AN ADMINISTRATION BUILDING FOR HOLDEN, MASSACHUSETTS
AN ADMINISTRATION BUILDING
FOR
HOLDEN, MASSACHUSETTS

AN UNDERGRADUATE THESIS PROJECT
SCHOOL OF ARCHITECTURE
MONTANA STATE UNIVERSITY
BOZEMAN, MONTANA

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MARCH 12, 1968
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"Between an April midnight and dawn nearly two centuries ago, there galloped up the Boston road to Lexington a rider who drew his horse up at the head of the green where

'The meetinghouse windows blank and bare
Gazed at him with a spectral stare.' "

Soon from the belfry of the meetinghouse the alarm sounded summoning the people of Lexington to an urgent and perilous convocation. Candles were lighted in the sconces of the meetinghouse. Hastily dressed and half awakened, the minutemen of Captain Parker's small company came together. As the sun was rising, the small company crossed the common in the shadow of the meetinghouse and, offered there the first armed resistance to the British which was to make the minutemen immortal.

This story, of course, is well known, but the point should be emphasized that the entire action revolves about the village meetinghouse. This structure served not only for regular assemblies on the Sabbath and at town meetings, but also as a gathering place for the inhabitants of the town at all times of emergency. This one building dominated and focused the entire life
of the community. The building was neither sacred nor purely secular, but appropriate for any service.

Physically, the meetinghouse was conspicuous both by its size and its commanding location in the town. It served as the only general gathering place, since outdoor assemblies were seldom practical in the New England climate. The meetinghouse was the political forum where voters congregated to take corporate action on matters of general importance. These town meetings were the nucleus of political life in New England. In the early years, the meetinghouse was a fortified place of refuge against Indian attack, also, the building was used for storage of guns and ammunition. It was the center of public intelligence, where notices were posted and proclamations read. Nearby, stood the implements of New England retribution, the whipping post and stocks.

In addition to this, the meetinghouse served a very vital purpose to the life of New England. Every Sabbath and sometimes on Thursdays, the entire population gathered in it to worship for their religion was of great importance to them.

The legal separation between church and state occurred in Massachusetts in 1811 and after this date the meetinghouse was used solely for administrative purposes.
and town meetings. Church services were conducted in white, spired, colonial churches which have become landmarks for New England. Instead of being called a meetinghouse, it was more commonly referred to as a town hall. Even though it was separated from the church, the meetinghouse or town hall remained an important building, retaining its prominence in the town due to its political notability.
CONDITIONS
CREATING
A NEED
The Town of Holden was incorporated in 1741 but it was not until 1836, nearly a century later, that Holden had a Town House. Up to that time, town meetings were held in the meeting hall of the Congregational Church which was then known as the Meetinghouse. The first town meeting held in the new Hall was on November 14, 1836 in a structure which was 60 feet long including the piazza, 38 feet wide, and built at a cost of $3,869.58.²

Forty years later, in 1876, the Town Hall was remodeled because little had been done since its construction date. The structure was enlarged by the addition of 26 feet to its length and the entire edifice was completely remodeled to its present appearance (See Figure 1 & 2). Also at this time the upstairs meeting hall was dedicated as Memorial Hall in honor of Holden's fallen soldiers of the Civil War.

From 1876 there was no increase in usable square footage for the Town Hall, yet, the town grew along with its administration requirements of its government. Offices were periodically shifted around and decreased in size to accommodate more office space. The plumbing has been kept in good working order but the rest-rooms are inconvenient and poorly planned.
VIEW LOOKING NORTH TO MAIN ENTRANCE OF THE EXISTING TOWN HALL

VIEW LOOKING NORTHWEST ACROSS HANCOCK COMMON TOWARDS THE EXISTING TOWN HALL

VIEW LOOKING NORTH ACROSS HANCOCK COMMON TOWARDS THE EXISTING TOWN HALL

FIGURE 1: VIEWS OF THE EXISTING TOWN HALL
VIEW LOOKING WEST
TOWARDS THE EAST SIDE OF
THE EXISTING TOWN HALL

VIEW LOOKING NORTH
ACROSS HANCOCK COMMON TOWARDS
THE EXISTING TOWN HALL

VIEW LOOKING SOUTH
TOWARDS THE NORTH SIDE OF
THE EXISTING TOWN HALL

FIGURE 2: VIEWS OF THE EXISTING TOWN HALL
Around 1945, the town voted to purchase the Damon Building located two buildings east of the Town Hall, and remodel it into offices since the Town Hall could no longer contain all the required areas that were needed by the Town of Holden. The Town Manager, Police Department, and Board of Health were among the offices to relocate in the old residence. The Assessor, Clerk and Recorder, Treasurer, and Welfare offices remained in the Town Hall (See Figure 3).

