



6

Point Neighborhood Preservation Plan Recommendations

6.1 Introduction

Future preservation activities for the Point Neighborhood definitely need to focus on a combination of preservation planning for the physical integrity of the existing neighborhood, educational programs, financial incentives, and advocacy efforts. The recommendations in this chapter were devised by determining which of the available programs described in Chapter 5 were applicable and appropriate for the Point Neighborhood. The recommendations are also derived from the public and City's knowledge and commitment to historic preservation and current priorities of the residents and property owners in the Point Neighborhood. Some of the recommendations are actually directed to a city-wide level, as they are expected to benefit other Salem neighborhoods as well.

6.2 Recommended Programs and Policies

6.2.1 Planning

Obtain National Register Historic District Listing for the Neighborhood

This report recommends that the Point Neighborhood is eligible for the National Register of Historic Places based on its significant association with the efforts of the Salem Rebuilding Commission (SRC) and its significant collection of early 20th century architecture. The Point Neighborhood's notable historical development and



architecture, which was extensively documented on a Massachusetts Historical Commission Area Form, is presented in some detail in Chapters 2 and 4 of this Plan, although the Area Form (Appendix B) should be referenced for more extensive discussions of its history, architecture, and significance.

Listing the Point Neighborhood and a small area to the west of Lafayette Street as a National Register Historic District as recommended in this plan, is crucial to the recognition and protection of the historic resources in the neighborhood. Such an action would call public attention to the neighborhood's important historic and architectural aspects and its contribution to Salem's long history. Listing also provides the opportunity to take advantage of a number of state and federal programs and incentives, including rehabilitation tax credits, affordable housing tax credits, and matching grants. In addition to available financial incentives, listing provides certain protections in the form of state and local environmental review and consideration in short and long term planning efforts.

Normally a preservation professional with NRHP nomination experience is contracted to prepare these nominations due to the extensive research and narrative requirements and levels of review involved in the NRHP nomination process.

Much of the information required to complete a NRHP nomination for the Point Neighborhood is already included in the Area Form prepared as part of this study. As a result, the costs involved in preparing a nomination would be considerably less than if the report had to be prepared without this previous effort. Actions should also be undertaken during the nomination process to educate property owners and residents regarding the National Register Program and its implications prior to listing.

While the preparation of the NRHP nomination will require an initial financial investment, the resulting listing accesses a wide range of benefits with minimal regulation and minimal city staff time.

Adopt the Massachusetts Community Preservation Act (CPA) for the City of Salem

The CPA is an effective planning tool that would provide a stable source of funds for historic preservation initiatives in the Point Neighborhood and other neighborhoods with minimal revenue impacts. Because the CPA can only be adopted through a local vote, it will be important to work closely with the community in order to promote awareness of the goals and benefits of establishing the CPA.

Some of the programs used by other communities that could benefit the Point Neighborhood include façade rehabilitation matching grant programs, the acquisition of historic properties for rehabilitation and programs, or the provision of gap funding for non-profit organization dedicated to preserving historic resources.



Developing educational programs to help to inform the public about the tangible and intangible benefits of the CPA will be crucial to any effort to adopt the act. The City of Salem and other local groups that support approval of the CPA in the city should work with officials involved with the Community Preservation Act program to find ways to convince voters of these important benefits.

Strengthen the City of Salem's Demolition Delay Ordinance

Currently, the City of Salem's Demolition Delay Ordinance requires any property constructed over 50 years ago and considered significant and/or listed in the NRHP to be reviewed by the Salem Historic Commission (SHC). The SHC then has the power to delay the issuance of a demolition permit for up to six months during which time the Commission can consult with the property owner to investigate alternatives to demolition. It is recommended that the six-month period be increased to twelve months. In order to increase the efficacy of this ordinance, a penalty for refusal to follow the ordinance's procedures is also recommended. It is recommended that the City of Salem establish either a fine determined by the value of the lost resource, the withholding of building permits for twelve to twenty-four months, or both, for demolishing a structure 50 years or older without going through the specified review process and time period.

