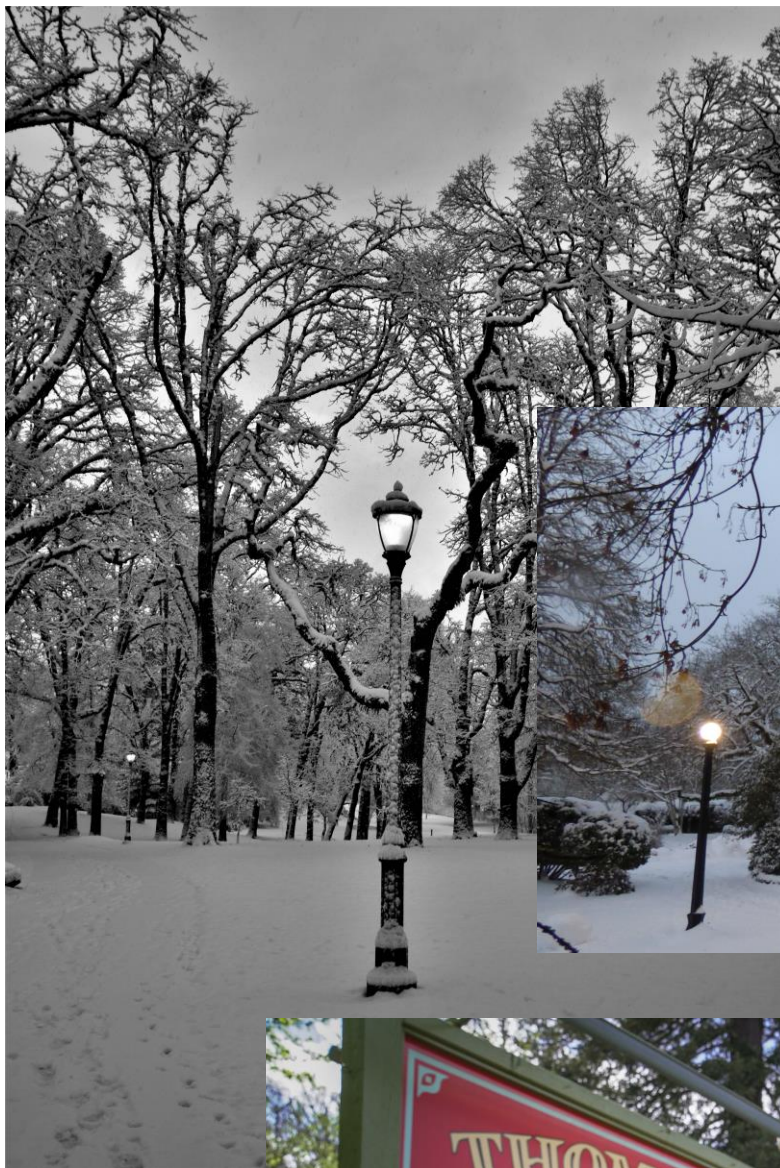


# Salem Historic Landmarks Commission

## 2022 Accomplishments & 2023 Work Plan



## Message from the Chair



Dear Mayor Hoy and Council Members,

We are pleased to present you with our 2022 Accomplishments and 2023 Work Plan from the Salem Historic Landmarks Commission (HLC). Partnering with City Staff, we have achieved a variety of accomplishments in 2022. With their continued help, I believe we can complete our 2023 goals.

In 2022 we implemented our work on our Historic Code Amendments and Historic Preservation Plan update. I am proud that the Historic Landmarks Commission is one of just two Salem commissions that hold quasi-judicial public hearings. Our work is primarily focused upon historic design review for alterations, demolition, and new construction within Salem's four National Register Historic Districts. Our work is only possible because a majority of our Mayoral appointed members are highly trained professionals who are uniquely suited to complete the often complex historic design reviews required to ensure that the integrity of our historic resources are retained.

The historic Residential Toolbox Grant Program continues to provide residential property owners with much needed financial support. This program is possible thanks to our generous donor and the commitment of Salem's City Council to assist property owners with the maintenance of their historic resources, which includes grants to help offset the cost of having their historic homes seismically upgraded and retrofitted. We recently expanded funding opportunities a new 'Preservation Green' fund to assist historic property owners with projects to improve the energy efficiency of their historic buildings. We've also established a new Cultural Landscape Award, acknowledging the maintenance/restoration of a historic or cultural landscape.

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

Salem was recognized nationally for our archaeology program, receiving the National Alliance of Preservation Commissions Award for Excellence in the area of Protection. We have continued our collaboration with Willamette University and the Confederated Tribes of the Grand Ronde and the Confederated Tribes of the Siletz Indians to complete our work on the Indian Manual Labor Training School, a public archaeology project which will continue in the Spring of 2023.

