



St. Paul Bethesda Hospital Fairview/Acadia Proposed Facility

CAAPB ADVISOR'S BUILDING & SITE REVIEW & RECOMMENDATIONS

JUNE 27, 2022



INTRODUCTION

The following Advisor Building & Site Summary provides observations and recommendations of existing conditions at the Capitol Boulevard Site currently known as Bethesda Hospital in St. Paul, MN. This summary was developed to assist in evaluation of the proposed Inpatient Behavioral Health Hospital that would require demolition of the existing Bethesda Hospital complex and additional site modifications. This summary was developed in conjunction with CAAP Staff and Advisors, facility tours and stakeholder discussions.

EXISTING FACILITY BACKGROUND

The Bethesda Hospital Complex housed specialty services for Respiratory Care, Complex Medical Care, Brain Injury Services and Medical Behavioral Services. In that capacity it served more than 2,000 individuals annually. Fairview's stated maximum capacity at the current complex is 355 beds. As of 2009, it provided 102 staffed beds and employed 704 employees. It was one of only two long-term acute care hospitals in Minnesota.



Bethesda Hospital was leased from M Health Fairview for utilization as a "step-up" shelter and COVID respite facility for adults experiencing homelessness. That lease was in effect from December 1, 2020, through May 31, 2022. That function provided 100+ beds and 24/7 service and was operated and managed by the Salvation Army. Prior to that use it was utilized for long-term acute care for COVID patients from March 2020 through December 2020. In that function, it provided 90 beds, including 35 ICU beds and 55 surgical beds. In that capacity it was Minnesota's first facility to specifically manage Coronavirus patients.

The Bethesda Hospital Complex is a 10-story building complex of 273,170 SF Hospital buildings (355 beds) and a 174,250 SF Parking Structure (436 spaces). The complex is composed of a series of additions to the original 1932 building (97,140 SF) and the Park Street Ramp 436 spaces). The Hospital is located two blocks north of the State Capitol. The South wing (Rev. L. B. Benson Memorial Wing) (8-story, 105,850 SF) was built in 1962, the West wing (Holcomb Lundholm Sterner Memorial wing) (9-story, 105,850 SF) was built in 1967 and the Northwest wing (Hillstrom) (3-story, 18,500 SF) was built in 1984. The entry is located on the East side of the Hospital along North Capitol Boulevard at Tozer Plaza (named after David Tozer) also known as the Therapeutic Garden (or Garden Park.)

ST. PAUL ASSOCIATION
February 22, 1929

Dr. O. W. Holcomb,
Bethesda Hospital,
St. Paul, Minnesota.

Dear Sir:

The creation of the Sub-Division of Charities, Subscriptions and Donations recommended to the Board of Directors endorsement of your capital campaign (campaign to raise \$200,000 toward the construction of the new Bethesda Hospital) was approved by the Board of Directors at its regular meeting held Thursday, February 14th.

This endorsement is based on a presentation of the facts made by yourself and Reverend Ryden.

Very truly yours,
(Signed) A. E. EGGERT,
Secretary,
Sub-Division of Charities, Subscriptions and Donations.

AE:BP

BETHESDA HOSPITAL

A Landmark of Service in St. Paul

BETHESDA ONE OF ST. PAUL'S PIONEER HOSPITALS

	Year Founded
St. Joseph's	1854
St. Luke's	1855
Ancker	1883
Bethesda	1891
Gillette	1897
St. Paul	1904
Mounds Park	1907
St. John's	1911
Midway	1920
Miller	1920
Northern Pacific	1920
Children's	1928

ST. PAUL is proud of its landmarks. Especially is it proud of the Institutions in its midst that render a service of love to humanity. One of the oldest of these is Bethesda Hospital.

For nearly 40 years Bethesda has been known throughout the Northwest as a refuge for the sick and suffering. It has ministered to nearly 100,000 patients and its name has gone far and wide as a synonym of benevolence and mercy.

