



# 3

## Current Conditions in the Point Neighborhood

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### 3.1 Demographics

Since the establishment of the Naumkeag Steam Cotton Company on Salem Harbor in the Stage Point area in the mid-19<sup>th</sup> century, the Point Neighborhood has always been home to the city's newest immigrants. From the 1860s until roughly the mid-20<sup>th</sup> century, the residents were French-Canadians and their descendants who had settled in the area to be close to their place of employment at the Naumkeag Steam Cotton Company and other nearby industries. As noted previously, the neighborhood was mostly rebuilt by the French-Canadian residents who erected their new dwellings and business blocks on the same parcels they had owned before the 1914 fire.

With the closure of industries and increasing suburbanization in the mid-20<sup>th</sup> century, many of these families moved out of the neighborhood. The area was re-settled and remains occupied by people from Puerto Rico and the Dominican Republic with the same motivations as the initial French-Canadians who sought better employment opportunities in a new country.

Today, the Point Neighborhood has the highest concentration of low income, minority and Hispanic or Latino families in the City of Salem, with 73.6 percent low to moderate income residents, 46.4 percent minority or multi-race, and 50.75 percent Hispanic or Latino.<sup>1</sup> Many residents are of Puerto Rican or Dominican Republic origin.

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<sup>1</sup> Consolidated Annual Performance and Evaluation Report, Fiscal Year 2005, July 1, 2004 to June 30, 2005. City of Salem, MA



Figures from the 2000 U.S. Census and secondary sources indicate that the area is overwhelmingly occupied by people who rent their apartments from a small number of landlords. In 2000, nearly 90% of the units were rental. The neighborhood has some of the lowest rents in Salem, however, many Point families and individuals earn below median wages. An increasing number of buildings are being converted to condominiums, especially in the streets in the northern section of the neighborhood, closest to downtown Salem, where this activity is prevalent.

In recent years, the neighborhood has also experienced an influx of newer residents and building owners who are greatly concerned about neighborhood conditions and want to actively work to attain a better environment for all residents. In concert with long-time owners and residents who have also expressed their interest in the neighborhood's preservation, this spirit bodes well for the Point.

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### **3.2 Current Zoning**

Current zoning for the neighborhood as indicated on the Zoning Map of Salem (1965/updated through 1990) corresponds to current uses in the neighborhood. A depiction of the zoning in the neighborhood is shown in Figure 2, Appendix A. The majority of the Point is zoned R3 (Residential Multi-family), while an L-shaped area defined by Congress Street between Lynch Street on the north and the four corners of the intersection of Palmer and Congress Streets to the south and a small area on the east side of Lafayette Street south of Palmer Street are zoned B1 (Business Neighborhood).

The Shetland Park property on the east side is zoned I (Industrial). A charter school and adult day care center, both allowed as of right, are two current uses in this former industrial complex. In the southern end of the neighborhood, the east end of the south side of Leavitt Street between Pingree and Congress Streets is zoned B4 (Wholesale and Automotive). The west end of the south side of Leavitt Street between Salem and Prince Streets is zoned R2 (Residential Two-family).

Properties fronting on the east side of Lafayette Street within the Study Area are included in an Entrance Corridor overlay district. Both sides of Lafayette Street within the city limits is included in this overlay district.

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### **3.3 Community Concerns**

At the first public meeting and workshop for the Point Neighborhood Historic Resources Survey and Preservation Plan, held on April 4, 2006, the local residents and



property owners of the Point Neighborhood provided input on the character of the neighborhood, and raised issues that relate to preservation in the neighborhood. The meeting attendees were mainly property owners, and as such their concerns may differ some from renters in the neighborhood not present at the meeting. Many residents believe that many people in Salem display a lack of appreciation for the neighborhood, which feeds into an unjustified stigma of the neighborhood's character. To enhance the public perception of the neighborhood and reduce the barriers caused by language and socio-economic differences between the point neighborhood and the rest of the City of Salem, residents suggested improving the physical appearance of the neighborhood (graffiti removal, steps to address neglect of buildings), increasing the awareness of the historic and architectural significance of the neighborhood, and promoting the Hispanic culture of the neighborhood. Further, the waterways, Shetland Park, and the beautiful streetscapes were noted as key assets in the Point Neighborhood that should be highlighted.

Landlords who neglect their properties or are usually unobtainable were identified as a major problem for the upkeep and aesthetics of the neighborhood. One resident suggested the implementation of more incentives for home ownership and consequences for landlords who do not maintain their properties. Of the property owners who do live in the Point Neighborhood, there was a strong interest in obtaining information on financial or other technical assistance to improve their properties.

Active individuals in the community are most concerned about the preservation of affordable housing. Recent condominium developments within and adjacent to the Point Neighborhood are viewed as a possible threat to the retention and availability of affordable units.

The recent closure of St. Joseph Roman Catholic parish in the neighborhood and ensuing proposal for the site's redevelopment by the Planning Office of Urban Affairs of the Archdiocese of Boston (Planning Office) is a city-wide issue. The parish complex occupies one of the largest property parcels and is one of the most visible locations in the neighborhood. The loss of the parish was a heavy one for many in the neighborhood, especially the loss of community services provided by the parish and the loss of a central meeting space. Others have expressed concern about the possible demolition of some or all of the buildings within the parish complex, which includes the 1949 Modern Movement church building and its distinctive multi-tiered tower that is a landmark in the community. The most current proposal by the Planning Office calls for the retention of the 1921 school and 1917 rectory for reuse as housing for various income levels. The 1962 convent and 1949 church would be demolished. A 6-story building, with a brick and cast concrete exterior that incorporates some of the design elements seen in the post-1914 brick multi-family buildings, has been approved by the Planning Board along the Lafayette Street frontage. The building will contain 97

residential units with low, moderate and market rate units in the upper five stories. A plan sponsored by the Mayor recommends the relocation of the current City Senior Center into the proposed structure, with a community center located on the ground floor. This proposal has not been presented to City Council at the time of this report. The project is currently delayed by a lawsuit.

The Shetland Park property on the east side of the neighborhood is an underutilized asset. While there are neighborhood concerns about truck traffic, upkeep of parking lots, and the physical appearance of the buildings within the complex, the property holds the potential to benefit the neighborhood in the future if appropriate tenants can be found for the remaining 35% of the complex that is currently vacant. Although the buildings have been marketed to potential tenants, it appears that there is insufficient interest shown to date for 20,000 to 30,000 square feet spaces available in the complex. The buildings are an important part of the neighborhood's heritage for their association with the city's largest employer in the 20<sup>th</sup> century and significant examples of fireproof mill construction by one of the country's premier engineering firms, Lockwood, Greene & Company.

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### **3.4 Current and Future Planning Programs**

The City of Salem currently oversees a number of programs that affect the Point Neighborhood, especially activities funded through the Community Development Block Grant program of the Department of Housing and Urban Development (HUD).

