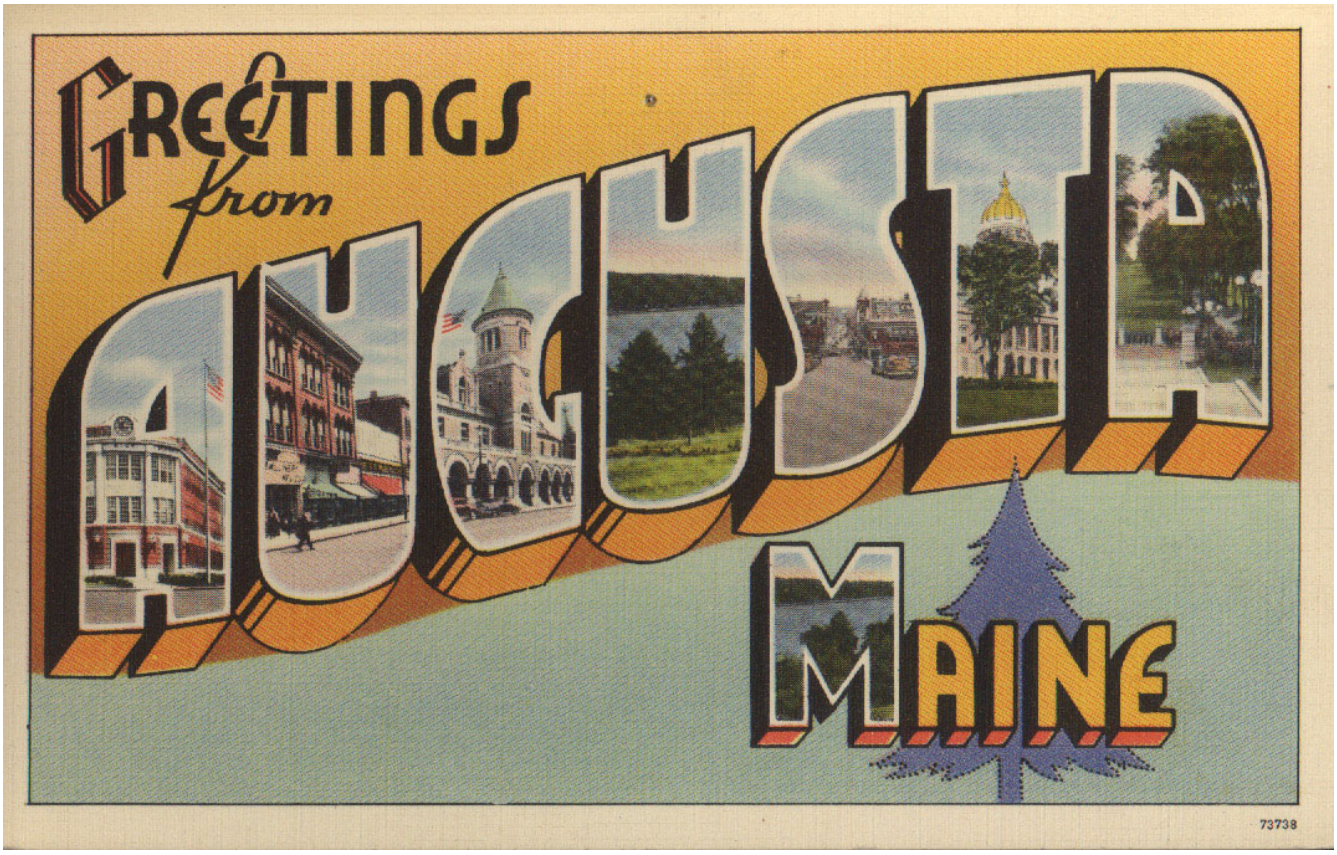
2. Capital Area History and Patterns of Development



City of Augusta

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It is fitting that the deliberations of the two recent major master planning initiatives in Augusta have the Kennebec River as their focus. The terraces and steep slopes that define the river valley and the distinctive structure of the city's development are bisected by the Kennebec at the head of river navigation, some 45 miles from its mouth at Popham, south of Bath. Most Maine Settlements that are split by a major river are, in fact, *two* settlements, such as Lewiston/Auburn or Bath/Woolwich. Augusta and its preceding villages, however, have always spanned the waterway. Historically, the west side has always been more developed than the east side; but to Augusta's residents, the river has always represented the heart and lifeblood of the city.

The Kennebec river begun its journey to the sea at Mooshead Lake, about 100 miles north of Augusta. At the same time, the ocean encroaches upon the river with a four-

foot tidal swing. The river was an important transportation link and source of food for Native Americans well before Europeans arrived on the scene as early traders in fish and furs. From then until well after the coming of railroad service, the Kennebec provided a deep water route to the far corners of the globe for Augusta merchants, traders and industrialists. Frequent floods kept the river's users aware of the power of nature, but on the whole the Kennebec served the needs of Augusta's residents well and provided the city's entrepreneurs with access to the world's seaways, and to inland resources of lumber and furs; and with water power to propel the water wheels and turbines of industrialization.

The buildings of Fort Western are clearly visible from Water Street across the river.

Native Americans called Augusta Cushnoc, a word that has had various meanings, all of which assign importance to the place. Plymouth Colony traders readily picked up on the strategic and economic possibilities of Augusta, as evidenced by the establishment of a trading post near the present site of Fort Western in 1628. Many of the early leaders of Massachusetts Colony, including Miles Standish and Governor William Bradford, visited the site. Fur trading was so lucrative in the Kennebec Valley and interior areas of the watershed that period sources say the Mayflower voyage was paid for by Kennebec furs. This period of early prosperity came to a halt with the early Indian wars. European settlers abandoned the area for almost 75 years.

The town of Hallowell and the Kennebec River played prominent roles in the historical development of Augusta.

The groundwork for settlement by whites had been laid with the Plymouth Patent, however; and in 1754, Plymouth Colony settlers returned as Fort Western, named for a friend of then Governor William Shirley, was completed on the east bank of the river. The first official settler of Augusta was the commander of the fort, Captain James Howard. The fort was short-lived in its original form, being dismantled for the most part in 1759 with the defeat of Montcalm in Quebec. The garrison building was left standing.

