

Neighborhood Preservation District Study

Salem, Massachusetts

Prepared for	City of Salem, Department of Planning and Community Development Salem, Massachusetts
Prepared by	VHB /Vanassee Hangen Brustlin, Inc. Watertown, Massachusetts

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September 2008

The Neighborhood Preservation District Study in Salem, Massachusetts Report has been financed in part with federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of Commonwealth William Francis Galvin, Chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.

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Introduction

Executive Summary

The City of Salem (City) contracted Vanasse Hangen Brustlin, Inc. (VHB) to study the feasibility of creating Neighborhood Preservation Districts¹ as a component of the Salem *Preservation Master Plan*. This plan, which was completed in 1991, discussed the concept of Neighborhood Preservation Districts (referred to as Neighborhood Conservation Districts in the master plan), but no action has been taken to implement the recommendation. The major purpose of the current study was to research the concept of Neighborhood Preservation Districts (NPD) and ways that it might best fit Salem's situation, prepare a draft ordinance and draft design guidelines for two neighborhoods, and create educational materials for the public. The study and its final products and recommendations relied heavily on public input, gained through a series of neighborhood meetings, stakeholder interviews, dedicated page on the City's website, and other means. The study provides recommendations that will help the City of Salem and individual neighborhoods determine if a NPD program is right for the city's neighborhoods and can function alongside the Local Historic District (LHD) program already in place.

VHB was directly assisted in this study by the City's Department of Planning and Community Development (DPCD) Community Development Block Grant (CDBG) Planner, Kirsten Kinzer, who served as the Project Coordinator and a Working Group of Salem residents (Working Group), who were extremely diligent in their interest, time, and recommendations. These Working Group members were:

- Jane A. Guy, DPCD Assistant Community Development Director
- Barbara Cleary, Historic Salem, Inc. President
- Emily Udy, Historic Salem, Inc., Preservation Project Manager
- David Hart, Salem Historical Commission Member



¹ The term, Neighborhood Preservation District, was chosen by the study's Working Group to ease confusion with conservation areas and the local Conservation Commission. The terms, Neighborhood Architectural Conservation District, Architectural Conservation District, or Neighborhood Conservation District, are more typically used, but are only used in this study report to reference specific studies or reports or the name used by communities referenced in the report. Otherwise, the term, Neighborhood Preservation District, is used to describe the generic concept in this study and report.



- Jessica Herbert, Salem Historical Commission Member
- Maggie Lemelin Towne, Alliance of Salem Neighborhood Associations President

Christopher Skelly, director of Local Government Programs with the Massachusetts Historical Commission (MHC) provided oversight for the project and guidance on methodology and products.

The final report describes the outcome of the multi-phase investigation of the NPD concept's feasibility for Salem. Phase I involved background research on other communities' neighborhood preservation districts, Salem's historic properties and associated documentation, and field reconnaissance of Salem neighborhoods that could be potential candidates for such designation. Phase II focused on a series of presentations to 7 neighborhoods which explained the NPD concept and solicited feedback on residents' and property owners' interest and concerns. Two neighborhoods - Bridge Street and the Point - were then selected for further study in Phase III, based on expressed interest, architectural character, and potential threats. The Phase III study included an analysis of physical character and proposed design guidelines for these two neighborhoods. Three meetings were held with both of the neighborhoods to gain input on design guidelines and levels of design review. Phase IV, the final phase, is the completion of the final report. The Phase III tasks specified:

- Hold public meetings in the two neighborhoods selected for further study in Phase II utilizing PowerPoint presentation, NPD handout and design guidelines. Collect, review and summarize public comments received.
- Hold meetings with appropriate agencies and commissions to discuss the draft ordinance and design guidelines.
- Revise draft ordinance based on comments received from the public, agencies and commissions.
- Prepare recommendations for the NPD administration based on comments received from the public, agencies, and commissions.
- Prepare recommendations on priorities for future NPD designation, considering public interest expressed in Phase II and relative potential for inappropriate development.
- Prepare the draft Neighborhood Preservation District Study report, incorporating comments received from the City and the public.
- Provide 10 copies of the draft Neighborhood Preservation District Study report and one high resolution PDF.
- Attend meeting with DPDC and MHC staff to review draft Neighborhood Preservation District Study

Summary of Project Goals and Objectives

Specific goals and objectives for the study included:

- Create a definition of Neighborhood Preservation Districts (NPD) appropriate to Salem, including a rationale for NPDs in Salem and defining physical characteristics.
- Create a map of potential NPD boundaries, taking into consideration architectural style and character, building massing and siting, and streetscape characteristics.
- Provide recommendations for architecturally significant areas preferable as Local Historic Districts.
- Provide opportunities for public comment through public meetings.
- Develop a framework for NPD administration through the detailed analysis of two potential districts, including design guidelines and design review administrative procedures.
- Develop a draft NPD ordinance creating two selected NPDs based on the MHC Sample Architectural Conservation District Bylaw.
- Prepare sample design guidelines for two neighborhoods.
- Prepare a study report for Neighborhood Preservation Districts.

