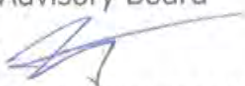



For Board Meeting of: October 10, 2019  
Agenda Item: 5.a

**TO:** Salem Parks and Recreation Advisory Board  
**THROUGH:** Robert D. Chandler, PhD, PE   
**FROM:** Patricia Farrell, Parks and Natural Resources Planning Manager   
**SUBJECT:** Salem Riverfront Carousel Proposed Expansion and Location of the Salem Peace Mosaic

**ISSUE:**

Shall Salem Parks and Recreation Advisory Board (SPRAB) approve the proposed design of the Riverfront Carousel Addition and endorse the placement of the Salem Peace Mosaic on the west wall of the Addition as proposed by Salem Riverfront Carousel?

**RECOMMENDATION:**

Approve the proposed design of the Riverfront Carousel Addition and endorse the placement of the Salem Peace Mosaic on the Addition as proposed by Salem Riverfront Carousel.

**SUMMARY:**

The purpose of this report is to present facts, findings, and background on the design and the design intent of the Salem Riverfront Carousel (SRC) Addition ("Addition") for the Board's consideration and approval. If approved, the Board's action will go forward to City Council in the form of an Information Report.

The Addition is a separate structure approximately 2,000 square feet in area and will be located on the west side of Salem Riverfront Carousel (Attachment 1 and 2). The primary purpose of the facility is to house three areas of function: a carving area, a painting area, and a self-guided public viewing area.

The carving area is proposed for larger scale, direct engagement between Salem Riverfront Carousel volunteers and the general public. It will house four individual carving cubicles with one or two larger scale collaborative carving spaces. There will be additional floor space for temporary storage of woodcarving projects and to accommodate small groups for interaction with the artisans.

The painting area will provide controlled environment capabilities that will better protect and preserve the artworks from the elements. A sliding glass partition will allow the

public to view the painting area while being protected from the materials used in the artwork.

The self-guided viewing area for the public will showcase a variety of other figures and artworks of a historical or preservation nature. Wall-size windows will allow the public to view the space year-round, including during periods outside the operating hours of SRC.

There have been recent discussions between SRC and the Save the Salem Peace Mosaic Foundation about the placement of the Salem Peace Mosaic on the west side of the Addition (Attachments 1 and 2). The Salem Public Art Commission will be reviewing this proposal; however, an endorsement by SPRAB for the placement of the Salem Peace Mosaic on the Addition is required before the Salem Public Art Commission will consider the recommendation on the Save the Salem Peace Mosaic Foundation proposal.

#### **FACTS AND FINDINGS:**

1. The concept of the Salem Riverfront Carousel Addition was presented to the members of the Parks and Recreation Advisory Board on July 11, 2019, who approved the concept.

2. A letter dated August 7, 2019, was sent to Marie Bradford, Executive Director of the Salem Riverfront Carousel, from Public Works Director Fernandez requesting additional information be provided and presented to the SPRAB Board (Attachment 3). A response from AC + CO Architecture Community (AC + CO) was delivered to the Director dated September 9, 2019, that addressed some of the requested items listed below (Attachment 4).

a. City Staff Request: The west-facing wall appears to draw patrons into the Carousel rather than opening into the park as an integrated feature. Please address how the facility can be better integrated into the park without expanding further into the open turf area.

AC + CO Response: The revised west view incorporates the following revisions: lower height of foundation wall; incorporate the Salem Peace Mosaic to tie into the park; lower height of stair wall; curve stair wall to integrate into the park area.

b. City Staff Request: The plaza and steps between the addition and the existing building are isolated, which will become a security challenge, particularly after-hours when the park is closed. This space seems to form an autonomous area that is cut off from the park.

AC + CO Response: This area is envisioned as an outdoor classroom area during hours of operation. To alleviate security concerns when the park is closed, , security gates can be added to close access, as well as overhead coiling gates hidden by the trellis beams. The area is integrated into the park as per the following: building exits onto an over-look to the playground; concrete wall lowered at over-look and stair; guardrails added at over-look and stair.

c. City Staff Request: Please provide a detail drawing of the landscape buffer impacts and proposed new landscaping, including a site grading plan. Show ADA accessible route to and around the building and to the glass window viewing area. Keep in mind limitations to expansion into the park. Riverfront Park's master plan calls for the maximum preservation of large open space.