Augusta's history from this time to the present has been closely-tied to that of the next river town to the south, Hallowell. Shortly after the dismantling of Fort Western, a settlement was established in what is now Hallowell in 1762. When the village was incorporated in 1771, Fort Western and the dwellings and businesses nearby, were a

part of it. During this time, development on the west bank of the Kennebec at Augusta was overtaking activity on the east side. Also at this juncture, lumber processing began to take hold as a new source of industry, replacing the fur trade. Even with the construction of a sawmill at the mouth of Bond Brook, and the activity that commenced, Hallowell grew more rapidly in wealth and population. The future Augusta settlement set the stage for overtaking its neighbor with the construction of a bridge across the river in 1796, replacing ferry service for the first time in the region. Hallowell and Augusta became separate villages in 1797, with Hallowell retaining its name and the Fort Western settlement being named Harrington. Shortly thereafter, the name was changed to Augusta, after the daughter of Revolutionary War general Henry Dearborn, and the Kennebec District's representative to the Continental Congress.

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In 1785, Augusta became the seat of Kennebec County, and was the center of a wave of development, although Hallowell remained the social and commercial hub of the area. The Kennebec River became a busy water route by 1840, with a large fleet of schooners, most of them built along the Kennebec at shipyards from Phippsburg to Winslow, working trade routes between Augusta and Boston. More than 500 ships were built in yards between Gardiner and Winslow alone, with hundreds more launched in Bath and other river ports. Augusta saw additional importance as the location of the transfer of goods bound further upriver from the deepwater ships to longboats. Passengers as well as freight were carried on the Kennebec, with scheduled steamboat service to Bath and Boston commencing in 1826. Early photographs of downtown Augusta show a dozen or more vessels tied up at town wharves. Shipping activity probably peaked in the 1850's. The arrival of Augusta's first railroad in 1851 led to a gradual decline of the river trade, but substantial water-borne trade continued well into the 20th Century.

Post civil war photograph of artillery unit at Kennebec Arsenal.

Important events during this same period served to shape Augusta's destiny as something more than the average river town. In 1828, the federal government began construction of the Kennebec Arsenal, built to serve as an outpost and storehouse of munitions for the protection of the northern and eastern frontiers. The Arsenal came to include fifteen buildings on a 40-acre site on the east side of the river, just

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below Fort Western. A year later, in 1829, the cornerstone for the new State Capitol was laid, firmly establishing Augusta's importance as the seat of state, as well as county, government (although its selection as such was not without controvery, and the city continues to fend off the occasional bid to move the capitol to Portland or another locality). And in 1840, the Maine Insane Hospital opened its doors on a large, pastoral campus directly to the south of the Arsenal, and across the Kennebec from the Capitol.

An early artist's view of Winston's Hill shows the original State House site surrounded by houses and fields.

The development of these institutions resulted in Augusta overtaking Hallowell as the predominant commercial and social center of the mid-state region. By the middle of the 19th Century, Augusta's population was over 8,000, and the town adopted the city form of government. The city's prosperity was assured as, in addition to its governmental and military facilities, it boasted a cotton factory and several sawmills, aided by the construction of a dam in 1837. Even after the railroad was firmly established, river shipping tonnage increased until national events at mid-century led to a general, national economic downturn. Shipping traffic finally began to slip to railroad competition after the Civil War; and in 1865, the downtown was nearly leveled by fire.

The harnessing of the water power of the Kennebec led to the next phase of Augusta's commercial development, with the advent of water-powered processing and manufacturing concerns constructed along the riverbanks to the north of Fort Western and the Water Street commercial district. Lumber, paper, textiles, shoes, and printing were the major industries to be found in late 19th and early 20th Century Augusta. In the 1930's, 42 industries employed over 2,000 people.

After the fire, the west side commercial core was rebuilt in substantial brick Victorian-style buildings, most of which remain standing today. Water Street became the center of commercial and industrial activity, with a lesser amount of industrial, retail and service establishments being built on the east side. The city served as the trading center for more than 75,000 area residents.

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Residential areas climbed the hillsides and populated the terraces above the river. Major institutions, such as the Library, the County Courthouse, and churches, also located

Augusta's intown residential neighborhoods cling to hillsides.

on the plateau to the west of downtown. State government expanded on the State House grounds and into adjacent residential neighborhoods; and federal facilities were constructed nearby. The Arsenal remained in use as a military outpost until late in the 1800's when it was turned over to the State Hospital. The hospital, by this same time, was a thriving institution, with 300 employees treating 1500 patients on the 400-acre campus.

In the late 1930's, Augusta's manufacturing industries began a decline that was characteristic of the New England economy in general. As natural resources/commerce declined and industries such as shoemaking and textiles relocated, first to the South and then overseas, Augusta's economy likewise slowed. Even a late 1960's flirtation with the flowering high-tech computer industry, in the form of a major Digital Equipment manufacturing facility on the west edge of the city, could not overcome the business forces that were in motion throughout northern New England.

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Although local, county, state and federal governments all increased their presence in the city, that was not enough to overcome a stagnation that led to a decline in the condition of Augusta's housing stock and the downtown commercial area, and to a general sense that time had passed the city by. The fact that Augusta was the State Capital seemed to be the only bright spot. However, institutional and service organizations have picked up some of the slack. The University of Maine - Augusta was established in 1965, and has sustained a slow but steady growth since then. Maine General Health, the area's primary hospital, continues to expand and widen its scope of services, and has become a key player in planning efforts downtown and on the east side. Retail development has been extensive in recent years, but most of it has occurred at the two west-side expressway interchanges and has come at the expense of downtown businesses. Since the late 1980's, a variety of planning projects have focused attention on the downtown core. The historic building stock and the riverfront have increasingly come to be viewed as significant and unique assets that can contribute to the revitalization of the commercial core.

Augusta's major cultural institutions are clustered along the edge of a bluff overlooking the downtown commercial area and the Kennebec River.

In a move that captured national attention, the City and the State sought to remove the dam that had powered much of

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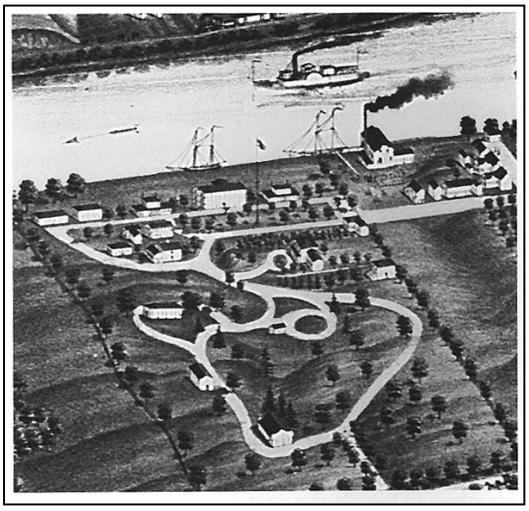
Augusta's industrial history, once the one remaining industry that had counted on the Edwards dam for power was closed. Federal and state agencies granted approval for the first removal of a power-producing dam in the nation's history. State, county and city governments focused on how to take advantage of the fact that the Kennebec, now much cleaner than it had been only a few years before, would once again be free-flowing to its navigational head. The prospect of increased and improved recreational boating, fishing, and other activities was seen as outweighing the commercial value of the dam.

