

# Salem Historic Landmarks Commission

## 2021 Accomplishments & 2022 Work Plan



## Message from the Chair



Dear Mayor Bennett and Council Members,

We are pleased to present you with our 2021 Accomplishments and 2022 Work Plan from the Salem Historic Landmarks Commission (HLC). Partnering with City Staff, we have achieved a variety of accomplishments in 2021. With their continued help, I believe we can complete our 2022 goals.

In 2021 we implemented our work on our Historic Code Amendments and Historic Preservation Plan update. I am proud that the Historic Landmarks Commission is one of just two Salem commissions that hold quasi-judicial public hearings. Our work is primarily focused upon historic design review for alterations, demolition, and new construction within Salem's four National Register Historic Districts. Our work is only possible because a majority of our Mayoral appointed members are highly trained professionals who are uniquely suited to complete the often complex historic design reviews required to ensure that the integrity of our historic resources are retained.

The historic Residential Toolbox Grant Program continues to provide residential property owners with much needed financial support. This program is possible thanks to our generous donor and the commitment of Salem's City Council to assist property owners with the maintenance of their historic resources, which now includes grants to help offset the cost of having their historic homes seismically upgraded and retrofitted. This year we expanded funding opportunities a new 'Preservation Green' fund to assist historic property owners with projects to improve the energy efficiency of their historic buildings.

In 2021 we established a new Cultural Landscape Award, acknowledging the maintenance/restoration of a historic or cultural landscape.

The HLC had its seventh successful year hosting the Historic Photo Contest! I was excited that we were able to continue this during the pandemic. The winners were announced virtually but we were able to give awards to each winner in person at the location of their photos.

You will find more accomplishments in this document but these are my highlights. The Commission greatly appreciates the Mayor and City Council for supporting our historic efforts to maintain Salem's historic resources as well as your continued faith in our Commission to successfully complete the good work of the City.







Sincerely,

Tracy Schwartz, Outgoing HLC Chair

## Commission Purpose & Historic Preservation Plan

The Salem Historic Landmarks Commission provides expertise on identifying, designating, and preserving significant properties related to the community's prehistory and history by encouraging the rehabilitation and ongoing viability of historic buildings and structures; strengthening public support for historic preservation efforts within the community; fostering civic pride; encouraging cultural heritage tourism; and promoting the continued productive use of recognized resources, and implementing the policies contained in the Salem Area Comprehensive Plan for the preservation of historic resources.

In 2020 the Salem Historic Landmarks Commission adopted a Historic Preservation Plan update with the following Goals:

-  1. Improve Public Outreach and Community Education
-  2. Streamline Historic Code, Process, and Enforcement
-  3. Increase Financial Support
-  4. Protect Cultural Landscapes and Archaeological Resources
-  5. Encourage Sustainable Practices
-  6. Survey and Designate Historic Resources

All of the work identified in the Commission's Annual Work Plan relates directly to these goals which were approved by Salem City Council, when the Historic Preservation Plan update was adopted.

The HLC is comprised of nine members appointed by the Mayor. As a Certified Local Government (CLG), it is required that a majority of the members meet the United States Secretary of Interior's Historic Preservation Qualifications Standards, to the extent that candidates are available in the community. Professional fields for consideration may include archaeology, architectural history, conservation, cultural anthropology, curation, engineering, folklore, historic architecture, historic landscape architecture, historic preservation, historic preservation planning, and history.

Five members of the HLC currently met these qualification standards in 2021. The professional positions are held by two archaeologists, a historic preservation professional, a historian, and an archivist. The at-large positions are held by an attorney, a historian, a planner, and a historic property owner. The HLC currently has no vacancies as one of our professional members and one of our at-large members completed their final terms at the end of 2021. Two new members have joined our HLC for 2022, both are retired architects.

## Commission Members

**Carroll Cottingham (Vice-Chair)** – Commissioner Cottingham was appointed to the HLC in December 2017 as an At-Large member. He holds an MA in Historic Preservation and Planning from the University of Maryland and prior to moving to Oregon, he worked for the NPS on federal and local preservation and protection in the Chesapeake Bay region. He lives with his family in Salem and works for ODOT as the Intermodal Civil Right Manager.

