

H. Cultural Resources

1. Existing Conditions

a. Archaeology

A Phase 1A Cultural Resources Survey was prepared by Jo-Ann McLean, Archaeological Consultant, to assess the likelihood that possibly significant archaeological resources are present within the project area and to recommend any necessary further investigations. The study involved documentary research on the Euro-American history and Native American history of the project site and vicinity, and a pedestrian site reconnaissance. The entire Phase 1A report is included in the Appendix of this DEIS and its findings are summarized below.

Native American Period Sensitivity

The assessment of Native American period sensitivity was based on the location of known archaeological sites reported in the literature, as well as a consideration of the present and former topographic and physiographic characteristics of the property. The presence of archaeological sites and other evidence of aboriginal activity indicate that the project area vicinity witnessed some Native American occupation and utilization. This is not surprising given the topographic and physiographic characteristics (i.e., raised ground/knolls/ridges overlooking watercourses, such as the Swamp River and its tributaries, and the Great Swamp and other wetlands) of much of the region.

The portions of the project area archaeologically sensitive for the presence of Native American period cultural resources are the locations: 1) that are topographically and physiographically similar to the setting of previously identified sites in the area; and 2) which conform to generally accepted models of prehistoric settlement patterns in southeastern New York. Data from the identified sites indicate that preferred site locations were raised ground (i.e., ridge tops, terraces, knolls, and other high ground) overlooking marshes, lakes, and rivers/streams. Subsistence resources associated with these water courses and wetlands would have been easily exploited by Native Americans. Other functional types of camp sites oriented towards hunting along upland ridge lines, gathering upland floral resources, and overnight/rest stays also could have formed in suitable locations (mainly dry, relatively level ground not necessarily in proximity to a water source) anywhere within the project area. However, portions of the property have been disturbed, eliminating the likelihood that Native American sites are present there.

Extensive twentieth century development occurred in the vicinity of the Harlem Valley Psychiatric Center buildings, particularly the concentration of facility structures in the east parcel, and, in the west parcel, the power plant, laundry and storage building, and waste treatment plant. Construction of these buildings and landscaping of the hospital's campus would have destroyed any Native American sites that may have been present.

Twentieth century development in the vicinity of the Harlem Valley Golf Course also would have resulted in ground disturbance, especially in the areas of golf play. If Native American occupations were located within what is now the golf course, however, it remains possible that filling of some locations as part of course construction-related landscaping activities buried such sites. Additionally, truncated features could remain at any site location present, even if landscape grading occurred across them. Disturbance also has occurred in a limited area north of the golf course as a result of twentieth century gravel mining.

Other development of the current project area during the Historic period (mid nineteenth to early twentieth centuries) primarily included limited house and outbuilding construction on small parcels and cultivation.

While Native Americans may have encamped along portions of the ridge slope containing near surface bedrock, the lack or limited amount of soils present in these areas suggest that prehistoric deposits likely would not have developed, or if they did, it is unlikely that they remained intact. Soil erosion likely has occurred in the area and over the centuries probably has had a substantial impact on the terrain, causing the transport and/or mixing of any artifacts that may have been present.

Six portions of the project site were considered to be sensitive for Native American sites by the Phase 1A. These include:

East Side of the Property

- The terrace-like areas and undulating ground, formerly or currently cultivated, along the base and lower portions of the ridge in the northeastern portion of the site. The area overlooks the Swamp River, its floodplains, and associated wetlands. Native American hunting camps, or other camp sites oriented towards exploiting subsistence resources may be located in this area.
- Localized areas of high ground, knolls other relatively level areas, and rock shelters located in upland settings along the ridge top in the east parcel, particularly those locations in proximity to the area's many small streams, wetland, and pond. Small camp sites oriented towards upland subsistence resources associated with these landscape features may be present. The high ground that borders the ravine which has been dammed to form the reservoir is considered particularly sensitive for Native American sites.
- Relatively level bench-like locations along the west slope of the ridge in the east parcel may contain evidence of Native American hunting camps or overnight transit/rest camps. Rock shelters serving similar purposes may also be located along the ridge.

West Side of the Property

- The current or former agricultural fields located along the small ridge top, terrace-like areas, and other undulating ground in the southwestern portion of the site. Native American hunting camps or other campsites oriented towards exploiting subsistence resources associated with the wetland may be located in this area.

- The current or former agricultural fields located along the small ridge top and other undulating ground present in the northwest portion of the site. Small camp sites oriented towards subsistence resources associated with wetlands may be present.
- Portion of the tract in the west parcel that extends west from the waste treatment plant. The area consists of small ridges and knolls and other areas of high ground that are interspersed by areas of wetland and small streams. Small camp sites oriented towards subsistence resources associated with these features may be present. Rock shelters serving similar purposes may also be located along the ridges.