The city government, to its credit, had undertaken several planning efforts in the 1980's and '90's that sought to capitalize on the river's natural attributes. But it was not until the creation of the Capitol Riverfront Improvement District by the City and State governments that so much community attention and optimism are now being focused on the revitalized Kennebec River. The concurrent planning efforts underway under the auspices of the Edwards Dam site, the Riverfront Improvement District, and the Augusta State Facilities Master Plan now offer the opportunity to duplicate the energy, excitement, and stature that the City enjoyed in the 1830's when the Arsenal, the Maine Insane Hospital, and the State House were completed and became symbols and economic engines of the community and the region.

The newly renovated Burton M. Cross State Office Building.

It is significant that the largest renovation project since 1910 is underway to restore and rehabilitate the State House; and an equally-ambitious renovation of the adjacent State Office Building, including a new underground connector between it and the Capitol, is halfway to completion. City and governmental campus plans now being developed can lead to the rebuilding of Augusta as a thriving river town and a capitol city that takes advantage of its unique natural setting. Augusta is poised to supply its residents with a wonderful environment in which to live, work and play, and its visitors with a memorable image of Maine's Capital City.

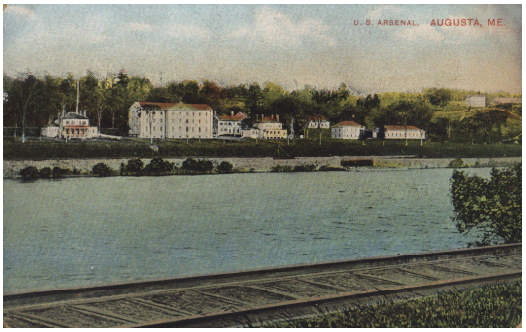
The Kennebec Arsenal



Kennebec Arsenal birdseye view from 1878.

Congress appropriated $45,000 for the Arsenal, and the cornerstone of the main Arsenal building was laid in 1828.

These granite buildings remain in place today, representing perhaps the best-preserved military grouping from this period in the country.



The granite buildings of the Kennebec Arsenal built in the 1840's were turned over to the State in the early 20th century and subsequently housed AMHI patients and staff.

The territory which became the State of Maine was of great strategic importance to the young United States of American in the late 18th and early 19th centuries due to the possibility of invasion by the British, and border disputes between the U. S. and Canada. Regular army troops were sent to the northern frontier in the 1820's to fend off invasions from Canada. In 1827, Senator William Henry Harrison of Ohio proposed a bill to establish an arsenal at Augusta; and 10 days after Augusta was designated as Maine's capital city, the bill was signed into law, on March 3rd, by President John Quincy Adams.

A survey crew from the Corps of Engineers was in the Augusta area in June of 1827 to evaluate a number of sites on both sides of the Kennebec River. Augusta was selected as an appropriate location because it was far enough inland to avoid coastal attack while still being a deep water port. The fact that the city was also the State Capital and coming into its own, along with neighboring Hallowell, as a thriving river port, added to its suitability. A 40-acre site on the east side of the river was selected for what was originally to have been a small depot for military stores to supplement the Watertown Arsenal in Massachusetts. However, engineers planning the facility quickly determined that the new facility should be large enough to fabricate military supplies and be self-sufficient should communications with southern New England be broken during a military conflict. Thus Congress appropriated $45,000 for the project, and the cornerstone of the main Arsenal building was laid in 1828.

Within the next few years, 15 buildings were constructed, ten of them of Hallowell granite. The granite buildings were designed in a severe rendering of the Greek Revival style in vogue at the time. The main building and flanking officers' housing were built at the foot of the gently-sloping property nearest the river. Further up the hillside, a barracks, a gatehouse, the commandant's house, and a large and small powder magazine, were constructed. These granite buildings remain in place today, representing perhaps the best-preserved military grouping from this period in the country. Other buildings of the Arsenal's most active years that are no longer standing included a carpenters' shop, machine shop, forge, storehouse, carriage

house, stable, laboratory, ice house, and an infirmary. The entire parcel was enclosed by an iron fence with a granite base, much of which remains in place today. Also still surviving is the massive granite retaining wall and wharf on the riverbank below the south officers' quarters building.

The 1830's were a period of a high level of activity at the Arsenal, as border problems with Canada persisted, culminating in a congressional appropriation to call up 50,000 volunteers and President Van Buren's assignment of General Winfield Scott (a veteran of previous Anglo-American border disputes along the New York-Canadian border) to enforce U. S. claims along the Maine border. Scott met Governor Fairfield in Augusta, and both men determined that a military confrontation was not warranted. The so-called "Aroostook War" was resolved at the negotiating table by Secretary of State Daniel Webster and the British Foreign Minister, Lord Ashburton. This was the closest that the men in service at the Arsenal came to military action. It was enough of a threat that activity at the Arsenal was intense during the time of uncertainty. Arms were fabricated at the Arsenal, and additional munitions were brought up from Watertown and stored in Augusta until the Civil War. The Arsenal was active again during the Mexican War in the 1840's, but it reached the height of its importance during the Civil War. Temporary wooden structures were erected as the demand for fixed ammunition grew to the point that local residents of all ages, both men and women, were brought onto the site to make paper cartridges.

The Arsenal was active again during the Mexican War in the 1840's, but it reached the height of its importance during the Civil War.

As conflicts with Britain and Canada were no longer a concern and the Civil War ended, the focus of the nation's military was turned to the western territories. With the exception of the preparation of some supplies for the Spanish-American War, activity at the Kennebec Arsenal declined and the facility became somewhat of a museum of military relics, according to period accounts. In 1901, the arsenal was officially abandoned; and in 1903, the last military personnel went on to other assignments. In 1905, Maine Congressman Edwin Burleigh proposed the transfer of the property to the State of Maine for public purposes; and in 1906, patients of the Maine Insane Hospital were moved into the renovated main arsenal building.