The space requirements were temporarily satisfied. However, it made a split or inconvenience in the town’s government. All departments and offices act under the Town Manager, are responsible to him, and should act together as a unit. The physical separation caused by the moving did not readily permit this. Also, moving the Town Manager to the Damon Building removed much of the importance from the Hall that rightfully should go to it. Important decisions were made and settled in the Damon Building and not the Hall as had been done since the Hall was first erected in 1836. Since town matters and small meetings were conducted in the Damon Mansion, the Town Hall became second in importance; a sharp break in New England tradition.
VIEW LOOKING EAST
TOWARDS THE DAMON BUILDING
ON THE PROPOSED SITE

VIEW LOOKING NORTHEAST
ACROSS THE INTERSECTION
TOWARDS THE DAMON
BUILDING

VIEW LOOKING NORTHEAST
ACROSS THE INTERSECTION
TOWARDS THE DAMON
BUILDING

FIGURE 3: VIEWS OF THE DAMON BUILDING
A new steam heating system was installed in 1934 but has never been updated. Because the Town Hall has high ceilings, and poorly fitting doors and windows, the structure is drafty and expensive to heat. The offices are stuffy, hot, and very uncomfortable during New England's humid summers.

In the new arrangement, storage space soon became insufficient and awkwardly located. The office space was not well illuminated either by artificial or natural means. Customer traffic patterns were awkward and easily congested with over ten people paying their telephone and electricity bills or just doing business in the Town Hall.

The Damon Building is not well suited for office space as the rooms are poorly sized, being either too large or too small for the new intended purpose. Movement from office to office is difficult because some offices also have to serve as main circulation areas. This interrupts the employees and causes confusion. There have been no changes or remodeling done to the Damon Building since it was taken over in the early 1940's. Because of its age, the house is difficult to heat. The house lacks storage convenience and restrooms for town employees.
In order not to get lost, the public has to have nearly complete knowledge of the building because of its many confusing nooks, corners, and "wrong" doors. The main entrance leads to an entrance hall which serves only a narrow stairway. This leads to one office containing the Board of Health. Few people transact any business in this office, yet, it was given a very important position. The Town Manager's office and the Police Department are reached from the rear of the building through inconspicuous side entrances. Since many people do business with these offices during the normal work day, it is not logical that these offices should be the most confusing and difficult to get to.

The need for a new Hall has been recognized by the Town Manager, The Selectmen, and the people of Holden, Massachusetts. They have decided to build a new one and will be voting this spring on when to initiate the project.
LOCAL CONDITIONS
The Town of Holden is located in Worcester County, Massachusetts, about forty miles west from Boston, Massachusetts. Immediately adjoining on the south, is the City of Worcester, of which Holden originally was a part. Its shape is a slightly irregular parallelogram. Because of its form and placement on the map, it has been said that "Holden lies like a diamond above the Heart of the Commonwealth." (See Figure 4) Its four sides were originally straight and nearly equal, but land has been taken from its west side for the Towns of Paxton and West Boylston.

In May, The General Court of Massachusetts appointed a committee to investigate land lying in the vicinity of Quinsigamond Pond, and located about midway between Boston and Springfield, Massachusetts. The committee was to investigate the possibilities of settling this land and in October of the following year, their report was favorable. An area of land about eight square miles was granted by The General Court of Massachusetts and laid out for a town.

The people, who had obtained this grant, did not consider their title as valid until they purchased it from the Indians, the original proprietors of the soil. On July 13, 1674, John alias Horrasuannoit, or
Quiquomassett, Sagamore of Pakachoge, and Solomon alias Woonsakochu, Sagamore of Tataessit, together with their people, conveyed by deed the land to the committee and several other people for $12 of New England currency.

This land, conveyed in the deed, comprised the entire township of Worcester before any portions were set off to form the Towns of Paxton, Auburn, West Boylston, and Holden.

At a general meeting of the citizens of North and South Worcester, held March 3, 1740, it was voted that the North half of the township be made into a distinct and separate town. On January 9, 1741, the North half of Worcester became a separate town known as Holden in honor of Hon. Samuel Holden, a prominent merchant of London, member of parliament, and leading director of the Bank of England.

The total area of the township, according to the State Census of 1835, is 19,982 acres. The soil is generally gravelly and not very strong. On many hills, however, it is stronger, richer, damp, and considerably stiffer in texture.

Pine, oak, maple, cedar, hemlock, hornbeam, ash, chestnut, walnut, beech, and birch are the natural forest growth. Wild flowers grow profusely with the
May-flower or trailing arbutus and mountain laurel growing in special abundance.

The most conspicuous marked elevation in Holden is "Stone House Hill", so called from the natural house formed by the projecting rocks. It lies in the southern part of the town, overlooking the reservoir of the Worcester Water Works. The hill has an elevation of 1100 feet.

The principal river in Holden is the Quinapoxet River which is formed by two main branches. One comes from Quinapoxet Pond and the other comes from Asknebumskit Pond. The Quinapoxet River flows into the Nashua River which eventually empties into the Merrimac River. Tatnuck Brook, in the southern part of the town, flows through Worcester into the Blackstone River. The City of Worcester has erected reservoirs along this stream and controls the valley as part of its water supply.

