

# 2015

## City of Salem Historic Preservation Plan Update



**City of Salem**  
**Department of Planning and**  
**Community Development**

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## Executive Summary

For more than a century, Salem has engaged in efforts to protect, promote and preserve its historic assets, from efforts in 1908 to save the House of the Seven Gables to current efforts to preserve the historic buildings of the Point Neighborhood. It has long been understood that Salem's heritage – as seen through its historic buildings, landscapes and objects – defines its unique character and sense of place and also serves as an important tool for the city's economic health. Today, Salem is home to world class museums, historic and cultural landmarks, and some of the nation's finest examples of historic architecture. Passionate City staff and boards, local organizations and numerous individuals work diligently to preserve this heritage for residents and tourists alike.



*Salem City Hall*

Salem's accomplishments are impressive. More than 4,300 resources are documented in the City's historic inventory, the third largest inventory in Massachusetts. The City has designated 600 buildings within its four historic districts and has 31 resources protected with preservation restrictions. Salem also has 33 individual properties and 20 multiple-property districts listed in the National Register of Historic Places with an additional 112 properties included in Multiple and Thematic Resource Area nominations. Many of the community's most iconic historic buildings and landscapes are well-preserved, and the City, local organizations and institutions, and private individuals are currently engaged in restoration efforts at their historic properties. However, in spite of these impressive statistics, the majority of Salem's historic resources and many of its historic neighborhoods remain unprotected from inappropriate changes that could alter or even destroy their architectural integrity, and past efforts to implement additional historic regulations have been unsuccessful. There are also instances of private and City-owned historic buildings and landscapes suffering from deferred maintenance and deterioration due to a lack of funding and an awareness of their importance.

Commonly Used Acronyms	
SHC	Salem Historical Commission
DPCD	Department of Planning and Community Development
CPC	Salem Community Preservation Committee
CPA	Community Preservation Act
MHC	Massachusetts Historical Commission
NR	National Register of Historic Places
PR	Preservation Restrictions
LHD	Local Historic Districts
NHL	National Historic Landmark
NCD/NPD	Neighborhood Conservation/Preservation District

This Historic Preservation Plan Update seeks to serve as both an educational tool for fostering greater awareness and appreciation for Salem's historic resources and the role these buildings, structures, objects, landscapes, and burial sites play in visually defining the City's character and unique sense of place, and as a guidance document to prioritize local preservation efforts. The Plan is divided into four chapters -

Chapter 1 provides an overview and timeline of Salem’s history and preservation activity; Chapter 2 discusses Salem’s historic neighborhoods and provides a summary of the city’s historic resources and the City agencies and local organizations engaged in their preservation; Chapter 3 provides a review of the City’s existing policies, regulations, and planning efforts related to historic preservation; and Chapter 4 discusses the opportunities and issues affecting Salem’s historic resources and presents recommendations for the City to consider in future preservation efforts. The Plan culminates in an Action Plan that identifies implementation responsibility and timelines for each of the recommendations.

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## The Planning Process

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In 2014, the City received a matching Survey and Planning Grant from the Massachusetts Historical Commission to update its Historic Preservation Plan, which was last prepared in 1991. With support from the Department of Planning and Community Development and the Salem Historical Commission staff, the City hired Community Opportunities Group (COG) to assist with the endeavor. This 2015 Plan Update represents a yearlong effort to identify and evaluate Salem’s historic resources and to identify the issues affecting their future protection.

To gather public input for the Update, the City held three community meetings – a preservation partners’ focus group forum and two community-wide meetings. In addition, COG presented updates on the project to the SHC at two of their regularly scheduled meetings. Attendees at the focus group forum, which included representatives from all of the city’s preservation groups, participated in a SWOT (strength, weaknesses, opportunities and threats) exercise to identify Salem’s strengths, weaknesses, opportunities and threats related to historic preservation in the city. At the community-wide meeting, attendees identified and prioritized the city’s most threatened historic resources and began a discussion of their future preservation needs. COG also met individually with various city staff and local preservation partners to gather additional insight into Salem’s wealth of historic assets and their preservation needs. Representatives from the following groups provided information that is disseminated in this Plan:

Cemetery Department	Historic Salem, Inc.	Salem Athenaeum
Planning & Community Development	House of the Seven Gables	Salem Chamber of Commerce
Destination Salem	National Park Service	Salem Historical Commission
Essex National Heritage Commission	Parks Department	Salem Main Streets
Friends of Greenlawn Cemetery	Pickering House	Salem Partnership
Hamilton Hall	Salem Public Arts Planner	Witch House/Pioneer Village
Historic New England		

This community outreach informed much of this Plan and assisted the City with identifying current preservation opportunities and concerns, including: the need for increased documentation and protection of the city’s historic resources, the need for increased communication between the City, its agencies, and local preservation partners, and the need for better integration of historic preservation objectives into the development review process. While this plan is designed primarily as a municipal document to guide City-sponsored efforts, it also acknowledges the important role that local preservation partners play in preservation efforts. These organizations provide much of the city’s preservation education and outreach efforts and own some of Salem’s most important historic landmarks.

The following is a summary of the opportunities and issues affecting Salem's historic resources and community character and the priority recommendations set forth in this plan to address the City's preservation needs. A complete analysis of Salem's preservation needs and a full list of recommended actions can be found in Chapter 4 of the plan.

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## **Fostering Awareness and Appreciation of Salem's History and Historic Resources**

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### **Increasing Educational Programming and Activities**

To promote Salem's heritage and historic assets to both residents and visitors alike, the City and its preservation partners continue to engage in education and outreach initiatives, which include the installation of interpretive markers and signage and the development of walking tours, informational brochures, workshops, lectures, and events. Salem's non-profit organizations undertake most of these activities, including programming specifically designed to engage Salem youth in local history and programs for historic property owners to address building maintenance and restoration concerns. Identifying opportunities for the SHC to collaborate with local partners on education initiatives would reinforce the SHC's role as the municipal steward for all of Salem historic resources, not just those located within local historic districts, and would help to increase support for instituting preservation tools throughout the community. This could include programs and activities held during National Preservation Month each May and other educational initiatives such as:

- Development of new signage at the entrances to the City's historic districts, and the creation of historic interpretive displays at City-owned properties; and
- Expanding the City's website to include a separate interactive webpage focused solely on promoting Salem's heritage and historic assets.

### **Supporting Salem's Preservation Partners**

In addition to their educational efforts, Salem's Preservation Partners also own some of the city's most significant historic sites. These partners have all expressed an eagerness to work together to accomplish common goals, but many expressed challenges with limited funding and staffing capacity. Like the City of Salem, many of these organizations own and manage significant inventories of historic buildings, and, like the City, they face the ongoing challenge of maintaining these buildings with limited financial resources. Several are currently engaged in capital improvement projects to address maintenance concerns, and restoration needs, and these efforts could assist the City with its own restoration projects. Instituting an ongoing dialogue between the City and its preservation partners through regularly scheduled meetings and online discussion groups would allow all of Salem's preservation groups to share and discuss preservation concerns and opportunities.

#### ***Salem's Preservation Partners***

- Historic Salem, Inc.
- National Park Service
- Essex National Heritage Commission
- Historic New England Peabody Essex Museum
- House of the Seven Gables
- Hamilton Hall
- Pickering House
- Salem Main Streets
- Salem Partnership
- Destination Salem

Recommendations to support Salem's preservation organizations and facilitate ongoing communication between the City and its local partners include:

- Instituting quarterly meetings and a local online email system for Salem's preservation partners and SHC to discuss common concerns, explore cooperative opportunities, and share resources;
- Supporting partners' preservation efforts through the distribution of local CPA funds for eligible projects that serve a public benefit, providing letters of support for grant applications, and offering technical and construction support, when possible;
- Continuing efforts by preservation partners to collaborate with Salem teachers to further integrate local history and architecture into the class curriculum and into after school programs; and
- Continuing to support HSI's ongoing educational work, including its annual Preservation Awards program. The SHC should continue to recommend nominees for awards.

### **Promoting the Economic Benefits of Historic Preservation**

Despite a general awareness of the important role that historic assets play in Salem's economy, the city's preservation groups still struggle to build support for historic preservation in the community. Heritage tourism, which has served as an economic engine in Salem for more than a century, has become overshadowed by the city's Halloween tourism industry. In addition, local developers and property owners often perceive new construction and modern building materials as financially more beneficial than reusing historic buildings, despite numerous national and statewide studies that document the long-term cost savings and increased property values that result from restored historic buildings. Identifying opportunities to highlight the economic benefits of historic preservation will continue to be important, particularly during this era of increasing development activity in the city. Opportunities could include:

- Collaborative efforts between traditional historic preservation partners and tourism agencies to promote Salem's wealth of historic sites, art museums, and architectural assets to a new generation of cultural tourists; and
- Promoting the economic benefits of historic preservation to local officials, residents, developers, realtors, and historic property owners through symposiums, educational sessions, newspaper articles, brochures and case studies that highlight the costs and benefits of retaining historic buildings and materials.

### **Integrating the Arts and Historic Preservation**

Salem's heritage tourism efforts rely on the integration of the city's artistic, cultural and historic assets. The city is home to important works of historic sculptures and other public artwork and many iconic historic buildings serve as museum space and venues for performing arts and cultural events. Contemporary public art installations can also reinforce this connection between art and history and help to make Salem's history relevant for all. Future initiatives could include collaborative efforts between artists and historic preservation advocates to develop historically-themed artboxes, murals, and downtown window displays as well as light installations to highlight the city's historic architecture. Supporting the use of City-owned buildings and properties



for art and cultural events, particularly events that promote the city's heritage, will support the endeavors of both local arts and preservation groups and will reinforce Salem's identity as a vibrant and historic community.

### **Protecting Salem's Historic Resources & Community Character**

#### **Salem's Historic Resources Inventory**

Salem's historic resource inventory is an important tool for fostering awareness and understanding of local historic resources, both for City staff and for the general public. Information in the inventory can be used by the SHC to encourage residents to consider historic designations and by other City agencies to ensure the preservation of historic resources in the community during the development review process. Therefore, continuing efforts to ensure that Salem's inventory is complete and comprehensive is critical to ensure that the city's historic character is protected and preserved. Future survey efforts should focus on updating older forms that lack important historical and architectural information. This is particularly important for older forms completed for resources in Downtown Salem, which is experiencing significant new development and rehabilitation of existing buildings. Other survey efforts should include further documentation of underrepresented geographic areas, such as South Salem, West Salem, North Salem, Gallows Hills, and Castle Hill, and resource types including historic landscapes, outbuildings, and mid-20<sup>th</sup> century resources. To facilitate the use of the City's inventory by its municipal agencies, the following efforts could be considered:



*Mid-20<sup>th</sup> century house in South Salem*

- Provide links to Salem's inventory forms on the City's website in a more graphic, interactive, and user-friendly way;
- Institute a system to distribute inventory forms to City boards, agencies and staff reviewing or managing projects affecting historic resources and/or develop MACRIS training sessions for City staff; and
- Develop and maintain historic inventory information on the City's GIS system and on a city-wide map of documented historic resources, which could be used by municipal departments and boards during the development review process.

### **Documenting and Protecting Salem's Archaeological Resources**

Development can adversely affect a community's archaeological sites, particularly those that are not documented. These fragile resources could be lost without much awareness that they ever existed. The City has completed a city-wide archaeological reconnaissance survey and maintains a confidential city-wide archaeological resource map that documents the location where archaeological resources have been found and areas where they might exist. These resources include the remains of fortifications at Fort Pickering, where the City is currently engaged in documentation and conservation work. Continuing efforts to document additional historic and prehistoric archaeological sites in Salem would ensure that these resources are protected when development projects are proposed. This information can also be utilized to develop public awareness initiatives to foster greater appreciation and understanding of Salem's past.

### National Register of Historic Places

While the National Register is primarily an honorary designation, NR listing is an important tool to increase community pride and understanding of local history. NR listed resources are afforded limited protection through Section 106 of the Historic Preservation Act if the listed resource will be impacted by a project that utilizes federal funds, or permits or licenses. Listed properties are also eligible to seek historic tax credits and apply for MHC preservation grants, two funding sources that can be instrumental in efforts to preserve Salem's threatened and deteriorated buildings. Since property owner agreement may be required for listing, it will be important for the City to engage in extensive public outreach to educate owners about the National Register and its benefits. General recommendations related to National Register efforts include:



*Buffum Street, North Salem*

- Working with property owners to expand boundaries of existing National Register districts and to pursue new National Register districts and individual listings. Priorities include at-risk resources and those with resident support; and
- Pursuing National Register eligibility opinions and listings for City-owned historic properties not already listed in the National Register to honor resource and make resources eligible for preservation grant funding.

### Preservation Restrictions

Similar to a conservation restriction that protects an open space from future development, a preservation restriction is a vital tool to protect the architectural features of an historic building. To date, Salem has 31 resources protected with preservation restrictions, including both City-owned properties and those owned by non-profit organizations. This number will continue to grow as the City distributes its CPA funds to non-City owned properties.

While the CPA regulation does not require a preservation restriction to be instituted when funds are used to restore a publicly-owned resource, the placement of restrictions on restored City-owned historic buildings would protect the City's financial investment, ensure the future preservation of the resource, and reinforce the City's role as a historic steward. For historic public buildings that are deaccessioned and placed into private ownership, preservation restrictions are a particularly important tool to ensure that these resources are protected from future alterations that could alter or destroy their historic and architectural integrity. The City could work with the Historic New England Stewardship Program or another local preservation organization to serve as the entity to hold restrictions on City-owned properties.

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## Protecting Salem's Historic Resources and Historic Character

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Preserving Salem's historic fabric is integral to preserving the city's identity and sense of place. Without some protective regulations in place, the physical features that make Salem's historic buildings and neighborhoods so special – architectural trim, building scale, streetscape patterns -could be lost.



*Peabody Street, Point Neighborhood*

Salem has adopted two of the traditional preservation tools available for municipalities to protect important historic resources – a demolition delay ordinance and a local historic district ordinance. As the City’s municipal preservation agency, the Salem Historical Commission is responsible for overseeing administration of these regulations and for other city-wide preservation planning efforts. While the Commission works to protect Salem’s historic resources, the City’s preservation ordinances are limited in their strength and oversight capabilities. Additional preservation tools are available to protect a community’s historic character that Salem could

consider, including Neighborhood Preservation Districts, previously considered by the City, single building local historic districts, and demolition by neglect regulations.

### **Salem Historical Commission**

The Salem Historical Commission is comprised of dedicated volunteers who work diligently to protect historic resources located within the City’s four local historic districts, as well as properties outside of the districts. SHC members are volunteers and have limited time available for historic preservation activities, which emphasizes the need for continued board member training and staff support.

The SHC is currently supported by a part-time DPCD staff person, who provides administrative support to the SHC and grant writing and project management services for municipal preservation projects. Other DPCD planning staff members also undertake preservation and municipal building restoration-related projects. Together, these staff members have engaged in an impressive list of preservation projects over the past 25 years. However, Salem’s extensive stock of historic buildings and structures and the propensity for development projects to affect neighboring historic resources may warrant an expanded staff role to provide insight into preservation objectives for historic properties not designated within a LHD or for projects that may affect an adjoining or nearby historic resource.

As the City’s municipal preservation agency, the SHC struggles to reinforce and promote its dual role as both a historic district commission and a historical commission to local officials, municipal boards and staff, and to the general public. In much the same way that the Conservation Commission and its staff serve as the municipal steward for Salem’s natural resources, the SHC and its staff are the municipal stewards for Salem’s historic resources. The SHC is a vital resource to ensure that City sponsored and approved projects are completed in a manner that respects Salem’s historic buildings and character. Re-instituting the regular distribution of historic inventory forms and other historic information to City boards and agencies reviewing or managing projects affecting historic resources would support these efforts. Additional recommendations relating to SHC member training, staff support, and reinforcing the SHC’s role as the City’s municipal preservation steward include:

- Dedicate funding for SHC members to attend preservation trainings, workshops or conferences and encourage all members to participate in MHC’s preservation listserve, a statewide online discussion forum for historical commissions, historic district commission, planning boards, municipal staff and preservation professionals;
- Consider expanding SHC’s staff position responsibilities and expertise in preservation issues. This could include training existing staff or hiring a new planner with preservation expertise;

- Schedule SHC annual meeting to develop a work plan and establish goals for community-wide preservation activities for the year, utilizing the recommendations set forth in this plan;
- Ensure that the SHC is aware of all development review projects that impact historic resources by encouraging SHC members to enroll in the City's existing e-mail subscriber for public meeting agendas;
- Continue to discuss issues, opportunities and concerns regarding preservation of the city's historic character at regular DPCD staff meetings and Department head meetings; and
- Develop a City policy that all City departments and boards seek SHC or SHC staff comment on any City project that will have an effect on historic resources.

### **Strengthening Salem's Historic Preservation Ordinances**

#### **Demolition Delay Ordinance**

While the City has been very successful in ensuring that all applicable historic buildings threatened with demolition are reviewed by the SHC prior to the issuance of a demolition permit, the City's existing demolition delay regulation has a very limited delay period of only six months and no penalties for demolition without approval. Reviewing the ordinance to identify opportunities to strengthen this tool could include adopting language from MHC's model demolition delay bylaw, which includes a longer delay period to allow greater time for a Commission to work with a property owner to seek alternatives to demolition, as well as language that requires proponents to receive all necessary approvals for the new construction before a demolition permit is issued. Another challenge facing the SHC is the determination of whether a building is structurally deficient. Proponents often argue that their building is "structurally unsound" and should therefore be demolished. The SHC does not have a budget to hire an engineer or architect to provide a professional assessment on the structural or architectural integrity of a threatened building. Recommendations to strengthen the City's ability to successfully implement its demolition delay ordinance include:

- Revisions for a longer delay period; language that requires demolition proponents to submit a copy of the demolition plan, the reasons for the demolition and the proposed reuse of the property; language stating that the proponent must receive all approvals necessary for a building permit for the new construction prior to the issuance of a demolition permit; and penalties for demolition without approval and moratoriums on rebuilding.
- Institute a fee for demolition delay applications to provide funding for the SHC to hire a professional to assess the structural and historic integrity of buildings threatened with demolition.

#### **Local Historic District Ordinance**

In a city with as many important historic resources as Salem, the limited number of properties protected by local historic district (LHD) designation hinders the City's ability to successfully protect the community's architectural heritage and character. While the City was unable to garner support for the designation of new districts in the past, participants at public meetings held in support of this plan voiced optimism that city residents may now be more receptive to historic district designation.



*37 Chestnut Street, McIntire District*

For the City's existing local historic districts, fostering owner awareness and appreciation for the importance of historic designation has long been a goal for the SHC. Staff and budget limitations make outreach efforts challenging, although technology such as email blasts and social media platforms could be better utilized to reach owners. District signage and training sessions for local realtors could also help to increase resident awareness. In addition to increasing resident awareness, the SHC has expressed the need for strengthening the City's historic district ordinance. Currently, each district is protected with its own specific ordinance and

regulations. In several instances, buildings within the district are visible from public ways that are not included in the designated list of streets, leaving the very visible rear of properties open to extensive alteration that is not in keeping with the character of the neighborhood.

Addressing violations in historic districts – both for work completed without proper approvals and for approved work that is completed incorrectly - is also a concern of the SHC. In the past, individual SHC members were assigned with specific areas to monitor regularly for violations, a policy the SHC could consider reinstituting. The SHC could also institute a process to review approved projects once work is completed. This could include distribution of a postcard or development of an online notification system for applicants to notify SHC when a project is complete so that a site visit can be completed.

To facilitate the application review process, the SHC recently created an application checklist to ensure that all necessary information is submitted prior to the public hearing, and SHC staff sends copies of this information to SHC members in advance of the hearing to provide members with an opportunity to request additional information, if necessary. Ensuring that all SHC members review meeting packets and visit each site on an individual basis to familiarize themselves with an applicant's property prior to the public hearing will be important. General recommendations relating to the City's local historic district ordinance include:

- Utilize the SHC's webpage and other technology such as social media to inform residents about historic district regulations, highlight preservation success stories, discuss innovative restoration techniques, and promote preservation activities;
- Review the existing LHD ordinance and regulations to consider potential changes to strengthen the review process and establish a system to impose fines for violations;
- Assign each board member with a geographical area to check monthly for violations and institute a process to review approved projects once work is completed;
- Engage in significant public outreach to neighborhood residents and public officials to promote the benefits of historic district designations; and
- Work with local residents and public officials to expand the City's existing local historic districts and designate new local historic districts.

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## **Other Preservation Tools Available to Protect Historic Resources**

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There are additional preservation tools available to protect a community's historic character that Salem could consider adopting, including tools to protect individual resources and larger historic areas. Any effort to adopt new or expand existing preservation regulations will require extensive community outreach to local officials, neighborhood groups, property owners and community residents to explain the benefits of the tool and to build support for their adoption.

### **Tools to Protect Individual Resources**

#### **Consider Adopting a Demolition by Neglect Ordinance**

Through the City's Demolition Delay Ordinance, the Salem Historical Commission often reviews buildings that are structurally deficient or are in serious disrepair. In some instances, this situation is the direct result of a property owner's negligence and disregard for building maintenance. While the majority of Salem's historic buildings are well preserved, there are some highly visible exceptions. The ongoing neglect of these buildings has a significant negative impact on the surrounding streetscape and could eventually result in the loss of these valuable resources. Fortunately, the City's current Building Inspector has used his authority to enforce emergency repairs, rather than requiring demolition. However, ongoing neglect can also have a negative effect on property values (which can effect resale value and tax assessments). To address deliberate building neglect proactively, the SHC could consider adoption of a local Demolition by Neglect Ordinance (often referred to as an Affirmative Maintenance Ordinance), which could be applied community-wide or to specific areas such as historic districts.

#### **Consider Designating Single Building Local Historic Districts**

In some instances, Salem's historic buildings are isolated resources, surrounded by new development or resources that have lost architectural significance. In other situations, the SHC may be confronted with the proposed demolition of a historically significant structure that is located outside of the city's local historic districts and is afforded no regulatory protection beyond the 180-day demolition delay. To address these scenarios, the City could designate single buildings under its existing local historic district ordinance, a tool utilized by communities such as the Town of Brookline and the City of Somerville.

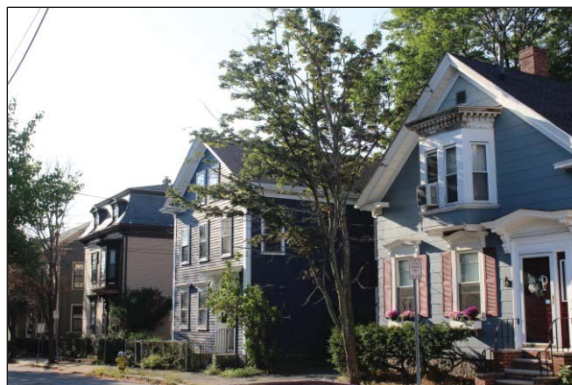
### **Tools to Protect Historic Neighborhoods**

Salem is a community with distinctive neighborhoods, each with its own unique historic resources. These historic neighborhoods stand as visible reminders of Salem's historic development patterns and social and economic heritage and provide a glimpse into the city's past while contributing to the visual character that defines its unique sense of place today. Preserving the building fabric of these neighborhoods is more than just an effort to protect the city's history; preserving each neighborhood's unique building scale and streetscape pattern helps to maintain the cultural identity and pride of place felt by neighborhood residents.

#### **Neighborhood Preservation Districts**

While Salem's previous designation efforts have focused primarily in the McIntire District, the Common, Lafayette Street and the Derby Street areas, other neighborhoods warrant recognition and protection. Salem has many areas worthy of historic district designation, and the historic inventory can be used to educate the public and generate community support for adopting new districts. For those neighborhoods where protecting building scale and streetscape patterns is more important than protecting individual architectural details, the City could consider designating a Neighborhood Preservation District (NPD).

In 2008, the City commissioned a study to explore this tool and identified potential neighborhoods for NPD designation, but never adopted any districts. Adopting a general NPD ordinance, which can be later adapted to a designated neighborhood, is the first step toward promoting this preservation tool to Salem neighborhoods. Once residents determine that this tool is beneficial to their neighborhood, they could work with the City to define the distinguishing characteristics of their neighborhood's scale and streetscape pattern and draft specific regulations.



*Bridge Street Neck*

## **Integrating Preservation Objectives into Development Review Process**

Due to the density of the city's existing building stock, Salem's development projects can cause significant pressure on the city's historic built environment. Identifying ways to guide this development in a manner that respects Salem's historic character and the architectural integrity of its neighborhoods is important.

Further integration of historic preservation objectives into the City's development review process was a goal expressed by attendees at the community meetings held during the development of this plan. Encouraging communication between City departments, boards and commissions to raise awareness of historic resources and preservation concerns is particularly important in Salem since most City agencies play some role in protecting the city's heritage and historic character. DPCD provides staff support to most of the City's development review boards, which allows DPCD staff, including the SHC's staff person, to notify each other of preservation concerns and provide information on a resource's historic significance. Increasing dialogue between the SHC and other City development review agencies continues to be important. The SHC is a valuable technical resource for the community, and City staff, boards and officials should take advantage of this resource and utilize the expertise of SHC members. In addition to the distribution of inventory forms to review agencies, SHC staff should participate at One Stop Meetings for projects located in an historic area or neighborhood, even if the property is not designated within a LHD. This would ensure that City agencies are aware of any preservation concerns at the onset of the development review process.



*Carriage Houses, Common Neighborhood*

The approval of special permits and variances can also have significant repercussions on historic buildings and neighborhoods, particularly those outside local historic districts. Adopting flexible zoning regulations that allow for different standards for dimensional and parking requirements when an historic building is preserved and reused is a tool that communities can utilize to protect and preserve historic resources. Salem currently

has flexible zoning regulations for the conversion of carriage houses to a residential unit, but this provision has rarely been utilized and should be reviewed to determine opportunities to improve it. Salem's current downtown zoning incorporates flexible parking requirements for rehabilitation projects to encourage the preservation of historic buildings. The Planning Board and SHC could work together to review the City's zoning ordinance to identify other opportunities to incorporate flexible regulations for

the protection of historic buildings, including modifying dimensional standards for new building lots to ensure that an existing building on a large parcel is retained. Other recommendations for considering historic preservation objectives during the development review process include:

- Institute an agenda sharing process for all City review boards, including the SHC, and re-institute process for distributing historic resource inventory forms and other historic information for affected properties during the development review process.
- Establish a system to determine if any public or private project receiving city funds, permits or any ordinance or policy will have potential negative impact on an inventoried or state register property or archaeological resource. For any project that may impact on an inventoried or listed property or relates to broader preservation issue, the SHC should be notified and a non-binding comment requested.
- Develop a preservation checklist for City boards to consider when they are reviewing development proposals that might affect an historic asset or area that isn't formally designated "historic".
- Ensure that all board approvals be given appropriate consideration regardless of where approval falls in timeline and ensure that SHC stays abreast of project reviews before other City boards and commissions and submit comments to those boards, as necessary.
- Encourage opportunities to incorporate preservation objectives of scale and context of new development within historic streetscapes and neighborhoods.
- Consider adopting additional flexible zoning regulations that allow different standards for dimensional and parking requirements when an historic building is preserved.

### Urban Renewal Area

While each of Salem's neighborhoods contain small clusters of commercial development, downtown Salem is the city's primary commercial center. Brick, granite and masonry buildings spanning more than two centuries of development line the streetscapes in the downtown and exhibit some of the city's most beautiful architectural details. Downtown Salem is included within Salem's Urban Renewal Area and a portion is also a National Register Historic District. The City's recently updated Urban Renewal Plan reiterated the important role of historic preservation in downtown development and SHC involvement in the review of new development proposals.



*Washington Street, Downtown Salem*

As the downtown's renaissance continues with new stores, restaurants, and residences opening in existing and new buildings and the iconic Essex County Court Buildings await revitalization, it will be even more important to ensure that new development is compatible within the context of the area's historic architecture, scale, and character. This includes use of the *Commercial Design Guidelines* developed in 2005. Other efforts to encourage preservation of Salem's historic downtown could include:

- Developing a preservation checklist for use during the DRB/SRA review that includes whether a property is historically and architecturally significant, has been documented on an inventory

form, is listed in the National Register, etc. Distribute copies of existing inventory forms as well as relevant sections of the National Register nomination to establish historic context and architectural significance of properties undergoing review.

- SHC to attend DRB/SRA meetings or provide written comment for development projects affecting historic properties.
- Engage downtown property owners and local preservation partners such as Salem Main Streets on historic preservation efforts in the Downtown.

### **Entrance Corridor Overlay Districts (ECOD)**

The City created overlay zoning districts for its entrance corridors to protect and enhance these major entrance ways and ensure that such areas are improved in a manner which is in the best interest of the City. These entrance corridors include the historic commercial streetscapes of Bridge, Boston, North, and Lafayette streets, areas that also abut historic neighborhoods. Attendees at community meetings held during the development of this plan expressed concerns about the potential impacts of commercial zoning on the adjacent neighborhoods. Because the threshold for site plan review for nonresidential new construction is lower in ECODs than in other districts, there are greater opportunities for the SHC to provide input through the Planning Board review process regarding the protection of historic character in these neighborhoods. The City also acknowledges the historic significance of these areas when it implements improvement projects, such as the period lighting installed along North Street and Bridge Street to enhance the appearance of these historic streetscapes. Recommendations relating to the consideration of preservation objectives within the City's ECOD include ensuring that existing design guidelines are utilized for development proposals in the ECOD and reviewing existing ECOD regulations to consider whether the protection of individual historic resources, surrounding historic streetscapes and adjacent historic neighborhoods could be incorporated into the regulations.



*Historic Buildings on Bridge Street*

### **North River Canal Corridor Neighborhood Mixed Use District (NRCC)**

The North River Canal was once the city's most important industrial corridor. As factories closed, the area's industrial buildings became obsolete with many standing vacant for years. Environmental concerns further complicated the reuse potential of these buildings and many were demolished. The nearby modest housing built for workers in these factories still remains, however, and continues to provide affordable housing options for Salem residents. As the City plans for the redevelopment of vacant and underutilized properties along the North River, it will be important to reinforce the City's goal that new development honors the legacy of the area and preserves the historic character of the surrounding neighborhood. This includes the retention and preservation of existing historic buildings when possible and ensuring the new construction is compatible with the scale and character of the historic streetscape and neighborhood.

## Preservation and Management of City-Owned Historic Resources

### City-Owned Historic Buildings

The City has generally been a good steward of its historic buildings, parks, and cemeteries. It recently completed restoration projects at several of its iconic historic buildings, landscapes and objects and is currently overseeing restoration projects at additional historic sites. The City has also utilized caretaker



*Old Town Hall*

programs to initiate repairs and restoration at several formerly vacant properties. Despite these efforts, however, several City buildings remain in need of repair and restoration. Instituting formal procedures to require historically appropriate preservation of historic properties, and instituting a regular, formal role for the Salem Historical Commission in reviewing and commenting on projects that affect City-owned historic resources are two important steps to ensure the future preservation of the City's historic buildings. Developing a capital improvements program and long-term strategies to ensure that restored resources receive regular maintenance to

protect these irreplaceable assets will also be important. This is particularly critical at the City's historic parks, which are heavily used by residents and visitors alike.

Prioritizing and funding Salem's extensive list of building restoration projects was one of the most pressing concerns expressed by participants during the preparation of this plan. Instituting ongoing maintenance procedures at City sites to prevent emergency situations and designating maintenance funds within the City's budget were also cited as important. Several of Salem's preservation partners are currently developing capital improvements planning processes that could serve as models for the City in its efforts to prioritize and fund its own restoration projects. Other considerations relating to the protection of the City's historic assets included placing preservation protections on public building determined obsolete for City use, identifying City-owned assets at risk of damage due to sea level rise and natural disasters, and continuing to utilizing local CPA funds for City-owned properties. Other recommendations set forth in this Plan for preserving the City's historic buildings include:

- Review City's 1998 Historic Preservation Maintenance Plan and individual property reports and update recommended actions as necessary as basis for establishing priorities for restoration and repair needs through a Capital Improvements Plan;
- Establish a formal City policy that historic public buildings will be maintained and preserved in keeping with the Secretary of the Interior's Standards for the Treatment of Historic Properties, and that the SHC will review any proposed work on City-owned historic resources and participate in any plans for change in ownership or use;
- For vacant, underused or deteriorated City-owned properties, complete individual plans for stabilization and restoration as well as plans for alternate uses that would be sympathetic to long-term preservation;
- As each building is restored, develop and implement ongoing maintenance plans to protect the public investment and prevent serious deterioration in the future; and

- Develop a funding mechanism for Old Town Hall that would require a portion of funds raised at the property to be used specifically for property maintenance.

### **City-Owned Cemeteries, Burial Grounds, and Parks**

Salem's burial sites and public parks contain some of the city's most important historic resources, including burial markers and tombs, historic fencing, historic buildings, and other structures. The City has commissioned a planning study to identify and prioritize preservation concerns at its historic burial grounds, but has not completed a similar study for its historic parks. Salem's public parks contain some of the city's most deteriorated historic resources, including buildings, structures and landscape features. Developing appropriate procedures for ongoing maintenance at these historic sites and prioritizing restoration and conservation efforts is critically important, especially as the City seeks to balance public access to these spaces with the need to protect historic resources and landscape features from irreversible damage. Other recommendations include:



*Greenlawn Cemetery Gates*

- Review the previous Burial Grounds Study and update, as needed, to establish priorities and funding for conservation and repair needs;
- Review existing conditions at City's historic parks and open spaces and establish priorities for preservation efforts;
- Establish landscape maintenance guidelines and procedures, including trimming and mowing, to prevent damage to historic features at burial sites and parks; and
- Continue encouraging the development of Friends groups to oversee and provide general maintenance at City-owned cemeteries and parks.

### **Sidewalks and Infrastructure in Historic Districts**

Salem's local historic district ordinance does not require SHC review of public works projects located within a historic district, nor does the City have a policy in place for SHC consultation for this work. Maintenance of the city's brick sidewalks was a concern expressed by many attendants at meetings held during the preparation of this plan. Developing a clear policy on brick sidewalk repair and identifying priority areas for brick walks could help to address some of these concerns. Attendees also expressed concerns about the impact of other infrastructure improvements on historic streetscapes, including installation of new overhead lights. Recommendations include:

- Institute clear policy that requires SHC review of any public works project that is proposed in local historic district and establish a consultation process for all public works projects that affect historic resources outside of historic districts;
- Establish clear policy on sidewalk repairs, especially pertaining to City's network of brick sidewalks; and
- Advise snowplow contractors and City Public Works staff on the appropriate procedures for plowing on or near historic resources.

## Planning for Natural Disasters and Climate Change Impacts

Several recent emergencies at local museums highlight the vulnerability of Salem's historic resources. Climate change could also impact Salem's historic resources, many of which are located within close proximity to the shoreline. Rising sea levels, severe coastal storms and extreme heat conditions pose significant threats to both the city's natural and built environment. Salem recently completed a study to examine the potential effects of climate change on Salem's natural and built resources. Historic assets such as Pickering Wharf, the Willows, Pioneer Village, Winter Island, the Gables, the Salem Maritime Park, and Baker Island Light are at particular risk of damage from rising sea levels and storms. Reviewing the City's disaster preparedness protocols and maintaining a dialogue between the City, COSTEP MA and its local Cultural Triage Officer is critical to ensure that the City can respond quickly when an emergency occurs. Other recommendations include:

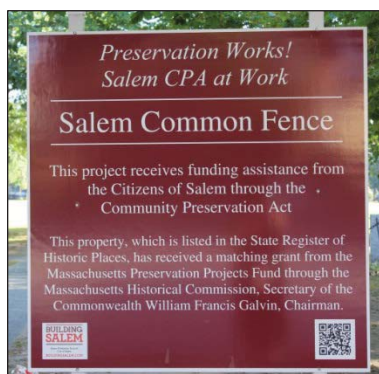


*Salem Maritime Park*

- Commission a planning study that focuses specifically on Salem's historic resources most at risk from rising sea level; and
- Include discussion of natural disaster planning at preservation partners meeting and consider hosting a regional forum on climate change and natural disaster planning for historic resources.

## Funding for Historic Preservation

Salem's municipal staff has been very successful in soliciting grants for preservation activities for the City's historic buildings and parks. Continuing these efforts will be critical as the City struggles with limited finances and an aging building inventory. Salem's adoption of the Community Preservation Act (CPA) provides a much needed source of funding for Salem's historic resources. CPA guidelines allow funds to be used for both public and private resources providing that they serve a public benefit, which is reflected in the City's category specific criteria for historic preservation projects. Since this funding source is limited and local needs far exceed the available funds, leveraging other funding sources is critical. Balancing the restoration needs of Salem's City-owned assets with the needs of historic assets owned by local non-profit groups can be challenging. It will be important to understand the public benefit of the individual projects that are proposed in order to best meet the CPA guidelines.



Funding for private restoration projects is more limited. Several communities in Massachusetts are using local CPA funds to assist the preservation efforts of private property owners, but in Salem, the public need for preservation funds far exceeds the funds available and the city's non-profit partners are also in need of funding for their historic properties. State and Federal historic preservation tax credits are available for owners of private income-producing properties who are undertaking restoration projects that meet certain cost thresholds and comply with specific restoration requirements. Encouraging and

supporting developers who seek to utilize preservation tax credits for certified rehabilitations will be important. Other recommendations relating to the funding of historic preservation activities include:

- Apply for CPA funds to implement the recommendations in this plan, including recommendations relating to historic resource survey efforts and National Register nominations and restoration projects at City-owned properties;
- Apply for grant funding from other regional, state and national programs such as those offered by the MHC, ENHC, the Metropolitan Area Planning Council (MAPC), and the City's CDBG program to implement recommendations in this plan;
- Continue efforts to solicit preservation grants for City-sponsored preservation projects; and
- CPC, through its historic commission representative, should work with SHC and other preservation partners to identify and prioritize historic preservation projects for CPA funding that best serve a public benefit, including both publicly-owned resources and those owned by private non-profits.



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## Chapter 1 - Historic Overview of Salem

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*Information for this section has been compiled from numerous documents including the MHC Reconnaissance Report for Salem and various National Register documents.*

Salem's history has been extensively chronicled in numerous publications and has long been a source of pride and economic opportunity for the city. From the infamous witch trials of 1692 to the city's maritime heritage, Salem's early history is well-documented and appreciated. While its significance as an industrial center during the late 19<sup>th</sup> and early 20<sup>th</sup> centuries is perhaps not as well known, efforts to highlight this heritage are underway. The city's emergence as a cultural and tourism center during the mid-20<sup>th</sup> century and the renaissance of its downtown at the turn of the 21<sup>st</sup> century has resulted in the vibrant community seen today. The following narrative is intended to provide a brief overview of Salem's history from its pre-1600 Native American settlement to its 21<sup>st</sup> century revival in order to provide a context for Salem's unparalleled collection of historic resources.

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### Contact Period (1500-1620)

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The area now Salem was inhabited by members of the Pawtucket group of Native Americans (often called Penacook), commonly referred to as the Naumkeags. Their settlement sites probably included places near the mouths of the North, South, and Forest rivers. These and other coastal locations and areas adjacent to interior wetlands in Salem and its vicinity would have been likely locations for villages and habitations, agricultural fields, seasonal hunting, fishing and food gathering activities, and human burials. The population in Salem has been estimated to have numbered around 200 during this period, but it was certainly decimated by the series of epidemics that preceded the European settlers. By the end of this period, there may have been fewer than 50 individuals, or even none, remaining. Archaeological discoveries relating to these and earlier inhabitants of the Salem vicinity indicate the likely survival of many more as yet unknown archaeological sites with the potential to reveal significant evidence of the lifeways of the area's early inhabitants. Today, many local street and place names commemorate Salem's Native American heritage. The painting "Native Encampment, Salem, 1840" (attributed to Joseph Ropes) in the collection of the Peabody Essex Museum also highlights the presence of seasonal Native encampments in Salem as late as the 1840s.

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### Plantation Period (1620-1675)

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The first Europeans arrived in Salem in 1626 when Roger Conant and associates from England's Dorchester Company established a settlement at the mouth of the Naumkeag River. Two years later, a second wave of European settlers arrived led by Captain John Endecott from the Massachusetts Bay Colony. Known initially by its Native American name, Naumkeag or "Fishing Place", the colony was renamed "Salem", a name derived from the Hebrew word Shalom or "peace". At the time, the colony of Salem encompassed most of the land area now known as the North Shore. Concentrated settlements developed along the waterfront and in Salem Village, now part of Danvers, with most residents involved in farming, fishing, and other maritime trades. This history is evident in First Period houses located near the city's original waterfront and in the downtown including the *John Turner House*\* (1668), which is

now the House of Seven Gables, the *Pickering House*\* (ca. 1664) at 18 Broad Street, the *Narbonne House*\* (1675) at the Salem Maritime National Historic Site, and the *Eleazer Gedney House*\* (c. 1664), a study house owed by Historic New England, Inc. at 19-21 High Street in the Knockers Hollow section of the city. In addition, many of Salem's burial grounds date to this period with slate markers displaying 17<sup>th</sup> century iconography of the "death's head" with later stones depicting winged cherubs, urns, and weeping willows as ideologies and philosophies about death and mourning changed during the 18<sup>th</sup> and 19<sup>th</sup> centuries.

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## Colonial Period (1675-1775)

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During the Colonial period, Salem continued to develop as one of the leading maritime centers in the New World with fishing, commerce, shipbuilding and related trades dominating the community's economic base. By this time, Salem had become one of the chief shipbuilding areas in the colonies and was a thriving, densely settled community. During this period, the town began dividing portions of its common lands, while reserving some land for perpetual use by the town such as the military training grounds of the *Salem Common* and the fishing grounds of *Winter Island*, which was later fortified during the Revolutionary War. Other common lands included the North Fields and South Fields.

As Salem's economy prospered, building activity intensified with residential homes joining the shipyards, wharves, warehouses and other maritime buildings along the town's harbor. This included homes such as the *John Ward House* (1684) preserved by the Peabody Essex Museum and relocated to its campus, *Nathaniel Hawthorne's Birthplace* (ca. 1740) relocated and preserved within the House of the Seven Gables Complex, and the *Samuel Pope House* (ca. 1730) at 69 Boston Street, which was saved from demolition through the efforts of Historic Salem, Inc. Later 17<sup>th</sup> and early 18<sup>th</sup> century Georgian style homes with gambrel roofs, corner quoins, and moulded cornices and doorways can still be seen on the northern end of Essex Street.

### Witch Trials of 1692

The events that occurred during the year of 1692 constitute Salem's most infamous legacy, when a group of young girls became ill and were diagnosed as "bewitched." Ten months of hysteria followed with more than 150 men and women accused of witchcraft and imprisoned. By October of 1692, when calmer reason prevailed, 20 men and women had been hanged or stoned to death. While many of these events occurred in Salem Village, which is now Danvers, Salem has embraced its moniker "The Witch City." Today, the *Salem Witch Memorial* seeks to honor the memory of those who were falsely accused and killed during this period. Other resources relating to the Salem Witch Trials include the area known as *Gallows Hill*, where many of the accused were hung and is now considered sacred ground by the City's modern-day Wiccans, and the *Judge Jonathan Corwin House*\* (1675) at 310 Essex Street, more commonly known as "The Witch House", which was the original home of the judge who presided over the trials.

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## Federal Period (1775-1830)

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### Salem's Maritime Trade

By the beginning of the eighteenth century, the maritime trade - cod fishing, commerce, shipbuilding - and other related maritime enterprises continued to dominate Salem's economy although agriculture and husbandry were still practiced. Large vessels built in Salem allowed for longer voyages to destinations such as the West Indies, whose trade proved particularly lucrative. Salem's important role in the Atlantic trade network

fueled the rise of a wealthy merchant class and the development of Salem's waterfront where wharves, warehouses, and residences were constructed. Throughout the century, Salem was growing in prominence, ultimately solidifying its reputation as the nation's leading maritime port during the Revolutionary War. When the larger ports of Boston and New York were closed by the British during the Revolutionary War, Salem remained open and local ship owners transformed their fleet into privateering vessels that ultimately secured significant profits for ship owners, captains, and crews. The *Salem Maritime Site National Park* honors this heritage through the preservation of the *U.S. Custom House* and other buildings associated with Salem's maritime port, as well as through the 1998 reconstruction of *The Friendship* (171-foot, 3-masted Salem East Indiaman built in 1797), which is the largest wooden, Coast Guard certified, sailing vessel to be built in New England in more than a century.