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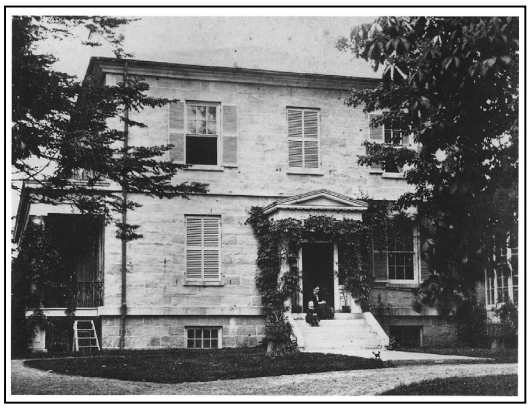

The handsome granite-walled Commandant's House.

Over the next several years, the State eventually put all the remaining arsenal buildings to use. The officers' quarters and enlisted men's barracks were converted to residences for hospital staff. Other buildings, including the magazines, were used for storage. A new building was constructed in 1908, further up the slope to the east of the Commandant's House, by the hospital. Now known as the Old Max, this building was originally used to house those patients requiring maximum security. The Old Max is now used as office space by the Department of Human Services. The other remaining buildings, with the exception of the main arsenal building, are used by the hospital, now known as the Augusta Mental Health Institute (AMHI), for staff apartments and meeting space. The main building has been vacant for some time, and has deteriorated due to lack of maintenance and of heat. However, it remains a significant resource and has been determined to be restorable for new uses.

The eastern-most portion of the 40-acre site, abutting Hospital Street, was turned over to new uses in the 1940's and '50's. The State constructed the State Police/Department of Public Safety Headquarters Building at the street in the 1940's. A new State Crime Laboratory was built in 1986, and the State Medical Examiner's Building was completed in 1991. Other miscellaneous storage buildings and garages have been scattered along the street. A corner of the parcel is occupied by a City fire station.

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The Kennebec Arsenal has been recognized as the best remaining example of a U. S. arsenal, and its remaining buildings are in relatively good condition. That the arsenal is of significant importance to the nation, as well as to Augusta and the State of Maine, has been recognized by the recent designation of the Kennebec Arsenal as a National Historic Landmark (this is in addition to its status as a National Register Historic District, listed as such in 1970). Its importance as a real estate asset has also been recognized by the City and the State. The historic granite buildings and its central location on the Kennebec across from the State House and close to downtown Augusta have generated interest in developing a plan for adapting the buildings for re-use and tapping the site potential for water-related uses and activities. Planning efforts for such a conversion have begun, as have negotiations to transfer the property from the State to the City.

The preservation of the original character and openness of the arsenal site is of prime importance to the Committee and to the overall plan for the re-use of the AMHI campus as the East Campus of Maine State Government.

Arsenal main gate on Arsenal Street.

With the recognition of the importance of the Kennebec Arsenal to the Augusta region by government officials and economic development interests, as well as by historians, it seems that a new era of activity at the arsenal is assured. Although the Augusta State Facilities Master Planning Committee has not been directly involved in the re-use of the arsenal, it has included considerations of uses, the eventual possible disposition of the Old Max, the continued use and expansion of the Department of Public Safety on the Hospital Street parcels, and a possible restoration of the original entrance to the arsenal property off Hospital Street, as part of its deliberations. The preservation of the original character and openness of the arsenal site is of prime importance to the Committee and to the overall plan for the re-use of the AMHI campus as the East Campus of Maine State Government. It is the Committee's hope that the re-use of the Kennebec Arsenal by the city of Augusta or the Capitol Riverfront Improvement District will provide residents and visitors with an authentic glimpse of the nation's military history, and Augusta's distinguished contribution to this history, while allowing it to contribute to the vitality and economic viability of Augusta.

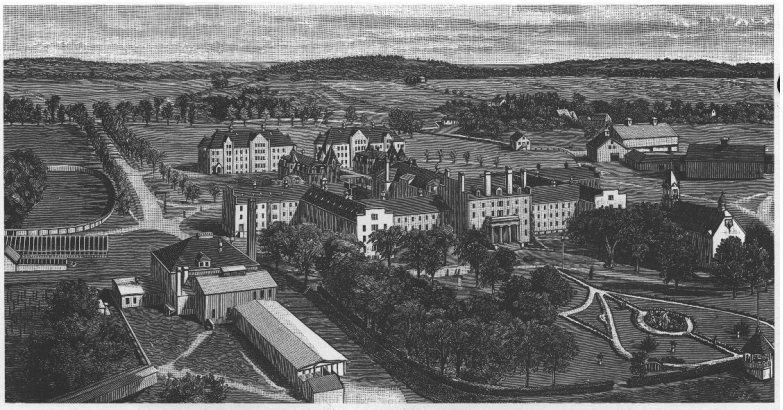
Legislation authorizing the transfer of the Arsenal to the City of Augusta was passed in 1999.

Sources:

The Kennebec Arsenal: an Historical and Architectural Survey, by Marius B. Peladeau and Roger G. Reed, published by the Kennebec Historical Society and the Maine Historic Preservation Commission, 1997.

SMRT Augusta State Building Inventory, 1996-97

Maine Historic Preservation Commission



HOSPITAL FOR THE INSANE, AUGUSTA, MAINE

Augusta Mental Health Institute

In the 1820's and 1830's, during a period of prosperity for the nation, the State of Maine, and the City of Augusta, policy makers took heed of some important societal ideas on the treatment of some of the less-fortunate citizens of the new state. These included the belief that society should be responsible for the well-being of all of its people; the growing sense among scientists and health professionals that mental illness was a disease or group of diseases that deserved the attention of the medical profession; and the sense that mental illness could be treated and cured.

These ideas came together as a theory known as "Moral Treatment." The basic tenet of this theory was that patients placed in a moral community in an asylum setting with appropriate therapy had the best chance of being cured and returned to a useful place in society, or at the least, provided with a benevolent environment in which to live if a return to the community was impossible.

This progressive approach was put into play in Massachusetts with the development of the Worcester State Hospital. Shortly thereafter, Maine Governor Jonathan Hunton, in his annual address to the Legislature, suggested that the state should provide care for its mentally-ill citizens. Legislators sought constituent input and apparently were satisfied that sufficient need and public support was evident, for in 1834, the Legislature appropriated $20,000, with an equal amount to be raised privately, for the purpose of establishing the Maine Insane Hospital.