AC + CO Response: Refer to updated Site Plan (Attachment 2) which illustrates the following: ADA access to building and viewing area; park path around building; added landscape buffers; minimal open park space impacts.

d. City Staff Request: Provide an elevation view looking east from the lawn toward the building.

AC + CO Response: An updated West Elevation from open park area looking east is now included.

e. City Staff Request: Provide a grading plan to show the full extent of the area to be impacted.

AC + CO Response: Westech Engineering can develop a conceptual grading plan for a fee of \$4,000.

f. City Staff Request: Show the placement of the Peace Mosaic as it may be proposed to the Salem Public Art Commission. The mosaic should be shown in a drawing within the context of the landscape and accessible paths along the building. (Salem Public Art Commission must approve the location of the mosaic and, if that location is in a City park, SPRAB's approval must be obtained.)

AC + CO Response: Park paths are now shown for viewing of the mosaic, refer to updated Site Plan.

g. City Staff Request: Provide cost estimates and estimated timeline from fundraising to construction. Provide an estimated construction timeline from start to completion.

AC + CO Response: There was no response to this request in the letter.

3. Salem Riverfront Carousel conducted a public review process to receive feedback from members of the community. The public review process included the following organizations:

- Neighborhood Associations, 12 out of 18 (six did not respond to requests)
- Rotary Club of Salem

Information was also provided at the Salem Riverfront Carousel Open House on November 9, 2018, and again during the 2019 Spring Break. All events and presentations generated positive responses. Letters of support have been received from the following:

- Deepwood Museum & Garden
- Rotary Club of Salem
- Gilbert House Children's Museum
- NAACP Salem-Keizer Branch
- Willamette Heritage Center
- World Beat
- Hazel Patton
- Michael Broncheau

4. There is currently an existing operations agreement between the City and Salem Riverfront Carousel that will be updated to include the proposed Addition once approved by the Board. This will be done through a coordinated effort between Parks Operations' staff, Salem Riverfront Carousel, and the City Manager's Office. Currently, the agreement addresses operations and maintenance of the Carousel and will need to be revised to include the Addition and the mosaic.

5. A new agreement between the City and SRC to cover construction activities in the park will be developed once fund-raising is near completion.

#### **BACKGROUND:**

In 2015, Salem Riverfront Carousel (SRC) Executive Director, Marie Bradford, began discussions with City staff regarding a proposal to construct an addition to the Carousel building to provide additional space for carousel horse carving, a controlled area for painting, and room for the public to visit and learn about the craft from artisans.