*Replica of The Friendship,  
Salem Maritime Site*

After the war, Salem's merchants began to diversify their international trade with Europe, the West Indies, Africa, Russia and China, producing such great wealth and prosperity that Salem became the richest per capita community in the newly formed United States of America. This prosperity resulted in extensive building and infrastructure activity in Salem, including new residences, civic, religious, and industrial buildings and new roads and bridges connecting the north and south sections of town, which allowed residential construction to expand outward from the urban core. Salem's wealthy merchants constructed mansions in the Federal period's fashionable neo-classical style of architecture along *Chestnut Street* and the newly landscaped Common. Architect and wood carver Samuel McIntire (1757-1811) was the pre-eminent designer in Salem at the time and was responsible for many of the community's grandest Federal style residences as well as *Hamilton Hall* on Chestnut Street. Today, Salem retains one of the most important collections of Federal style architecture, and McIntire's exquisite carved woodwork is preserved in many residential interiors. The *Peabody Essex Museum* (PEM) is another legacy of Salem's maritime trade and prosperity. Originally founded as two separate entities - the Peabody Museum (1799) and the Essex Institute in (1848) - the PEM is the oldest continually operated museum in the United States.

During this period, the areas to the north, south and west of downtown Salem remained primarily undeveloped with common agricultural fields (North Fields in North Salem and the Great Pasture in West Salem) and scattered large summer estates such as the Derby Estate in South Salem.

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## Early and Late Industrial Periods (1830-1915)

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### Salem's Industrial Heritage

Salem's global maritime prominence ultimately proved short lived, lasting only until the War of 1812 when maritime interests shifted to the larger ports of Boston and New York. As Salem's reputation as a great shipping port waned, the community began to transition to an industrial economy. By the mid-19<sup>th</sup> century, Salem had developed a more diversified economic base that included manufacturing and local retail and financial interests in the burgeoning downtown commercial district. This was a period of significant social and physical changes in Salem. In 1836, the Town voted to adopt a city form of government, making it the second city in Massachusetts after Boston. The development of leather, cotton, and lead industries along Salem's North and South Rivers spurred the development of these former agricultural and summer estate areas to year-round residential neighborhoods. As Salem's industrial development continued to expand, significant numbers of immigrants came to Salem seeking employment in factories and by the late 19<sup>th</sup> century, Salem's foreign-born population accounted for more than 20% of the city's total population. While the majority of immigrants were Irish Roman Catholics, others immigrant groups included French Canadians, as well as English, Swedish and Scottish immigrants and immigrants from Eastern Europe. Today, this industrial and cultural legacy can be seen in the renovated *Naumkeag Steam Cotton Mill* (now known as Shetland Park), in the remnants of industrial buildings along the North River Canal, in the City's Polish and Greek churches, and in current and former ethnic social clubs such as the French Canadian Richelieu Club and the former *St. Joseph Hall* (1909) on Derby Street, which was built by the St. Joseph Society, a branch of the national Polish Roman Catholic Union of America. Today, this building is preserved as part of the Salem Maritime Site.

Salem's growth continued at the end of the 19<sup>th</sup> century as its manufacturing base expanded and its extensive streetcar network facilitated new residential development in outlying areas. The former farmlands of the North Fields and South Fields and the large estates of South and North Salem were subdivided and developed during this period. In contrast to these expensive homes, modest workers' housing was constructed to accommodate Salem's growing immigrant population who worked in nearby factories. Streetcar service also facilitated the development of parkland outside of the city's urban core.

*Forest River Park* in South Salem and the *Salem Willows* were both created in the 1890s. The Willows, which had been the location of an infirmary during the small pox epidemic of the early 19<sup>th</sup> century, included hotels, restaurants, casinos, a landscaped picnic area and a summer cottage community. In North Salem, *Greenlawn Cemetery* and *Harmony Grove Cemetery* were designed to serve as community parks with walking paths, picnic areas, ponds, and fountains.

### Great Salem Fire of 1914

There was perhaps no event with a greater impact on the landscape of Salem than the Great Fire of 1914. The fire, which began on the morning of June 25, was caused by an explosion at a leather factory on Boston Street in the "Blubber Hollow" neighborhood of North Salem. Hot weather and strong breezes, as well as Salem's prevalence of wood-shingled roofs, helped to fuel the blaze, which burned for 13 hours destroying more than 256 acres of the city, 1,800 buildings, homes, and factories, and left more than

15,000 people homeless. The City recently honored the 100<sup>th</sup> Anniversary of the disaster with lectures and walking tours.

After the fire, the City reacted quickly, setting up temporary tents on the Common to house the displaced. Within weeks, the City had instituted new building codes and regulations and begun rebuilding efforts through its newly appointed Salem Rebuilding Commission (SRC), which was given significant authority to oversee public building and roadway construction, take land by eminent domain, grant building permits, and create new building regulations. While the SRC initially considered banning all wood construction in the burned district and providing uniform building designs, the committee ultimately reconsidered when residents voiced concern that free architectural services would eliminate work for local architects and might result in a monotony of building styles and types. However, the SRC did develop prototypes of residential construction to serve as examples of preferred building types. These brick Colonial Revival single and two-family houses still stand on Franklin Street in North Salem.

The SRC's "Regulations for the Erection of Buildings within the Burned District of the City of Salem" established a series of construction codes based on building size and use. These regulations ranged from requiring completely fireproof buildings for multi-story, multi-family buildings to allowing wood frame construction and exteriors for one- and two-family buildings less than two stories in height. In addition to overseeing building construction, the SRC also sought to improve the city by widening and straightening the city's narrow street networks. The SRC rebuilt almost 80 streets



*Aerial view of Salem after the Fire, Boston Journal (1914)*

destroyed by the fire including street widening, realignments to straighten roads and round sharp corners, and the decommissioning of some streets.

By 1917, more than 65% of the burned district had been rebuilt with construction considered far superior to pre-fire buildings. Despite efforts by SRC to promote the use of fire-proof masonry exteriors for all new housing, the vast majority of buildings constructed were wood-frame construction similar to housing present in the burned district before the fire. However, during this period, brick apartment houses grew in popularity, particularly within the **Point Neighborhood**, which today contains the city's most impressive collection of Classical Revival style brick apartment buildings. Rebuilding efforts also included the erection of new public buildings such as schools (**Saltonstall School** and **Salem High School** (now Collins Middle School)), and fire stations (**Ward 3 Essex Street Station**) and commercial buildings in the downtown.

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## Salem in the 20th Century

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The City's population remained relatively stable through the 20<sup>th</sup> century, growing from 36,000 residents in 1900 to 40,000 residents in 2000, which was roughly the same number of residents living in Salem at the time of the Great Fire. Through the 20<sup>th</sup> century, residential development in the City continued to expand outward with construction booms in the 1920s, including *Pickman Park*, *Osgood Park*, and *Saltonstall Parkway*, and the 1950s and 1960s in areas such as *Gallows Hill/Witchcraft Heights* and *West Salem*. of Gallows Hill and in South Salem and the Highland Avenue section of the city. By the mid-20<sup>th</sup> century, Salem had become an important retail, business and legal center. Department stores, movie theaters, and restaurants attracted residents from communities throughout the North Shore. The City also continued to serve as the County Seat with the County Court buildings and County Jail both located in downtown Salem. *The Salem Jail* was decommissioned in the 1990s and rehabilitated for mixed use, including residential, a restaurant, small jail exhibit, and one affordable unit. Other local institutions in Salem during the 20<sup>th</sup> century include the *Salem Hospital* (now North Shore Medical Center), which was rebuilt on Highland Avenue after the 1914 fire, and *Salem State University*, which originally began as the Salem Normal School in the 1850s.

### Salem as "Witch City"

During the 20<sup>th</sup> century, Salem began to capitalize on the economic potential of its legacy as "the Witch City". As early as the late 1800s, a local fish company sold its products under the brand name "Witch City" and a local jeweler produced commemorative spoons with a witch motif. Even Parker Brothers, one of the city's premier companies in the early 1900s, created a board game called "Ye Witchcraft". In 1944, a group of concerned citizens formed Historic Salem, Inc. to restore the Judge Corwin House (the only surviving structure with direct ties to the Witchcraft Trials, which was turned over to the City of Salem and opened to the public as "*The Witch House*". By the 1970s, Salem's witch trial tourism industry was booming with the police department, Chamber of Commerce and the local newspaper all adopting witch motif logos. In 1982, the City hosted its first Haunted Happenings and today, visitors from around the world descend on Salem in the month of October to celebrate Halloween. Salem is now a major tourist destination and is home to historic institutions including the Peabody Essex Museum, the House of Seven Gables, the Salem Maritime National Historic Site, and the Salem Athenaeum.

### Urban Renewal

The 20<sup>th</sup> century was also a time of great changes in Salem's downtown. After years of disinvestment in the downtown, the City embraced the urban renewal movement in the 1960s and began demolishing "old" buildings to make way for new development. One downtown resident, 80-year-old Bessie Munroe, refused to allow her house on Ash Street to be demolished, and, today it is one of the only surviving two-story brick Federal period houses in Salem. The outcry against the demolitions extended beyond the boundaries of the city to preservationists throughout the country,



*Downtown Salem storefront, 1960s  
Image courtesy of City archives*

including architectural critic Ada Louise Huxtable who wrote an article in the *New York Times* decrying Salem's demolition practices. Within a decade, the City reversed course and began to embrace the historic character of the downtown, revising its urban renewal plan to focus on historic preservation instead of demolition.

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### **Salem in the 21<sup>st</sup> Century**

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Today, Salem's downtown continues to witness significant renewal with new businesses, restaurants, hotels and stores operating in restored historic buildings. The City continues to serve as the regional center with a new courthouse constructed in downtown Salem. Two of the County's original courthouse buildings, the Superior Court and County Commissioners' building, are poised for revitalization. Throughout the city, homeowners are engaged in efforts to restore the architectural features of their homes.

## Historical Timeline of Preservation Activities in Salem

Date	Preservation Activity
1799	The <i>Peabody Museum</i> , Salem's first museum, is founded as the East India Marine Society.
1848	The <i>Essex Institute</i> is founded after the merger of the Essex Historical Society (1821) and the Essex County Natural History Society.
1908	The <i>Captain John Turner House (House of Seven Gables)</i> is purchased and restored by Caroline Emmerton, founder of the House of Seven Gables Settlement Association.
1910	The <i>John Ward House</i> is restored by the Essex Institute as one of the first historic house restorations in the nation.
1910	The <i>House of Seven Gables</i> opened for public tours.
1911	The <i>Hooper-Hathaway House</i> (ca. 1682) is moved to House of Seven Gables complex and restored.
1914	The Salem Rebuilding Commission (SRC) established to oversee rebuilding efforts after Great Salem Fire.
1930	The City constructs <i>Pioneer Village</i> for the Massachusetts Bay Tercentenary as a recreation of the earliest settlement in Salem.
1937	<i>Salem Maritime National Historic Site</i> is established. The 8.93 acre campus with 24 contributing resources formally designated in 1938.
1944	<i>Historic Salem, Inc.</i> established to save the Judge Corwin House (Witch House) and Nathaniel Bowditch House from demolition for the widening of North Street.
1946	Hamilton Hall Ladies Committee begins first annual lecture series devoted to world affairs to raise funds for the restoration of Hamilton Hall.
1948	Historic Salem Inc. restores <i>Jonathan Corwin House</i> to its ca. 1675 appearance and the City of Salem opens it to the public as the "Witch House".
1954	Boston & Maine Railroad Station (1886) demolished for construction of Riley Plaza.
1962	The Salem Redevelopment Authority (SRA) is formed to undertake urban renewal projects within a 40-acre section of downtown.
1965	Ada Louise Huxtable article against Salem's Urban Renewal efforts appears in the <i>New York Times</i> .
1966	National Historic Preservation Act established and City lists its first properties in the National Register of Historic Places.
1966	Historic Salem begins historic house plaque program.
1967	Historic New England acquires the <i>Gedney House</i> to save the First Period house from demolition.
1968	The SRA begins a three year period of major demolition within downtown.
1971	The City designates its first local historic district, <i>The Chestnut Street Historic District</i> .
1971	<i>Salem Historical Commission (SHC)</i> is established.
1972	The SRA is reorganized with a new mission of rehabilitation and preservation.
1973	The Phillips family officially opens the Stephens Phillips Memorial Charitable Trust for Historic Preservation in the family home on Chestnut Street. (Property acquired by Historic New England in 2006)
1974	The City designates the <i>Derby Street Historic District</i> with 130 properties.
1976	The City designates the <i>Federal Street Historic District</i> .
1977	The City designates the <i>Washington Square Historic District</i> with 30 properties.
1978	Rear addition to City Hall added for climate controlled storage vaults for city archives.

Date	Preservation Activity
1979	Historic Salem, Inc. hosts first Christmas in Salem house tour.
1981	<i>McIntire Historic District</i> formed by consolidating and adding to Chestnut Street and Federal Street Historic Districts.
1982	Fire destroys Second Corps Cadet Armory on Essex Street. National Park Service restores drill shed at rear and stabilizes remaining portions of Armory's façade.
1983	Salem Multiple Resource Area (99 properties) listed in the National Register.
1984	City establishes a <i>Carriage House Ordinance</i> to encourage preservation of City's historic outbuildings.
1985	<i>Lafayette Historic District</i> established with 37 properties.
1985	The SHC receives <i>Certified Local Government (CLG)</i> Certification.
1986	City approves <i>Demolition Delay Ordinance</i> .
1986	<i>Essex National Heritage Area</i> established with three primary themes – Colonial settlement, Maritime, and early industrial.
1987	<i>Salem Partnership</i> established as a coalition of public, private, nonprofit, and government entities working toward Salem's economic revitalization.
1987	<i>The Salem Project</i> initiated by the National Park Service as a joint venture of government and private groups. To enhance the message of the Salem Maritime Historic Site and to assist in the preservation and interpretation of resources throughout Essex County.
1991	City prepares its first city-wide <i>Historic Preservation Master Plan</i> .
1992	Peabody Museum and Essex Institute merge to form the <i>Peabody Essex Museum (PEM)</i> .
1994	<i>Salem Willows Historic District</i> listed in the National Register.
1996	U. S. Congress designates the <i>Essex National Heritage Area</i> , encompassing 34 communities within Essex County.
1998	City Hall Council Chamber and Mayor's Suite restored.
1998	City prepares comprehensive maintenance plan for City-owned historic properties.
1999	City acquires <i>Salem Jail</i> from the Commonwealth of Massachusetts.
2000	Historic Salem, Inc. establishes its <i>Most Endangered Historic Resources Program</i> .
2000	City deeds the <i>Bowditch House</i> to Historic Salem for restoration.
2002	Salem Redevelopment Authority sells the <i>Old Salem Police Station</i> to a private developer who restores the building to include 14 condominium units.
2002	<i>Bridge Street Neck Historic District</i> listed in the National Register.
2008	Historic resources survey and preservation plan completed for the <i>Point Neighborhood</i> .
2008	City completes <i>Neighborhood Preservation District Study</i> to identify areas in city appropriate for designation as a NPD. Report identifies Bridge Street Neck and the Point Neighborhoods as potential districts and includes a draft NPD ordinance and specific design guidelines for each neighborhood.
2009	Salem Redevelopment Authority sells <i>Salem Jail</i> complex to private developer, who completes a certified rehabilitation of the Jail and Jail Keeper's house in 2010 for residential apartments, restaurant, and small jail exhibit.
2011	City updates its Urban Renewal Plan.
2013	City residents approve <i>Community Preservation Act (CPA)</i> with surcharge of 1% and the <i>North Street Fire Station</i> listed in the National Register of Historic Places.
2014	<i>Point Neighborhood Historic District</i> listed in the National Register.
2015	<i>Greenlawn Cemetery</i> listed in the National Register.



## Chapter 2 - Salem Today

### Salem's Historic Neighborhoods & Areas

Historically, Salem began as a concentrated settlement on Salem Harbor. Over three centuries of development, Salem transformed into a city with distinct neighborhoods surrounding and radiating from the historic commercial and civic core of the downtown and waterfront. Each of Salem's historic neighborhoods and its commercial district are defined by unique historic development and land use patterns. Each area is visually and culturally distinct, comprised of a collection of physical resources that represents each neighborhood's rich architectural and cultural heritage. These neighborhoods maintain their own unique collection of historic homes, open spaces, schools, churches, institutions, and businesses that, together, tell a collective story of the generations of residents who have called each area home. Salem residents closely identify with their respective neighborhoods and demonstrate significant pride in their community.

In a 2013 Salem Neighborhood Signs Report, the City identified 18 individual neighborhoods and areas:

- |                      |                     |                 |                      |
|----------------------|---------------------|-----------------|----------------------|
| ▪ Blubber Hollow     | ▪ Downtown          | ▪ North Salem   | ▪ Vinnin Square      |
| ▪ Bridge Street Neck | ▪ Gallows Hill      | ▪ Salem Common  | ▪ Winter Island      |
| ▪ Broad Street       | ▪ Highland Avenue   | ▪ Salem Willows | ▪ Witchcraft Heights |
| ▪ Castle Hill        | ▪ Mack Park         | ▪ South Salem   |                      |
| ▪ Derby Street       | ▪ McIntire District | ▪ The Point     |                      |

These areas, which are shown on *Map 1: Salem's Neighborhood Boundaries*, differ from those discussed in the City's 1991 Preservation Plan, which focused on 11 geographic areas as identified in the City's historic resource inventory and the Massachusetts Historical Commission's (MHC) Inventory of Historic and Archaeological Assets of the Commonwealth. While this Preservation Plan Update uses the 2013 neighborhood list, the City's inventory has not been updated to reflect this expanded list. Any discrepancy between current and past neighborhood lists and boundaries are noted in the following section on individual neighborhoods and in the historic resource inventory section in Chapter 3.

Since the 1970s, the City has inventoried 4,357 historic resources, listed more than 1,700 resources in the National Register and protected more than 600 resources within local historic districts. While the City initially concentrated most of its preservation activities in the McIntire District, Derby Street, and Salem Common areas, it has expanded its efforts to identify, document and protect resources throughout the community, including nominating resources in The Point, North Salem, and Salem Willows areas to the National Register of Historic Places. Despite these efforts, areas such as Castle Hill, Witchcraft Heights, Vinnin Square and Highland Avenue remain relatively undocumented and unprotected.

This Plan recognizes that historic neighborhoods and communities are not static; they continue to evolve and change with each generation of residents. Due to the varied nature of Salem's historic neighborhoods, each area presents unique opportunities and challenges relating to historic resource protection. As such, they may require individualized preservation strategies in order to protect their special historic features. What works in one area may not be appropriate for another.

# CITY OF SALEM NEIGHBORHOODS

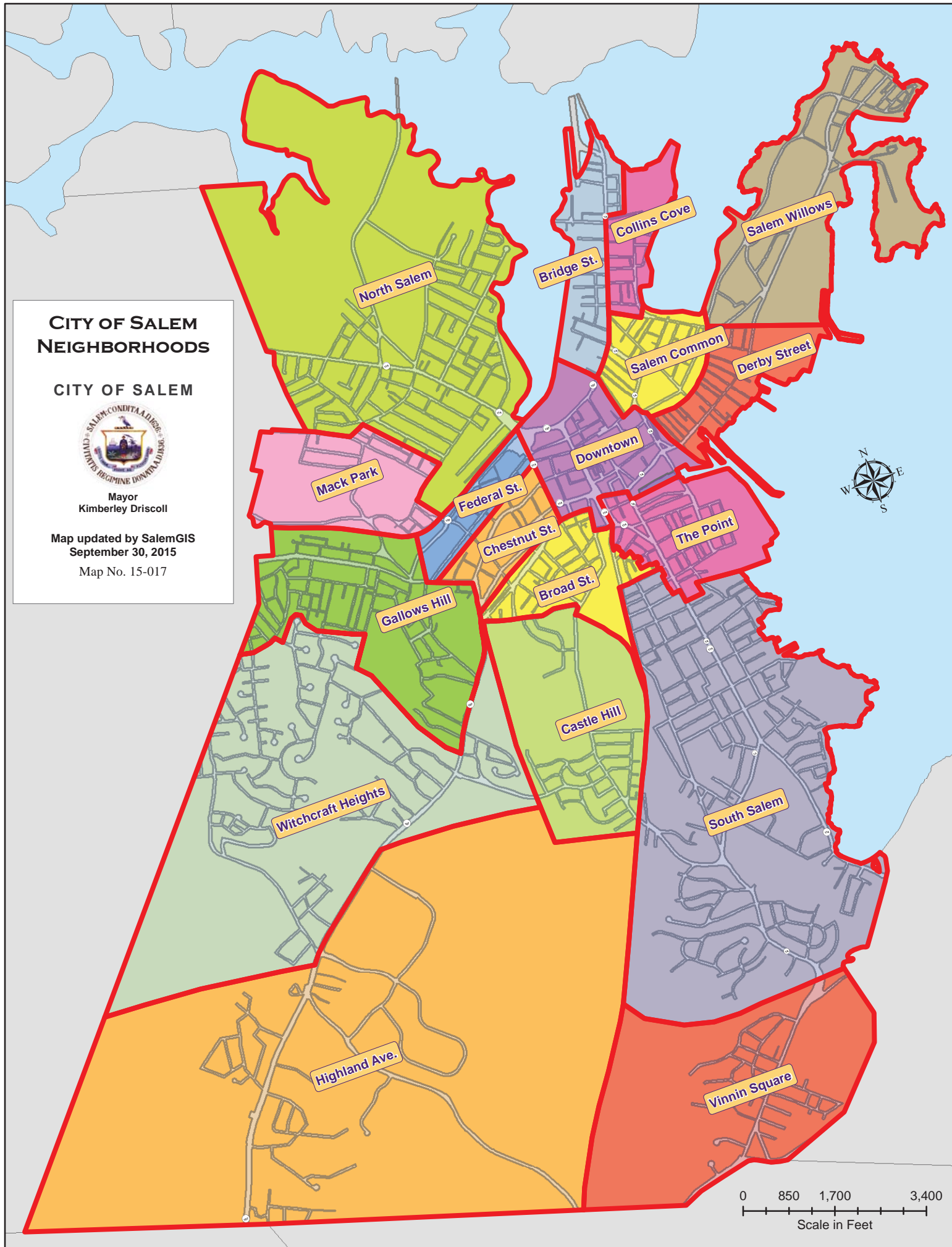
CITY OF SALEM



Mayor  
Kimberley Driscoll

Map updated by SalemGIS  
September 30, 2015

Map No. 15-017



## Bridge Street Neck



### Historic Highlights

- McIntire-designed Thomas March Woodbridge House
- Well-preserved collection of Federal, Greek Revival and Victorian-era homes
- Former industrial area
- Collins Cove
- Bridge Street – former Ferry Lane (est. 1743)

### Preservation Activity

- Bridge Street National Register Historic District
- 448 resources documented on historic resources inventory forms

### Recommendations

- Consider designation as a NPD or LHD



### **Preservation Opportunities & Concerns**

Located on a narrow peninsula of land between Salem's downtown, the Danvers River and Beverly Harbor, Bridge Street Neck was one of the earliest areas to be settled in Salem with Bridge Street serving as the primary transportation route from Salem to communities to the north. The neighborhood is now a densely-settled neighborhood of 19<sup>th</sup> and early 20<sup>th</sup> century residences surrounding the commercial corridor of Bridge Street, which contains a diverse collection of historic commercial buildings and converted residences.

The listing of Bridge Street Neck Historic District in the National Register in 2002 highlighted the historical significance of this early neighborhood and residents are actively engaged in efforts to restore their historic homes. The City has also completed infrastructure improvements to Bridge Street, which serves as one of the city's primary entrance corridors. Previous planning studies by the City identified the Bridge Street Neck neighborhood as a potential Neighborhood Preservation District. Attendees at meetings held in support of this Plan expressed concern that commercial development along the spine of Bridge Street could have negative impacts on the adjoining residential neighborhood without thoughtful consideration of design and use.

## Castle Hill



### Historic Highlights

- Once known as the Great Pasture & location of the Derby Estate
- Sainte Anne's Church
- Cultural importance as Salem's French Canadian Community
- Collection of modest late 19<sup>th</sup> and early 20<sup>th</sup> century homes

### Preservation Activity

- No historic designations
- 9 documented historic resources

### Recommendations

- Priority for survey efforts
- Identify potential National Register resources

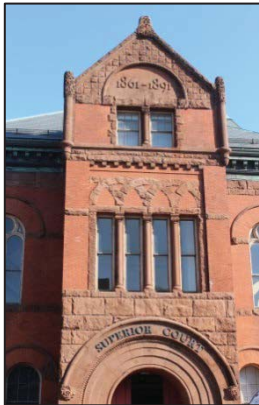
### **Preservation Opportunities & Concerns**

Located to the west of the railroad tracks and south of the Broad Street neighborhood, Castle Hill originally served as common pastureland known as the Great Pasture and home to the Derby family farm. In the 1830s, the Derbys sold their land to the Boston and Main Railroad, which blasted the top of Castle Hill for the construction of new railroad tracks. Beginning in the 1850s, French Canadian residents began to relocate from the congested Point Neighborhood to the rural atmosphere of Castle Hill where they constructed new homes. After the City constructed a bridge in the early 1900s, linking the area to downtown Salem, residential development expanded with new streets and new single and two-family houses. The French Canadian community continued to thrive, constructing Sainte Anne's church in 1902. After a fire destroyed the church in 1986, the congregation rebuilt and Sainte Anne's continues to be a community landmark for the neighborhood. The area also includes an interesting collection of 19<sup>th</sup> century Victorian eclectic cottages and late 19<sup>th</sup> and early 20<sup>th</sup> Queen Anne and Colonial Revival style houses and Craftsman style bungalows. Unlike other areas of Salem, many of Castle Hill's streetscapes include identical house designs that present a pleasing repetition of roof forms and porches.



This area of Salem has had little preservation activity. Only nine resources have been documented in the City's historic resource inventory and no properties have been listed in the National Register of Historic Places or designated as a local historic district. The City's plan to place an historical interpretive sign in the neighborhood would be the first step in focusing attention on the historic and cultural significance of this important neighborhood.

## Downtown



### Historic Highlights

- Historic commercial district
- Old Town Hall
- City Hall
- PEM historic campus
- Salem Jail
- Essex County Court Buildings
- Charter Street Burial Ground
- Howard Street Cemetery
- U. S. Post Office
- Historic churches

### Preservation Activity

- Inventoried as part of "Central Salem"
- Downtown Salem National Register District
- Salem Urban Renewal Area

### Recommendations

- Update inventory forms
- Consider preservation objectives as part of development review

### **Preservation Opportunities & Concerns**

Downtown Salem includes the city's historic commercial district with an impressive collection of brick and granite commercial buildings spanning more than two centuries of development. It also serves as Salem's civic and cultural center with some of the community's most significant public buildings, churches, burial grounds and museums. Once the focus of demolition plans, to combat blighted conditions during the 1960s, the downtown is now well-preserved and is listed in the National Register of Historic Places as an historic district. It is also a designated urban renewal area overseen by the Salem Redevelopment Authority.

The continued renaissance of the downtown has been a source of great economic opportunity and excitement for the city as historic buildings are restored and revitalized, often through the use of historic tax credits. Participants at public meetings held in support of this Plan expressed the important role that design review plays in the urban renewal area to ensure that new development is visually compatible with the historic buildings of the downtown and does not negatively impact the adjoining McIntire Historic District. Continued vigilance to ensure the future preservation of City-owned historic buildings and infrastructure and the currently-vacant State-owned County Courthouse buildings will also be important. These efforts could be supported by updating the Downtown's inventory forms, which were last completed in the 1970s.

## McIntire District & Broad Street



### Historic Highlights

- Nathaniel Bowditch House
- Witch House
- Broad Street and Howard Street Cemeteries
- Salem Public Library
- Salem Athenaeum
- Chestnut Street
- Hamilton Hall
- Quaker (Friends) Burying Ground
- Historic churches

### Preservation Activity

- Inventoried as part of “Central Salem” (835 resources)
- National Register and Local Historic District
- MA Historic Landmarks

### Recommendations

- Consider expanding historic district boundaries
- Strengthen LHD regulations

## Preservation Opportunities & Concerns



The McIntire District and the Broad Street neighborhood are adjoining areas bordering Salem’s Downtown. These neighborhoods include some of the City’s most iconic residential architecture - the brick and wood Federal-era mansions of Chestnut Street, the Federal and Greek Revival homes that line Federal Street and the Victorian-era and Classical Revival style houses surrounding Broad Street. These neighborhoods also contain some of the city’s most significant public buildings, churches, burial grounds and museums. Residents take great pride in their homes, which are well-preserved and maintained. Portions of these neighborhoods are listed together in the National Register as the McIntire Historic District and are protected through designation as a local historic district. The City has highlighted the district through interpretive signage and decorative bollards at the district’s entrance.

The 1991 Preservation Plan recommended expanding the McIntire District boundaries to include additional resources, a recommendation still relevant in 2015. As stated earlier in the discussion on Salem’s Downtown, it will also be important to ensure that new development along the periphery of the historic Downtown is visually compatible with the visual character and scale of the McIntire Historic District.

## Derby Street



### Historic Highlights

- National Maritime Site
- House of Seven Gables
- Derby Wharf
- Derby Wharf Lighthouse
- Georgian style architecture
- Salem Harbor

### Preservation Activity

- Derby Street National Register Historic District
- Derby Street Local Historic District
- 425 resources documented

### Recommendations

- Consider expanding historic district boundaries
- Owner outreach to encourage preservation of historic building fabric

### Preservation Opportunities & Concern



Located on Salem Harbor, Derby Street is one of Salem's oldest neighborhoods with a collection of resources that span more than four centuries of development. From the maritime legacy preserved in the National Park Services' Salem Maritime Site to the literary significance of the House of Seven Gables historic museum complex, this area has long been recognized for its historic and cultural importance and has attracted visitors from around the world. Residents take great pride in preserving the 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> century homes along the narrow streetscapes of

this densely settled neighborhood and new businesses with restored storefronts continue to open along Derby Street.

Much of the Derby Street neighborhood is listed in the National Register and is protected as a local historic district. In addition, the House of Seven Gables property is recognized as a National Historic Landmark. The 1991 Preservation Plan recommended expanding the Derby Street Historic District's boundaries to incorporate additional resources, a recommendation still relevant in 2015. Identifying opportunities to address building deterioration and deferred maintenance, which is threatening the historic character and architectural fabric of the neighborhood, will also be important. In addition, the neighborhood's close proximity to Salem Harbor, which has been so integral to its identity and vitality, is now posing a potential threat to its historic resources through climate change impacts such as rising sea levels and storm surges.



## Gallows Hill – West Salem/Witchcraft Heights – Blubber Hollow



### Historic Highlights

- Witchcraft Heights
- Gallows Hill
- Boston Street
- Pope House
- Joseph Hodges Choate Statue
- Dairy Witch
- 19<sup>th</sup> century workers' housing
- Blubber Hollow
- North River Canal Corridor
- Industrial legacy of factory buildings and modest workers housing

### Preservation Activity

- Areas documented as part of larger "Gallows Hill" area (471 resources)
- North River Canal Corridor Overlay District

### Recommendations

- Priority area for survey
- Consider preservation objectives within NRCC

### **Preservation Opportunities & Concerns**

Included within the City's historic inventory area of "Gallows Hill", the neighborhoods of Gallows Hill, Witchcraft Heights and Blubber Hollow are three distinct areas with diverse collections of historic and cultural resources. Within this area are the heritage landscapes of Gallows Hill and Salem Woods, the 19<sup>th</sup> century residential and commercial streetscape of Boston Street, the former industrial area of Blubber Hollow along the North River Canal, and the mid-20<sup>th</sup> century Ranches and Split-level homes of Witchcraft Heights.

The City has documented almost 500 historic resources within Gallows Hill and Blubber Hollow, but documentation is still needed in the Witchcraft Heights/West Salem neighborhoods. Highlighting the significance of these areas can help to foster greater public recognition and appreciation of the architectural fabric of these modest homes and encourage property owners to preserve original features such as wood windows, clapboards and architectural trim. There are currently no historic designations in these three neighborhoods - no resources are listed in the National Register or designated as part of a local historic district. The City has created the North River Canal Corridor (NRCC) district to encourage the revitalization of this area and the preservation of its remaining historic resources and has installed period lighting along Boston Street.

## North Salem & Mack Park



### Historic Highlights

- Diverse collection of well-preserved 19<sup>th</sup> and 20<sup>th</sup> century homes
- Northfields neighborhood
- North Street corridor
- Greenlawn, Harmony Grove & St. Mary's Cemeteries
- Kernwood Country Club
- Cabot Farm
- Mack Park
- North Street Fire Station

### Preservation Activity

- Individual NR properties
- 788 resources documented as part of "North Salem"
- Buffum Street recommended for NR listing

### Recommendations

- Priority area for survey
- Pursue NR listing for Buffum Street and other eligible resources
- Potential LHD areas

### Preservation Opportunities & Concerns

Included within the MACRIS area of "North Salem", the North Salem and Mack Park areas contain impressive collections of 18<sup>th</sup>, 19<sup>th</sup> and 20<sup>th</sup> century residences, including both large single family homes in the former North Fields and more modest workers housing built in the Mack Park neighborhood, especially near the former factory area of the North River. Both neighborhoods also contain historic public and private landscapes. The commercial streetscape of North Street travels between the Northfields and Mack Park areas with converted residences, single story commercial blocks and an historic fire station, while two historic cemeteries flank the east and west ends of North Salem.

Previous survey efforts and planning studies identified potential historic districts in these neighborhoods but no local or National Register district designations have been pursued. The City has sought to improve the residential and commercial streetscape of North Street through infrastructure improvements such as period lighting and recently completed exterior repairs to the historic North Street Fire Station. The City is also beginning efforts to restore the Dickson Chapel at Greenlawn Cemetery. However, despite the efforts of many private homeowners, the area is experiencing incremental losses of historic building fabric through replacement windows, siding and the removal of decorative architectural features.

## Salem Common



### Historic Highlights

- Salem Common
- Hawthorne Hotel
- McIntire-designed Clifford-Crowninshield House
- Exceptional collection of well-preserved Georgian, Federal, Second Empire and Queen Anne style homes
- Bertram House
- Roger Conant Statue

### Preservation Activities

- Salem Common Local Historic District
- National Register District
- 456 resources inventoried
- Efforts of Salem Common Neighborhood Association to preserve historic features of Salem Common

### Recommendations

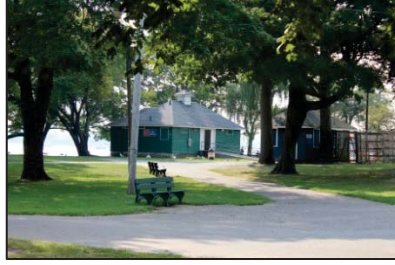
- Expand boundaries of historic districts
- Continue efforts to preserve features of Common

### **Preservation Opportunities & Concerns**

The Salem Common neighborhood contains some of the City's most important and visually striking collections of Federal, Greek Revival, and Victorian-era architecture. These residences are rendered in both high style and more modest examples and constructed in both brick and wood. Surrounding the Common and along its radiating streets, these houses are well-preserved and maintained. The landscape of the historic Common is also well-maintained and efforts are underway to restore the cast iron fence that borders the historic park.

This area has long been a focus of the City's preservation efforts. The City designated the Common and its surrounding residences as a local historic district to protect these houses from alterations that could threaten or destroy their architectural and historic integrity. A recommendation in the 1991 Preservation Plan to expand the boundaries of the district is still relevant. The Salem Common Neighborhood Association has expressed concerns about the ongoing preservation of the historic Common as continued public use and aging landscape features threaten the historic integrity of this iconic community landmark.

## Salem Willows & Winter Island



### Historic Highlights

- Willows Park
- Juniper Point summer cottages
- Winter Island
- Coast Guard Hangar & Headquarters Building
- Fort Pickering
- Fort Lee
- Lighthouse
- Plummer Home

### Preservation Activities

- Willows National Register Historic District
- 62 Buildings and 5 areas documented
- Master Plan completed for Winter Island
- Restoration efforts to stabilize Fort Pickering

### Recommendations

- Continue efforts to restore historic forts
- Identify preservation opportunities for Winter Island resources

### **Preservation Opportunities & Concerns**

The Salem Willows and Winter Island represent Salem's longtime connection with its waterfront. These areas contain exceptional collections of historic public buildings, landscapes and Victorian-era summer cottages and commercial buildings set within the picturesque setting of Salem's coastline. The Willows Park, Winter Island, Fort Pickering and Fort Lee are all City-owned properties with great historic significance. Each has been the focus of efforts to stabilize and restore their historic landscape features and built assets. Both the Willows and Winter Island are listed in the National Register.

The City has identified the residential area of Juniper Point for potential designation as a local historic district or Neighborhood Preservation District but has not pursued either designation due to a lack of resident support. Over the past decade, the neighborhood has witnessed several demolitions of historic houses as properties in this waterfront location are often worth more than the historic summer cottages that sit upon them. Threats from climate change and rising sea levels are also a concern at Fort Pickering and Winter Island lighthouse. Identifying opportunities to preserve the Coast Guard Hangar and Headquarters building at Winter Island will also be important.

## South Salem & Vinnin Square



### Historic Highlights

- Forest River Park & Pioneer Village
- Lafayette Street
- Salem State University
- Palmer Cove
- Fairfield Street
- Naples and Savoy Road
- Former Salem Branch Library

### Preservation Activities

- Lafayette Street Historic District
- 256 resources documented primarily in South Salem area
- Naples and Savoy Roads identified as potential NPD or LHD

### Recommendations

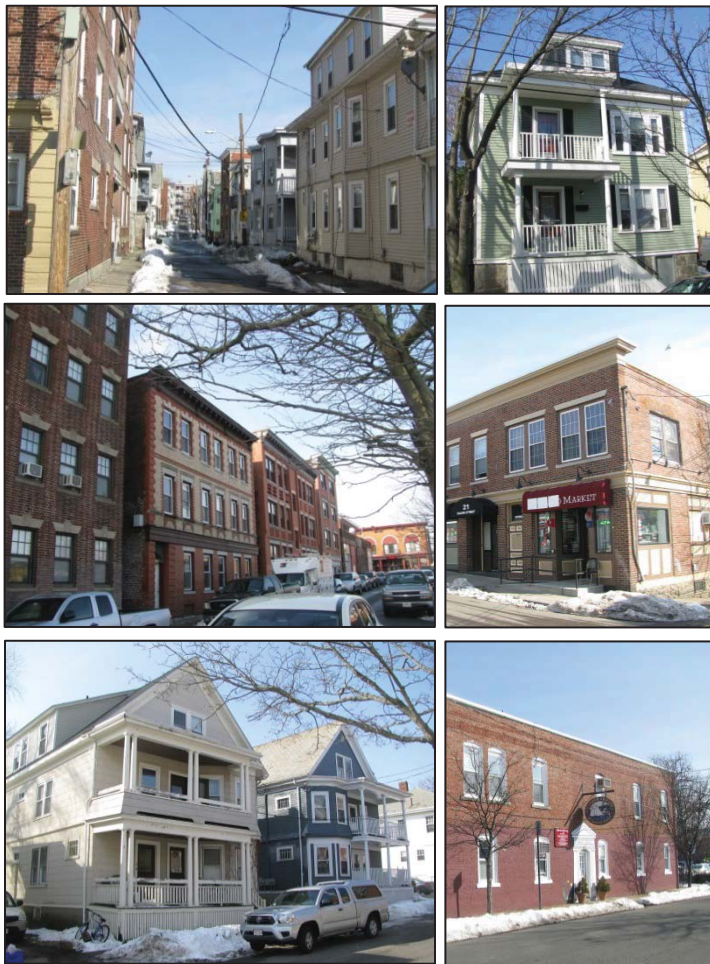
- Priority areas for survey
- Consider historic designations to protect resources

### **Preservation Opportunities & Concerns**

South Salem and Vinnin Square are visually distinct areas located east of the railroad tracks between the Point neighborhood and the Swampscott town line. South Salem contains one of the City's most impressive collections of late 19<sup>th</sup> Victorian-era and early 20<sup>th</sup> Revival style buildings. Many of these well-preserved homes feature the elaborate architectural detail typical of the Queen Anne and Shingle styles of architecture. Others exhibit the more reserved Classical features of the Colonial Revival. Rare examples of mid-century modern houses are also found in this area. These historic residences are joined by the distinctive yellow brick buildings of Salem State University and by the heritage landscapes of Forest River Park and Pioneer Village. In contrast, the residential area of Vinnin Square contains a mix of 20<sup>th</sup> century Craftsman style bungalows, Colonial Revival style homes, and Ranch and Cape houses.

The City has documented more than 250 resources on inventory forms and Lafayette Street is designated a local historic district. However, the majority of historic resources in South Salem and Vinnin Square remain undocumented and unprotected. Residents have expressed concerns about the potential impacts of Salem State's expansion on the character of the neighborhood. In addition, Pioneer Village's remote setting on the South River has raised concerns about flooding and vandalism.

## The Point



### Historic Highlights

- Classical Revival style masonry apartment buildings
- One of city's most intact collections of early 20<sup>th</sup> century architecture
- Naumkeag Mill/Shetland Park

### Preservation Activities

- Point Neighborhood National Register Historic District
- 352 properties documented
- Identified as a potential Neighborhood Preservation District

### Recommendations

- Consider for potential NPD designation
- Continue to highlight historic significance of neighborhood
- Support ongoing efforts to preserve historic buildings

### **Preservation Opportunities & Concerns**

Stage Point represents one of Salem's most visual reminders of the rebuilding efforts after the Great Salem Fire of 1914. Almost entirely destroyed by the conflagration, the neighborhood was rebuilt within a five to ten year period resulting in Salem's most intact collection of Colonial and Classical Revival architecture. The neighborhood of single and multi-family wood and masonry houses and brick apartment buildings continues its legacy of providing affordable housing for local workers.

The recent listing of the Point Neighborhood in the National Register recognizes this area's historic and architectural significance. The area is undergoing a revitalization effort spurred by the efforts of the North Shore Community Development Coalition (CDC). The CDC is utilizing both historic preservation and affordable housing tax credits to restore its historic buildings and is encouraging other property owners to restore their historic buildings. A previous planning study by the City recommended designating this area as a Neighborhood Preservation District, a recommendation with continued relevancy in 2015.

## Highland Avenue



### Historic Highlights

- Highland Park/Salem Woods
- Old Salem Greens (est. 1933)
- Salem-Danvers Boundary Marker (c. 1855)
- Salem Hospital (North Shore Medical Center)
- Salem High School (Collins Middle School)
- Highland Avenue (originally Salem & Boston Turnpike est. 1802)

### Preservation Activity

- 14 resources documented
  - 9 buildings
  - 3 structures
  - 2 objects
- No historic designations

### Recommendations

- Priority areas for survey
- Consider areas for NR listings and historic designations

### **Preservation Opportunities & Concerns**

As shown on the neighborhood map, the Highland Avenue area is a large geographic area located south of Witchcraft Heights and west of the railroad tracks. This area encompasses the spine of Highland Avenue between the downtown and Salem's border with Lynn and Peabody. This geographic area overlaps with Gallows Hill/Witchcraft Heights and there is some discrepancy between the recognized boundaries of these areas in recent planning studies and the boundaries as defined in the City's historic inventory and the MACRIS database. As such, historic resources such as Salem Hospital (North Shore Medical Center), Collins Middle School/Old Salem High School, Salem Woods and Salem Greens are identified in the inventory and MACRIS as part of West Salem but are shown as part of West Salem/Witchcraft Heights in the City's recent Neighborhood Signs initiative.

Today, this area is known more for its new residential development, modern shopping plazas and commercial development than for its historic significance. Little to no survey has occurred in this area, and, as a result, very little is known about its history and the presence of historic assets. The area does contain some examples of mid-20<sup>th</sup> century residential styles.