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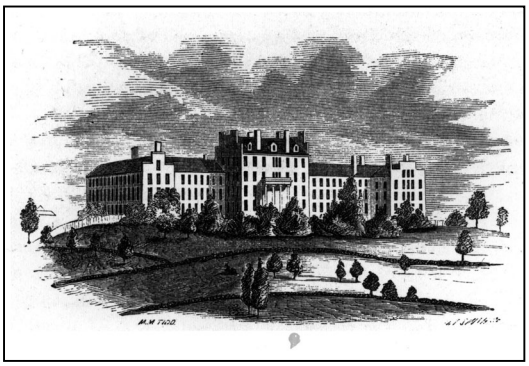
A 35-acre site was purchased in 1835. The land selected was directly across the Kennebec River from the State House. This location was selected, according to historical accounts, in order to place the new facility in sight of legislators at work in the Capitol, so they would not forget the needs of Maine's mentally-ill. John D. Lord of Hallowell was hired as architect and construction superintendent to design the building and oversee its construction. Lord visited other New England asylums and eventually developed his plans based on the Worcester State Hospital, which was completed in 1832 and enlarged in 1836. His plan for the Augusta facility was quite similar, and the exterior, built of Hallowell granite matching that used on the Kennebec Arsenal buildings, was designed in a similar, austere Greek Revival style. As originally constructed, the building had 200 rooms and accommodations for 120 patients. Since an informal survey of the state's mentally ill population had indicated there were between 500 and 600 Maine residents with mental illness, it is evident that from the beginning of the institution, it was never intended to house more than those with the most pressing needs.



The Stone Building as it appeared in the era after the Civil War.

The institution opened its doors to patients in 1840. The first long-term superintendent of the Maine Insane Hospital was Dr. Isaac Ray, who was well-known as a pioneer in forensic psychiatry and was very active in national movements and a respected authority throughout the 19th century. Dr. Ray was one of the founders of the American Psychiatric Association. He developed the institution based on the moral treatment model described above.

The need for additional space became evident early on, and in 1846-48, an addition to the south wing of what is now known as the Stone Building was constructed to house male patients. In what was to become a pattern, each new addition was built according to the latest treatment plans. Thus such elements as ceiling heights, number and size of windows, and room sizes changed from addition to addition and building to building. A second addition, to house female patients, was under construction in 1850 when a fire gutted the south half of the building, including the new male wing. 27 patients and 1 staff member perished in the fire.

The Administration Building, part of the Stone Complex.

The damaged sections were rebuilt, and upon their completion, the female wing was finished, in 1855. The institution once again began to grow after it recovered from the fire. Much of the growth was the result of the fact that anticipated patient turnover did not materialize, as many patients were not cured as rapidly as was expected. In the late 19th and early 20th centuries, the patient population grew at a high rate. An additional female wing was added to the Stone Building in 1866, and a third male wing was completed in 1870. This last project completed the expansion of the Stone Building, although it has been the subject of almost continuous renovation and modernization projects ever since, the most significant of these being a major modernization of the entire building in 1892 according to the designs of George M. Coombs. It was at this time that the existing porte cochere was added to the front portico. This renovation was finally completed in 1916. Most of the six wings remain in much the same condition and configuration as they were upon the completion of the Coombs renovations. More recent projects have included the installation of elevators and upgraded heating and ventilating systems.

The second major free-standing building to be constructed was Coburn Hall, a brick structure designed in a high Victorian Gothic style by the noted Portland architect Francis Fassett and completed in 1876. By virtue of its elaborate detailing and brickwork, Coburn Hall contrasted sharply with the severity of the Stone Building. This building played a major role in the life of patients and staff alike by providing a chapel/amusement hall, a library, and a central kitchen. Space for staff dormitory rooms was provided first in the attic, and later in a full third story addition. The building was enlarged in 1886 and 1909-10 with sympathetic additions, and again in 1958 and 1981 with one-story enlargements that did not take the original style of the building into account. The amusement hall and the library remain in largely original condition as reminders of a time when there was a sense of community among the several hundred patients and staff members, and religious services and entertainment were seen as having a calming and therapeutic effect on the patients.

As the patient population continued to expand, the institution outgrew the Stone Building with its many wings to the point of necessitating the construction of additional

patient wards. In 1864, the trustees of the hospital began to consider future expansion according to the latest approach in hospital design at the time, called the cottage system, which made use of small, free-standing buildings for housing patients. However, the trustees settled on a variation of the cottage system called the pavilion plan, in which clusters of buildings were linked together by covered walkways or corridors. The pavilions, being smaller than dormitories, allowed for more natural light and ventilation for patients, and provided a more domestic, less institutional, residential environment. The corridor design allowed for centralized supervision and servicing, thus providing economies of operation that the cottage plan could not. Francis Fassett was commissioned to prepare schematic designs for a new hospital complex based on the pavilion ideal. Coburn Hall was the first building constructed according to the new plan. The Female Pavilion was next, completed in 1883, again designed by Fassett in the High Victorian Gothic style. In 1883, the Legislature authorized the construction of an identical building for males facing the Female Pavilion across a courtyard. The Male Pavilion, now known as the Williams Pavilion, was finished in 1884.

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The Williams Pavilion, constructed in 1884.

The core of the original hospital campus was completed in 1890 with the construction of the Harlow and the Sanborn Pavilions, identical structures housing 100 patients each and designed by George M. Coombs of Lewiston. The two brick buildings were designed in the Richardsonian Romanesque style and were linked to the Male and Female Pavilions and the Coburn Building by elevated brick walkways. The four pavilions, along with the Stone Building and the Coburn Building, defined a nearly-enclosed quadrangle of lawns and walks, crisscrossed by the brick and steel walkways overhead. The Harlow Building was substantially renovated in 1970, but is currently in need of further work. The Sanborn Building was demolished at the same time.

The hospital administration prided itself on making sure that each new building allowed the staff to serve patients with the latest in treatment methods, and that each was equipped with the latest in plumbing and heating systems for their benefit. The first central heating plant was constructed in 1861 and was supplemented with other utility structures throughout the 1860's and ‘70's. In 1897,

the infrastructure of the hospital complex changed dramatically with the construction of a new power house complex, designed by George M. Coombs. The old boiler house was converted to a carpenter shop, but with the adjacent laundry, it burned in 1906. A new brick laundry and a carpentry shop were built in 1906. The complex has been renovated and expanded several times since then. The existing tunnel system connecting most of the major buildings on the campus was constructed at the turn of the century as part of the new power house project.