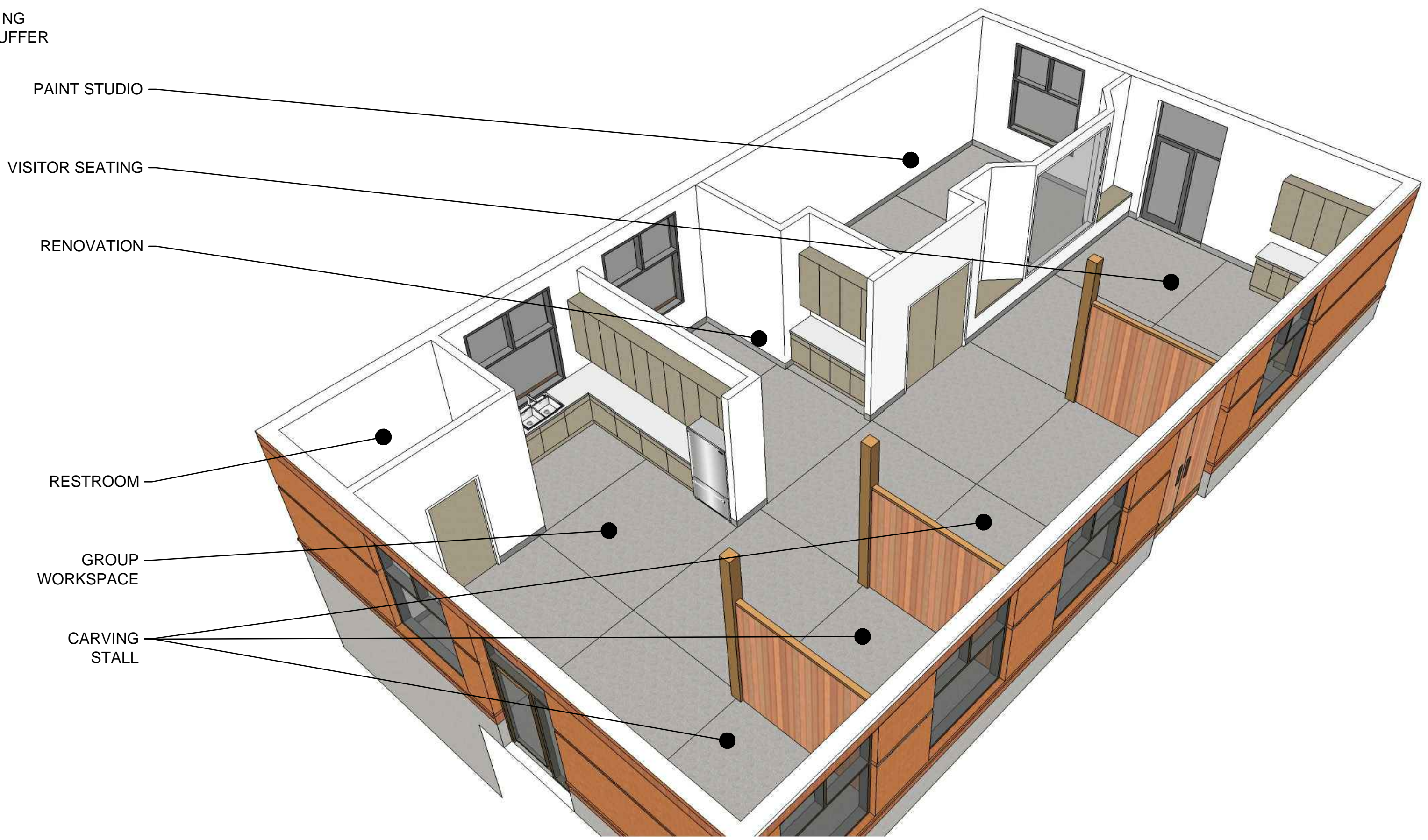
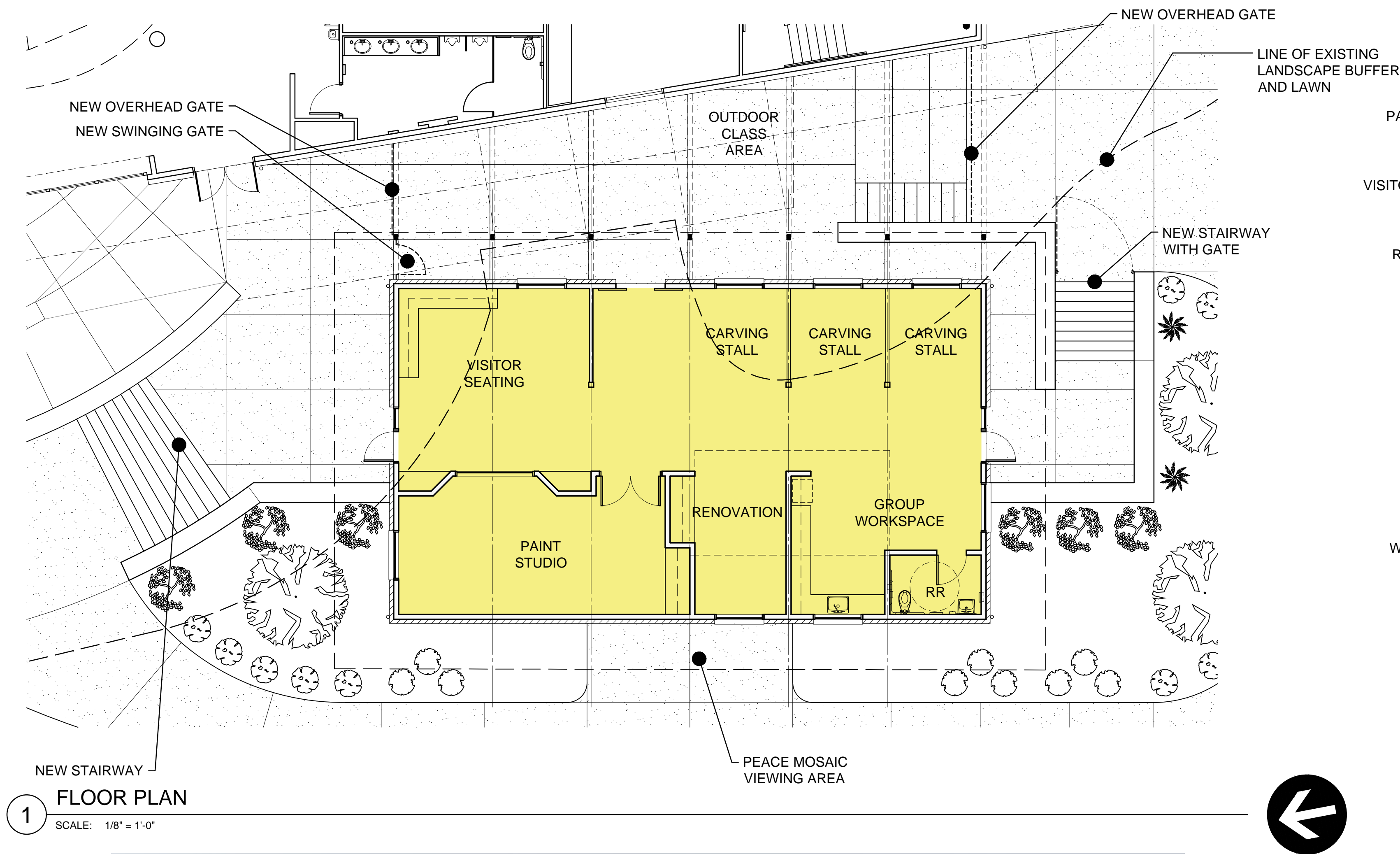
In 2017, the City submitted documents to National Park Service (NPS) and Oregon Parks and Recreation Department (OPRD) to request approval of a structural addition in an area that is protected through Section 6(f) of the Land and Water Conservation Fund through which funding was utilized for Riverfront Park property. The Addition was approved by both NPS and OPRD.