## Salem's Historic Resources<sup>1</sup>

*Note: Resources denoted with an asterisk (\*) in this Chapter have been documented on an historic resource inventory form.*

Salem is home to an exceptional collection of historic buildings, structures, objects, landscapes, cemeteries, and archaeological resources found throughout the community. Each of the city's historic neighborhoods and its downtown contain unique resources, including: Central Salem with its historic commercial buildings and Federal style architecture; Stage Point with its masonry Classical Revival apartment buildings; South Salem with its Victorian-era and early 20<sup>th</sup> century homes; North Salem with its intact collection of 19<sup>th</sup> century workers housing along the North River; the Willows with its well-preserved Victorian summer cottages and amusement area; and Witchcraft Heights with its streetscapes of mid-20<sup>th</sup> century Ranches, Capes and Split-level homes. Salem's historic structures and objects include wharves, lighthouses, seawalls, park structures, and public sculptures. While the majority of the city's public and private historic resources are well-preserved by their owners, there are instances of deterioration and neglect. Furthermore, the ongoing use of artificial siding, roofing and replacement windows is resulting in the incremental loss of historic building fabric which is slowly eroding the city's historic character. The need to identify, protect, and preserve Salem's historic resources has been a recurring theme through most of the City's planning efforts over the past thirty years.

### Historic Buildings

Salem's rich cultural heritage is expressed through its historic buildings. Each of the city's historic areas has a distinct development pattern and building fabric that define its unique visual character. For example, the Point Neighborhood's collection of early 20<sup>th</sup> century masonry buildings indicates the lasting impact of the Great Fire of 1914, which decimated the neighborhood. Determining appropriate preservation strategies to protect the historic character of each historic area is important; what may work in one neighborhood may not be appropriate in another.

To date, Salem has documented approximately 4,000 buildings on historic resource inventory forms according to the Massachusetts Historical Commission's MACRIS database. However, this represents only a fraction of city's buildings that are older than fifty years. According to estimates of the City's Community Preservation Committee, more than 12,500 building units in Salem were built prior to 1960.

### Residential Buildings

Salem's historic housing stock is varied, ranging from the grand Federal brick mansions of Chestnut Street and the Salem Common to modest vernacular wood-frame houses built for leather factory workers in the 19<sup>th</sup> century. Examples of most architectural styles popular in the United States during the past four centuries are found in Salem's historic neighborhoods, with some styles more prevalent than others. From First Period homes of the mid-17<sup>th</sup>



<sup>1</sup> Unless noted otherwise, construction dates and names for historic buildings identified in this section are based on information accessed through the Massachusetts Historical Commission's historic resource database.

century to modern mid-20<sup>th</sup> century residences, these styles are rendered in various forms, materials and levels of ornamentation. In addition to the Georgian and Federal period architecture that defines Salem's prominence as a Colonial seaport, other architectural styles present in Salem include examples from the mid- and late 19<sup>th</sup>-century (the Second Empire style, rare examples of the Gothic Revival style, and Queen Anne and Shingle style homes) and early and mid-twentieth century Colonial Revival style homes. Rare examples of mid-20<sup>th</sup> century modern houses can be found in South Salem and West Salem and Witchcraft Heights displays the city's largest collection of mid-20<sup>th</sup> century Ranches and Split-level homes. More sophisticated, architect-designed examples can be found on Chestnut Street, one of the nation's most architecturally significant streets, and around the Common, while examples of modest vernacular workers housing can be found near Salem's former industrial areas along the North River and near Boston Street. In the Willows, the former summer colony of late 19<sup>th</sup> century Victorian-era cottages still stand in Juniper Point although they have been winterized into year-round houses.



Salem's historic residences are generally well-preserved, with many private homeowners undertaking extensive restoration efforts to protect the architectural details that make their homes special. However, despite these efforts, the community continues to lose historic building fabric and architectural details through the replacement of wood clapboards, historic windows and slate roofs with modern materials in neighborhoods not protected as local historic districts.

### **Institutional Buildings**

Salem has many public and private institutions that own some of the city's most significant historic buildings. These include the yellow brick and limestone Classical Revival style **Y.M.C.A.\*** building (1898) on Essex Street in downtown Salem and the Second Empire style **Plummer Home for Boys\*** (1870) on Winter Island, which began operations in 1855 with a bequest from philanthropist Caroline Plummer. The Y.M.C.A. and the Plummer Home continue to operate in their original buildings and the Y.M.C.A. recently completed a restoration of its historic theater. Other institutions include **Salem Hospital and Nurse's Home\*** (now the North Shore Medical Center) on Highland Avenue, a 27-acre complex that contains two early 20<sup>th</sup> century Neoclassical brick buildings designed by the architectural firm of Haven and Hoyt. While most of the city's institutional buildings have been documented, few have been protected from alterations that could damage or destroy their historic and architectural integrity.



### **Religious Buildings**

Salem is home to an exceptional collection of historic and architecturally significant ecclesiastical structures, including the **First Parish Church\*** on Essex Street designed by architect Gridley J. F. Bryant, with windows by Tiffany and LaFarge, described as one of the most outstanding stone masonry Gothic Revival ecclesiastical structures in the United States by architectural historian Bryant Tolles. Salem's

religious buildings are rendered in the popular architectural styles of their respective periods, including the Federal, Greek Revival, Gothic Revival, Neo-Gothic, Romanesque Revival and Classical Revival styles, as well as some rare Salem examples of the Shingle (the former *Christian Science Church* on Lynde Street) and Exotic Revival (*St. Nicholas Russian Orthodox Church*\* on Forrester Street) styles. Many of



these buildings were built by the leading architects of the time, including the historic Calvary Baptist Church\* (now Saint John's Ukrainian Greek Catholic Church) and the Exotic Revival style St. Nicholas Russian Orthodox Church\* both designed by Salem architect William Devereux Dennis and the *Church of the Immaculate Conception*\* designed by Enoch Fuller who also designed Plummer Hall at Essex Institute, the Superior Courthouse and the Classical and High School at 5 Broad Street.

In addition to St. Nicholas Russian Orthodox Church\* on Forrester Street, other Salem churches reflect the city's ethnic populations of their era including the former *French Baptist Mission Church*\* on Canal Street near the Point Neighborhood, *St. Mary's Italian Church* (1925) and the former Irish Catholic congregation of the *Church of the Immaculate Conception*\* on Hawthorne Boulevard.

Today, most of these community landmarks are well preserved and continue to serve their original religious purpose, although several have been renovated for reuse as residential and commercial uses, most notably the Witch Museum. The majority of Salem's churches are listed on the National Register and several are located within local historic districts. Several are further protected with preservation restrictions established when congregations received a preservation grant. The City has documented 22 of its churches on historic resource inventory forms, although many forms are more than 20 years old with limited historic and architectural information. As these buildings continue to age, congregations will be tasked with ongoing maintenance and restoration needs that can often exceed the financial capacity of the church. Identifying opportunities to assist local parishes to ensure that these valuable historic assets are preserved will continue to be important.

**Table 1: Documented Historic Religious Buildings**

Name	Address	Date	Style	Present Use	Designation
<b>Calvary Baptist Church</b>	122-124 Bridge St	1904	Queen Anne	Church	NR
<b>First Universalist Church</b>	211 Bridge St	1808	Federal	Church	NR
<b>French Baptist Mission Church</b>	65 Canal St	c. 1912	English Revival	Church	
<b>Crombie Street Church/J. W. Barton Theater</b>	7 Crombie St	1828	Greek Revival		NR
<b>First Church in Salem</b>	227-231 Essex St	1826	Federal/ Romanesque Revival	commercial	NR
<b>First Parish (North) Church</b>	316 Essex St	1835	Gothic Revival	Church	NR, LHD, PR
<b>Grace Episcopal Church</b>	385 Essex St	1926	Neo-Gothic	Church	NR, LHD

Name	Address	Date	Style	Present Use	Designation
			Revival		
<b>First Baptist Church</b>	54 Federal St	1805	Federal, Italianate	Court library	NR
<b>Saint James Catholic Church</b>	150-154 Federal St	1891	Neo-Gothic Revival	Church	LHD
<b>Saint Nicholas Orthodox Church and Rectory</b>	64-66 Forrester St	1908	Exotic Revival	Church	NR, PR
<b>Church of the Immaculate Conception</b>	17 Hawthorne Blvd	c. 1860	Romanesque Revival	Church	
<b>Lafayette Street United Methodist Church</b>	292-296 Lafayette St	c. 1909	Neo-Gothic Revival	Church	LHD
<b>First Church of Christian Scientists</b>	16 Lynde St	1897	Shingle Style	Tourist attraction	
<b>Wesley Methodist Church</b>	18 North St	1889	Romanesque Revival	Church	NR, PR
<b>Advent Christian Church</b>	127 North St	c. 1890	Victorian Eclectic	Private residence	
<b>Saint Thomas the Apostle Roman Catholic Church</b>	290 North St	1931	Neo-Gothic Revival	Church	
<b>Saint Peter's Episcopal Church</b>	24 Saint Peter St	1833	Gothic Revival	Church	NR
<b>Saint John the Baptist Church</b>	30 Saint Peter St	1826	Federal	Church	NR
<b>Saint Theresa's Roman Catholic Chapel</b>	26 Summit St	1946	Postwar Traditional		LHD
<b>Free Spiritualist Church</b>	34 Warren S	c. 1915	Colonial Revival		LHD
<b>East Church</b>	19½ Washington Sq. N	1844	Gothic Revival	"Witch Museum"	NR, LHD
<b>Tabernacle Church</b>	50-54 Washington St	1923	Classical Revival	Church	NR

### Commercial Buildings



While each of Salem's neighborhoods contain small clusters of commercial development, downtown Salem is the city's primary commercial center. Commercial structures in Salem's downtown date from the early 19<sup>th</sup> century to the mid-20<sup>th</sup> century and include the two-and-one-half story Federal style *Abel Lawrence House and Store*\* (1808) at 133 Washington Street to the four-story 1915 Classical Revival *Masonic Temple*\* designed by Little and Brown at 68-74 Washington Street. Downtown Salem is included within Salem's Urban Renewal Area and a portion is a National

Register Historic District. Outside of the downtown, the city's entrance corridors of Boston, Bridge, Lafayette and North Streets display a variety of historic commercial building types, including mid- to

late-19<sup>th</sup> century multi-story wood-frame buildings (Boston and Bridge Streets), single-and multi-story 20<sup>th</sup> century masonry structures (North and Lafayette Streets) and converted residential buildings (Boston, Bridge and North). The City has created overlay zoning districts for its entrance corridors to enhance the major entrance ways to the City through emphasis on landscaping, fencing, and signage. The City worked with the Massachusetts Department of Transportation (MADOT) to incorporate period lighting along North Street and Bridge Street as part of the State's roadway reconstruction projects to enhance the appearance of these historic streetscapes.

### **Summer Resort and Tourism-Related Buildings**

Salem's waterfront location contributed to a burgeoning summer tourism industry in the mid- to late-19<sup>th</sup> century. The City created Salem *Willows Park*\* in 1858, named for the towering European white willows planted in 1801 to benefit the patients at the small pox hospital (present area of Settlers Way). The first concession stand opened in 1873 and in 1877, the Naumkeag Street Railway began running horse drawn trolleys to Salem Willows. Railway owners built the Willows Pavilion at the end of the line with a skating rink, restaurant for 300, and an observation tower. Within the next decade, an amusement park opened as well as hotels, restaurant row, a casino, theater, ballroom, and carousel. A small summer cottage enclave developed on *Juniper Point* adjacent to the Willows. While many of the original buildings of the Willows have been lost, Willows Park still retains its original public park structures including a pavilion and public bathhouse, and a long row of commercial buildings, with varying degrees of historic integrity, still stands on the north end of Fort Avenue. The Victorian-era cottages of Juniper Point, including Queen Anne, Colonial Revival, Shingle and Victorian Eclectic style examples, have been adapted to year-round use and are well-preserved. The City nominated the Willows to the National Register in 1994.

The rise of Salem's tourism industry during the early 20<sup>th</sup> century resulted in a significant collection of historic assets, including the Colonial Revival style *Hawthorne Motor Hotel*\* (1924) designed by Philip Horton Smith, which is listed on the National Register and located within the Salem Common Historic District. In addition, a number of private residences were converted to inns and bed and breakfasts, including the Salem Inn located within the former *West-Cogswell House*\* (1834), a Greek Revival style brick rowhouse on Summer Street.



### **Building Reuse - Former Public Schools, Libraries and Police and Fire Stations<sup>2</sup>**

The City of Salem has a long history of ensuring that its former civic buildings are rehabilitated for new uses when they can no longer serve their original public purposes. These include former schools, libraries and public safety buildings that have been decommissioned and sold to private owners for new uses, primarily residential. Two of the City's former libraries, the North and South Branches, have been restored for commercial uses and the former *Endicott School*\* on Boston Street is now owned by Children's Friend and Family Services. Most of these former public buildings have been documented

<sup>2</sup> Further discussion of Salem's current education facilities and public library located within historic buildings is included later in this chapter.

and are now well-preserved by their current owners. As shown in the table below, some are listed in the National Register and others are protected within local historic districts. However, none of these buildings were protected by the City with preservation restrictions prior to their sale to private owners.

Three historic former parochial school buildings are currently vacant. The *Saint James Catholic Church School*\* (1906) at 154 Federal Street is still owned by the Archdiocese of Boston and is vacant, although it has been leased by the City for public school purposes during school renovation projects. This building is located within the McIntire Historic District. The former *St. Mary's School*\* at 13 Hawthorne Boulevard in downtown Salem was most recently occupied by the Boys and Girls Club of Salem, but it is now vacant and in deteriorated condition. The *St. Joseph's School and Rectory* buildings in The Point Neighborhood are also vacant and their future is uncertain.

**Table 2: Former Public Schools, Libraries and Police and Fire Stations**

Historic Building	Date	Location	Protection
<b>FORMER SCHOOLS</b>			
Salem State Normal School for Girls	1854	3 Broad Street	LHD
Bentley Elementary School	1861	50-50 ½ Essex Street	
Endicott School		Boston Street	
Pickering School	1893	181 North Street	
Pickering School – Cogswell School	ca. 1862	5 School Street	
Philip Brinsley Sheridan School	ca. 1930	41 Upham Street	
Phillips School	1883	50 Washington Sq S.	LHD
<b>FORMER LIBRARIES</b>			
North Branch Public Library	1934	176 North Street	
Salem Public Library – South Branch	c. 1912	47 Ocean Avenue	LHD
East Branch Library	1861	50 Essex Street	Façade Easement
<b>FORMER FIRE &amp; POLICE STATIONS</b>			
Old Salem Firehouse	c. 1875	30 Church Street	SRA
Salem Police Headquarters	1913	17 Central Street	NR/SRA
Engine House #9 – House Company #2	1858	121 Webb Street	



### **Industrial Buildings**

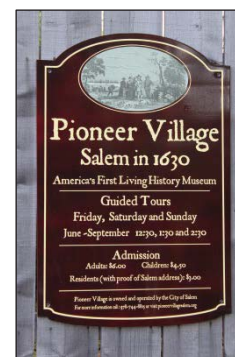
While Salem has a long history of industrial development, particularly related to maritime industry, there are few remnants of this heritage remaining today. Boat building and other water-related industries were once staples along Salem's waterfront, but little evidence remains of these important industries. Textile manufacturing and tanning industries later became Salem's primary industries. The

*Naumkeag Steam Cotton Mill\** (1915), now redeveloped as the Shetland Properties, is one of the city's most prominent reminders of its industrial past. Other former industrial buildings include the *Hygrade Sylvania Corporation Building\** (ca. 1935) at 71 Loring Avenue. This Art Deco building, a rare example of this architectural style in Salem, has been incorporated into the Salem State University Central Campus. Another Sylvania facility at the corner of Boston and Bridge Streets was demolished. Other early 20<sup>th</sup> century industrial buildings located on Goodhue and Grove Streets on the North River in North Salem near the North River are in varying stages of disrepair. While many of the City's industrial resources are documented on historic resource inventory forms, their history and presence are not well understood by the public. The future reuse and revitalization of these vestiges from Salem's industrial past is often complicated by contamination issues found on many of these sites. Promoting preservation tools such as historic preservation tax credits could encourage the preservation of these remaining underutilized industrial landmarks.

### Museums

Salem contains some of the region and the nation's most important historic and cultural museums. These include individual historic house sites as well as museum complexes. The city also has a central Visitor Center operated by the National Park Service. Further discussion of these museums, their missions, and their resources are included later in this document.

- **The Salem Maritime National Park Historic Site** is located on Derby Street and includes the Customs House, Pickering Wharf, and the Friendship.
- **The Peabody Essex Museum (PEM)** is located in downtown Salem and includes 20 historic buildings.
- **The House of the Seven Gables** is located on Turner Street in the historic Derby Street neighborhood. The museum's campus includes the iconic House of Seven Gables as well as numerous historic buildings and an historic garden.
- **Pioneer Village** is located in South Salem within the City-owned Forest River Park is a recreated village commemorating Salem's first European settlement.
- **The Witch House** is a historic house museum located at the entry to the McIntire District on Essex Street. The museum is owned and operated by the City of Salem and highlights the history of its owner Judge Jonathan Corwin and the Salem Witch Trials.
- **The Phillips House**, operated by Historic New England, is a Federal style mansion constructed in 1821 on Chestnut Street. This historic house museum displays interior furnishings from five generations of the Phillips family and includes artifacts from Salem's Great Age of Sail.
- **The Salem Athenaeum** is located on Essex Street in the McIntire District. Founded in 1810, the Athenaeum constructed this red brick Classical Revival building in 1905. Today, the private library is home to over 50,000 volumes.
- **Hamilton Hall** is located at the head of Chestnut Street and one of the nation's most important Federal buildings. Designed in 1805 by Samuel McIntire, the building has been in use as an assembly hall for cultural and social events for over two hundred years.



- **The Pickering House** is historic house museum owned and operated by the Pickering Foundation. This 1651 First Period house was updated in the Gothic Revival style in 1841 and today is America's oldest home owned by a single family.
- **The Gedney House**, also owned by HNE, is a unique house museum that displays the original structural components in its interior. One of the oldest surviving buildings in Salem, the house was partially deconstructed in the 1960s before it was saved and preserved as an example of early timber framing.

### **Carriage Houses, Garages and Outbuildings**

While Salem has documented 87 historic outbuildings on inventory forms, many others are undocumented and vulnerable to alterations and demolition. These include the city's collection of residential outbuildings including carriage houses and garages, which are frequently omitted from their respective historic property inventory forms. The City has instituted a zoning provision that encourages the reuse of historic carriage houses, but few property owners have utilized this incentive.



### **Structures**

Salem's historic structures encompass residential, transportation, recreational, industrial and water-related resources, including fences, gates, foundations, lighthouses, wharves, piers, seawalls, bridges, and pavilions. According to the Massachusetts Historical Commission's Massachusetts Cultural Resource Information System (MACRIS), the City has documented 104 structures, including **Baker's Island Lighthouse** (1798), an iconic landmark in Salem Harbor that was acquired by the Essex National Heritage Commission in 2015. The ENHC has begun restoration of the lighthouse and has opened the structure to the public.

Today, Salem documented resources represent only a small percentage of the historic structures found in the city and future inventory projects should include further documentation of these valuable resources. Efforts should also include confirmation that previously inventoried resources are still extant and document their current condition to ensure the future protection of these historic structures.

### **Landscapes**

Salem's heritage landscapes – areas created by human interaction with the natural environment – span more than three centuries of development. Massachusetts Department of Conservation and Recreation's (DCR) Heritage Landscape Inventory Program identified the city's heritage landscapes and presented recommendations for their future preservation.

Examples of heritage landscapes in Salem include the **Kernwood Country Club\***, established in 1914 on the former "Kernwood" estate (1844) of chemist Colonel Francis Peabody. The new Club converted Peabody's Gothic Revival estate house into a clubhouse. While this building was lost to fire in the 1930s, the property still includes historic landscape features, structures and Gothic Revival caretaker cottages.

Its location on the Danvers River adjacent to *Cabot Farm*, another important heritage landscape, provides vestiges of the rural past of the former Northfields area of Salem. The Country Club was identified as potentially eligible for listing in the National Register but has not been designated.

Another heritage landscape is *Winter Island*\*. First known as “Aquidneck” (the Island) by Native Americans, the island was renamed by English Colonists who moored their boats there during the winter. The island played an essential role in Salem’s defense for centuries with the first fortification erected in 1643 and later used as a U.S. Coast Guard Air Training Station, the first air and sea rescue station on the Eastern seaboard. After the facility closed in 1970, the land reverted to the City for use as a public park. Today, *Fort Pickering* (previously Fort William and Fort Anne), named in honor of Timothy Pickering who served as Secretary of State under Washington, is poised for stabilization through City and MHC funds. The *Coast Guard Barracks and Seaplane Hangar* have also been the subject of planning studies in the past and are in need of restoration.

Other important landscapes in Salem include the *Salem Common* and the designed landscapes of *Greenlawn Cemetery* and *Harmony Grove Cemetery* where decorative plant materials and structures such as footbridges, fountains, man-made ponds, retaining walls, terraces, footpaths, and fencing were incorporated into the cemetery design. These resources are discussed later in this chapter.

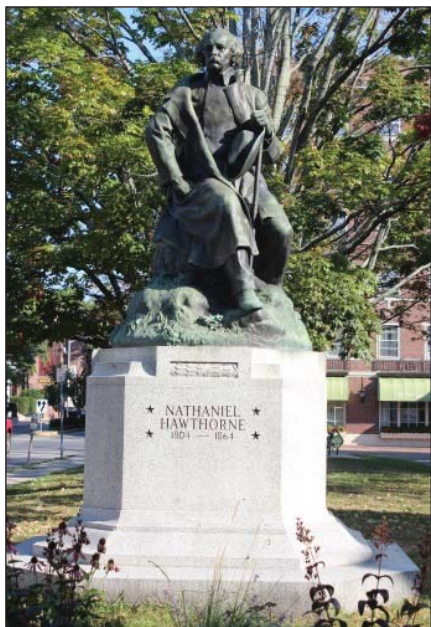
### *Private Cemeteries*

Salem has three private burial grounds, one located in downtown Salem and the other two located in North Salem. One is a historic burial ground located on the grounds of a church, while the other two remain active cemeteries. While each of these cemeteries present very different features and designs, each contains historic markers, fencing, objects and landscape features. Each cemetery is well maintained, although some historic markers, tombs and landscape features are exhibiting signs of deterioration and are in need of stabilization and restoration. These burial grounds have been surveyed and are included in the MACRIS inventory, but limited historic information is provided on these forms. Further documentation of individual markers and features would be beneficial, both in terms of documenting carvings and inscriptions, as well as existing conditions. Only Saint Peter’s has been designated in the National Register of Historic Places.

- *Saint Peter’s Church Burying Ground*\* (ca. 1720), 22-24 Saint Peter Street. Listed in the National Register, this burial ground contains an exceptional collection of 18<sup>th</sup> and 19<sup>th</sup> century slate headstones displaying traditional carvings of death’s heads, winged effigies and urns.
- *Harmony Grove Cemetery*\* (ca. 1840), 36 Grove Street. Designed in the rural cemetery style with extensive landscape features, elaborate monuments and tombs, and picturesque views, this cemetery also features an elaborate stone entrance and a well-preserved Neo-Gothic Revival Chapel. Many prominent Salem and Peabody residents are buried in the cemetery, including members of the Bentley, Crowninshield, Derby and Peabody families.

- ***St. Mary's Cemetery\**** (ca. 1845), 214-222 North Street. This Catholic cemetery reflects Salem's Irish, French and Polish heritage. Monuments are primarily granite or marble with many displaying Celtic or Latin crosses, urns and laurel motifs.

### Objects



Salem has an extensive collection of well-maintained and preserved historic objects, including statues, monuments and fountains found in the city's parks, cemeteries, and traffic islands. The City has documented 57 local objects on historic resource inventory forms, ranging from 19<sup>th</sup> century boundary markers to late 20<sup>th</sup> century military memorials but has not developed a map identifying their location. The majority of documented objects are City-owned, including historic monuments at Greenlawn Cemetery. The City has iconic sculptures located at the Salem Common and within traffic islands at various entrance gates to the downtown. These include *The Nathaniel Hawthorne Monument\** (1910) at 20 Hawthorne Boulevard, the *Roger Conant Statue\** (1911) at Washington Square West and the *Joseph Hodges Choate Memorial\** (1923) on Highland Avenue at one of the entrances to the McIntire District on Essex Street. (See discussion under City-Owned Objects later in the chapter.)

### Archaeological Resources

Salem's historic archaeological resources extend beyond the period of European settlement on the North Shore. The city also has a wealth of archeological resources remaining from the area's once extensive Native American settlements. The State has documented Native American archaeological sites and recorded 18<sup>th</sup> and 19<sup>th</sup> century historic archaeological sites within its boundaries. Archaeological resources are extremely vulnerable to human interference and their locations are not made public. A product of an archaeological survey of the city conducted in 1988, the City holds a city-wide map that identifies all documented sites and areas that are considered potential locations for archaeological resources. In order to protect these fragile resources, this map is confidential and not available as a public document. Beyond the known archaeological sites, it is likely that more sites exist in Salem that have not been identified. The City has identified general areas where the likelihood of archaeological resources is high in an Archaeological Reconnaissance Survey completed in 1988.

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## Publicly-Owned Historic Resources – City, State and Federal Resources

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### City-Owned Historic Resources<sup>3</sup>

Historic buildings under the care and custody of the City represent many of the types of structures usually owned by a municipality: a city hall, library, fire stations, schools and parks. The City also retains ownership of its original Town Hall as well as other less traditional municipal buildings such as an historic house museum (Witch House) and a recreated historic site (Pioneer Village.) The City also owns numerous historic public parks and public objects located throughout the community.

In total, the City of Salem owns 16 buildings and numerous structures that are more than fifty years old. These buildings represent a diverse collection of architectural styles and building materials including several early 20<sup>th</sup> century brick buildings built after the Great Fire of 1914 as well as earlier and later examples of buildings constructed in wood, granite, cast stone, and brownstone. The City also owns a unique collection of late 19<sup>th</sup> century wood frame shingled bathhouse structures located in various city parks. The structures are in varying stages of repair. The majority of the City's buildings are listed in the National Register and several are located within local historic districts. Several are also protected by preservation restrictions in exchange for MHC-funded preservation grants.

While the majority of these buildings are well preserved with minimal alterations to their historic architecture, these buildings are aging and many are in need of restoration. In response, the City has sought Community Preservation Act historic preservation funds to restore its historic municipal buildings and resources. The City has also sought creative solutions to address some of its underutilized public buildings, leasing several buildings to private individuals who agree to restore the structures. (See further discussion in section on Municipal Building Management.)

### Salem's Historic Public Buildings



**City Hall\***, 93 Washington Street in Central Salem. This iconic granite Greek Revival style building with elaborate temple front façade was built in 1837-38 and enlarged in 1876. The building's roof-top gilded American eagle was copied from an original by Salem carver Samuel McIntire. The Council Chamber (1838) features detailing and furniture dating from the building's original construction date. In 2014, the City completed an exterior restoration project that included a roof replacement, masonry repointing, and restoration of the building's wood windows, front

doors, eagle, and light. City Hall is located within the City's Urban Renewal Area and is listed in the National Register of Historic Places. It is also protected by a preservation restriction held by the MHC.

<sup>3</sup> Unless otherwise noted, historic information for these buildings was researched through historic resource inventory forms and National Register documents.



**Old Town Hall\***, 32 Derby Street in Central Salem. Built in 1816, this brick Federal-style building was constructed by local builder Joshua Upham. The building originally functioned as an open market on the first floor and town offices on the second floor. The building now serves as community meeting space with historic interpretive displays on the first floor. In 2015, the City completed exterior improvements and restored the building's wood windows. The building is located within the City's Urban Renewal Area and is listed in the National Register of Historic Places as the Old Town Hall Historic District. The building is protected by a preservation restriction held by the MHC.

### *Fire Stations*

- **North Street Station\***, 142 North Street in North Salem. This Victorian Paneled Brick building, built in 1881, features elaborate brick corbel details and arched wood windows. In 2014, the City received an MHC MPPF grant to complete exterior repairs. The building is listed individually in the National Register and is protected with a preservation restriction held by the MHC.
- **South Salem Station\***, 40 Loring Avenue in South Salem. Built in 1917 and designed by Frank S. Whearty, this brick Colonial Revival station features a limestone cornice, panels with glazed tiles, and slate and copper roof. No protections or historic designations.
- **Ward 3 Fire Station\***, 415 Essex Street in Central Salem. Built in ca. 1915, this Colonial Revival brick station with slate roof was designed by noted architects Kilham & Hopkins in collaboration with Salem architect, Philip Horton Smith. The building features a slate hip roof, wood roof balustrade with square balusters and fan panels, cast stone ornamentation, and wooden louvered panels in the arch details above vehicle entrances. The building is located in the McIntire Local Historic District.



**Salem Public Library\*** 372 Essex Street in Central Salem. Built in 1855 as the home of Captain John Bertram, this Italianate style brick and brownstone building was given to the City in 1899 for use as a public library. The building was enlarged in 1912 and a new wing was added in the 1950s. In 2015, the City completed exterior repairs to the building with partial funding through the CPA. The building is located in the McIntire Local Historic District and is individually listed in the National Register. The building is also protected with a preservation restriction.

**Center for Council on Aging**, 5 Broad Street in Central Salem. Originally constructed as the Salem Classical and High School\*, this brick Classical Revival style building is now used as a community center. Architectural features include a heavily ornamented bracketed and modillioned wood cornice, segmental arched stone window lintels, and a cupola with arched openings. The building is in a significantly deteriorated condition and is slated to be de-accessioned when a new Community Center is constructed.



**Witch House**, 310½ North Street in Central Salem. This 17<sup>th</sup> Century First Period wood-frame and clapboard dwelling was originally the home of Jonathan Corwin\*, magistrate and justice for the Salem Witch Trials. In 1945, Historic Salem acquired the building, moving it back from Essex Street and restoring the house to its 17<sup>th</sup> century appearance. The City of Salem took title to the building in 1948 and opened it to the public as a furnished historic house site. In 2009, the City completed restoration work making the first floor universally accessible, replacing the wood

shingle roof, restoring plaster walls damaged by water, and repairing clapboards, which was partially funded with grants from MHC and the Essex National Heritage Commission.

**Collins Middle School**, 29 Highland Avenue in Gallows Hill. Built in 1908-09, the former Old Salem High School\* was constructed in 1927-28 based on a design by architects Kilham & Hopkins. This building is the largest and most elaborate of Salem's three Neo-classical style school buildings. Details include dentils and modillions, stringcourses, splayed lintels, swags and pilasters. The building ceased to be the High School when the new Salem High School was opened in 1976. The exterior was recently restored.



**Saltonstall School\***, Lafayette Street in South Salem. This Neoclassical-style school was built in 1917 and designed by architect James E. McLaughlin. Brick building features portico of fluted Ionic columns, entry with paneled entablature and dentilled broken pediment, dentil cornice, decorative swags, and splayed lintels. The building's exterior was restored in 2014.

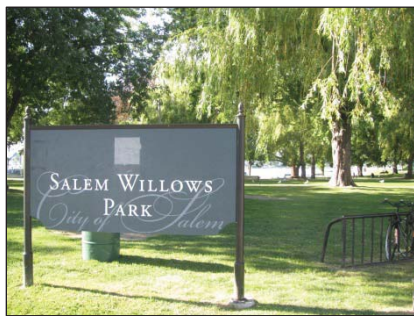
**Pioneer Village\***, located in Forest River Park in South Salem. This replica of the colonial village of John Winthrop and the Arbella fleet passengers was constructed in 1930 as Salem's contribution to the Massachusetts Bay Tercentenary celebration. The village was designed by Colonial Revivalist George Francis Dow of the Society for the Preservation of New England Antiquities (SPNEA). The City restored the village in the 1970s and after a series of management entities, it now operates the site as the nation's oldest living history museum. However, its remote location on the South River has resulted in flooding and vandalism. Resources within the village include:

- Governor's House;
- Small dwellings made in period thatched-roof style;
- Blacksmith shop; and
- Period plantings, a small pond, and housewife's gardens.

### **Salem's Historic Public Parks and Landscapes**

**Fort Lee\*** (1776). Located on Salem Neck to the west of the Willows, Fort Lee is one of the State's few forts that still resembles its original configuration from the American Revolution and the War of 1812. The earthwork fortification is organized in an irregular four pointed star configuration on the highest point of the Neck. The fort is listed in the National Register. However, it is now overgrown with secondary tree growth and high reeds, and advocates struggle to raise public awareness and recognition of this important historic site.

**Salem Common\*** (1802). Once a nine-acre parcel of swampy land, the Common was upgraded in 1801 with new walkways, a wooden fence and ornamental gates. The original gate included carved wooden medallion of George Washington by Samuel McIntire. The smaller replica of the Washington Arch, now located on the Common, dates from 1976, when it was installed in honor of America's Bicentennial. Salem Common was the site of the First Muster (1637) of the East Regiment, which signaled the start of the National Guard. The Common is listed in the National Register and is located in a local historic district. It is also protected with a preservation restriction. Resources include the cast iron fence (1850), which is being restored with City's funds and a matching grant from the MHC, and the 1926 Neo-Classical Bandstand designed by Phillip Horton Smith and constructed during the City's Tercentenary Celebration. The Salem Common Neighborhood Association continues to advocate for the preservation of the Common's trees and landscape features.



**Salem Willows Park\***, Fort Avenue. Willows Park was created by the City in 1858 and was named for the towering European white willows planted in 1801 to benefit the patients at the small pox hospital (now Settlers Way). The park's first concession stand opened in 1873. The Park is now a popular attraction throughout the summer season for residents and visitors alike. Resources include three shingled cottages (1905), five pavilions (ca. 1890) and an iron gate with stone posts (1968). Ongoing maintenance of these structures as well as the park's trees and landscape features is challenging and the City recently leased the former men's bathhouse to a private steward who agreed to restore the exterior of the structure. The Park is listed in the National Register.

**Winter Island Park\***, Winter Island Road in Salem Willows. This park played an essential role in Salem's defense for centuries. The first fort was built in 1643 with a series of added fortifications over the next

century. Initially named Fort William, the fort was renamed Fort Pickering to honor Salem's Timothy Pickering, Secretary of State under George Washington. The fort was utilized during both the Civil and Spanish-American Wars and in 1944 became home to the U.S. Coast Guard Air Training Station, the first air and sea rescue station on the Eastern seaboard. After the Coast Guard Station closed in 1970, the property reverted to the City to become a public park. The site is listed in the National Register and is the subject of an ongoing stabilization project at Fort Pickering. Resources include:

- Fort Pickering (1643, 1864)
- Fort Pickering Light (1871)
- Coast Guard Barracks
- Seaplane Hangar

**Mack Park**, 59 Grove Street in North Salem. This park was originally the estate of Dr. William Mack who constructed his stone house on Ledge Hill in ca. 1860. In 1896, his heirs donated the property to the City for use as a public park, Ledge Hill Park. The City constructed several shingled bathhouses and a pavilion on the property. Despite its continued use as a public park, the site's structures are now deteriorating and the stone entrance gates to the park were recently vandalized and are in need of repair. The City instituted a lease agreement with a private steward to restore the Mack House and serve as caretaker to the site.



**Gallows Hill Park**, 53 Hanson Street in Gallows Hill. Established in 1912, this park features a Playground Club House (1913) and an open pavilion with Doric columns. The City is seeking to undertake repairs to the existing resources at the Park.



**Forest River Park**, 32 Clifton Avenue. Created in 1910, Forest River Park incorporated the historic farmhouse of Colonel Timothy Pickering (ca. 1817), which became the park caretaker's house. The City added bathhouses, playground, courts and fields and a salt water swimming pool (transformed to fresh water in 1999). In 1930, the City constructed Pioneer Village to commemorate the Tercentenary.

**Salem Woods**, Willson Street (1906) was used as a pasture for animals until the City purchased the land in 1906 for the creation of the public "Highland Park". In 1933, the City opened the 75-acre Old Salem Greens Golf Course as a Works Progress Administration project within the park.

### **Salem's Historic Public Objects**

City-owned historic objects include monuments, sculptures and memorials located in the Downtown, Salem Common, McIntire District, and North Salem areas. These include:

- **Joseph Hodges Choate Memorial\*** (1923) bronze statue at corner of Essex and Broad Streets
- **Roger Conant Statue\*** (1911) bronze statue located on Washington Square West
- **Nathaniel Hawthorne Monument\*** (1910), bronze statue located at 20 Hawthorne Boulevard
- **Father Theobald Matthew Monument\*** (1887) marble statue located at 28 Hawthorne Boulevard
- **Civil War Monument\*** (Salem 23<sup>rd</sup> Regiment Volunteer Infantry, boulder with bronze plaque located at Washington Square North

In 1994, local volunteers completed SOS (Save Our Sculptures) questionnaires to document the conditions of many of its larger sculptures and over the past decade has restored several of its bronze sculptures, including the Roger Conant statue, which was selected as one of 100 milestones in heritage development by the Essex National Heritage Commission and received a President's Award from the Commission in 2006, and the Choate Memorial, which was restored in 2015 with CPA funds.

### **Salem's Historic Public Cemeteries**

The City of Salem maintains and operates five cemeteries, with only one (Greenlawn Cemetery) still active for new burials. All of Salem's cemeteries and burial grounds are listed in the National Register of Historic Places and several are designated within local historic districts. Each site contains important historic resources, including burial markers and tombs, historic fencing, buildings, and other structures. As with the city's private cemeteries, all of Salem's municipally-owned cemeteries are well maintained, but many of the historic stones and their foundations are beginning to deteriorate and are in need of restoration. The City commissioned a plan to identify restoration needs at each of its cemeteries. Volunteers have begun to document stone inscriptions in several cemeteries. When funds are available, the City has hired a restoration professional to stabilize stones and restore features, including recent efforts in 2015. Participants at the public hearing for this plan identified the need to institute management programs for each of the City's historic cemeteries.

- ◆ **Charter Street Burial Ground**, 51 Charter Street in Central Salem. Salem's oldest burial ground was established in 1637 in what was then a residential area of the city. This cemetery contains one of New England's finest collections of gravestones from the 17<sup>th</sup>, 18<sup>th</sup> and 19<sup>th</sup> centuries, including slate stones and box tomb markers organized in informal rows. The landscape includes relatively flat terrain and mature trees bordered by major granite retaining walls on Central Street (west side) and Derby Street (south side) and a smaller granite block wall along Liberty Street. It is now one of the City's most visited historic sites and is listed in the National Register.
- ◆ **Howard Street Burying Ground**, 29 Howard Street in Central Salem. Established in 1801, this burial ground is one of Salem's youngest and features approximately 1,200 gravestones with more than half rendered in slate. Prominent burials include members of the Bates, Dodge, Dow, Endicott, Peabody, Parker, Ropes and Putnam families as well as Irish immigrants and war veterans. There are a significant number of tombs in the cemetery. The site features a relatively

flat terrain that slopes to Bridge Street with three stone retaining walls all bordered by a chain link fence. It is listed in the National Register.

- ◆ **Broad Street Cemetery**, 5 Broad Street, in Central Salem. Established in 1655, this cemetery is bordered by high stone walls along its east, south and west sides and a wrought iron fence with a wrought iron gate with granite posts at its Summer Street entrance. The cemetery features gravestones that exemplify the changing views of death in American society through materials (slate, marble, granite) and iconography (early carvings of winged face images and later examples of classic urn and willow motifs.) It is listed in the National Register and located within the McIntire Historic District.
- ◆ **Friends Cemetery**, Essex Street in Central Salem. This narrow rectangular burial ground is Salem's smallest cemetery set amidst a residential neighborhood off Essex Street. It is surrounded by high granite walls on its east, north and west sides and a fence with wrought iron pickets on a low granite base on the south/Essex street side. A single entrance with a wrought iron carriage gate on granite posts is located on Essex Street. The cemetery features approximately 144 headstones and footstones, primarily marble. Gravestones reflect philosophy of Quakers with little or no iconography or decoration. It is listed in the National Register and is located within the McIntire Historic District.
- ◆ **Greenlawn Cemetery**, 57 Orne Street in North Salem. Established in 1807, the cemetery was expanded in 1846 when it was redesigned in the garden style with fountains, paths and flowers. It was later enlarged at the turn of the 19<sup>th</sup> century to its present 100 acres and a stone Neo-Gothic Chapel was constructed. In the 1930s, a brick Cemetery office and a greenhouse were built and WPA workers planted hundreds of trees and shrubs on the grounds. Greenlawn now features more than 150 species of trees and shrubs, including several rare species. The Cemetery was listed in the National Register in 2015 and a Friends Group is working to highlight its historic significance through walking tours and interpretive markers. The City is also considering plans to restore the historic Dickson Memorial Chapel (1894). Other historic resources in the cemetery include:



- Cemetery Office building (1933)
- Main entrance gate (1903) and Orne Street gate (1942)
- Dickson Bridge (1928)
- Dickson Steps (1929)
- Cast iron fence (1887)

### **Commonwealth of Massachusetts Historic Resources**

Salem's designation as the Essex County Seat in 1643 had a profound impact on the development of Salem's downtown and resulted in some of the city's most distinctive architectural landmarks within the City's Urban Renewal Area. Many of these buildings are listed in the National Register as part of the Downtown Salem Historic District. Some buildings, such as The *Essex County Jail*\* (1811) and *Jailkeeper's House*\* (1813), are also protected with a preservation restriction. These former jail buildings - the imposing granite Federal style jail and its adjoining brick Federal style jailkeeper's house - have been restored for residential use as a certified historic tax credit project. The Jail building also includes a restaurant space and small museum display that commemorates the history of the jail. Today, these two buildings stand as iconic landmarks at the edge of Salem's downtown district.

The three historic Courthouse buildings that make up the Essex County Court Complex National Register District are still owned by the Commonwealth of Massachusetts. They stand together on a single block of Federal Street linking the downtown to the McIntire Historic District. These buildings, which are in varying stages of preservation and use, present one of the city's most impressive historic streetscapes. The only building still in use by the Commonwealth of Massachusetts is the *Registry of Deeds and Probate Building*\* (1909) at 36 Federal Street, which is being preserved as part of the new Michael J. Ruane Courthouse development for continued use as the Probate Court. Architectural historian Bryant Tolles called it one of the finest Classical Revival buildings in the Boston area. This granite Classical Revival style building was designed by Boston architect Clarence H. Blackall. The historic building's imposing fluted, two-story, Ionic columned portico served as inspiration for the façade of the building located directly to its west. The former *First Baptist Church*\* (1805) at 54 Federal Street was also incorporated into the judicial complex as a legal library.



The remaining two courthouse buildings are currently vacant and still owned by the Commonwealth through its Division of Capital Asset Management and Maintenance (DCAMM). The *Old Granite Courthouse*\* (1841) at 32 Federal Street, a massive granite building with two-story Corinthian columns designed by architect Richard Bond, who also designed Salem City Hall, was described by Tolles as one of the most outstanding Greek Revival civic buildings surviving in New England. The *Essex County Superior Courthouse*\* (1862) at 34 Federal Street is dramatically different in design and materials from its neighbors. This three-story brick Italianate style building with Romanesque Revival modifications was designed by Enoch Fuller.

*Salem State University*\* (1897-1960) was established in 1854 as the State Normal School. Originally located at 1 Broad Street, the school was moved to its present location on Lafayette and Loring Avenue in 1896. In 1972, the University incorporated the former Italianate style *Loring Villa*\* and Second Empire

style *Convent St. Chretienne*\* (ca. 1870-1918) at 262 Loring Avenue as its South Campus. The University also owns the National Register-listed Salem Diner in South Salem and the Cat Cove Facility on Winter Island. Salem State University (SSU) and Loring Villa/St. Chretienne were both identified as potentially eligible for listing in the National Register of Historic Places.

### ***Federally-Owned Historic Resources***

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The National Park Service operates the Salem Maritime Site on Derby Street, which encompasses a significant collection of historic buildings and waterfront resources (see later discussion in the section on Preservation Partners). Other historically significant federal government buildings in Salem include the Colonial Revival style brick *U.S. Post Office – Salem Main Branch*\* (1932) at 2-4 Margin Street.