The Phase 1A report recommended that sub-surface testing using standard archaeological sampling techniques and following New York State Office of Parks, Recreation and Historic Preservation (NYSOPRHP) guidelines be conducted in the six locations identified as sensitive. The testing would involve a combination of shovel testing and systematic surface collection after plowing.

Rock shelters or bedrock exposures containing rock that was potentially exploitable by Native Americans were not identified within the project site during the pedestrian reconnaissance. Although no rock shelters or bedrock outcrops of quartz, chert, quartzite, or argillite were identified, it is possible that such locations do exist and could have been utilized by Native Americans. Therefore, the Phase 1A report recommended further examination of the sensitive areas during the sub-surface testing to determine if such locations are present, and that the vicinity of any exploitable lithic resources or rock shelter should be archaeologically investigated.

Historic Period Sites

Another set of archaeological data is associated with domestic occupations during the mid-nineteenth to early-twentieth centuries. Sources of archaeological data on domestic sites are usually in the form of refuse deposits. Such features were most commonly located in the rear of buildings, especially in the backyard areas of house sites. Some also are found in association with outbuildings such as barns. They were typically constructed on domestic sites prior to the availability of a public water supply or modern sanitary and water retention systems. In some instances, artifacts are found at the base of such features, which were accidentally deposited during the use of those features. However, most artifact deposits recovered from such features were deposited after they were no longer used for their original function. At that time, they were often used to dispose of domestic refuse.

A public water supply was not available for connection to the houses or other buildings within the HVPC complex until 1926 when NYS constructed a reservoir and water filtration and distribution system for the facility. In 1938, the State built a waste treatment facility and installed sewers. Prior to that time, privies and cesspools likely remained in use. Accordingly, privies, cisterns and/or wells would have been in use at houses on-site from the period of their construction until the early twentieth century. The

current or former backyards of these residences, the probable location of sanitary and water retention features, would be the most likely locations for domestic archaeological deposits.

Nine locations within the project site were considered sensitive for the presence of Historic period domestic sites by the Phase 1A. These include:

- The vicinity of the former E. Sheldon residence located northeast of the intersection of Wheeler Road and Hutchinson Avenue. The residence was built sometime prior to 1850 and demolished after 1891. As of 1867, the house was the residence of T. Wheeler. The area was graded as part of the construction of Hutchinson Avenue and parking area to the east of the road.
- The vicinity of the A. Wing house (HVPC Building #46), which still exists on the west side of Hutchinson Avenue. Buried water retention and sanitary features, midden deposits, and construction trenches are likely present in proximity to the dwelling.
- The former vicinity of the P. Sheldon residence. As of 1867, the house was owned by an individual named T. Wheeler. The building was located just south of the parking lot associated with Smith Hall. Although the area was graded for construction of the parking lot, it is possible that the water retention and sanitary features, possibly truncated, remain.
- The vicinity of HVPC Building #37, constructed about 1900. This building, which still exists, is located west of Hutchinson Avenue near the southern border of the site. Buried water retention and sanitary features, midden deposits, and construction trenches are likely present.
- The vicinity of HVPC Building #38, constructed about 1890. This building, which still exists, is located west of Hutchinson Avenue near the southern border of the site. Buried water retention and sanitary features, midden deposits, and construction trenches are likely present.
- The vicinity of HVPC Building #68, constructed about 1900. This building, which still exists, is located east of Hutchinson Avenue near the northern border of the site. Buried water retention and sanitary features, midden deposits, and construction trenches are likely present.
- The vicinity of the mid-nineteenth century A. Denton house. The building still exists and is located northeast of the intersection of Wheeler Road and Hoags Corner Road. Buried water retention and sanitary features, midden deposits, and construction trenches are likely present. The remains of a number of associated outbuildings are in proximity to this residence.
- The former vicinity of a dwelling south of Wheeler Road that was also owned by A. Denton, constructed sometime between 1850 and 1867 but apparently demolished by 1876. By about 1900, another house apparently had been constructed in the vicinity. That house still exists (HVPC Building #53). Buried water retention and sanitary features, and/or midden deposits associated with the occupation of one or both of these houses may be present in proximity to Building #53.

- The vicinity of the former D. Dutcher house, constructed sometime prior to 1850 and apparently demolished by 1891. The house was formerly located on the knoll just south of the existing family cemetery that fronts onto Old Pawling Road. Buried water retention and sanitary features and midden deposits may be present.

In order to adequately test for the presence of archaeological deposits and or features in the sites identified above, the Phase 1A recommended a two phase testing program consisting of shovel testing and mechanized excavations in accordance with NYSOPRHP guidelines. Those areas determined to be archaeologically sensitive by the Phase 1A report are indicated on Exhibit III.H-1.