In 2018, the City began the process of updating the Riverfront Park Master Plan. The Addition was included in this process to receive input from stakeholders and citizens on the concept and location of the building. The concept was approved and placed on the 2018 Riverfront Park Master Plan, subject to separate public outreach and approval processes.

Attachments:

1. Carousel Floor Plan, 9/6/2019, AC + CO
2. Carousel Site Plan, 9/6/2019, AC + CO
3. Letter from Public Works Director Fernandez to Marie Bradford-Blevins, dated August 7, 2019
4. Letter from Richard Rothweiler, AIA, AC + CO Architecture Community to Director Fernandez dated September 9, 2019
5. Riverfront Carousel Addition Site Plan View 1
6. Riverfront Carousel Addition Site Plan View 2
7. Riverfront Carousel Addition Site Plan View 3





INTERIOR VIEW



# SALEM RIVERFRONT CAROUSEL STABLE ADDITION

101 FRONT STREET NE - SALEM, OREGON 97301  
PROJECT NO. 18040  
SEPTEMBER 5, 2019





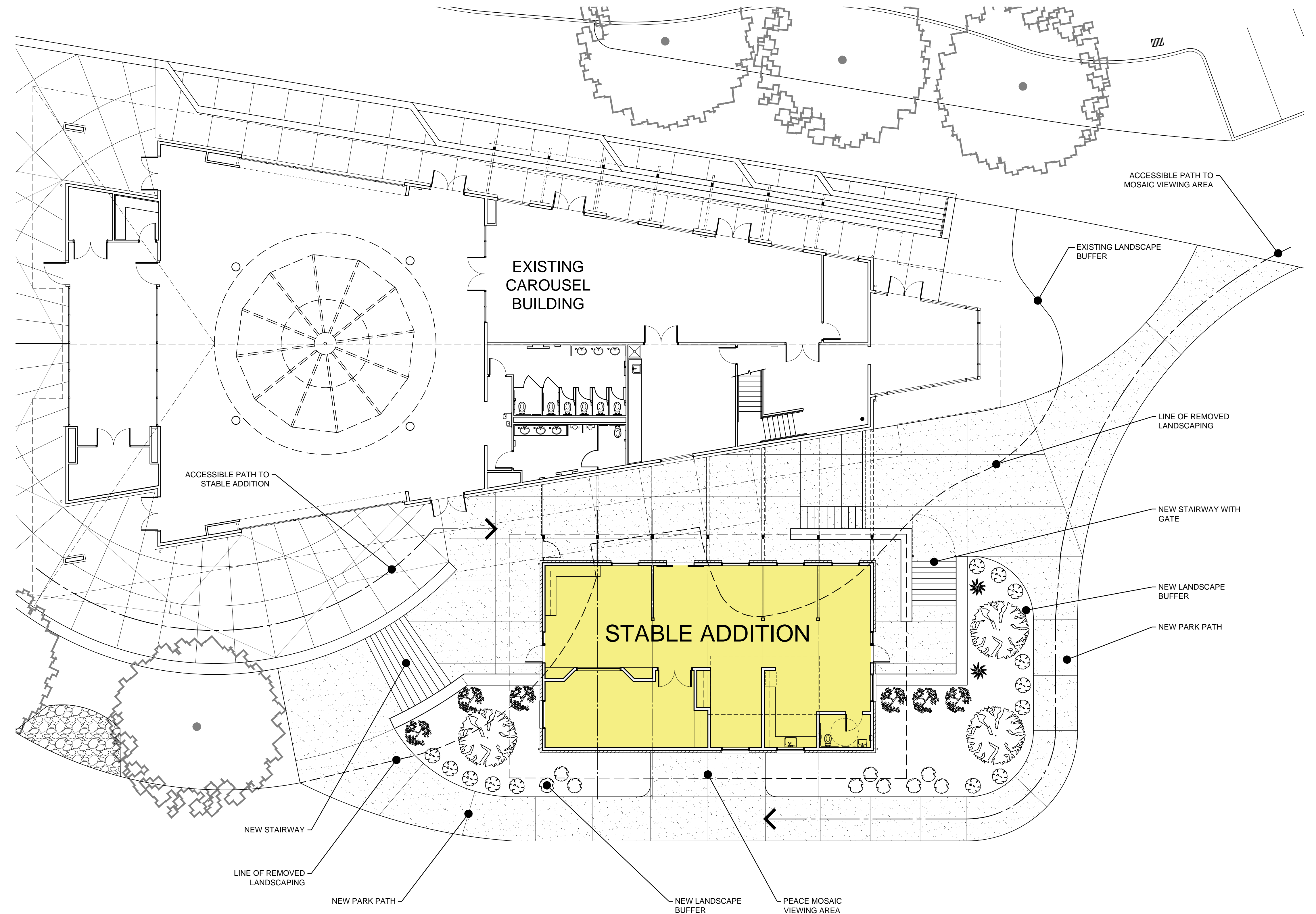
SOUTHWEST ELEVATION



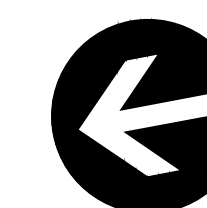
SOUTH ELEVATION



VIEW FROM PARK



1 SITE PLAN  
SCALE: 1" = 10'-0"



# SALEM RIVERFRONT CAROUSEL STABLE ADDITION

101 FRONT STREET NE - SALEM, OREGON 97301

PROJECT NO. 18040  
SEPTEMBER 5, 2018





**Public Works Department**

555 Liberty Street SE / Room 325 • Salem OR 97301-3513 • Phone 503-588-6211 • Fax 503-588-6025

August 7, 2019

Marie Bradford-Blevins, Executive Director  
Salem Riverfront Carousel  
101 Front Street NE  
Salem OR 97301

**SUBJECT: Salem Riverfront Carousel Expansion Project**

Dear Ms. Bradford-Blevins:

Thank you for sending us the design overlay for an expansion project at the Salem Riverfront Carousel (SRC). As you know, the Salem Parks and Recreation Advisory Board (SPRAB) approved the *concept* of the proposed structural addition at its July 11, 2019, meeting. However, you will need to go back to SPRAB with more information, including design details, visual representations from various perspectives, and a summary of the impacts to the surrounding area of the park. This second presentation to SPRAB will allow its members to make an informed decision before making a recommendation for City Council.

After our initial review of the design overlay, we found a need for several pieces of additional information before staff can make a recommendation to SPRAB. Below is a list of items for you to address with additional details. Please include drawings or graphics that will provide a clear vision of the design intent for review by SPRAB and City Council. This includes showing the relationship to the surrounding park area.

**Plaza and Exterior Grounds**

In a letter to you from Robert Chandler, dated June 2, 2015, Robert addressed concerns with the overall design that are noted in the bulleted items below.