The City of Salem maintains two programs funded with grants from the Department of Planning and Community Development: the Community Development Block Grant (CDBG) and the Home Investment Partnership Program (HOME). These programs are designed to develop and maintain affordable housing, improve neighborhood public facilities, provide economic opportunities, improve access to public facilities for people with disabilities, provide critical public services, assist people who are homeless, and prevent homelessness. In Salem, the highest priority of these programs is the maintenance of affordable housing. The CDBG and HOME programs employ numerous housing strategies to accomplish this priority, including providing first time homebuyer assistance, preserving existing affordable housing units, providing assistance to renters and property for affordable housing production, and improving existing public housing. In addition, an Affordable Housing Fund has recently been made available for the City of Salem's affordable housing activities, which includes the development of an Affordable Housing Plan.

In Fiscal Year 2006, the City leveraged \$192,380 of HUD funds with \$1,641,892 of funding from other sources. Much of this activity was in the Point Neighborhood in the



areas of public services, housing programs, economic development, planning and neighborhood improvements. Some recent highlights include annual funding of \$20,000 to Salem Harbor Community Development Corporation (Salem Harbor CDC)'s Advancing Community Business Program for Point business creation and expansion and \$325,000 in HOME funds set aside for two new Point housing projects currently in permitting.

The City of Salem has a number of economic development programs to assist businesses in Salem, including a Storefront Improvement Program, technical and financial assistance to low- to moderate-income microenterprise business owners (managed by the Salem Harbor CDC), and three types of business loans that fund commercial rehabilitation, create and maintain jobs, and assist microenterprises in making Salem's commercial areas vibrant.

Salem Harbor CDC, a nonprofit organization that conducts housing and economic development activities in the Point Neighborhood, owns over 160 housing units in the neighborhood and works closely with the City to provide affordable housing to residents of the Point Neighborhood. Salem Harbor CDC is currently constructing housing on Palmer Street that would provide 15 new affordable housing units for first time home buyers from the area.

Specific projects include redesign and reconstruction of the Congress, Peabody, and Ward Streets intersection; design and implementation of pedestrian safety improvements at Harbor and Lafayette Streets; design of a "gateway" park on City-owned land and replacement of a deteriorating and blighted wall with a new fence on Peabody Street; and construction of a South River Harbor Walk providing access to the waterfront from the Downtown and Point Neighborhoods.

In conjunction with the previously prepared St. Joseph's Parcel Reuse Study (completed November 2005), this historic resource survey and preservation plan and traffic studies for strategic intersections and corridors in the neighborhood are considered by the City as the basis for the neighborhood's master plan.



# 4

## Results of Historic Resources Survey and National Register Eligibility Assessment

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### 4.1 Previous Preservation-Related Inventory/ Studies in the Point Neighborhood

Properties within the Study Area were the subject of survey efforts using Massachusetts Historical Commission inventory forms in 1979, 1988, 1989, 1992, and 1998. Most of the currently inventoried properties were documented in 1989 by Northfields Preservation Associates for the City of Salem's Planning Department. The level of survey documentation includes both Area Forms (Form A) and Individual Building Forms (Form B). Area Form GR, labeled the "Fire Area" Area Form, includes most of the Point Neighborhood (referred to as Stage Point) and South Salem to the west and south of the Study Area. Three smaller sub-areas and 34 individual buildings documented on Building Form B are contained within Area Form GR. Area Form ID, the Naumkeag Steam Cotton Company, is just east of the eastern bound of Area Form GR.

A city-wide preservation plan prepared in 1991 by Northfield Preservation Associates and discussed in more detail in Chapter 5 examined the state of preservation throughout the city which resulted in a number of recommendations for important properties and priorities. It does not appear that the Point Neighborhood was focused upon as a historic area, as only a small number of blocks (Peabody Street, Ward Street, and Prince Place) and individual buildings (Saltonstall School) were recommended eligible for the National Register of Historic Places.



In 2005, as part of a county-wide inventory of priority heritage landscapes, the *Essex County Landscape Inventory*, funded by the Massachusetts Department of Conservation and Recreation (DCR) and Essex National Heritage Commission, identified the Point Neighborhood and Naumkeag Steam Cotton Company as priority landscapes through a series of community meetings. Both areas, however, were not accorded priority heritage landscapes, which received additional reconnaissance and preservation strategies in the final report.

#### **4.1.1 Previous National Register Listings and Eligibility Recommendations**

No properties within the Point Neighborhood have been officially listed in the National Register of Historic Places (NRHP).

The 1991 Salem Preservation plan recommended one NRHP district in the neighborhood that included Ward and Peabody Streets and Prince Place. Saltonstall School on Lafayette Street was recommended for individual NRHP listing.

The Massachusetts Historical Commission rendered opinions of National Register eligibility for two previously inventoried properties in the neighborhood: the St. Joseph Roman Catholic Church Parish Complex and the Naumkeag Steam Cotton Company.

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## **4.2 Results of Current Historic Resources Inventory/National Register Evaluation**

The current survey/preservation plan effort represents the most comprehensive and focused study of the historical and architectural significance of the neighborhood. Two major tasks required of this project were to prepare an inventory of the Study Area through recordation on a Massachusetts Historical Commission Area Form and to provide recommendations on the Study Area's eligibility for the National Register of Historic Places.

### **4.2.1 2006 Historic Resources Inventory**

The initial tasks in the inventory involved a reconnaissance survey of the neighborhood to determine the survey effort and architectural types and styles; research on the social and economic character of the neighborhood; and an examination and assessment of archival and other information sources. An intensive inventory of the buildings in the neighborhood began in April 2006. Fieldwork included 35 mm black-and-white photography of streetscape views and of individual buildings and an indication of the photograph locations. Almost every building in the neighborhood was included in either a streetscape view or was individually photographed as a result of this effort. The data sheet included with the Area Form notes the film roll and frame number for every property in the neighborhood and the contact prints (and high resolution





scanned versions) and negatives are also submitted products, although only a representative sample of 3-1/2" by 5" black-and-white prints are included with the form. A 24" x 36" figure that shows the location of all inventoried buildings with their address and MHC inventory number is included with the Area Form.

Documentation for the Area Form included extensive research at several repositories, including the Phillips Library, Salem Public Library, Boston Public Library, and examination of numerous websites. Specific topics included the Salem Rebuilding Commission's efforts and regulations and housing reform theories and examples; architects and builders who worked in the neighborhood; and the background of people who lived or built houses in the neighborhood. A detailed list by street of information discovered to date about owners and architects or builders was also produced. Nearly 80 historic photographs in the collection of the Phillips Library, many of them of newly completed buildings from ca. 1915-1917, were copied for use in the Area Form documentation and analysis.. The 1890, 1906, 1950 (which contains pages redrawn in 1915 as a result of the fire and subsequent construction), and 1957 Sanborn maps for the area were retrieved and used in the analysis of the area's physical development. The population schedules of the 1910 and 1920 U.S. Census and several City Directories were examined to gain a better understanding of the ethnic, social and economic backgrounds of the residents in the neighborhood at these points in time.

Research was also conducted on such topics as other housing design projects by the Boston firm of Kilham & Hopkins; the history and eventual relocation of the Naumkeag Steam Cotton Company; and housing reform efforts in Massachusetts in the early 20<sup>th</sup> century.

Preparation of the Area Form also entailed an analysis and form typology of the multi-family residential building types found in the neighborhood. Several common residential building types were employed, although most buildings in the neighborhood were erected by individuals.