In 1831, Holden had five cotton mills, two woolen mills, two tanneries, ten saw mills, and three grist mills. Also, the town had many variety stores. Today, Holden has lost much of its industry to the South and is, for the most part, a commuter town to Worcester, a large industrial center in Massachusetts.

Holden's population has increased from an original 35 families to about 13,000 people in 1968.
The winters in the Worcester area are long and severe. The spring is short and passes abruptly into summer which is usually warm and humid. The autumn is nearly always cool and dry. Although varying in different parts of the state, the annual extremes in temperature are about 20° below zero to 100° or more above. The mean summer temperature average throughout the state is 70° and 23° in winter.
SITE CONDITIONS
Traditionally, the town hall has been located in the center of the New England town, because, in the hall, town business and government was conducted with many of the town's people participating. It was important, therefore, that the hall be located so that it was easily accessible to the people for gatherings, meetings, and everyday business. For this reason, the hall was situated as close to the town's center as possible. Eventually, the hall became synonymous with the town's center whether it physically was or not. The hall was an important, unifying, building that was readily identifiable due to its large size, formal exterior design, and placement in the town.

The site I have chosen is located in Holden northeast of the intersection of Route 122A which goes east and west and Route 31 which goes north and south. (See Figures 5 & 6). The present Town Hall is located on the northwest side of this intersection.

The Damon Building, a former residence now used for town offices, is situated on the proposed lot with a municipal parking lot which accommodates approximately 30 cars. The site contains about two acres of land which is almost completely flat. The perimeter
FIGURE 5
MAP OF THE TOWN OF HOLDEN
SCALE: 1" = 1000'
of the lot is surrounded by large, tall, elm and maple trees. North of the Damon Building, is a cluster of large evergreen trees. To the rear of the lot, is an old apple orchard. (See Figure 7) Due to the foliage, there are no distant views.

Immediately south and across Route 122A, is an old, brick and wood timber service station that has a steeply pitched, slate roof. East of the service station, is an old, two-story, frame building housing a dairy produce market, hardware store, barber shop, and other small stores. The original town cemetery is west of the service station and across Route 31. The cemetery dates back to the early 1700's and is surrounded and thickly planted with large, old, twisted maple trees. Hancock Common, a war memorial, is directly across Route 122A with the Town Hall, Trowel Club (school department building), and Congregational Church directly behind the Common. The Congregational Church, located west of the site, is an old, white, colonial building with a two-story educational building added to its east side. This also is colonial. The Town Hall is a two-story, Greek revival building with large, white, Doric columns supporting its entrance porch. The Trowel Club is a white, flat-roofed, colonial building. On the northwest
VIEW LOOKING SOUTH
TOWARDS THE DAMON BUILDING
ON THE PROPOSED SITE

VIEW LOOKING NORTH
ACROSS THE MUNICIPAL PARKING
LOT TO THE REAR OF THE
PROPOSED SITE

VIEW LOOKING NORTHEAST
TOWARDS THE REAR OF THE
PROPOSED SITE

FIGURE 7: VIEWS OF THE PROPOSED SITE
side of the site is the Damon Memorial Library, a massive, two-story, granite building that was constructed in 1888. A two-story, frame residence lies beyond the apple orchard directly north of the site. To the east is a funeral parlor, also white, two-story, and colonial in design. (See Figures 8-17).

Route 122A is a state highway, heavily traveled by people going to and from the City of Worcester. In the future, the state plans to construct a by-pass route. This will reduce Holden's rush-hour traffic congestion which is a great problem and inconvenience. Route 31 is moderately traveled.

To date, there have been no soil tests on the site, however, soil in the surrounding area consists of a hard clay called Hardpan which is very poor for drainage.

Prevailing winds come from the south and east. The worst storms come from the northeast, off the coast. Holden was struck by a severe earthquake in 1755, a cyclone in 1871, a blizzard in 1888, a hurricane in 1938, and a tornado in 1953. Usually, Holden experiences the ends of several coastal hurricanes every fall. These do little more than tree damage.
VIEW LOOKING SOUTH FROM
THE PROPOSED SITE TO THE
MOBIL SERVICE STATION

VIEW LOOKING SOUTH FROM
THE PROPOSED SITE TO THE
MOBIL SERVICE STATION

VIEW LOOKING SOUTH
TOWARDS THE MOBIL
SERVICE STATION

FIGURE 8: VIEWS OF THE SERVICE STATION
VIEW LOOKING SOUTH FROM THE LIBRARY TOWARDS THE CONGREGATIONAL CHURCH AND THE SERVICE STATION