An Old, Established Institution

When the Scandinavian Lutherans of the Northwest in the year 1891 decided to establish a hospital, they selected St. Paul, the Capital City of Minnesota, as the logical location. Bethesda has been a part of St. Paul ever since. It has grown up with the community. It has contributed in no small measure to the development of the city.

The need of a new hospital building has been keenly felt for many years. It reflects a steady, healthy growth of a time-honored institution as well as the growth of St. Paul. It is not a proposal to add a new hospital to the city, but to make it possible for an old, well-established institution to continue its fine record of service to humanity.

\$100,000 in Free Service

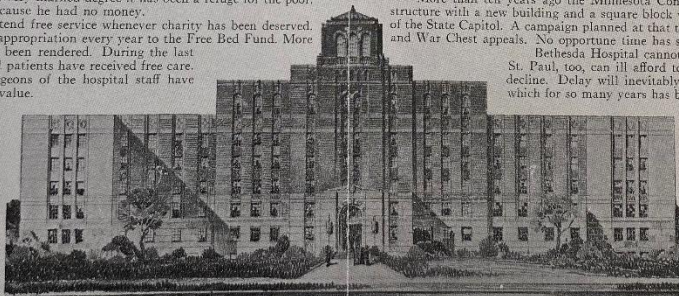
Bethesda Hospital has a noble record. For nearly four decades it has ministered to all classes of people, irrespective of race or creed. In a very marked degree it has been a refuge for the poor. No patient has ever been turned away because he had no money.

Bethesda has always been ready to extend free service whenever charity has been deserved. The Minnesota Conference has made an appropriation every year to the Free Bed Fund. More than \$100,000 worth of charity service has been rendered. During the last ten years alone the records show that 1,241 patients have received free care. In addition to this the physicians and surgeons of the hospital staff have given free personal service of uncomputed value.

No Appeals for Funds

In spite of its impressive record of service, Bethesda Hospital during all of its history has never asked the citizens of St. Paul for financial assistance of any kind. It has been an unquestioned asset of great value to the city, but it has asked nothing from St. Paul.

With the financial backing received from the church body that supports it, Bethesda Hospital has not only maintained itself but it also was instrumental in establishing a branch Institution of Mercy—the Bethesda Home for Invalids and Incurables on Lake Gervais.



THE PROPOSED BETHESDA HOSPITAL—An Asset to St. Paul. Two blocks north of the State Capitol.

Why St. Paul Should Help

No aid from the citizens of St. Paul would be sought today except for the peculiar predicament in which Bethesda finds itself.

Commercial development has made the present location entirely unsuited for hospital purposes. Once situated in an ideal neighborhood district, Bethesda is now surrounded by factories, warehouses, freight stations, garages, stables and railroad yards.

Noise from passing trucks and other commercial vehicles is extremely annoying to the sick. Smoke and dirt contribute to make the situation far from ideal for the proper care of patients.

The older section of the hospital is not fire-proof and is rapidly deteriorating.

Slum district conditions often make it necessary to appeal for special police protection for the 75 or more young women who are training as nurses.

Lack of modern facilities makes it impossible to properly care for many patients who come to Bethesda from various parts of the Northwest, and large numbers are now being attracted to the Swedish Hospital in Minneapolis, which has developed rapidly in recent years and has just completed a \$700,000 addition.

New Building Long Delayed

More than ten years ago the Minnesota Conference decided to replace the present obsolete structure with a new building and a square block was acquired for the purpose two blocks north of the State Capitol. A campaign planned at that time was postponed on account of Liberty Loan and War Chest appeals. No opportune time has since been found to revive the project.

Bethesda Hospital cannot afford to wait longer. Its future is at stake. St. Paul, too, can ill afford to permit this important institution to suffer a decline. Delay will inevitably prove fatal to the best interests of Bethesda, which for so many years has been a landmark of Service in St. Paul.

A "Going" Institution

Bethesda Hospital is continually crowded to capacity. Last year patients from 186 cities, towns and communities outside of St. Paul came to Bethesda for medical and surgical aid.