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## **Overview of Previous Preservation Planning Studies in Salem**

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For almost 50 years, the City of Salem has engaged in planning efforts to protect its historic character and architectural resources. The following overview of these planning studies includes recommendations set forth in these plans. The City has implemented many of the recommended strategies but others are still outstanding and should be pursued if still relevant

### **1979 *Community Development Master Plan***

First in a series of comprehensive long-range plans developed by the City, this report focused on the following elements: environment, economy, waterfront, housing, neighborhoods, and community appearance; community facilities and services; and transportation and communication. Discussion of historic resources and preservation concerns were incorporated into the chapters on Economy (tourism) and Waterfront (historic overview of resources and goal to recognize and reclaim waterfront heritage). Completed in the decade following urban renewal demolition in the downtown, this plan acknowledged that the City was beginning to recognize the historical and architectural significance of its residential and commercial structures. It also provided a survey of each of the city's neighborhoods, establishing defined boundaries and housing conditions. Recommendations and action strategies included:

- Restore Fort Lee and Fort Pickering and encourage their use by residents and tourists;
- Provide public incentives for private investments in architectural preservation, housing rehabilitation, and neighborhood stabilization;
- Provide public improvements in the Common Neighborhood including capital improvements to the Common itself, as well as sources of funding to repair fence;
- Preserve the character of existing Victorian structures in the Lafayette Street neighborhood; and
- Expand Historic District Area to include other historic structures.

### **1987 *Winter Island Comprehensive Plan***

Developed in conjunction with the City's receipt of Urban Self-Help and Coastal Zone Management funding for landside and marine improvements to the park, this report identified the need to restore the former Coast Guard hangar and barracks building and secure the Powder House and harbormaster's headquarters from further damage. According to the plan, the NPS had indicated some interest in becoming a managing partner with the City for the restoration of

the island, but after the NPS backed out, the City eliminated building improvements from its plans for the park. In 1987, the City was exploring the possibility of listing the entire island on the National Register to make it eligible for MPPF grant funds and was seeking assistance from Salem State College to restore the hangar as a boat building and storage facility in conjunction with the College's sailing program. The report identified goals to immediately secure the barracks building (which was open to weather) from further damage and renovate the office building for municipal office space such as the Parks Department.

1988 ***Salem, Massachusetts: An Archaeological Survey of the City, Mrozowski, Shaw, Holland & Zisk***

Dr. Stephen Mrozowski and a team of graduate students from UMass Boston and Amherst conducted a city-wide survey to collect and analyze data of archaeological resources in Salem, provide recommendations for site protection and long-term management, and prepare public information materials. The team identified priority archaeologically-sensitive areas and presented opportunities to use several of these areas for public interpretation: Site of Old Planter's Settlement, Winter Island, Blubber Hollow, Essex Street/Derby Street District, Salem's Historic Cemeteries, County Jail/Jailkeeper's House, site of John Ward House and Howard Street Cemetery, Maritime Waterfront Underwater District, and Salem Willows. The report concluded in a set of recommendations for consideration:

- Undertake an archaeological survey of all city-owned properties;
- Pass ordinance to protect archaeological sites not covered by state or federal legislation;
- Hire a City Archaeologist, possibly in conjunction with PEM;
- Compile inventory of City's historic cemeteries and take steps to curb vandalism and repair damaged headstones;
- Include Winter Island as part of a multi-resource archaeological park;
- Revitalize Forest River Park and include Native American Village reconstruction;
- Expand Salem Maritime National Historic Site to include properties in Essex Street/ Derby Street District; and
- Place more emphasis on interpretive potential of City's historic cemeteries.

1991 ***Salem Preservation Master Plan, Northfields Preservation Associates***

Salem's first municipal historic preservation plan focused on improving identification, documentation and protection of the city's historic resources. This included recommendations relating to historic survey efforts, National Register and local historic district designations, strengthening of municipal preservation regulations, and integration of preservation objectives into the development review process. Over the past 25 years, the City has implemented many of the recommendations set forth in this plan, including recommendations for National Register listings. The SHC has also improved its design review guidelines and has engaged in historic resource survey efforts. The City also completed a comprehensive maintenance plan for its historic buildings in 1998. Other recommendations remain outstanding, however, including many related to the integration of historic preservation objectives into the development review process. Recommendations related to the City's demolition delay regulations are also still outstanding. For this update, the SHC's staff reviewed the outstanding recommendations to assess their continued relevancy in 2015. Recommendations still relevant are incorporated into Chapter 4 of this Update.

1996 ***City of Salem Master Plan Update and Action Plan, The Saratoga Associates***

This planning document included goals to improve maintenance of the City's parks and target Winter Island for major improvements: improve maintenance of the Salem Common and Salem Willows Park, restore and develop interpretive signage for historic resources on Winter Island; and protect and improve areas of historical significance including expansion of Salem's 1630 Pioneer Village. Specific recommendations relating to historic preservation objectives included:

- Consider Neighborhood Conservation Districts to protect historic resources outside of official historic districts (Buffum Street, Dearborn Street, Fairfield Street, Naples/Savoy Roads, Willows/Juniper Point); and
- Consider expanding historic districts including streets surrounding Common to Bridge Street, Derby Street and Collins Cove.

1998 ***Historic Preservation Maintenance Plan, City of Salem, Finch & Rose***

This report provided an historical overview of 20 City-owned historic properties with stabilization, restoration, and maintenance recommendations for each property. All of the properties are still owned by the City of Salem and several have been restored or are in the process of restoration since the plan was prepared, including City Hall, the North Street Fire Station, public library and several monuments. Others have been renovated, including a bath house at the Salem Willows and the Palmer Cove Community Center. While the recommendations set forth in this plan are now almost 20 years old, those that have not been addressed can still serve as a guide for future efforts. These resources are discussed in greater detail earlier in this chapter and in the Public Property Management section of Chapter 3.

2002 ***Burial Ground Planning Project, Paysage, Fannin-Lehner Consultants, Warwick Carpenters Company and CME Associates, Inc.***

This plan was intended to provide the City with a first step in its long-term efforts to preserve its historic burial grounds and provide public access to these important cultural resources. Objectives of the plan included preserving and protecting landscape features and enhancing entrances and circulation systems. The plan focused at the Broad Street, Charter Street and Friends Cemeteries and the Howard Street Burying Ground, describing historic contexts and views, current conditions through narratives and maps, description and assessment of landscape features, and long term recommendations for improvements and care. Recommendations focused on each site's specific landscape features, objects, and structures and included cost estimates for each site. The plan also included landscape management guidelines with techniques to stabilize landscapes and make them self-sustaining to limit the need for maintenance. Additional sections of the plan included an historical chronology and historic photographs, images and maps of the city's burial grounds, engineering reports on each burial ground's tombs, retaining walls, and fences with estimated costs for improvements; an assessment of conditions of gravestones/monuments in each burial ground, with conservation needs and treatments; and general recommended methods and techniques for stone conservation. Survey documents for individual markers and MHC Form E- Burial Grounds forms for each burial ground are also included in the report.

2003 ***"For the Defense of Salem" Fort Lee and Fort Pickering, Conditions Assessment, Cultural Resource Management Survey, and Maintenance and Restoration Plan Project, Final Archaeological Report. Crane & Morrison Archaeology and Gray Architects, Inc.***

This planning endeavor resulted in two separate documents, one to document the historical and archaeological significance of the forts and the other to address comprehensive management of

both sites. The management document focused on the preservation of archaeological resources, as well as issues of public access, public education, maintenance, restoration, appropriate uses, and management structure. In particular, the management report focused on issues of public access vs. protection of each fort's historic integrity. This included consideration of impacts of existing pathways on historic features and recommendation for the removal of trees/vegetation that obstruct historic viewsheds and cause physical damage to resources. Current preservation efforts at Fort Pickering, funded in part with a MHC grant, are addressing some of the recommendations of this plan, which included repairs to both sites and the removal of brush and some mature trees. The report also recommended banning bicycle and motor bikes, installing barricades to discourage foot traffic in high-risk areas, relocating gardens to more appropriate sites, establishing guidelines for public activities, and raising awareness of shoreline erosion.

2005 ***Salem Reconnaissance Report: Essex County Landscape Inventory, Massachusetts Department of Conservation and Recreation***

Completed as part of the Massachusetts Heritage Landscape Inventory Program, this report examines priority heritage landscapes that were identified as part of a public participation process: Bridge Street Neck, Common and Derby Street; Broad Street Cemetery, Charter Street Cemetery, and Howard Street Burying Ground; Kernwood/Cabot Farm Area; Pioneer Village; Salem Neck; Salem Woods (Great Pasture); and Winter Island. The historical significance of each landscape was presented and planning issues were identified. The report concludes with a set of planning recommendations that included updating the City's 1991 Preservation Plan, continuing survey and National Register efforts, as well as more specific recommendations relating to burial ground preservation (specialized training for cemetery workers), preservation of the city's neighborhood character (designation of new local historic districts and neighborhood conservation districts) and securing preservation funding (grant programs and adoption of the Community Preservation Act). Site-specific resource recommendations including; designation of Bridge Street Neck and Juniper Point as Neighborhood Conservation Districts; documentation of Pioneer Village and Salem Woods on inventory forms and nomination to National Register if determined eligible; preparation of interdisciplinary management plan for Salem Woods that addresses natural, cultural and recreation issues; and securing funds for stabilization, and a master plan for Winter Island.

2007 ***Open Space and Recreation Plan 2007-2012, Vanasse Hangen Brustlin, Inc.***

This plan was completed in 2007, with an action plan update in 2012 to extend the plan's relevancy to 2014. While open space and recreation plans are primarily focused on a community's natural and recreation resources, many of Salem's open space and natural resources have historic and cultural significance. The plan does provide a brief analysis of the city's cultural, archaeological and historic areas, including Forest River, Winter Island, the Willows and Salem Woods. While the Plan does not specifically identify needs and goals for historic and cultural resources, it does identify needs relating to the City's historic facilities, including the restoration and reuse of historic resources at Winter Island and repairs to structures at the city's historic parks. Action items include adoption of the Community Preservation Act, a general goal to work with SHC and Historic Salem to assess historic resources to prioritize those most endangered, and a recommendation to improve resident and visitor perception of Salem's waterfront and harbor location by providing information on the City website regarding Salem history and recreational/historic opportunities for visitors.

2007 ***Structural Assessment for the Old Town Hall and Old Town Hall Building Condition Report, Structures North, Inc. and Essex On-Site Services***

These two plans assessed the current condition of Old Town Hall, including interior and exterior conditions, structural systems, mechanical systems, and ADA and MAAB compliance. The plans presented recommended work based on these conditions. At the time, only a relatively minor amount of repair and maintenance was required to bring building structure and exterior envelope up to a “state of good repair”.

2008 ***Point Neighborhood Historic Resources Survey and Preservation Plan, Vanesse Hangen Brustlin***

The purpose of this plan was to prepare an inventory of the Point Neighborhood’s historic resources and assess current conditions and historic and architectural significance of the neighborhood. Based on the findings, the plan identified possible programs and policies that would benefit preservation efforts in the neighborhood and presented a series of recommendations and an action plan for accomplishing preservation goals. In addition to a recommendation to seek National Register listing for the neighborhood, which has been accomplished, the report also established many recommendations that are still relevant today. These include recommendations to strengthen the City’s demolition delay ordinance by increasing delay period to 12 months and establishing a penalty for non-compliance, establishing a Neighborhood Conservation District Ordinance and a demolition by neglect program, and developing educational initiatives such as improvements to City’s website relating to historic preservation; creating illustrated brochure on Point Neighborhood’s history and architecture; establish walking tours and interpretive signage and materials for the Point.

2008 ***Neighborhood Preservation District Study<sup>4</sup>, Vanesse Hangen Brustlin***

Purposed to research the concept of Neighborhood Preservation Districts and identify relevancy for Salem’s neighborhoods, prepared a draft ordinance and drafted design guidelines for two neighborhoods and created educational materials/brochures. Included a map of potential NPD boundaries and recommendations for area preferable as LHDs. Examined the neighborhoods of Salem Willows, area between Derby Street and Salem Common, High/Endicott Streets area, North Salem (Grove Street, Buffum Street, Flint Street, Dearborn Street, Salem Rebuilding Area, and North Street), South Salem (Fairfield Street, Pre-Fire Area, Derby and Messervy Estates Area), Naples and Savoy Roads, Gallows Hill and Boston Street Area, Bridge Street, and the Point. After an extensive public process, the City chose to focus on the Point and Bridge Street Neck for the study and presented recommendations for the NPD approval process.

2009 ***Salem Bridge Street Neck Neighborhood Revitalization Plan, The Cecil Group, Inc.***

Funded through the Gateway Plus Action Grant Program, this plan focused on improving housing conditions, quality of life and community engagement to revitalize the Bridge Street Neck neighborhood, one of the city’s oldest settlements. Goals included improving business climate on Bridge Street, identify measures to reduce foreclosure and stabilize local housing market, and physical improvements to enhance overall quality of the neighborhood. While not specifically focused on historic preservation, the plan acknowledges the neighborhood’s historic resources including two National Register Districts and one listed building and recommends promoting the use of historic preservation tax credits for building revitalization and the potential for designation of the neighborhood as a local historic district or Neighborhood Preservation District (NPD).

<sup>4</sup> Note: The term “Neighborhood Preservation District” is used interchangeably with “Neighborhood Conservation District”.

2014 ***Ready for Tomorrow: The City of Salem Climate Change Vulnerability Assessment & Adaptation Plan***

This planning document begins with an overview of Salem’s development history, particularly its filling of coastal areas and wetlands to create more land area. The report investigates some of the most serious climate change impacts (extreme precipitation events, sea level rise, storm surge and extreme heat events) that may affect the city and the resulting stresses to different sectors of the community. It culminates in an outline of project ideas to address some of the most critical issues. These ideas include opportunities to proactively plan for climate change rather than reactively responding after an event. As part of its review of the Critical Building Infrastructure sector, the plan reviewed historical and culturally significant buildings and areas. For historic resources in the city, the plan recommends conducting vulnerability assessments, prioritizing vulnerabilities, developing adaptation strategies, and publishing an adaptation plan.

This plan provided a general overview of potential property damage and loss of historic properties. While it did not focus on specific sites, it did discuss tide gates at the South and Forest Rivers and Lafayette Street, which were noted as aging and in need of repair. The report also discussed the insufficient capacity and drainage of the City’s stormwater system with recommendations for green roofs and permeable pavements. The following are the Recommended Strategies for Property Damage or Loss of Historic Properties:

- Evaluate buildings for flood proofing opportunities;
- Re-site existing facilities outside of future flooding levels;
- Elevate buildings out of flood risk;
- Elevate a building’s critical uses within the building; and
- Flood proof buildings through “dry flood proofing” to prevent water infiltration and “wet flood proofing” to allow controlled water infiltration that can be easily repaired.

2013 ***Salem Public Art Master Plan, Via Partnership, LLP***

This plan outlines innovative and community-building public arts projects for Salem, some related to proposed construction projects and others focused on existing places. In addition to promoting new art in the community, the plan identified the need for conserving and maintaining the city’s existing public artworks. For new artwork, the plan set forth priorities for focusing art in civic spaces, entrance gateways, along historic walks, and in city neighborhoods. The plan recommends that a Public Art Commission member have a background in architectural history.

2015 ***Community Preservation Plan FY 2015***

This annual plan provides an overview of the CPA in Salem and looks at Salem’s community preservation needs, possibilities and resources. It also establishes general and specific funding criteria, including projects that implement recent planning recommendations. For historic preservation projects, priority is given to properties owned by the City and non-profit groups (particularly those that are threatened) and projects that serve a public benefit, are highly utilized or visible, provide permanent protection for the resource, and incorporate universal design where feasible. The Secretary of the Interior Standards for Rehabilitation is included in the appendix.

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## **Salem's Municipal Agencies and Private Organizations Engaged in Historic Preservation Activities**

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Salem is blessed with a passionate group of City boards and staff, organizations, and individuals committed to the preservation and promotion of Salem's heritage. While not all groups are directly engaged in historic preservation activities, all play a role in honoring the city's heritage and historic character.

The Salem Historical Commission (SHC) is the City's municipal regulatory and planning agency dedicated to historic preservation. The Commission serves a dual role as both an historical commission and an historic district commission (see later discussion). Other municipal departments and boards, including the Department of Planning & Community Development, Salem Redevelopment Authority, the Planning Board, the Conservation Commission and the Department of Public Services (DPS), also play a role in preserving the city's historic character through regulatory review and property management oversight. These agencies are discussed later in this chapter.

In addition to public agencies, Salem has many non-profit organizations engaged in preservation activities. The city has one non-profit organization – Historic Salem, Inc. - dedicated to citywide historic preservation planning and advocacy. Three other preservation organizations with offices in Salem - the National Park Service, Essex National Heritage Commission, and Historic New England, Inc. - have a regional focus that extends beyond their Salem-based resources. The city also has an extensive list of non-profit organizations with site-specific preservation objectives, such as museum or collections management, and organizations with tourism and economic development missions.

This chapter provides an overview of each group's role in preserving Salem's heritage and historic built environment.

### **Salem's Municipal Preservation Agency**

#### **Salem Historical Commission (SHC)**

The SHC is one of the few municipal agencies in the Commonwealth that serves a dual role as both an *historical commission* (MGL Ch. 40 Sec. 8D) and an *historic district commission* (MGL Ch. 40C.) The seven-member Commission (with two alternates) was established in 1971 in conjunction with the City's designation of its first local historic district and in 1985, the SHC became a Certified Local Government (CLG).<sup>5</sup>

In compliance with Chapter 40C and CLG requirements, the SHC is comprised of local residents who possess certain categories of expertise. While membership can vary year to year, M.G.L. Chapter 40C requires that three of the members be appointed by seeking nominations from the local historical society, chapter of the American Institute of Architects and the Board of Realtors. In addition, the City seeks to

<sup>5</sup> A Certified Local Government (CLG) is designated by the NPS through the MHC based on the strength of a community's historic preservation programs. CLGs are eligible for a larger share of funding through the MHC, are able to participate in specialized training programs and are granted a stronger role in nominating properties to the National Register of Historic Places.

**Historical Commissions**

*(HC) participate in community-wide planning initiatives to promote historic preservation objectives. Activities can include historic resource surveys, National Register nominations, historic walking tours and brochures. HCs also serve an advisory role for other city agencies on preservation issues.*

**Historic District Commissions (HDC)** are responsible for administering design review in a local historic district(s).

include members who are local historians, architectural historians, archaeologists, and residents of a local historic district when possible. To ensure an engaged and knowledgeable membership and comply with CLG requirements that all members demonstrate special interest, competence or knowledge in historic preservation, each member is required to attend at least one preservation training session during their three-year tenure. This can include a workshop, conference or online webinar.

Each year, the SHC, through the Department of Planning and Community Development, engages in preservation planning activities such as historic resource surveys and preparation of National Register nominations and preservation studies, such as this Preservation Plan. The SHC also maintains and prepares CLG records, solicits and manages preservation grants and represents the City during the Section 106 review process for various projects. As an historical commission, the SHC is also responsible for drafting preservation ordinances and other submissions to the City Council and serves as an advisor on public building projects that affect historic resources. The Commission's regulatory responsibilities include both administration of the City's local historic districts and its demolition delay ordinance. Over the past five years, the Commission has issued 712 certificates for projects within the City's local historic districts and has reviewed

and acted upon 28 requests under the City's Demolition Delay Ordinance.

The SHC is supported by a staff person designated through the Department of Planning and Community Development who provides part-time assistance to the Commission. In addition to assisting the SHC and applicants through the LHD and demolition delay review process, the staff person also leads planning activities, and engages in grant writing, grant management and project oversight. The City also engages preservation consultants for specific preservation planning projects.

### **Other City Agencies Engaged in Historic Preservation Activities**

Salem's four centuries of development has resulted in a densely settled built environment with little remaining undeveloped land. Over the past decade, the city has witnessed significant building reuse and new development projects, particularly in the downtown, with new stores, restaurants, residences, and a new commuter rail parking garage opening in the past few years. As the city's renaissance continues, it will be rare for any municipal project or development proposal undergoing municipal review not to have some impact on the city's historic character.

Historic preservation plays a vital role in revitalizing the City's parks, open spaces and cemeteries, all of which contain significant collections of historic resources. Local wetlands can also contain significant collections of archaeological artifacts important for understanding the city's development. While the

City's Department of Planning and Community Development, Department of Public Works, Inspectional Services, Park, Recreation and Community Services Department and Cemetery/Shade Tree and Open Space Department and boards (Conservation Commission, Planning Board, Salem Redevelopment Authority, Zoning Board of Appeals, Cemetery Commission, Public Art Commission) are responsible for different missions and resources, all play a role in protecting Salem's heritage and historic character.

### **City Departments**

The following is a brief overview of City departments and boards engaged in protecting Salem's historic character through regulatory review, property management and resource protection. Further discussion on specific regulations can be found in the section on Municipal Policies, Regulations, and Management.

#### **Department of Planning and Community Development (DPCD)**

In addition to providing administrative support to the Historical Commission, the City's Department of Planning and Community Development (DPCD) provides staffing for most of the City's development review boards including the Planning Board, Zoning Board of Appeals, Redevelopment Authority, and the Conservation Commission. In addition, the Community Preservation Committee, which oversees the City's Community Preservation Act funds, is administered by DPCD staff and the majority of CPA funded historic resource projects are undertaken directly by the DPCD. Recent CPA-funded projects overseen by DPCD staff include restoration of the Salem Common fence and the Choate Statue, Fort Pickering restoration, Old Town Hall window restoration, Salem Council Chambers artwork restoration, Dickson Memorial Chapel improvements, and Charter Street Burial Ground preservation and improvements.

The Department also manages several programs that benefit historic resources in Salem - the City's Storefront Improvement Program and Housing Rehabilitation Program, both funded in part with Community Development Block Grant funds through the U.S. Department of Housing and Urban Development (HUD). CDBG funds are also used to undertake or provide matching funds for various historic preservation projects, such as improvements to structures within parks (i.e. Gallows Hill Park gazebo), costs associated with National Register nominations (i.e., North Street Fire Station and Greenlawn Cemetery), development of neighborhood history panels, handicapped access improvements in historic buildings (i.e., City Hall, Witch House, Old Town Hall), completion of historic building surveys (i.e. Bridge Street area) and various studies (i.e. Winter Island Master Plan). The Department is also actively engaged in sustainability and environmental impact planning and planning for the arts.

#### **Public Works Department**

The Public Works Department is responsible for providing infrastructure repairs, including repairs to streets and sidewalks, which can have an impact on historic resources and the overall historic character and appearance of the city. The department is also responsible for coordinating with public utilities when work will affect a public way.

#### **Cemetery/Shade Tree/Open Space Department**

The Cemetery/Shade Tree/Open Space Department is responsible for maintaining and overseeing the City's five historic cemeteries and burial grounds and for maintaining public green spaces throughout the

community. The Department is also responsible for planting, pruning and maintaining the City's public shade trees, which contribute to Salem's overall character and sense of place.

### **Inspectional Services (Building Department/Public Property)**

This department is responsible for maintaining the city's public properties, the majority of which are historic buildings. Nearly all of these buildings are listed in the National Register and many are designated within a local historic district. (See Table 9 in Chapter 3) Several are also protected by preservation restrictions instituted by the MHC when grant funding was approved. The Department has overseen the restoration of several iconic public buildings, including City Hall and the North Street Fire Station.

The Building Department is also responsible for zoning enforcement and enforcement of the State Building Code, as well as inspection of construction work and issuance of building, occupancy, and sign permits. The Department maintains a list of properties located within the LHD and directs permit applicants to the SHC, if an approved Certificate of Non-Applicability or Appropriateness is not already on file. The Building Inspector also determines whether or not the removal of portions of a building constitutes "demolition".

### **Park, Recreation and Community Services Department**



The Park, Recreation and Community Services Department (Park Department) is responsible for managing and maintaining the City's extensive inventory of parks, which are located throughout the community. They also run numerous community programs throughout the year. Most of the City's parks have historic significance and many contain historic buildings, structures and objects.

Salem's public parks contain some of the City's most deteriorated historic resources, including the public bathhouse and shelters at Salem Willows Park, the entrance gates, historic house (recently leased as private housing in exchange for improvements) and the closed bathroom buildings at Mack Park, the bathhouse at Forest River Park, the fortifications at the Willows and Winter Island and the recreational structures at Camp Naumkeag.

The Witch House and Pioneer Village are also under the auspices of the Parks Department with staff dedicated to each site's daily operation and management. While the City has operated the Witch House as a museum for many years, Pioneer Village has undergone a succession of management entities and periodic episodes of closure over its 75 year history. The Director and staff for the Witch House and Pioneer Village host festivals at each site, such as the Salem Spice Festival and Shakespeare Festival, to promote the resources. The Director has also sought to develop maintenance plans for both sites and has expressed concerns regarding vandalism and flooding at Pioneer Village.

## City Boards and Commissions

### Salem Redevelopment Authority/Design Review Board

The Salem Redevelopment Authority has been responsible for urban renewal projects in Salem's downtown since 1962. While the City's original Urban Renewal Plan included major demolition of historic resources, strong opposition from preservationists resulted in a shift to rehabilitation and preservation by the late 1960s. Today, the SRA oversees approximately 213 properties in the historic downtown, reviewing development proposals located within the City's urban renewal project area, the Downtown Renewal Area (the former two areas: Heritage Plaza East and Heritage Plaza West were combined into one area during the most recent Plan update in 2011). The SRA's Design Review Board (DRB) serves as an advisory body to the Redevelopment Authority for the Urban Renewal Area and to the Planning Board for projects located within the North River Canal Corridor (NRCC).

### Planning Board

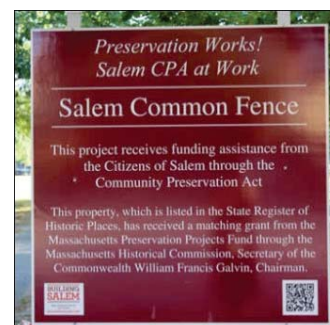
Salem's Planning Board is responsible for reviewing development projects that fall under the City's subdivision regulations, or require approval under Site Plan Review (SPR), Business Park Development or Flood Hazard Overlay District. The Planning Board is also responsible for approving some special permits as detailed in the City's Zoning Ordinance.

### Board of Appeals (ZBA)

The ZBA is responsible for reviewing requests for zoning variances and special permits. The ZBA also hears and decides appeals from decisions of a zoning administrator, which in Salem is the Building Inspector. For properties located outside local historic districts, variances and special permits can have significant implications on unprotected historic resources. For example, the approval of additional units in a building can result in exterior changes to the building design, altering a historic neighborhood's streetscape unless the work is done in a thoughtful manner consistent with its context.

### Community Preservation Committee (CPC)

The CPC is a recently appointed board to oversee the City's distribution of Community Preservation Act funds. As required under state enabling legislation, the Committee includes representatives from the Historical Commission, the Planning Board, the Conservation Commission, and the Park & Recreation Commission, along with a representative from the Salem Housing Authority, two Mayor appointees, and two Council appointees. Each year, the CPC is required to develop a Community Preservation Plan to establish priorities for the distribution of local CPA funds. The CPC reviews all project applications for funding, and makes recommendations to the City Council for approval.



### Conservation Commission

The City's Conservation Commission is responsible for protecting Salem's coastal and inland wetland resource areas through the implementation of the Massachusetts Wetlands Protection Act (WPA) and the City of Salem's Wetlands Ordinance. The Commission regulates and monitors various projects and activities that may impact wetlands or water bodies. The Commission also works to preserve open space

and wildlife habitat and investigates reported violations of illegal construction and destruction of wetlands. The Commission also holds three properties in trust as conservation land. While protection of archaeological resources does not fall under the jurisdiction of the Commission, wetlands are likely locations for these resources.

### **Cemetery Commission**

The Cemetery Commission oversees and implements policies regulating the City's five cemeteries. Those cemeteries include Greenlawn Cemetery, Charter Street Cemetery, Howard Street Cemetery, Essex Street Cemetery and Broad Street Cemetery. The Commission consists of five members, of which one member must be a funeral director currently engaged in business in the city, one must be a florist or horticulturist who resides in the city, and one must be a resident of ward six of the city, as required by ordinance.



### **Public Art Commission**

In 2013, the City commissioned a Public Art Master Plan. Based on recommendations set forth in that plan, the City created a Public Art Planner position within the Planning and Community Development Department and appointed a new Public Arts Commission. The Commission oversees approval of an annual public art plan and reviews proposed public art projects as well as artwork for private development projects where the developer is to provide public art as part of an agreement with the City. In addition to other duties, the Public Art Planner is also responsible for management of Old Town Hall and Artists' Row. Like the Director of the Witch Museum, this position is self-funded with proceeds generated from cultural activities and rental fees.

## **Salem's Preservation Partners**

### **State and National Preservation Organizations**

There are a number of state and national groups dedicated to the preservation of historic and cultural resources. Although these groups are not directly engaged in the preservation of Salem's historic resources, they have been instrumental in funding historic preservation projects and providing technical assistance to the city and its local preservation partners. A list of preservation funding sources is provided in the Appendix.

### **Massachusetts Historical Commission**

The Massachusetts Historical Commission (MHC) is the state agency charged with identifying, evaluating, and protecting the important historical and archaeological assets of the Commonwealth. The agency serves as the office of the State Historic Preservation Officer and the State Archaeologist and is responsible for Federal and State regulatory review, administration of the National Register of Historic Places in Massachusetts and administration of Federal and State historic tax credits. MHC also administers funding through the Massachusetts Preservation Projects Fund and Survey and Planning Grant programs and provides technical assistance to local historical commission and local historic district commissions.

MHC maintains the state's Inventory of Historic and Cultural Resources as well as National Register reports, local historic district study reports, preservation restrictions, and reconnaissance surveys completed for each community. Most of these files are now available online through the Commission's MACRIS database.<sup>6</sup> The MHC also maintains records of archaeological assets identified in the Commonwealth. While the MHC does not allow public access to the specific locations where artifacts have been found in Salem, they do provide a list of archaeological surveys completed in the town.

### **Preservation Massachusetts, Inc.**

The only statewide non-profit preservation organization in Massachusetts, Preservation Massachusetts, Inc. provides support and technical assistance to local preservation groups in the Commonwealth. The organization also maintains a Statewide Most Endangered Properties List and hosts an annual Preservation Awards Program each spring. These programs provide an opportunity for local communities to raise awareness of threatened properties and to recognize important local preservation projects. Several recent preservation projects in Salem have received preservation awards from Preservation MASS including the Salem Jail. Other Salem properties have been listed on the organization's Endangered Property List, including the Wendt House and the Salem Jail.

### **National Trust for Historic Preservation, Inc.**

The National Trust for Historic Preservation (NTHP) is a privately funded non-profit organization that provides leadership, education, advocacy, and resources to save diverse historic places throughout the country and to revitalize local communities. In addition to its magazine, website, field offices, and annual conference, the Trust sponsors a number of programs, including an annual Most Endangered Properties List, an annual Preservation Awards program, a preservation grant program, and the National Main Street Program.

### **Local Preservation Organizations**



#### **Historic Salem, Inc. (HSI)**

HSI is a non-profit preservation organization established in 1944. In addition to administering a historic house plaque program, this membership-based group also hosts annual events, including a fall walking tour series and its highly successful Christmas in Salem house tour, which just celebrated its 35<sup>th</sup> anniversary. HSI also collaborates with other local groups on educational programming and promotes

preservation efforts through its annual Preservation Awards Program and its Most Endangered Historic Resources Program, which has included City-owned properties as well as the Essex County Courthouse Buildings. In 1977, the organization developed *The Salem Handbook* as a renovation guide for historic property owners. While the book is no longer in print, limited copies are available for circulation at the Salem Public Library and at HSI. In 2000, the City of Salem transferred ownership of the National Historic Landmark Nathaniel Bowditch House to Historic Salem, which now operates from the property.

<sup>6</sup> Massachusetts Cultural Resource Information System, <http://mhc-macris.net/>

Through grant funds and fundraising efforts, HSI completed an exterior restoration of the building and is now considering a phased interior restoration.

HSI has an active Preservation Committee that reviews proposed development projects to ensure that new construction complements Salem's historic character. The organization is often an interested party under Section 106 and Chapter 254. Current preservation priorities for the organization include advocating for more effective demolition protection in Salem and more protections for historic resources through appropriate planning mechanisms. For this plan, HSI prepared a white paper to present its preservation concerns, which is included in the appendix of this plan.

HSI continues to be a passionate advocate for the city's heritage. Encouraging opportunities for the organization to work in partnership with the City toward preservation goals would help to foster dialogue, understanding, and support between the City and one of its most ardent preservation partners.

### **Salem Maritime National Historic Site, National Park Service (NPS)**

#### **Salem Maritime Site Resources**

- U. S. Customs House (1819)
- Friendship (1999, replica of 1797 cargo vessel)
- Narbonne House (1675)
- Derby House (1762)
- Hawkes House (1780)
- West India Goods Store (ca. 1800)
- Scale House (1829)
- Forrester Warehouse foundation (pre-1832)
- St. Joseph Hall (1909)
- Derby Wharf Light Station (1871)
- Central Wharf Warehouse (ca. 1805)
- Pedrick Store (ca. 1770)
- Derby Wharf (1762)
- Central Wharf (1791)
- Hatch's Wharf (1819)

Established in 1938, Salem's Maritime National Historic Site was the first park created under the National Historic Sites Act. Over its 75 year history, the National Park Service has acquired additional properties on and near Derby Street and now manages a nine-acre complex with seven significant historic buildings, three wharves, a lighthouse, and the tall ship *Friendship of Salem*. In addition, the Site operates the Salem Visitor's Center, which is located on Essex Street in the former Salem Armory Headhouse.

Today, the NPS is engaged in facility planning for the Maritime site and is currently developing new interpretive programs for its properties. The Park Service will soon be unveiling its State of the Park Plan, which will provide guidance for the park's preservation. Over the past few years, the Park Service has restored several of its historic buildings and is now exploring options to reopen several currently closed properties. The NPS operates a maintenance workshop at the Maritime Site and coordinates with the Lowell National Park, which has a restoration carpenter on site. Specialized restoration carpenters are also utilized for building projects at the site..

### Essex National Heritage Commission (ENHC)

The non-profit Essex National Heritage Commission was established in 1996 to serve as the steward for the Essex National Heritage Area, a 500 square mile region encompassing the 34 cities and towns of Essex County. The ENHC works to preserve and enhance the area's historic, cultural and natural resources through collaboration with community leaders and heritage organizations.

In 2006, the Commission led Salem's *Heritage Landscape Inventory* project in cooperation with the Massachusetts Department of Conservation and Recreation (DCR) and is currently engaged in efforts to preserve the historic Baker Island Lighthouse. It recently acquired the lighthouse and keepers' houses on the privately-owned island, completed a fundraising campaign and initiated restoration of the structure. Every fall, the Commission hosts *Trails & Sails*, a two weekend event to highlight historic properties throughout Essex County. Other initiatives have included youth-based educational programs such as *Salem at SEA*, a joint venture with the City, PEM and Salem State University. The organization also distributes grant funding through its Partnership program to foster and support stewardship activities. Over the past 17 years, it has distributed \$1.5 million in grants to municipalities and non-profit agencies for three categories of projects: education, interpretation, and preservation. Recipients have included the Gables, Historic Salem, and the City of Salem.

#### What is a National Heritage Area?

A region recognized by the US Congress for its unique combination of natural, cultural, historic and recreational resources have that shape a cohesive, nationally distinctive landscape.

In heritage areas, local communities and leaders work together to preserve the resources that are important to them. This planning strategy encourages residents, government agencies, non-profit groups and private partners to agree on and prioritize programs and projects that recognize, preserve and celebrate many of America's defining landscapes.

### Historic New England (HNE)

The regional, non-profit preservation organization Historic New England (formerly the Society for the Preservation of New England Antiquities) owns and operates two historic house museums in Salem - the Phillips House and the Gedney House. In addition to site management, the HNE also seeks to be an engaged community partner in its host communities. The organization hosts community events at its



properties, offers education and outreach programs, and provides advice and expertise to historic homeowners. In addition, NHE holds a preservation restriction on one property in Salem.

In addition to its preservation outreach programs, the organization is also developing a governance training curriculum for volunteer boards and non-profits, which could benefit many of the City's boards and commissions as well as Salem's preservation partners. Maintaining a

dialogue between the City and HNE and providing support for the organization and its mission, as well as its role in emergency planning will be important.

## Organizations with Historic Museums & Venues

### Peabody Essex Museum (PEM)

#### PEM Properties

- Samuel Pickman House (ca. 1685)
- Summer School Building (1876)
- Vilate Young House (ca. 1841)
- Gilbert Chadwick House (ca. 1805)
- East India Marine Hall (1824)
- L. H. Rogers Building (1830)
- Quaker Meeting House (ca. 1688)
- Lye-Tapley Shoe Shop (ca. 1830)
- John Ward House (ca. 1684)
- Andrew-Safford House (1819)
- Crowninshield-Bentley House (ca. 1727)
- Gardner-Pingree House (1804)
- Gardner-Pingree Carriage House (1860s)
- Derby-Beebe Summer House (1799)
- John Tucker Daland House (1851)
- Plummer Hall (1856)
- Ropes Mansion (1727)
- Ropes Garden (1912)
- Peirce-Nichols House (ca. 1782)
- Cotting-Smith Assembly House (1782)
- Two Essex Street commercial blocks

The Peabody Essex Museum was formed in 1992, when two of the City's most iconic historic institutions - the Essex Institute and the Peabody Museum - merged. In 2003, the PEM completed a significant expansion, relocating several historic houses to add new gallery space. The PEM is now one of the City's largest owners of historic properties. The museum owns 22 historic buildings and structures, spanning a range of architectural styles and building types. These buildings are located within the PEM's Essex Block Main Campus as well as at scattered locations on Federal, Essex, and Charter Streets. During the past three years, the PEM has also acquired several historic commercial blocks on Essex Street.

The PEM is currently engaged in an extensive capital improvements campaign for its historic buildings and is developing new interpretive programs for its properties. The museum recently commissioned comprehensive historic structures reports for 16 of its buildings and has begun addressing immediate needs such as roof, fence and window repairs. Restoration projects are also in progress at many of the PEM's properties.

PEM's re-energized commitment to its historic buildings provides a great opportunity for all of Salem's

preservation partners to explore and discuss innovative techniques for building preservation. The PEM will be developing and implementing a database to prioritize and implement its maintenance work and will be posting reports online. The organization will also create a Historic Structures Department with skilled carpenters. The Department's Director will work closely with the museum's education department on interpretation at its historic sites. The PEM has reopened three of its historic houses for public tours and will be exploring innovative ways to incorporate public access at its other historic sites, including hosting community classes and cultural events in the buildings. The organization's current efforts to develop innovative techniques for restoration projects, interpretation programs and public access opportunities at its historic buildings can assist the City and other preservation partners with restoration efforts at their historic buildings.

### The House of the Seven Gables

The House of the Seven Gables organization was first established in 1908 by Caroline Emmerton to both preserve the Captain John Turner House and form a settlement association. Today, the Gables manages a two and one-half acre complex with eight historic houses and a Colonial Revival-era garden. The Gables

#### Gables Historic Resources

- Capt. John Turner House/House of the Seven Gables (1668)
- Retire Beckett House (1655)
- Hooper-Hathaway House (1682)
- Nathaniel Hawthorne's Birthplace (1750)
- The Counting House (ca. 1830)
- Seaside Gardens (1909, 1924, 1958)
- Capt. Joseph Waters House (ca. 1806)
- Reproduction Barn & Teach House (1926)
- Joshua Phippen House (ca. 1782)

also owns the Captain Joseph Waters House (ca. 1806) at 117 Derby Street, which is currently for sale. The private, non-profit Gables offers public tours, building and grounds rentals, lectures and educational programming, and small grants to local community groups.

Like the PEM, the Gables is engaged in a capital improvements campaign and is developing new interpretive programs for its historic buildings. The organization recently developed a 20-year capital improvements plan to identify needed facility improvements. The first phase of the plan will address deferred maintenance, including new roofs for several of its buildings. The Gables has applied for a variety of grants to fund this initial phase, including Massachusetts Cultural Council grants and local Community Preservation Act funds. The Gables also works closely with community groups to develop interactive youth programs. It recently collaborated

with several Salem teachers and the National Park Service to develop after-school programs to connect local youth with the City's history.

### Other Organizations

Other non-profit organizations in Salem that own historic buildings and collections include the *Salem Athenaeum*, which still operates a private library in the Colonial Revival building on Essex Street, *the Pickering House Foundation* and *Hamilton Hall*. These organizations are responsible for preserving the historic assets and collections associated with their individual properties. All three organizations also engage in community outreach and educational programs, such as the annual speakers series at Hamilton Hall. As stated earlier in this document, many of the City's religious institutions also own historic buildings.



### Tourism and Economic Development Agencies

#### Salem Main Streets

Originally established in the late 1990s, Salem's Main Street program was resurrected in 2006 after several years of dormancy. While the National Main Street model includes historic preservation activities in its

approach, Salem's smaller program focuses primarily on economic development initiatives since the community has so many active preservation groups.

The organization recently instituted a new design committee and is developing a pilot program for a portion of Essex Street to explore how Main Streets can help to revitalize the storefronts along the streets. The committee does not currently include a preservation planner or preservation architect.

### **Salem Partnership**

The Salem Partnership was established in 1987 as a coalition of public, private, non-profit, and government entities working together to encourage Salem's economic revitalization. Members include the Salem Chamber of Commerce, Salem Main Streets, Salem State University, and the Salem Neighborhood Alliance as well as major institutions such as local banks and law firms. Board members include representatives from the City's larger preservation organizations – the ENHC, the Gables, and the NPS. When the City completed its last preservation plan in 1991, the Partnership operated a Historic Resources and Cultural Development Committee, which was active in lobbying Congress for ongoing funding of the *Salem Project*. However, after the project ended, the committee was disbanded.

### **Destination Salem**

Originally established in 1976 as the City's Office of Tourism, Destination Salem is now a quasi-public agency funded mainly through the City's local option hotel tax. The agency advises the Mayor and the City Council on tourism matters and is currently exploring opportunities for Salem to expand beyond its traditional "witch city" tourists to attract visitors seeking art and cultural activities. Salem's wealth of historic sites and art museums, its architectural assets and its maritime heritage would be a significant draw for "cultural tourists."

### **COSTEP MA (Coordinated Statewide Emergency Preparedness in Massachusetts)**

COSTEP MA program is a statewide disaster preparedness initiative for cultural resources that seeks to bring together cultural heritage organizations with emergency management agencies and first responders to address disaster prevention, preparedness, response, recovery, and mitigation. The COSTEP framework provides a blueprint for preparing for area-wide disasters and building alliances with federal, state, and local emergency management agencies. The City of Salem is a COSTEP Partner and has a designated Local Cultural Triage Officer who facilitates response efforts by managing contact information for each of the City's emergency agencies. The local property manager of HNE is currently serving as the local Triage Officer. The Salem Fire Department serves as the City's emergency agency and the Department's Fire Chief and Assistant Director have been supportive participants in the COSTEP process.

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## Chapter 3 - Existing Planning Efforts, Regulations, and Policies Affecting Historic Resources

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### Salem's Historic Resource Inventory

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Identifying a community's historic resources through a historic resource survey provides the foundation for historic preservation planning at the local level. Each completed inventory form is intended to provide information on a resource's historic significance, architectural style, and physical condition with a photograph and map. Resources can be documented individually on a single inventory form or recorded as a collection (such as a streetscape with similar buildings or an historic landscape with associated assets) on an Area Form. Survey standards have evolved over the years, from early forms requiring minimal documentation to current forms requiring complete architectural descriptions and historical context.

Salem has engaged in historic resource survey efforts since the 1960s, when Historic Salem first documented historic buildings on basic inventory forms. Subsequent efforts in the 1970s documented additional resources throughout Salem. In most instances, these early forms had acceptable photographs and brief architectural descriptions that varied in accuracy, but most lacked locus maps and historical information. These early survey efforts frequently documented entire streetscapes on a single Area Form, which included photographs of individual buildings but only limited information on architectural styles and no historical information. Later efforts in the 1980s and the early 1990s, often funded by MHC Survey and Planning Grants and completed by professional preservation consultants, resulted in a collection of inventory forms that are generally thorough with photographs, locus maps, architectural descriptions and historical significance statements. These later forms also include information on outbuildings, where extant.