Cemeteries

The project site is home to two cemeteries. One cemetery is located on the west side of the property and fronts onto Old Pawling Road. The other is located on the east side, on top of the hillside and borders private property. The original records for these cemeteries are maintained by the NYS Office of Mental Health.

According to available mapping, the cemetery on Old Pawling Road was established by 1867 and served local families. It was expanded sometime after 1921 by the Harlem Valley State Hospital to include interments from that facility and referred to as the “Gate of Heaven” cemetery, indicated by that name on a metal entrance arch. The original family cemetery is bounded by rock walls with the hospital sections extending to the east and north. The hospital burials are indicated by numbered concrete markers, placed at ground level. A few personalized tombstones are visible.

The HVPC cemetery located on the east side was also established in the 1920’s and also referred to as the “Gate of Heaven” cemetery, as indicated by the name on a metal entrance arch. A few personalized tombstones are visible within the expanse of burial ground. The majority of the burials were marked by numbered metal flags which were later removed and stored off-site by the NYS Office of Mental Health.

b. Historic Resources

National Register of Historic Places Status

In 1993, staff of the NYSOPRHP determined that the HVPC was eligible for listing on the New York State and National Registers of Historic Places in 1993 under Criteria A and C. Thirty-two buildings were considered to be structures contributing to the property’s significance. In addition, the facility’s campus was considered significant for the integrity of its landscape plan and extant planting from its early twentieth century period of significance.

A property is eligible for listing in the registers under Criterion A if it is associated with events that have made a significant contribution to the broad patterns of United States history. Under Criterion C, a property is eligible for listing if it embodies the distinctive characteristics of a type, period or method of construction; or represents the work of a

master; or possesses high artistic values; or represents a significant and distinguishable entity whose components may lack individual distinction.

A reevaluation of the HVPC by NYSOPRHP staff in 1996 determined (Smith 1996, and included in the DEIS Appendix):

The Harlem Valley Psychiatric Center is historically and architecturally significant as a distinguished example of large scale, institutional architecture in Dutchess County that reflects the development of New York State's mental health care system during the early 20th century. Purchased by New York State in 1912 and originally intended for a state prison annex, the property was ultimately developed as part of an expanding statewide system of mental health treatment centers. Generally constructed between 1921 and 1938, the Harlem Valley complex of red brick institutional buildings was designed to function with a high degree of self-sufficiency, with residence staff and institutional support facilities. Harlem Valley Psychiatric Center accommodated a patient population of over 5,300 at its peaks of operations, with a staff of 1200.

Harlem Valley Psychiatric Center was determined eligible for listing in the State and National Registers in 1993. Since that time, changes in use, administrative transfer to other agencies and resulting alteration/deterioration has lessened the architectural integrity of numerous component buildings in the overall complex. Based upon on-site investigation by staff (1 Oct. 1996) and review of existing historical and architectural documentation, the following components located on the main hospital campus and the adjacent farm complex meet the criteria for listing in the registers:

Buildings Nos. 19-35 (inclusive), 39, 40, 46, 47, 50, 51, 52, 53, 56, 57, 58, 91-93 (inclusive).

The campus area generally bounded by NY22, Wheeler Road, Hutchinson Avenue, and the south property boundary of the hospital property is also significant for the integrity of its landscape plan and extant plantings from the period of significance.

The remainder of the buildings at the Harlem Valley Psychiatric Center lack integrity and/or significance and do not meet the criteria for listing in the registers.

A Phase II Historic Architectural Study was prepared by Cultural Resource Consulting Group (and is included in the Appendix) to reevaluate the eligibility of those buildings previously identified as eligible for listing by the NYSOPRHP and that would potentially be subject to demolition as part of the project.

To be listed on the National Register of Historic Places, a property must not only meet the age threshold of 50 years or older and possess significance under one of the four

National Register criteria, but also have integrity. Integrity is the ability of a place to convey its significance. The evaluation of integrity requires an understanding of a property's physical features and how they contribute to its significance. The seven aspects of integrity as defined by the National Park Service include location, design, setting, materials, workmanship, feeling and association. Based on its evaluation of significance and integrity, the Phase II Historic Architectural Study concluded that the subject buildings have not been altered or deteriorated to the extent that they are no longer able to convey their historical and/or design significance as contributing resources to the HVPC and that they retain their eligibility for listing on the National Register of Historic Places.