Since its organization in 1891 it has been self-supporting.

A new building will make it possible for Bethesda to continue its remarkable record of service in the years to come.

The hospital site was purchased for \$71,000.00. The 1932 building was designed by Thomas Ellerbe & Associates and was built for \$500,000.00. It opened with 150 beds. Dr. William Mayo was the dedication speaker. The original two-story lobby with stained glass windows was remodeled in the 1970's to a one-story lobby to create additional space on the second floor. In 1999, the windows were returned to the Hospital to be reinstalled in the lobby. There are Louis Safer murals depicting scenes from Christ's life painted on the Chancel wall of the hospital chapel. Art was an integral part of Bethesda – the goal was to have one piece of original art in every hospital room. The artwork in the building was catalogued and moved off site. There was stained-glass window on the 5th floor given by Barbara Piotrowski in honor of Rev Richard Hillstrom. There is a Paul Granlund statue located at Tozer Plaza entitled *Bethesda Angel*. It is housed in a protective shroud on site.

Capitol Area Architectural & Planning Board
Advisor's Building & Site Review and Summary

Related hospital structures were located on what is now the full-block park east of Bethesda Hospital including Mattson Hall, the Bethesda Lutheran Care Center and Draher Hall. The buildings were demolished in 2003. In their place the Therapeutic Garden was developed and dedicated in 2003 and is named after donors Mr. and Ms. Cy Sheehy.

The existing Bethesda Hospital Complex is a hospital with a deep history in the City of St Paul, the State of Minnesota, Health Care development and the Swedish Lutheran Tradition. It is known for prominent Physicians, Administrators, and Nurses. It was the location of the first permanent bipolar pacemaker for Stokes Adams disease (1959) and the first hysterectomy in the United States.



Work at the Bethesda Hospital has received numerous awards for its health services including:

- National Alliance on Mental Illness (NAMI) Exemplary Psychiatrist: Awarded to Robert Sevenich, MD, JD, and Medical Director for brain injury services at Bethesda Hospital (2009)
- National Association of Long-Term Hospitals Goldberg Innovation Award: For integrated model of care (2007)
- Innovations in Healthcare Awards: Rahul Koranne, MD, and Medical Director of Bethesda Hospital, served as physician lead on Health East's Care Navigation Strategy to transform current health delivery system. Received designation from HealthPartners (2009) and Minnesota Hospital Association (2010)

The architectural firm of Thomas Ellerbe & Associates founded in 1909 by Franklin Ellerbe (Ellerbe & Co.) – later Ellerbe and then Ellerbe Becket (1988) and acquired by AECOM in 2006. Ellerbe was known to be a leading firm specializing in institutional and health care facilities, including an 80-year relationship with

the Mayo Clinic. In 1922, Thomas Ellerbe proposed adding a private bathroom to each hospital room for hospitals, which was a health care advancement of its time. In the 1940's, the firm developed floor plans in a variety of styles including the cross, radial, cloverleaf, Y-plan, penta, among others.

PROPOSED NEW FACILITY

Fairview/Acadia Health Services is proposing to demolish the existing complex and construct a new Mental Health/Behavioral Health Hospital on the current Bethesda Hospital site located South of Como Avenue, east of Park Street, west of North Capitol Boulevard. The new facility is proposed to be a 5-story hospital building of approximately 106,000 SF with a bed capacity of 144 beds. The main entry is proposed to be on the east façade (up-hill side) facing the healing garden. Fairview/Acadia is committed to retaining and maintaining the Therapeutic Garden, which is a highly regarded neighborhood amenity.

The proposed new facility will be constructed within the existing footprint of the Bethesda Hospital complex structures, requiring demolition of all the existing hospital complex structures, except for the parking structure. The Park Street Ramp will remain and there is no planned impact to the Therapeutic Garden. Associated with the overall hospital site is a block of surface parking bordered by West Charles Avenue, Cedar Street, and North Capitol Boulevard.