When the City completed its last plan in 1991, Salem's inventory was considered technically "complete" although resources remained undocumented and older forms did not meet survey standards. Since 1991, the City has engaged in limited survey work through grant-funded consultant efforts. Between 1995 and 1998, consultants completed inventory forms for resources located throughout the city while surveys in 2005 and 2011 were neighborhood-based. Since the last plan, Salem has documented an additional 767 resources and the City now has 4,357 historic resources documented in the Massachusetts Historical Commission's (MHC) Inventory of Historic and Archaeological Assets of the Commonwealth, the third highest inventory total of all communities in the Commonwealth.<sup>1</sup> Original copies of Salem's inventory forms are kept at the Department of Planning and Community Development and at the MHC. The forms are also accessible through the MHC's online searchable database, Massachusetts Cultural Resource Information System (MACRIS).<sup>2</sup>

<sup>1</sup> Not all resources included in the inventory have individual inventory forms. Many are documented as part of a collection of resources on an Area Form, district nomination, or other type of form.

<sup>2</sup> MACRIS, <http://mhc-macris.net/>

**Table 3: Salem’s Historic Resource Inventory Statistics  
1991 to 2015**

Resource Type	1991	2015 <sup>3*</sup>
<i>Total Resources Documented</i>	3,590	4,357
Areas	224	170
Buildings	3,310	4,018
Structures <sup>4</sup>	32	104
Objects	16	57
Burial Grounds	8	8

inventory is based on the City’s 11 inventory areas with notations where additional historic neighborhoods have been identified.

As explained in Chapter 2, Salem’s inventory is currently organized into 11 geographic areas; the City has not updated its historic resource inventory areas to reflect additional historic neighborhoods identified in the 2013 Neighborhood Signs Report. Therefore, the following analysis of Salem’s historic

**Bridge Street.** Today, 448 properties in this area are listed in MACRIS. This includes 32 area forms for streetscapes on both the east and west sides of Bridge Street. Most of these area forms were completed in 1978 with minimal information. Five structures are listed in MACRIS, with only one (Collins Cover Park and Playground) documented on an historic inventory form. This form was completed in 1989 and is complete. While 411 buildings are listed in MACRIS, only 291 are documented on individual inventory forms. These forms were completed by preservation consultants in 1985 and 2011 and meet MHC survey standards. No objects or burial grounds are documented in this area.

**Castle Hill.** Only nine resources in this area are documented on inventory forms. Completed in 1989 by a preservation consultant, these forms include a Castle Hill area form (SAL.GH), one bridge (SAL.951), three houses, and three resources associated with the Sainte Anne’s Church complex – the Couvent Sainte Anne (SAL.582) at 9 Cleveland Street and the Sainte Anne’s Rectory (SAL.584) and Sainte Anne Statue (SAL.946) both at 290 Jefferson Avenue. While the area form provides historical and architectural significance statements, information on individual buildings is limited.

**Central Salem** (*Downtown, McIntire District, and Broad Street*). In total, 835 properties in Central Salem are listed in MACRIS, including 18 documented areas (13 streetscapes, 4 historic districts, and the Naumkeag Steam Cotton Mill); 2 structures; 8 objects; 3 burial grounds, and 796 buildings (613 on individual inventory forms). Inventory forms for this area date from 1967-1968, 1974-1975, 1978-1979, 1985, 1995, 1996, 1997, and 2002. Earlier forms have adequate photographs (now outdated) and maps but provide minimal architectural and historical information. A series of survey initiatives in the late 1990s addressed the 1991 Preservation Plan recommendation to update forms in the McIntire District. The inventory forms completed in 2002 were part of a city-wide burial ground survey. Today, despite recent survey efforts, entire streetscapes remain documented only on the older area forms with no individual buildings documented on B forms. These streets include Broad Street, Endicott Street, Gedney Street, Orne Square, and Hathorne Street.

In downtown Salem, which is not delineated as a separate area, commercial buildings have not been surveyed since the late 1970s, when HSI and SRA staff completed inventory forms in conjunction with a Multiple Resource Area (MRA) National Register nomination. In many cases, two sets of forms were

<sup>3</sup> Source: MACRIS database accessed on December 19, 2014.

<sup>4</sup> The MACRIS term “Structures” includes landscape forms.

completed for each resource - with HSI forms providing historical and architectural information and SRA forms providing a photograph and brief contextual statement. These forms, which should be used together, provide very limited information on architectural style and historical significance.

**Derby Street.** 425 resources within this area are included in MACRIS, including 7 Areas (2 with individual Area Forms), 19 structures (17 on individual forms), and 389 buildings (all but 17 have individual forms). Inventory forms in this area date from 1967, 1973, 1977, 1980, and 1985-1986. Forms completed in 1976 and 1973 within the Derby Waterfront Historic District generally have adequate photographs (now outdated) and maps but have minimal architectural and historical information. Forms completed in 1977 and 1980 document resources on side streets, while a 1986 grant-funded survey effort, which also concentrated on side streets, included new forms for some buildings previously surveyed. In 1995, a consultant updated Derby Street forms in response to a recommendation of the 1991 Plan. In 1998, a city-wide consultant survey resulted in several new forms completed for resources in the Derby Street area. Forms completed in the late 1980s and 1990s are complete.

**Gallows Hill** (*Gallows Hill, Witchcraft Heights, Blubber Hollow and portions of Highland Avenue*). 471 resources in this area are documented in MHC's MACRIS database. This includes 25 area forms, 3 objects, 6 structures, and 437 buildings. Area forms include 21 streetscapes, as well as Salem Hospital, the Colonial Terrace Elderly Housing Project, the Larrabee and Hingston Wood Tanning Vessel Company, and the Salem Oil and Grease Company. Three objects and six structures are also documented in the neighborhood. Of the 437 buildings documented in Gallows Hill, only 248 are documented on individual B Forms. While Boston Street properties are documented on individual forms, most buildings on the side streets are documented on Area Forms. Most of these forms date to the 1970s with acceptable photographs, no maps, brief architectural descriptions that vary in accuracy, and little to no historical information. More detailed historical information is provided on inventory forms completed for Boston Street properties. A 1989 MHC Survey and Planning Grant funded some additional consultant survey in the area and a 1997 consultant survey of properties on Boston Street resulted in forms with detailed architectural descriptions and historical significance statements.

**North Salem** (*North Salem and Mack Park*). The City has documented 788 resources in this area, including 32 Area Forms, 3 burial grounds, 22 structures, 33 objects, and 697 buildings. However, of the 697 buildings listed in MACRIS, only 343 have individual forms. In 1978, HSI completed survey work west of North Street with a small number of inventory forms with acceptable photographs and no maps. Most of these forms contain brief architectural descriptions and limited historical information. The majority of these forms are streetscape forms with photographs, no maps, brief architectural descriptions and no historical information. Additional survey work in 1986 and 1989 by a preservation consultant resulted in inventory forms that meet documentation requirements. However, a review of the MACRIS map indicates areas in North Salem with little to no inventory, including streets between North Street and Liberty Hill Avenue, streets in the northern section of the Northfields neighborhood, streets north and east of Mack Park, and streets located between Highland Street and Balcomb Street. An Area Form for Buffum Street and a CLG opinion on National Register eligibility was submitted to MHC in August 2015.

**Salem Common.** In this area, 456 resources are included in MACRIS, including 9 Area Forms, 2 burial grounds, 6 objects, 7 structures, and 426 buildings (395 on individual B forms). Inventory forms date from survey efforts in 1967, 1972, 1987, 1997-8 and 2011 with the majority of the Area Forms completed in 1972. The majority of forms were completed in the 1980s and 1990s by consultants and are well documented. Forms completed in 2011 were part of the effort to survey the Bridge Street Neck neighborhood. This area contains one of Salem's most comprehensive and complete inventories.

**Salem Willows** (*Salem Willows and Winter Island*). Today, there are 5 Area Forms completed for resources in the Willows including Camp Naumkeag, Salem Neck and Winter Island, Salem Willows District, United States Coast Guard Air & Sea Rescue, and Lee Fort Terrace Elderly Housing Project. 28 structures are documented, including resources part of the Salem Willows and Winter Island Area Forms, and one monument. 247 buildings are listed in MACRIS; however, only 62 buildings are documented on individual B forms with the remaining included on Area Forms. The majority of the Willows inventory was completed by a consultant in 1987-88, with some later forms completed in the 1990s.

**South Salem** (*South Salem and Vinnin Square*). In this area, 286 properties are listed in MACRIS, including 13 Area Forms, 2 objects, 5 structures, and 264 buildings. All but 29 of the buildings are documented on individual inventory forms. The majority of forms were completed in 1985, with additional forms completed in 1989. Each survey effort was completed by a consultant and funded through a Survey & Planning grant. While these existing forms are complete and meet current survey standards, a review of the MACRIS Map for South Salem indicates many streets in the area with little to no inventory, including streets east of Canal Street, streets east of Lafayette Street between Lafayette Place and Ocean Avenue, streets east of Lafayette Street between Ocean Avenue and Belleau Road, Raymond Road, portions of Jefferson Avenue and adjoining streets, and Loring Avenue and side streets near the Swampscott border.

**Stage Point.** In this area, 8 areas are documented on Area Forms, including several streetscapes, the Naumkeag Steam Cotton Mill, and the entire Point Neighborhood. In total, 351 buildings are documented through either individual inventory forms (120) or through inclusion on an Area Form. While several early inventory forms were completed in the 1970s, the majority of individual B Forms were completed in 1988 by a grant-funded consultant. In 2005, a Survey & Planning grant also funded a consultant-based survey to document Stage Point on a comprehensive Area Form. While the majority of buildings in the neighborhood are included as part of this Area Form, Stage Point's inventory is generally thorough and meets current survey standards.

**West Salem** (*Portions of Highland Avenue and Witchcraft Heights*). In this area, only 14 resources in this area have been surveyed - 3 structures, 2 objects, and 9 buildings. Inventory forms, which were completed by preservation consultants in the late 1980s and 1990s, are generally complete. Documented resources, which range in date from 1874 to 1961, are located on Highland Avenue, and Marlborough and Swampscott Roads. Significant areas of West Salem are undocumented including the Witchcraft Heights neighborhood, and streets to the north and south of Highland Avenue west of Salem Hospital.

## Historic Designations

### National Historic Landmarks

As shown in Table 4 below, Salem has ten properties designated as National Historic Landmarks (NHL) by the Secretary of the Interior. NHL's are nationally significant historic places that possess exceptional value or quality in illustrating or interpreting the heritage of the United States. Fewer than 2,500 historic places in the United States have been honored with this National distinction.

**Table 4: National Historic Landmarks in Salem**

Property	Address	Date Listed	Resources
Salem Maritime National Historic Site	178 Derby Street, Customs House and Public Stores	10/15/1966	28
House of Seven Gables Historic District	Turner, Derby and Hardy Street	3/29/2007	10
John Ward House	7-9 Brown St	2/8/1978	1
Hamilton Hall	9 Chestnut St	12/30/1970	1
Derby Wharf Lighthouse	Derby Wharf	10/15/1966	1
Gardner - Pingree House	128 Essex St	12/30/1970	1
Peabody Museum of Salem - East India Marine Hall	161 Essex St	10/15/1966	1
Peirce - Nichols House	80 Federal St	11/24/1968	2
Nathaniel Bowditch House	9 North St	10/15/1966	1
Joseph Story House	26 Winter St	11/7/1973	1

### Massachusetts Historic Landmarks

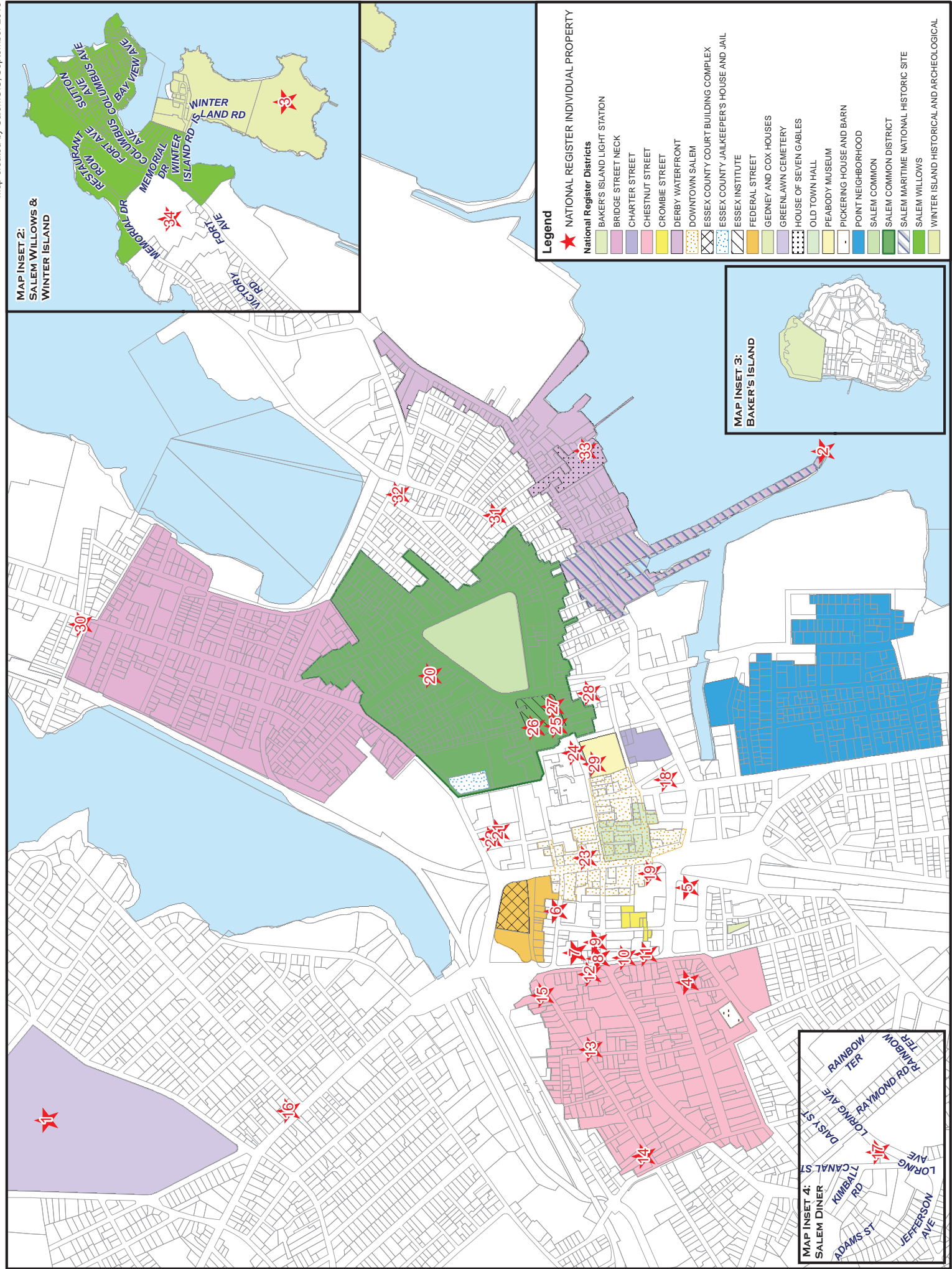
During the 1960s and 1970s the Massachusetts Historical Commission actively engaged owners of significant historic properties in a voluntary program to protect their properties as certified Massachusetts Historic Landmarks (MA/HLs). Owners of MA/HLs have consented to the certification of their properties and have agreed to follow established Standards for Care and Management, under which they are required to maintain the historically significant architectural features of their property, and to seek the prior review and approval of the Massachusetts Historical Commission before undertaking any major alterations. The Certification and Standards for Care and Management for each property are recorded at the Registry of Deeds, and all certified properties are included in the State Register of Historic Places. Between 1969 and 1972, 49 Salem properties were voluntarily certified as MA/HLs (See Table 5). These include institutionally-owned historic properties, including many owned by PEM, and many private residences on Chestnut Street. The voluntary certifications of these properties over 40 years ago remain in effect today. Salem owners of Massachusetts Historic Landmarks should be aware of their voluntary obligations to follow the recorded Standards for Care and Management that have been established to assure the ongoing preservation of their properties.

**Table 5: Massachusetts Historic Landmarks in Salem**

Property	Address	Date Listed	Resources
Andrew-Safford House	13 Washington Sq West	6/22/1972	1
James B. Bott House	18 Chestnut Street	6/22/1970	1
Thomas Butman – John G. Waters House	14 Cambridge Street	5/2/1969	2
Dodge-Huntington Carriage House	35 Chestnut Street	5/2/1969	1
Pickering Dodge – Barstow House	25 Chestnut Street	5/2/1969	1
Pickering Dodge – Benjamin D. Shreve House	29 Chestnut Street	5/2/1969	2
Pickering Dodge Jr. – Charles Saunders House	33 Chestnut Street	5/2/1969	1
Essex Institute Historic District	126, 128, 132-134 Essex St, 3 and 5 Brown St, 13 Washington St W	6/22/1972	10
Essex Institute Museum	134 Essex Street	6/22/1972	1
Gardner-Pingree House	128 Essex Street	6/22/1972	1
Daniel Gregg – Dea. John Stone House	8 Chestnut Street	5/2/1969	1
Hamilton Hall	9 Chestnut Street	6/9/1970	1
House of Seven Gables	54 Turner Street	6/9/1970	1
J. Kimball House – Stephen Fogg House and Store	25 Flint Street	5/2/1969	1
John Clarke Lee House	14 Chestnut Street	5/2/1969	1
Capt. George Nichols – Shattuck Carriage House	37R Chestnut Street	5/2/1969	1
Capt. George Nichols – Ann B. Shattuck House	37 Chestnut Street	5/2/1969	1
Charles B. Nichols House	6 Chestnut Street	5/2/1969	1
Henry and John Pickering Double House	21 Chestnut Street	5/2/1969	2
Capt. Dudley Leavitt Pickman – Shreve House	27 Chestnut Street	5/2/1969	1
Nathan Robinson – Phillip Little House	10 Chestnut Street	5/2/1969	1
Maria Ropes House	42 Chestnut Street	5/2/1969	1
Leverett Saltonstall – Tuckerman Double House	41 Chestnut Street	5/2/1969	1
Leverett Saltonstall – Tuckerman Double House	43 Chestnut Street	5/2/1969	1
Leverett Saltonstall – Tuckerman Garage	43R Chestnut Street	5/2/1969	1
Capt. Thomas Saunders House	39 Chestnut Street	5/2/1969	1
Deacon John Stone Double House	2-4 Chestnut Street	5/2/1969	1
Deacon John Stone Double House	5 Chestnut Street	5/2/1969	1
Eliza Stone – J. B. F. Osgood House	3 Cambridge Street	5/2/1969	1
James W. Thompson – William A. Rea Double House	20 Chestnut Street	6/22/1970	1
James W. Thompson – William A Rea Double House	22 Chestnut Street	5/1/1971	1
Amos Towne and Capt. Solomon House	15 Chestnut Street	5/2/1969	1
Ichabod Tucker House	28 Chestnut Street	5/2/1969	1
Nathaniel West – James W. Thompson Double House	40 Chestnut Street	5/2/1969	1
Nathaniel West Carriage House	34 Chestnut Street	5/2/1969	1
Nathaniel West House	34 Chestnut Street	5/2/1969	1
Ann M. Wheatland House	30 Chestnut Street	5/2/1969	1

# NATIONAL REGISTER INDIVIDUAL PROPERTIES AND HISTORIC DISTRICTS

Map No. 15-018  
Map created by SalemGIS, September 2015



**Legend****NATIONAL REGISTER INDIVIDUAL PROPERTIES**

	ADDRESS	HISTORIC NAME	NATIONAL HISTORIC LANDMARK
1	57 Orne Street	Greenlawn Cemetery	
2	Derby Wharf	Derby Wharf Lighthouse	Yes
3	50 Winter Island Rd	Fort Pickering - Fort William - Fort Anne	
4	9 Chestnut Street	Hamilton Hall	Yes
5	2-4 Margin Street	U. S. Post Office - Salem Main Branch	
6	14 Lynde Street	Rufus Choate House	
7	18 North Street	Wesley Methodist Church	
8	298-304 Essex Street	Shepard Block	
9	284-296 Essex Street	Y. M. C. A. Building	
10	5-9 Summer Street	West - Cogswell House	
11	15 Summer Street	John P. Peabody House	
12	9 North Street	Nathaniel Bowditch House	Yes
13	22 Beckford Street	Punchard - Dunlard House	
14	142 Federal Street	Cook - Oliver House	
15	80 Federal Street	Peirce - Nichols House	Yes
16	142 North Street	North Street Fire Station	
17	70 1/2 Loring Ave	The Salem Diner	
18	51-55 Lafayette Street	Salem Laundry	
19	150 Washington St	Joshua Ward House	
20	26 Winter Street	Joseph Story House	Yes
21	7 Ash Street	Bessie Monroe House	
22	211 Bridge Street	First Universalist Church	
23	93 Washington Street	Salem City Hall	
24	144-156 Essex Street	Bowker Place	
25	134 Essex Street	Essex Institute Museum	
26	7-9 Brown Street	John Ward House	Yes
27	128 Essex Street	Gardner - Pingree House	Yes
28	12-14 Hawthorne Blvd	Joseph Fenno House - Woman's Friend Society	
29	161 Essex Street	Peabody Museum of Salem - East India Marine Hall	Yes
30	48 Bridge Street	Thomas March Woodbridge House	
31	39 Essex Street	William Murray House	
32	64-66 Forrester Street	Saint Nicholas Orthodox Church and Rectory	
33	54 Turner Street	House of the Seven Gables	Yes
34		Fort Lee	

### **National Register of Historic Places**

Authorized under the National Historic Preservation Act of 1966, the National Register of Historic Places is the official federal list of historic and cultural resources worthy of preservation. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the U.S. Department of the Interior. Section 106 of the National Historic Preservation Act requires Federal agencies to consider the effects of their projects on historic properties. (See discussion on Section 106 Review later in this chapter.)

To date, Salem has 33 individual properties and 20 multiple-property districts listed in the National Register. An additional 105 properties are included in a Multiple Resource Area nomination and 7 included in a Thematic Resource Area nomination. Since 1991, new National Register listings include the North Street Fire Station, the Willows, the Point Neighborhood, Bridge Street Neck, Winter Island, St. Nicholas Orthodox Church and Rectory, and Greenlawn Cemetery. (*See Map of Salem's National Register Properties*) While National Register resources are located throughout the city, the majority of listed resources are concentrated in the Central Salem, Salem Common, and Derby Street inventory areas.

### **State Register of Historic Places**

The State Register is a compendium of all Massachusetts properties designated within local or National Register historic districts, individually listed in the National Register, designated as a National Historic Landmark, protected by preservation restrictions under M.G.L. c. 184, ss. 31-32, or formally determined eligible for National Register designation by the National Park Service. The MHC publishes the list annually. There are more than 2,000 resources in Salem listed in the State Register. To protect properties listed in the State Register from potentially adverse State actions, any project seeking funding, licenses, or permits from a state agency is subject to review in compliance with M.G.L. c. 9, ss. 26-27C, as amended by St. 1988, c. 254. (See discussion on Chapter 254 Review later in this chapter.)

### **Preservation Restrictions**

A preservation restriction is one of the strongest tools available for preserving historic resources. Restrictions consist of a recorded legal agreement between the property owner and a qualified non-profit or governmental organization to maintain identified architectural features of an historic building or structure. These features can include both interior and exterior elements. Similar to the legal structure of a conservation restriction, preservation restrictions are attached to the deed of a property. The organization that holds the restriction is responsible for monitoring the property and approving any proposed changes to the portions of the building included in the restriction. Donation of a preservation restriction to a qualified organization may allow the owner to take a federal charitable contribution tax deduction if the property is listed in the National Register of Historic Places.

Salem currently has 31 resources protected by preservation restrictions under M.G.L. ca. 184, §§ 31-33 (See Table 6). All but one of Salem's existing preservation restrictions run in perpetuity (the Pickering House and Barn preservation restriction expires in 2015.) The City does not currently maintain a list of these restrictions and their holders.

**Table 6: Preservation Restrictions for Salem Properties**

Property	Address	Date	Resources
House of Seven Gables Historic District	Turner, Derby and Hardy Sts	11/18/2004	10
Pickering House and Barn	18 Broad St	10/21/2005	2
Essex County Jailkeeper's House and Jail	48-50 St Peter St	7/30/2002	2
Salem Common	0 Washington Sq	5/13/2003	
Pope, Samuel House	69 Boston St	7/13/2006	1
Ward, John House	7-9 Brown St	7/22/1972	1
Essex County Bank	11 Central St	5/15/1997	1
Hamilton Hall	9 Chestnut St	2/24/1988	1
Salem Old Town Hall	32 Derby Sq	6/2/1997	1
Crowinshield, Benjamin W. House	180 Derby St	9/25/1987	1
Corwin, Judge Jonathan House	310 Essex St	2/9/2009	1
First Parish (North) Church	316 Essex St	3/25/2003	1
Salem Athenaeum	337 Essex St	7/9/1998	1
Bertram, Capt. John House	370 Essex St	2/22/2008	2
Saint Nicholas Orthodox Church and Rectory	64-66 Forrester St	5/26/2000	2
Bowditch, Nathaniel House	9 North St	2/21/2003	1
Wesley Methodist Church	18 North St	3/24/1998	1
Andrew - Safford House	13 Washington Sq West	3/22/1989	1
Salem City Hall	93 Washington St	12/17/1986	1

Source: State Register of Historic Places

## Existing Preservation Ordinances

### Demolition Delay Ordinance

Salem adopted its Demolition Delay regulation in 1986. Local demolition delay regulations impose a *temporary* stay on the demolition of a historic building found “preferably preserved” during a public hearing process. The City defines an “historic building” as a building:

1. Listed or eligible for listing on the National Register;
2. Located in an established historic district; or
3. More than 50 years old.

Instead of a stand-alone section within the City’s Code of Ordinances, Salem’s demolition delay regulations are included within *Article IX – Public Property* under Section 2-1572 “Review Process for granting demolition permits for historic buildings or structures.” This section directs the City’s Director of Public Property to forward any demolition proposal affecting a “historic building” to the SHC for review. If the Commission issues a “recommendation in opposition to granting permit for demolition”, a delay of 180 days (six months) is imposed to allow the SHC to work with the property owner to explore



alternatives to demolition or identify appropriate mitigation. However, after the delay period expires, a property owner is allowed to demolish the building if he or she is unable or unwilling to seek an alternative if the building is not located within a designated local historic district or within the Urban Renewal Area boundaries.

Through the demolition delay process, the SHC has had success saving historic buildings, including an important neighborhood landmark in the Northfields area of North Salem. After extensive dialogue with the new property owner, who wanted to demolish the Queen Anne house and build three new houses on the oversized lot, the SHC Chair was able to convince him that restoring the house and constructing one new building on the rear section of property would be a more financially beneficial option than demolition. This restored house now serves as an important example of the economic benefits of historic preservation.

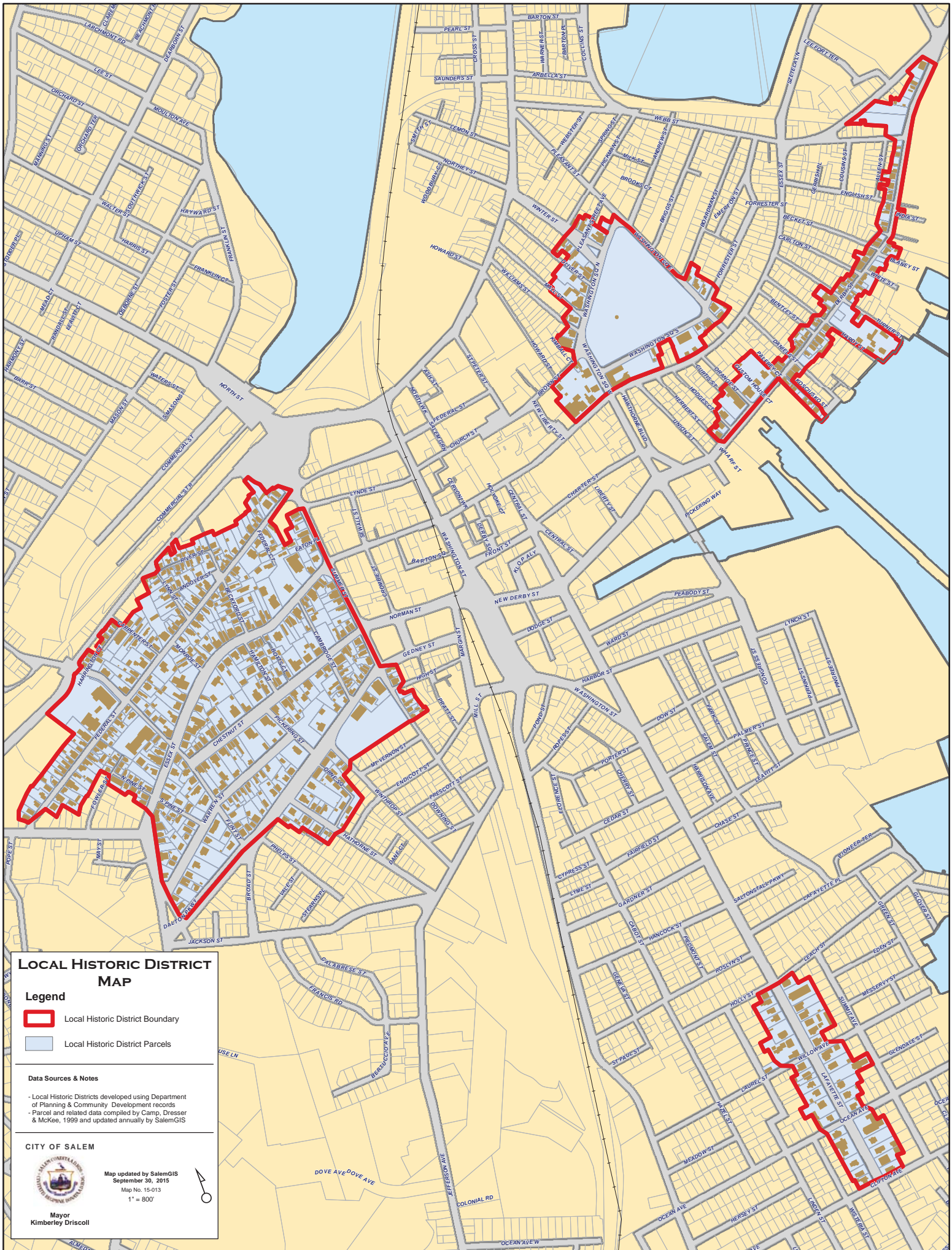
### **Local Historic District Ordinance**

The City of Salem adopted its first local historic district in 1971 under M.G.L Chapter 40C through a local City Ordinance 19-63, *Article IV – Historical Commission and Historic Districts*. To date, the City has 601 properties designated within four local historic districts. (See Table 7 below) Under this ordinance, the Salem Historical Commission has the authority to review and approve all proposed alterations visible from a public way to buildings and structures located within a district. Demolition and new construction also require SHC approval. The SHC reviews proposals in a public hearing to determine if a Certificate of Appropriateness or a Certificate of Hardship can be issued for the proposed work.

**Table 7: Salem’s Local Historic Districts**



Name	Location	Date Designated	Properties
Derby Street Historic District	Derby St from Herbert St to Block House Sq	12/17/1974	95
Lafayette Street Historic District	Lafayette St between Holly, Leach, Forest and Clifton Sts	8/12/1985	36
McIntire Historic District	Federal, Essex, Chestnut, Broad and Warren Sts, and Dalton Pkwy	3/3/1981	424
Washington Square Historic District	Roughly area surrounding Salem Common	9/26/1977	46

To support the historic district ordinance, the Commission established design review guidelines in its *Guidelines Notebook* (last amended in 2010), which is available on the Commission’s website. These guidelines are organized by type of work proposed, including sections on siding, roofing, masonry, windows, doors, fences, downspouts, paint, porches and parking solutions. The Notebook also includes guidelines relating to barrier free access, satellite dishes, and solar energy systems. For each section, the Notebook provides specific design guidelines, general information, and an overview of Salem’s Architectural Traditions relating to the work.



# LOCAL HISTORIC DISTRICT MAP

## Legend

-  Local Historic District Boundary
-  Local Historic District Parcels

## Data Sources & Notes

- Local Historic Districts developed using Department of Planning & Community Development records
- Parcel and related data compiled by Camp, Dresser & McKee, 1999 and updated annually by SalemGIS

CITY OF SALEM



Map updated by SalemGIS  
September 30, 2015  
Map No. 15-013  
1" = 800'

Mayor  
Kimberley Driscoll

# MCINTIRE LOCAL HISTORIC DISTRICT

## Legend

-  Local Historic District Boundary
-  Local Historic District Parcels

## Data Sources & Notes

- Local Historic Districts developed using Department of Planning & Community Development records
- Parcel and related data compiled by Camp, Dresser & McKee, 1999 and updated annually by SalemGIS



CITY OF SALEM



Map updated by SalemGIS  
September 30, 2015  
Map No. 15-012



1" = 350'

Mayor  
Kimberley Driscoll



## LAFAYETTE STREET LOCAL HISTORIC DISTRICT

### Legend

-  Local Historic District Boundary
-  Local Historic District Parcels

### Data Sources & Notes

- Local Historic Districts developed using Department of Planning & Community Development records
- Parcel and related data compiled by Camp, Dresser & McKee, 1999 and updated annually by SalemGIS

### CITY OF SALEM



Map updated by SalemGIS  
September 30, 2015

Map No. 15-015  
1" = 160'



Mayor  
Kimberley Driscoll

# DERBY STREET LOCAL HISTORIC DISTRICT

## Legend

-  Local Historic District Boundary
-  Local Historic District Parcels

## Data Sources & Notes

- Local Historic Districts developed using Department of Planning & Community Development records
- Parcel and related data compiled by Camp, Dresser & McKee, 1999 and updated annually by SalemGIS

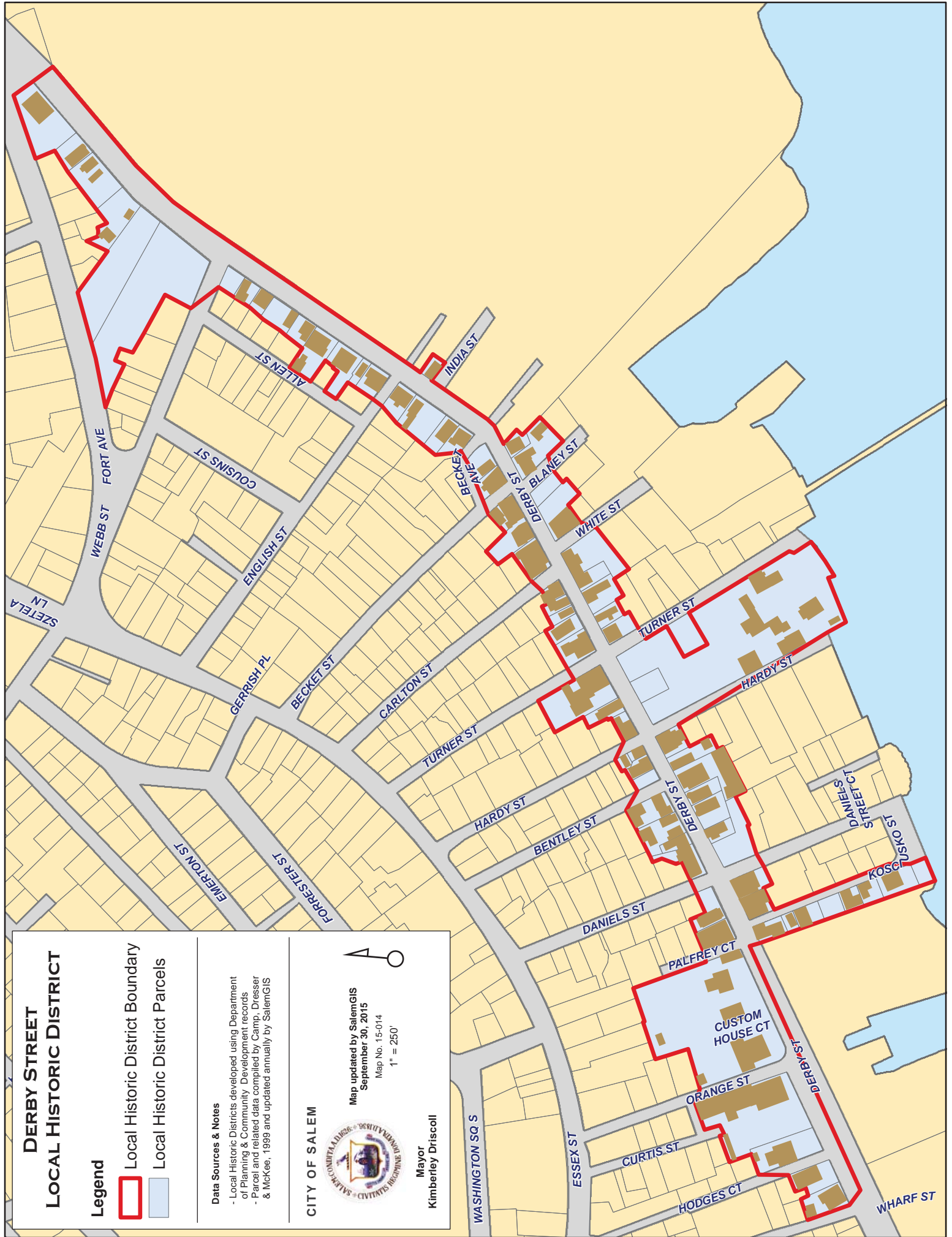
## CITY OF SALEM



Map updated by SalemGIS  
September 30, 2015  
Map No. 15-014  
1" = 250'



Mayor  
Kimberley Driscoll





**WASHINGTON SQUARE  
LOCAL HISTORIC DISTRICT**

**Legend**

-  Local Historic District Boundary
-  Local Historic District Parcels

**Data Sources & Notes**

- Local Historic Districts developed using Department of Planning & Community Development records
- Parcel and related data compiled by Camp, Dresser & McKee, 1999 and updated annually by SalemGIS

**CITY OF SALEM**



Map updated by SalemGIS  
September 30, 2015  
Map No. 15-016  
1" = 180'

Mayor  
**Kimberley Driscoll**

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## **Other City Regulations**

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### **Urban Renewal Area**

Salem's Urban Renewal Area encompasses most of the city's historic downtown. Originally organized in two separate areas – Heritage Plaza East and Heritage Plaza West - the City combined these two areas into a single Downtown Renewal Area in 2011. The *Downtown Renewal Plan*, the City's urban renewal plan, includes objectives for the preservation and restoration of Salem's historic and architectural values. Plan objectives include: "To develop and apply urban design criteria, standards and guidelines ... that are sympathetic to and conducive of the preservation and enhancement of historic and architectural values and to the construction of new buildings and facilities compatible with the preservation and enhancement of such values."

### **Site Plan Review**

Under the City's zoning regulations, any development larger than 10,000 square feet or involving the creation or alteration of six or more residential units is required to seek a special permit with site plan review (SPR). SPR is also required for development projects larger than 2,000 square feet that are proposed for the City's Entrance Corridor Overlay Districts.

### **Ordinance Permitting Use of Carriage Houses for Single Family Dwellings**

Salem's Zoning Ordinance contains one provision that encourages the preservation of historic structures. The Carriage House provision allows owners to convert their historic carriage houses to single family dwellings.

### **Entrance Corridor Overlay Districts (ECOD)**

This overlay district protects. The purpose of the ECOD is to augment the underlying zoning regulations in order to protect and enhance the major entrance ways into the City, which includes the historic commercial streetscapes of Boston, Bridge, Lafayette, and North Streets, and ensure that such areas are improved in a manner which is in the best interest of the City. The ECOD has additional requirements for fences, parking, signage, curb cuts, and the location of mechanical equipment and refuse storage areas. In addition, new construction in nonresidential uses triggers site plan review at 2,000 square feet. These districts include historic commercial and residential properties and abut historic neighborhoods.

### **North River Canal Corridor District (NRCC)**

After completing a Neighborhood Master Plan for the North River Canal Corridor, the City established the North River Canal Corridor Neighborhood Mixed Use District (NRCC) to encourage redevelopment of the area that is appropriate for the physical, economic, environmental, and social needs of the community. These regulations also encourage development that is in keeping with the historic character of the neighborhood and preserves its valuable historic resources.

## Other Existing City Programs and Operations

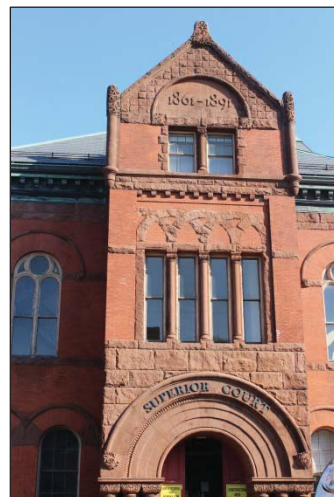
### One Stop meetings

To facilitate the review process, the City instituted the One Stop Process where developers in the initial design phase of a project can meet with City staff to identify relevant issues, concerns and permits that will be required. Depending on the nature of the development project under review, staff from the City's planning and community development department including those representing the zoning board, planning board, conservation commission, and Salem Redevelopment Authority as well as staff from the fire, police, engineering, health, and building departments may be in attendance. The SHC staff person attends only meetings for projects affecting a property in a local historic district.

### Environmental Review - Section 106 and Chapter 254 Review

While National and State Register listings are primarily honorary, there are limited protections afforded to listed resources when a federal or state action may cause an adverse effect. Section 106 of the National Historic Preservation Act requires Federal agencies to consider the effects of their projects on historic properties. Therefore, any development or construction project seeking federal funding, licenses, or permits must be reviewed by the State Historic Preservation Officer (in Massachusetts the MHC) to determine if the project will have an adverse effect on a National Register listed or eligible resource. If a National Register listed or eligible resource will be adversely affected, the proponent is required to consult with the MHC to see if there is an opportunity to avoid, minimize or mitigate the adverse effect.

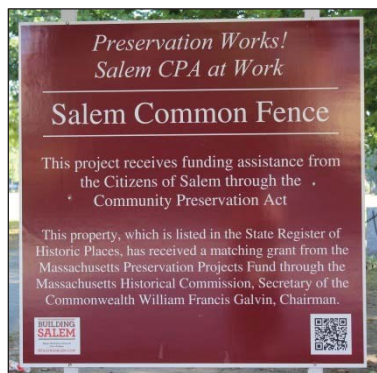
Any project seeking funding, licenses, or permits from a state agency is subject to review in compliance with M.G.L. c. 9, ss. 26-27C, as amended by St. 1988, c. 254. The purpose of this law is to eliminate, minimize, or mitigate adverse effects to properties listed in the State Register. MHC is the state agency authorized to review and comment on state licensed, permitted, or funded projects to determine any adverse impact on historic or archaeological resources. Similar to Section 106 Review for federal projects, the state process requires that all state agencies, including but not limited to the MBTA, Department of Education, Division of Capital Asset Management and Maintenance (DCAMM), and the Department of Housing and Community Development submit projects to MHC for a determination of potential impacts to historic properties. If MHC determines that adverse impacts will occur, then mitigation is explored to minimize any threats. The Massachusetts Environmental Protection Act (MEPA) also requires that impacts to historic resources be identified and mitigated during development review.



Through this review process, the SHC has been involved in many development proposals, including the Footprint Power Plant at Salem Harbor, the Essex County Court buildings, and the Old Salem Jail. As part of the environmental review process for the City's CDBG program, the City continues to utilize a Programmatic Agreement with Massachusetts Historical Commission that includes provisions regarding historic preservation objectives. CDBG funded projects are reviewed for impact on historic resources and the SHC is asked to comment on

those activities. For buildings listed or eligible for listing on the National Register, the City will not approve vinyl replacement windows or siding for projects funded under its Housing Rehabilitation Program. Historic preservation, when related to code compliance, housing quality standards, handicapped accessibility and/or lead hazard abatement is encouraged.

### **Community Preservation Act (CPA)**



Salem adopted the Community Preservation Act in 2013. The CPA is a tool to help communities preserve open space and historic sites, create affordable housing, and develop outdoor recreational facilities – all vital components for maintaining strong community culture. When Salem approved the CPA, it imposed a 1% surcharge on residential property tax bills. The Commonwealth provides matching funds from the Community Preservation Trust Fund to each participating community. The actual amount that communities receive from the state varies from year to year, depending on the funds available in the trust fund and the number of participating CPA communities.

All projects funded through a local CPA program must meet the requirements of M.G.L. Chapter 44B. For historic preservation projects, this includes full compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and placement of preservation restrictions on historic properties acquired with CPA funds. Some communities have required preservation restrictions for all preservation projects, private and public, funded through their CPA programs. This is consistent with MHC's requirement for communities receiving funding from the Massachusetts Preservation Projects Fund (MPPF) program, which requires that any organization, public or private, must place a preservation restriction on the affected building as a condition of receiving MPPF funds. Salem requires preservation restrictions for only non-City owned properties.