- The west-facing wall appears to draw patrons into the Carousel area rather than opening into the park as an integrated feature. Please address how the facility can be better integrated into the park without expanding further into the open turf area and provide drawings to detail your response.
- The plaza and steps between the addition and the existing building are isolated, which will become a security challenge, particularly after-hours when the park is closed. This space also seems to form an autonomous area that is cut off from the park. Please address the security challenges to this design and provide drawings as appropriate.

**Transportation and Utility  
Operations**

1410 20<sup>th</sup> Street SE / Building 2  
Salem OR 97302-1209  
Phone 503-588-6063  
Fax 503-588-6480

**Parks Operations**

1460 20<sup>th</sup> Street SE / Building 14  
Salem OR 97302-1209  
Phone 503-588-6336  
Fax 503-588-6305

**Willow Lake Water Pollution  
Control Facility**

5915 Windsor Island Road N  
Kelzer OR 97303-6179  
Phone 503-588-6380  
Fax 503-588-6387



- Please provide a detail drawing of the landscape buffer impacts and proposed new landscaping, including a site grading plan. Please show an ADA accessible route to and around the building and to the glass window viewing area. Please keep in mind limitations to expansion into the park. Riverfront Park's master plan calls for the maximum preservation of large open space.

Please provide the following, additional information for assessment of both physical and visual impacts.

- An elevation view looking east from the lawn toward the building.
- A grading plan to show the full extent of the area to be impacted.
- The placement of the Peace Mosaic as it may be proposed to the Salem Public Art Commission. The mosaic should be shown in a drawing within the context of the landscape and accessible paths along the building. (Note: Salem Public Art Commission must first approve the location of the mosaic and, if that location is in a City park, SPRAB's approval must be obtained.

With regard to public outreach, fund-raising efforts, and construction, please provide the following:

- Letters of support.
- Outreach conducted.
- Cost estimates and estimated timeline from fundraising to construction.
- Estimated construction timeline from start to completion.

Prior to construction, the City and SRC will need to have the following agreements in place:

- An update to the existing agreement for operations and maintenance between SRC and the City that includes the new facility. This will be done through a coordinated effort between Parks Operations' staff, SRC, and the City Manager's Office.
- A new agreement to cover construction activities in the park.

Sincerely,



Peter Fernandez, PE  
Public Works Director

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cc: Kasia Quillinan, Chair Salem Parks and Recreation Advisory Board  
Gretchen Bennett, City Manager's Office  
Robert Chandler, PhD, PE, Assistant Public Works Director  
Patricia Farrell, Parks Planning and Natural Resources Manager  
Toni Whitler, Parks Planner



September 9, 2019

Peter Fernandez, PE  
Public Works Director  
City of Salem  
555 Liberty Street SE, Room 325  
Salem, OR 97301-3513



RE: Salem Riverfront Carousel Expansion  
Project Number: 2018.0040

Dear Mr. Fernandez:

AC + Co Architecture would like to express our appreciation for your Review of the Carousel Expansion Project. We have received your current letter dated, August 7, 2019, as well as the previous review letter dated, July 2, 2019. We offer the following responses to the bulleted items that are outstanding:

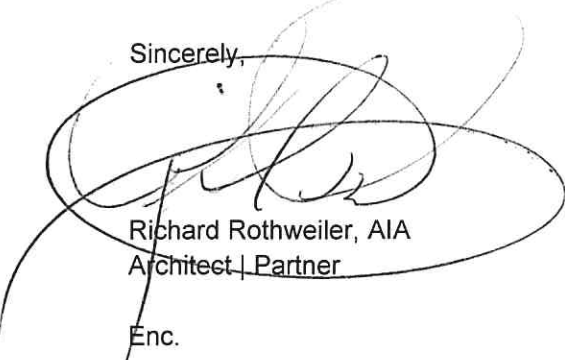
- West Façade Integration to Park: The original design had a tall foundation and stair wall that did not integrate into the park area. The revised west view incorporates the following revisions:
  - Lower height of foundation wall.
  - Incorporate the Peace Mosaic to tie into the park.
  - Lower height of stair wall.
  - Curve stair wall to integrate into the park area.
- Security at Plaza Steps: This step area is envisioned as an outdoor classroom area during hours of operation. When the park is closed, to alleviate the security concerns, security gates can be added to close access, as well as overhead coiling gates hidden by the trellis beams. This area is integrated into the park as per the following:
  - Building exits onto an over-look to the playground.
  - Concrete wall lowered at over-look and stair.
  - Guardrails added at over-look and stair.
- Landscape Buffer and Paths: Please refer to the updated Site Plan which illustrates as follows:
  - ADA access to building and viewing area.
  - Park path around building.
  - Landscape buffers added.
  - Minimal open park space impacts.
- Updated West Elevation from open park area looking east now included.
- Grading Plan: Westech Engineering can develop a conceptual grading plan for a fee of \$4,000.
- Peace Mosaic Access: Park paths now shown for viewing of the mosaic, refer to updated Site Plan.