HISTORIC PRESERVATION CONSIDERATIONS

As part of the Staff/Advisor Review Process, existing information on file at the State Historic Preservation Office (MN SHPO) was requested to understand the historic status of the Bethesda Hospital Complex. Additional information was collected from MN SHPO to draft this section of the memo and to develop CAAPB staff and Advisor findings and recommendations.

A 1982 (now deemed out-of-date) inventory form initially documented the property as part of the *Ramsey County and Saint Paul Historic Sites Survey* (See appendix). The form noted there was no local, state, or national level historic designation but that there was potential for both local and National Register of Historic Places listing with further evaluation and research. Pursuant to M.S. 471.193, Subdivision 4, the property cannot be considered for local designation by the City of Saint Paul because the property is located within the Capitol Area.

To determine if the property is eligible for listing on the National Register of Historic Places, a property evaluation would need to be completed with additional research and analysis. For a property to be listed in the National Register the property would have to meet at least one of four criteria of significance and possess sufficient integrity to convey that significance. National Register listing also requires most of the owner support for privately owned properties.

In 2021, the Statewide Survey Oversight Board (representatives from MNHS, SHPO, and MIAC) approved a contract for consultants to complete the Minnesota State Capitol Area, Part 1: Planning and Context Development Project. This is planned to be the first of a two-part project, which will eventually study all parcels within the Capitol Area with the goal of identifying buildings, structures, objects, sites, or districts, including landscapes, which are eligible for listing in the National Register of Historic Places.

Part 1 is anticipated to begin in June 2022 and would include (1) an analysis of known archeological and architectural resources and historic contexts, and (2) an updated historic context report which is a framework to identify and assess properties' historic significance within the project boundary. This information will inform Part 2, which is anticipated to be funded and start in FY 2023. Part 2 will include a

Reconnaissance (Phase 1) and **Intensive Level Survey** (Phase II) of architectural and archeological resources and will recommend properties for further evaluation for listing on the National Register of Historic Places.

Understanding the land use history will also help determine the potential for the site to contain intact archeological sites and provide guidance for survey methods prior to ground disturbing activities and redevelopment. Currently, there are no known archeological sites, however there is potential for historical or precontact Native American archeology to be present.

The owner's stated intent is to continue the historic land use with a newly constructed care facility. Part 2 of the Capitol Area Survey project was estimated to be completed by June 2023, which means a current recommendation on Bethesda Hospital's historical significance and eligibility will not be available before the owner's plan to move forward with demolition of the complex.

In a memo dated May 23, 2022, Fairview/Acadia Chief Administrative Officer Trudi Noel Trysla has stated that "Bethesda Hospital does not currently have any local or federal designation, nor is it in a Historic District, and Fairview does not intend to seek any such historical designation." Federal or state involvement, such as funding, permitting, or licensing, would typically trigger federal, state, or historic review/consultation with the State Historic Preservation Office. Since the federal government has no role in this project, there is no federal undertaking that would trigger historical review under Section 106 of the NHPA.

CAAPB ADVISOR'S FINDINGS

Through the course of project development, the CAAPB staff and Advisors have been meeting with representatives of Fairview/Acadia to review the proposed new facility and to assess the impact of demolition of the existing Bethesda Hospital Complex. We toured the existing Bethesda Hospital Complex with the development team to review existing conditions and remaining historic conditions. We walked the site and discussed development impacts and options. We have also been conducting and attending key stakeholder & community meetings for feedback on the proposed new facility.

The complex is a grand example of an institutional building set in the urban context and worthy of its place near the State Capitol. Its style was influenced by the 1930's Moderne Movement. It is primarily a brick masonry building with decorative brick detailing. It has a two-story stone base and stone accents. The fenestration is a combination of punched windows and vertical fenestration at the building center. The overall feeling is of a horizontal building with a strong vertical expression found in the tower at the main entry. The building is capped with tiered upper roof area. The overall feeling is of a horizontal building with a strong vertical expression found in the art deco inspired central entry tower. This tower anchors the hospital on the site and is a recognized icon considered noteworthy to the community. The building is of solid masonry construction, handsomely detailed and aesthetically well suited for its location. Subsequent additions seemed to envelope the originally symmetrical building and are of a simpler masonry expression than the original building, executed in matching materials. The fenestration in the additions is executed in a more horizontal expression.

