



Parks, Recreation and Historic Preservation

ANDREW M. CUOMO
Governor

ROSE HARVEY
Commissioner

February 2, 2017

Mr. Thomas A. Pohl
Deputy Counsel
41st Floor, Corning Tower, ESP
Albany, NY 12242

Re: J.N. Adam Developmental Center/Condition Assessment/Planning
Perrysburg, Cattaraugus County
16PR08768

Dear Mr. Pohl:

Thank you for asking OPRHP's Division for Historic Preservation to assist your agency as you implement the requirements outlined Governor Cuomo's veto message No. 264 regarding the disposition of the former J. N. Adam Developmental Center. We are submitting these initial historic preservation comments to assist with your agency's responsibilities under Section 14.09 of New York State Parks, Recreation and Historic Preservation Law (NYSPRHPL).

Background

As you know the interaction between OPWDD and our office regarding this medical complex extends back to 1982. In June of that year we were contacted by OMRDD (now OPWDD) to help assess the potential historic nature of a number of their facilities. This activity appears to have been prompted by the passage in 1980 of the New York State Historic Preservation Act (NYSPRHPL Section 14.01-14.09). Section 14 07(a) of this legislation states in part:

“The commissioner, with the assistance of the agency preservation officers of all state departments, agencies, boards, commissions, public benefit corporations and public authorities shall prepare and maintain an inventory of all property owned by the state, public benefit corporations or public authorities, which may qualify for nomination to the national register of historic places and/or listing on the state register of historic places.”

Eligibility Status

In mid-1983 staff from J. N. Adam contacted our office to begin the process of formally listing the facility in the New York State and National Registers of Historic Places. This process continued with numerous correspondences amongst OPRHP, J. N. Adam staff, OMRDD (OPWDD) and the NYS Facilities Development Corp. In August 1985 the register nomination document for the facility was reviewed by the New York State Board for Historic Preservation (“Board”). This was the first step in the process of listing the facility in the registers.

In their findings the Board recommended to NYS Parks Commissioner, Orin Lehman that buildings 1-9, 11, 12, 13, 15, 16, 17, 18, 19, 20, 25, 26 and 27 (contributing buildings) and buildings 34 and 44 (non-contributing buildings) be approved for listing in the registers as a historic district. Also at this time OMRDD Commissioner Arthur Webb noted that he “*heartily*

supports the nomination” but he could only support the listing of buildings 1-9 and 44.¹ Similarly, the NYS Facilities Development Corporation wrote recommending the listing of only buildings 1-9 and 20.

Ultimately, the agencies agreed that the nomination *would not* be progressed for actual listing in the registers until a decision as to which buildings should be listed could be resolved. This never occurred and the register status of the facility never progressed. As a result, our records continued to reference that buildings 1-9, 11, 12, 13, 15, 16, 17, 18, 19, 20, 25, 26 and 27 remained technically “eligible” for inclusion in the New York State and National Registers of Historic Places based on the Board’s action.

In 1987 a study of the structural conditions associated with the exterior concrete porches at buildings 6 and 7 was undertaken by Duchscherer- Oberst Design.² The results of this study found that the structural concrete in portions of these buildings was failing due to an alkali-silica reaction, which was irreversible.

In 2006 a proposal to transfer the facility out of state ownership was reviewed by our office. At that time our staff conducted a site inspection and found that the structural conditions of many of the previously determined “eligible” buildings had significantly deteriorated since 1985. This finding was supported by the 1987 study and visual inspections of other outlying buildings at the facility.

As a result, it was determined that many of the buildings had lost significant integrity due to deterioration and should no longer be classified *eligible* or *contributing* to the district. This finding on the part of our agency included all buildings *except* 1, 2, 3, 4 and 5. This core grouping, which includes the iconic domed dining room, appeared to retain sufficient architectural integrity to continue to be eligible for inclusion in the New York State and National Registers of Historic Places.

A 2006 study by Fort-Albert Associates provided some additional information about conditions of these 5 interconnected buildings, but was largely limited to environmental issues such as mold, lead paint and asbestos. No new structural analysis was completed to our knowledge.

In December 2006 the Empire State Development Corporation (“ESD”) sought our comments for a proposal that would have transferred the complex from New York State to the Trathen Land Company. At that time OPRHP provided ESD with a *DRAFT* historic preservation covenant for the sale. This agreement would have placed ongoing Section 14.09 (NYSPRHPL) review requirements on buildings 1-5 only for the new owner. However, the project did not proceed and the covenant was never executed. Now ten years later we expect that the condition of the remaining eligible structures (Buildings 1-5) has significantly worsened.