Establish a Neighborhood Conservation District (NCD) Ordinance for the City of Salem

This recommendation proposes that the City of Salem prepare a sample ordinance for the designation of neighborhood conservation districts. In the future, the City and neighborhood owners and residents could investigate establishing an NCD in the Point Neighborhood or other areas. A NCD would be fitting for the Point Neighborhood as it provides flexibility in its approach to preserving a neighborhood's character without creating an undue burden on homeowners or city staff. Further, a NCD is not intended to freeze a neighborhood in time, but rather allows neighborhood changes to naturally evolve, while conserving the neighborhood's distinctive qualities. The Point Neighborhood satisfies the criteria needed to be a NCD: presence of a cohesive area with common characteristics and of buildings which are significant to the architectural, cultural, and social history of the neighborhood.

Establish a Demolition by Neglect Program for the City of Salem

The establishment of a program to prevent demolition by neglect would hinder the rate of loss of historic properties throughout the city, as well as those in the Point Neighborhood. Further, such a program would discourage the neglect of properties and help stabilize and improve existing properties. An important element of any demolition by neglect program is an educational component that provides property owners with technical advice, and helps to alleviate fears that historic building maintenance is difficult and costly. (see "Maintenance" section below)



Historic Salem, Inc, which has recognized demolition by neglect as an increasingly serious issue in the city, should be called on again to work with staff and Council to revise and advance the passage of an ordinance rejected by the Salem City Council early in 2004.

Revise Zoning to encourage more Residential, Commercial and Mixed Use Zoning

Many buildings in the Point Neighborhood were originally intended for mixed use, with businesses on the ground floor and residences above. However, a trend is present in the conversion of first floor spaces into residential use. These conversions generally require a physical change in the appearance of the building, such as window infill, and decrease pedestrian activity. In order to preserve this traditional neighborhood characteristic, mixed-use of properties should be encouraged in the Point Neighborhood. Incorporating pedestrian-oriented retail on the ground floor of buildings can improve the vitality and security of the neighborhood by encouraging increased pedestrian traffic and street-level activity.

In addition, the height of new construction, including roof top additions to existing buildings, should not exceed five stories. Restricting the height will help preserve the traditional neighborhood scale. Most of the neighborhood's buildings have a shallow setback, a characteristic that should be respected in any new construction project. Some of these zoning goals could be accomplished through a Neighborhood Conservation District, should an ordinance be adopted by the City. (see "Planning").

Consider Vision Charette for Full Reuse of Shetland Park

A vision charette is a discussion of design and use options that brings stakeholders together to explore alternatives through discussion and visual exercises. A charette would be an ideal starting point for the reuse of the Shetland Park property and possibly other areas of the Point Neighborhood. Such an exercise, which would necessitate the owner's permission and involvement, would help to identify the multiple needs and concerns expressed by neighbors and the property owner. The charette could also help build consensus, ideally through large and small group discussion, site walkthroughs, and the use of two and/or three dimensional renderings. Successful charettes clearly identify specific goals and result in an action plan.

Encourage Donation of Preservation Restrictions throughout Salem

The City of Salem can help encourage the donation of preservation restrictions in the neighborhood and in other areas of the city, by highlighting restrictions and qualified restriction-holding organizations on the historic preservation section of the City website. Preservation restriction education should also be integrated into any educational efforts or workshops for property owners (see "Education" section). It is recommended that any information regarding preservation restrictions ultimately refer



the property owner to consult with a tax attorney, qualified appraisers, and include reference to recent Congressional reforms on this issue.

Prepare Voluntary Design Guidelines

The Salem Historical Commission has created a set of Design Guidelines for the city's four local historic districts to provide guidance to staff and the Commission in determining whether new construction or alterations are congruent with the architectural character of the districts. Expanding these guidelines to include the types of buildings found in the Point Neighborhood, or creating set of voluntary guidelines for the Point Neighborhood, would provide guidance to property owners rehabilitating historic structures. The guidelines would not be enforced, but rather assist those interested in sympathetic rehabilitations as well as those proposing new compatible construction.

These guidelines will also assist education efforts by providing property owners, city staff, developers, elected officials and others with a concise description of the neighborhood's architectural significance.