#### **4.2.2 National Register Eligibility Assessment**

##### **Statement of Significance**

The Point Neighborhood is recommended eligible for the National Register of Historic Places as a historic district with a period of significance of 1914-1956. The district includes an extraordinary collection of residential buildings that typify early 20<sup>th</sup> century multi-family reform housing efforts, and a small number of other residential buildings, commercial, industrial, and institutional buildings. The Point Neighborhood historically was bounded by the South River, Salem Harbor, Lafayette Street, and Palmer's Cove. The neighborhood was part of a larger area totally destroyed in June

1914 (see Salem Area Form GR "Fire Area" form) and largely rebuilt in the ensuing three years under the direction of the Salem Rebuilding Commission. Throughout the "burned district" are residential and commercial buildings that reflect the Salem Rebuilding Commission's regulations regarding the use of fireproof materials, building placement, and types of construction for different uses in relationship to building use and unit size.

Within the Point Neighborhood, a far more noticeable cohesiveness is evident due to the density induced by its smaller lots than the other areas of the "burned district" and the concentration of multi-family building types, many that share similar classical detailing. Perhaps the most distinctive buildings are the brick multi-family residences that feature contrasting brick color patterns and classical cast stone detailing, seen most memorably on Ward and Peabody Streets (documented 1989 as Area Form GW) in the neighborhood's north end, but also present throughout the Point. Examples of these buildings are also occasionally seen on streets west of the Point, especially northwest of the Lafayette and Washington Street intersection. The historic district also includes the Naumkeag Steam Cotton Company complex on Salem Harbor (documented in 1988 and 1992 on Area Form ID and on several individual building forms), which includes a series of industrial buildings from the 1910s and 1920s that were mainly designed by the prominent engineering firm of Lockwood, Greene & Co. of Boston. The mill, the city's largest employer in the 20<sup>th</sup> century, was a major source of employment for nearby residents in the Point.

The historic district meets Criterion A for its association with the ambitious efforts of the Salem Rebuilding Commission to totally restore several neighborhoods after the Great Salem Fire of 1914. The Commission created and oversaw a set of stringent building regulations that are in large part responsible for the present appearance of the area. The historic district also meets Criterion C for its stock of buildings that reflect not only the stated physical requirements of the Commission's regulations, but the economic and social conditions in this largely French-Canadian community. A contingent of Salem and Boston architects and builders were involved in the design and construction of many of the neighborhood's buildings, producing a distinctive landscape of early 20<sup>th</sup> century multi-family and commercial architecture unique in Salem.

Despite incremental physical changes seen in new siding application, window, door and porch replacements, and limited instances of demolition, the district retains integrity of location, setting, design, feeling, association, workmanship, and materials.



### **Proposed Point Neighborhood Historic District Boundaries**

The boundaries of the recommended district are Salem Harbor on the east, the south side of Peabody Street on the northeast; New Derby Street on the northwest, an irregular boundary on the west that includes Pond, Ropes, Porter Court, Cherry Street, and both sides of Lafayette Street from Gardner Street, including Saltonstall School on the southeast (Figure 3, Appendix A). The district includes portions of South Salem west of Lafayette Street due to the area's similarity of building forms and types, styles, materials, and building placement on the lot. The proposed district also includes the small commercial area on Lafayette Street in the north end of the neighborhood, which features commercial buildings and hotels, many displaying dates of 1914-1917. Also included within the proposed district is Lafayette Park, just west of the St. Joseph Roman Catholic church complex, created from a triangular plot of land formerly occupied by housing by the Salem Rebuilding Commission. The east edge of the district is dominated by the early 20<sup>th</sup> century industrial complex of the former Naumkeag Steam Cotton Company, the city's largest employer in the early 20<sup>th</sup> century, while the west side foci are Lafayette Park and the grouping of early to mid-20<sup>th</sup> century buildings within the former St. Joseph Roman Catholic parish complex.



# 5

## Existing Preservation-Related Programs and Policies

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### 5.1 Introduction

Many programs and policies exist at the local, state and federal level that are available to assist in the preservation of the Point Neighborhood's important historic resources. While not all of the programs outlined are recommended in this Preservation Plan, the programs described below present the range of existing programs and regulations that could be considered in the future. A brief description of these programs, how they work in general, and those who would most benefit is outlined below. It should be noted that the City of Salem already has many of these programs and policies in place. Links to websites that provide further information for many of these programs are included in Appendix D.

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### 5.2 Existing Programs and Policies

#### 5.2.1 Local Planning / Protection

##### Preservation Plans

Preservation plans provide an assessment of historic properties in a specific geographic area (neighborhood, city, town, or county) and recommendations on the policies and programs that can aid in their preservation. The City of Salem has a city-wide



preservation plan, known as *The Salem Preservation Master Plan*, which was prepared in 1991 by Northfields Preservation Associates, the same firm that completed the initial historic inventory in the Point Neighborhood. The Plan addressed several areas of concern, including the integration of preservation activities into all areas of city government, expansion of local historic districts, expanded preservation education, redrafting of ordinances and procedures, and expansion of preservation staff.

Many of the recommendations in the plan have been carried out since the plan was approved. Implemented recommendations include the development of better orientation and training materials for the Historical Commission, revision of Commission guidelines, and the formal listing of more properties in the National Register of Historic Places. Recommendations not executed include strengthening the City's Demolition Delay Ordinance, creation of a historic preservation restriction program, and developing protective measures for historic streetscapes.

One of the most important findings in the 1991 plan was the confirmation that Salem residents are enthusiastic and supportive of historic preservation activities. As a community that relies heavily on tourism, residents understand the importance of their historic resources to the city's economic future and to its quality of life.

The Point Neighborhood was not substantially addressed in the plan, although recommendations for National Register listings were noted for the Peabody and Ward Street Area in the north section of the Point Neighborhood and Saltonstall School in the southern section. No recommendation was made to include the entire Point Neighborhood as a historic district.

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

The National Register of Historic Places (NRHP) is the nation's official list of significant historic properties. Properties listed in the NRHP include sites, buildings, structures, districts, and objects that are significant in American history, architecture, archaeology, engineering, and culture. Contrary to popular perception, listing in the NRHP does not limit a property owner's right to alter, manage, or sell the property when using private funds. Instead, the designation acts as a key to access preservation programs and incentives at the federal, state and local level.

Some of the key benefits to NRHP listing include eligibility for federal and state rehabilitation tax credits, access to income tax deductions for the donation of historic preservation restrictions, and matching grant funds for preservation related projects. NRHP listing also requires consideration in federal, state, and some local planning projects.

NRHP properties must be at least fifty years old (unless they demonstrate exceptional significance) and must possess physical integrity by retaining enough of its original materials to exhibit its historic appearance during the time period of its historic significance. The NRHP recognizes properties associated with famous figures and events, but also acknowledges places that are associated with the history of important themes and trends in American history and pre-history. NRHP listing is accomplished through a nomination process initiated by an individual, or a private or public entity. Property owners may object to the listing through a certified letter to the State Historic Preservation Office. If 51% of the property owners within a district object to the listing through the certified letter objection process, the district will not be officially listed in the National Register. The number of properties owned by a single owner is immaterial; each property owner has one "vote". The nomination addresses the significance and integrity of the resource through a thorough report documenting its appearance and history. The report is reviewed by the MHC staff, the Massachusetts Historical Commission's state review board, and the National Park Service before final designation.