The recently submitted visual assessment conditions report titled: *Structural Conditions Assessment Report: J.N. Adam Developmental Center* (November 18, 2016) has been helpful in updating our understanding of conditions at the complex. The visual inspection of Buildings 1-5 confirms that the conditions of the complex’s core buildings are deteriorating at an accelerated rate.

The report’s narrative and images depict a group of large institutional buildings that are in active decline due to water infiltration, vandalism, structural condition failure and abandonment. As

¹ A full list of the buildings reviewed by the NYS Office of Parks, Recreation and Historic Preservation at the J.N. Adam Developmental Facility is attached as Appendix II.

² Buildings 6 and 7 as well as corridors 8 and 9 were designed by Architect, Howard Beck and constructed in 1924.

such, we would concur with the report's recommendation that *"...a detailed structural investigation and testing program be implemented as part of the planning process when considering potential redevelopment options for the center."* This more rigorous testing will also help to determine what, if any, potential for rehabilitation and adaptive reuse might exist for all or some of this complex of buildings. It would also help us to better refine the recommendations that follow in this letter.

Facility History

Historically, buildings 1-5 represent the original core of the J.N. Adam Complex. Built in 1912 the complex was designed by noted Buffalo Architect, John H. Coxhead (1863-1943). The hospital was to be located on a bucolic property 40 miles south of the city of Buffalo in Perrysburg northern Cattaraugus County. The property had been selected by Dr. John H. Pryor. Pryor was a staunch proponent of the landmark tuberculosis research work that had been undertaken by Dr. Edward Trudeau in Saranac Lake in the late 19th century. Trudeau's successful plan for curing tuberculosis relied on a regiment of "open-air" treatments. Based on this research Dr. Pryor had established his first successful open-air treatment sanitorium named "Raybrook" near Saranac Lake. He had also established a small cottage sanitorium in Perrysburg that he had named "Tipperary."

By 1908 Dr. Pryor had convinced the city of Buffalo that they should develop their own tuberculosis institution separate from what were viewed as inadequate state facilities. To accomplish this goal 293 acres of land was personally acquired by Buffalo Mayor, James N. Adam (1842-1912). Adam in turn gifted the land to the project.

Next the city's Tuberculosis Commission hired John Coxhead to design the new complex. Coxhead based the design on what was then known as the Kirkbride plan. This system of interconnected medical buildings had been developed for state hospitals by Dr. Thomas Story Kirkbride. The original five-building core of the J. N. Adam Memorial Hospital opened November 12, 1912.

One of the most iconic features of the 1912 portion of the complex was the two-story, circular dining hall located at the rear of the Administration Building (Building 1). Crowning this rotunda is a massive stained glass dome. Anecdotal history notes that the iconic dome was saved from the Temple of Music at the 1901 Pan-American Exposition in Buffalo. It was under this dome, it has been stated, that President William McKinley fatally shot.

The dome was reportedly saved by Mayor Adam at the time the Temple of Music was being demolished and was donated to the tuberculosis sanitorium that would bear his name. However, based on our review of the available material about both buildings it is our opinion that the dome could not have come from the Temple of Music. Architectural drawings and renderings of the Temple of Music depict a building that utilized a large passive, central ventilation system at the apex of its domed ceiling. The design was typical of passive air movement systems that would have been utilized in buildings designed for large crowds assembled for music or oratory events. Currently, no period photographic images of the ceiling of building have been found. However, exterior images taken from a high vantage point near the Temple of Music do show a ventilator cap as depicted in the plans for this building. As such, we are confident that the stained glass dome, while a significant architectural feature of this space, was built for this facility and did not bear witness to infamous events of September 6, 1901.

Recommendations

As your agency's evaluation process for the future of the facility progresses, we would offer the following hierarchy of preservation planning for this site. Our recommendations are based on the more comprehensive conditions testing proposed in the November 2016 report and are as follows:

Buildings 1 through 5 Rehabilitation Option

If adaptive reuse is identified as reasonable opportunity as part of any viable future reuse of this facility we would make the following preservation recommendations³:

- Exterior porches and porticos on the façade should be rehabilitated/replicated.
- The central exterior entrance stair plaza should be rehabilitated in-kind.
- Original brick and stonework be rehabilitated.
- First floor public/communal spaces such as lobbies should be retained and rehabilitated to preserve historic design and materials where practical.
- The Building 1 rotunda, stained glass dome and lighting fixtures should be retained and rehabilitated to preserve historic design and materials where practical.

Building 1 (Administration and Dining Hall) Only Option

If Buildings 1-5 cannot be preserved and adapted for a modern use we then recommend that a preservation based rehabilitation project be focused on this primary building at the site. In this scenario the same preservation recommendations as noted above should also be applied.