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







Sincerely,

Carroll Cottingham, Outgoing HLC Chair

## Commission Purpose & Historic Preservation Plan

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

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

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

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

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

Five members of the HLC currently met these qualification standards in 2022. The professional positions are held by one archaeologist, an architect, a historic preservation professional, a historian and an archivist. The at-large positions are held by an architect, a historian, and a state building facilities manager. The HLC currently has no vacancies. Two new members have joined our HLC for 2023, a historian and an architect.

### Commission Members

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

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

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

**David Holton** – Commissioner Holton has been an active member of the Salem community since he began working in downtown Salem in 1970. Some significant projects have included: the restoration of the Historic Elsinore Theatre; restoration of the Roth and McGilchrist Buildings, the Grand Theatre renovation project, historic renovation work on Waller Hall and Smullen Hall at Willamette University. David practiced architecture for over 35 years, working on and managing projects in 44 states and 9 Canadian provinces. He has been involved in the restoration of several historic projects nationwide, and has been recognized for his commitment to historic preservation throughout his career. In 2017, David was awarded the Virginia Green Award for outstanding service and recognized that same year as a nominee for the Willamette Heritage Cent’s David Duniway Lifetime Historian Award. This is David’s second time serving as an HLC Commissioner. Between 2003-2017 he served as the Vice-Chair of the HLC.

**Juliana Inman** – Commissioner Inman has almost 50 years of experience in historic preservation in the areas of construction, advocacy, regulatory compliance, planning, ordinances and architecture. Since 1990, Juliana has worked as an architect, completing over 205 architectural commissions; 165 historic resource reports and CEQA documents; 35 use permits, zoning or general plan amendments and planning studies. Her volunteer work has also been extensive and includes serving as a Napa City Councilor and Vice Mayor; President of the Napa County Landmarks Inc as well as serving on the Board of Directors and as the Board Secretary; Serving on the City of Napa Planning Commission and their Cultural Heritage Commission, among many other volunteer activities.

**Jennifer Maglinte-Timbrook** – Commissioner Maglinte-Timbrook serves as an At-Large member and works at the State of Oregon Department of Revenue. She has a B.A. in History and pursued a M.S. in Historic Preservation and Urban Planning from Eastern Michigan University. Before joining Salem’s HLC, she served as a Commissioner on the West Chicago HLC for six years. This is Jennifer’s second time serving on the HLC. She previously served as a Commissioner from 2015-2020, where she served as Vice-Chair of the Commission beginning in 2017.

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

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

**Andy Zimmerman** – Commissioner Zimmerman was appointed to the HLC in December 2018 as a Professional member. A lifelong Salem resident, he wrote a column about Salem-area history for the Statesman Journal from 2013-18. He served on the Oregon Century Farm and Ranch program board from 2015-20, with his last year as chair. Andy enjoys sharing his love of local history with the community. He works for the Oregon Department of Agriculture as a Publications and Web Specialist.

## 2022 Accomplishments

Between January 2022 and December 2022, the Salem Historic Landmarks Commission held nine public meetings and five public hearings. Out of a total of thirty-three Historic Design Reviews processed, twenty-eight were Minor Administrative Alteration Reviews completed by staff while the other five went before the HLC as Major Historic Design Reviews and a Local Historic Resource Designation. Historic Preservation staff also held a regular monthly archaeology roundtable with interested Tribal representatives and completed twenty-four archaeological compliance reviews and six City owned historic property reviews.

## 2022 Projects

### ***Salem Landmark - HLC Newsletter***

Publication of quarterly newsletters with articles written by the HLC Commissioners has continued. This year the newsletter was distributed through a new electronic newsletter service and the HLC has successfully created, printed, and distributed four newsletters to over 600 Salem residents in both hard copy and electronically from January to December 2022. Themes from this year’s newsletter included history of locations that were subjects in the Historic Photo Contest, one-time events in Salem, and a special holiday edition. The newsletter mailings were funded by a grant obtained through the Certified Local Government (CLG) program through the State Historic Preservation Office (SHPO).

## Origins of the Salem Public Library and Civic Center

*by Brett Fuller, HLC Commissioner*



*Photo submitted for HLC Historic Photo Contest by Stephen Custer*

Long before Salem joined its public library and city services together in a commanding Civic concrete and glass, there was in its place a gentle hill. Springs wept from its flanks while an crown. The hill stood over Chimikiti, a Kalapuya settlement nestled between two creeks which river below. They gathered on this hill to treat the sick, and it remains important to Indigenous

## The Liberty Bell Visits Salem in 1915

*by Andy Zimmerman, HLC Commissioner*



A bell usually gets attention when it’s rung. People in Salem, however, weren’t looking to hear a bell in 1915, they wanted to see one.