**Jessica Curteman** – Commissioner Curteman was appointed as a Professional member to the HLC in July 2019. She holds a M.A. in Archaeology from Oregon State University and has worked in archaeology for state and federal agencies, private contract firms, and Tribal government around the northwest. She lives with her family in south Salem and currently works at Oregon Department of Transportation as an Archaeologist and Tribal Liaison. She enjoys continuing to be an advocate for the people of Oregon's cultural heritage resources and educating others in how to become proactive and learn more about the history of their cities and state.

**Jamie French** – Commissioner French serves as a Professional member, holds a M.A. in Historical Archaeology and works for the Oregon SHPO as an archaeologist. She's worked at locations such as Salem Pioneer Cemetery, Champoege State Park, Fort Yamhill State Park, Camp Adair, and Fort Hoskins County Park. A life-long Salemite, Jamie enjoys educating people about archaeology in urban environments and watching current developments in Salem that join the history of the town with new opportunities for its residents.

**Brett Fuller** – Commissioner Fuller serves as a Professional member and works at the Oregon State Archives. He holds B.A.s in Anthropology and History and an M.A. in Public History from Texas State University. Before joining Salem's HLC, he worked and volunteered with various historic archives, historic preservation and cultural resource management programs, and museums. 2021 was Brett's first year on the HLC.

**Patty Mulvihill** – Commissioner Mulvihill has resided in Salem since 2016 and was appointed to the Historic Landmarks Commission in September of 2018 as an At-Large member. She is an Indiana native who has dedicated her professional career to serving local governments. Patty is the General Counsel for the League of Oregon Cities. She describes herself as a practical conservationist and is excited to serve the city of Salem and its Historic Landmarks Commission.

**Steve Ponce** – Serving as an At-Large member Steve works for the State of Oregon Department of Administrative Services. Steve comes from a background in construction and has a love for retaining local history. Before joining the HLC, he served the Salem community through volunteer efforts in city parks, and local food banks. 2021 was Steve's first year on the HLC.

**Tracy Schwartz (Chair)** – Commissioner Schwartz was appointed to the HLC in December 2018 and serves as a Professional member. She holds a M.S. in Historic Preservation and M.A. in Anthropology. Tracy has worked for the Oregon State Historic Preservation Office, and is current a historian for the Portland District for the U.S. Army Corps of Engineers.

**Kelly Thomas** – Commissioner Thomas graduated from the University of Nevada, Las Vegas (UNLV's School of Architecture) in 1997 where he became passionate about a sustainable built environment. Two years later, during Nevada's 70<sup>th</sup> Legislative Session, he proposed a package of legislation with that in mind. In 2009, he became an Energy and Environmental Design (LEED) practitioner and eventually worked as the Executive Director for the U.S. Green Building Council-Nevada Chapter (USGB-NV). In the summer of 2018, he moved to Salem with his fiancée and German Shepherd where he felt the need to channel his interest in sustainability into historic preservation. He has served on the HLC as an At-Large member since 2019.

**Andy Zimmerman** — Commissioner Zimmerman was appointed to the HLC in December 2018 as a Professional member. A lifelong Salem resident, he wrote a column about Salem-area history for the Statesman Journal for more than five years. He also serves as the vice chair for the Oregon Century Farm and Ranch program. Andy works for the Oregon Department of Agriculture as a Publications and Web Specialist. When not with his wife and children, the Western Oregon University graduate can be found gardening, sometimes with success.



## 2021 Accomplishments

Between January 2021 and December 2021, the Salem Historic Landmarks Commission held eleven public meetings and five public hearings. Out of a total of twenty-eight Historic Design Reviews processed, twenty-three were Minor Administrative Alteration Reviews completed by staff while the other five went before the HLC as Major Historic Design Reviews. Historic Preservation staff also held a regular monthly archaeology roundtable with interested Tribal representatives and completed nineteen archaeological compliance reviews.