VIEW SOUTHEAST FROM THE PROPOSED SITE TOWARDS SOME SMALL VARIETY STORES

VIEW LOOKING SOUTHWEST TOWARDS THE ORIGINAL TOWN CEMETERY

FIGURE 9: VIEWS OF THE CHURCH, STORES, AND CEMETERY
VIEW LOOKING SOUTHEAST TOWARDS THE ORIGINAL TOWN CEMETERY

VIEW LOOKING SOUTHWEST TOWARDS THE ORIGINAL TOWN CEMETERY

VIEW OF THE HANCOCK COMMON WAR MEMORIAL

FIGURE 10: VIEWS OF THE CEMETERY AND COMMON
VIEW LOOKING NORTHWEST
TOWARDS THE CONGREGATIONAL
CHURCH

VIEW OF THE
CONGREGATIONAL
CHURCH SPIRE

VIEW LOOKING NORTHWEST
TOWARD THE CONGREGATIONAL
CHURCH (SOUTH OF THE LIBRARY)

FIGURE 11: VIEWS OF THE CONGREGATIONAL CHURCH
VIEW LOOKING NORTH TOWARDS THE MAIN ENTRANCE OF THE CONGREGATIONAL CHURCH

VIEW LOOKING NORTH TOWARDS THE MAIN ENTRANCE OF THE CONGREGATIONAL CHURCH

VIEW LOOKING NORTHWEST TOWARDS THE CONGREGATIONAL CHURCH (LEFT) AND THE DAMON BUILDING (RIGHT)
VIEW LOOKING NORTHEAST
TOWARDS THE CONGREGATIONAL
CHURCH

VIEW LOOKING NORTH
TOWARDS THE MAIN ENTRANCE
OF THE TOWN HALL

VIEW LOOKING NORTHWEST
TOWARDS THE TOWN HALL

FIGURE 13: VIEWS OF THE CHURCH AND TOWN HALL
VIEW LOOKING EAST
TOWARDS THE WEST SIDE OF THE EXISTING TOWN HALL

VIEW LOOKING NORTHWEST
TOWARDS THE TROWEL CLUB FROM THE CEMETERY

VIEW LOOKING NORTHWEST TO THE MAIN ENTRANCE OF THE TROWEL CLUB

FIGURE 1L: VIEWS OF THE TOWN HALL AND TROWEL CLUB
VIEW LOOKING SOUTH
TOWARD THE NORTH VIEW
OF THE TROWEL CLUB

VIEW LOOKING WEST TOWARD
THE MAIN ENTRANCE OF THE
DAMON MEMORIAL LIBRARY

VIEW LOOKING WEST TOWARD
MAIN ENTRANCE OF THE
DAMON MEMORIAL LIBRARY

FIGURE 15: VIEWS OF THE TROWEL CLUB AND LIBRARY
VIEW LOOKING NORTHWEST TOWARD THE SOUTH OF THE DAMON MEMORIAL LIBRARY

VIEW LOOKING WEST TOWARD SOUTH SIDE OF THE DAMON MEMORIAL LIBRARY

VIEW LOOKING NORTH TOWARD THE SOUTH SIDE OF THE DAMON MEMORIAL LIBRARY

FIGURE 16: VIEWS OF THE DAMON MEMORIAL LIBRARY
VIEW LOOKING EAST TOWARDS THE WEST SIDE OF THE DAMON MEMORIAL LIBRARY

VIEW LOOKING SOUTHEAST TOWARD THE NORTHWEST OF THE DAMON MEMORIAL LIBRARY

VIEW LOOKING EAST TOWARDS THE MILES FUNERAL HOME

FIGURE 17: VIEWS OF THE LIBRARY AND FUNERAL HOME
Because the site is located in Holden's center, all utilities are easily accessible, these being electricity, water, storm drainage, and sewer. Holden has no piped gas service. If possible, the source of electricity will be underground.
The original government of the New England town was that of a pure democracy. The ultimate and actual working sovereignty, under the law of the state, was vested in the body of adult male citizens in town meetings. Here, at these gatherings, the needs of the town were debated and voted on, the budget was adopted and taxes levied, and administrative officers were elected and their work was reviewed by the voters. The annual town meeting was a social as well as political event. It was the occasion for visiting and merry making, as well as for debating and voting. It inculcated a sense for public affairs in numerous generations of citizens; it gave many men valuable training by affording them the opportunity to rule as well as to be ruled. These meetings nourished a feeling of patriotism for the town, which, though it might be regarded as merely parochial, was nevertheless a stabilizing force of great social value.

The functions of the town were the immediate responsibility of the selectmen of whom there were usually three, and a long list of minor functionaries. These men were chosen at the town meeting and the tendency was to limit the term to one year, though reelection was permitted and was, in fact, common. In practice, town affairs were
managed almost entirely by the selectmen and the town clerk. The selectmen constituted an administrative board in general charge of the town business, subject to the directions of the annual meeting. They had power to appoint certain officials not chosen by popular election along with general supervisory authority over the town functions that were not committed to other officials. Preparing and publishing the warrant which served as the guide for the town meetings was also their job. These men prepared the budget of proposed expenditures, acted as agents of the town in incurring debts, admitted persons to voting rights, maintained the care of highways and the relief of the poor, and generally managed the town in the intervals between meetings.