Methodology Statement

The study's methodology focused on the multi-phased tasks specified in the Scope of Work, procedures and practices of previous studies and designations, and current input solicited from a wide circle of residents, property owners, City staff and other stakeholders in Salem through a series of public meetings.

The process to determine which guidelines and procedures would work best in Salem was an iterative process, which involved many presentations featuring illustrated examples of possible appropriate and inappropriate scenarios for new construction, demolition, and alterations to existing buildings.

Description of Products

Each phase of the study resulted in several documents or products, including a report that detailed the outcomes of each phase. The products from each phase are noted below and were submitted with each individual Phase's report. These products are incorporated into this report to provide a single source compilation of

the study's outcomes. Appendix 1 contains copies of the products listed below by phase.

Phase I Products

- Handout explaining NPD concept
- PowerPoint presentation for general distribution
- Draft ordinance
- Draft map showing neighborhoods proposed for LHD and/or NPD designation
- Phase I report

Phase II Products

- Individual PowerPoint presentations for 7 neighborhoods (2 representative examples are included)
- Phase II report which included detailed sets of minutes from each presentation

Phase III Products

- PowerPoint presentations to Bridge Street and Point neighborhoods (2 each)
- Illustrated sample design guidelines for Bridge Street and Point neighborhoods
- Proposed NPD boundaries for Bridge Street and Point neighborhoods
- Finalized draft NPD ordinance
- Phase III report

Phase IV Products

- Final report that incorporates all received comments

Accomplishments of the Project

The study accomplished several major goals:

- Determined the level of interest Salem residents, property owners, and various neighborhoods have in the NPD concept and historic preservation reviews and regulations in general
- Gained an understanding of how strict reviews should be
- Further learned which issues are most important to neighborhood residents and property owners
- Educated Salem residents and property owners about existing City programs that could be of help to them, as well as relevant publications, agencies, and websites



- Provided a forum to discuss Salem's residents and property owners concerns and goals for historic preservation in the city.

Public Involvement

Many Salem residents and property owners attended the public meetings scheduled in Phase II and Phase III. Some attended the meetings primarily to find out more about the concept, while it is clear that others came to voice their opposition to "another level of bureaucracy". It is unclear if the opinions expressed in some meetings were representative of the majority of residents and property owners, but the dialogue that resulted from these meetings was invaluable in airing citizens' concerns about issues affecting their neighborhood and historic preservation practices in general.

Definition of extent of NPD Design Review

In general, people who attended the meetings were not open to the concept of reviews that covered the entirety of a building's exterior, such as those employed for local historic district review. The concerns expressed mainly had to do with delays associated with such reviews, arbitrariness of decision-making, and personality implications.

Identification of Issues Important to Neighborhoods

Besides preservation of historic neighborhood character, certain issues surfaced during some of the meetings that could be considered in the future. These issues included proper building and property maintenance, especially properties that were not maintained to the point of being nuisances. Demolition by neglect and affirmative maintenance ordinances were explained and discussed at these meetings, although it was acknowledged that such ordinances were outside of the scope of a NPD. Other issues important to attendees included simple maintenance and cleanliness of property; in some cases, newer, perhaps unsympathetic, buildings were preferred by individuals over older buildings that were not maintained.

Education of Residents and Business Owners

The series of meetings held for this study provided an important forum for discussion and explanation of a number of issues. We believe many residents were better educated on not only the NPD concept, but also about various City and State programs that could better enable them to take care of their properties, differences between National Register, local historic districts, and neighborhood preservation districts, and architectural character and significance of their neighborhoods.

Neighborhood Preservation District Definition

In this study, a Neighborhood Preservation District was initially defined as a predominantly residential area that displayed a physical character worthy of a flexible level of review over certain important physical changes determined by the neighborhood residents and property owners. Through comments made at neighborhood meetings, it became clear that residents and business owners are interested in the inclusion of both residential and commercial areas in individual NPDs. The PowerPoint presentations that introduced the NPD concept noted that NPDs (or neighborhood conservation or architectural conservation districts) could take many different forms, depending on the character of the area and the residents' and property owners' desires regarding which changes to elements would be subject to review and approval by a commission.