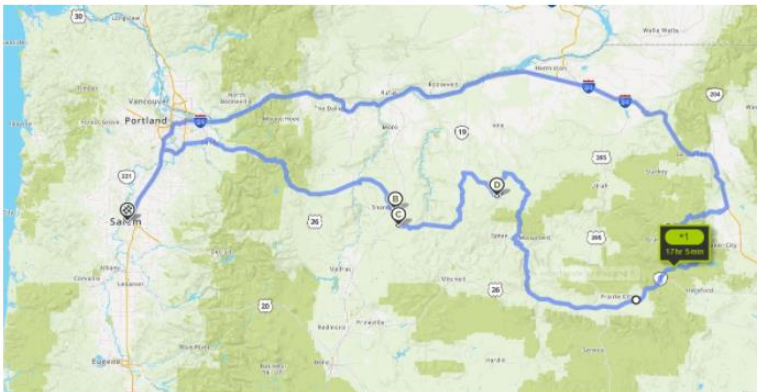
## 2021 Projects

### *Salem Landmark - HLC Newsletter*

Publication of quarterly newsletters with articles written by the HLC Commissioners has continued. This year the newsletter was distributed through a new electronic newsletter service and the HLC has successfully created, printed, and distributed four newsletters to over 600 Salem residents in both hard copy and electronically from January to December 2021. Themes from this year's newsletter included history of locations that were subjects in the Historic Photo Contest, energy efficiency, and entertainment. The newsletter mailings were funded by a grant obtained through the Certified Local Government (CLG) program through the State Historic Preservation Office (SHPO).

## Historic Road Trip – Ghost Towns in Oregon

by Patty Mulvihill



Salem is not the only city in Oregon that is committed to preserving its historic architecture and character, some of the State's best examples of a commitment to historic preservation are its ghost towns. Of the 20 or so ghost towns in Oregon, several remain functioning cities with governing bodies, tax systems, and residents (although the populations are quite small).<sup>[1]</sup> If, in these times of social distancing, you find yourself in need of some fresh air, different scenery, and a desire to explore Oregon's active ghost town cities, I encourage you to consider a historic road trip that will take you through the cities of Shaniko, Sumpter, and Granite. Fair warning, if you begin the trip from Salem, you'll drive over 800 miles and spend close to 18 hours in the car – but the drive will be worth it.

*Photos: Screenshots from our 2020 issues of the Landmark.*

Fall 2021: Volume 13, Issue 3

## Letter from the Chair

Happy Fall!

Even though summer is behind us and the days are getting shorter, that does not mean the fun has to stop. In fact, as we have all learned and adapted over the last year and a half, we can find entertainment in the most historic of situations. While getting ready for the leaves to change colors and enjoying the last of my homegrown tomatoes, I started to think about another kind of fall - fallout shelters! - and wondered what types of entertainment 1960s Salemers thought would get them through nuclear attack.





### ***Historic Photo Contest***

The HLC had a seventh successful year hosting the Historic Photo Contest! We had a smaller number of entries during the continued pandemic: twelve in the adult category and four in the youth category. Awards were offered for each age group in the following categories: Historic Exterior, Historic Interior, Historic Landscape/Streetscape/Feature, and Selfie or Pet Portrait with a Historic Feature or Building. Winners were announced at the June HLC meeting and photos were taken on location of the HLC Chair presenting awards to the winners; those photos are included below.





## ***HLC Annual Awards***

In 2010, the HLC established the Benjamin Maxwell Award to recognize outstanding contributions to the preservation of Salem's historic resources. In 2013, the Virginia Green Award was established to recognize exemplary service on behalf of Historic Preservation within the Salem Community. This year, the HLC introduced a new award, the Cultural Landscape Award, to recognize outstanding interpretation of preservation of a cultural landscape.

### ***Benjamin I. Maxwell Award***

This year, the Maxwell Award went Linda Nishioka and Joshua Scott for work on 260 State St, as well as the Salem Rotary and the City of Salem for the Gerry Frank Salem Rotary Amphitheater.



*Above: Linda Nishioka (center) accepting the Ben Maxwell award from Tracy Schwartz (Right) outside of the Nishioka Building*

*Left: Recipients of the Ben Maxwell award at the Gerry Frank Salem Rotary Amphitheater*

### ***Virginia P. Green Award***

This year, the Virginia P. Green Awards was given to the Salem Culture and Heritage Forum for their continued work on promoting historical tourism including vinyl wraps, walking tours, and video series.