Nearly 40,000 people came to Salem on July 15, 1915, to see a bell steeped in history make a 45-minute stop on the way to San Francisco.

In summer 1915, the Liberty Bell made a trip west to the Panama-Pacific International Exposition in San Francisco, stopping at towns along the train route. The bell was ordered in 1751 to celebrate the 50th anniversary of William Penn’s

*Photos: Screenshots from our 2022 issues of the Landmark.*

### Historic Photo Contest

The HLC had an eighth successful year hosting the Historic Photo Contest! We had an uneven level of participation this year with 34 entries into the contest, all of them adult entries, with no entries in the youth categories. Awards were offered in the following categories: Historic Exterior, Historic Interior, Historic Landscape/Streetscape/Feature, and Selfie or Pet Portrait with a Historic Feature or Building and Chair's Choice. Winners were announced at the May HLC meeting and photos were taken on location of the HLC Chair presenting awards to the winners; those photos are included below.



### ***CIVIC CENTER 50<sup>th</sup> BIRTHDAY CELEBRATION***

The HLC helped celebrate the Civic Center’s 50<sup>th</sup> Anniversary on August 18, 2022 with a special photo contest and winners in three categories. The Birthday Party included a resource fair, costume party, youth activities and an architecture tour of the Civic Center. On November 2, 2022, the National Park Service listed the Civic Center on the National Register of Historic Places for its significance as a local example of the Brutalist architectural style as well as for its association with local community planning efforts. Its open air design was intended to make government offices more accessible to the public. In addition to housing City Hall, the complex also includes Central Fire Station #1, Mirror Pond and Pringle Creek, the City Hall parking garage and Plaza Fountain, which are all included in the historic listing.

*Right: (City) Worker Bee, Winner of the Animal/Wildlife at the Civic Center Photo Category*



*Left: Mirror Pond and Building, Winner of the Civic Center Exterior Photo Category*

*Right: Municipal Cathedral, Winner of the Civic Center Interior Photo Category*



***HLC Annual Awards***

In 2010, the HLC established the Benjamin Maxwell Award to recognize outstanding contributions to the preservation of Salem’s historic resources. In 2013, the Virginia Green Award was established to recognize exemplary service on behalf of Historic Preservation within the Salem Community. In 2021, the HLC introduced a new award, the Cultural Landscape Award, to recognize outstanding interpretation of preservation of a cultural landscape.

Unfortunately we were not able to get photos with each of the award recipients this year.

***Benjamin I. Maxwell Award***

This year, the Ben Maxwell Award went Curt Renfro and the Kitchen on Court Street for preservation and interpretation of the transom windows at 466 Court St NE.



A second award was given to Connie Strong for work on preserving her historic home at 296 14<sup>th</sup> St NE.

***Virginia P. Green Award***

This year, the Virginia P. Green Award was given to Kirsten Straus, a local historian and former staff of the city of Salem for her work on interpretation development, specifically the wraps located on utility boxes around town.

***Cultural Landscape Award***

This year, the Cultural Landscape Award was given to the City of Salem Parks Department for their work on Bush’s Pasture Park and Deepwood Estate Gardens Cultural Landscape Management Plan.