### **Demolition Delay Ordinance**

The objective of a demolition delay ordinance, which has been instituted in many Massachusetts communities, is to encourage owners of historic buildings to seek and consider alternatives to demolition and encourage preservation or relocation of significant buildings. Salem's Demolition Delay Ordinance adds an extra level of protection to historically significant buildings by requiring demolition permit applications for all buildings over 50 years old to be reviewed by the Salem Historical Commission.

Buildings that are at least 50 years old, and/or listed in the NRHP must be reviewed before a demolition permit can be granted. If the Historical Commission decides that the demolition of the building will not harm the historical, cultural, or architectural heritage of the city, the demolition permit is approved for issuance by the Building Department. However, if the demolition of the building is determined harmful, no demolition permit may be issued for up to six months, depending on the recommendation of the Salem Historical Commission (SHC). During this period the SHC helps the property owner to explore alternatives to demolition. If it is determined that demolition cannot be avoided, the SHC considers whether removal of the property would be a detriment to the public or the historic fabric of the city, whether the structure is so unusual or uncommon in design, texture, or materials that it would be difficult to reproduce, or if the structure would meet national, state or local criteria for landmark designation. If demolition cannot be avoided, this period also allows more time for the owner and the SHC to ensure that any new construction is architecturally compatible with its surroundings. A penalty for demolishing a property without

proceeding with the review process was included in a recently proposed amendment to the ordinance, but was not approved by City Council.

### **Local Historic Districts**

Local Historic Districts (LHD) can protect the appearance of historic properties and encourage new construction to be designed to complement the historic setting. The designation of a LHD imposes a review and approval process by a commission of appointed members for proposed exterior changes to properties. The primary strength of a LHD is that it can be tailored to specific community needs while providing greater protection for local resources. Design guidelines are developed to address the significant defining characteristics of a particular area. Designation as a LHD is one of the most effective ways to protect the historic character of buildings, streetscapes, neighborhoods, and special landmarks from inappropriate alterations, new construction, and demolition. In addition to protecting historic resources, locally designated districts across the country consistently produce stable property values, increase commercial activity, and attract tourism dollars.

Salem has four LHDs which are regulated by the Salem Historical Commission (SHC). These districts are the Derby Street, Lafayette Street, McIntire, and Washington Square Historic Districts. Following a set of guidelines established in 1984 and last updated in 2004, the SHC reviews proposed changes to exterior architectural features visible from a public way. Removing historic materials or altering a building's character-defining features is not permitted and repairing historic features rather than replacing them is encouraged. Any architectural changes or necessary replacements are expected to be compatible with the property's historic character and be consistent with the adopted design guidelines.

### **Design Guidelines**

Design guidelines provide a set of standards to owners and tenants of historic buildings to guide them in the maintenance and preservation of their properties in a manner consistent with a neighborhood's overall architectural character. By providing a consistent set of standards, a neighborhood can maintain its historic integrity and cohesiveness. Windows, siding, setback, massing, porches, landscaping and signage are some of the architectural elements that are defined in a set of guidelines. Salem's Historical Commission Guidelines pertain to the four local historic districts in the city. The guidelines regulate such elements as architectural trim and siding, doors, fences, gutters, paint colors, roofing, satellite dishes, skylights, and windows. In addition, the City has developed a set of overall commercial guidelines, the *City of Salem Commercial Design Guidelines*, which can assist property owners in every part of the city.





The current guidelines address some elements which do not pertain to the types of buildings in the Point Neighborhood, but could be used as a basis for developing more specific recommendations for the area.

Although generally associated with local historic districts and their standard for review processes, design guidelines, like the current commercial guidelines, are often employed in areas outside of local historic districts as a set of voluntary standards.

### **Neighborhood Conservation Districts**

Similar to a local historic district, a Neighborhood Conservation District (NCD) protects architecturally and historically significant resources through a review and approval process at the local level. While NCDs typically regulate a more limited set of design elements than a local historic district, they provide more protection than a demolition delay ordinance alone. NCDs are appropriate in areas where substantial alterations have been made to individual buildings, but the general setting, design, and overall character remains. NCDs have been used effectively in Cambridge, MA and in communities across the country because they provide a flexible but effective tool for protecting the special historical and architectural character of an area.

NCD guidelines are drafted with the input of local officials and property owners and seek to maintain consistency in architectural types, materials, massing, setback, and streetscape. These guidelines are not intended to dictate specific construction or alterations, but instead help to ensure the protection of the basic elements that contribute to the neighborhood's architectural significance.

Because NCDs are initiated and administered with the support of neighborhood residents, they tend to receive broad support from citizens and public officials. Review can be completed by the Historical Commission, but more often is governed by a dedicated NCD Commission which includes neighborhood residents.

### **Demolition by Neglect Ordinance**

Demolition by neglect, defined as the deterioration of a building through abandonment and/or inadequate maintenance is a serious threat to many communities. Such neglect can result in the deterioration of a building's structural systems and its external and internal appearance. In addition to being dangerous, deteriorating buildings are an eyesore and discourage investment and damages neighborhood pride.

A Demolition by Neglect Ordinance protects individual derelict buildings as well as the physical integrity of an entire neighborhood by specifying a set of minimum maintenance requirements for all buildings. While historic buildings and neighborhoods are by no means the only structures to suffer from owner neglect,



concerns about the high costs and hassles involved in rehabilitation of older buildings tend to make older structures more susceptible to abandonment.

The only communities in Massachusetts with Demolition by Neglect Ordinances are Nantucket and Lowell, but many cities and towns across the nation have adopted some version of this legislation. Many communities incorporate Demolition by Neglect regulations into their definition of demolition under a Demolition Delay ordinance. A model ordinance supported by Historic Salem, Inc. was not passed by the Salem City Council in early 2004.

### **Certified Local Government Program**

The Certified Local Government (CLG) program is designed to help recognize communities that value historic preservation as a community asset. The federal program is administered by the Massachusetts Historical Commission and establishes a set of basic requirements for local historic preservation programs, including the operation of a preservation commission or board and the maintenance of a survey of historic resources. In return, CLG status gives participating cities and towns exclusive access to at least 10% of Massachusetts' annual Historic Preservation Fund.

The funds are awarded to CLGs through a competitive survey and planning grant program on a percentage matching fund basis and can be used for preservation plans, comprehensive surveys, and National Register nominations. In addition to grant funds, the Massachusetts Historical Commission offers technical assistance to participating municipalities. Salem already participates in this program due to its designation a Certified Local Government.

### **Community Preservation Act**

The Community Preservation Act (CPA) is a program instituted in 110 communities across Massachusetts since its inception in 2001. Used for projects that help develop or acquire open space, increase the number of affordable housing units, and support historic preservation efforts, the CPA is funded through a property tax surcharge of no more than 3%. If adopted, 10% of the funds must go toward open space, 10% toward affordable housing, and 10% toward historic preservation. The remaining 70% can be divided as the city or town determines among these three categories. The CPA ensures that funds will always be available for preservation activities.