In many ways, however, the clerk was the most important town official. He also was chosen annually but was commonly reelected year after year so that in many towns, he became a sort of permanent under-secretary for all the town departments. Not only did he perform the routine secretarial duties in connection with town meetings and meetings of the board of selectmen, but was also keeper of a bewildering variety of records. In his office land titles and mortgages were recorded and marriage and other licenses were issued. He updated the list of voters, and
arranged for such matters as town printing, posting of legal notices, the custody of official bonds and the acknowledging of oaths and the attesting of documents.

The clerk conducted the official correspondence of the town and represented it in its contacts with the state government. In short, from many points of view, the town clerk overshadowed all other town functionaries, being more important to the townfolk than even the selectmen. This was due largely to the fact that he tended to be the only permanent town official. Having a command of town business far more extensive than that of any other official, he became a living repository of the town's governmental tradition, the unofficial historian and genealogist of the community, father confessor to the public, and keeper of the selectmen's conscience.

Taking all things into account, the New England town government was an admirable device. Admittedly, it was inquisitive and gossipy, it gave too liberal rein to the crank, the bore, the windbag, and the troublemaker, it put a premium upon talk, and it was tolerant of somnolent administration. However, in spite of these defects, it had the sovereign merit of bringing rulers and the ruled together and made easy the ventilation of...
grievances. It encouraged an intelligent and disinterested attitude towards public questions, and it fostered at its best a strong sense of reality of the community. In an age when the community was self-conscious, it institutionalized the neighborliness of the village.

In more rural parts of New England, town government functioned much as it always did. That is to say, where the town is still an actual community, it gets on quite well with a type of government which assumes the existence of a stable and homogeneous population, and does not encounter administration problems. Where these conditions do not occur, modifications have been serious. These have proceeded along three lines. The first of these involves changes in the town meeting itself. After a certain point has been passed in population growth, say 5,000 people, questions of administration come to overshadow those of policy and such questions do not lend themselves to solution by general discussion. Moreover, in such towns the homogeneity of the population has been destroyed by the influx of foreigners who are strangers to the native political and governmental tradition. In a number of larger Massachusetts towns, this situation has led to the adoption of the limited town meeting, in which a rather large body of elected representatives exercises
all the powers previously possessed by the town meeting itself, under the guidance of the finance committee of the town.

In other parts of New England where the town meeting has not been modified, the growing incompetence of both the meeting and selectmen in financial matters, has led to the creation of finance committees to furnish leadership and town guidance. The finance committee is an unpaid board of citizens with the general duty of advising the town on matters pertaining to taxation and expenditures. It frames the budget and holds hearings upon it prior to the regular town meeting. The committee may formulate a long-term public works program and advise both the selectmen and the meeting concerning the creation and retirement of town debt. Since New England communities generally contain a number of experienced men in private business, local and state government, finance committees are often able groups, deserving and receiving the respect of the public.

When town functions were few and simple, the selectmen were able to discharge them successfully. In the more populous communities, however, the ancient system has in late years broken down with the growing demand for new
public services. In definitely urban places, such as Holden, Massachusetts, this has led to the adoption of the manager plan. Here improvement in administration has been sought by conferring wide powers upon the town engineers or superintendent of highways and by centralizing other functions, such as finance, under one responsible head.

Making this system of government function is due largely to the undoubted fact that the qualities of conservatism, thrift, stability, and intelligence are combined with comparatively widespread administrative capacity and no little ingenuity in obtaining practical results. The chief result of the persistent ability of the town to retain its identity, vitality, community consciousness, and the loyalty of its inhabitants, and its peculiar institution, the town meeting, has been a growing tendency to assign administrative functions to larger units, such as town managers, special districts, the county and even the state, and to strengthen state supervision over town functions of more than purely local interest.

The function of the new Administration Building for Holden will be to satisfy the needs of the town's governmental requirements under the centralized control of the town manager. The following offices will
be needed in the new Administration Building to satisfy these requirements.

Town Manager
Selectmen
Planning Board
Accountant
Treasurer and Collector
Town Clerk
Assessors
Sealer of Weights and Measures
Building Inspector
Engineering
Police Department
Health Department
Light Department
Water and Sewer Department
Highway Department
Forestry and Parks Department

A brief summary of the functions and duties of these offices will help clarify their purpose in relation to town government.
The Town Manager's office will perhaps be the busiest during an average work day since the Manager has assumed much of the responsibility and decision making of the old town meeting. All business transactions, new projects, and matters concerning Holden will be reviewed by him with many individuals and committee members representing the town. His function as moderator for the town will necessitate the placement of his offices in a prominent position in the building so that he is easily reached. These offices should, however, have enough security and privacy to insure him easy access to and from the building without public hindrance or inconvenience. Consultation with the general public, conferences with various committees, and execution of town matters should be conducted at his discretion.

To conduct his business, the Town Manager will require a private office suitable for him and capable of containing small conferences, an outer office for his secretary where she will perform her many duties in conjunction with the Town Manager, and access to a relatively large conference room for meetings with the Planning Board, Selectmen, and
perhaps a restricted number of town's people.