*Right: Ross Sutherland (Left) and Yvonne Putze (Center) Accepting the Virginia P Green Award on behalf of the Salem Culture and Heritage Forum*



### *Cultural Landscape Award*

For it's first year, the Cultural Landscape Award was given to the Mission Street Parks Conservancy for their work on Bush's Pasture Park, especially their work with interpretive signage.

*Left: Christine Chute (Right) accepting the first Cultural Landscape Award.*

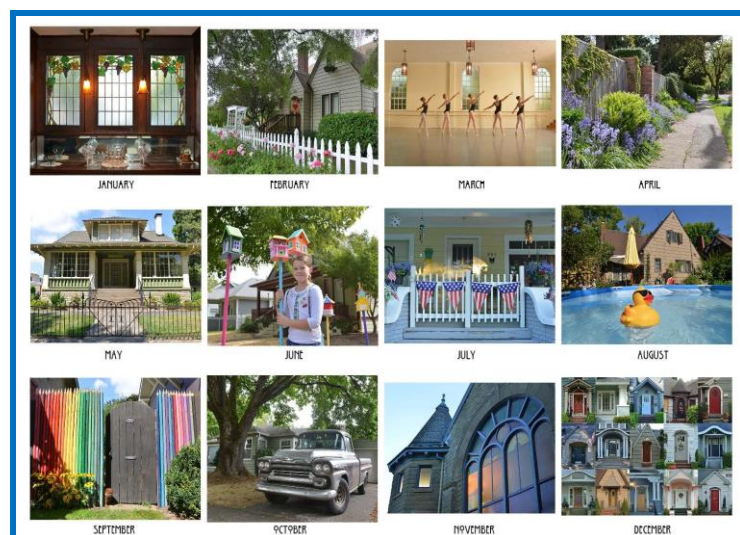
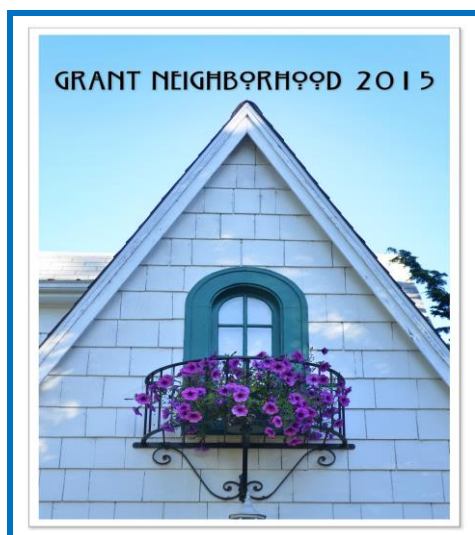


### *Salem Heritage Neighborhood Program*

In 2010, the City Council approved the Salem Historic Preservation Plan which has stated goals regarding the City's preservation program. One of the goals is to develop a public outreach and education program for historic preservation.