2

Public Process

The public process in this study spanned all four phases. During Phase I, VHB consultant Rita Walsh contacted individual stakeholders recommended by the DPCD and the Working Group for their opinions on the NPD concept. A general meeting with a city-wide neighborhood group, the Alliance of Salem Neighborhood Association, was also held during Phase I. Seven neighborhood meetings were held during Phase II to introduce the NPD concept and gain feedback on its feasibility in individual neighborhoods. Based on the feedback received in these meetings, two neighborhoods, the Point and Bridge Street, were selected for further study in Phase III.

The Phase III public process involved several meetings with residents and property owners in two selected neighborhoods which had expressed interest in a trial analysis of neighborhood character and formulation of sample design guidelines. The meetings included walking and driving tours to discuss particular issues that could be addressed by NPDs, followed by two public meetings to assess which elements should be subject to review and if advisory or binding review was acceptable. Phase IV includes a city-wide presentation to publicly present the study's outcome.

Phase I Public Process

A number of individuals, mainly those who owned large numbers of properties in candidate neighborhoods or those involved in Salem's preservation activities, were contacted during the first phase of this study. In general, the property owners contacted were not in favor of additional restrictions. A presentation to the Alliance of Salem Neighborhood Associations revealed some interest in the value of the NPD concept, although it was clear that clarification about the NPD concept as compared to local historic district and National Register designation was needed for upcoming meetings in Phase II.

Phase II Public Process

DPCD staff Kirsten Kinzer and consultant Rita Walsh held seven (7) public meetings between March 18 and April 28, 2008. The meetings geographically targeted the areas

recommended for possible consideration as Neighborhood Preservation Districts in Phase I. The neighborhoods and dates of respective meetings were:

- South Salem Neighborhood - March 18, 2008
- Derby Street & Salem Common Neighborhoods - March 27, 2008
- Salem Willows Neighborhood Meeting - April 8, 2008
- North Salem Neighborhood Meeting - April 15, 2008
- Gallows Hill Neighborhood Meeting - April 21, 2008
- Bridge Street and Common Neighborhoods Meeting - April 22, 2008
- Point Neighborhood Meeting - April 28, 2008

Some of the meetings were held under the auspices of a neighborhood association or were targeted to distinct areas, such as the Willows neighborhood. Several of Salem's City Councillors arranged and advertised the meetings, which assisted in boosting interest and attendance. The number of attendees at the meetings ranged from 4 to over 40 people, who were a combination of residents and property owners.

The format was similar in each meeting, consisting of a PowerPoint presentation that explained the Neighborhood Preservation District concept and how it could work in Salem. The presentation included a discussion of benefits of establishing such districts, how they differ from National Register and Local Historic districts, and a map showing areas that could be considered for such designation and previously established and recommended districts. Images of representative streetscapes at the end of the presentation usually helped spark comments on issues in the respective neighborhoods. Typically these meetings lasted 2 or more hours, with time generously devoted to discussion and questions after the formal presentation. The PowerPoint presentations for two of the neighborhoods – Bridge Street and the Point – are included in Appendix 1, Phase 2 of this report.

Common Themes in Phase II Public Comment

While attendees at each of the meetings had specific or unique concerns and questions, several common themes emerged at most of the meetings. These themes are loosely presented by topic, but are in no order of priority or ubiquity. By no means were people unanimous about these concerns:

Administration

- Desire little or no representation by Salem Historical Commission members on the NPD Commission
- Concern about increased review time in order to obtain a building permit
- More detail requested on member composition of NPD Commission
- Need for additional city staff to administer and assist the NPD Commission could lead to increased taxes to pay for this service



- Education is a very important task – we have to talk to more people about this concept – one meeting is not enough.
- Concern about lawsuits or other civil action due to unpopular decisions by the NPD Commission
- Liked the ability for a neighborhood to opt out of the district designation if it was not working
- Each NPD should have its own neighborhood commission; concern expressed about non-neighborhood members reviewing proposed work.