6.2.2 Regulatory

Renew Programmatic Agreement with MHC for Section 106 review of HUD programs

As noted in Chapter 5, under Section 106 of the National Historic Preservation Act, as amended, federally funded or licensed projects must be reviewed for their effect on historic properties. To perform Section 106 review more effectively, the City of Salem should complete its renewal of a Programmatic Agreement with the Massachusetts Historical Commission and the Department of Housing and Urban Development that addresses more specific use and review of projects employing Community Development Block Grant program funds and their impact on historic properties. The Programmatic Agreement should cover both NRHP-listed and eligible properties and specify the level of review for certain types of work, including window replacement, additions, demolitions, and the removal or alteration of other character defining features. Having a Programmatic Agreement in place will allow for expedited reviews and help decrease the number of individual reviews for similar kinds of housing rehabilitation projects.

6.2.3 Financial Programs and Incentives

Encourage use of historic tax credits

The City of Salem and other preservation advocacy groups in the city should provide more information on federal and state rehabilitation tax credits to the public. Appropriate city staff should be aware of the tax credits and be able to direct citizens to the appropriate literature, including links to more detailed information on the City's



website. This effort should be augmented by including a discussion and explanation of historic tax credits in any public education efforts about building preservation.

Provide Pre-development Financial and Technical Assistance Programs

Partnerships should be built with the City of Salem small business programs and those at Salem State and the Salem Harbor CDC to encourage small businesses to be preservation-minded. Education programs, grants or other monetary incentives like reduction in rent or taxes could be used to encourage small businesses to locate in underutilized structures in the Point Neighborhood.

The programs could also provide one-on-one education for developers about the variety of financial incentives, such as the federal historic tax credit, and the steps that must be followed to obtain them.

Because historic preservation is so applicable to homeowners, it may be beneficial to include more preservation information in HOME-funded workshops for the first-time homeownership program that is currently managed by the Salem Harbor CDC.

Seek, use and advertise new sources of private and public funding for preservation efforts

Communities like Salem are eligible for a number of public and private grants for historic preservation related projects. The City should identify and apply for grants that could assist in improvement of the Point Neighborhood. Diversified sources of preservation funding are appreciated by elected officials and tax-paying citizens and help to build a more reliable stream of support for programs and initiatives.

6.2.4 Educational/Interpretive/Recognition

Educational outreach to the English and Spanish speaking residents and owners in the Point Neighborhood will play a pivotal role in the future of preservation in the neighborhood. The importance and benefits of maintaining the historic assets of the neighborhood have not yet been widely communicated to residents, but their participation is crucial to the success of preservation efforts recommended in this plan.

Preservation outreach directed to the general public and city residents will increase recognition of the Point Neighborhood's historical significance, and may help strengthen the neighborhood's connection to other sections of the city.

Redevelop historic preservation section of City of Salem website

One of the most simple and effective ways for the city to educate the community on historic preservation programs, benefits, and initiatives is to broaden the scope of the material currently covered on the Historical Commission's website. While the City should not be responsible for answering every public preservation concern, a section of the website that provides annotated links to pertinent resources for information on tax

credits, preservation restrictions, grants, the National Register of Historic Places, and other preservation basics would be very helpful.

Create illustrated brochure on neighborhood's history and architecture

A clear and straightforward summary of the importance of the Point Neighborhood's history and architecture should be produced and made available to residents as well as the general public. Community pride can be improved when residents are more familiar with the physical characteristics and history that make their neighborhood distinctive. This publication should be produced in English and Spanish and be made available on the City's website.

Establish walking tours of neighborhood

A walking tour program should be established that draws on local knowledge and interest. Volunteers interested in sharing the history of the neighborhood, or possibly students from Salem State College, could help to develop a formal or an informal walking tour program. In addition to Salem's wealth of historic sites and tourism opportunities, the Point Neighborhood offers a number of themes and stories that cannot be experienced in other parts of the city. Local student groups and local organizations should be encouraged to take the tours when established, and eventually get involved in leading tours as well.