Future without the Proposed Project

Without the implementation of the proposed project, it is anticipated that the property would remain vacant. The former HVPC consists of 2.4 million square feet of floor area and acres of land that was degraded over 70 years of use. There are substantial costs for remediation of existing hazards, including but not limited to asbestos and lead paint, necessary to make the buildings safe for occupancy, and to adapt them to new uses. With no plan for future use and without significant redevelopment of the project site to help offset those costs, it is unlikely that any activity to preserve any buildings on the site would be undertaken. It is likely that the buildings and their architectural quality would continue to degrade. The HVPC was largely shut down in 1994. Since that time of abandonment, the campus buildings were severely impacted by the elements and vandalism. (See Exhibits III.H-2 through III.H-5) Without implementation of an economically feasible project, the buildings would remain subject to additional damage and deterioration from water intrusion, vandalism, and vegetative overgrowth. It is also anticipated that the rate of deterioration would accelerate as time progresses and the condition of the buildings worsens, with the buildings eventually falling into ruin. In this situation, the facility would continue to exert a blighting influence on the surrounding community and the overall town image. As the conditions of the campus buildings deteriorate, it is anticipated that the blighting influence would grow.

2. Potential Impacts

a. Archaeology

In accordance with the recommendations of the Phase 1A Survey, a Phase 1B investigation was performed by Jo-Ann McLean, Inc., Archaeological Consultants. The investigation involved sub-surface testing within the identified archaeologically sensitive portions of the site that would potentially be impacted by the proposed development. The testing strategy involved the placement of shovel tests at approximately seven and a half to 15 meter intervals within the tested areas. In locations where tests revealed the presence of Native American activity or Historic period deposits, the methodology required additional shovel tests to be excavated in the immediately surrounding area to further investigate those locations. The shovel tests typically covered 1-1.5 feet of ground surface and were extended to depths below which naturally occurring, culturally sterile sub-soil was encountered. Each shovel test was excavated stratigraphically. All

soil removed from the shovel tests was screened through mesh to detect the presence of artifacts. Separation of artifacts from different stratigraphic contexts was maintained to the extent possible.

Eleven of the areas determined to be archaeologically sensitive would be subject to development as part of the project. The other six locations within the site determined to be sensitive would not be affected by project development and were not tested as part of the Phase 1B investigation. The Phase 1A report determined that the remaining portions of the property were not sensitive.

In total, 1,741 shovel tests were archaeologically excavated within the 11 identified sensitive portions of the project that would be impacted by proposed construction. While isolated Native American period artifacts (five flakes) were identified at five separate localities, additional investigation of those areas following the initial finds did not reveal further artifacts or stratigraphic evidence of aboriginal activity. Based upon the results of the field testing, the report concluded that construction of the development would not adversely impact any potentially significant archaeological resources. Summaries of the results for the testing within the 11 areas and details regarding specific shovel tests are available in the Phase 1B included in the Appendix.

As indicated on the mapping in the Phase 1A, the two cemeteries are located outside of the proposed areas of development and would therefore not be impacted by the project. The Applicant has had discussions with representatives from the NYS Office of Mental Health, who have indicated an intent to facilitate restoration of these cemetery sites.

b. Historic Resources

Development of the project would result in the unavoidable demolition of some of the campus buildings identified as meeting the criteria for listing in the historic registers. These include four of the I-buildings, four of the H-buildings, and the dining hall in the main campus core, as well as several smaller farm and residential buildings towards the periphery. Based on a site inspection, documentary research, and an evaluation of the buildings' significance and integrity, the Phase II Historic Architectural Study concluded that those buildings previously identified as eligible for listing and proposed for demolition retain their eligibility for listing on the National Register of Historic Places. Implementation of the project would therefore result in an unavoidable adverse impact on these resources. However, several of the buildings that are identified as eligible for listing would be protected and restored as part of the project, including two of the I-buildings, the Administration building, the Storehouse, the Power Plant, the U-building north of Wheeler Road, the Director's Residence, Smith Hall, and some of the smaller staff residences (see Exhibits III.H-6 through III.H-9). The eligible buildings and whether they are intended for preservation or demolition are identified on Exhibit III.H-10. In addition, the large campus buildings to be retained and protected are clustered along the Route 22 frontage, maintaining the site's historic presence and preserving the key public historic visual component of the former HVPC facility. The institutional

campus buildings to be removed are generally set further back from Route 22 and views of some of them from the public right-of-way are blocked by existing buildings.

3. Mitigation Measures

As concluded by the Phase 1B, the project would not result in adverse impacts on archaeological resources, therefore no mitigation is proposed. Implementation of the project would require removal of buildings that are potentially eligible for the State and National Historic Registers, resulting in an impact on historic resources. The Applicant is committed to working with the NYSOPRHP to mitigate potential adverse effects due to the unavoidable demolition of the buildings. Mitigation for the loss of these structures would occur in an agreement with NYSOPRHP, and could include actions such as additional documentation of the architectural or historical significance of the buildings, and the salvage of elements of the structures for adaptive reuse on the site.