Design Review in General

- Opposition to others telling them what to do with their own property
- Fear that costs of improving property will increase due to higher standards
- Paint color, application of substitute siding, and window sash replacement should not be reviewed
- Concern that not enough people attended these meetings to realistically gauge interest in the concept
- Questions about drawbacks of such designation, in response to a discussion of benefits of NPD designation
- Most could not envision potential threats to their neighborhood; individuals who had experienced inappropriate new construction or an unwelcome demolition near their property more readily understood the NPD's purpose
- In general, binding review over new construction and demolition was acceptable to the majority; more concern was expressed about review of alterations to existing buildings

Relationship to Existing Review Processes

- Dislike of an additional layer of bureaucracy
- Belief that zoning adequately covers new construction (additions and new buildings) issues
- Question how and to which group (e.g., Zoning Boards of Appeals) appeals would be handled

Other Phase II Public Comments

Other comments that were not as routinely expressed included questions about individual property owners' ability to opt out of the district, how much this study cost and where the funding came from, and concerns that the study was one more City-sponsored action that would not be completed and end up as a document on a



shelf. Questions were also posed about review of proposed demolitions and related review criteria; possibility of grants/low-interest loans to assist owners to rehabilitate their property; and whether each neighborhood would have an individual set of design guidelines.

Phase III Public Process

Following the selection of Bridge Street and the Point for further study in Phase III, DPCD staff Kirsten Kinzer and consultant Rita Walsh held 6 public meetings in the Bridge Street and Point neighborhoods between May and July 2008.

The meetings were held on the following dates:

- Bridge Street walking tour - May 22, 2008
- Point Neighborhood driving tour - May 29, 2008
- Point Neighborhood presentation I - June 17, 2008
- Bridge Street presentation I - June 19, 2008
- Bridge Street presentation II, - July 23, 2008
- Point Neighborhood presentation II - July 28, 2008

The meetings included an initial Bridge Street walking and Point driving tour with interested residents and property owners. Two presentations for each neighborhood followed these initial tours. The purpose of presentation I in both neighborhoods was to review the study's purpose and to ask interested residents for their opinions and comments on proposed design guidelines and the level of review. Presentation II focused on the final proposed guidelines and their level of review based on public comment. Examples of both presentations are included in Appendix 1, Phase III.

In general, residents and property owners were eager for review over new construction and demolition, although how new construction design guidelines would be structured and which buildings should be subject to demolition review and approval varied. Most residents and property owners also expressed interest in advisory review of certain elements of existing buildings although the types of elements and what level of review would be acceptable varied at the meetings.

Kirsten Kinzer of the City of Salem DPCD and Rita Walsh of VHB gave a final presentation on the study in order to inform the public about its findings and products.

Working group meetings

The study's Working Group met several times with City staff and the consultant throughout the study. These meetings involved an explanation of the NPD program and how it has worked in other communities; definitions of what this program is and can be, versus what it is not; and review and recommendation of areas to be considered for further study as NPDs. The Working Group, City staff and consultant



also discussed content of the two-page handout, PowerPoint presentation for public meetings, draft ordinance, and the public meeting process. Subsequent telephone and group e-mail discussions helped finalize the content and layout of the draft ordinance, brochure, and PowerPoint presentations. The Working Group also provided suggestions on ways to make the concept more acceptable and attractive to the neighborhoods, including financial incentives and educational forums. The Working Group's contribution to the study was extremely beneficial, seen in their thoughtful input and vastly improved products.

3

Salem Neighborhood Preservation District Ordinance

The draft Neighborhood Preservation District ordinance, one of the required products of this study, resulted from adaptation of the MHC model Architectural Conservation District by-law, other MA communities' ordinances and bylaws, and consultation with City of Salem Planning staff and the Working Group. A copy of the draft ordinance is in Appendix 2.

The draft ordinance was based on a number of similar documents, including the Massachusetts Historical Commission's sample bylaw and other Massachusetts communities' bylaws or ordinances, including Cambridge, Wellesley, Lincoln, and North Andover. The draft ordinance was also influenced by comments expressed at public meetings held during the study, especially concerning the required percentage of property owners needed for approval at the study and designation phases, levels of review for selected activities, and composition of the NPD commission.

A Neighborhood Preservation District ordinance can help achieve the following objectives:

Preserve Character of Salem's Neighborhood s

A major concern expressed in neighborhood meetings was the level of inappropriate alterations in areas where there is minimal design control. The City's Zoning Ordinance dictates such standard items as setback and height, but variances and special permits on these items as well as use can be granted by the Zoning Board of Appeals, which have impacted some neighborhoods' character. Identification and subsequent review of changes to the most important features of a neighborhood's character was a stated intention of the program.



Provide More Oversight on Proposed Demolitions

The City of Salem's demolition delay ordinance applies to buildings or structures listed in or eligible for the National Register of Historic Places or which are fifty or more years old. Proposals for demolition of such buildings or structures are reviewed by the Salem Historical Commission. If the building or structure meets the criteria stated in the ordinance, then a period of 180 days (six months) is allowed for the Commission to work with the property owner and to conduct investigations in order to issue a written recommendation regarding the demolition. If no agreement to preserve the building is reached within the six-month demolition delay period, a demolition permit is issued by the Building Inspector.