Design and install outdoor interpretive signage and interpretive materials

Street signage and publicly accessible interpretive materials is another low cost method of increasing the profile of the neighborhood and providing educational opportunities for residents and tourists. Posted street signage or road sign toppers can help to give a visual boundary for the neighborhood and help to define why the Point Neighborhood is distinct from the surrounding area. Creative passive outdoor interpretive materials such as markers detailing historical and architectural information can be installed at significant points in the neighborhood, such as near the Naumkeag Steam Cotton Company/Shetland Park area on Congress Street, and help to strengthen the area's sense of identity. Additionally, an exhibit at a library or museum, events and festivals or an oral history project could lead to increased interest in the Point. Any public educational program should emphasize the recent immigrant history of the area as well as its earlier past.

6.2.5 Maintenance**Create Maintenance Manual with reference material specific to Point Neighborhood**

A maintenance manual produced specifically for the Point Neighborhood will equip residents, property owners, architects, and contractors with detailed information about the proper ways to fix common building problems. The manual should also contain references to additional resources and literature, such as pre-existing information found



on pertinent websites. Voluntary design guidelines, should they be developed for the Point Neighborhood, could be included in the manual. An additional section should include a list of local building contractors and suppliers with experience in historic preservation, although a notice needs to be inserted that states that inclusion of their names does not include endorsement by the City or other entity producing this manual. These same professionals could exchange the advertising provided by listing in the manual for volunteer time at a maintenance workshop (see below).

These documents can be distributed at maintenance workshops, but should also be given to new owners when they purchase a property in the Point. The manual should be written in clear concise language and preferably include illustrated examples and be available in Spanish.

Sponsor / Coordinate Maintenance Workshops

Developing a maintenance workshop program, in conjunction with developing a maintenance manual, is an initiative that will help encourage property owners to retain the historic character and extend the life of their historic buildings. While a number of established programs like the Old Building Doctor program offer an admirable model, other programs that bring property owners together with preservation professionals will help to avoid inappropriate alterations and avoidable deterioration. Workshops are usually co-sponsored by a local organization that helps publicize the program, handles registration and helps underwrite the cost. Ideally, the contractors that are listed in a maintenance manual would be available to lead a workshop session in return for free advertising.

Create a Building Trades Program

Creating a building trades program would, similar to a maintenance workshop, increase understanding in the basics of historic building maintenance while also encouraging volunteerism and community pride. This type of program can potentially address goals over and above the advancement of historic preservation, including youth activities, vocational education, and community service. A building trade and maintenance program with a focus on the Point Neighborhood could be developed in partnership with the Salem Harbor CDC, Salem State College, or with local high school vocational programs.

Emphasize Preservation Programs and Regulations in Building-related Programs and Regulations

Since many rehabilitation and lead and asbestos abatement programs involve historic buildings, a number of regrettable and unnecessary demolitions and alterations could be avoided by educating staff involved in these programs about the fundamentals of historic building maintenance. Relevant programs would include affordable housing rehabilitation, lead and asbestos abatement, fire department training, and building inspections. Materials such as the maintenance manual, if produced, could be



distributed to staff and could help to encourage integration of preservation principles in these programs

Support City of Salem's existing tree retention and planting programs in historic areas

Working with the city's Cemeteries, Open Space and Trees program could help restore the neighborhood's historic environment by encouraging retention of historic landscape features. Because a detailed record exists of the layout and type of trees planted, new trees could accurately reflect the neighborhood's historic condition.

Establish Exterior Paint program

The City or an organization like Historic Salem, Inc. should periodically offer an exterior paint donation program to help owners/residents to paint, rather than apply artificial siding, their buildings. This program could be offered in neighborhoods other than the Point as well. Local or nationally known paint suppliers could be asked to donate cans of paint in appropriate colors for the effort. Local painting contractors could be asked to assist with tips on proper preparation and painting techniques.