His office should be readily accessible and adjacent to the Selectmen, Planning Board, Clerk, Assessors, Engineers, Accountants, and Treasurer and Collector for their duties supply information having bearing on his ultimate decisions. A large meeting room or auditorium capable of containing a large portion of Holden's population will not need to be incorporated into the Administration Building as town meetings can be accommodated in one of the school auditoriums.
The Selectmen in Holden usually number three and are not employed by the town. They are elected and act merely on a "spare time" basis to assist the Manager on his decisions. Even though they are not required to be present and available 100% of the time, their duties are important to the Manager and the town for they aid and play a significant role in deciding town matters. They help determine town needs, hear petitions, fix taxes upon election approval, approve budgets, and act as the legislative branch of the town government. Usually the Selectmen are businessmen in the town and, in a sense, they are the voice of the town's people, representing them between town meetings. When they confer with the Town Manager, they do not require individual offices of their own. Rather, they can be incorporated into a large conference room adjacent to the Manager's suite of rooms.
The Planning Board consists of three or four and perhaps five members with only one actually being employed by the town. This committee establishes zoning laws, supervise planning of town roads, and generally attempts to follow a master plan for the town to insure proper land use. This office co-ordinates town functions and speculates on and where any future building in the town will be done. An office large enough to contain their records, files, and maps along with suitable room to meet among themselves prior to consultation with the Town Manager or larger conferences will perhaps be sufficient for their needs. This office also should be in close proximity to the Town Manager and within easy reach of conference rooms.
The Accountant keeps a careful record of all town monies, tabulates the budget, records the monetary assets of all departments and funds, and knowns generally the amount of money available for certain expenditures. In short, he maintains a record to justify all town expences. This office would work closely with the Clerk, Assessors, and Treasurer and Collector. Primarily, the requirements of this office would be for financial tabulation, recording, and storage rather than a place for any conferences. It is not necessary for this office to be readily available to the public for the Accountant's records would be handled through another more important office such as the Clerk's before the general public could inspect them.
The office of Treasurer and Collector keeps track of money collected from taxes, bills paid to the town, and is in charge of all money in the town. Any money paid by or to the town must pass through the Treasurer's office and be legally recognized by the office with an official signature. Payrolls to all town employees are made out and carefully checked in this office. Since monies are handled and collected by this office, it is extremely important that the area work in conjunction with the Accountant and be situated as near to it as is possible. Probably in this office rather than the Accountant's, a vault should be included for storage of money, records, and documents.
The Clerk performs secretarial duties in conjunction with town meetings and all other governmentally important meetings that relate to town business. Also, land titles, mortgages, and marriages are recorded by him. The Clerk issues all licenses and updates his list of legal voters. He carries on all correspondence for the town and arranges for all the things previously mentioned in the general history and introduction of New England government. His is an important office which must be readily available to the public, Town Manager, and most other offices in the building. In it should be a considerable amount of storage for his records, files, and manuscripts. This office probably has more contact with the general public than any other office and because of this, many small business transactions are handled here including passes to the town swimming pool and refuse area.
The Assessor's office is concerned with the taxable evaluation of all property in the town because this is where a portion of the town's income is derived. The office deals to a considerable degree with the public and is often visited by town's people seeking information. Its employees often work outside to complete their assessments. Many records are stored in this office which will require a good amount of storage space. These assessments are published annually in a town book along with other town information such as births, deaths, and marriages to remain as a permanent record of their work.
The Town Manager has listed an office of Sealer of Weights and Measures, however, other than being an official who attests or certifies conformity to a standard, this will have to be investigated further to find its relationship in the building and to the town.
The Building Inspector's chief duty will be to certify that all buildings in the town, whether public or private, are safe for occupancy. He must insure that all buildings conform to Town, State, and National Building Codes. It is within his powers to condemn a structure if it does not pass these code requirements. A lot of his work will be done outside inspecting buildings, though, an equal amount will be done in his office reviewing plans for future buildings. He will deal not with the general public but with officials representing the public such as architects and engineers and will most likely co-ordinate some of his work with the Town Engineer. Storage in his office will also be quite important.
The Town's Engineering Department will be very important and command a considerable amount of area in the new building. In this office will be records, maps, and all information concerning the town's highways, sewers, and all other underground utilities. Because he has access to this information, many people will be dealing with him since his information will influence many decisions in town matters. He will have a vast collection of drawings, charts, and diagrams, many of which will be drawn by him. Consequently, he will need a great deal of storage space along with an area to reproduce his work, such as a blueprint room. Since he will be doing a lot of drafting in his office, there will be need for a drafting area and places to store his equipment. Also, he will need a small area for consultation. This office should be located near some of the town departments such as Light, Highway, and Water, and Sewer.
The Police Department employs approximately seven or eight part-time policemen besides the chief who patrol Holden in two police cruisers. The chief will need a private office of his own and possible a secretary in a general meeting room where all patrolmen can assemble for briefing from the chief. There will be no need to have any cell or detention areas because offending criminals are taken to jail in Worcester, Massachusetts which is located eight miles from Holden.
The Health Department does not offer clinical service to patients as they are usually treated in any of Holden's clinics or at the hospital. The department does offer, though, home service for people not capable of getting to one of the clinics for treatment. Because the nurse is usually visiting her patients in town during the day, her office is seldom open to the public. She will need a private office along with a meeting room for the Board of Health's monthly meetings.
The Light Department will have only its offices for administration in the new building for its trucks and supplies are presently situated in a town garage. The intent being to centralize all department heads in one building so that administration can be organized under the Town Manager. The department head will require a private office and perhaps a small meeting room for his men and a few officials.
The Water and Sewer Department will be organized like the Light Department with only its department head located in the new building. Each of these departments will be occasionally visited by the public and will need to be accessible to it. There will be no Water and Sewer Department trucks stored or parked near the building. There will need to be a central billing office for the Light and Water and Sewer Departments.
The Highway Department will serve solely administration purposes as will the Light and Water and Sewer Departments in the new building. It also will need only a small private office for the department head and a small meeting area for conferences.
The Forestry and Parks Department has, at present, only a part-time employee in charge of the town's tennis and basketball courts, and swimming areas. He will require only a small office and some storage. His office should be accessible to the public although little business will be conducted there.
A minimum of two conference rooms will be required for the new building, both of which should accommodate about 60 people. Several smaller ones in addition to these would be desirable.

