Hall has been in active use as the seat of Town government for every one of those 170 years. There are few towns that can make this claim.

With the use of modern communications, there is no reason why an active component of Town government cannot continue to use Town Hall, and with the preservation and restoration of the building as a whole there is every reason to believe that the magnificent space of the Hall can serve the public in ways that are appropriate for our own time, not for Town Meetings but for smaller events and meetings that can bring residents of the Town closer to each other and to the living history of the Town of Sandwich.

Synopsis of the Structural History of the Town Hall

- 1834 Construction Completed
- 1853 Chimneys Rebuilt
- 1860 Fixed Seats and Stepped Floor Removed and Flat Floor Installed
- 1880 Balcony Built along inside Front Wall to Increase Seating Capacity
- 1910 14-foot Deep Addition Made to Rear of Building for Stage & New Stairwell
- 1939 Front Staircases Removed and Partitions and Staff Toilets Installed – WPA Project
- 1989 Handicapped Access Installed
- 1993 Front Staircase Installed

ⁱ As early as 1813 the citizens of Sandwich had, somewhat by-the-by, initiated progress toward the separation of church and state when a conflict arose between the Unitarian-inclined voters of the Sandwich First Parish and the Calvinist-inclined members of the Congregational church regarding the ownership of the Sandwich Meeting House; the case was not finally settled until it reached the Supreme Court of the Commonwealth.

(Compiled by Jonathan A. Shaw, Co-chair Sandwich Historical Commission, from documents in the Town Archives – 9/21/2006)