6.2.6 Advocacy

Form a broad coalition of historic preservation/neighborhood groups to advocate for historic preservation in the Point Neighborhood

Advocacy is crucial to the continuation of successful preservation activities in the Point Neighborhood. The City of Salem should organize a Preservation Roundtable, Alliance, or other association of groups, individuals and businesses with a stake in historic preservation. Participants should include historic societies, historic house museums, public preservation officials, non-profit groups, cemetery preservation groups, churches, neighborhood associations, restoration architects, downtown development associations and community development corporations. This organization can be formal, with monthly meetings and organized agendas, or it can be as simple as an internet listserve where members can solicit advice or ask for unified support for a program or initiative. The Salem Harbor CDC and Historic Salem Inc. are the most likely charter members of this alliance.





7

Action Plan

The following table provides a summarized action plan for the recommendations detailed in Chapter 6. The following Action Plan serves to identify and highlight:

- Recommendation summaries
- Purposes and goals
- Proponents and those responsible for carrying out action
- Funding sources
- Estimated costs
- Time estimate for completion
- Products /outcomes

Point Neighborhood Action Plan

Recommended action	Purpose/Goal	Priority	Proponent/responsible parties	Costs	Funding sources	Time Period	Product
Planning							
Obtain National Register listing for Point Historic District	Promote awareness of area's importance; listing will make historic tax credits available for building rehabilitation	High	City of Salem; Historic Salem, Inc.; Point Neighborhood Assoc.	\$3,000-\$5,000	MHC; City of Salem	Within one year	National Register nomination / listing
Adopt Community Preservation Act	Provide a source of funding for preservation of historic buildings, acquisition of open space, and assistance with affordable housing efforts that will benefit entire city	High	City of Salem, Historic Salem, Inc.; Neighborhood Groups	60-80 hours of staff time	City of Salem	Within two years	Community Preservation Act adopted by city
Strengthen Demolition Delay Ordinance	Strengthen ordinance to include penalty for premature demolition	High	City of Salem	60-80 hours of staff time	City of Salem, MHC	Within one year	Amended Demolition Delay Ordinance
Create Neighborhood Conservation District ordinance	Provide neighborhood-based regulations regarding review and approval process over changes to important physical elements	Medium	City of Salem; Historic Salem, Inc.	60-80 hours of staff time	City of Salem	Within two-three years	Neighborhood Conservation District Ordinance
Establish Demolition by Neglect Ordinance	Provide more authority for city and neighborhood organizations to discourage building neglect	High	City of Salem; Neighborhood organizations	60-80 hours of staff time	MHC; City of Salem	Within one year	Demolition by Neglect Ordinance
Consider vision charette for full reuse of Shetland Park property with property owner, neighborhood, architects, planners and other stakeholders	Develop redevelopment options for Shetland Park area with stakeholders	Medium	City of Salem	\$5,000	National Trust, City of Salem, Private Foundations,	Within one year	Design and use vision charette
Encourage donations of preservation restrictions throughout Salem	Protect more Salem buildings in perpetuity through preservation restrictions overseen by existing qualified preservation organization	Medium to Low	City of Salem; Historic Salem Inc.	15-25 hours of staff time	City of Salem, Historic Salem Inc.	Within two-three years	Greater awareness of preservation restrictions; increase in donations
Creation of voluntary design guidelines	Provide guidance on appropriate design guidelines that would be voluntarily used	Medium	City of Salem; Point Neighborhood Association	\$7,000-\$10,000	MHC; City of Salem; Salem Harbor CDC, National Trust	Within two years	Illustrated set of design guidelines that could be posted on city website or presented in brochure format
Revise zoning to encourage more commercial/residential mixed use	Revive traditional neighborhood character by encouraging pedestrian-friendly building uses at ground floor	High	City of Salem	80-120 hours of staff time	City of Salem	Within two-three years	Revised zoning ordinance
Regulatory							
Renew Programmatic Agreement with MHC for Section 106 review of HUD programs	Define more specifically the elements that should be reviewed	High	City of Salem, MHC	40 hours of staff time	N/A	Within six months	Programmatic Memorandum of Agreement
Financial							
Encourage use of historic tax credits	Promote awareness of financial benefits and procedures associated with obtaining credit	High	City of Salem	40 Hours of City Staff time	City of Salem	Within one year	New preservation section on city website with links and text
Provide pre-development technical assistance program for developers/owners of multi-family buildings that focuses on preservation practices	Educate developers and property owners before construction or alteration to preservation incentives, regulations and treatments	Medium	City of Salem	20-40 Hours of City Staff time; ongoing meetings	City of Salem	One to two years	Pre-development historic preservation Q & A sheet; one-on-one meetings
Seek, use and advertise new sources of private and public funding for preservation efforts	Increase and diversify sources of preservation project funding	Medium	City of Salem	40-60 Hours of City Staff time	City of Salem	One to two years	Increased base of external funding sources