The adoption of the Community Preservation Act provides a much needed source of funding for Salem's historic resources. CPA guidelines allow funds to be used for both public and private resources providing that they serve a public benefit, which is reflected in the City's category specific criteria for historic preservation projects. The CPC is currently considering applications for both City and non-City owned properties.

To date, Salem has committed almost \$1,371,000 in CPA appropriations to eligible projects, with the majority of funds allocated to historic preservation projects. The City has allocated the remainder of its CPA funding for open space and recreation projects and for the development and preservation of the city's affordable housing stock. The majority of awarded projects involved City-owned properties.

Table 8 below lists all of the projects funded to date through the City's CPA program that affect a historic resource, including several projects funded through the Affordable Housing and Open Space & Recreation categories. Projects creating affordable housing units are located in historic buildings in the historic Point Neighborhood and are also utilizing Federal and State Historic Tax Credits. In addition,

several of the projects creating and protecting open space and recreational resources are located within important historic landscapes.

**Table 8: Local Community Preservation Act Projects Affecting Historic Resources**

Project	Funds Allocated	Fiscal Year
<b>AFFORDABLE HOUSING</b>		
Harbor/Lafayette Housing (NSCDC)	\$93,505	2015
Congress/Dow Housing (NSCDC)	\$100,000	2014
<b>HISTORIC PRESERVATION</b>		
Old Town Hall Window Restoration	\$114,070	2014
Salem Common Fence Restoration (Phase2)	\$100,000	2014
Winter Island/Fort Pickering Phased Rehabilitation	\$90,000	2014
Choate Statue Restoration	\$40,000	2014
Public Library Rear Roof Replacement	\$135,500	2014
Artwork Restoration (Council Chambers)	\$25,000	2015
Dickson Chapel @ Greenlawn Cemetery	\$86,000	2015
Charter Street Burial Ground	\$90,550	2015
7 Gables: Hawthorne Birthplace Roof	\$29,850	2015
Hamilton Hall Window Restoration	\$20,000	2015
Salem Common Fence (Phase 3)	\$60,000	2015
<b>OPEN SPACE &amp; RECREATION</b>		
Winter Island Scenic Trail	\$51,000	2014
Mack, Palmer Cove & Pickman Parks Community Gardens improvements (SCG)	\$23,048	
Forest River Trails	\$15,000	2015
Camp Naumkeag Master Plan	\$25,000	2015

## Public Property Management

The City of Salem owns one of the region's most significant collections of historic properties. These resources, which include buildings, structures, objects, landscapes and burial grounds, span more than four centuries and represent all of the city's major periods of architecture.

Over the past 25 years, the City has commissioned numerous studies for its historic properties, including the 1998 *Historic Preservation Maintenance Plan*, which established restoration recommendations for 14 historic properties and 6 historic monuments. The City has also commissioned individual planning studies for its historic burial grounds and forts. (See section on *Previous Planning Documents*) Over the past decade, the City has restored many of its historic buildings and is in the process of completing repairs to the North Street Fire Station and restoring the Greenlawn Cemetery Chapel, City Hall, Old Town Hall, and the Salem Common Fence. However, others remain in deteriorated condition including the Council on Aging building, police and fire stations, park buildings and structures, and Greenlawn Cemetery's bridge and stairs. The City has engaged in creative approaches to building management and restoration by soliciting long-term leases with private individuals to use the historic Mack House at Mack

Park and the former men's bathhouse at the Willows in exchange for the restoration and maintenance of the public buildings. The City will also be undertaking short-term repairs at the Center for Council on Aging building at 5 Broad Street to address deteriorated conditions at the property.

**Table 9: City-Owned Historic Resources**

Historic Resource	Location	Date	Inventoried	NR	LHD	PR
City Hall	93 Washington St	1837-8	√	√		√
Old Town Hall	32 Derby St	1816	√	√		√
North Fire Station	142 North St	1881	√	√		√
South Fire Station	40 Loring Ave	1817	√			
Ward 3 Station	415 Essex St	1915	√		√	
Salem Library	372 Essex St	1855	√	√	√	√
Saltonstall School	Lafayette St	1917	√			
Collins Middle School	29 Highland Ave	1908-9	√			
Council on Aging	5 Broad St		√		√	
Pioneer Village	Forest River Park	1930	√			
Witch House	310 ½ North St	17 <sup>th</sup> c.	√	√	√	√
Salem Willows		1858	√	√		
Mack Park	59 Grove St	1860	√			
Winter Island	Winter Island Rd		√	√		
Fort Lee	Willows	1776	√			
Fort Pickering	Winter Island Rd	1643	√	√		
Forest River Park	32 Clifton Ave	1907	√			
Salem Common		1802	√	√	√	√
Gallows Hill Park	53 Hanson St	1912	√			
Salem Woods	Willson St	1906	√			

The Director of the Witch House is currently serving as a volunteer “overseer” for the Charter Street Burying Ground to initiate clean-up efforts at the property and initiate marker conservation. She has begun an inventory of broken stones and has developed a map and database identifying condition categories for each stone. In 2015, the City allocated CPA funds for the restoration of headstones and tombs, improvements to pathways and improved landscaping at the burial ground. A local friends group is also working closely with the DPCD and the Cemetery Department on preservation efforts at Greenlawn Cemetery, soliciting grant funds to restore the Dickson Memorial Chapel and placing interpretive signs throughout the cemetery. The site was listed in the National Register of Historic Places in 2014 and a new map of the cemetery has been issued. The Chapel has also received an award of CPA funds for restoration work.

## Planning for Natural Disasters and Climate Change

Recent flooding from a burst water pipe at the House of Seven Gables visitors' center and a fire at the PEM's Ropes Mansion highlight the vulnerability of Salem's historic resources. Rapid response by the

City's fire department saved the PEM's Rope Mansion and the Gables' Visitor Center and archives from irreversible damage. Climate change is also expected to have a significant impact on Salem's historic resources, many of which are located within close proximity to the shoreline. Rising sea levels and severe coastal storms threaten both the city's natural and built environment.

As stated in the City's 2014 climate change plan, sea level in Boston is expected to increase 4.23 feet by 2100 from levels identified in 1998, while storm surge is expected to be 13.03 by 2100. These changes could have significant impact on the city's historic assets such as Pickering Wharf, the Willows, Pioneer Village, Winter Island, and Baker Island Light, which are at particular risk of damage from rising sea levels and storms. While the City commissioned the recent city-wide study of climate change impacts, it has not developed site-specific studies to identify potential risks at its historic buildings and sites and plan for their future protection.

Salem participates in COSTEP (Coordinated Statewide Emergency Preparedness), an emergency response effort designed to bring cultural institutions together with emergency management agencies to prepare for area-wide disasters. Each community participating in COSTEP is tasked with designating a Cultural Triage Officer to oversee local response efforts. HNE's local property manager is currently serving as Salem's Cultural Triage Officer.

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## Preservation Outreach and Educational Programming

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As stated earlier, Salem's private non-profit groups play a major role in preservation education and outreach. The City of Salem owns and operates two historic museums where educational programming and community programs are offered. In addition, the City is in the process of updating its collection of neighborhood interpretive markers with new sign boards and updated narratives and graphics. City efforts to provide preservation education and outreach outside of these areas is limited.

### Role of other organizations

Historic Salem, Inc. manages the city's house plaque program and honors successful preservation projects through its annual Preservation Awards program. The organization also raises awareness about Salem's threatened historic resources through its annual Most Endangered List. Walking tours, newsletters, community events, and lecture series are also offered by HSI.



The Park Service, the Gables, Historic New England, Peabody Essex Museum, Hamilton Hall, the Salem Athenaeum and Historic Salem all offer educational programming to highlight and promote Salem's heritage. The House of Seven Gables offers programs for local youth through combined initiatives with the Salem Public Schools (*Salem Through Hawthorne's Eyes*) and its own programming (*Caribbean-Connections Summer Program*). ENHC, the PEM and the NPS also offer successful youth programs. Continuing and expanding these youth programs to teach Salem's next generation to be conscientious stewards of local history is a goal expressed by many of the city's

preservation partners during this planning process. HSI and HNE offer programs specifically designed for historic property owners to address building maintenance and restoration issues.

Many of the city's historic properties are free to Salem residents, including the PEM, the Gables, the Witch House and Pioneer Village. These organizations are exploring opportunities to interpret their museums in a new, sustainable way to make their sites more relevant for the 21<sup>st</sup> century. They are also exploring innovative uses of integrated media and hands-on technology to make local history more engaging for the public.



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## Chapter 4 – Issues, Opportunities, Goals, & Recommendations

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Salem's history is tangible – it is visible in the slate headstones of its early burial grounds, the ornate architectural embellishment of its 19<sup>th</sup> century sea captains' houses, in the repetition of rooflines on the small workers' cottages around the former industrial area of the North River, and in the brick and cobbled walkways of the McIntire historic district. It is also evident in the decorative storefronts in Salem's downtown and in the wharfs, military fortifications, lighthouses, summer cottages, and public parks developed over the past three centuries to take advantage of the city's waterfront location. Preserving this historic fabric is integral to preserving Salem's identity and sense of place.

For more than a century, Salem residents have undertaken efforts to promote, protect, and preserve the city's heritage and historic resources. This commitment and passion is documented in the extensive timeline of preservation activity found at the beginning of this Plan and in the number of prior City-sponsored planning initiatives discussed in Chapter 2. Since 1991, the City has implemented many of the recommendations from its first Historic Preservation Plan, including recommendations for historic



resource survey efforts, National Register listings, improvements to the Salem Historical Commission's (SHC) design review guidelines, and development of a Historic Preservation Maintenance Plan for historic properties owned by the City. Other efforts to implement recommendations from the 1991 Plan were less successful, however, including efforts to integrate historic preservation objectives into the development review process. In 2008, a Neighborhood Conservation District plan was developed, but did not garner support within the

neighborhoods. In 2012, a new mixed-use zoning district for the Bridge Street neighborhood was proposed that would have required design review for development projects comparable to the requirements in the North River Canal Corridor zoning district; however, this proposed mixed-use concept was not supported by the community and was not pursued. For this update, the DPCD, which provides staff assistance to the SHC, reviewed the outstanding recommendations from 1991 to assess their continued relevancy in 2015. Recommendations from other planning documents, as described in Chapter 2 of this Plan, were also considered.

While this Historic Preservation Plan Update is a municipal document intended to guide City-sponsored efforts to preservation Salem's historic resources and character, it also acknowledges the important role that local preservation partners play in preservation efforts. These partners informed much of this plan and assisted with the identification of current issues and opportunities affecting Salem's historic resources. As demonstrated in this chapter, successful implementation of a city-wide preservation program will require a collaborative effort between the City and these partners.

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## Promoting Salem's History and Historic Resources

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As stated in the brief historical overview at the beginning of this Plan, Salem's history is impressive and its historic buildings, landscapes, structures, objects, landscapes and cemeteries present a tangible link to this past. Together, this tapestry of historic resources truly makes Salem a special place and is a vital part of its economic health. Raising awareness of the city's historic resources is critical for fostering appreciation of and support for protecting and preserving these irreplaceable assets, as well as sustaining its vitality.

### Educational Programming and Activities

To promote Salem's heritage and historic assets to both residents and visitors alike, the City and its preservation partners continue to engage in education and outreach initiatives and seek to present information in formats that are attractive, accurate and easily understood. In 2013, the City redesigned its collection of neighborhood interpretive signs with updated narratives and graphics and will be seeking funding to install these signs. Developing signage and interpretive displays for City-owned historic buildings, parks, and burial grounds is also important, as is signage to highlight the City's historic districts. Expanding Salem's historic house plaque program, operated by Historic Salem, Inc., to highlight other types of historic buildings, such as churches and commercial buildings, would also be beneficial.

Other educational efforts are undertaken by the City's preservation partners. While the SHC's role as an historical commission includes educational programming, it concentrates most of its efforts on administration of the City's preservation regulations. (See next section for discussion on collaboration with Salem's preservation partners and further discussion on the Salem Historical Commission and its role as a "historical commission" later in this chapter.) Identifying opportunities for the SHC to collaborate with its local partners on initiatives to foster greater appreciation for the city's heritage would reinforce the Commission's role as the municipal steward for all of Salem historic resources, not just those located within local historic districts, and would help to increase support for instituting preservation tools throughout the community. These efforts could include working with preservation partners to develop an innovative, interactive webpage focused solely on promoting Salem's heritage. This page could include an historical overview of Salem's four centuries of development, highlights of historic landmarks, and self-guided walking tour maps. Other initiatives could include sponsoring educational programs and activities during National Preservation Month each May, including articles in the *Salem News* highlighting local restoration projects and programs to highlight the historic significance of the City's parks and open spaces such as Mack Park, Salem Woods and Forest River Park. In some cases, programs may already be in place and may only need to be marketed collectively.

### **Recommendations:**

- Secure funding to install recently redesigned neighborhood interpretive signs. *Responsibilities: DPCD*
- Develop, secure funding, and install signage at the entrances to the City's historic districts. *Responsibilities: DPCD/SHC*

- Develop, secure funding, and install historic interpretive displays at historic City-owned properties currently without signage. *Responsibilities: DHCD/SHC, Park & Rec Commission, Cemetery Commission*
- Develop historic plaques for Salem's commercial and ecclesiastical buildings. *Responsibilities: HSI*
- Expand City's website to include separate interactive webpage focused solely on promoting Salem's heritage and historic assets. Work with preservation partners to identify innovative tools to present information in an attractive and user-friendly format. *Responsibilities: DPCD/SHC*
- Continue to collaborate with local preservation partners on educational programs and activities, particularly during National Preservation Month each May. *Responsibilities: DHCD/SHC, Parks & Recreation Department, preservation partners*

### **Collaboration with Salem's Preservation Partners**

Salem's non-profit organizations undertake most of the city's preservation education and outreach activities. The National Park Service (NPS), the House of Seven Gables, Historic New England (HNE), the Peabody Essex Museum (PEM), Hamilton Hall, the Salem Athenaeum, and Historic Salem, Inc. (HSI) all offer educational programming to highlight and promote Salem's heritage. The Gables, the Essex National Heritage Commission (ENHC), PEM and the NPS also offer successful youth programs. Continuing and expanding these youth programs to teach Salem's next generation to be conscientious stewards of local history is a goal expressed by many of the city's preservation partners during this planning process. In addition, HSI and HNE offer programs specifically designed for historic property owners to address building maintenance and restoration issues. HSI also developed *The Salem Handbook*, now out of print, which is a valuable resource for owners of historic properties.

#### ***Salem's Preservation Partners***

- Historic Salem, Inc.
- National Park Service
- Essex National Heritage Commission
- Historic New England Peabody Essex Museum
- House of The Seven Gables
- Hamilton Hall
- Pickering House
- Salem Main Streets
- Salem Partnership
- Destination Salem

Many of the city's historic museums are free to Salem residents, including the PEM and the Gables, as well as the City-owned Witch House and Pioneer Village. These organizations are exploring opportunities to interpret their museums in a new, sustainable way to make their sites more relevant for the 21<sup>st</sup> century. They are also exploring innovative uses of integrated media and digital technology to make local history more engaging for the public. Identifying ways to engage the public in local history through re-interpretation efforts and technology could be one of the themes discussed during a local preservation partners meeting (see recommendation below).

Salem's preservation partners have all expressed an eagerness to work together to accomplish common goals, but many expressed challenges with limited funding and staffing capacity. Like the City of Salem itself, many of these organizations own and manage significant inventories of historic properties, and, like the City, they face the ongoing challenge of maintaining their historic properties with limited financial resources. Several are engaged currently in capital improvements projects to address maintenance concerns and restore architectural features. Many have received local, regional, state and federal preservation grants and have engaged in extensive fundraising campaigns. Communication and collaboration between Salem's preservation organizations have been limited primarily to specific events and projects, although the city's larger organizations regularly work together to promote economic development initiatives through the Salem Partnership. Upcoming preservation anniversaries, including the 50th anniversary of the Historic Preservation Act and the 100th anniversary of the National Park Service, both in 2016, the 400<sup>th</sup> anniversary of Salem's first settlement in 2026 and the 300<sup>th</sup> anniversary of Salem's incorporation in 2029, provide exciting opportunities for additional event collaboration. Instituting an ongoing dialogue between the City and its preservation partners through regularly scheduled meetings and online discussion groups would allow local groups to share and discuss preservation concerns and opportunities.

#### **Recommendations:**

- Institute quarterly meetings for Salem's preservation partners, including SHC members, to discuss common concerns, explore cooperative opportunities, and share resources. Meetings could be coordinated by EHNC or HSI staff. Discussion topics could include:
  - ♦ Creative and innovative ways to address capital building needs, including development of databases to prioritize and schedule restoration projects;
  - ♦ Identification of skilled craftsmen, grant opportunities, building restoration techniques, and technology programs;
  - ♦ Best practices for property maintenance;
  - ♦ Collaborative education and outreach activities that could be held during Preservation Month each May or in support of anniversary celebrations;
  - ♦ Opportunities to interpret historic sites in new sustainable ways through integrated media and hands-on activities;
  - ♦ Opportunities to utilize social media to promote events, sites, and collections access.
  - ♦ Discussion of proper conservation techniques for historic collections and document storage;
  - ♦ Tools to balance public access to historic sites with each site's preservation needs;
  - ♦ Preservation of coastal resources at risk of damage from rising sea level changes and preparing for and responding to natural and manmade disasters; and
  - ♦ Engaging with downtown property owners, including PEM, to discuss preservation concerns and opportunities in the Downtown.
- Establish a local email system (listserve) to encourage ongoing correspondence between groups.  
*Responsibilities: preservation partner such as ENHC or HSI*

- Support the efforts of local preservation organizations to be engaged community partners through their educational programming, community events, and historic homeowner outreach by continuing to provide information and links to these programs and each organization's historic sites on the SHC webpage, City website and cultural events calendar. *Responsibilities: DPCD/SHC*
- Support efforts of preservation partners to preserve their historic buildings and other assets, including historic buildings at the Gables, PEM, the Salem Maritime Site and Hamilton Hall, Pickering House, Bowditch House and the Salem Athenaeum. These efforts could include supporting the distribution of local CPA funds for eligible projects that serve a public benefit, providing letters of supports for grant applications, and offering technical and construction support, when possible. *Responsibilities: DPCD/SHC, CPC*
- Preservation partners (Gables, NPS, ENHC) should continue efforts to collaborate with elementary, middle school and high school teachers to further integrate local history and architecture into the class curriculum and into after school programs. Partners to encourage local teachers to participate in programs and help identify local funding sources such as Cultural Council grants. *Responsibilities: preservation partners*
- Continue to support HSI's ongoing educational work, including its annual Preservation Awards program. The SHC should continue to recommend nominees for awards. *Responsibilities: SHC*
- HSI to make *The Salem Handbook* available online. *Responsibilities: HSI*

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### Promoting the Economic Benefits of Historic Preservation

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Despite a general awareness of the important role that historic assets play in Salem's identity and economic development, the city's preservation groups still struggle to build support for historic preservation in the community. Heritage tourism has served as an economic engine in Salem for more than a century by attracting visitors to the city to shop in its downtown, enjoy its museums and attractions and, in some cases, relocate to its historic neighborhoods. However, with the community's embrace of the moniker "Witch City" in the mid-20<sup>th</sup> century, Salem's heritage has become overshadowed by the Halloween tourism industry. Organizations such as Salem Main Streets and Destination Salem are currently exploring opportunities for Salem to expand beyond the Witch City tourist to attract visitors seeking art and cultural activities. The city's wealth of historic sites and art museums, its architectural assets and its maritime heritage are poised to attract a new generation of "cultural tourists."

For developers, new construction is often perceived as a more financially feasible alternative than reusing historic buildings, the ultimate in sustainable recycling. For residential properties, convincing homeowners that restoring historic elements such as slate roofs and wood windows is a better long-term

financial investment than replacement materials continues to be a challenge for the SHC. Numerous studies have been completed that support the economic benefits of historic preservation for communities. These include a study by Donovan Rypkema, a development consultant and authority on the economics of preservation who recently participated in events held in Salem to honor the 50<sup>th</sup> anniversary of Ada Louise Huxtable's seminal article against Salem's 1960s urban renewal efforts. These studies (see list included in the Appendix) could serve as a basis for outreach efforts to promote the economic benefits of historic preservation activities to local officials, developers and residents. Compiling case studies of local building projects that preserved historic materials such as slate roofs, wood windows, and wood clapboard siding such as the Felt Street house in North Salem could also highlight the cost benefit of retaining historic materials compared to replacement with new modern materials.

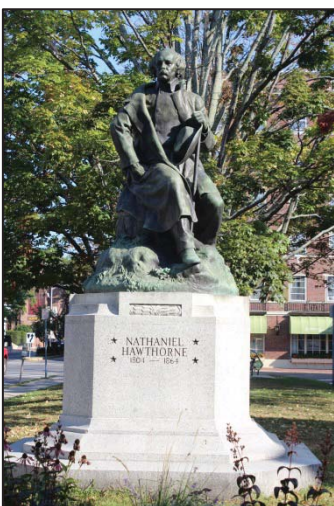
### Recommendations:

- Seek to promote the positive correlation between historic preservation and economic development to developers and realtors in Salem through activities such as symposiums, educational sessions, newspaper articles and brochures to promote historic preservation's role in the city's economy. *Responsibilities: DPCD/SHC, preservation partners*
- Identify opportunities to promote the economic benefits of historic preservation efforts to owners of historic properties, including collecting case studies of historic preservation projects to highlight the cost benefit of retaining historic materials. *Responsibilities: DPCD/SHC, preservation partners*
- Facilitate an ongoing dialogue between traditional historic preservation partners and tourism agencies to discuss efforts to increase cultural tourism in Salem. This could include inviting Destination Salem and Salem Main Streets to preservation partner meetings (see earlier recommendation). *Responsibilities: preservation partners, DHCD/SHC*

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## Integrating the Arts and Historic Preservation

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Art, culture, and history have long been linked in Salem. The city is home to important works of historic public art such as the Roger Conant statue and historic paintings in the Council Chambers of City Hall. Salem's art, culture, and historic resources also serve as the foundation for heritage tourism efforts. Some of the city's most important historic buildings serve as museum space to display art and artifacts, and venues for performance activities and cultural events.

Integrating the arts and historic preservation activities helps to create a vibrant community, particularly in a historic city such as Salem. Contemporary public art installations, with the Painted Ladies project in 2012 as an example, can highlight the city's heritage and help to make history relevant for all. Future initiatives could include coordinated

efforts between artists and historic preservation advocates to develop historically-themed artboxes, murals, and downtown window displays, as well as light installations to highlight the city's historic architecture.

### Recommendations:

- Continue to support efforts to utilize City-owned buildings and properties for art and cultural events, particularly events that promote the city's heritage. *Responsibilities: DHCD/SHC*
- Seek opportunities for city's preservation groups and arts advocates to work together to promote the city's heritage through interpretation and education efforts, creative outreach, and public art installations. *Responsibilities: Public Arts Commission, preservation partners, DHCD/SHC*
- Continue efforts to conserve the City's historic documents and public art collections. *Responsibilities: Public Arts Commission, preservation partners, DHCD/SHC*

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## Identifying and Evaluating Salem's Historic Resources

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### Salem's Historic Resources Inventory

Salem's historic resource inventory is an important tool for fostering awareness and understanding of local historic resources, both for city staff and for the general public. This inventory can be used by the SHC to encourage residents to consider historic designations and by other City agencies to ensure the preservation of historic resources in the community during the development review process. Therefore, continuing efforts to ensure that Salem's inventory is comprehensive and complete is important.



The majority of Salem's existing inventory forms are complete with historic significance statements and architectural descriptions, but some older forms lack this important information. This is particularly apparent in the inventory forms for resources located in downtown Salem, which is part of the City's Urban Renewal Area. As discussed earlier in this document, significant areas of the community have not been documented and resources such as historic

landscapes, historic setting elements such as fencing and walls, outbuildings, and mid-20<sup>th</sup> century resources remain underrepresented in the inventory. City staff has also identified discrepancies in the inventory's existing geographic areas and additional areas that could be added to the inventory.

### Recommendations:

- Continue efforts to document Salem's historic resources through historic resource surveys. Priorities to include historic resources located in geographic areas with little to no existing inventory, such as Castle Hill and West Salem. Also, document underrepresented resources such as mid-20<sup>th</sup> century resources, landscapes, and outbuildings, including commercial buildings like the Dairy Witch on Boston Street, residential areas such as Witchcraft Heights, and the city's

collection of early 20<sup>th</sup> century concrete block garages. (See section on *Salem's Historic Resource Inventory* in Chapter 3 for specific areas of need.) *Responsibilities: DPCD/SHC*

- Continue utilizing professional historic preservation consultants through grants and local funds to complete inventory forms. The City could also use interns from local colleges such as Salem State University, Boston University, and University of Massachusetts to complete forms. *Responsibilities: DPCD/SHC*
- Update older inventory forms that were prepared without adequate historic significance statements and architectural descriptions, particularly for resources located within local historic districts and within the City's Urban Renewal Area. Consider use of preservation interns to update photographic documentation of LHD resources. *Responsibilities: DPCD/SHC*
- Review the inventory's existing geographic areas codes to add additional historic areas such as the Downtown, McIntire District, Northfields, Witchcraft Heights, and Blubber Hollow. *Responsibilities: DPCD/SHC*
- Review SHC webpage for opportunities to provide links to historic resource forms in a more graphic, interactive, and user-friendly way. *Responsibilities: DPCD/SHC*
- Institute a system to distribute inventory forms to City staff and boards during the development review process and/or develop MACRIS training sessions for City staff. *Responsibilities: DPCD/SHC*
- Utilizing information available through MHC's MACRIS mapping system, SHC staff and the City's IT department should develop and maintain historic inventory information on the City's GIS system and on a city-wide map of documented historic resources. Maps should be used routinely by municipal departments and boards during the permit review process. *Responsibilities: DPCD/SHC*

### Archaeological Resources

Development can adversely affect a community's archaeological sites, particularly those that are not documented. These fragile resources could be lost without much awareness that they ever existed. Salem has completed a city-wide archaeological reconnaissance survey to identify and document areas where prehistoric and historic archaeological resources exist. The City and private organizations have also undertaken site specific surveys, including on-going work at Winter Island and Fort Pickering. SHC maintains a confidential citywide archaeological resource map that documents the location where archaeological resources have been found and areas where they might exist. This map, which is confidential per state regulations, together with the City's previous planning studies, can provide information to City agencies during the development review process. Developing a public awareness campaign to highlight the city's prehistoric and historic artifacts and non-confidential sites is also important to foster greater appreciation and understanding of the city's past.

### Recommendations:

- Encourage collaboration between SHC and preservation partners on public education programs to highlight Salem's archaeological resources during Massachusetts Annual Archaeology Month each October. *Responsibilities: DPCD/SHC, preservation partners*

- Continue documenting the City's archaeological sites through archaeological surveys to ensure that these resources are protected when development projects are proposed. *Responsibilities: DPCD/SHC*

### **National Register of Historic Places**

While the National Register (NR) is primarily an honorary designation, NR listing is an important tool to increase community pride and understanding of local history. NR listed resources are afforded limited protection through Section 106 of the Historic Preservation Act if the listed resource will be impacted by a project that utilizes federal funds, or permits or licenses (see later discussion in section on Environmental Review). Listed properties are also eligible to seek Historic Tax Credits and apply for MHC preservation grants, two funding sources that can be instrumental in efforts to preserve Salem's threatened and deteriorated buildings. Previous planning efforts by the City identified specific areas and resources worthy of National Register listing that are still relevant and should be pursued. Prioritizing efforts to NR listing based on a resource's preservation needs, potential threats, and owner support will be important. Since a property owner's concurrence may be required for listing, it will also be important for the City to engage in extensive public outreach to educate owners about the National Register and its benefits.

### **Recommendations:**

- Identify and prioritize amendments to existing districts, prepare determinations of eligibility for submission to MHC and begin preparation of nominations.
  - ♦ Derby Waterfront Historic District – include cross streets between Hawthorne Boulevard and English Street, extending south from Essex Street.
  - ♦ Downtown Salem District – include north side of Essex Street extending to North Street.
  - ♦ Salem Common Historic District – include resources on Boardman Street, a section of Briggs Street, and several properties on Forrester and Pleasant Streets.
  - ♦ Chestnut Street Historic District – review boundaries of existing McIntire local historic district for potential inclusion within an expanded Chestnut Street National Register District. Also review resources outside both districts, including east side of Summer Street (5-23 and from Gedney Street to 61), Winthrop Street (up to 5 and 12), Broad Street and the adjacent streets to the south, and the west end of Warren Street.
- Work with property owners to pursue new National Register historic districts and individual listings. Recommendations for potential new listings include the following in order of priority:
  - ♦ St. Mary's School, 13 Hawthorne Boulevard;
  - ♦ Buffum Street (Note: A CLG opinion of eligibility and updated Area Form was sent to MHC in August, 2015);
  - ♦ Salem State University (including Loring Villa/Convent St. Chretienne);
  - ♦ Northfields Neighborhood - bounded by Franklin Street, North Street, Orne Street, and Bay View Circle (district would include resources on Dearborn and Felt Streets);

- ♦ South Salem – review boundaries to identify district within area roughly bounded by Collins Cove, South River, Forest River Park and Canal Street (this larger boundary would include Lafayette Street and streets located to the east and west, including Fairfield Street and Ocean and Linden Avenues);
- ♦ Fairfield Street;
- ♦ Naples and Savoy Roads;
- ♦ Cabot Farm, Orne Street;
- ♦ Pilgrim Diner, 4 Boston Street;
- ♦ Church of the Immaculate Conception and Parsonage, 17 Hawthorne Boulevard and 30 Union Street;
- ♦ Harmony Grove Cemetery, Grove Street; and
- ♦ Kernwood Country Club.
- Pursue National Register eligibility determinations and listings for City-owned historic properties not already listed in the National Register (see further discussion in Public Buildings Recommendations):
  - ♦ Friends Cemetery;
  - ♦ Salem Woods;
  - ♦ Mack Park/Ledge Hill;
  - ♦ Forest River Park including Pioneer Village and Pickering House;
  - ♦ Camp Naumkeag; and
  - ♦ South Salem Fire Station.
- Pursue National Register listings for eligible resources identified in future survey efforts.

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## Protecting Salem's Historic Resources and Historic Character

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### Preservation Restrictions

Preservation restrictions are one of the strongest tools available to protect the architectural features of historic buildings. To date, Salem has 31 resources protected with preservation restrictions, including both City-owned properties and those owned by private non-profit organizations. This number will continue to grow as the City distributes its CPA funds to non-City owned properties. Protected buildings include the North Street fire station, Salem Common, Salem Public Library, the Witch House, Salem City Hall, Old Town Hall, Hamilton Hall, the Nathaniel Bowditch House, House of the Seven Gables, Salem Athenaeum, the Pickering House, several churches and several properties owned by the PEM.

The CPA regulation requires that a preservation restriction be instituted when a municipality acquires a real property interest with monies from its Community Preservation Act fund.<sup>1</sup> The use of CPA funds for the restoration of a non-municipally owned historic property, such as a property owned by a non-profit agency, constitutes a real property interest acquisition and requires a permanent preservation restriction. The use of CPA funds for municipal properties, which are already publically-owned, does not

<sup>1</sup> M.G.L. Chapter 44 B, Section 12.(a)

constitute a real property interest acquisition. However, placing restrictions on City-owned historically significant buildings that are not already protected by a preservation restriction or located within a local historic district would reinforce the City's role as a historic steward and would ensure the long-term preservation of these community assets. For historic public buildings that are deaccessioned and placed into private ownership, especially those not located within a local historic district, preservation restriction are particularly important to ensure that these resources are protected from future alterations that could alter or destroy their historic and architectural integrity. The City could consider working with Historic New England Stewardship Program or another local preservation organization to serve as the entity to hold restrictions on City-owned properties.

### **Recommendations:**

- Compile a list of the City/SHC's preservation restrictions and continue to monitor existing and future preservation restrictions to ensure that care is being taken to preserve the protected buildings. *Responsibilities: DPCD/SHC, Public Properties*
- Consider adopting a policy for placing restrictions on CPA-funded projects for City-owned historically significant buildings that are not already protected with an existing preservation restriction or located within a local historic district. This would not only ensure the long term preservation of these publically-owned buildings but also promote the City's role as a steward of its historic properties. *Responsibilities: Mayor, DPCD/SHC*
- Consider placement of restrictions on other City-owned significant historic properties not currently protected, to ensure their future preservation and to promote the City's role as a steward of historic resources. This could include the placement of preservation restrictions on the City's historic fire stations and on structures and buildings located within City parks such as Mack Park. *Responsibilities: Mayor, DPCD/SHC*
- Establish City policy to place preservation restrictions on significant historic buildings not located in a local historic district that are decommissioned by the City and placed into private ownership to ensure that resources will be protected from future changes that may negatively impact the architectural character of the building. *Responsibilities: Mayor, DPCD/SHC*
- Encourage other public agencies and non-profit organizations to consider preservation restrictions on properties that will be sold for private use. *Responsibilities: Mayor, SHC*
- Continue to promote the use of preservation restrictions for private properties, when such restrictions would be beneficial. Consider working with HNE to promote organization's preservation restrictions program (i.e, distribution of informational literature at City Hall or other public venues and on the City's website). *Responsibilities: DPCD/SHC, preservation partners*

### **Salem's Municipal Preservation Efforts**

The Salem Historical Commission is the City's municipal agency charged with protecting the city's historic assets. The SHC is responsible for preservation planning efforts and administration of the City's two historic preservation regulations – a demolition delay ordinance and a local historic district ordinance. While the Commission works to protect the city's historic resources, the City's demolition delay bylaw is more than 25 years old and is in need of revisions to strengthen its relevancy. Further, the City's historic district ordinance protects only 600 buildings – a small fraction of the city's historic

buildings – leaving many of Salem’s valuable historic resources unprotected and vulnerable to inappropriate alterations and even demolition. Due to a lack of public support in the past, Salem has not expanded its existing local historic districts or designate additional districts, despite recommendations in previous planning efforts.

Additional preservation tools are available to protect a community’s historic character that Salem could consider. The City commissioned a Neighborhood Preservation District Study to explore the tool but has not adopted a general ordinance, nor has it designated any districts due to lack of support for moving forward after the study was completed. Other preservation tools such as single building local historic districts could also be considered by the City.



The following sections discuss the Salem Historical Commission’s membership, staff support and oversight of the City’s local historic district and the demolition delay ordinances. Discussion on additional tools for consideration follows.

### **Salem Historical Commission**

The Salem Historical Commission has a dedicated board of appointed commissioners committed to the preservation of the city’s historic resources. These members work diligently to protect historic resources located within the City’s four local historic districts, as well as properties outside of districts. However, Commission members are volunteers with limited time available for historic preservation activities. The SHC is supported by a part-time DPCD staff person. While the 1991 Plan recommended the City expand this position to a full-time preservation planner, existing DPCD planning staff members undertake numerous preservation and municipal building restoration-related projects that surpass a full time equivalent (FTE) position. With the large stock of historic buildings and structures in Salem, along with the propensity for any development projects to affect neighboring historic resources, an expanded staff role to provide insight into preservation objectives for historic properties not designated within a LHD or for projects that may affect an adjoining or nearby historic resource is warranted. Other municipalities in Massachusetts with dedicated historic preservation planners include Brookline, Cambridge, Lowell, Newton, and Somerville. The MHC’s Survey & Planning grant program is a potential source of funding for the creation of a preservation planner staff position. The program requires matching local funds and is for a limited duration.

The Commission struggles to reinforce and promote its dual roles as both a historic district commission *and* a historical commission. As a historic district commission, the SHC reviews alterations to properties located in Salem’s local historic districts (LHDs). As a historical commission, the SHC is the City advisor to other City agencies on preservation issues and is available to provide to provide comment on City-sponsored projects and private development projects requiring City review. In much the same way that

the Conservation Commission and its staff serve as the municipal steward for Salem's natural resources, the SHC and its staff are the municipal stewards for Salem's historic resources.

### **Recommendations:**

#### *Support SHC Member Training and Education*

- Seek funding to attend preservation trainings, workshops or conferences, such as those offered by the MHC, Preservation Massachusetts, the NPS, and HNE. *Responsibilities: SHC*
- Participate in MHC's preservation listserve, a statewide online discussion forum for members of historical commissions, historic district commission, planning boards, and municipal staff to discuss preservation concerns and share resources. *Responsibilities: SHC*

#### *Municipal Staff Support*

- Consider expanding SHC's staff position responsibilities and increasing staff expertise in preservation issues. This may include training for existing staff. Alternatively, when hiring a new planner, consideration could be given to hiring someone with a background in preservation. In addition to providing administrative support to the SHC and grant writing and project management services for municipal preservation projects (tasks currently handled by SHC staff), the expanded staff role could include:
  - ♦ Technical support to the Commission on complex projects by conducting site visits and preparing technical memos to expedite the public hearing process;
  - ♦ Active participation in discussions with demolition proponents and propose alternatives to demolition;
  - ♦ Active monitoring of LHDs for violations and proper completion of SHC approved projects;
  - ♦ Attendance at One Stop Meetings;
  - ♦ Collaboration with City officials and other City staff and departments on development review projects and public re-use projects affecting historic buildings;
  - ♦ Representation of the City during Section 106 and Chapter 254 review process;
  - ♦ Completion of inventory and national register nomination forms; and
  - ♦ Expanded outreach efforts to historic property owners.

#### *Strengthen SHC Role as a Historical Commission*

- Clarify Commission's joint role as historical commission and historic district commission on City's website. *Responsibilities: SHC*
- Hold an annual meeting to develop a work plan and to establish goals for community-wide preservation activities for the year, utilizing the recommendations set forth in this plan. The Commission should invite the preservation partners to this meeting. *Responsibilities: SHC*
- Ensure that the SHC is aware of all development review projects that impact historic resources by encouraging SHC members to enroll in the City's existing e-mail subscriber for Planning Board, ZBA, Conservation Commission and Salem Redevelopment Authority agendas, etc. *Responsibilities: DPCD/SHC*

- Continue to discuss issues, opportunities and concerns regarding preservation of the city's historic character at regular DPCD staff meetings and Department head meetings. *Responsibilities: DPCD.*
- Develop a City policy that requires City departments and boards to seek SHC or SHC staff comments on any City project that will have an effect on historic resources. *Responsibilities: Mayor*
- Re-institute process for distributing historic resource inventory forms and other historic information to City boards and agencies reviewing or managing projects affecting historic resources. *Responsibilities: DPCD/SHC*
- When the Mayor institutes periodic all-board meetings, utilize the opportunity to discuss preservation objectives relating to the City's natural and built resources. *Responsibilities: SHC*
- For projects not undertaken by staff or Commission members, continue to solicit grant funding and hire professional preservation consultants to complete local planning initiatives. *Responsibilities: DPCD*

### **Strengthening Salem's Historic Preservation Ordinances**

#### **Demolition Delay Ordinance**



While the City has been very successful in ensuring that all applicable historic buildings threatened with demolition are reviewed by the SHC prior to the issuance of a demolition permit, the City's existing demolition delay regulation has a limited delay period of only six months and no penalties for a demolition that occurs without approval. The MHC has developed a model demolition delay ordinance for municipalities to consider. This model document includes a 12-month delay period as well as language that requires demolition proponents to submit a copy

of the demolition plan, a description of the building or structure to be demolished, the reasons for the demolition and the proposed reuse of the property. The model document also includes language stating that the proponent must receive all approvals necessary for a building permit for the new construction, including any necessary zoning variances or special permits, and all appeals from the granting of such approvals must be concluded prior to the issuance of a demolition permit. (See Model Document in Appendix)

Other challenges facing the Commission in its review of demolition proposals include the determination of whether a building is structural deficient. Proponents often argue that their building is "structurally unsound" and should therefore be demolished. The Commission does not have a budget to hire an engineer, architect or historian to provide a professional assessment on the structural or architectural integrity of a threatened building.

### Recommendations:

- Review Salem’s existing demolition delay ordinance for opportunities to strengthen the regulation. Consider revising ordinance in keeping with the provisions found in MHC’s model demolition delay bylaw, including:
  - ♦ Extending delay period to allow greater time for Commission and staff to work with property owner to seek alternatives to demolition;
  - ♦ Language that requires demolition proponents to submit a copy of the demolition plan, a description of the building or structure to be demolished, the reasons for the demolition and the proposed reuse of the property;
  - ♦ Language stating that the proponent must receive all approvals necessary for a building permit for the new construction, including any necessary zoning variances or special permits, and all appeals from the granting of such approvals must be concluded prior to the issuance of a demolition permit; and
  - ♦ Penalties for demolition without approval and moratoriums on rebuilding.

*Responsibilities: SHC (requires approval from City Council)*

- Consider instituting a fee for demolition delay applications that would provide a funding source for the Commission to independently hire a structural engineer, architectural historian or other preservation professional to assess the structural and historic integrity of buildings threatened with demolition. *Responsibilities: DPCD/SHC (requires approval from City Council)*

### Local Historic District Ordinance

Salem’s historic district ordinance is not intended to create museums nor freeze a streetscape in time; it is designed to guide changes and alterations to historic buildings in a manner that will respect a building’s architectural heritage and a streetscape’s overall scale. Without adequate protective regulations in place, the physical features – architectural elements, building scale, streetscape patterns – that make Salem’s historic buildings and neighborhoods so special could be lost.

In a city with as many important historic resources as Salem, the limited number of properties protected by local historic district designation hinders the City’s ability to successfully protect the community’s architectural heritage and character. In the past, the City was unable to garner support for the



designation of new districts, but participants at public meetings held in support of this plan voiced optimism that city residents may now be more receptive to historic district designation.

For the City’s existing historic districts, fostering owner awareness and appreciation for the importance of historic designation has long been a goal for the Commission. Staff and budget limitations make outreach efforts challenging, however, although technology

such as email blasts and social media could be better utilized to reach owners. District signage and training sessions for local realtors could also help to increase resident awareness.

In addition to increasing resident awareness, the SHC has expressed the need for strengthening the City's historic district ordinances. Currently, each district is protected with its own specific regulations within the ordinance. For example, the McIntire District ordinance specifically list streets for which public view can be considered. In several instances, buildings within the district are visible from public ways that are not included in this list of streets, leaving the very visible rear of properties open to extensive alteration that is not in keeping with the character of the neighborhood.

To facilitate the review of applications in the historic district, the SHC recently created an application checklist to ensure that all necessary information is submitted prior to the public hearing. SHC staff sends copies of the applications to SHC members at least one week in advance of the hearing to provide members with an opportunity to request additional information if necessary. Ensuring that all Commission members review meeting packets and visit each site on an individual basis to familiarize themselves with an applicant's property prior to the public hearing will be important.

Addressing violations in the historic districts – both for work without proper approvals and for approved work that is completed incorrectly - is also important. In the past, individual Commission members were assigned with specific areas to monitor regularly for violations; this is a lapsed policy that the SHC could consider reinstituting. The SHC could also institute a process to review approved projects once work is completed. This could include distribution of a postcard or development of an online notification system for applicants to notify SHC when project is complete so that a site visit can be completed. The Building Department could also notify the SHC when a permit is closed. Once notified, SHC members could be tasked with performing site visits to completed projects and signing off on the work.