Within Salem's Local Historic Districts and the Urban Renewal Area, demolition permits can be denied by the Salem Historical Commission and the Salem Redevelopment Authority, respectively. Some residents voiced a desire for this level of control due to the loss of historic buildings in other Salem neighborhoods.

Help Control Future Development Concerns

Although Salem is currently experiencing a slight downturn in real estate values and development projects, it is believed that the near future will see a renewed and increased interest in redevelopment of areas adjacent to Salem's waterfront and unprotected areas near the downtown. The capability of a neighborhood preservation district ordinance to have additional input on both demolition reviews and new construction design was considered an essential component of the NPD program. The aim was to have some level of protection in place before the onset of possible negative impacts of future development.

Specific aspects of the ordinance that were considered in discussions with the Working Group, the public, and MHC are:

Inclusion of Advisory Review

The ordinance originally only contained binding review by the NPD Commission on the elements that the neighborhood agreed should be regulated. The educational value and possible persuasive power of advisory review for minor elements are seen as positive reasons to include advisory review in the ordinance but the Working Group was concerned that residents will not take advisory reviews to heart. In many of the meetings held in Phase II, residents repeatedly expressed opposition to binding review of architectural details such as siding and window replacement but agreed that alterations to these building elements can have a major impact on neighborhood character. Advisory review was added to the ordinance to create a method for providing education and design advice to residents on building elements



that impact neighborhood character to a lesser degree than demolition or new construction.

Removal of Designation Process Details

The ordinance originally detailed the study and designation process. This level of detail was removed, based on MHC comments that too high a level of detail within an ordinance can bind the City to an outdated process in the future. The administrative process will be governed by a Department of Planning policy, which can more easily be updated to incorporate changes in the administrative needs of the designated districts and the Commission. A draft policy is included in Appendix 3 and is based on the input from residents and the Working Group through the course of this study.

Composition of Neighborhood Preservation District Commission

A single NPD Commission responsible for all NPD project review in the city was initially envisioned in the ordinance. The conflict between neighborhood concern about non-neighborhood members' review of projects and the inability of DPCD to staff multiple commissions prompted the proposal of a commission with a "spokes of a wheel" structure. An attendee of two of the public meetings suggested the concept as a way to maintain one commission but ensure that the majority of the members reviewing a project in a given district are residents or business owners from that district. This structure is illustrated in Diagrams 1 through 3 on pages 16-18.

The ordinance proposes a core group of three Core Members that review projects in all NPDs throughout the city. In each district, projects are also reviewed by two District Members who are either district resident or business owners. This structure allows a review by five members, the majority of whom are residents or business owners from the district that the project under review is located in. As districts are designated, the composition of the Commission changes to enable continued review by a majority of district residents and business owners.

After the first district is designated, the core group would be composed of one member of the first NPD that is created and two general members who have experience with design review (architect, preservation specialist, contractor, real estate agent) and is a Salem resident. Two additional District Members, considered the spokes, would be added to result in a commission of five members. Two alternate members from this first district would also serve the initial commission, when needed due to members' absences or project review recusals. Diagram #1 graphically shows this concept.

When a second NPD is created, the composition of the core members will change. The core will be composed of a Core Member from each district and a single design

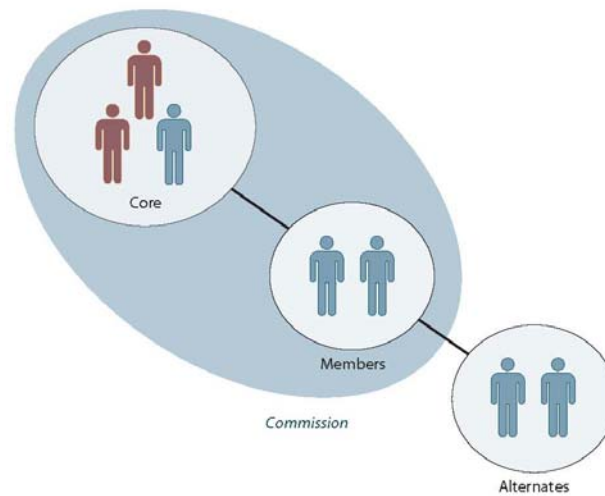


professional. A second 'spoke' will be formed, consisting of two District Members and two alternate District Members. Proposals in the first district designated will be reviewed by the Core Members and the District 1 Members and proposals in the second district will reviewed by the Core Members and the District 2 Members. Diagram #2 illustrates this second concept.