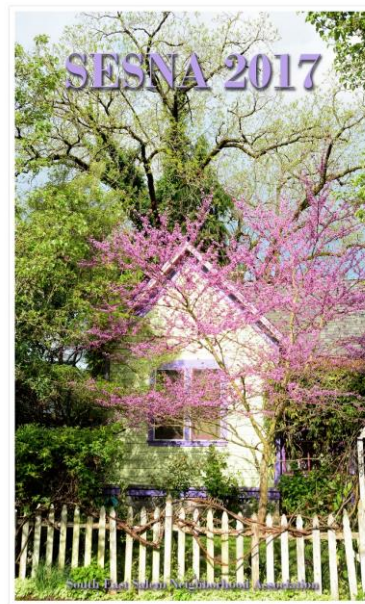
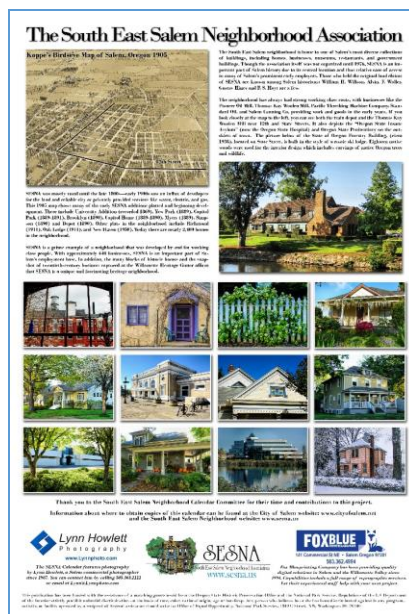
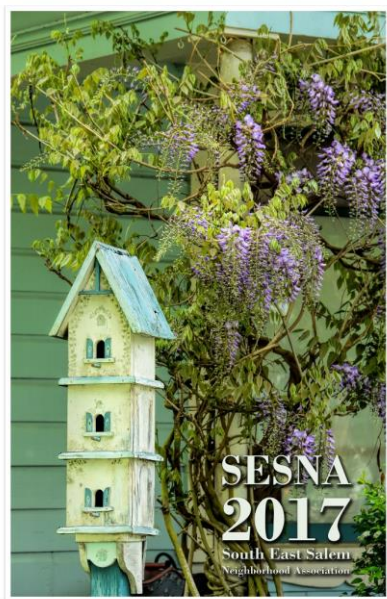
In 2013, the City Council authorized the Planning Division of the Community Development Department to apply for and receive a CLG grant from the Oregon State Historic Preservation Office, which included funding for the development of a historic preservation educational and outreach program specifically for the Grant Neighborhood.

Throughout 2014 and 2015, Salem HLC worked with the Grant Neighborhood Association on development of a community calendar through the Salem Heritage Neighborhood program. The HLC liaison and staff worked with representatives from the Grant Neighborhood and a consultant to develop a 2015 calendar which was being sold as a fundraiser for future historic preservation programs and projects in the Grant neighborhood.





The South East Salem Neighborhood (SESNA) has been selected for recognition as a Salem's next Heritage Neighborhood through fiscal year 2016-2017. The South East Salem Neighborhood Association (SESNA) was designated as Salem's second Heritage Neighborhood by the HLC on November 19, 2015. SESNA participated in this program through June, 2017. The HLC liaison and staff worked with a sub-committee of representatives from the SESNA neighborhood to develop a 2017 calendar which was sold as a fundraiser for future historic preservation programs and projects in the SESNA neighborhood.



In August 2021 the Highland Neighborhood Association established a Heritage Committee who requested recognition as a Salem Heritage Neighborhood. At their September 2021 meeting, the HLC recognized the Highland Neighborhood as its third Heritage Neighborhood. Historic preservation staff is currently exploring different funding opportunities in order to work with the Highland Neighborhood's Heritage Committee throughout 2022 to complete projects to help celebrate the history of their neighborhood. At the end of 2022 a final boundary for the Highland Heritage neighborhood will be recommended to the HLC. Initially, Highlands' requested projects which include: 1) Historic markers, including a more robust marker for the childhood home of President Herbert Hoover; 2) Street Sign Toppers.

### *Residential Toolbox Grant Program*

Another goal of the adopted Salem Historic Preservation Plan is to develop both economic and recognition incentives for historic property owners. In June 2011, City Council adopted Resolution 2011-52, approving guidelines for the historic Residential Toolbox Grant program and directing staff to implement the program consistent with these guidelines. In 2021, \$11,741.50 of grant funding was awarded to private residential property owners. Since it began, this program has provided over \$ 101,157.00 since 2011 to private homeowners to help them maintain and preserve their historic homes. In 2021 the HLC established its first Historic Preservation Green Fund grant to provide grants for window restoration and energy efficiency improvements. The HLC and historic preservation staff are currently working to develop additional educational and outreach materials to encourage sustainable practices in the redevelopment and rehabilitation of historic structures.



*Photos: Recipients of Toolbox Grants*



### Protecting Cultural Landscapes & Archaeological Resources

In 2021, the City of Salem signed a Memorandum of Understanding (MOU) with the Confederated Tribes of Siletz where both our City Council and the Siletz Tribal Council agreed to work together on issues of mutual concern. We continued to hold our monthly Historic and Cultural Resource Compliance Coordination Meetings with representatives of both the Siletz and the Grand Ronde Tribes to discuss specific development projects within our CRPZ zone.