Properties receiving CPA funding for historic preservation projects must be listed in or eligible for the State Register of Historic Places, or deemed historic by the local historic commission. Funded projects can be owned publicly, privately, or by a non-profit organization, as long as they provide a significant public benefit.

Funds can be used for a variety of project types. Examples of projects that could benefit the Point Neighborhood include the purchase of preservation restrictions, preparation of a NRHP nomination, or the installation of historic area signage. Salem has not adopted the CPA, although past efforts have been made to adopt the act. The neighboring communities of Peabody, Wenham, and Manchester have benefited from the passage of the Act.

### **Zoning Overlay Districts**

Zoning Overlay Districts provide regulations over and above the regular zoning protection for a specific area to address issues that fall outside of existing zoning stipulations and either allow additional uses or impose additional restrictions on a specific area. Historic zoning overlay districts are similar to NCDs and local historic districts in that they aim to protect the character of a particular area, but are normally provide limited regulations, such as encouraging mixed-use or ensuring the architectural compatibility of new construction.

Currently Salem has two types of Zoning Overlay Districts. One is an Entrance Corridor Overlay which allows for half as much signage as in other areas and creates an appropriate gateway to the city. The second is a conservation overlay district which seeks to preserve the character of the Highland Park area. The east side of Lafayette Street in the Point Neighborhood, as well as the west side of the street, is included within an Entrance Corridor overlay district. This overlay requires more stringent site plan review for smaller parcels than typically reviewed, fences not more than 4 feet in height, and restricts the number and size of signs.

### **Preservation Restrictions**

A preservation restriction is a legal contract by which the property owner agrees the property will not be changed in a way that would compromise its historic and architectural integrity. Any proposed changes to the property are reviewed by the organization to which the preservation restriction is donated or sold. The preservation restriction runs in perpetuity with the land and is binding on both the owner who grants it as well as on all subsequent owners. A preservation restriction allows the owner of a historic property to retain title and use of a property and, at the same time, ensure its long-term preservation. The owner retains the major interest in the property and can sell or will it to whomever he or she wishes.

Preservation restrictions are specifically tailored to the individual building and the elements being sought to be preserved. Some agreements only protect a building's façade, while some include stipulations to protect elements of the interior, significant architectural details, or significant landscapes. The terms of the agreement are negotiated between the qualified organization and the property owner (Appendix D). The owner of the property subject to a preservation restriction must secure approval



before undertaking significant changes to the property, such as altering the building's historic elements, constructing an addition or changing its use. The owner also agrees to repair and maintain the property to an agreed-upon level of maintenance.

Significant federal income tax benefits result from the donation of a preservation restriction. If the property is listed in the National Register of Historic Places, the value of the development restrictions imposed by the preservation restriction is normally considered a charitable donation. Often a preservation restriction-holding organization will require a fee or endowment to provide adequate resources to monitor the preservation restriction in the future. According to Massachusetts General Law Chapter 184, Section 31-33, all historic preservation restrictions must be reviewed and approved by the Massachusetts Historical Commission. If the preservation restriction-holding organization is a private non-profit, the preservation restriction must also be reviewed and approved by the local municipality. Currently thirty-one (31) properties have preservation restrictions in Salem.

## **5.2.2 Regulatory - Federal and State**

### *Federal Regulations*

#### **Section 106 of the National Historic Preservation Act**

Section 106 of the 1966 National Historic Preservation Act (NHPA), as amended, was originally enacted to address the widespread loss of historic properties during federally-sponsored urban renewal initiatives and highway construction projects during the 1960s. The law requires that any project that receives federal funds or is required to obtain permits or licenses from a federal agency is required to be reviewed for its effects on historic properties. Section 106 review is required for properties that are both listed or *determined eligible* for the National Register. This determination is part of the review process if the property has not been previously assessed for its eligibility.

Typical examples of federal undertakings that do and can take place in the Point Neighborhood are the use of Community Block Development Grants (CBDG) for housing rehabilitation and Federal Highway Administration (FHA) supported road improvement projects. If a property is determined eligible for the National Register, then the impact of the proposed project on the resource must be determined by the federal agency or its assignee and concurred upon by the Massachusetts Historical Commission. If the project is determined to have an adverse effect on the resource, the lead federal agency must consult with the Massachusetts Historical Commission (MHC)) in order to determine mitigation options.

### **National Environmental Policy Act (NEPA)**

The National Environmental Policy Act (NEPA) requires all federal agencies to consider the environmental effects of their proposed actions and investigate alternatives and mitigation options that minimize any adverse impacts to the social, economic, and physical environment. Cultural and historic resources are included in the many categories considered in the NEPA process, and are addressed in an Environmental Assessment (EA) or Environmental Impact Statement (EIS). Often this review is coordinated with the Section 106 review to avoid duplication of efforts. Like the Section 106 process, the lead federal agency is responsible for identifying effects and proposing mitigation alternatives.

### **State Regulations**

#### **M.G.L. Chapter 254**

Chapter 254 of the Massachusetts General Laws (M.G.L., Chapter 9, Sec. 26-27C, as amended by Chapter 254 of the Acts of 1988), like Section 106 at the federal level, requires that any undertaking involving state funds or licenses be reviewed to determine whether the proposed project will have an adverse effect on a property listed in the State Register of Historic Places. If it is determined that the project will have an adverse effect on a listed property, the state agency and/or the project proponent must consult with MHC to determine mitigation measures. Unlike Section 106, which considers NRHP listed and eligible properties, Chapter 254 only considers properties or districts listed in the State Register of Historic Places. Chapter 254 could be relevant in the Point Neighborhood if the area is listed in the State Register of Historic Places (this designation is automatic if the area were listed in the NRHP) and any state funds or licenses are used for projects such as road improvement, community development or education.

#### **M.G.L. Chapter 91**

Massachusetts General Laws Chapter 91, also known as the Public Waterways Act, was enacted to maintain public access to Massachusetts harbors and encourage water-dependent and compatible public-benefit uses. Part of the law addresses infilled areas located below the historic high water mark. The law requires a license for projects located in or over existing or filled tidelands. Chapter 91 also requires that half of any development project that falls under the law's jurisdiction must be preserved in open space. Projects involving the rehabilitation and reuse of historic structures can normally waive this requirement.

The 2000 Salem Harbor Plan includes the waterfront of the Point Neighborhood as one of the four major areas of study. Because the eastern section of the Point includes filled lands once located below the mean high water mark, Chapter 91 review and approval is required for any change in use or redevelopment within these jurisdictional areas.



### Chapter 34 of Massachusetts Building Code

Massachusetts, like a number of other states, has addressed the difficulties in rehabilitating historic buildings under the requirements of modern building code requirements by allowing for certain flexibilities within the existing code for projects involving historic buildings. Chapter 34 of the State Building Code, passed in 1979 and mandatory for all localities, exempts historic buildings (those listed in the State Register) from many of the standard code regulations, and outlines creative alternative options for compliance. In short, Chapter 34 allows most alterations that do not make the building any less safe than it was prior to rehabilitation.

The lower rehabilitation costs resulting from Chapter 34's flexibility have encouraged reuse of historic buildings that may previously have been passed over for less costly new construction. Access and use of Chapter 34 is another key benefit of listing the Point Neighborhood in the National and State Registers of Historic Places.