When a third district is added, the core group of three members will change again to include a single member from each district. A third 'spoke' will then be formed, consisting of two District Members and two alternate District Members Diagram #3 shows this expanded hub-and-spoke concept. No provision has been made at this time to accommodate a fourth NPD, or any additional NPDs. The ordinance would be changed at that time to consider how changes should be made to the composition of the core group.

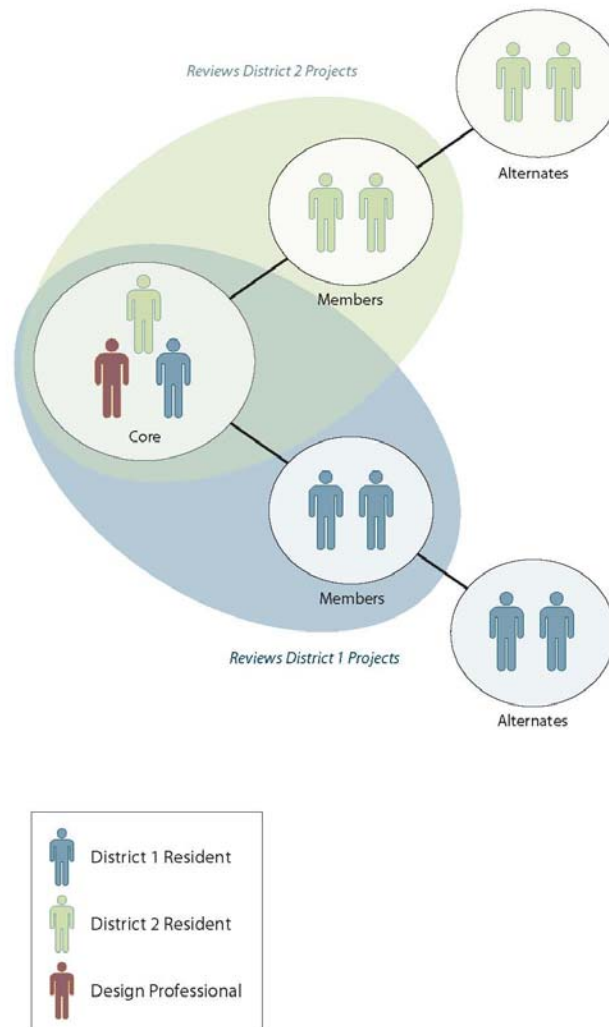
As noted above, the concepts as proposed allow for the creation of a single commission while ensuring that a majority of the members reviewing a project in a given district are district residents, property owners, and/or business owners. Each individual district will have separate design guidelines tailored to that neighborhood's character. The Mayor of Salem will appoint all members, followed by City Council approval – an approval process identical for all City commissions.

1. Neighborhood Preservation District - Composition of Neighborhood Preservation District Commission



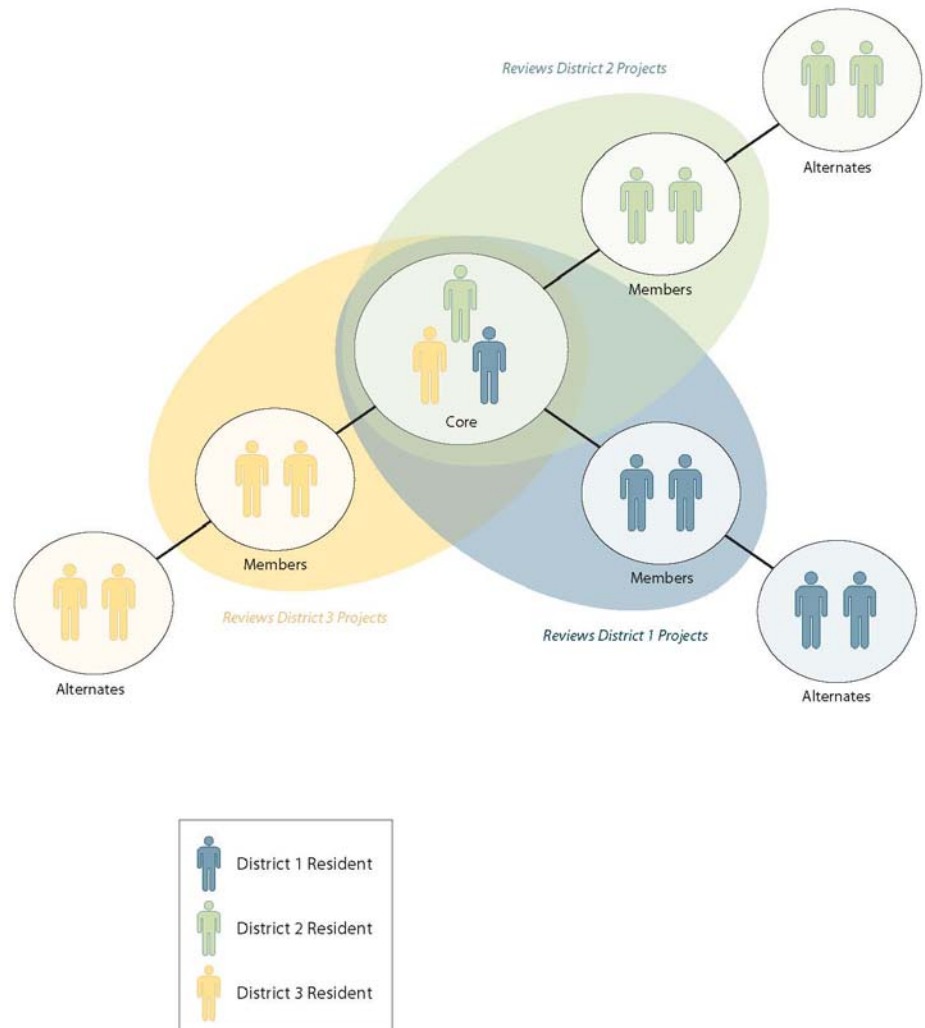
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2. Neighborhood Preservation Districts - Composition of Neighborhood Preservation District Commission