In 2021 Salem's HLC collaborated with Willamette University, the Willamette Heritage Center and the Confederated Tribes of the Grand Ronde to apply for grant funding to complete a new public archaeology project in 2022 to locate the original foundation of the Indian Manual Labor Training School. Through this project we hope to get a better understanding of the experiences of Indigenous People living in Salem when the earlier missionaries arrived.

## Salem archeologists and historians plan to use radar to discover site of 1840s mission school

On the north side of what is now Willamette University's



*Kylie Pine, Willamette Heritage Center curator, stands on the site believed to be the original location of the Methodist parsonage in the 1840s (Rachel Alexander/Salem Reporter)*



## *Historic Enforcement Subcommittee*

In 2021, historic preservation staff established a Historic Compliance advisory committee to provide input and guidance during the staff update of the existing historic enforcement policy. The advisory committee, which included fifteen members, including representatives from neighborhood associations with historic districts in their wards (NEN, SCAN and CANDO), one active Historic Landmarks Commission member and two former HLC members, and one historic property owner. This project will help guide Salem's historic preservation and compliance staff to effectively respond to violations of SRC 230 and improve the management of Salem's historic resources. On December 14, 2021 the advisory committee finalized their draft recommended goals, policies and implementation strategies which include three Goals relating to education, proactive monitoring of historic properties and consequences.

## 2021 Work Plan- Improved Enforcement Policy

### Historic Compliance Advisory Subcommittee

- Provide Input for staff update of historic enforcement policy
- Committee include staff, Neighborhood Representatives; interested stakeholders
- Appointment of one HLC Member (2 former members)



Updated Historic Compliance & Enforcement policies

### Salem Historic Landmarks Commission – 2021 Work Plan

#### Goal 1: Improve Public Outreach & Community Education

**STRATEGY ONE: Improve community engagement and acknowledgement of excellence in historic preservation**

**ACTION:** Continue to celebrate Historic Preservation Month in May with awards and educational programming (#22)

**ACTION:** Continue photo contest with awards (#23)

**ACTION:** Celebrate Archaeology Month annually in October (#56)

**STRATEGY TWO: Develop interpretation and coordinate educational programming about Salem's diverse local history**

**ACTION:** Organize history talks and walking tours featuring Salem's history and historic resources in partnership with Travel Salem and local non-profits, including school groups (#1)

**ACTION:** Develop interpretive signage (i.e. vinyl utility box wraps and sign toppers) for listed historic districts, Heritage Neighborhoods, and other historic resources (#26)

**STRATEGY THREE: Improve historic program's web and social media presence**

**ACTION:** Use social media to regularly share the HLC newsletter, information about the Historic Preservation program and Salem's Local History (#4)

**ACTION:** Improve education about how to access the city website landing page where information and resources for historic property owners are located (#25)

**ACTION:** Share information about Salem's underrepresented history and communities through social media (#57)

**STRATEGY FOUR: Provide technical training**

**ACTION:** Coordinate homeowner FORUM meetings, so owners can share experiences, information (#5)

**STRATEGY FIVE: Provide Training about the Design Review Process and Code**

**ACTION:** Develop a "Welcome" packet to provide to new historic property owners and real estate agents with brochures and information about owning a historic property (#24)

#### Goal 2: Streamline Historic Code: Criteria, Process & Enforcement

**STRATEGY ONE: Improve Enforcement Policy**

★ **ACTION:** Coordinate regularly with Neighborhood Associations (ie. CANDO, NEN and SCAN) to review and update existing historic enforcement policy and implementation (#27)

**STRATEGY TWO: Improve and clarify education about design review process and criteria**

**ACTION:** Monthly HLC Meeting Public Hearings and Roundtable (#6)

## **Salem Historic Landmarks Commission – 2022 Work Plan**

### **Goal 1: Improve Public Outreach & Community Education**

***STRATEGY One: Improve community engagement and acknowledgement of excellence in historic preservation***

**ACTION:** Continue to celebrate Historic Preservation Month in May with awards and educational programming (#22)

**ACTION:** Continue photo contest with awards (#23)

***STRATEGY TWO: Develop interpretation and coordinate educational programming about Salem's diverse local history***

**ACTION:** Organize history talks and walking tours featuring Salem's history and historic resources in partnership with Travel Salem and local non-profits. Including school groups (#1)