Peter Fernandez, PE  
City of Salem  
Riverfront Carousel Project  
September 9, 2019  
Page 2

The remainder of the concerns that you have noted will be covered under separate cover by Carousel Staff. We hope that our responses and revised Drawings will meet your approval. Additionally, let us know if more information is needed to progress the design to the next stages.

Sincerely,

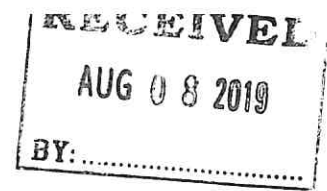


Richard Rothweiler, AIA  
Architect | Partner

Enc.

cc: Marie Bradford-Blevins





**Public Works Department**

555 Liberty Street SE / Room 325 • Salem OR 97301-3513 • Phone 503-588-6211 • Fax 503-588-6025

August 7, 2019

Marie Bradford-Blevins, Executive Director  
Salem Riverfront Carousel  
101 Front Street NE  
Salem OR 97301

**SUBJECT: Salem Riverfront Carousel Expansion Project**

Dear Ms. Bradford-Blevins:

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**Plaza and Exterior Grounds**

In a letter to you from Robert Chandler, dated June 2, 2015, Robert addressed concerns with the overall design that are noted in the bulleted items below.

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- The plaza and steps between the addition and the existing building are isolated, which will become a security challenge, particularly after-hours when the park is closed. This space also seems to form an autonomous area that is cut off from the park. Please address the security challenges to this design and provide drawings as appropriate.

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1460 20<sup>th</sup> Street SE / Building 14  
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Marie Bradford-Blevins  
August 7, 2018  
Page 2

- Please provide a detail drawing of the landscape buffer impacts and proposed new landscaping, including a site grading plan. Please show an ADA accessible route to and around the building and to the glass window viewing area. Please keep in mind limitations to expansion into the park. Riverfront Park's master plan calls for the maximum preservation of large open space.

Please provide the following, additional information for assessment of both physical and visual impacts.

- An elevation view looking east from the lawn toward the building.
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With regard to public outreach, fund-raising efforts, and construction, please provide the following:

- Letters of support.
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- Estimated construction timeline from start to completion.

Prior to construction, the City and SRC will need to have the following agreements in place:

- An update to the existing agreement for operations and maintenance between SRC and the City that includes the new facility. This will be done through a coordinated effort between Parks Operations' staff, SRC, and the City Manager's Office.
- A new agreement to cover construction activities in the park.

Sincerely,



Peter Fernandez, PE  
Public Works Director

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cc: Kasia Quillinan, Chair Salem Parks and Recreation Advisory Board  
Gretchen Bennett, City Manager's Office  
Robert Chandler, PhD, PE, Assistant Public Works Director  
Patricia Farrell, Parks Planning and Natural Resources Manager  
Toni Whitler, Parks Planner





CITY MANAGER'S OFFICE

555 Liberty St SE / Room 220 • Salem, OR 97301-3503 • (503) 588-6255 • Fax (503) 588-6354

June 2, 2015

Marie Bradford-Blevins  
Executive Director  
Salem's Riverfront Carousel  
101 Front Street NE  
Salem OR 97301

Dear Marie:

Thank you for your preparation and invitation to view the vision of Salem's Riverfront Carousel for a stable house. The architectural rendering and the team assembled were most helpful as we learned about your ideas. From this information, we have gathered some initial staff input. Here we provide this information as well as identify the next step for City consideration of your concepts.