A variety of other buildings were erected on the hospital grounds to serve patients and staff, including a green house and a variety of agricultural buildings that were part of the once-extensive farming operations of the institution. Agricultural pursuits are no longer included in patient treatment, but reminders exist with the Campbell Horse Barn, constructed in 1903; and the Farm Manager's House, circa 1830, both at the southern end of the campus on Hospital Street. The campus came to encompass over 800 acres of land, with 260 acres on the west side of Hospital Street, and over 600 acres devoted to farm land at one time.

The Campbell Horse Barn is the only reminder of AMHI's agricultural history.

The hospital's agricultural attributes allowed it to become almost self-sufficient at its peak use; and its pastoral character contributed to its reputation for quality care. At one time, its outdoor amenities included horse and cattle farms, vegetable and flower gardens, orchards, a bandstand/gazebo, and walking paths.

Not officially on the hospital campus, but a part of the hospital until recently, was the Maximum Security Building, now known as the "Old Max." This four-story granite and brick building was completed in 1909 according to plans prepared by Coombs & Gibbs. The hospital benefitted from the state's acquisition of the Kennebec Arsenal property, and the new building for criminally-insane patients was located on the arsenal property, roughly half way between Hospital Street on the east and the Kennebec River on the west. The building was located a sufficient distance north of the main hospital complex to provide an aura of security. This building was renovated and expanded in 1984 and now houses a bureau of the Department of Human Services.

The hospital made use of all of the other granite arsenal buildings in one way or another, with a major renovation of the main arsenal building as the Burleigh Pavilion in 1913, and the use of the officer's houses and enlisted men's barracks as housing for hospital staff.

In the 1920's and '30's, the hospital continued to grow in patient population and facilities. Tyson Hall, an addition to the Female Pavilion, was completed in 1920, designed by Harry S. Coombs in the Georgian Revival style. The Nurses Home was built to the north of the power house complex in 1927, also designed by Harry Coombs in the same revival style. This structure was part of a trend toward improving the professionalism of the staff and providing comfortable quarters separated from the patients. It now houses offices for the departments of Labor and Mental Health & Mental Retardation. And in 1935, John Calvin Stevens and John Howard Stevens designed the Ray Building, constructed as a dormitory for both male and female patients. Its Georgian Revival style and scale were sympathetic to the neighboring Romanesque Harlow and Sanford buildings.

In the 1920's and '30's, the hospital continued to grow in patient population and facilities.

The Elkins Building closed off one end of this courtyard formed by the Williams and Tyson Buildings and replaced the demolished Sanborn Building.

The Augusta State Hospital, as the institution was known in the 1950's, embarked on a major construction program beginning in 1949 with the completion of the Elkins Building, containing surgical and infirmary spaces, connecting the Male and Female Pavilions at their eastern ends. The Greenlaw, Marquardt and Deering Buildings followed in the 1950's, along with extensive renovation projects in many of the other, older buildings. It was during this period that the patient population reached its peak of 1,840. Even with the completion of Greenlaw, the hospital was still considered overcrowded by almost 30 percent.

In 1961, changes in laws regarding mental hospital commitments and programs emphasizing the return of selected patients to community life led to a decline of the patient population and a de-emphasis on vocational rehabilitation such as the agricultural program at the hospital.

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By 1976, the in-patient population had dropped from 1,500 to 350. Lawsuits over unpaid patient labor brought a halt to the long tradition of "industrial therapy" and all of the

institution's industrial and agricultural facilities were converted to other uses.

The completion of the Greenlaw Building in 1955 marked the last major new building construction effort on the campus for the hospital until the construction of the Sleeper Gymnasium in 1988. Several small suburban-style houses were constructed between the arsenal and the hospital in the 1960's to provide living quarters for doctors; and a group of storage and warehouse structures, some new and some making use of former hospital farming buildings and ruins, represent more modern, non-hospital uses. Lastly, the Department of Environmental Protection constructed an office building and storage space for some of its field operation units.

From 1976 to the late 1980's, AMHI kept pace with changing methodologies and trends in psychiatric treatment. Patients were placed in several specialized units; an expanded half-way house program was implemented on the campus; and new vocational rehabilitation programs were implemented. During this period, AMHI was often cited as a model facility, with attention sometimes focused on the therapeutic environment provided by its physical plant and campus amenities.

From 1976 to the late 1980's, AMHI was often cited as a model facility, with attention sometimes focused on the therapeutic environment provided by its physical plant and campus amenities.

In 1989, a class-action lawsuit filed by attorneys for a group of AMHI patients resulted in a consent decree among the plaintiffs and defendants, mandating that the non-forensic patient population of the institute should be reduced to 70. The consent decree has led to a strengthening of partnerships with community providers to ensure that an adequate number of state-operated psychiatric inpatient beds is available to supplement community resources. During this period, treatment programs for those mentally-ill patients who were not placed in Maine communities relied less and less upon the amenities that historically had been provided at AMHI. Thus many of the physical resources that were needed in the past are no longer used or have been adapted to new uses. At the same time, as patient rooms and treatment spaces were concentrated in the Stone Building, ironically the oldest and original AMHI building, the Stone complex proved to be inadequate for providing inpatient psychiatric

treatment and security for the forensic and civil patients who remained there.

Between 1989 and 1999, four reports on mental health in Maine suggested that AMHI be replaced with new facilities.

Between 1989 and 1999, four reports on mental health in Maine suggested that AMHI be replaced with new facilities. Most recently, in the summer of 1998, an architectural firm studied the possibility of renovating the Stone Building for continuing use as the forensic unit. Those conducting the study concluded that the building could be renovated for about the same cost as building a new facility; but that such a renovation would result in a compromised program and in a facility that would be considerably less than state-of-the-art, unlike a new facility for the same cost. A significant obstacle to the renovation of the Stone Building was the need to house patients during the renovation.

Most AMHI buildings such as Stone North, will lend themselves graciously to new office use.

In 1999, a second study was commissioned to prepare a needs assessment, select a site, and prepare a preliminary building program for a new psychiatric facility to replace AMHI. The study was also to include a cost estimate for the building as proposed on the selected site. This study is being completed as the Augusta State Facilities Master Plan report is being written; but preliminary results have been released. The consultants for the psychiatric treatment facility have recommended that the new facility be located on the existing AMHI campus, on a 20-acre site bounded by Hospital Avenue on the north, the Campbell Horse Barn on the east, the AMHI property line on the south, and the Kennebec River on the west.