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3. Neighborhoods Preservation Districts - - Composition of Neighborhood Preservation District Commission



City of Salem Neighborhood Preservation District Study

Criteria for Neighborhood Preservation District Designation

The criteria for determining which areas are likely candidates for NPD designation centered on an area's physical cohesiveness and its display of relatively few significant alterations. The criteria as defined in the draft ordinance are relatively broad:

- The area contains buildings and/or structures and/or settings that are significant to the architectural, aesthetic, cultural, political, economic or social history of Salem; or
- The area has generally cohesive features, such as the scale, size, type of construction, materials, or style of the building and structures, and/or land use patterns and landscaping

Certain aspects of designation criteria that were discussed during the study, but not definitely resolved were:

District Size

The appropriate minimum/maximum size and number of properties that could be included in an individual district was not determined. Discussions have considered a minimum of 75 properties, similar to the City of Cambridge's regulations. The understanding is that a district that contains fewer properties may be unable to sustain a steady supply of neighborhood Commission members. Conversely, a district that is too large may be unwieldy in terms of the number of applications that would come before the volunteer Commission.

The possibility of designating several smaller districts (those with less than 75 properties) as a single non-contiguous district was fairly well received as a way to not only protect several small discrete areas, but also allow a single Neighborhood Preservation District commission to administer these areas. Involvement of existing or additional new DPCD staff in NPD administration and review was not extensively discussed. It was acknowledged during public presentations, however, that a city staff person must be involved in NPD administration in order to facilitate documentation and provide guidance on the design guidelines.

Building Age

Areas with a majority of buildings over 50 years old were deemed the likeliest candidates for NPD designation.



Building Condition

The condition and physical integrity of buildings within a neighborhood are important factors. The areas that contained buildings that were well maintained and exhibited the least alteration were the most obvious candidates although residents also expressed interest in the use of an NPD to address issues of disinvestment in historic neighborhoods.