Staff identified several concerns. First, although we raised the possibility of including a basement in your design, this is not an option owing to the current cap covering soil contaminants in the park parcel. Second, the west-facing wall appears to draw one into the Carousel area—in some ways isolating the Carousel from the rest of the park—rather than opening into the park as an integrated feature. Third, the steps space between the two structures will predictably become a regular security challenge, particularly after hours when the public restrooms are closed. The space, too, seems to form an exclusive and autonomous area that is cut off from the park. Lastly, given requirements for a landscape buffer that will extend beyond the footprint of your proposed structure, the encroachment into park space exceeds what was initially conceived of during our discussion. We appreciate the due diligence you demonstrated attempting to remain in the existing footprint and only expanding into limited park area; however, given the use of the park as a large urban park host to events, the current park master plan calls for maximum preservation of large open space.

Because of the broader implications of your proposal for the rest of Riverfront Park, further consideration of your proposal will be necessary by a broader cross-section of park planners, park patrons, the Salem Parks and Recreation Advisory Board, and City Council. The next step for your organization in this regard is to be involved in the next planning process for Salem's Riverfront Park to see whether the stable house can be incorporated into the park's master plan. As you are aware, decisions for the park are guided by the concepts in the master plan and yours will likely not be the only proposal vying for limited space in Riverfront Park. In the next two years, Parks Operation's staff anticipates launching a planning process to update the guidance around Salem's Riverfront Park. City Council retains the policy-making role using the park master plan as a guiding document.

EQUAL OPPORTUNITY / AFFIRMATIVE ACTION EMPLOYER

Women, minorities, and disabled are encouraged to apply • ADA Accommodations will be provided upon request



Marie Bradford-Blevins  
May 29, 2015  
Page 2

Thank you again for your articulation of the concepts and our early involvement in your discussions.

Sincerely,



Robert Chandler, Ph.D., P.E.  
Assistant Director  
Public Works Department



Gretchen Bennett  
Staff Liaison to Agreement  
Mayor/City Manager's Office

JP/G:\Group\director\Judy\Asst Dir\Letter re Stable House vision.docx  
cc: File



## Richard Rothweiler

---

**From:** Katie Costic  
**Sent:** Tuesday, August 27, 2019 2:15 PM  
**To:** Alan Costic; Richard Rothweiler  
**Subject:** FW: Salem's Riverfront Carousel Stable Addition Renderings

It doesn't look like she cc'd you on this request...

**Katie Costic**  
Marketing Director  
AC + Co Architecture | Community

**From:** Marie Bradford-Blevins <marieb@salemcarousel.org>  
**Sent:** Tuesday, August 27, 2019 12:04 PM  
**To:** Katie Costic <kcostic@accoac.com>  
**Subject:** RE: Salem's Riverfront Carousel Stable Addition Renderings

Hi Alan,

Love the updated rendering of the stable. Looking at it, is it possible to have the walkway also include access to the west side of the building so that park visitors can look through the windows to watch them work? I see that there is a pathway below the west wall with lawn. Can you remove that feature so we can have the walkway in front of the west windows?

Hope that makes sense. 😊

Thanks,

*Marie*

Marie Bradford Blevins  
Executive Director  
Salem's Riverfront Carousel  
[marieb@salemcarousel.org](mailto:marieb@salemcarousel.org)  
503-540-0374

**From:** Katie Costic <[kcostic@accoac.com](mailto:kcostic@accoac.com)>  
**Sent:** Tuesday, August 27, 2019 11:22 AM  
**To:** [clynn@statemanjournal.com](mailto:clynn@statemanjournal.com)  
**Cc:** Alan Costic <[acostic@accoac.com](mailto:acostic@accoac.com)>; Marie Bradford-Blevins <[marieb@salemcarousel.org](mailto:marieb@salemcarousel.org)>  
**Subject:** Salem's Riverfront Carousel Stable Addition Renderings  
**Importance:** High

Ms. Lynn,



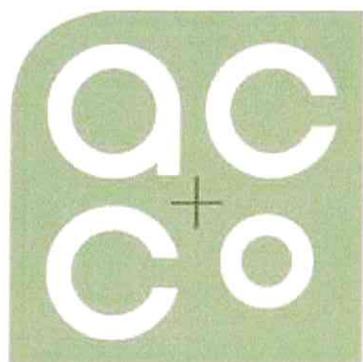
Please see the requested renderings of the Salem's Riverfront Carousel's Stable Addition. Thank you for sharing this exciting project with our community!

Best,

**Katie Costic**

Marketing Director

AC + Co Architecture | Community



ARCHITECTURE

COMMUNITY

363 State Street

Salem, OR 97301-3533

P: 503.581.4114

[www.accoac.com](http://www.accoac.com)