Since approximately 50 people will be employed in this building, it would be desirable to provide a general lounge area.
AESTHETICS
Much of the heritage that is associated with New England is derived from its early town meetinghouses, later known as town halls when the church and state separated in 1811. Because the building satisfied the requirements of administration, worship, and protection, it became a very important community building to its people. In order to satisfy these functions, the hall was usually large, given a prominent position in the town so that it was easily located, and designed to reflect the qualities of strength, unity, and dignity that were apparent in the first settlers of New England.

The Administration Building for Holden, Massachusetts, will serve only governmental purposes but should, however, in some way, reflect the heritage of New England and be in harmony with the surrounding buildings which are, for the most part, colonial in design. This can be accomplished not by the addition of wood shutters or a colonade to the final building, but by the use of materials and forms which relate to colonial architecture.

Actually, it is not entirely necessary for the building to reflect anything of colonial architecture as this style is today. This later colonial architecture is not really historically indigenous to New England.
When the Pilgrims first came to America, their structures were essentially built for shelter from Indians and the elements. The early style was simple, honest, and direct. Today, the style is quite different. Floor plans of the early style were simple rectangles with a fairly symmetrical room division which usually related to and revolved around a central core containing fireplaces, stairways, and storage. Windows were high, small, and capable of being covered by a wood shutter in the event of inclement weather or attack. Detailing was simple. The total effect was a large, massive, yet completely unpretentious building.

It was not until New England became relatively settled and affluent that her people built colonial-type buildings from memories of styles in England. New Englanders associated England's style of colonial architecture with the wealth and good living that they had remembered the upper classes in England as having. It was a symbol of status to them, already established and easily obtained. The tradition evolved to copy England's architecture rather than establish a style that was indigenous to New England. Since this style is borrowed, it is not necessary to attempt to "put" colonial
architecture on the new Administration Building for the sake of tradition as such.

I make this qualification between borrowed tradition and indigenous tradition because borrowed tradition relating to colonial architecture does not really represent or capture the spirit of New Englanders. They were and still are extremely strong-minded, independent, very proud, and a rather tightly-knit group of people. They had to possess these qualities, otherwise they would not have journeyed so long or suffered so hard for the things in which they believed when they sought a new world. All the things that these early settlers were, is very much present in their architecture. They did not have time to concern themselves with the amenities of life and provided only basic shelter and living conditions in their buildings. In a way, their architecture was almost spontaneous. Yet, these first settlers seemed to have had a feeling for their buildings and the way they were constructed. Wood was the most commonly used material and the construction method was generally post and beam. With this material and method, they constructed many buildings containing much beauty or aesthetic value even though it was not necessarily planned that way. The aesthetics came from the simplicity, honesty, and direct -
ness in their homes, meetinghouses, and stores. Separately each building was different and satisfied a particular need, together as a unit, the buildings blended very well into a whole making an extremely pleasant composition. No single building stood apart in the town, yet, each retained its own individuality. Some buildings were larger than others and had more prominent locations in the town, but they harmonized well with their surroundings because of common materials, shapes, and character.

The later colonial architecture or borrowed tradition does not reflect this same spirit, it does not appear as rugged and sturdy. Instead, its appearance is pretentious, overly detailed, and does not seem as fitting for these first settlers. Their heritage appears almost to be lost.