Once the new treatment facility is in operation, attention will turn again to the core AMHI campus and its historic buildings and grounds (the Stone Complex, the Male, Female and Harlow pavilions, and the Coburn Building were listed on the National Register of Historic Places in 1982, based both on architectural and historical significance). The majority of AMHI space is currently used for state offices. This trend will continue once the Stone Building is no longer used for the treatment of mental illness. The original AMHI will become the East Campus of Maine State Government, while the new Psychiatric Treatment Center will be a vital new component of the campus.

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The character and use of the AMHI campus has been the focus of much of the activity and deliberations of the Augusta State Facilities Master Planning Committee. Later sections of this report include a detailed analysis of the opportunities and constraints represented by the buildings and grounds, and conclude with recommendations that incorporate a new master plan for the re-use of the Augusta Mental Health Institute physical plant that will benefit the state and the city while recognizing the origins and significance of the Maine Insane Hospital and its successor institutions.

The Stone Building complex can be re-used as a handsome and functional campus for State Government.

It seems very appropriate that the new Psychiatric Treatment Facility, which will surely be at the leading edge of treatment methods as the Maine Insane Hospital was when it opened 160 years ago, should be located literally across the road from the original hospital, on what was once pastureland for the institution's farming operations. Although shielded from the State House by a grove of trees along the Kennebec riverbank, the new Psychiatric Treatment Facility will remain in the eyes of Maine's legislators and governor, and give the State the opportunity to once again be among the nation's leaders in the delivery of psychiatric treatment services to its citizens.

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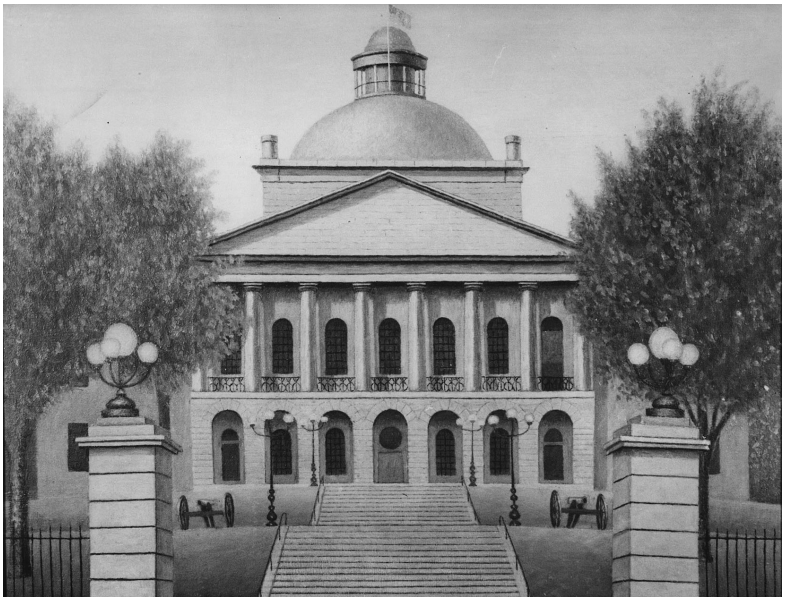
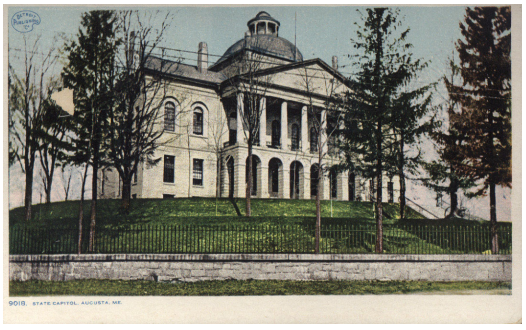
In 1828, plans for the new State House were solicited from Charles Bulfinch, one of the foremost architects in the U.S.



Artist's rendering of the original Bulfinch-designed State House.

Capitol Complex

The site of the Capitol (and the other buildings of the complex: the State Office Building, the Education Building, and the Maine State Cultural Building), Weston's Hill, was selected as the location for Maine's first permanent public building, the new State House, in 1823 as a committee appointed by Governor Parris decided to relocate the young State government from Portland to Augusta. In 1828, plans for the new State House were solicited from Charles Bulfinch, one of the foremost architects in the U. S. (other Bulfinch designs included the original United States Capitol in Washington, and the Massachusetts State House); and the inaugural session of the Legislature occurred in the new State House in January, 1832.



State House view from the early 20th century.

The Capitol was soon found too small, however, and several minor renovations undertaken over the period of 1850-1891 were designed to provide additional space. These modifications failed to solve the space problems of the growing government; and in 1867, and again in 1884, major additions were proposed, but neither was realized.

By 1890, however, the space shortfall had gotten so severe that an addition to the State House finally was approved. The west wing, designed by Boston architects Brigham &

Spofford, was completed in 1891 and was carefully drawn to gracefully compliment the original Bulfinch building.

The expanded building represented a compromise, however, and even with the new space, some space needs went unanswered. Thus another series of less ambitious renovation projects was undertaken during the period 1901-1908, under the direction of Portland architect John Calvin Stevens. These projects did not result in any newly-constructed space, but represented improvements and corrections of existing spaces and systems.

The need for space soon reached a critical level again to the point that the largest expansion project was executed during the period 1909-1911.

The need for space soon reached a critical level again to the point that the largest expansion project was executed during the period 1909-1911. Boston architect G. Henri Desmond won a national competition for a major expansion and rehabilitation of the State House. His plan called for enveloping the Bulfinch structure with a new, much larger Capitol. The original dome and roof, north and south end walls, and original interior elements were removed in order to add new north and south wings and totally reconfigure interior spaces. In addition, new space was created by lowering the grade so that windows could be installed at the basement level; and a new parapet wall was installed at the roof so that the roof could be raised and a new 4th floor inserted. As the crowning achievement, a new steel and concrete dome rising 185 feet was erected

The State House showing the new north and south wings and the new dome, constructed in 1909-11.