### Massachusetts Environmental Policy Act (MEPA)

The Massachusetts Environmental Policy Act (MEPA) is a comprehensive review process that requires state agencies to account for the potential environmental impacts of projects involving state licenses, permits or financial support. This public process requires a thorough study of potential environmental impacts and the development of feasible mitigation options designed to avoid or minimize those impacts. Historic resources, both above and below ground, are included in the list of environmental factors that must be considered in the MEPA process.

If the project has a connection to state funds permits, or licenses, certain thresholds must be met in order to initiate MEPA review. For historic resources, the threshold is met if the project involves the demolition of any part of a structure listed in the State Register of Historic Places, or (as of 1998) the property is listed in the *Inventory of Historic and Archaeological Assets of the Commonwealth*. A detailed project information statement, known as an Environmental Notification Form, must then be prepared to assess the impact of the project on the resource.

The Point Neighborhood was included in the MHC Fire Area Form completed in 1989, which means that the area is part of the *Inventory of Historic and Archaeological Assets of the Commonwealth*, and needs to be considered in any project requiring MEPA review. The historic resources in the Point Neighborhood, if listed in the State Register of Historic Places, by virtue of the National Register listing, would also be considered in the MEPA process.

### **5.2.3 Financial Programs and Incentives**

#### **Federal Historic Preservation Tax Credit**

The Federal Historic Preservation Tax Credit program encourages preservation of historic structures by allowing favorable tax treatments for rehabilitation through a 20% tax credit for the rehabilitation of an income-producing NRHP-listed building. Since 1976, this investment incentive has proven to be one of the nation's most successful and cost-effective community development programs.

In order to be eligible for the credit, a building must be listed in NRHP either individually or as a contributing structure in a historic district, or be within a certified local historic district. The proposed project must also be a substantial rehabilitation costing more than \$5,000 or the adjusted basis of the property, whichever is greater. The building must be rehabilitated in a manner that meets the Secretary of the Interior's Standards for Rehabilitation and is reviewed through a series of applications by the State Historic Preservation Office (MHC) and the National Park Service (Appendix D).

For the purposes of the tax credits, income producing buildings include commercial, agricultural, retail, and rental properties, but do not include owner-occupied residences or most condominiums.

Federal tax credits have helped encourage rental property improvement in areas similar to the Point Neighborhood. In addition to the historic rehabilitation tax credits, a 10% Federal tax credit is also available to non-historic structures (buildings not listed in the NRHP) built before 1936. The requirements for the type of rehabilitation for these properties are not as stringent as those mandated for the historic rehabilitation tax credit.

#### **Massachusetts Historic Rehabilitation Tax Credit**

The Massachusetts Historic Rehabilitation Tax Credit allows up to 20% of the cost of the qualified rehabilitation of an income-producing historic structure to be credited on state income taxes. Many owners/developers use the state credit in conjunction with the federal tax credit to reach up to a return of up to 40% of approved costs in tax credits. Unlike the Federal incentive, the Massachusetts Historic Tax Credit Program has an allocation cap of \$50 million per year, and credits are awarded via a competitive process. General requirements for eligibility are the same as for the Federal historic tax credits.

#### **Property Tax Abatement Programs**

Many communities across the country have implemented tax abatement programs for property owners rehabilitating historic buildings. These programs freeze the pre-development property tax evaluation for a period of time to encourage owners who

would otherwise be discouraged from such work due to the higher taxes that accompany post-rehabilitation re-appraisals. A Massachusetts law (M.G.L. Chapter 59, Section 5J) enables cities and towns to pass legislation that allows owners of owner-occupied historic buildings who rehabilitate their properties to phase in the post-rehabilitation assessment over five years. The property must be listed in the State Register of Historic Places (either individually or as a contributing element to a district) and rehabilitation work must be done according to the standards of the MHC. This program gives a financial incentive for historic homeowners to rehabilitate their properties without placing a permanent revenue burden on the city. Salem does not currently have this incentive in place.

### **Housing and Urban Development Programs**

Two of the most successful federally-funded affordable housing programs are the Community Development Block Grant (CDBG) Program and the Housing Opportunities Made Equal (HOME) program, both funded by the Department of Housing and Urban Development (HUD).

The CDBG program is designed to develop and maintain affordable housing, attract and retain businesses, create jobs, fund human services, and rehabilitate parks, community centers, and open spaces for residents. Funds can be used to rehabilitate historic resources if they are viewed as “blighted”. In addition, many CDBG projects target dilapidated or underused historic areas. In 2006, Salem received \$1.2 million in CDBG funding. CDBG programs currently in place in the Point Neighborhood include rental rehabilitation of the Salem Harbor Community Development Corporation-owned properties; road, sidewalk, and intersection improvements; and park development.

The HOME program helps to expand the supply of decent, affordable housing for low and very low-income families by providing grants to States and local governments. Participating municipalities use these funds to address local housing needs and priorities.

Because HUD is a federal agency, Section 106 of the National Historic Preservation Act requires that projects that may affect NRHP-listed or eligible properties or districts must be reviewed to determine the potential effects on the historic resources.

Because the neighborhood is considered eligible for the National Register, Section 106 review is required for the expenditure of any CDBG funded project; therefore, National Register listing would not introduce any additional level of regulation.



### **Essex National Heritage Area Grant Programs**

The Essex National Heritage Area (ENHA) is one of the United States' thirty-seven National Heritage Areas. The ENHA and other National Heritage Areas were designated in order to recognize areas that continue to retain cohesive historic, cultural and natural landscapes that represent a unique, nationally significant American region or culture. ENHA is 550 square miles in size, and includes Salem, as well as other communities on the Atlantic shore and in the Merrimack Valley.

National Heritage Areas encourage collaboration between residents, government agencies, non-profit groups and private partners to create programs and projects to improve the area. The Partnership Grant Program of ENHA provides matching funds for education, interpretation, preservation, archives, and trails programs throughout the ENHA.

Non-profit group and governmental organizations are eligible for the grants. Properties for which funds are sought from the ENHA preservation-specific grants must be listed in the NRHP. Preference is given to projects that relate to one of the area's three historically significant themes: early settlement, maritime, and industrial eras. The Point Neighborhood's significant historic associations with the development of Salem's industrial history render it a possible candidate for these matching grants.

### **Massachusetts Preservation Projects Fund (MPPF)**

The Massachusetts Preservation Projects Fund (MPPF), administered by the Massachusetts Historical Commission, provides 50% reimbursable matching grants for preservation of properties, landscapes, and sites listed in the State Register of Historic Places. Grants can be used for feasibility studies, design assistance and plans, acquisition and construction activities including stabilization, protection, rehabilitation and restoration. Non-profit organizations and governmental agencies can apply for the grants, which typically range from \$5,000 to \$30,000 for pre-development projects, and \$7,500 to \$100,000 for development or acquisitions. Acceptance of the grant requires that the recipients place and abide by a preservation restriction on the property that will protect its significant features in perpetuity. If the Point Neighborhood is listed in the State Register, the city or local community development corporations would be eligible to apply for funding for projects within the district. While future funding for this program is expected, at present (October 2006), funding has not been authorized for future grant rounds. The Massachusetts Historical Commission should be approached regarding funding status for this program (Appendix D).