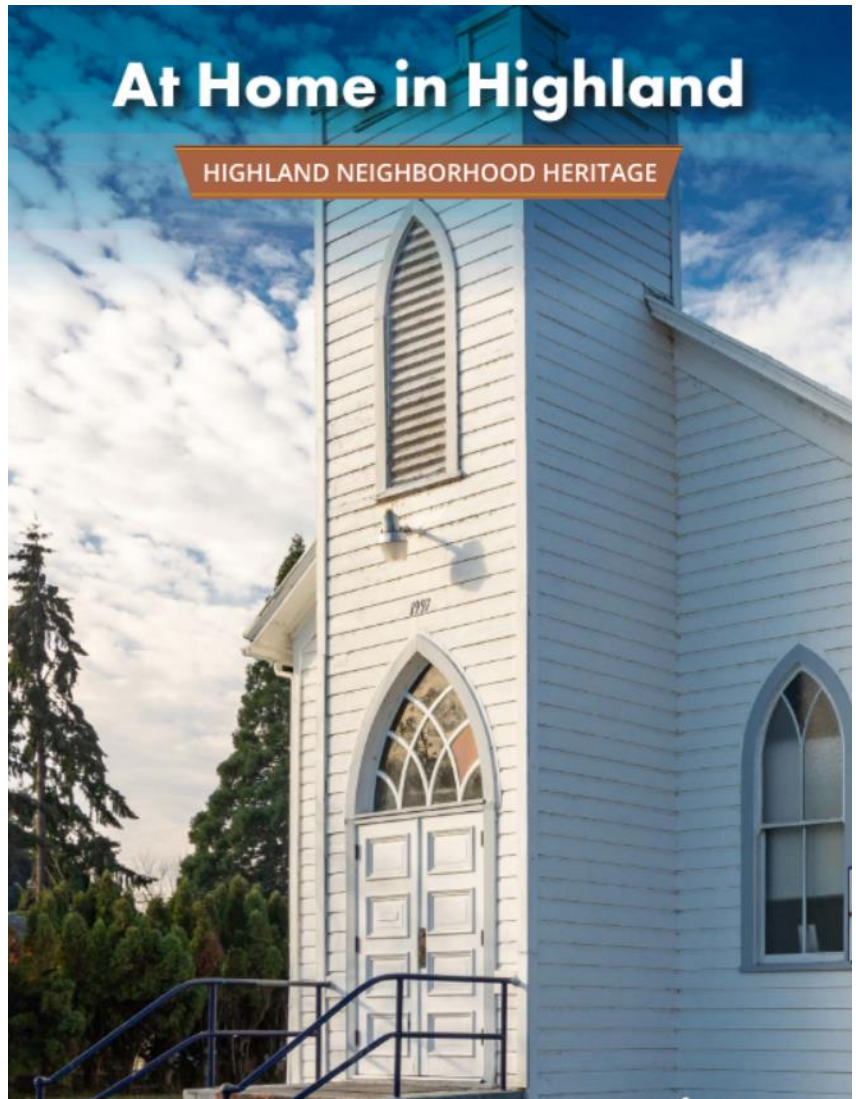


### *Salem Heritage Neighborhood Program*

In 2013, the City Council authorized the establishment of the Heritage Neighborhood Program. Throughout 2014 and 2015, Salem HLC worked with the Grant Neighborhood Association on development of a community calendar and architectural handbook through the Salem Heritage Neighborhood program.

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

In August 2021 the Highland Neighborhood Association established a Heritage Committee who requested recognition as a Salem Heritage Neighborhood. At their September 2021 meeting, the HLC recognized the Highland Neighborhood as its third Heritage Neighborhood. In 2022, Historic preservation staff completed work on a Heritage Booklet which provides an overview of the history and architecture of the Highland neighborhood.



*Residential Toolbox Grant Program*

Another goal of the adopted Salem Historic Preservation Plan is to develop both economic and recognition incentives for historic property owners. In June 2011, City Council adopted Resolution 2011-52, approving guidelines for the historic Residential Toolbox Grant program and directing staff to implement the program consistent with these guidelines. In 2022, \$9,682.86 of grant funding was awarded to private residential property owners. Since it began, this program has provided over \$ 110,800.00 since 2011 to private homeowners to help them maintain and preserve their historic homes. In 2022 the HLC awarded its first Historic Preservation Green Fund grant to provide grants for window restoration and energy efficiency improvements. The HLC and historic preservation staff are currently working to develop additional educational and outreach materials to encourage sustainable practices in the redevelopment and rehabilitation of historic structures.



*Photos: Recipients of Toolbox Grants*

**Public Archaeology**

In 2021, the City of Salem signed a Memorandum of Understanding (MOU) with the Confederated Tribes of Siletz where both our City Council and the Siletz Tribal Council agreed to work together on issues of mutual concern. Part of our commitment to each Tribe is to coordinate regular Council to Tribal Council meetings at least once a year.

In the Spring of 2022, Mayor Bennett, Acting City Manager Kristin Retherford and Historic Preservation Officer Kimberli Fitzgerald visited the Chachalu Museum at the Grand Ronde Reservation. In December 2022, Mayor Chris Hoy, Council President Virginia Stapleton, Acting Community Development Director Lisa Anderson-Ogilvie and Historic Preservation Officer Fitzgerald visited the Siletz Reservation and met with Siletz Tribal Councilors.

To honor our commitment to ensure the protection of archaeological resources within our jurisdiction, we continued to hold our monthly Historic and Cultural Resource Compliance

Coordination Meetings with representatives of both the Siletz and the Grand Ronde Tribes to discuss specific development projects within our CRPZ zone.

In July 2022, the Salem Historic Landmarks Commission received National Recognition from the National Alliance of Preservation Commissions, receiving the [2022 NAPC Award for Best Practices in Protection](#).