### **Recommendations:**

#### *Foster Public Awareness of Existing Local Historic Districts*

- Utilize technology and social media to inform residents about historic district regulations, highlight preservation success stories, discuss innovative restoration techniques, and promote preservation activities. This could include email blasts, a Facebook page or blog, highlights on the City's website, newspaper articles, and other potential tools such as an historic district cellphone app. *Responsibilities: DPCD/SHC*
- Consider additional improvements to the SHC webpage that would make the site more user-friendly and interactive for historic district owners. Look at examples of websites from other historic district commissions to identify possible improvements. *Responsibilities: DPCD/SHC*
- Install identification signage for each historic district to highlight the districts and foster public awareness. *Responsibilities: DPCD/SHC*
- Establish annual training sessions for local realtors to discuss historic designation and distribute literature such as MHC's *There's a Difference* booklet at City Hall and other public venues. *Responsibilities: DPCD/SHC*

*Improve Historic District Administration*

- Review existing local historic district ordinance to consider potential changes to strengthen review process and establish a system to impose fines for violations.
- Review McIntire District regulations to consider revisions to add visibility from Bridge Street to the Commission's jurisdiction. *Responsibilities: DPCD/SHC (requires approval from City Council)*
- All Commission members should carefully review application packets and visit each site on an individual basis to familiarize themselves with an applicant's property prior to the public meeting to expedite the public hearing process. *Responsibilities: SHC*
- Assign each board member with geographical area to check monthly for violations. Regular patrols for violations could be provided by SHC staff, should the City expand the position (*see earlier recommendation*). Building Department should be notified of any violations. *Responsibilities: DPCD/SHC, SHC*
- Formalize a process to review approved projects once work is completed. This could include distribution of a postcard or development of an online notification system for applicants to notify SHC when project is complete so that a site visit can be conducted. *Responsibilities: DPCD/SHC, SHC*

*Expand Existing Districts and Establish New Local Historic Districts*

- Engage in significant public outreach to neighborhood residents and public officials to promote the benefits of historic district designations. *Responsibilities: DPCD/SHC, preservation partners*
- Consider and promote expansion of existing local historic districts. *Responsibilities: DPCD/SHC*
  - ♦ Expand boundaries of Washington Square Historic District to include side streets radiating towards Bridge Street and Webb Street;
  - ♦ Expand boundaries of Derby Waterfront Historic District to include cross streets between Hawthorne Boulevard and English Street, extending south from Essex Street; and
  - ♦ Consider adding 5-23 Summer Street to the McIntire Historic District.
- Consider and promote designation of new local historic districts and work with local residents and public officials to highlight the importance of these historic areas and the benefits of historic designation. *Responsibilities: DPCD/SHC*
  - ♦ Buffum Street;
  - ♦ Dearborn Street;
  - ♦ Fairfield Street; and
  - ♦ Naples and Savoy Roads.

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**Other Preservation Tools Available to Protect Historic Resources**


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***Protecting Individual Resources*****Demolition by Neglect Ordinance**

Through the Demolition Delay Ordinance, the Salem Historical Commission often reviews buildings that are structurally deficient or are in serious disrepair. In some instances, this situation is the direct result of a property owner's negligence and disregard for building maintenance. While the majority of Salem's

historic buildings are well preserved, there are some highly visible exceptions. The ongoing neglect of these buildings has a significant negative impact on the surrounding streetscape and could eventually result in the loss of these valuable resources. This neglect can also have a negative effect on property values, which can effect resale value and tax assessments.

Fortunately, the City's current Building Inspector has used his authority to enforce emergency repairs, rather than requiring demolition. To proactively address deliberate building neglect, the SHC could consider adopting a local Minimum Maintenance and Demolition by Neglect Ordinance, which requires owners to provide sufficient maintenance to prevent the deterioration and/or the potential loss of their building. This tool has been adopted by Brookline, Lowell, Nantucket, Newton, and Worcester. In Salem, this regulatory tool could be applied community-wide or to specific areas such as historic districts.

#### **Recommendations:**

- Establish a Minimum Maintenance and Demolition by Neglect Ordinance to address ongoing concerns that property owners are intentionally neglecting their historically-significant buildings, which visually diminishes the streetscape and negatively impacts the surrounding area. This could be applied specifically to the City's local historic districts to address demolition by neglect in these areas. *Responsibilities: DPCD/SHC*

#### **Single Building Local Historic Districts**

In some instances, Salem's historic buildings are isolated resources, surrounded by new development or resources that have lost architectural significance. In other situations, the SHC may be confronted with the proposed demolition of a historically significant structure that is located outside of the City's local historic districts and is afforded no regulatory protection beyond the 180-day demolition delay. To address these scenarios, the City could consider designating single buildings under its existing local historic district ordinance. Designation of the single building districts would require compliance with all M.G.L. Chapter 40C designation requirements. Other communities in Massachusetts have adopted this approach, including Lincoln, Somerville, Wellesley and West Springfield. In most of these communities, the existing historic district commission oversees the single building districts.

#### **Recommendations:**

- Use single building local historic district designation for particular resources at risk. This would include compliance with all designation requirements under MGL Chapter 40C. *Responsibilities: DPCD/SHC*

#### **Protecting Historic Neighborhoods**

As discussed in Chapter 2, Salem is a community comprised of visually distinct neighborhoods, each with its own unique collection of historic resources. These historic neighborhoods stand as visible reminders of Salem's historic development patterns and social and economic heritage. They provide a glimpse into the city's past while contributing to the visual character that defines them. Preserving the fabric of these neighborhoods is more than just an effort to protect the city's history, however: preserving each neighborhood's unique scale and streetscape pattern helps to maintain the cultural identity and pride of place felt by neighborhood residents.

### Neighborhood Preservation Districts

Salem's previous National Register and local historic district efforts have focused primarily in the Downtown, McIntire District, the Common, Lafayette and the Derby Street areas. However, other neighborhoods warrant recognition and protection. As discussed earlier, Salem has several areas worthy of historic district designation and the historic inventory can be used to educate the public and generate



community support for adopting new districts. For those neighborhoods where protecting building scale and streetscape patterns is more important than protecting individual architectural details, the City could consider Neighborhood Preservation District (NPD). In 2008, the City commissioned a study to explore this tool and identified potential neighborhoods for NPD designation, but never adopted any districts. Adopting a general NPD ordinance, which can be later adapted to a designated neighborhood, would be the first step towards to applying this preservation tool

to Salem neighborhoods. Once neighborhood residents determine that this tool is beneficial to their neighborhood, they can work with the City to define the distinguishing characteristics of the neighborhood's scale and streetscape pattern that should be preserved and develop specific regulations.

### Recommendations

- Promote the use of Neighborhood Preservation Districts through outreach efforts to neighborhood groups, property owners, and City officials to explain the benefits of designation.

*Responsibilities:* DPCH/SHC Potential neighborhoods for NPD designation could include:

- ♦ Bridge Street;
- ♦ The Point Neighborhood; and
- ♦ Salem Willows/Juniper Point
- If, and when, support is gained, move forward with adopting a general NPD ordinance, which can be later adapted to a designated neighborhood. *Responsibilities:* DPCH/SHC, City Solicitor, approved by City Council

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## Integrating Historic Preservation Objectives into City's Zoning Ordinance & Development Review Process

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Salem is a community with an exceptional collection of historic resources located throughout the community. Due to the density of the city's existing building stock, most development projects in Salem will have an impact on the city's historic character and sense of place. Identifying ways to guide this development in a manner that respects Salem's character and the architectural integrity of its neighborhoods has been a goal of the community since the City completed its last Preservation Plan in 1991. Attendees at meetings held during this Plan Update reiterated the 1991 recommendation for

integrating historic preservation objectives into the City's development review process, including the need to address scale and context for new construction. It is noted that preservation tools, such as Local Historic Districts and Neighborhood Preservation Districts, are the primary means by which to ensure the overall preservation of historic streetscapes and neighborhoods. Encouraging communication between the SHC and other City development review agencies is also important. As discussed earlier in the recommendations for supporting the SHC's role as an historical commission, the SHC is a valuable technical resource for the community and City staff, boards and officials should take advantage of this resource and utilize the expertise of Commission's members.

Zoning can be used as a tool to incentivize historic preservation; most commonly by allowing flexibility with respect to dimensional requirements (setbacks, minimum lot size, frontage, floor area ratio, lot coverage, and other such metrics) and parking requirements. Density bonuses are commonly used to help make a development project more financially viable. The City currently has a zoning regulation that encourages the restoration of historic carriage houses by allowing these buildings to be converted into a secondary residential unit even when the underlying zoning district permits only one unit per parcel. This provision has rarely been utilized, however, and the City may wish to review other examples of carriage house bylaws and ordinances to identify opportunities to improve Salem's ordinance. Salem's current downtown zoning incorporates flexible parking requirements for rehabilitation projects to encourage the preservation of historic buildings. Other communities have adopted flexible regulations to protect historic buildings from demolition when the building lot is worth more than the house that sits upon it. These communities have authorized the granting of special permits for new building lots with modified dimensional standards when a historic building is preserved. Other communities allow more intensive "rear-yard" development on the lot of a historic building, which is generally screened by the asset, to make retention of the building more financially feasible. The Planning Board and Historical Commission could work together to review the City's zoning ordinance to consider adopting additional flexible regulations that would encourage the retention of the city's historic buildings.

Zoning can also be utilized to address design issues for infill development and partial redevelopment of historic properties, particularly in historic areas that are not protected by a local historic district. In many communities, dimensional requirements for new construction, such as setback and minimum lot size requirements are not reflective of the existing conditions of the surrounding streetscape. The divergence between existing conditions and current dimensional requirements can cause disruptions to the streetscape and mandate the construction of disharmonious new development to meet regulations. Managing this issue through zoning typically requires the codification of either exemptions for infill development or the addition of new language to allow for requirements to be based on the existing conditions within a radius of the project site.

In addition to issues related to dimensional requirements, architectural design review is a tool that can be utilized to ensure that proposed infill development or partial redevelopment of existing structures is complementary to the existing building stock and appropriate to the area. The requirement for design review is typically codified under zoning and utilizes criteria similar to historic preservation design criteria, but it is typically less rigorous and is generally used in areas that are historically sensitive but not

protected by a local historic district. For example, design review requirements for new and existing developments, inclusive of major renovations, could be incorporated for National Register districts through an overlay zoning district.

### **Recommendations:**

- Review existing Carriage House ordinance to identify modifications that would encourage owners to reuse these historic buildings before they deteriorate and must be removed. *Responsibilities: DPCD/SHC*
- Consider additional flexible regulations that allow different standards for dimensional and parking requirements when an historic building is preserved. *Responsibilities: DPCD/SHC*
- Consider other zoning incentives that would encourage the preservation of the city's historic resources, particularly resources at risk. *Responsibilities: DPCD/SHC*
  - ♦ Review existing zoning ordinance to identify potential conflicts between regulations and the preservation of the city's historic character. Explore potential zoning revisions or tools such as overlay districts and neighborhood preservation districts that could address these concerns. *Responsibilities: DPCD/SHC*
  - ♦ Identify opportunities to incorporate language in site plan review regulations for compatibility with historic context. *Responsibilities: DPCD/SHC*
- Encourage opportunities to incorporate preservation objectives of scale and context of new development within historic streetscapes and neighborhoods. It is noted that the City is pursuing the adoption of a mixed-use zoning overlay district for the Point Neighborhood, recently listed as a National Register District, and this overlay district will include design standards. *Responsibilities: DPCD/SHC*
- Create and maintain a community-wide historic and cultural resource map identifying both designated properties and inventoried resources for developers and City boards and commissions to use (see earlier recommendation).
- Develop a preservation checklist for City boards and commissions to consider when they are reviewing development proposals that might affect an historic asset or area that isn't formally designated "historic". This could include whether a building has architectural features that should be preserved or whether resources along a particular streetscape have common physical characteristics such as setbacks, front porches or rooflines that should be preserved. *Responsibilities: DPCD/SHC*
- Engage and inform developers about historic preservation objectives in order to foster awareness and appreciation of the city's historic resources and ensure that building reuse and new development proposals are complementary to the Salem's heritage. This could include the development of a small guidebook or handout for developers to explain process and historic significance of city. Planning and SHC staff could work with local developers, both those specializing in historic restoration/reuse and those in new construction to develop guidebook. *Responsibilities: DPCD/SHC, preservation partners*

### **Communication between City's Boards, Commissions and Departments**

As in many communities, departments often focus on their individual missions, with staff and boards working in individual “silos.” Encouraging communication, cooperation, and collaboration between departments, boards and commissions helps to eliminate these silos and raise awareness of a community’s historic resources and preservation concerns, which is particularly important in Salem since most of the City’s departments and boards play some role in protecting the city’s heritage and historic character. DPCD provides staff support to most of the city’s development review boards. Working closely together under the umbrella of one department allows DPCD staff, including the SHC’s staff person, to notify each other of preservation concerns and provide information on a resource’s historic significance.

#### **Recommendations:**

- Institute an agenda sharing process for all of the City’s review boards, including the SHC. This could include all SHC members subscribing to the meetings notice notification system. Re-institute process for distributing historic resource inventory forms and other historic information for affected properties. *Responsibilities: DPCD/SHC* (See earlier recommendation)
- Continue SHC involvement in reviewing public projects to assess potential impacts on Salem’s historic character. *Responsibilities: DPCD/SHC*
- Establish system to determine if any public or private project receiving city funds, permits or any ordinance or policy will have potential negative impact on an inventoried or state register property or archaeological resource. DPCD/SHC staff should coordinate with all City departments, boards and commissions to establish a notification system for all development projects. Once notified, DPCD/SHC staff should check if the property is inventoried or on the State Register of Historic Places. If it is determined that project may have an impact on an historic resource or relates to broader preservation issue, the SHC should be notified and a non-binding comment requested. *Responsibilities: DPCD/SHC*
- Ensure that all board approvals be given appropriate consideration regardless of where approval falls in timeline. *Responsibilities: DPCD/SHC*
- Ensure that SHC stays abreast of project reviews before other City boards and commissions and submits comments to those boards, as necessary. *Responsibilities: DPCD/SHC*
- Identify local historic resources most at risk, such as the former St. Mary’s School (most recently the Salem Boys and Girls Club) at 13 Hawthorne Boulevard. Identify proactive opportunities to encourage preservation of such properties. This could include organizing a charrette to bring all partners together to consider innovative preservation techniques and reuse options. This tool could also be utilized for new development proposals within historic streetscapes in the downtown or an historic entrance corridor. *Responsibilities: preservation partners, DPCD/SHC*

### **One Stop Meetings**

The City’s One Stop Meeting process provides an opportunity for a variety of City Departments to meet with developers to discuss an upcoming project and the approvals that will be required as part of the permitting process. Currently, the SHC’s staff person is only present at One Stop meetings if the

proposed project is located within one of the City's local historic districts. For historic properties not in a LHD, even those listed in the National or State Registers, there is no preservation advocate present at the meeting.

**Recommendations:**

- Institute a policy that DPCD/SHC staff will attend all One Stop meetings for projects located in an historic area or neighborhood, even if property is not designated within a local historic district.

*Responsibilities: DPCD/SHC*

**Site Plan Review**

The 1991 Plan expressed a need for the City's site plan review (SPR) process to include language regarding compatibility with historic context, a need that is still apparent today. Ensuring that Board members and staff are aware of historic resource and preservation concerns at the beginning of the development review process is also important. Currently, SPR project applications are only sent to the departments and boards required by the zoning ordinance (Section 9.5.5). This includes the Building Commissioner, City Engineer, Fire Department, Board of Health, and the Conservation Commission. Each of these departments and boards has its own jurisdiction in regard to development projects. Since SPR review includes consideration of a project's architectural compatibility with the surrounding neighborhood, the SHC's knowledge of Salem's neighborhoods' historic resources, streetscapes, and development patterns is beneficial to tap into as part of the project review process.

**Recommendations:**

- Include DPCD/SHC staff on the routing of project plans for site plan review. *Responsibilities: DPCD/SHC*

**Special Permits and Variances**

The approval of special permits and variances can have significant repercussions on historic buildings and neighborhoods, particularly those outside local historic districts. For the city's densely settled neighborhoods, current setback requirements may be significantly different than actual conditions. Height requirements may also be in conflict with historic areas where existing resources are significantly smaller than current height requirements allow. Changes or intensifications of use can also impact an historic building. For example, when a two-family building is permitted for three-family use, it can result in changes to the building's exterior with new entries and stairs as well as significant changes to the neighborhood streetscape. While the 1991 plan noted that SHC staff was notifying City boards when their agendas included historically significant buildings and was providing copy of an inventory form, this procedure is no longer regularly occurring.

**Recommendations:**

- Re-institute procedure of providing copies of inventory forms for distribution with special permit and variance packets. *Responsibilities: DPCD/SHC*

### **Urban Renewal Area**

While each of Salem's neighborhoods contain small clusters of commercial development, downtown Salem is the city's primary commercial center. Brick, granite and masonry buildings spanning more than two centuries of development line the streetscapes in the downtown and exhibit some of the city's most beautiful architectural details. Downtown Salem is included within Salem's Urban Renewal Area and a portion is also listed as a National Register Historic District. The City's recently updated Urban Renewal Plan for the downtown reiterated the importance of historic preservation in downtown development and requires SHC involvement in the review of new development proposals.

Many participants in the public meetings for this plan expressed the need for the Salem Redevelopment Authority's (SRA) continued awareness of the historic and architectural significance of buildings in the



downtown and the potential impact that new construction could have on the area's historic character. As the downtown experiences a continued renaissance with new stores, restaurants and residences in both existing buildings and new construction and with the iconic Essex County Court Buildings poised for revitalization, it will be even more important to update inventory forms for Salem's downtown buildings with new photographs and historic and architectural information that would provide SRA

members and the public with a greater understanding of the historic and architectural context of the downtown.

### **Recommendations:**

- Institute a preservation checklist for use during the DRB/SRA development review that includes whether a property is historically and/or architecturally significant, has been documented on an inventory form, is listed in the National Register, etc. Include distribution of copies of the existing inventory forms as well as relevant sections of the National Register nomination to establish historic context and architectural significance of properties undergoing review. *Responsibilities: DPCD/SHC*
- SHC to attend DRB/SRA meetings or submit comments on development projects affecting historic properties. *Responsibilities: DPCD/SHC, SHC*
- Update existing inventory forms within the Urban Renewal Area to include additional information on architectural and historical significance as well as update photographs. *Responsibilities: DPCD/SHC (See earlier recommendation)*
- Engage downtown property owners and local preservation partners such as Salem Main Streets on historic preservation efforts in the Downtown. *Responsibilities: DPCD/SHC, SRA*

- Continue to use the *Commercial Design Guidelines* developed in 2005. *Responsibilities: DPCD/SHC, SRA*

### **Entrance Corridor Overlay Districts (ECOD)**

The City has created overlay zoning districts for its major entrance corridors to protect and enhance these areas and ensure that they are improved in a manner that is in the best interest of the City. Four of these entrance corridors (Bridge, Boston, North Street and Lafayette Streets) contain historically significant collections of multi-story late 19<sup>th</sup> century wood-frame buildings (Boston and Bridge Streets), single- and multi-story 20<sup>th</sup> century masonry structures (North and Lafayette Streets) and converted residential buildings (Boston, Bridge and North.) These areas also abut important historic neighborhoods and attendees at community meetings held during the development of this Plan expressed concerns about the potential impacts of commercial zoning on these adjacent neighborhoods. Because the threshold for site plan review for nonresidential new construction in ECODs is lower than in other areas (2,000 sq. ft. versus 10,000 sq. ft.), the SHC has more opportunity to provide input through the Planning Board review process to ensure the preservation of each streetscape's historic character.

In addition to the zoning requirements of the ECOD, the City has sought to preserve the historic character of each streetscape through infrastructure projects. For example, the City installed period lighting along North Street and Bridge Street to enhance the appearance of these historic streetscapes.

#### **Recommendations:**

- Ensure that existing design guidelines for the City's entrance corridor overlay districts are utilized for development proposals. *Responsibilities: DPCD/SHC, Planning Board*
- Review ECOD regulations to determine whether regulation could incorporate the protection of historic resources, surrounding historic streetscapes and adjacent historic neighborhoods. *Responsibilities: DPCD/SHC*

### **North River Canal Corridor Neighborhood Mixed Use District (NRCC)**

The North River Canal was once the city's most important industrial corridor. As factories closed, the area's industrial buildings became obsolete with many standing vacant for years. Environmental concerns further complicated the reuse potential of these buildings and many were demolished. The modest housing built for workers in these factories still remain however and continue to provide affordable housing options for Salem residents. As the City plans for the redevelopment of vacant and underutilized properties along the North River Corridor, it will be important to reinforce the City's goal that development honors the legacy of the area and preserves the historic character of the surrounding neighborhood.

#### **Recommendations:**

- Encourage the retention and preservation of existing historic buildings when possible. For new construction, ensure that design is compatible with the scale and character of surrounding historic streetscapes and neighborhoods. *Responsibilities: DPCD/SHC, Planning Board*

### **Environmental Review**

The SHC has been involved in many development proposals through the Federal Section 106 and State Chapter 254 Review processes, including the redevelopment of the Footprint power plant at Salem Harbor, the Essex County Court buildings, and the Old Salem Jail. As part of the environmental review process for the City's CDBG program, the City continues to utilize a Programmatic Agreement with Massachusetts Historical Commission that includes provisions regarding historic preservation objectives. Through this agreement, CDBG-funded projects are reviewed for impact on historic resources and the SHC is asked to comment on those activities. For buildings listed or eligible for listing on the National Register, the City will not approve vinyl replacement windows or siding for projects funded under its Housing Rehabilitation Program. Historic preservation, when related to code compliance, housing quality standards, handicapped accessibility and/or lead hazard abatement, is encouraged.

#### **Recommendations:**

- Identify training opportunities for SHC members and staff on Section 106 and Chapter 254 review processes in order to learn how to be more effective. *Responsibilities: DPCD/SHC, SHC*
- Continue SHC involvement in the Section 106 and Chapter 254 review processes to ensure that no adverse impacts will occur on local historic or archaeological resources listed in the National or State Registers. *Responsibilities: DPCD/SHC, SHC*
- Continue the City review policy for the CDBG-funded activities, including the Housing Rehabilitation Program, and request comment from the SHC when applicable. *Responsibilities: DPCD/SHC*

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## **Preservation and Management of City-Owned Historic Resources**

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### **City-Owned Historic Buildings**

The City of Salem's inventory of municipally-owned historic properties is impressive and includes some of the community's most iconic buildings and landscapes. The City has generally been a good steward of its historic buildings, parks, and cemeteries, culminating in the recent restoration of City Hall and the Choate Statue and ongoing projects at the North Fire Station, Salem Common and Old Town Hall. The City is also in the process of repairs at Fort Pickering, Charter Street Burial Ground, Salem Public Library and the Dickson Memorial Chapel at Greenlawn Cemetery and has utilized caretaker programs to initiate repairs and restoration at two previously vacant properties. Despite these efforts, there are still City buildings, structures, objects and landscapes in need of restoration and prioritizing and funding this work was one of the most pressing concerns identified by the City, its preservation partners, and attendees at community meetings during the preparation of this Plan.

Developing ongoing maintenance procedures at City sites and designating maintenance funds within the City budget would help to prevent future emergency situations at City properties. Instituting a capital improvements program and continuing to seek CPA funding and preservation grants for restoration projects will also be important. To ensure that restoration efforts respect a building's architectural integrity, the City could establish formal procedures to require historically appropriate preservation of

municipal resources and institute a regular, formal role for the Salem Historical Commission to review and comment on projects that affect City-owned historic resources.



Once restoration is complete, it will be important to develop long-term maintenance plans to ensure that restored resources receive regular maintenance to protect these valuable assets. The City's 1998 Historic Preservation Maintenance Plan remains a good source of information for general preservation guidelines at each of the City's properties, but this document is almost 20 years old and should be reviewed and updated as appropriate. Deteriorated conditions remain at several historic properties identified in the Plan and in some instances, conditions have worsened. At some City properties, such as Pioneer Village

and Mack Park, site improvements are also needed to improve the visual appearance of the site, maintain the resource's visibility to the public, and address erosion and flooding concerns. New signage is also needed at many City sites and fencing and security systems may be warranted to deter vandalism. Climate change impacts and natural disasters are also a concern at City-owned sites, particularly those located along the coastline.

As stated earlier, the Peabody Essex Museum, the House of Seven Gables and the National Park Service are engaged in capital improvements projects that could serve as models for the City for prioritizing, managing, and funding its own restoration projects. These organizations are developing innovative techniques for restoration, interpretation, and public access at their historic buildings, which could assist the City with restoration efforts at its own historic buildings.

#### **Recommendations:**

- Seek National Register listing for all applicable City-owned resources to make resource eligible to seek historic preservation grant funds. *Responsibilities: DPCD/SHC (See earlier recommendation)*
- Identify opportunities to improve visual appearance of historic properties. This could include the relocation of trash receptacles away from primary views of resource, installation of new signage, and repairs and/or replacement of existing fencing. *Responsibilities: DPCD/SHC, Public Properties*
- Address needs for improved security measures at City-owned historic properties. *Responsibilities: DPCD/SHC, Public Properties*
- Review the City's 1998 Maintenance Plan and all individual property reports and update recommended actions as necessary. Use updated recommendations as basis for establishing priorities for restoration and repair needs through a Capital Improvements Plan. *Responsibilities: DPCD/SHC, Public Properties, Open Space/Cemeteries/Shade Tree*

- As each City building, park and cemetery is restored, develop long-term maintenance plans to protect the public investment and prevent serious deterioration in the future. *Responsibilities: DPCD/SHC, Public Properties, Cemetery/Shade Tree/Open Space*
- Establish a formal City policy that historic public buildings will be maintained and preserved in keeping with the Secretary of the Interior Standards for Historic Preservation. *Responsibilities: SHC, Public Properties (with approval by City Council)*
- Ensure that maintenance procedures do not damage resources at City parks, cemeteries and burial grounds. *Responsibilities: Open Space/Cemeteries/Shade Tree Park Recreation & Community Services*
- Establish a formal policy that the SHC will review any proposed work on City-owned historic resources, including historic buildings, structures, landscapes and burial grounds, and participate in any plans for change in ownership or use. The Commission should be notified prior to any work beginning on an historic property. Review by MHC and NPS may also be required should work involve any State or Federal funding, permits, or licenses. *Responsibilities: DPCD/SHC, SHC, Public Properties, Open Space/Cemeteries/Shade Tree, Park Recreation & Community Services*
- For vacant, underused or deteriorated City-owned properties, such as historic structures at the City's parks, commission individual reports that include plans for stabilization and restoration as well as plans for alternate uses that would be sympathetic to long-term preservation. *Responsibilities: DPCD/SHC, Public Properties, Park Recreation & Community Services*
- For any building determined obsolete for City use, consider placing preservation restriction or other preservation protection on building before it is placed in private use. *Responsibilities: DPCD/SHC, Public Properties (with approval from City Council) See earlier recommendation.*
- Identify City-owned properties at greatest risk of damage due to sea level rise and natural disasters and develop planning strategies to protect historic resources. *Responsibilities: DPCD/SHC, SHC, Public Properties, Open Space/Cemeteries/Shade Tree, Park Recreation & Community Services*
- Continue to utilize local CPA funds for public projects and leverage these funds to solicit additional grant funding, including grant sources such as MHC's MPPF program. *Responsibilities: DPCD/SHC, Open Space/Cemeteries/Shade Tree, Park Recreation & Community Services*
- Develop a funding mechanism for Old Town Hall that would require a portion of funds raised at the property to be used specifically for property maintenance. *Responsibilities: DPCD/SHC*
- Encourage the development of Friends Groups to oversee and provide general maintenance at the City's historic parks. *Responsibilities: Open Space/Cemeteries/Shade Tree, Park Recreation & Community Services*
- Use local preservation partners, SHC, and friends groups as resources to identify innovative techniques for historic resource preservation and funding opportunities that could benefit the City. This could include sharing resources on issues such as capital improvements planning for historic assets, development of a database to prioritize and monitor restoration and maintenance projects, the use of modern technology for documenting the condition and age of historic buildings and landscapes, employing private resident caretakers for public buildings, and

utilizing student craftsmen and other restoration interns for building projects. *Responsibilities: DPCD/SHC, SHC, Public Properties, Open Space/Cemeteries/Shade Tree, Park Recreation & Community Services*

### **City-Owned Cemeteries and Burial Grounds**

Salem's historic burial grounds and cemeteries contain significant collections of important resources, including burial markers and tombs and historic fencing, buildings, and other structures. The City commissioned a planning study in 2002 to identify preservation concerns at its historic burial grounds and to prioritize restoration efforts. However, there is still a need for developing preservation guidelines to address proper maintenance procedures. This includes procedures to ensure that gravestones are not damaged by lawnmowers and other equipment and that deteriorated or damaged stones are properly conserved. Maintenance guidelines should also include procedures to protect and preserve historic settings including buildings and landscape features associated with the burial grounds. At Greenlawn Cemetery, maintenance procedures should also include the in-kind replacement of the cemetery's tree inventory. The Massachusetts Department of Conservation and Recreation's *Preservation Guidelines for Municipally Owned Historic Burial Grounds and Cemeteries* can serve as a best practices reference for the City.<sup>2</sup> Developing policies to balance public access to the city's historic burial grounds with the need to protect markers and landscape features from irreversible damage should also be considered.

Volunteers and Friends Groups can assist with efforts to preserve the City's historic burial grounds and cemeteries and local CPA funds can provide critical funding. The Director of the Witch House is currently serving as volunteer "overseer" for the Charter Street Burying Ground to initiate clean-up efforts at the property and initiate marker conservation. She has begun an inventory of broken stones and has developed a map and database identifying condition categories for each stone. CPA funds have recently been awarded for restoration of headstones and tombs, improvements to pathways and improved landscaping. A local friends group is also working closely with the DPCD and the Cemetery Department on preservation efforts at Greenlawn Cemetery, raising private funds to restore portions of the Dickson Memorial Chapel and placing interpretive signs throughout the cemetery. The site was recently listed in the National Register of Historic Places and a new map of the cemetery has been issued. The Chapel also received an award of CPA funds for restoration work.

### **Recommendations:**

- Review 2002 Burial Grounds Study and update as needed. Implement relevant recommendations from study. *Responsibilities: DPCD/SHC, Open Space/Cemeteries/Shade Tree*
- Establish priorities and funding for conservation and repair needs for monuments, structures, and landscape features at City cemeteries. *Responsibilities: Open Space/Cemeteries/Shade Tree*
- Establish landscape maintenance guidelines and procedures, including trimming and mowing, to prevent damage to stones and features from equipment. Consider training sessions for crew, both regular and seasonal. *Responsibilities: Open Space/Cemeteries/Shade Tree*

<sup>2</sup> MA Department of Conservation and Recreation, <http://www.mass.gov/eea/agencies/dcr/conservation/planning-and-resource-protection/best-management-practices.html>

- Continue efforts to conserve and restore stones and landscape features through the use of private conservation specialists. *Responsibilities: Open Space/Cemeteries/Shade Tree*
- Continue encouraging the development of Friends groups for City's cemeteries and burial grounds. *Responsibilities: Open Space/Cemeteries/Shade Tree*
- Catalogue conditions at individual cemeteries and provide information through maps and databases. *Responsibilities: DPCD/SHC, Open Space/Cemeteries/Shade Tree*
- Develop interpretational signage at city's cemeteries where there is none currently. *Responsibilities: DPCD/SHC, Open Space/Cemeteries/Shade Tree*
- Institute procedures to ensure that public access is not detrimental to historic resources. This could include roping to prevent pedestrians from travelling over burial sites and/or the installation of lighting and/or security cameras to deter vandalism. *Responsibilities: Open Space/Cemeteries/Shade Tree*

### **City-Owned Historic Parks**

Salem's public parks contain some of the City's most iconic landscapes and buildings and some of its most deteriorated historic resources, including the public bathhouse and shelters at Salem Willows Park, the entrance gates, historic house, and the closed bathroom buildings at Mack Park, the fortifications at Fort Lee and Winter Island and the recreational structures at Camp Naumkeag. Efforts to restore features at Fort Pickering on Winter Island and to repair the historic fencing at the Salem Common are ongoing. Prioritizing preservation efforts at the City's other parks and instituting preservation procedures for ongoing maintenance at these historic sites will continue to be important.

### **Recommendations:**

- Review existing conditions at City's historic parks and open spaces and establish priorities for preservation efforts. Inter-department dialogue between Parks Department and DPCD/SHC staff to identify opportunities to preserve historic landscapes and built resources. *Responsibilities: DPCD/SHC, Park Recreation & Community Services*
- Institute preservation procedures for ongoing maintenance at parks to ensure that historic resources are protected, especially since these assets are heavily used by residents and visitors. *Responsibilities: DPCD/SHC, SHC, Park Recreation & Community Services*
- As with City's public buildings, continue efforts to solicit grant funds for restoration and repair needs. *Responsibilities: DPCD/SHC, Park Recreation & Community Services*

### **Public Sidewalks and Infrastructure in Historic Areas**

Maintenance of Salem's brick sidewalks was a concern expressed by attendants at meetings held during the preparation of this Plan. Developing a clear policy on brick sidewalk repair and identifying priority areas for brick walks could help to address some of these concerns. Attendees also expressed concerns about the impact of other infrastructure improvements on historic streetscapes, including installation of new overhead lights. Currently, Salem's local historic district ordinance does not include SHC review of public works projects located within a historic district, nor does the City have a policy in place for SHC consultation for this work, although consultation does sometimes occur on an informal basis.

**Recommendations:**

- Institute clear policy that requires SHC review of any public works project that is proposed in local historic district. *Responsibilities: Public Works, DPCD/SHC, Mayor*
- Establish a consultation process for all public works projects that affect historic resources, even those outside of historic districts, either through SHC member review or discussions with SHC staff. *Responsibilities: Public Works, DPCD/SHC, Mayor*
- Establish clear policy on sidewalk repairs, especially pertaining to the city's network of brick sidewalks. This could include identifying priority areas for preservation and maintenance of brick walks. *Responsibilities: Public Works, DPCD/SHC, Mayor*
- Advise hired snow plowing contractors on the appropriate procedures for plowing on or near historic resources (i.e. Salem Common fence) and hold them responsible for damages. Likewise, advise City Public Works staff on the proper plowing procedures. *Responsibilities: Public Works*

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**Planning for Natural Disasters and Climate Change Impacts**


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Several recent emergencies at local museums highlight the vulnerability of Salem's historic resources to unexpected disasters. Rapid response by the City's fire department saved the PEM's Rope Mansion (fire) and the Gables' Visitor Center and archives (burst water pipe) from irreversible damage. Climate change could also have a significant impact on Salem's historic resources, many of which are located within close proximity to the shoreline. Rising sea levels and severe coastal storms threaten both the city's natural and built environment. The National Park Service is

engaged in efforts to identify climate-based threats to its Maritime Site and wharves and the ENHC is also engaged in climate-change planning efforts.

The City of Salem recently completed a study to examine the potential effects of climate change on Salem's resources. Expanding this planning effort to develop specific strategies to protect the city's historic buildings, structures, landscapes and collections from rising sea levels, flooding concerns and coastal storms would help to ensure that these irreplaceable assets are protected. This is particularly important for waterfront resources such as Pickering Wharf, the Willows, Pioneer Village, Winter Island, Baker Island Light, the House of The Seven Gables, and the National Park Service Salem Maritime National Historic Site. Reviewing the City's disaster preparedness protocols and maintaining a dialogue between the City, COSTEP MA and its local Cultural Triage Officer is critical to ensure that the City can respond quickly when an emergency occurs.

**Recommendations:**

- Implement recommendations set forth in the City's 2015 Climate Change Report. *Responsibilities: City of Salem (see report)*
- Work with preservation partners to identify historic resources at risk from climate change, including City-owned resources and resources at Bakers Island, the Salem Maritime Site and House of Seven Gables. *Responsibilities: DPCD/SHC, preservation partners*
- Commission a planning study that focuses specifically on Salem's historic resources most at risk from rising sea level. *Responsibilities: DPCD/SHC*
- Continue to participate in COSTEP MA and support efforts of the Local Cultural Triage Officer to prepare and respond to emergencies. DPCD/SHC staff should work with Local Officer to coordinate City staff involvement in COSTEP. *Responsibilities: DPCD/SHC*
- Review recent emergency responses to identify needed changes in protocol. *Responsibilities: DPCD/SHC, Department of Emergency Management (Fire), preservation partners*
- Include discussion of natural disaster planning at preservation partners meeting and consider hosting a regional forum on climate change and natural disaster planning for historic resources. *Responsibilities: preservation partners, DHCD/SHC, Department of Emergency Management (Fire)*

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**Funding for Historic Preservation Efforts**


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Salem's municipal staff has been very successful in soliciting grants to fund City-sponsored preservation activities. Local CPA funds have also been invaluable in restoring some of the City's most important historic resources. Continuing to seek and utilize all available funding sources will remain critical as the City struggles with limited finances and an aging building inventory. Earlier discussion in this section also identifies the need for developing a capital improvements program to prioritize regular maintenance and repairs for the City's historic buildings, parks, and cemeteries.

Funding for the restoration of privately owned historic buildings is more limited. Several Massachusetts communities are using local CPA funds to assist private property owners with their preservation efforts, including purchasing preservation restrictions to provide owners with funding for restoration work. While Salem could consider this strategy with its own local CPA funds, the City's public building needs far exceeds the funds available and the city's non-profit partners are also in need of funding for their historic properties. State and Federal historic preservation tax credits are available for owners of private income-producing properties who are undertaking restoration projects that meet certain cost thresholds and restoration requirements. Developers in Salem have utilized these tax credits to restore some of the City's most iconic landmarks, including the Salem Jail which was restored and redeveloped as residential units and a restaurant, the Joshua Ward House at 148 Washington Street in downtown Salem which is poised to open as an inn, and Classical Revival apartment buildings in the Point Neighborhood that were restored for continued use as affordable housing units. Encouraging and supporting developers who seek to utilize preservation tax credits for certified rehabilitation projects will be important.

### **Community Preservation Act**

Salem's adoption of the Community Preservation Act provides a much needed source of funding for preserving the city's historic resources. M.G.L. Chapter 44B allows communities to allocate funds to both public and private resources providing that they serve a public benefit, which is reflected in the City's category specific criteria for historic preservation projects. Since this funding source is limited and local needs far exceed the available funds, it will be important to understand the public benefit of each individual project to ensure that they best meet the CPA guidelines. This is particularly important as the City seeks to balance the restoration needs of its publicly-owned assets with the needs of historic assets owned by local non-profit groups, including historic museums, institutions, and churches. Encouraging proponents to leverage other funding sources for their restoration projects will be critical.