***STRATEGY THREE: Improve historic program's web and social media presence***

**ACTION:** Use social media to regularly share the HLC newsletter, information about the Historic Preservation program and Salem's Local History (#4)

**ACTION:** Share information about Salem's underrepresented history and communities through social media (Action #57)

***STRATEGY FOUR: Provide technical training***

**ACTION:** Coordinate homeowner FORUM meetings, so owners can share experiences, information (#5)

***STRATEGY SIX: Educate the Public About Designation***

**ACTION:** Educate neighborhoods within the Salem Heritage Neighborhood Program, which allows historic preservation staff to work with Neighborhood Associations directly to develop educational products related to their neighborhood history and teach them about the survey and designation process (#33)

<b>Total Actions</b>	<b>TIMELINE</b>	<b>FUNDING NEEDED?</b>	<b>PROJECT TYPE</b>	<b>LEAD</b>
7	Ongoing/short term	NO	Education	HLC Subcommittee/STAFF



## Goal 2: Streamline Historic Code: Criteria, Process & Enforcement

### **STRATEGY ONE: Improve Enforcement Policy**

ACTION: Coordinate regularly with Neighborhood Associations (ie. CANDO, NEN and SCAN) to review and update existing historic enforcement policy and implementation (#27)

### **STRATEGY TWO: Improve and clarify education about design review process and criteria**

ACTION: Monthly HLC Meeting Public Hearings and Roundtable (#6)

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
2	ONGOING	NO	Education/Code	STAFF

## Goal 3: Increase Financial Support

### **STRATEGY ONE: Establish a historic design review fee program that supports historic property owners**

ACTION: Limit increase in historic design review fees for residential historic property owners by exploring other funding sources to offset staff time recovery (#34)

### **STRATEGY TWO: Improve financial support for historic property owners**

ACTION: Continue to fund and offer the annual Historic Residential Toolbox grant (#28)

ACTION: Identify sustainable city funding source in order to expand the Historic Residential Toolbox grant program (i.e. explore the feasibility of a permanent allocation from the City Council through Transient Occupancy Tax (TOT) funding) (#35)

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
3	Ongoing	YES	GRANT/Fee	STAFF

## Goal 4: Protect Cultural Landscapes & Archaeological Resources

### **STRATEGY ONE: Encourage the preservation of archaeological resources**

ACTION: Support development of a Memorandum of Understanding (MOU) with the Confederated Tribes of Siletz and the Confederated Tribes of the Warm Springs, similar to the MOU with the Confederated Tribes of Grand Ronde (#31)

ACTION: Hold monthly Historic and Cultural Resource Compliance Coordination Meetings (#14)  
ACTION: Celebrate Archaeology Month annually in October (#56)

**STRATEGY TWO: Encourage preservation of cultural landscapes**

ACTION: Celebrate Historic Landscape Architecture Month annually in April (#29)  
ACTION: Develop and offer a “Cultural Landscape Award” acknowledging maintenance/restoration of a historic or cultural landscape (#30)

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
5	ONGOING	NO	EDUCATION	STAFF/HLC SUBCOMMITTEE

**Goal 5: Encourage Sustainable Practices**

**STRATEGY TWO:** *Establish Financial Incentives and Educational Opportunities to encourage sustainable practices in the rehabilitation and redevelopment of historic structures.*

ACTION: **Establish and offer a Historic Preservation Green Fund Grant to provide grants for window restoration, energy efficiency improvements and solar panel installation (#32)**

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
1	ONGOING	YES	GRANT	STAFF

**Goal 6: Survey and Designate Historic Resources**

**STRATEGY ONE:** *Work with Neighborhoods to identify, survey and designate archaeological sites, historic structures, sites and landscapes that are significant and meaningful.*

ACTION: Spotlight key surveyed resources or buildings featured within the Salem Heritage Neighborhood Architectural Guide through the HLC newsletter and social media outlets (#21)

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
1	ONGOING	NO	SURVEY/EDUCATION	HLC SUBCOMMITTEE/STAFF