In 2022 Salem’s HLC collaborated with Willamette University, the Willamette Heritage Center and the Confederated Tribes of the Grand Ronde to begin work on a new public archaeology project in to locate the original foundation of the Indian Manual Labor Training School. Through this project we hope to get a better understanding of the experiences of Indigenous People living in Salem when the earlier missionaries arrived. Work will continue with additional excavations in the Spring of 2023.

Salem Historic Landmarks Commission

Best Practices in Protection

NAPC honored Salem Historic Landmarks Commission for its efforts to improve the identification and protection of archaeological resources. This work began with the extraordinary step of funding the education and training of their Preservation Officer, Kimberli Fitzgerald, to become a professional archaeologist in 2018. Together, Ms. Fitzgerald and the Commission updated the City’s preservation plan, ordinance, and internal policies and procedures relating to the protection of Salem’s archaeological resources. They also developed a public archaeology educational program, a map of known and suspected archaeological resource locations, and an archaeological roundtable with representatives from the confederated tribes in the area.



Home About Calendar of Events Terms of

### Archaeology at the Willamette Heritage Center and Willamette University

OCTOBER 4, 2022

by oregonheritage

tags: archaeology

Willamette University—in collaboration with the City of Salem, the Willamette Heritage Center, and the Confederated Tribes of the Grand Ronde—received funds from the State Historic Preservation Office to examine two mission school sites in Salem to better understand the interaction between Native American and early Euro-American Mission settlers from 1841-1844. Beginning in Summer 2021, the 12-month project engaged faculty and undergraduate students at Willamette University, volunteers from the Oregon Archaeological Society, and staff from the City of Salem, Willamette Heritage Center, and the Confederated Tribes of the Grand Ronde.

#### WHO WE ARE

Oregon Heritage, part of the Oregon Parks and Recreation Department, provides technical sup and services to people and organizations documenting, preserving, interpreting and shar Oregon's heritage.

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## Salem Historic Landmarks Commission – 2023 Work Plan

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

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

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

**ACTION: Continue "This Place Matters" photo contest with awards (#23)**

**ACTION: Work with Neighborhood Associations to establish and celebrate 'Historic Neighborhood Day' (#38)**

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

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

**ACTION: Support development of citywide Cultural Heritage Strategic Master Plan in partnership with Travel Salem and local heritage non-profits (#39)**

**ACTION: Develop interpretation and educational programming about Salem's traditionally underrepresented communities, history, and cultural landscapes (#37)**

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

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

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

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

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

**ACTION: Collaborate with other organizations (SHPO, University of Oregon, Willamette University, Restore Oregon, local community colleges) to sponsor regular annual workshops on such topics as seismic retrofitting, mitigating lead paint, window and door repair and replacements, and radon gas testing (#36)**

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

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

Total Actions	TIMELINE	FUNDING NEEDED?	PROJECT TYPE	LEAD
11	Ongoing/short term	NO	Education	HLC Subcommittee/STAFF

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

**STRATEGY ONE: Improve Enforcement Policy**

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

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

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

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

## Goal 3: Increase Financial Support

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

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

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

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

## Goal 4: Protect Cultural Landscapes & Archaeological Resources

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

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

ACTION: Hold monthly Historic and Cultural Resource Compliance Coordination Meetings (#14)

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

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

ACTION: Celebrate Historic Landscape Architecture Month annually in April (#29)

ACTION: Develop and offer a “Cultural Landscape Award” acknowledging maintenance/restoration of a historic or cultural landscape (#30)

ACTION: Identify opportunities to collaborate with Parks (Salem’s Public Works Department) on educational programming to educate the public about Salem’s cultural landscapes (#41)

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

## Goal 5: Encourage Sustainable Practices

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

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

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

## Goal 6: Survey and Designate Historic Resources

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

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

ACTION: Coordinate with the SHPO and Tribes and other interested stakeholders to survey and develop Cultural Resource Management Plans for areas in Salem with a high concentration of archeological sites and/or significant cultural landscapes (#42)

<b>Total Actions</b>	<b>TIMELINE</b>	<b>FUNDING NEEDED?</b>	<b>PROJECT TYPE</b>	<b>LEAD</b>
2	ONGOING	NO	SURVEY/EDUCATION	HLC SUBCOMMITTEE/STAFF

**TOTALS- 2023**

<b>Overall Total Actions</b>	<b>TIMELINE</b>	<b>FUNDING NEEDED?</b>	<b>PROJECT TYPE</b>	<b>LEAD</b>
24	Various	YES	Various	HLC SUBCOMMITTEE/STAFF