### **Historic Landscape Preservation Grant Program (HLPGP)**

The Massachusetts Department of Conservation and Recreation (DCR) sponsors the Heritage Landscape Inventory Program, which documents and analyzes unprotected historic landscapes throughout the state. In 2005, Essex County was the subject of this



program, in which its historic and natural resources were evaluated in a reconnaissance level inventory. While the Point Neighborhood was not specifically identified as a priority heritage landscape, it was noted, along with the Naumkeag Cotton Mill Company/Shetland Industrial Park area and South River as important heritage landscapes.

The Historic Landscape Preservation Grant Program provides matching grants to municipalities for preservation of public parklands (Appendix D). Properties must be listed in the National Register of Historic Places, with preference given to properties associated with friends' groups or citizen advisory councils. The Program supports inventory and planning projects, construction projects, preservation maintenance projects, and public education and stewardship activities. Currently, however, no program funding is available.

#### **Small Business Assistance Programs**

Small business assistance programs are another source of funding for historic preservation initiatives, especially when they can encourage traditional mixed commercial/residential building development. Establishment of new businesses on the first floors of existing multi-use buildings continue traditional use and discourage sprawl development while strengthening local economies. The City of Salem Department of Planning and Community Development offers programs that not only assist with business creation and support, but also technical design assistance and construction grants through the Storefront Improvement Program in eligible commercial areas.

The Salem Harbor Community Development Corporation (CDC) and Salem State College, located a few blocks from the neighborhood provide other small business assistance programs as well. Since 1997, the Salem Harbor Community Development Corporation has operated a Small Business Assistance initiative, offering training and technical assistance to new and existing small businesses in Salem. The Small Business Development Center at Salem State also provides free counseling to business owners. These programs and other business development programs can help preserve historic areas if integrated into preservation programs and initiatives.

#### **Revolving Fund Program**

A Revolving Fund Program (Appendix D) allows preservation organizations to purchase properties and then resell them with protective covenants to owners who rehabilitate or purchase rehabilitated structures. The income from the sale of the protected structures is then placed in the revolving fund to purchase other endangered historic properties.



Revolving Funds are, by design, self funding, although they do require an initial investment in order to purchase the first properties. Traditionally, revolving funds are operated by non-profit foundations, and normally involve the donation of a preservation restriction upon the transfer of the property. Some municipalities will provide assistance to a foundation in accumulating the initial funds and then work with the organization to encourage the purchase and rehabilitation of structures involved in the revolving fund program. No revolving fund programs are currently in place in Salem.

### **Private Foundations**

Private for-profit, non-profit, and not-for-profit foundations (Appendix D) provide an additional source of grant funding. Many private foundations offer grants for preservation activities, as well as for other areas of community development which may address similar goals. Competition for private funding can be very competitive and are usually targeted to specific localities or groups and specified activities. The National Trust for Historic Preservation, Bank of America, and the Getty Foundation are examples of private grant funding sources. Public sources, beyond those funds allocated by the State Historic Preservation Office, include the Save Our Treasures program, Technical Preservation Services, and National Maritime Heritage Grants from the National Park Service. The Associated Grant Makers of Massachusetts, a membership organization based in Boston, is an excellent source for researching grant funding for Commonwealth communities.

### **Non-profit Development LLC**

A non-profit development corporation is a proven tool in the successful redevelopment and continuing economic and social vitality of a particular area or region. Traditionally, community and business leaders' partner to form a limited liability corporation (LLC) committed to principles such as encouraging new businesses, improving housing opportunities and protecting an area's historic character. In some cases, cities or towns can provide initial funding and clerical support for an LLC focused on the rehabilitation of a particular area. Ideally, after an initial funding period, the corporation can become self-supporting through grants or by revolving properties. City involvement in the initial stages of a development corporation can ensure that its mission is compatible with the interests of the residents and with the character of the neighborhood.

The Salem Harbor Community Development Corporation was formed in the Point Neighborhood in 1979 and provides an opportunity for the City to partner on development project and revitalization initiatives.



### **Pre-Development Assistance Funding Programs**

Pre-development assistance programs provide technical and financial assistance to developers contemplating or pursuing redevelopment projects. At the state level, the Massachusetts Development Finance Agency operates the Pre-Development Assistance Funding Program. This program funds pre-development activities for developers in order to seed community development activities. Types of projects include property acquisition, community outreach, permitting, electrical studies and maintenance information.

Only projects that are eligible for long-term debt financing, those that have scheduled repayment of the loan for the property longer than one year, are eligible for these grants, which range in size from \$5,000 to \$25,000. Projects also must have a clear public benefit. Eligible organizations include businesses, municipalities, lenders, and non-profits.

### **Massachusetts Housing Finance Agency Grants and Loans**

The Massachusetts Housing Finance Agency (MHFA), offers a series of grant and loan programs targeted for both rental and owner-occupied affordable housing. Programs sponsored by MHFA include low-income residential construction and rehabilitation, pre-development bridge loans, revolving funds and development grants, and refinancing for elderly housing complexes and multifamily dwellings. Other loans are available for septic system improvements, lead paint removal, and home improvement projects.

MHFA has also worked to develop a disposition program in conjunction with the Department of Housing and Urban Development. This program has rehabilitated 1,850 units in 11 foreclosed and uninhabitable multifamily developments across the commonwealth. Residents are relocated during rehabilitation and consult on the project during construction. After completion, properties are transferred to resident-owned home owner organizations. Historic neighborhoods with a high number of older residential buildings such as the Point can benefit from this and other MHFA programs.

### **Low Income Housing Tax Credit**

The Low Income Housing Tax Credit (LIHTC) was created to help communities provide affordable housing options in an increasingly unaffordable national real estate market. LIHTC provides developers with substantial federal tax credits for providing a percentage of affordable housing units in residential projects. Credits are disbursed according to the percentage of units in a development dedicated to low or moderate income residents. This percentage varies from 4% to 9%, depending on the amount of other subsidies or the size of the project. Massachusetts also offers a state tax credit for low income housing development equal to 50% of the project's federal award.



Many large residential historic rehabilitations or adaptive use projects have substantially benefited from the use of the LIHTC, which can be used in conjunction with historic rehabilitation credits. These credits, like federal and state rehabilitation tax credits, can also be, under certain conditions, sold or transferred to another part. This option expands the financial options for non-profit development corporations to invest in affordable housing. Historically, mixed-income projects have provided a considerable impetus for neighborhood redevelopment.

#### **5.2.4 Educational/Interpretive Programs**

Educational programs can be a community's most important historic preservation and community development tool. Often, negative perceptions and misunderstanding regarding historic preservation present the greatest barrier to gaining consensus and moving forward with preservation goals. Structured classes, workshops, children's activities, tours, and conferences connect residents to the history and importance of their community. Frequently these programs broaden a community's base of preservation support and help to bolster neighborhood pride.

Educational materials including books, pamphlets, newspaper articles, and relevant websites are a less expensive way to teach the importance of preservation, and should be used in tandem with more intensive, face-to-face programs. Additional materials and events can be geared towards professionals in the fields of construction, real estate, and education. Examples of relevant programs are presented below.