Point Neighborhood Action Plan (continued)

Recommended action	Purpose/Goal	Priority	Proponent/responsible parties	Costs	Funding sources	Time Period	Product
Education							
Redevelop historic preservation section of City of Salem website	Provide citizens with a single comprehensive location for historic preservation inquiries	High	City of Salem; outside web designer	60-80 hours of staff time; outside designer: \$3-5,000	City of Salem	Within one year	Enhanced historic preservation section of city web site
Illustrated brochure on neighborhood's history and architecture	Educate residents, owners and visitors about area's importance	High	City of Salem	\$10,000	Within one year	Within one year	Illustrated brochure in both English and Spanish
Walking tours of neighborhood	Promote recognition of the historical significance of Salem Point Neighborhood	Low	City of Salem; Walking tour experts in Salem	N / A	Within two years	Within two year	Walking tour brochure in both English and Spanish
Outdoor interpretive signage	Promote awareness of historical significance of Salem Point Neighborhood and Naumkeag Steam Cotton Co.	Low	City of Salem, Peabody Essex Museum	\$30,000-\$50,000	Private foundations; City of Salem	Within 3 years	Illustrated signage at highly visible locations in neighborhood in both English and Spanish
Maintenance							
Create maintenance manual with checklist and reference material specific to Point Neighborhood	Provide information that will help owners take proper care of buildings	High	City of Salem/Salem Harbor CDC	\$10,000	National Trust, MHC, Private Foundations	Within two years	Maintenance manual
Sponsor/coordinate Maintenance Workshop	Inform property owners about common building problems and maintenance/repair solutions through lecture and house calls to specific buildings	Medium	Historic Salem, Inc.	\$3,000	City of Salem, Salem Harbor CDC, National Trust	Within one year	Building maintenance program
Create a building trades program that focuses on appropriate rehabilitation techniques and training for neighborhood youth	Train neighborhood youth for useful job skills; create base of local workers aware of proper rehabilitation techniques; proper rehabilitation of subject buildings	Medium	Salem Harbor CDC/City of Salem	\$100,000 startup	National Trust, local construction company	Within three years	Building trades program
Emphasize Preservation Programs and Regulations in Building-related Programs and Regulations	To provide more awareness of appropriate preservation practices when undertaking building rehabilitation and lead abatement programs	High	City of Salem	20-40 hours of staff time; ongoing	City of Salem	Within one year	Historic preservation Q & A sheet for city staff
Support City of Salem's existing tree retention and planting programs in historic areas	Work with Cemeteries, Open Space and Trees program to encourage the importance of trees in maintain the character of historic neighborhoods	Medium	City of Salem	10 hours of staff time	City of Salem, local environmental group	Within one year	Link from historic preservation section of city web site to Cemeteries, Open Space and Trees program site
Exterior paint program	Team with paint company to provide free paint and technical assistance with painting/preparation issues	Medium	Historic Salem, Inc./City of Salem	40-60 hours of staff time	Paint company donation	Within two to three years	City web site subsection describing program
Advocacy							
Form a broad coalition of historic preservation/ neighborhood groups to advocate for historic preservation in the Point	Creating more voices and attention to historic preservation issues in the neighborhood	High	City of Salem, Historic Salem Inc. Point Neighborhood Association, Salem Neighborhood Alliance, Salem Harbor CDC, MHC, Peabody-Essex Museum, Preservation Massachusetts, Essex National Heritage Commission, MA Department of Conservation and Recreation (DCR)	N/A	N/A	1-2 years	Increased knowledge and cooperation among local groups concerned with historic preservation issues