

I PROJECT BACKGROUND

In 2004 the Oregon Legislative Emergency Board directed the State Department of Human Services (DHS) to conduct a master plan review of the current Oregon State Hospital (OSH) and of the effectiveness of the existing mental health system. Thus began a two-year analysis that resulted in an updated Framework Master Plan. Based on that plan the State assessed over 16 sites around the state in order to choose the best location for one or more new mental health facilities. Ultimately the State selected the existing OSH site in Salem and the Department of Corrections site in Junction City as the locations for the new facilities.

As planned, the Salem site will include a 620-bed, 680,000 square foot, state-of-the-art, mental health hospital. The hospital complex will include areas for patient housing, staff offices, counseling and treatment rooms, indoor and outdoor recreation, and support facilities.

The existing site covers approximately 135 acres and includes 72 buildings which are scattered around several park-like landscaped areas. The site is bisected by Center Street, which runs east to west through the site. The vast majority of the buildings were built between 1883 and 1958. Two of the buildings are listed as local landmarks by the City of Salem: the Dome Building, built in 1912, and the J Building, built in phases between 1883 and 1915.

Recently, a volunteer group of Salem citizens organized with the goal of nominating the entire Oregon State Hospital site as a district to the National Register of Historic Places (National Register). To accomplish that task the volunteers prepared a National Register of Historic Places Registration Form that, in general, describes the historic significance of the site, buildings, and structures. This document was submitted to the Oregon State Historic Preservation Office (SHPO). In August 2007, in agreement with the group's recommendation that the hospital site be considered a historic district, SHPO asked the State Advisory Committee on Historic Preservation (SACHP) to approve the district nomination. That approval was given on October 15, 2007, and therefore the entire site is now determined eligible for inclusion in the National Register of Historic Places. SHPO staff requested revisions from the nominators which were submitted to SHPO in December of 2007. On January 10, 2008 SHPO staff forwarded the nomination to the Keeper of the National Register at the National Park Service, who has final authority to list properties on the National Register. The determination of eligibility has significant

implications on the State and local review process and will likely impact decisions regarding the existing buildings, site, and new construction.

As a result of the determination of eligibility for inclusion in the National Register, according to City of Salem Revised Code-Chapter 120A, all proposed exterior restoration, remodeling, relocation, mothballing or demolition on the entire site must be reviewed by the City of Salem's Historic Landmarks and Design Review Commission (HLDRC) or its staff, depending on the nature of the proposed work.

In addition, per ORS 358.653, any state agency or political subdivision responsible for real property of historic significance in consultation with the State Historic Preservation Officer shall institute a program to conserve the property and assure that such property shall not be inadvertently transferred, sold, demolished, substantially altered or allowed to deteriorate.¹

Per this law, SHPO must be consulted on DHS's proposed project at the Oregon State Hospital and be engaged in a negotiation to minimize the negative impacts on the District's historic resources.

Because of the landmark status of two of the OSH's buildings (the Dome Building and the J Building), the general historic significance of the site, and the subsequent determination of National Register eligibility, DHS decided that a Historic Resource Report was necessary. Architectural Resources Group (ARG) was hired by HOK to prepare this report. The report focuses on the south side of Center Street where the new facility is likely to be constructed. ARG's conclusions result from extensive site and historic document reviews that were aimed at further establishing the historic significance of the site's buildings and structures, the historic significance of the site based on its uses over time, a record of the condition of the buildings, and the site's character-defining features. The Oregon State Hospital National Register nomination was consulted for historic context. A Rough Order Of Magnitude (ROM) analysis was prepared in conjunction with the other architecture and engineering team members that are working on the project.

The information contained in this report is meant to be used by DHS and its design team as they determine where to place the new facility and how best to use the existing historic buildings and structures. It is very likely that a number of historic buildings will be affected by the new construction; some may need to be demolished, some restored,

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1 For full text of these statutes, see Appendix A.

some mothballed, and others relocated to meet DHS project requirements. Once DHS makes decisions regarding the historic district resources and new facilities, it will submit an application to the City of Salem for approval of the proposed project. Documentation describing the effect of the proposed construction on the historic buildings and the reasons for making the related design decisions will be presented to the HLDRC for its approval and issuance of the required permits. Following City action by the HLDRC, DHS will consult with the SHPO to obtain that agency's input on the proposed project.

II EXECUTIVE SUMMARY

In 1883 the first building on the Oregon State Hospital site was completed. It was designed following the writings of Dr. Thomas Kirkbride, which were the widely accepted standards of the era on the planning of mental health facilities. At the OSH Kirkbride's recommendations are reflected not only in the 1883 hospital building, but in the related support facilities, farm, and landscaped park. Over the years many other building and site improvement were constructed to support the provision of health care services, both on and off the OSH site. The hospital saw a great deal of growth from its founding until the late 1950s when admission requirements changed to admit only those patients who were deemed to be a danger to themselves or others. The OSH is one of the oldest mental health hospitals on the West Coast and thus represents the evolution of mental health care from the late nineteenth century to the mid twentieth century.

In 2004 the State Legislative Emergency Board directed the State Department of Human Services to conduct a master planning effort geared at determining the effectiveness of the existing health care system. Based on the resulting plan two sites were selected for the state of the art hospital facilities. One is to be built in Junction City and one on the OSH site in Salem.

The Salem site contains many historic buildings, structures and character-defining features that will likely be affected by the construction of the new hospital. Architectural Resources Group was hired to prepare this historic resource report, which describes the site's historic features, assesses their condition, and describes their historic significance. Additionally, this report summarizes the historic reviews that will be conducted by the State Historic Preservation Office (SHPO) and the City of Salem.

The OSH site has been deemed eligible for listing as a historic district in the National Register of Historic Places. As such all work that affects the character-defining features of the buildings, structures and site must be reviewed by the City of Salem's Historic Landmarks and Design Review Commission. The State of Oregon regulation ORS 358 also requires that the Department of Human Services consult with the SHPO to assess the impacts of the proposed project on the site's historic resources and develop potential mitigation measures.

Section VII of this report contains a matrix that includes photographs and architectural and function information for all of the buildings on the southern portion of the OSH

campus; the portion that is proposed as the site of the new hospital. The integrity of the historic district is predicated on the retention of the buildings and site features that are representative of each of the five functional zones, three periods of development, and the site and landscape character-defining features.

Section VIII is a matrix that presents an assessment of the condition of the buildings south of Center Street.

Section IX describes the unique characteristics of the OSH Historic District. This includes five functional zones: Patient Treatment and Housing, Park, Farm, Services, and Residential. It also includes three distinct periods of development within the designated period of significance: the Kirkbride Period, Transitional Period, and Modern Period. This section also contains a description of character-defining site and landscape features such as the connectivity of building functions, building placement, landscape and site features, and common building materials and forms.

Section X summarizes the type of costs that would be incurred to restore, move, mothball, demolish or re-use each building.

The *Appendices* contain historic review regulations, historic photographs, mothballing procedures, and Section 8 of the National Register of Historic Places nomination form.

This Historic Resources Report is intended to be used as a tool to assist the Department of Human Services in decisions regarding the location and design of the new hospital complex while maintaining the integrity of the OSH Historic District.