It is during this period that the history of the State Office Building begins. Even as the plans for the transformation of the Capitol were being drawn, the Legislature was considering as an alternative the construction of a new State Office Building behind the State House, with the two buildings to be connected by an underground tunnel. Even though this scheme would have preserved the integrity of the original State House, and probably have been less expensive, the Legislature elected to go with the expansion of the existing building.

But within 10 years of the completion of the State House expansion, office space for administrative functions of State Government was in short supply once again. In the 1920's two brick buildings were constructed to the southwest of the State House to house the State Highway Department and the Adjutant General's Office. In 1939, the two buildings were connected by a third structure.

These three buildings now house the Department of Education.

Also in the 1920's, the legislature commissioned the Olmsted Brothers, the nation's foremost landscape architectural design firm, to prepare a landscape plan for the Capitol grounds and for Capitol Park.

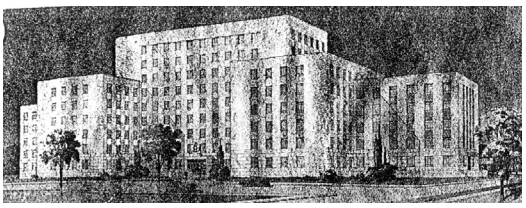
Also in the 1920's, the legislature commissioned the Olmsted Brothers, the nation's foremost landscape architectural design firm, to prepare a landscape plan for the Capitol grounds and for Capitol Park. Bulfinch had envisioned the expanse of land between the State House and the Kennebec River as a tree-lined mall, and his vision had been implemented to some extent. The Olmsted plan led to additional plantings and the construction of pathways, and although never fully realized, resulted in the transformation of the unpretentious mall into a picturesque public park.

Capitol Park represents a valuable open green space that the master plan will preserve and enhance.

Postwar expansion led to the need for substantially more office space as new state departments were created and the existing ones added programs and staff. Thus in 1949, the legislature began to investigate the possibility of implementing the idea first posed in 1909, that of building a new office building directly behind the Capitol, connected to it by a tunnel. This investigation led directly to the construction of the State Office Building, beginning in 1954, and completed in the Fall of 1956. The first State department to occupy the building, the Veterans Affairs Division, moved in on October 16, 1956, nearly two and one-half years after the contract for construction was awarded.

The building was designed by architects Miller & Beal of Portland, in conjunction with Desmond & Lord of Boston. G. Henri Desmond, one of the principals of Desmond & Lord, was responsible for the major addition/ renovation of 1909-1911 that transformed the State House from the original Greek Revival temple-form Bullfinch structure into the building that we know today.

The *Lewiston Daily Sun & Evening Journal* noted some of the new office building's modern conveniences as including "a lobby of polished granite, two automatic 'electric' elevators, movable interoffice partitions, separate telephone and power connections for each desk, a tunnel connecting the building with the State House, aluminum framed windows, a blower carrying fresh air to each room, a cafeteria seating 175 persons and containing $30,000 worth of stainless steel equipment" (1/30/57).



This architect's rendering showed the State Office Building to be the epitome of "modern" in the early 1950's.

The building was considered state-of-the-art at the time, set up for both large, open office areas to be furnished with free-standing steel desks; and partitioned areas for smaller work groups, managers and specialized work spaces. A sophisticated under-floor distribution system allowed for the individual phone and power hookups mentioned in the newspaper account. The State Office Building is believed to have been the biggest office building constructed in Maine up to that time.

The exterior appearance of the building is resolutely simple and austere, though its undulating, multi-faceted facade of Maine granite panels and aluminum-framed windows belie its size. At the interior, the only space with any pretense is the elevator lobby on the second floor (the public entrance level), which features terrazzo floors and granite-paneled walls.

The renovation of the State Office Building, now underway and scheduled for completion in 2001, was identified as a major component of the first phase of the Moving Maine Forward project. Unfortunately, many of the features cited above as "modern" had been rendered ineffective or anachronistic by more than 40 years of subsequent interior renovations. On the other hand, most major components of the building were in good condition. This, together with the flexibility in office space layout that could be provided by a return to the original open plan, resulted in a building that was an excellent candidate for rehabilitation. Once its full complement of meeting, conference and training facilities are on line, the State Office Building will function as the primary conference/training/education venue on the west side of the River. The standard for the renovation of additional State-owned buildings has been established, and the reallocation of space among State departments will help departments implement their strategic plans by placing employees and management in the proper relationships.

The final chapter in the creation of the Capitol Complex as it exists today officially began in 1965, when, as a result of citizen initiatives and legislative support, the Legislative Museum Study Committee submitted a report recommending the construction of a new State Museum, which was also to house the State Archives and State Library. Building on anticipated interest in such a building on the part of Maine's residents (and especially its children

and teachers), and its many visitors, the Committee commissioned a Building Program, which was prepared by directors of successful museums in Boston and Denver.

The Cultural Building occupies a prime location on the Capitol Complex campus. This photo shows the 1980's new lobby addition.

The result of this effort was the design and construction of the Maine State Cultural Building in 1967-69. A modern structure designed by Walker O. Cain & Associates, museum specialists based in New York City was erected to the south of the other three Capitol Complex buildings. A purely modern, somewhat "brutalist" concrete and glass building, the design was organized around a clear, three-part separation of the three building functions around a central, open courtyard.

Comprising about 168,000 sq. ft. of space, the building was planned to celebrate outdoor as well as interior space. The original drawings show a large entrance court at the main entrance level (the third floor) with a sunken light court at its center admitting daylight to the main library reading room below (2nd floor). They also showed a pair of symmetrical monumental stairways leading from the east and west sides of the entrance court to a roof garden above the portions of the building that rose only one level above the main entrance grade. It appears the architects generated these ideas for use on another museum in a more hospitable climate, as the rooftop gardens (and the symmetrical stairs) were never installed, and the library light court was a continuous source of leaks, and was thus roofed over (as was the entire entrance court) with a modern granite and glass enclosure in the late 1980's.

At the time of the Cultural Building's construction, there were grand plans put forward for erecting a public plaza, under-ground parking, and other amenities in the space created by the new museum, the State Office Building, and the State House, presuming that the Education Building would be demolished.

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Thus the history of the Capitol Complex, driven by the needs and aspirations of the people of Maine and their public servants, continues to be written. The restoration/rehabilitation of the State House, and the revitalization of the State Office Building, will occupy pivotal positions in this history, perhaps representing a high point that will show that we made effective use of our existing assets and valued our history; and, as a result, laid the groundwork for improving the utility and beauty of the entire Capitol area for future generations.

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