Facility Demolition

If it appears that there are no viable options whereby the facility will be transferred from state ownership and the core group of buildings will be adaptively reused by a new owner we would recommend:

- That a feasibility study be undertaken to determine the viability of removing the stained glass dome.
- If economically and structurally feasible to do so, determine if there is an interested party to acquire the historic artifact.
- If no interested party can be found the dome should be carefully documented with copies of the documentation record provided to this office.

Federal and State Rehabilitation Tax Credits

We have also internally discussed potential opportunities for a new owner to utilize the federal and New York State Investment Tax credits for historic properties as part of any rehabilitation plan.⁴ The credits could provide a combined 40% state and federal income tax credit for qualifying rehabilitation work.

However, we have some concerns over the ability of only a portion of the overall complex to be approved for the credits by the National Park Service ("NPS"). Generally, demolitions within interrelated components of large complexes, such as state hospitals, are disallowed by the NPS. As a result, we believe that the credits *may* be an option but given the rigorous requirements of the federal program and the National Park Service we cannot with certainty or confidence say that an applicant would be successful.

³ Rehabilitation work should follow the Secretary of the Interiors Standards for Rehabilitation (SOIS) which allows for the use of modern material and methods to meet modern design, cost efficiency and building code standards.

⁴ The New York State Commercial Investment Tax Credit is predicated on the applicant securing their approval for the Federal Investment Tax Credit from the National Park Service.

Recordation

Prior to any transfer of the J.N. Adam Developmental Facility from New York State ownership a documentation effort should be undertaken to chronical **all** buildings at the site that were determined to be eligible for the registers in 1985.⁵ A copy of the New York State Office of Parks, Recreation and Historic Preservation-Division for Historic Preservation's generic documentation standards are attached as Appendix I. Two digital copies of this recordation should be submitted to our office prior to any transfer of the property.

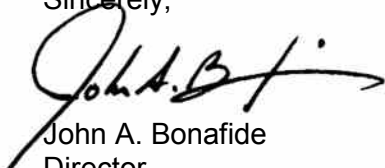
Application of Section 14.09 (NYSPRHPL)

Lastly, in order to meet your agency's requirements of Section 14.09 NYSPRHPL I would suggest that the consultation process be formally initiated. The reviewable action would be the assessment of various options for the disposition of the former medical facility from state ownership. As part of this review process I would anticipate that there is a high likelihood that the process would result in an Adverse Impact on one or more of the eligible resources (Buildings 1-5).

Any potential direct or indirect impacts to the historic resources would be mitigated through steps outlined in a Letter of Resolution between our agencies. Stipulations that would include the items outlined in the above recommendations may be considered as mitigation activities in such an agreement. In addition, certain activities may require that a future owner complete them, if appropriate, which would require a covenant or similar contractual agreement between the state and a future owner.

I am hopeful that this information will be useful as your agency progresses with its mandate to assess various opportunities for the transition of this facility out of state ownership. As always if I can be of any additional assistance I can be reached at john.bonafide@parks.ny.gov or at (518)-268-2166.

Sincerely,



John A. Bonafide
Director,
Technical Preservation Services Bureau
Agency Historic Preservation Officer

⁵ Buildings 1-9, 11, 12, 13, 15, 16, 17, 18, 19, 20, 25, 26 and 27

Appendix I

OPRHP-DHP Documentation Standards

Historic Resource Documentation

The [property and location] is to have its current conditions documented using the following format:

Photographs

- Photographs submitted as documentation should be clear, well-composed, and provide an accurate visual representation of the property and its significant features. Submit as many photographs as needed to depict the current condition and significant features of the property.
- Digital photographs should be taken using a ten (10) mega pixel or greater digital SLR camera.
- Images should be saved in Tag Image File format (TIFF) or RAW format images. This allows for the best image resolution. RGB color digital TIFFs are preferred.
- Selected images for documentation package should be printed as follows: 3-5, 8 by 10 inch views of the overall facility. Sufficient 5 by 7 inch additional images to fully document the present condition of all buildings the facility (several interior images representing open spaces as well as representative images of typical rooms).
- Several historic images (if available) depicting the facility should be reprinted at the 5 by 7 inch size and included in the documentation.
- Images should be printed on a high quality color printer on compatible high quality photographic paper stock (HP printer use HP Paper, Epson printer use Epson paper)
- Each photograph must be numbered and that number must correspond to the photograph number on a photo log or key. For simplicity, the name of the photographer, photo date, etc. may be listed once on the photograph log and doesn't need to be labeled on every photograph.
- Write the label information within the white margin on the front of the photograph using an archival photo labeling pen. Label information can also be generated by computer and printed directly in the white margin (no adhesive labels).
- Do not print information on the actual image – use only the photo margin or back of the photograph for labeling.
- At a minimum, photographic labels must include the following information: Photograph number, Name of the Property, County, and State.
- Photos should be placed in archival quality photo sleeves. Two (2) sets of images should be produced.