#### **Save Our History**

*Save Our History* is an educational program sponsored by the History Channel that provides grants and educational curricula and materials to schools in order to expose students to the importance of local and national history. Preservation organizations are eligible for grant funds for projects that partner with schools or youth groups. In addition, *Save Our History* provides schools free access to historic preservation-related lesson plans and project guidelines. These programs would be an inexpensive way to help increase exposure to the Point Neighborhood's unique history.

#### **SALEM in History**

SALEM in History (The Science and Art of Learning from Evidence and Materials in History) partners with the Salem Public School district, the Peabody Essex Museum Salem State College and the National Park Service to increase the awareness of local, state and national history through the lens of Salem's rich and varied past. This teacher training program focuses on the creation of lesson plans based on the investigation of primary sources and provides an innovative approach to local history and preservation education.



### Real Estate Agent Historic Preservation Workshop / Certification

A number of communities have taken the opportunity to educate local residents and property owners on the benefits of historic preservation through the education of local real estate agents. Real estate professionals are in an ideal position to inform new buyers or sellers of the benefits of preservation, and many find that knowing the basics of preservation incentives and regulations give them a competitive advantage in the market. Some preservation organizations have instituted a certificate program in order to officially recognize local agents for their knowledge in historic preservation programs and policies. Such a program is not currently in place in Salem.

### 5.2.5 Maintenance

One of the strongest barriers to encouraging historic preservation in a community is the notion that older buildings require an inordinately greater amount of upkeep and repair than newer buildings. In most cases, regular preventative maintenance can help to avoid deterioration and prevent more expensive repairs in the future. The key to diffusing misunderstandings about older building maintenance are programs that help educate property owners with specific technical information and resources.

#### Maintenance Manuals

A maintenance manual provides information for residents and property owners on the basics of older building upkeep. While there is a wealth of material on general principles of historic building maintenance (notably, the National Park Service's *Preservation Briefs* series), many communities have produced area-specific manuals to focus on a limited set of architectural types and maintenance issues. The best examples of these manuals are reader friendly, and include a summary of the area's architectural and historical significance; identify the defining characteristic features; explain preservation standards; and describe treatment methods.

#### Maintenance Workshops

Maintenance workshops are designed to supply property owners with the resources needed to perform the preventative measures that can often help to avoid costly major repairs in the future. While it is true that many older structures have different maintenance requirements than newer ones, the evolution of preservation technology has provided simple, cost effective solutions to most of the common problem areas. Workshops that focus on issues like paint and siding, windows, insulation, roofing, foundations, and utility replacement through lectures, hands-on repair sessions, and on site visits give property owners access to important skills and resources.

The Old Building Doctor Program is an example of a successful maintenance workshop. The program was developed to help owners, managers, tenants and residents of historic buildings to better understand common problems such as leaking roofs, peeling paint, damaged or rotted wood, inoperable window sash and



deteriorated masonry. The program normally takes place over two days. The first day is an overview of design and construction issues specific to historic buildings, using illustrative slides and examples to describe solutions to common problem areas. On the second day, a preservation professional that functions as the Building Doctor is available to visit a number of individual properties to identify maintenance or repair problems and to recommend appropriate treatment. Such programs are not currently conducted in Salem.

### **Building Trades Programs**

A building trades program typically focuses on educating youth on specific building trades, combines education on the importance of historic preservation and community pride through a neighborhood maintenance/rehabilitation program. Basic maintenance projects, such as clearing an overgrown foundation or repointing deteriorated masonry can provide younger residents with a practical knowledge of building technology, a better understanding of their local history and the importance of preserving traditional places, and a sense of pride in their community. Building trade and maintenance programs can be operated independently or in partnership with a school system or youth group. These programs are not actually limited to younger participants; other organizations and volunteer agencies can also be a resource for labor and advice on neighborhood and building maintenance projects. No government agency or private organization in Salem currently operates a building trades program.

### **Tree Retention and Planting Programs**

More often than not, historic neighborhoods that have avoided widespread redevelopment retain mature trees that complement the historic landscape. In addition to the aesthetic quality of mature trees, these natural resources provide shade for pedestrians and buildings, and often result in more efficient energy use in warmer weather, minimize air and noise pollution, and help regulate soil erosion. Similar to areas that retain historic buildings, areas that retain mature trees normally exhibit stable property values as well. Programs that provide economic advantages or removal penalties to homeowners or developers recognize that trees have serious economic value. For example, in Cincinnati, Ohio, developers who remove trees must either replace the removed trees or pay the difference in property value that result from the removal. While important in all communities, trees are of even greater significance in an historic area, as they are frequently a component of a planned historic landscape. The City of Salem currently operates a Cemeteries, Open Space and Trees Program that includes an Annual Planting Program and a Memorial Tree Program.

### **Exterior Paint Donation Program**

This program, implemented in a number of communities, builds partnerships with paint manufacturers or supplier through the company's donation of paint to qualified property owners. The program is ideally accompanied by a maintenance workshop that



focuses on proper painting and preparation techniques. By defraying the cost of the paint, and by providing education on the benefits of preventative maintenance and the proper ways to paint buildings, property owners may be less likely to install artificial siding and retain historic materials and character-defining elements. Such a program has not been previously tried in Salem.

#### **5.2.6 Advocacy**

Advocacy plays a vital role in successful preservation efforts. Regulatory actions, grant and loans, and planning efforts are more effective if supported by educated and active residents, property owners, government agencies, and preservation organizations. A number of local, state and national organizations can be tapped for advice, information and advocacy support that could assist preservation in the Point Neighborhood.

##### **Advocacy at the Local, State and National Level**

The City's Salem Historical Commission and staff, and non-profit organizations including Historic Salem, Inc., Peabody-Essex Museum, Salem Harbor CDC, and Salem Preservation, Inc., and neighborhood groups including the Point Neighborhood Association and the Salem Neighborhood Alliance currently exist to improve a range of conditions in the city.

At the state level, the Massachusetts Historical Commission, which functions as the state historic preservation office, not only provides project review, technical assistance and limited funding programs, but also offers preservation advice and cooperative education opportunities such as their annual statewide preservation conference. The non-profit statewide preservation organization, Preservation Massachusetts, functions as an advocate and a partner for local preservation efforts throughout the Commonwealth and sponsors advocacy programs such as the annual Ten Most Endangered list and preservation awards for outstanding accomplishments in rehabilitation and advocacy.

The National Trust for Historic Preservation, the nation's historic preservation non-profit organization, provides and organizes state and local advocacy efforts to further the goals of preservation nationally, with focus areas that include funding increases for preservation initiatives; strengthening laws and incentive programs; and supporting better stewardship of publicly owned historic resources. Preservation Action is a nationwide advocacy organization that focuses on lobbying for federal preservation legislation.





### **Preservation Roundtables/Alliances**

Many communities with a diverse preservation community like Salem have organized historic preservation Roundtables or Alliances in order to maximize the combined resources of local organizations with similar goals. These organizations can include historical societies, historic house museums, public preservation officials, non-profit groups, cemetery preservation groups, restoration architects, downtown development associations or community development corporations, among others. Although these groups may have a variety of missions and goals, a cooperative agreement would target support for a specific cause and provide a stronger voice of support for proposed preservation initiatives. A preservation roundtable/alliance does not presently exist in Salem.