It would seem more fitting for the building to evoke the feelings of government and security as did the first meetinghouses express these same feelings to the Pilgrims. The building should feel secure not in the sense as from attack but in the sense of being stable and enduring. The recent colonial architecture has a marked impermanence about it which is out of character.
with the first settlers. Fundamentally, the needs of the administration building are still the same as they were for the meetinghouse, with only increased population governing the modifications. The goal, then, would be to evoke the Pilgrim's qualities of strength and perseverance rather than just copy a colonial style which would have no meaning to it. They were hardy people, so was their architecture. There was meaning to early New England architecture in its rectangular, simple plans which were easy to construct, and its small, high windows employed for protection. As time went on, however, they desired more beauty, or really, more prestige and amenities, in their buildings. They accomplished this by embellishing their structures with detailing borrowed from their mother country. The desire for beauty was good and, I think, very natural but the execution of this desire was not good because the result was charming rather than true or honest.

When the Pilgrims became more wealthy, they lost sight of the meaning of their difficult beginnings, perhaps even voluntarily, and strove to get a more prestigious background with more polish. Their architecture became affected and cute; wood shutters served
merely as decoration and no longer could be operated to protect a window and those inside. They no longer needed protection and they no longer should have needed the shutter. Early New England architecture should have progressed and adapted to new requirements, but it did not.

The qualities of the first settlers are the ones that should be incorporated into the new Administration Building in a proper way, a way which will not require wood shutters to finish it, a way which will pay respect to New England's heritage. The current functional requirements should also be handled in a fitting way which will permit a true and honest architecture. The architecture of Holden's Administration Building should be as worthy as were the initial thoughts and desires of the Pilgrims and have all the meaning that their first buildings had.
New England history is filled with many references to its meetinghouses for it was in these structures that most of the activity in the New England community was centered. New Englanders took pride in these buildings for they were designed and constructed to contain the Pilgrim's requirements in a way which would give their town dignity and feelings of strength and security.

Since Holden's Administration Building will command a central position in the town both physically and psychologically, the building should be given special attention to make it a proper place for government.

The two major costs that are involved in the Administration Building are the initial cost, that is, the cost of construction and the continuing cost of operation such as maintenance and repairs. It would be a wiser decision to select materials that have longer periods of use which do not wear out quickly, less maintenance, and perhaps a higher initial cost than materials which wear out fast, require a lot of maintenance, but have a cheaper initial cost. The high initial cost of the better material will be more than balanced out in less maintenance and replacement as against the cheaper material requiring more maintenance over a given period of years.
The new government building will serve the needs of Holden for perhaps 50-60 years before a major addition or a new building will have to be considered. It would be practical, therefore, to have the material in the building last equally long with as little maintenance as possible. Anything that can be designed into the building which saves work on the part of paid staff, reduces consumption of fuel and power, or minimizes the need for refinishing and repairs, will pay dividends to the community for the useful life of the Administration Building.

Productive spaces may be defined as those in which the required function of the building takes place. In the Administration Building, this function is primarily governmental. Non-productive spaces, such as corridors, toilets, lounges, and storage are all essential to carrying out the primary purpose but should, however, be kept at a practical minimum, consistent with achieving the primary objectives of a good government building.

Because Holden is located near Worcester, a major industrial center in the East, most standard building materials are readily available. Wood, steel, masonry,
and concrete are stored, sold, and occasionally fabricated in the Worcester area in ample supply. Special items such as unusual concrete forms would not be difficult to order or deliver to the construction site.

Labor in the area is both union and non-union with sufficient numbers of each to permit good, competitive bidding among the contractors. Holden has many capable construction companies and since Worcester is only eight miles away, some of the larger firms located in Worcester could also bid the job with no great transportation difficulties.

The Town of Holden already owns the lot on which the proposed building will go, and as a result, land purchase costs will not need be included in the budget for the building. All utilities are close to the lot and there are no irregularities on the lot such as large rock formations that would make the utilities, excavation, or landscaping rise above normal installation costs. There would be, however, an additional cost for demolition of the Damon Building, either before or after the construction of the new building, depending upon where it is situated on the lot. I do not suspect there is anything in the Damon Building that would be of any value on the antique market, although the dismanteled...
lumber could be sold or used during construction for forming, bracing, etc. There is, at present, no real estimate of total square footage for the proposed building and, as a result, a cost-per-square-foot analysis is not possible at this stage of investigation. However, an estimated budget, given to me by Holden’s present Town Manager, of $300,000.00 can be used as a guide for the preliminary design. The actual construction budget is dependent on the recommendations of the study committee.

Under Article 22 of the annual Town Meeting held on March 9, 1968 a study committee was authorized and given a $1,500.00 appropriation with an additional $1,500.00 being available from the Light Department to study and prepare preliminary plans and specifications including cost estimates for a Town Office Building. Since many town departments will be located in the proposed building, such as, the Municipal Light, Water, Sewer, and Highway, these departments will be asked to contribute a share of the cost. Hopefully, a large contribution will come from the Municipal Light Department.
I would like to reinforce that this budget and its source are subject to change upon the recommendations from the study committee under the authorization of the Town Manager.
FOOTNOTES
Footnotes


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Bibliography


Interviews


Mc Cann, Edward, Town Manager of Holden, Massachusetts, December 27, 1967.

Tours