#### **Recommendations:**

- CPC, through its SHC representative, should work with SHC and other preservation partners to identify and prioritize historic preservation projects for CPA funding that best serve a public benefit, including both publicly-owned resources and those owned by non-profits organizations. *Responsibilities: DPCD/SHC, SHC, CPC, preservation partners*
- Require preservation restrictions for all preservation projects, private and public, funded through the City's CPA program. *Responsibilities: CPC*
- Apply for CPA funds to implement the recommendations in this plan, including recommendations relating to historic resource survey efforts and National Register nominations and restoration projects at City-owned properties. *Responsibilities: DPCD/SHC*
- Apply for grant funding from other regional, state and national programs such as those offered by the MHC, ENHC, the Metropolitan Area Planning Council (MAPC), the Massachusetts Cultural Facilities Fund, and the City's CDBG program to implement recommendations in this plan. *Responsibilities: DPCD/SHC*



## Action Plan

**Timeframe:**    *I = Immediate*                      *S = Soon (1-3 years)*                      *IM = Intermediate (3-5 years)*                      *LT = Long Term (5-10 years)*

*SHC – Salem Historical Commission*  
*PB – Planning Board*  
*P&R – Park and Recreation Department*  
*PP – Public Properties*

*DPCD – Department of Planning and Community Development*  
*CC – Cemetery Commission*  
*CPC – Community Preservation Committee*  
*HSI – Historic Salem, Inc.*

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
<b>A</b>	<b>Promoting Salem's History and Historic Resources</b>						
	<b>Educational Programming and Activities</b>						
A.1	Install neighborhood interpretive signs	DPCD	X				
A.2	Install historic district signage	DPCD/SHC	X				
A.3	Install interpretive displays at historic City-owned properties	DHCD/SHC, P&R, CC		X			
A.4	Develop historic plaques for Salem's commercial and ecclesiastical buildings	DHCD/SHC, HSI			X		
A.5	Expand City website to include interactive Salem history webpage		X				
A.6	Continue to collaborate with local preservation partners on educational programs and activities	DHCD/SHC, Partners					X
	<b>Collaboration with Salem's Preservation Partners</b>						
A.7	Institute quarterly meetings for Salem's preservation partners	Preservation Partner	X				
A.8	Establish a local online email system (listserv)	Preservation Partner		X			
A.9	Support efforts of local preservation organizations	DPCD/SHC					X
A.10	Support efforts of preservation partners to preserve their historic assets	DPCD/SHC, CPC					X
A.11	Continue efforts to collaborate with local teachers	Preservation Partners					X

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
A.12	Support HSI's ongoing educational work, including its annual Preservation Awards program and SHC to recommend nominees for awards						X
A.13	Make <i>The Salem Handbook</i> available online	HSI					
	<b>Promote the Economic Benefits of Historic Preservation</b>						
A.14	Promote correlation between historic preservation and economic development to developers and realtors in Salem	DPCD/SHC, Partners	X				
A.15	Promote economic benefits of historic preservation to historic property owners	DPCD/SHC, Partners			X		
A.16	Facilitate ongoing dialogue between preservation partners and tourism agencies to increase cultural tourism in Salem.	DHCD/SHC, Partners	X				
	<b>Integrate the Arts and Historic Preservation</b>						
A.17	Utilize City-owned buildings and properties for art and cultural events	DHCD/SHC					X
A.18	Seek opportunities for preservation groups and arts advocates to work together to promote the city's heritage.	PP, SHC, Arts Planner		X			
A.19	Conserve City's historic documents and public art collections	Arts Commission, Partners, DHCD/SHC			X		
B	<b>Identifying and Evaluating Historic Resources</b>						
	<b>Historic Resource Inventory</b>						
B.1	Document Salem's historic resources through new historic resource surveys	DPCD/SHC		X			
B.2	Utilize preservation consultants and/or interns to complete inventory forms.	DPCD/SHC					X
B.3	Update older inventory forms	DPCD/SHC		X			
B.4	Review existing geographic area codes to add additional historic areas	DPCD/SHC	X				
B.5	Provide improved links to historic resource forms on SHC webpage	DPCD/SHC	X		X		

RECOMMENDATIONS		I	S	IM	LT	Ongoing
	Primary Responsibility					
B.6	Distribute inventory forms during development review process and/or develop MACRIS training sessions for city staff	X				
B.7	Develop and maintain historic inventory information on City's GIS system and on a city-wide map of documented historic resources		X			
<b>Archaeological Resources</b>						
B.8	Develop education programs to highlight Salem's archaeological resources					X
B.9	Document archaeological sites through archaeological surveys as needed					X
<b>National Register of Historic Places (NR)</b>						
B.10	Review and expand existing National Register districts			X		
B.11	Pursue new National Register districts and individual listings					X
B.12	Pursue NR eligibility determinations and listings for City-owned historic properties					X
B.13	Pursue additional National Register listings identified in future survey efforts				X	
<b>Protecting Salem's Historic Resources and Historic Character</b>						
<b>Preservation Restrictions</b>						
C.1	Compile list of preservation restrictions and establish monitoring system	X				
C.2	Place restrictions on CPA-funded City-owned historic properties		X			
C.3	Place restrictions on unprotected City-owned significant historic properties				X	
C.4	Establish City policy to place preservation restrictions on historic buildings decommissioned by the City and placed into private ownership		X			
C.5	Encourage other public agencies and non-profit organizations to consider preservation restrictions for properties sold for private use					X

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
C.6	Promote use of preservation restrictions for private properties	DPCD/SHC, Partners					X
	<b>Salem's Municipal Preservation Efforts</b>						
	<b>SHC Member Training and Education</b>						
C.7	Fund SHC members to attend preservation trainings, workshops or conferences	SHC	X				
C.8	Participate in MHC's preservation listserve	SHC	X				
	<b>Municipal Staff Support for SHC</b>						
C.9	Expand SHC's staff position responsibilities and expertise in preservation issues		X				
	<b>Strengthen SHC Role as a Historical Commission</b>						
C.10	Clarify Commission's joint role as historical commission and historic district commission on City's website	SHC	X				
C.11	Hold annual meeting to develop a work plan and establish goals for the year	SHC					X
C.12	Encouraging SHC members to enroll in the City's existing e-mail subscriber	DPCD/SHC	X				
C.13	Discuss preservation issues, opportunities and concerns at regular DPCD staff meetings and Department head meetings	DPCD					X
C.14	Develop policy for City departments and boards to seek SHC comment on City projects affecting historic resources	Mayor	X				
C.15	Distribute inventory forms and other historic information to City boards and agencies reviewing or managing projects effecting historic resources	DPCD/SHC	X				
C.16	Discuss preservation objectives relating to the City's natural and built resources during Mayor's periodic all-board meetings	Mayor					X
C.17	Solicit grant funding and hire preservation consultants to complete local planning initiatives not undertaken by staff or Commission members	DPCD					X

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
	<b>Strengthen Salem's Historic Preservation Ordinances</b>						
	<b>Demolition Delay Ordinance</b>						
C:18	Review and update demolition delay ordinance	SHC (requires approval from City Council)		X			
C:19	Institute fee for demolition delay applications to provide funding source to hire professionals to assess structural integrity of threatened buildings	DPCD/SHC (requires approval from City Council)		X			
	<b>Local Historic District Ordinance</b>						
C:20	Utilize technology and social media to inform residents about historic district regulations and promote preservation efforts	DPCD/SHC			X		
C:21	Improve SHC webpage to make more user-friendly and interactive	DPCD/SHC			X		
C:22	Install historic district signage	DPCD/SHC		X			
C:23	Educate local realtors about historic designations	DPCD/SHC		X			
C:24	Strengthen LHD review process	DPCD/SHC (requires approval from City Council)	X				
C:25	Impose fines for violations in LHD	DPCD/SHC (requires approval from City Council)	X				
C:26	Review McIntire District regulations to consider revisions to add visibility from Bridge Street in the Commission's jurisdiction	SHC	X				
C:27	Review applications and visit each site prior to public hearing	SHC	X				
C:28	Assign each board member a geographical area to check monthly for violations	DPCD/SHC, SHC	X				
C:29	Formalize process to review approved projects once work is completed	DPCD/SHC, SHC		X			
	<b>Expand Existing and Designate New Local Historic Districts</b>						
C:30	Promote benefits of historic district designations to residents and officials	DPCD/SHC, Partners		X			

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
C.31	Consider and promote expansion of existing local historic districts	DPCD/SHC		X			
C.32	Consider and promote designation of new local historic districts	DPCD/SHC		X			
	<b>Other Tools for Consideration</b>						
	<b>Demolition by Neglect Ordinance</b>						
C.33	Establish a Minimum Maintenance and Demolition by Neglect Ordinance	DPCD/SHC		X			
	<b>Single Building Local Historic Districts (LHD)</b>						
C.34	Use single building LHD designation for threatened resources	DPCD/SHC		X			
	<b>Neighborhood Preservation Districts (NPD)</b>						
C.35	Promote NPDs to neighborhood groups, property owners, and City officials	DPCD/SHC, Partners, Neighborhood Assoc.			X		
C.36	Adopt a general NPD ordinance	DPCD/SHC, City Solicitor, approved by City Council			X		
	<b>Integrate Historic Preservation Objectives into Salem's Zoning Ordinance and Development Review Process</b>						
C.37	Strengthen Carriage House ordinance	DPCD/SHC			X		
C.38	Consider other zoning incentives to encourage preservation of city's historic resources, particularly resources at risk	DPCD/SHC			X		
C.39	Incorporate preservation objectives into development review process when possible	DPCD/SHC			X		
C.40	Develop a preservation checklist for City boards and commissions	DPCD/SHC		X			
C.41	Engage and inform developers about historic preservation objectives	DPCD					X

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
<b>Communication Between City Boards, Commissions, and Departments</b>							
C.42	Institute an agenda sharing process for all City review boards and distribute inventory forms and other historic information	DPCD/SHC	X				
C.43	Continue SHC involvement in reviewing public projects to determine potential impacts on Salem's historic character	DPCD/SHC					X
C.44	Institute SHC comment on private projects receiving city funds, permits or any ordinance affecting inventoried, state register-listed or archaeological resources	DPCD/SHC	X				
C.45	Ensure that all board approvals be given appropriate consideration	DPCD/SHC	X				
C.46	Ensure that SHC stays abreast of project reviews before other City agencies and submits comments, as necessary	DPCD/SHC	X				
C.47	Develop strategies to encourage preservation of at-risk historic resources	DPCD/SHC, Partners		X			
<b>One Stop Meetings</b>							
C.48	Institute policy that DPCD/SHC staff will attend all One Stop meetings for projects located in an historic area or neighborhood	DPCD/SHC	X				
<b>Site Plan Review</b>							
C.49	Include DPCD/SHC staff on the routing of project plans	DPCD/SHC	X				
C.50	Incorporate language in site plan review for compatibility with historic context	DPCD/SHC				X	
<b>Special Permit and Variances</b>							
C.51	Review existing zoning ordinance to identify potential conflicts between regulations and the preservation of the city's historic character.	DPCD/SHC		X			
C.52	Distribute inventory forms for special permit and variance packets	DPCD/SHC	X				
<b>Urban Renewal Area</b>							
C.53	Institute a preservation checklist for use during development review	DPCD/SHC	X				

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
C.54	Institute policy for SHC attendance at DRB/SRA meetings or submission of comments for development projects	DPCD/SHC, SHC	X				
C.55	Engage downtown property owners and local preservation partners on downtown preservation efforts	DPCD/SHC, SRA					X
C.56	Continue to use <i>Commercial Design Guidelines</i>	DPCD/SHC, SRA					X
<b>Entrance Corridor Overlay Districts</b>							
C.57	Use existing design guidelines for entrance corridor overlay districts	DPCD/SHC, PB					X
C.58	Review EOCD regulations to incorporate protection of historic resources, streetscapes and neighborhoods when possible	DPCD/SHC			X		
<b>North River Canal Corridor</b>							
C.59	Retain and preserve existing historic buildings when possible and ensure new construction is compatible with scale and character of surrounding historic streetscapes and neighborhood	DPCD/SHC, PB					X
<b>Environmental Review</b>							
C.60	Engage in SHC training on Section 106 and Chapter 254 review process	DPCD/SHC, SHC		X			
C.61	Continue involvement in the Section 106 and Chapter 254 review processes	DPCD/SHC, SHC					X
C.62	Continue CDBG historic preservation policies and request SHC comment when applicable	DPCD/SHC					X
D	<b>PRESERVATION AND MANAGEMENT OF HISTORIC CITY-OWNED RESOURCES</b>						
<b>City-Owned Historic Buildings</b>							
D.1	Improve visual appearance of City-owned historic properties	DPCD/SHC, PP		X			
D.2	Address security measures at City-owned historic properties	DPCD/SHC, PP		X			

RECOMMENDATIONS		I	S	IM	LT	Ongoing
		Primary Responsibility				
D.3	Review <u>1998 Maintenance Plan</u> and individual property reports and update recommended actions as necessary. Use updated recommendations to establish restoration and repair priorities through Capital Improvements Plan	DPCD/SHC, PP, Open Space/Cemeteries/Shade Tree	X			
D.4	Develop long-term maintenance plans for restored City-owned historic buildings, cemeteries and monuments.	DPCD/SHC, PP, OS/Cemetery/Shade Tree	X			
D.5	Establish City policy to preserve and maintain historic public buildings in keeping with the Secretary of the Interior Standards for Historic Preservation	SHC, PP (with approval by City Council)	X			
D.6	Ensure that regular maintenance procedures do not damage resources at City parks, cemeteries and burial grounds.	OS/Cemeteries/Shade Tree, P&R	X			
D.7	Establish formal policy for SHC to review proposed work on City-owned historic resources	DPCD/SHC, SHC, PP, OS/Cemeteries/Shade Tree, P&R	X			
D.8	Commission individual reports for City-owned vacant, underused or deteriorated properties	DPCD/SHC, PP, P&R Services		X		
D.9	Place preservation restrictions on historic public buildings determined obsolete for City use	DPCD/SHC, PP (with approval from City Council)		X		
D.10	Identify City-owned properties at greatest risk of damage from climate change and develop planning strategies to protect historic resources	DPCD/SHC, SHC, PP, OS/Cemeteries/Tree, P&R	X			
D.11	Continue to utilize local CPA funds for public projects and leverage these funds to solicit additional grant funding	DPCD/SHC, OS/Cemeteries/Tree, P&R				X
D.12	Develop a funding mechanism for Old Town Hall to require a portion of funds raised at the property to be used specifically for property maintenance	DPCD/SHC	X			
D.13	Develop additional Friends Groups to oversee and provide general maintenance at the City's historic parks	OS/Cemeteries/Tree, P&R				X
D.14	Identify funding opportunities and innovative techniques for historic resource preservation	DPCD/SHC, SHC, PP, OS/Cemeteries/Tree, P&R	X			

RECOMMENDATIONS		Primary Responsibility	I	S	IM	LT	Ongoing
Cemeteries and Burial Grounds							
D.15	Review previous Burial Grounds Study and update as needed	DPCD/SHC, OS/Cem/Tree	X				
D.16	Establish priorities and funding for conservation and repair needs	OS/Cemeteries/Tree			X		
D.17	Establish landscape maintenance guidelines and procedures and consider training sessions for crew	OS/Cemeteries/Tree			X		
D.18	Conserve and restore stones and landscape features through private conservation specialists	OS/Cemeteries/Tree					X
D.19	Develop Friends groups for city’s cemeteries and burial grounds	OS/Cemeteries/Tree					X
D.20	Catalogue conditions at individual cemeteries and provide information through maps and databases	DPCD/SHC, OS/Cemeteries/Tree			X		
D.21	Develop interpretational signage at city’s cemeteries	DPCD/SHC, OS/Cem/Tree			X		
D.22	Institute procedures to ensure public access is not detrimental to resources	OS/Cemeteries/Tree		X			
City-Owned Parks							
D.23	Review existing conditions at City’s historic parks and open spaces and establish priorities for preservation efforts	DPCD/SHC, P&R		X			
D.24	Institute preservation procedures for ongoing maintenance at parks	DPCD/SHC, SHC, P&R		X			
D.25	Solicit grant funds for restoration and repair needs	DPCD/SHC, P&R					X
Public Sidewalks and Infrastructure in Historic Areas							
D.26	Institute policy for SHC review of public works projects in local historic districts	Public Works, DPCD/SHC, Mayor		X			
D.27	Establish SHC consultation process for public works projects that affect historic resources, even those outside of historic districts	Public Works, DPCD/SHC, Mayor		X			

RECOMMENDATIONS		I	S	IM	LT	Ongoing
		Primary Responsibility				
D.28	Establish policy on sidewalk repairs, including priority areas for preservation and maintenance of brick walks	Public Works, DP/CD/SHC, Mayor	X			
D.29	Advise hired snow plowing contractors and Public Works staff on appropriate procedures for plowing on or near historic resources	Public Works				X
E	<b>PLANNING FOR NATURAL DISASTERS AND CLIMATE CHANGE IMPACTS</b>					
	Implement recommendations set forth in the City's 2015 Climate Change Report	DP/CD/SHC	X			
E.1	Identify historic resources at risk from climate change	DP/CD/SHC, Partners	X			
E.2	Commission study for historic resources most at risk from climate change	DP/CD/SHC	X			
E.3	Continue to participate in COSTEP and support efforts of Local Cultural Triage Officer to prepare and respond to emergencies	DP/CD/SHC, Partners				X
E.4	Review recent emergency responses to identify needed changes in protocol	DP/CD/SHC, Emergency Management (Fire), Partners	X			
E.5	Discuss disaster planning at preservation partners meeting and host regional forum on climate change and natural disaster planning for historic resources	DP/CD/SHC, Emergency Management (Fire), Partners				X
F	<b>FUNDING FOR HISTORIC PRESERVATION</b>					
F.1	Identify and prioritize historic preservation projects for CPA funding that best serve a public benefit	CPC, DP/CD/SHC, SHC, Partners				X
F.2	Require preservation restrictions for all preservation projects, private and public, funded through CPA program	CPC	X			
F.3	Apply for CPA funds to implement the recommendations in this plan	DP/CD/SHC	X			
F.4	Apply for grant funding from other regional, state and national programs to implement recommendations in this plan	DP/CD/SHC	X			



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## Appendix

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## Studies on the Economic Benefits of Historic Preservation

- ❖ *Economics and Historic Preservation: A Guide and Review of the Literature*. Randall Mason, paper prepared for the Brookings Institution, September 2005. (<http://brookings.edu>)
- ❖ *Economic Impacts of Historic Preservation in Massachusetts*, Massachusetts Historical Commission, May 2002. (<http://www.sec.state.ma.us>)
- ❖ *Measuring Economic Impacts of Historic Preservation*. Donovan R. Rypkema and Caroline Chung for Advisory Council on Historic Preservation, November 2011, Second Ed. September 2013. (<http://achp.gov/economic-statewide>)
- ❖ *Measuring the Economics of Preservation: Recent Findings*. Advisory Council on Historic Preservation, June 2011.
- ❖ *The Economics of Historic Preservation: A Community Leader's Guide*. Donovan Rypkema, 2011.

The Advisory Council on Historic Preservation's website (<http://achp.gov/economic-statewide>) includes links to studies documenting the economic benefits of historic preservation activities in individual states:

Arkansas	Iowa	Missouri	N. Carolina	Texas
Colorado	Kentucky	Nebraska	Oklahoma	Utah
Connecticut	Maryland	New Jersey	Pennsylvania	Washington
Florida	Massachusetts	New Mexico	S. Carolina	West Virginia
Georgia	Michigan	New York	Tennessee	

The City of Lafayette, Indiana website highlights 12 Economic Benefits of Historic Preservation ([www.lafayette.in.gov/190/12-Economic-Benefits-of-Historic-Preserv](http://www.lafayette.in.gov/190/12-Economic-Benefits-of-Historic-Preserv))

### 12 Economic Benefits of Historic Preservation

1. Rehab costs are roughly same as new construction
2. Historic Preservation creates jobs
3. Historic Preservation increases property values
4. Historic Preservation conserves resources
5. Historic Preservation uses existing public investments
6. Historic Preservation supports small businesses
7. Historic Preservation revitalizes Main Street
8. Historic Preservation attracts investment
9. Historic Preservation attracts visitors
10. Historic Preservation prevents sprawl
11. Historic Preservation creates affordable housing
12. Historic Preservation is good economic development

Salem Historic Preservation Plan Update 2015

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## Historic Preservation Funding Programs

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### MASSACHUSETTS PROGRAMS

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#### ***Massachusetts Historical Commission (<http://www.sec.state.ma.us/mhc>)***

**Massachusetts Preservation Projects Fund (MPPF)** is a competitive matching grant program for municipal and non-profit organizations for pre-development and construction costs.

**Survey and Planning Grant Programs (S & P)** is a competitive matching grant program for preservation planning projects, including historic resource surveys, National Register nominations, and educational outreach programs. A portion of the annual funds are specifically distributed to Certified Local Government (CLG) programs.

#### ***Massachusetts Humanities (<http://www.masshumanities.org>)***

**Project Grants** program supports public programming in the humanities in Massachusetts, including film-, lecture-, reading-, and discussion series; exhibits; media pre-production and distribution; and other public activities. Standard maximum award is \$5,000.

**Local History Grants** is a small grant program for small historical organizations with a record of presenting interpretive programs to the public. This includes the Research Inventory Grant (max. \$1,500) and the Scholar in Residence Grant (max. \$3,000).

**Public Squared Challenge Grant** is an annual grant supporting the collaborative efforts of two or more organizations to create interactive, face-to-face public programs addressing the thematic initiative, Negotiating the Social Contract. The maximum award is \$25,000: \$15,000 in outright funds and a \$10,000 challenge portion.

#### ***Massachusetts Cultural Council (<http://www.massculturalcouncil.org>)***

**Adams Arts Program** is a matching grant program that offers funds for projects related to Creative Economy initiatives, including downtown revitalization and cultural tourism.

#### **Massachusetts Cultural Facilities Fund**

This program provides matching Capital Grants to promote the acquisition, design, repair, rehabilitation, renovation, expansion, or construction of nonprofit cultural facilities in Massachusetts.

#### ***Boston Foundation for Architecture (<http://www.bfagrants.org/grants.html>)***

Provides grants for community-based public education programs, exhibitions and tours, in-school educational programs, conferences, lectures, symposiums and other community activities related to planning, design, and the built environment in Massachusetts.

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## NATIONAL PROGRAMS

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### **National Park Service (<http://www.nps.gov/preservation-grants>)**

*Note: The following grant programs are authorized but are not currently funded as of November 2015.*

**Save America's Treasures Grant** is a collaborative effort between the Park Service and the American Architectural Foundation to preserve nationally significant historic properties and collections.

**Preserve America Grants** is a competitive matching grant program to fund designated Preserve America Communities to support preservation efforts through heritage tourism, education and historic preservation planning.

### **National Endowment for the Humanities (<http://www.neh.gov/grants/preservation/preservation-assistance-grants-smaller-institutions>)**

**Preservation Assistance Grants** assist small and mid-sized institutions—such as libraries, museums, historical societies, archival repositories, cultural organizations, and town and county records offices—improve their ability to preserve and care for their significant humanities collections. These may include special collections of books and journals, archives and manuscripts, prints and photographs, moving images, sound recordings, architectural and cartographic records, decorative and fine art objects, textiles, archaeological and ethnographic artifacts, furniture, historical objects, and digital materials.

### **National Trust for Historic Preservation - <[www.PreservationNation.org](http://www.PreservationNation.org)>**

*Note: The following National Trust Programs are available only for Forum members and National Main Street Network members*

**Johanna Favrot Fund for Historic Preservation** provides matching grants to non-profit and public agencies for projects that contribute to preservation or recapture an authentic sense of place. Funds may be used for professional services, conferences, workshops, and education programs. Grants range from \$2,500 to \$10,000 with approximately \$50,000 awarded each year.

**Preservation Funds** provide matching grants to nonprofit and public agencies for planning and educational efforts.

**The Cynthia Woods Mitchell Fund for Historic Interiors** is a highly competitive program that provides matching grants to nonprofit organizations and public agencies to assist in planning for the preservation, restoration, and interpretation of historic interiors. Grants range from \$2,500 to \$10,000.

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## Historic Tax Incentives

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### **Massachusetts Historic Rehabilitation Tax Credit Program (MHRTC)**

Under this program, a certified rehabilitation project on an income-producing property is eligible to receive up to 20% of the cost of certified rehabilitation expenditures in state tax credits.

**Federal Historic Preservation Tax Incentives Program**

This program provides a 20% income tax credit for the rehabilitation of historic, income-producing buildings that are determined by the Secretary of the Interior, through the National Park Service, to be “certified historic structures”. The State Historic Preservation Office and the Park Service review project work to ensure compliance with the Secretary of the Interior’s Standards for Rehabilitation.

## SAMPLE DEMOLITION DELAY BYLAW – AGE BASED

*This bylaw can be emailed to you by contacting the Massachusetts Historical Commission.*

*This bylaw should be passed as a General Bylaw, not a Zoning Bylaw.*

*This bylaw is for a twelve month delay period as recommended by the Massachusetts Historical Commission. However, most demolition delay bylaws in Massachusetts are for six months.*

*Consult with your municipal legal counsel regarding this sample bylaw.*

*Consult with your municipal legal counsel regarding the use of non-criminal compliance as an enforcement provision for this bylaw.*

*For more information on demolition delay bylaws including a map of municipalities with demolition delay, contact the Massachusetts Historical Commission at (617) 727-8470 or by email at [Christopher.Skelly@state.ma.us](mailto:Christopher.Skelly@state.ma.us).*

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### **Title of Bylaw**

The Preservation of Historically Significant Buildings

### **Intent and Purpose**

This by-law is enacted for the purpose of preserving and protecting significant buildings within the Town which constitute or reflect distinctive features of the architectural, cultural, economic, political or social history of the town and to limit the detrimental effect of demolition on the character of the town. Through this bylaw, owners of preferably preserved buildings are encouraged to seek out alternative options that will preserve, rehabilitate or restore such buildings and residents of the town are alerted to impending demolitions of significant buildings. By preserving and protecting significant buildings, streetscapes and neighborhoods, this bylaw promotes the public welfare by making the town a more attractive and desirable place in which to live and work. To achieve these purposes the Historical Commission is authorized to advise the Building Inspector with

respect to demolition permit applications. The issuance of demolition permits is regulated as provided by this by-law.

**Definitions**

**APPLICANT**-Any person or entity who files an application for a demolition permit. If the applicant is not the owner of the premises upon which the building is situated, the owner must indicate on or with the application his/her assent to the filing of the application.

**APPLICATION**-An application for the demolition of a building.

**BUILDING**-Any combination of materials forming a shelter for persons, animals, or property.

**BUILDING COMMISSIONER** - The person occupying the office of Building Commissioner or otherwise authorized to issue demolition permits.

**COMMISSION** – The [name of town] Historical Commission or its designee.

**DEMOLITION**-Any act of pulling down, destroying, removing, dismantling or razing a building or commencing the work of total or substantial destruction with the intent of completing the same.

**DEMOLITION PERMIT** - The building permit issued by the Building Inspector for a demolition of a building, excluding a building permit issued solely for the demolition of the interior of a building.

**PREFERABLY PRESERVED** - Any significant building which the Commission determines, following a public hearing, that it is in the public interest to be preserved rather than demolished. A preferably preserved building is subject to the twelve month demolition delay period of this bylaw.

**SIGNIFICANT BUILDING** – Any building within the town (city) which is in whole or in part fifty years or more old and which has been determined by the Commission or its designee to be significant based on any of the following criteria:

The Building is listed on, or is within an area listed on, the National Register of Historic Places; or

The Building has been found eligible for the National Register of Historic Places;  
or

The Building is importantly associated with one or more historic persons or events,  
or with the broad architectural, cultural, political, economic or social history of the  
Town or the Commonwealth; or

The Building is historically or architecturally important (in terms of period, style,  
method of building construction or association with a recognized architect or  
builder) either by itself or in the context of a group of buildings.

### **Procedure**

No demolition permit for a building which is in whole or in part fifty years or more  
old shall be issued without following the provisions of this bylaw. If a building is  
of unknown age, it shall be assumed that the building is over 50 years old for the  
purposes of this bylaw.

An applicant proposing to demolish a building subject to this bylaw shall file with  
the Building Commissioner an application containing the following information:

The address of the building to be demolished.

The owner's name, address and telephone number.

A description of the building.

The reason for requesting a demolition permit.

A brief description of the proposed reuse, reconstruction or replacement.

A photograph or photograph(s) of the building.

The Building Commissioner shall within seven days forward a copy of the  
application to the Commission. The Commission shall within fifteen days after  
receipt of the application, make a written determination of whether the building is  
significant.

Upon determination by the Commission that the building is not significant, the  
Commission shall so notify the Building Commissioner and applicant in writing.  
The Building Commissioner may then issue the demolition permit.

Upon determination by the Commission that the building is significant, the Commission shall so notify the Building Commissioner and the applicant in writing. No demolition permit may be issued at this time. If the Commission does not notify the Building Commissioner within fifteen days of receipt of the application, the Building Commissioner may proceed to issue the demolition permit.

If the Commission finds that the building is significant, it shall hold a public hearing within thirty days of the written notification to the Building Commissioner. Public notice of the time, place and purpose of the hearing shall be posted in a conspicuous place in town hall for a period of not less than seven days prior to the date of said hearing and the applicant and the building inspector shall be notified in writing of the meeting time and place.

The Commission shall decide at the public hearing or within fourteen days after the public hearing whether the building should be preferably preserved. If agreed to in writing by the applicant, the determination of the Commission may be postponed.

If the Commission determines that the building is not preferably preserved, the Commission shall so notify the Building Commissioner and applicant in writing. The Building Commissioner may then issue the demolition permit.

If the Commission determines that the building is preferably preserved, the Commission shall notify the Building Commissioner and applicant in writing. No demolition permit may then be issued for a period of twelve months from the date of the determination unless otherwise agreed to by the Commission. If the Commission does not so notify the Building Commissioner in writing within twenty one days of the public hearing, the Building Commissioner may issue the demolition permit.

Upon a determination by the Commission that any building which is the subject of an application is a preferably preserved building, no building permit for new construction or alterations on the premises shall be issued for a period of twelve months from the date of the determination unless otherwise agreed to by the Commission.

No permit for demolition of a building determined to be a preferably preserved building shall be granted until all plans for future use and development of the site

have been filed with the Building Commissioner and have found to comply with all laws pertaining to the issuance of a building permit or if for a parking lot, a certificate of occupancy for that site. All approvals necessary for the issuance of such building permit or certificate of occupancy including without limitation any necessary zoning variances or special permits, must be granted and all appeals from the granting of such approvals must be concluded, prior to the issuance of a demolition permit under this section.

The Building Commissioner may issue a demolition permit or a building permit for a preferably preserved building within the twelve months if the Commission notifies the Building Commissioner in writing that the Commission finds that the intent and purpose of this bylaw is served even with the issuance of the demolition permit or the building permit.

Following the twelve month delay period, the Building Commissioner may issue the demolition permit.

### **Administration**

The Commission may adopt such rules and regulations as are necessary to administer the terms of this bylaw.

The Commission is authorized to adopt a schedule of reasonable fees to cover the costs associated with the administration of this bylaw.

The Commission may delegate authority to make initial determinations of significance to one or more members of the Commission or to a municipal employee.

The Commission may pro-actively develop a list of significant buildings that will be subject to this bylaw. Buildings proposed for the significant building list shall be added following a public hearing.

### **Emergency Demolition**

If after an inspection, the Building Commissioner finds that a building subject to this bylaw is found to pose an immediate threat to public health or safety due to its deteriorated condition and that there is no reasonable alternative to the immediate demolition of the building or structure, then the Building Commissioner may issue an emergency demolition permit to the owner of the building or structure. The Building Commissioner shall then prepare a report explaining the condition of the

building and the basis for his decision which shall be forwarded to the Commission.

### **Enforcement and Remedies**

The Commission and/or the Building Commissioner are each specifically authorized to institute any and all actions and proceedings, in law or equity, as they may deem necessary and appropriate to obtain compliance with the requirements of this by-law or to prevent a threatened violation thereof.

Any owner of a building subject to this bylaw that demolished the building without first obtaining a demolition permit in accordance with the provisions of this bylaw shall be subject to a fine of not more than Three Hundred Dollars. Each day the violation exists shall constitute a separate offense until a faithful restoration of the demolished building is completed or unless otherwise agreed to by the Commission.

If a building subject to this bylaw is demolished without first obtaining a demolition permit, no building permit shall be issued for a period of two years from the date of the demolition on the subject parcel of land or any adjoining parcels of land under common ownership and control unless the building permit is for the faithful restoration referred to above or unless otherwise agreed to by the Commission.

### **Historic District Act**

Following a determination that the building is significant and preferably preserved, the Commission may recommend to town meeting that the building be protected through the provisions of Massachusetts General Law, Chapter 40C, the Historic Districts Act. The steps required under M.G.L. Chapter 40C shall be followed prior to the establishment of a local historic district. Nothing in this by-law shall be deemed to conflict with the provisions of the Historic District Act, Massachusetts General Laws Chapter 40C. If any of the provisions of this by-law do so conflict, that act shall prevail.

### **Severability**

In case any section, paragraph or part of this by-law be for any reason declared invalid or unconstitutional by any court, every other section, paragraph, and part shall continue in full force and effect.

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## Community Awareness and Participation

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During the second phase of this project, the City sought public input on current issues and opportunities affecting Salem's historic resources. This input was gained through a variety of methods, including individual interviews, attendance at board meetings, a stakeholder focus group and a community meeting.

The City's consultant conducted individual interviews with many of Salem's preservation groups to identify both specific organizational concerns and general concerns regarding the city's historic resources. Interviews were conducted with:

Destination Salem  
Historic New England  
Historic Salem, Inc.  
House of Seven Gables

Peabody Essex Museum  
Salem Main Streets  
Salem Maritime Site/NPS  
Salem Partnership

In addition, the Consultant attended meetings of the Salem Historical Commission and Historic Salem Inc.'s Preservation Committee. Historic Salem prepared several comment letters identifying specific concerns for incorporation into this Plan. (See HSI letters in Appendix) The consultant also met with City staff, including staff for the Planning Board, Zoning Board of Appeals, Conservation Commission and Redevelopment Authority to discuss Salem's development review process.

During these interviews, several common concerns emerged:

- The need for ongoing communication between Salem's preservation groups;
- The need for better promotion on the benefits of historic preservation, including the economic benefits of preservation;
- The need for further documentation and protection of Salem's historic resources, especially in underrepresented areas;
- The need to plan for climate-based threats to Salem's historic resources;
- The need for prioritizing, funding, and implementing restoration efforts for the City's historic public assets;
- The need for regular, ongoing maintenance at the City's historic properties; and
- The need for better incorporation of historic preservation objectives in the development review process.

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### Focus Group

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After the interviews, the City hosted a focus group meeting for local stakeholders, including representatives from Salem's preservation, tourism, economic development, and neighborhood groups. During this meeting, attendees participated in a SWOT exercise to identify strengths, weaknesses,

opportunities, and threats pertaining to Salem’s historic resources. Attendees at this meeting included representatives from:

Chamber of Commerce  
Essex National Heritage Commission  
Hamilton Hall  
Historic New England  
Historic Salem, Inc.  
House of Seven Gables

National Park Service  
Pickering House  
Salem Athenaeum  
Salem Common Association  
Salem Neighborhood Alliance  
Salem State University

Focus Group attendees identified the following strengths, weaknesses, opportunities and threats:

### **Strengths**

Salem is the historic & cultural center of the North Shore. The city’s active organizations, many having been in existence for many years, contribute to the community’s overall vibrancy. These include both public and non-profit organizations and churches, museums, and art groups. The city hosts a major museum, university, health center, and the National Park Service all located within a compact walkable area. Attendees also noted that Salem’s public and private architecture is unparalleled. In addition, the city boasts numerous historic intact neighborhoods, a beautiful waterfront, historic active green spaces, including cemeteries, parks and the Salem Common. Brick sidewalks, found throughout the community, an extensive inventory of street trees contribute to city’s character. Salem’s history is varied with many stories to be told and its cultural diversity extends back centuries. And finally, attendees expressed the important role that the recently adopted Community Preservation Act will play in efforts to preserve Salem’s historic resources.

### **Weaknesses**

Salem’s lack of public awareness, documentation and protections for its historic resources, including its brick sidewalks, threatens these important assets. Salem over-celebrates “witches”, while under-celebrating its history. Limited communication and collaboration between the city’s non-profits preservation organizations was also cited as a current weakness. Attendees expressed particular concern about the City’s historic public buildings, noting a lack of preservation standards and funding for preservation efforts at historic public sites. They also expressed concern that the City’s current rules and regulations hinder preservation efforts in regards to development. The City needs to develop a holistic approach to streetscape design and infrastructure improvements to highlight historic streets and neighborhoods like on North Street. Other noted weaknesses included a lack of connectivity between Salem’s historic sites, a need for better pedestrian and bicycle access to sites through improvements to bike paths and walkways, particularly within new developments. Attendees also expressed a lack of understanding of how public art it can fit in, enhance, and highlight the city and its historic assets.

### **Opportunities**

Attendees noted that Salem has the opportunity to learn from its past, such as the negative impacts of demolition through urban renewal efforts of the 1960s. The City also has the opportunity to encourage owners and developers to appreciate the city's history and resources and to encourage better new architecture and preservation of existing buildings through tax credits. Salem has significant anniversaries coming up that can be opportunities to celebrate local history and plan for future preservation efforts. City can engage next generation of immigrants and youth to be stewards of Salem's history through existing projects at Gables and ENHC (Salem at Sea – how to build upon, good model to expand), local history curriculum in the schools, through city's museums, and through ELA training. Other existing training programs (see Holyoke) can serve as models for Salem. Attendees noted that the PEM has re-engaged in preservation activities for its historic buildings and can serve as a leader in local efforts.

The City has the opportunity to protect its historic buildings by strengthening its local preservation regulations (demo delay and LHD) and adopting new regulation such as a minimum maintenance ordinance. Updating the City's historic preservation plan provides an opportunity to engage City Councilors in preservation interests, assess the reallocation of City resources towards historic preservation efforts, including expanding current staff to a preservation planner, the opportunities to incorporate preservation objectives into the city's zoning. Other new initiatives such as art & culture designations and neighborhood preservation districts could also be explored. Salem's new National Register listings provide opportunities to highlight the city's history. Other opportunities include working with city's new organizations, utilizing the City's public art plan to highlight and conserve local collections, historic sculpture, objects, and fencing.

Additional opportunities to explore included: use of technology such as apps to engage public in history and report concerns about problem properties; use of friends, groups, volunteers to undertake maintenance at City sites; initiate new fundraising efforts such as percent for art; instituting a guide for developers that encourages preservation; and development of city-wide historic resources map that can build upon information already collected (history pins).

### **Threats**

Current apathy towards Salem's historic character and historic buildings and sites is threatening the city's historic character – local residents and official often take the city's history for granted. While Salem has many dedicated volunteers and staff, most of these individuals have too much on their plate, making it difficult to accomplish all necessary tasks. Salem, as with many other communities, is also seeing fewer people interested in volunteering. The city has many needs in the community and historic preservation is often not a priority. One of the most critical threats to Salem's historic resources is a lack of funding for maintenance and restoration. Some of the City's historic public sites are suffering from weather damage and lack of maintenance and are in need of repair. The City's budget cannot address all of the City's needs and there are limited sources available for preservation funding. This increases the need for balancing public priorities, identifying creative solutions and developing long-term maintenance planning.

The City's existing preservation regulations, including the demolition delay ordinance, are old and outdated and should be strengthened. City's development review agencies and staff often operate in their individual silos and could benefit from a better understanding of how historic resources and historic preservation can benefit everyone. The City needs a consistent vision that includes the importance of designing new to fit within Salem's historic context and scale. Without instituting values through policies and regulations, a change of administration could reverse efforts to reinforce preservation interests.

Other issues affecting Salem's historic character is a lack of wayfinding tools, traffic, climate change and modern materials. Disaster preparedness is very important as is promoting how preservation and energy can work together

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## Community Meeting

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The City held an open community meeting, where approximately 20 attendees participated in an interactive dot exercise to identify and prioritize concerns regarding the Salem's historic resources. During this meeting, attendees identified Salem's historic resources in need of preservation. The top four resources identified were:

- Salem's cemeteries and burial grounds
- Winter Island Hangar
- Salem Common
- Street trees and sidewalks in historic neighborhoods

Attendees were next asked to prioritize preservation efforts. The top five priorities identified during the meeting were:

1. Strengthening the City's demolition delay ordinance
2. Creating a Preservation Planner position at City Hall
3. Restoring the City's historic buildings and parks
4. Establishing a City maintenance plan with funding and timetable
5. Incorporating SHC input/involvement in the review of development projects affecting Salem's historic buildings and character.



## Historic Preservation Pivotal to Economic Renewal in Salem

March 1, 2015

In October 1965, *New York Times* architectural critic Ada Louise Huxtable faulted “short-sighted commercial interests” and municipal conservatism for promoting destructive urban renewal in Salem. A national architectural heritage was at risk of demolition, she argued, because of the city’s unwillingness to fund restoration of the elegant artifacts of Salem’s rich historical legacy and preserve the streetscapes of an intact 18<sup>th</sup> Century seaport.

Today Salem’s officials and residents know that the costs of historic preservation more than pay for themselves. Heritage tourism underlies the city’s economy. A statewide marketing campaign promotes Salem with the line “Still Making History”. Salem’s historic fabric and its walkability create value for businesses as well as homeowners.

Restoration of Salem’s architectural inheritance advanced slowly but measurably in the 50 years since the Huxtable article. The city enacted historic commission legislation and created local historic districts. City officials spearheaded efforts to preserve and reuse municipal properties. Municipal landmarks like the 1837 City Hall, the Salem Common and 1816 Old Town Hall were renovated as project funding became available. Although 450 historic structures in Salem’s downtown were demolished prior to Huxtable’s broadside, no demolition of City-owned historic properties has occurred since.

Today lack of maintenance does the work of demolition. Salem’s garden-style Greenlawn Cemetery and its historic Burying Grounds, including the Howard Street, Charter Street, Essex Street and Broad Street Burying Grounds, are neglected. Fort Lee, a Revolutionary-era fort, the Winter Island officer’s barracks and the Coast Guard Hangar have been abandoned to the elements. The Salem Council on Aging’s Italian Revival building at 5 Broad Street, designed by Enoch Fuller, is visibly deteriorating with no plan for maintenance or restoration in place.

As the City develops an updated Preservation Plan, it must take action to stop the neglect. The plan must mandate appropriate redevelopment of historic properties both public and private. Our architectural heritage is still at risk.

Funding issues are still as thorny as when Huxtable wrote her exposé in 1965. Large renovation projects require state and federal funding and private monies. While voters in 2013 passed the Community Preservation Act, the CPA one-percent property tax for recreation, historic preservation and affordable housing projects doesn't cover the need.

Updating Salem's Preservation Plan provides an opportunity for us together to develop a plan, a program, and an intention to protect private and public property that contributes to the historic fabric of the City. Since the 1940s, Historic Salem Inc. has been instrumental in preserving Salem's unique architecture and public spaces. Historic Salem was among the first to see the City's historic resources as key to its identity, its quality of life and its economic vitality. HSI members work to ensure that historic resources are available to future generations and that new development complements the historic character of the city. Historic Salem accomplishes its mission through preservation, including its own headquarters in the Bowditch House, education programs including walking tours, workshops and lectures, an annual Christmas in Salem house tour that brings hundreds to Salem to view historic homes, collaborations with Salem neighborhood groups and developers on development projects, and the House Plaque program that documents individual histories of Salem's residential properties.

The following is an outline of steps we believe should be taken in connection with the 2015 revision of Salem's Preservation Plan.

***The Preservation Plan should call for sufficient investment in city-owned historic resources to enable renovation by:***

(A) Listing and prioritizing endangered city-owned historic properties and identifying potential funding sources, including these resources:

- Cemeteries:
  - Greenlawn Cemetery Renovation Project
  - Municipal Burying Grounds Improvement Project
- Maintenance and Restoration of 5 Broad Street (Enoch Fuller Building)
- Winter Island Barracks and Coast Guard Hanger Restoration
- Historic Forts at Willows and Winter Island
- Structures such as the Common fence and stone walls

(B) Requesting implementation of a maintenance policy for city-owned properties that:

- Creates maintenance plans for historic resources including sidewalks and cemeteries
- Secures maintenance funding in City budget
- Enables communications between public and responsible City officials.

(C) Addressing retention and restoration of brick sidewalks and street trees throughout the downtown and historic neighborhoods.

(D) Providing transparent de-accessioning policies favoring preservation such as:

- Ensuring early public input
- Securing existing public easements and rights of way
- Establishing renovation guidelines for historic properties
- Strengthening incentives to retain and reuse historic materials.

***The Preservation Plan should suggest ways the Salem Historic Commission can educate and advocate for historic resources by:***

(A) Outlining the authority of the Salem Historic Commission and staff to educate and advocate for preservation information in Salem. For example:

- Disseminate the economic argument for preservation to businesses and large employers
- Create a permanent record of information about historic properties that can be accessed by residents

(B) Addressing historic resources owned by non-profits by:

- Calling for the city to assist in developing reuse plans for non-profits with historic properties that are in need of assistance, eg: Universalist Church
- Partner with Salem non-profits and with churches to ensure maintenance of historic properties.

(C) Being proactive in establishing the historic significance of buildings and neighborhoods:

- In addition to specific buildings, document landscape features like parks, sidewalks, street trees, viewpoints and wharves
- Draft unique descriptions of each neighborhood and National Register District
- Develop a list of NR eligible buildings in addition to those already identified
- Include a list of neighborhoods for which survey forms are needed.

***The Preservation Plan should outline ways to strengthen legal structures that promote preservation such as:***

(A) Rewriting Demolition Permit Ordinance to:

- Bring the Demo Delay Ordinance in line with MHC model
- Close the 50% floor area loophole
- Mandate that owners have all permits in hand before demolition
- Require owners to retain or replace historic materials

- Address demo by neglect with stronger tools

(B) Strengthening role of all permitting Boards & Commissions to advocate for historic preservation and contextual development:

- Recommend ways that the Zoning Board of Appeals, Planning Board and Building Inspector can be informed about and take into consideration the impact of specific decisions and projects on historic resources:
  1. For example, staff could provide surveys of properties that are the subject of applications, where such surveys are available
  2. For National Register-eligible properties, provide context, when new developments are under consideration, for adjacent historic resources and properties.
- Review the path that projects take through the permitting process to ensure that historic reviews, including both Historic Commission and Chapter 106 reviews, are clearly included in the process so that they do not become perfunctory because “all the other reviews are complete.”

(C) Creating and updating regulatory districts:

- Expand boundaries of existing Local Historic Districts (e.g. between Washington Square and Derby Street)
- Create new Local Historic Districts
- Review boundaries and historic regulations of SRA
- Create Neighborhood Preservation (Conservation) Districts using the existing draft ordinance. Educate City Councilors on this tool
- Document landscape features such as parks and open space in Historic Districts.

*The Preservation Plan should address scale and context as preservation issues. As Huxtable writes, "What counts overwhelmingly today are the multiple ways any building serves a very complex and sophisticated set of environmental needs. What is it part of? How does it work? How does it relate to what is around it? ...What does it*

*add to, or subtract from, the quality of life?"*

- Preservation of streetscapes and views
- Preservation of walkability and scale of buildings
- Preservation of historic fences, walls and other non-building structures
- Areas of the city with historic significance that are scheduled for new development should be indicated and guidelines for integration of new and old should be proposed.

*The Preservation Plan should set a timeline for periodic updating of said plan.*

Natalie Lovett  
City of Salem  
Department of Planning and Community  
Development  
120 Washington Street, Salem MA 01970

Re: Historic Preservation Plan Update 2015

Dear Natalie,

Thank you for giving the opportunity to members of HSI's Preservation Committee to provide comment on the proposed City of Salem Historic Preservation Plan 2015. It is an extensive, detailed documenting of resources that distills a great deal of research. I would make the following suggestions.

The draft is too long. To draw attention to the recommendations relevant to planning, several chapters can be moved to an appendix. These include Chapter 1, which provides a well-written historical overview with a timeline, Chapter 2(d), which is the overview of previous planning studies, and the section detailing those various agencies engaged in historic preservation activities.

The organization of the report is confusing, circling back to discuss the same architectural resources in different sections. An inventory of neighborhood historic assets is followed by an inventory according to building type, then a separate listing of city-owned properties. The Plan's focus should determine the organization of the listing of resources. If the focus is to be on preservation successes, then the report should discuss how the success was achieved. If the focus is on threats to historic resources, then the report should organize according to the type of threat.

In our view, current threats to preservation fall into 3 categories. First, there is **demolition by neglect**. Where residential properties are neglected and exposed to damaging weather (as was the 18 Carlton St property and the Peabody houses) there are tools available for the city to use, and these could be strengthened.

**Seawater rise and** storms intensified by **global climate disruption** is another threat to historic resources. Not noted in the report is the extensive effort by the National Park Service to identify climate-based threats to its National Maritime Site and to the wharves. ENHD is also preparing a climate-change plan of action. The City of Salem has not identified historic resources threatened by climate and thus has not yet begun to identify appropriate preparations to protect them.

**Defunding and decontextualizing** of historic resources is another threat. Where this is happening it is generally supported in the name of economic development. But historic preservation and economic development are not

incompatible, as has been shown in many instances. An example is the replacement of the Parker Brothers manufactory with housing that leaves no trace of early twentieth century uses. There was to have been a Monopoly Park on or near this site, but this plan failed to appear. What might have been done differently to preserve a piece of the context of this history? In 2015 we might expect our Historic Preservation Plan to raise questions to enable us to begin discussing how to move forward in a less destructive way.

Finally, this draft missed an opportunity to focus on how Salem can capture the economic development opportunities of **heritage tourism**. Donovan Ruyskema, who spoke at HSI's recent conference "Mightier Than a Wrecking Ball" presented convincing evidence of the economic value to cities of retaining heritage buildings, streetscapes and town layouts in this era of sprawl. It's an enormous potential windfall. But heritage tourists in Salem are given zero guidance on how to find resources and what they offer. Municipal priorities do not make the city a welcome place to walk around in on the brick-and-mortar level. Clean, safe sidewalks, good signage, a pleasant pedestrian environment need to be a consistent goal. There is much work that could be done to advance our heritage tourism. Salem needs a full-time preservation planner to advance this work, with a budget to institute improvement and keep new work underway.

Sincerely yours,

Nina Cohen  
Preservation Committee, Historic Salem Inc.  
Mass in Motion Salem  
Salem Main Streets Design Committee

Listing in the National Register of Historic Places, as has been done in our neighborhoods and our buildings, is a beginning of the effort to recognize resources that are irreplaceable. But Washington DC is a long distance away and it cannot save the material elements of our surroundings.