Historic Narrative

A copy of the DRAFT national Register of Historic Places nomination form will be included by OPRHP with the submitted documentation. Additional historic period documentation, *if available*, should also be submitted for inclusion in the final documentation package.

Plans/Drawings

Copies of construction plans, *if available*, should be reproduced and included in the documentation package.

Report

Two copies of the report are requested: one copy of the report will be submitted to the OPRHP for forwarding to the State Archives and one copy of the report will be provided to an appropriate local repository.

The final report including images and a PDF version of the Historic Narrative should be saved on digital media (CD or DVD) and included with each of the two final bound documentation packages.

Appendix II

Resource List and Status

OPRHP USN	Bldg #	Function (OMR)	Date	Eligibility Status 2016	Eligibility Status 1985	Notes
00926.000003	1	Administration (Dining Room, Kitchen, Lobbies A&B)	1912	Eligible	Eligible	Architect: John C. Coxhead; builder: John W. Cowper Co., Inc. Contractors
00926.000003	2	Administration Patient Ward Building C)	1912	Eligible	Eligible	Architect: John C. Coxhead; builder John W. Cowper Co. Inc. Contractors
00926.000003	3	Administration (Patient Ward/Building D)	1912	Eligible	Eligible	Architect: John C. Coxhead; builder John W. Cowper Co. Inc. Contractors
00926.000003	4	Administration (Corridor F-1)	1912	Eligible	Eligible	Architect: John C. Coxhead; builder: John W. Cowper Co. Inc. Contractors
00926.000004	5	Administration (Corridor E-2)	1924	Eligible	Eligible	Architect: John C. Coxhead; builder: John W. Cowper Co. Inc. Contractors
00926.000003	6	Administration (Ward Building F)	1924	Not Eligible	Eligible	Architect: Howard Beck
00926.000003	7	Administration (Ward Building G)	1924	Not Eligible	Eligible	Architect; Howard Beck
00926.000003	8	Administration (Corridor Building)	1924	Not Eligible	Eligible	Architect: Howard Beck
00926.000003	9	Administration (Corridor Building)	1927	Not Eligible	Eligible	Architect: Howard Beck
00926.000005	11	Garage	1912	Not Eligible	Eligible	Architect: John C. Coxhead; builder: John W. Cowper Co. Inc. Contractors
00926.000027	12	Garage	1931	Not Eligible	Eligible	Architect: Howard Beck.
00926.000028	13	Garage	1934	Not Eligible	Eligible	Architect: Howard Beck.
00926.000031	15	Garage	1934	Not Eligible	Eligible	Architect: Howard Beck
00926.000006	16	Employees Building K	1912	Not Eligible	Eligible	Architect: John C. Coxhead; builder: John W. Cowper Co. Inc. Contractors.
00926.000007	17	Patients Ward Building (Building L)	1924	Not Eligible	Eligible	Architect: Howard Beck.
00926.000029	18	Carpenter's Shop M	1912	Not Eligible	Eligible	Architect: John C. Coxhead
00926.000008		Patient Building	1924	Not Eligible	Eligible	Architect: Howard Beck
00926.000009	20	Power House 0	1926	Not Eligible	Eligible	Architect: Howard Beck.
	23	Storage Building		Not Eligible		
00926.000030	24	Isolation Building (Apartments Q)	1924	Not Eligible		
00926.000011	25	Director's Residence (Staff House #10)	1924	Not Eligible	Eligible	Architect: Howard Beck.
00926.000010	26	Director's Garage	1924	Not Eligible	Eligible	Architect: Howard Beck
00926.000012	27	Greenhouse	1928	Not Eligible	Eligible	Architect: Howard Beck.
00926.000013	33	Gas Pressure Regulator House	1912	Not Eligible	Non-Contributing	Architect: John C. Coxhead; builder: John W. Cowper Co. Inc. Contractors
00926.000032	34	Transformer Building	1946	Not Eligible	Non-Contributing	Architect: Howard Beck

00926.000033	44	Clinic, Operating Suite & Auditorium Building.	1951	Not Eligible	Not-Eligible	Architect: Howard Beck.
	46	Staff Residence		Not Eligible	Not-Eligible	
	47	Staff Residence		Not Eligible	Not-Eligible	
	48	Staff Residence		Not Eligible	Not-Eligible	
	49	Staff Residence		Not Eligible	Not-Eligible	
	50	Staff Residence		Not Eligible	Not-Eligible	
	51	Staff Residence		Not Eligible	Not-Eligible	
	52	Staff Residence		Not Eligible	Not-Eligible	
	53	Staff Residence		Not Eligible	Not-Eligible	