Bethesda Hospital had developed a house museum that details the history of Bethesda Hospital. It included an extensive collection of times related to Bethesda's history. Bethesda has completed cataloguing the hundreds of pieces of original artwork originally displayed throughout the facility and has removed them from the facility.

Capitol Area Architectural & Planning Board
Advisor's Building & Site Review and Summary

The Ellerbe Architectural/Engineering firm is considered a local and nationally significant Architectural and Engineering firm, with broad architectural influence; however, the Bethesda Hospital Complex does not appear in the company retrospectives or promoted portfolio of work.

CAAPB has reached out to stakeholders for comments on the proposed facility. The comments have included many positive comments about the new facility and what it may provide to the community. There have also been comments about retaining and incorporating some architectural elements of the existing Bethesda Hospital complex into the new facility. These include the entire complex, decorative carvings, the entry tower element, and bricks. Most commented was the reuse of the existing facility and incorporation of the Entry Tower architectural element.

The Adaptive Reuse Evaluation (ARE) dated May 09, 2022, provides a summary of the rationale for demolition of the existing Bethesda Facility as compared to reuse as a Mental Health Facility. It notes issues with floor-to-floor heights in the existing building and states "A purpose-built, state-of-the-art behavioral health hospital includes many other design elements that are difficult to incorporate within the constraints of an existing facility conversion project – e.g. – activity spaces with generous natural light, adequate space for on-unit dining to avoid vertical movement of patients, a full complement of patient therapy and staff support spaces, swing bed capability to segregate subset patient populations on nursing units, etc." There was discussion about added mixed uses to the site development – i.e., affordable housing as an option.

Fairview Acadia responded in a memo dated June 15, 2022. It notes the difficulty of mixing other uses with a Mental Health Care Hospital. This include security, the need for a dedicated mental health facility to provide a high standard of patient care, and that providing housing is not part of Bethesda's core mission.

The Fairview Acadia has explored the reuse of the Tower element and has responded in a memo dated June 15, 2022, An Addendum to the 05.02.2022 Adaptive Reuse Evaluation (ARE). In this they provide a building elevation with the tower and a rationale for the difficulty of integrating the tower element into the new facility architecture. Most notable is the floor-to-floor height differential of the tower element to the new facility.

Additional community comments included providing a Community Meeting Space, Art at the Top of the Hill, and Art off Park Street. These are addressed in the memo dated May 31, 2022, by Fairview/Acadia Chief Administrative Officer Trudi Noel Trysla. In it she notes that the Bethesda Hospital complex had not provided community meeting space prior nor is it a compatible use with a mental health facility. She goes on to note "To date, Fairview has supported the community and neighbors using the green space and gazebo across from the existing hospital. As stated previously, Fairview and Acadia will continue to support neighborhood requests to use this outdoor area as a community space, subject to reasonable time, place, and manner restrictions." She also notes that Fairview Acadia is open to working with community, local artists, and the City of St Paul to advance an art initiative.

CAAPB ADVISOR'S RECOMMENDATION

The current Bethesda Hospital complex lease as a Homeless Shelter terminated on May 31, 2022. There is no other pending planned reuse for the facility and its associated site. The building has high value as a built resource at 336,000 SF with a structured parking ramp and surface parking lot. It has the potential

to serve a variety of functions, as has been seen recently when it has been repurposed for COVID care and for Homeless shelter use.

It is likely that in a reuse or a change of use, basic building and life-safety systems would need to be updated to meet current codes for a long-term use. Including window improvements to improve energy efficiency. Interior finishes will require updating along with lighting and communication systems. There should be an assessment of the exterior masonry envelope to determine conditions of masonry anchors and brick ledges, analysis of mortar conditions, and age of roofing.

Existing building floor-to-floor heights are 10'9" whereas new facilities use a standard of 14'0" for floor-to-floor heights. The existing room dimensions of 6,440 SF to 9,371 SF, as compared to the current desired 11,400 SF per room are insufficient to meet current needs. Combining 2 rooms results in extensive interior demolition (2 rest rooms and interior walls) to get rooms that are too large. That in combination with the variety of geometries in the existing facility exacerbates the issue. The existing toilet rooms do not contain showers within the patient unit, which is now a standard Best Practice.

The long-term potential of the existing building to continue use as a health care facility is not viable. This is due to the greater floor-to-floor heights needed for HVAC systems, the industry's evolution in patient care methods and modern accessibility requirements. New health care facilities have changed dramatically since the original 1932 building was constructed. As noted in prior comments about the architectural firm – Thomas Ellerbe pioneered variations on floor plans and methodologies of patient care that have improved health care services since the original design and construction of the Bethesda Hospital Complex.

For this complex to be reused for housing or office space, it would need to be sold to a developer looking to develop office space and or housing or another no-health care use or purchased by the State for future administrative uses. With National Register eligibility, federal and state historic tax credits could potentially incentivize rehabilitation and reuse. The facility would need to meet specific criteria for consideration for tax credits. It is doubtful that the original 1932 building has integrity due to subsequent additions and removals of original building segments.

From a historic resource perspective, CAAPB Advisors and staff, have suggested the owner complete documentation of the existing complex, site, art, and other potentially significant features. Important resources such as historic written narratives (attached to this memo) and photo documentation should also be gathered and completed. CAAPB Advisors and staff have suggested standards for documentation, based on the *Minnesota Historic Property Record Guidelines* (Updated June 2009) and referencing the Capitol Area's Comprehensive Plan. The Owner and their representatives have collected historic photos and building documentation to support the request.

The location holds potential for historical archaeology. Given that there is open space on the property, there may also be potential for precontact Native American archaeology to be present. This would depend in part on the land use history. These resources, along with analysis of material reuse, will enable elements of the site and site history to be featured in new construction.

Upon review of the proposal for a new facility and the request for a demolition of the existing facility, CAAPB staff and Advisors recommend that any demolition permit be tied to a specific design concept and proposal being developed for continuing similar hospital land use.

Capitol Area Architectural & Planning Board
Advisor's Building & Site Review and Summary

It is difficult to see a complex that has served the City of St Paul, the Health Care Community, and the Capitol Area so well for close to 100 years be considered for demolition and replacement. Demolition should only be considered if the replacement facility is of a substantial benefit to the community and the Capitol Area and would be considered an upgrade.

The new building should be constructed of long-lasting materials, the siting should respond to existing community patterns, and be a Capitol Area asset. The Therapeutic Garden should remain a neighborhood amenity and there should be consideration of development of a pedestrian experience along its edges.

The tradition of artwork on this campus should be reintegrated in the new development in a sensitive way. There should be considerations for enhanced pedestrian experiences along the adjacent streets that include plantings, benches, and artwork.



Michael Bjornberg FAIA
Capitol Area Architectural & Planning Board Advisor

Images from a variety of sources including:

BETHESDA, A Century of Caring: 1883-1983, Published by Bethesda Foundation, 1983

A Healing Spirit, The Story of HealthEast Care System, 2008 HealthEast Foundation



Photo by Michael Bjornberg

APPENDIX EXHIBITS:

Capitol Area Architectural & Planning Board
Advisor's Building & Site Review and Summary

- Ramsey County History article, dated Spring 2008: *From Swede Hollow to Capitol Boulevard*, by Donald Swenson, M.D.
- Nursing Crown Council Report 2015
- Newsletter05
- FHS to Peter Musty 5-23
- AHC122_Art_and_Community_Space_Memo_2022-05-31-tcm1087-531197(1)
- AHC122_ARE-ADDENDUM_2022-06-15
- AHC2122_ARE_2022-05-31
- *Level 2 Property Record History (Forthcoming from Applicant)*