Historic Significance

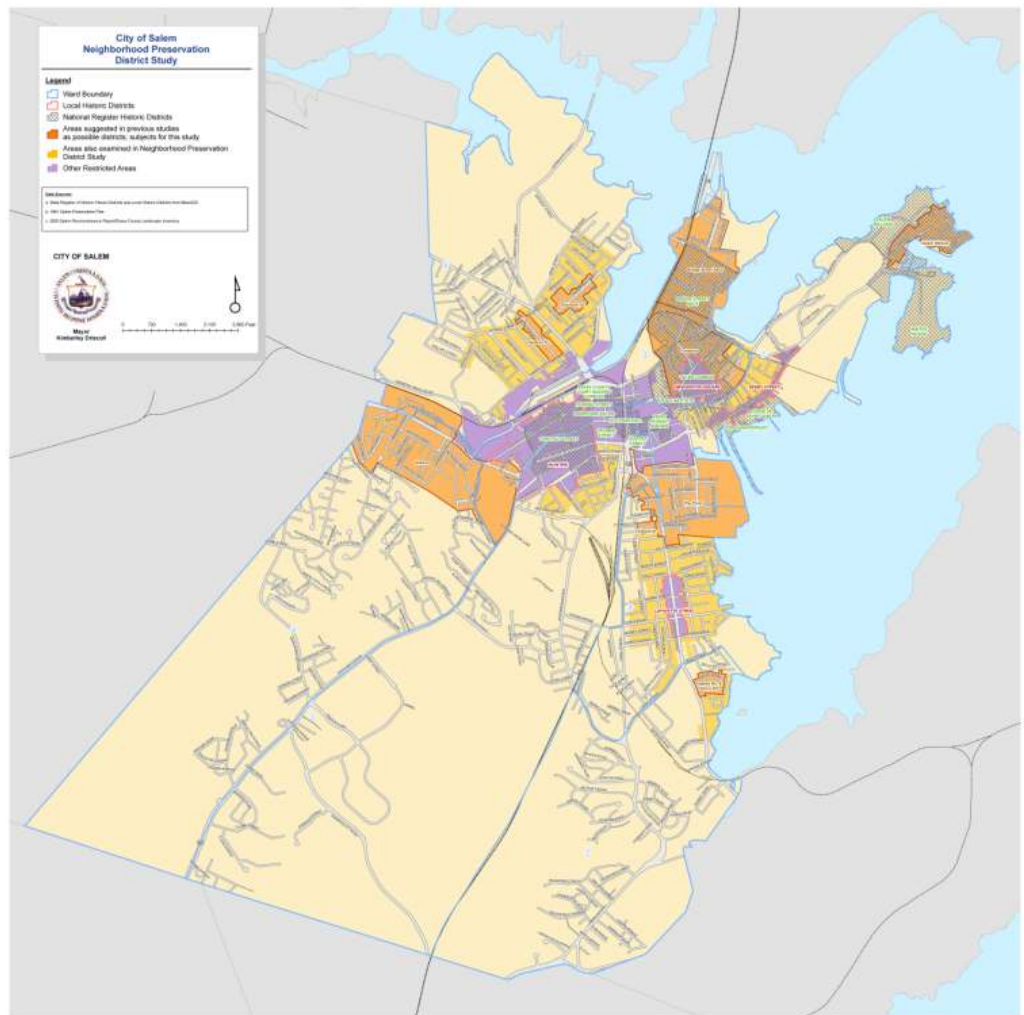
An area's historic significance was considered important, but it is clear the physical qualities that characterize a neighborhood would receive more consideration in NPD designation criteria.

4

Areas Recommended for Neighborhood Preservation Districts

Two neighborhoods -Bridge Street and the Point - were ultimately subject to further investigation in Phase III of this study. A generous list of areas was considered in Phase I and Phase II that could certainly be considered for NPD designation in the future. The figure on page 22 displays recommended areas for NPD consideration; a larger version of this figure is included in Appendix 1, Phase I. The areas considered in Phase I-II are briefly described below, but are not listed in order of preference or importance:

- **Bridge Street Neck** – Recommended in the 2005 heritage landscape reconnaissance survey for neighborhood conservation district status, the Bridge Street Neck area was recently listed (2002) in the National Register of Historic Places. The streets north of March Street, however, were not included in this nomination. The area, one of the earliest to be settled in Salem, contains 19th and 20th century houses and commercial structures, and a small number of institutional structures. Bridge Street, the main corridor that bisects the districts, is largely commercial and has some fairly recent automobile-oriented commercial establishments which interrupt the series of early to late 19th century buildings here. The recommended boundaries for the NPD could roughly follow the National Register boundaries on the south and west, but could also include the streets to the north and the entirety of the eastern waterfront.
- **Salem Willows** – The entire neighborhood, including Salem Willows Park, was listed in the National Register of Historic Places in 1994. The area was recommended for National Register listing and local historic district designation in the 1991 plan. The 2005 heritage landscape reconnaissance survey identified Salem Neck, of which it is a part, as a priority heritage landscape and recommended the Juniper Point area as a possible neighborhood conservation district. This almost exclusively residential area contains former summer cottages and more substantial houses from c. 1870 to the present. The area recommended for NPD designation excludes the park and Restaurant Row at the north end of Fort Avenue, but otherwise encompasses the entire Salem Willows area.



- **Areas between Derby Street and Salem Common** – The 1991 preservation master plan recommended the inclusion of the many short streets between Essex and Derby Streets and the streets east of Salem Common in expanded Derby Street and/or Washington Square Local Historic Districts. The 1991 plan also recommended the expansion of the Derby Waterfront National Register Historic District to encompass the streets between Essex and Derby Streets. These streets contain some of Salem’s oldest houses; despite alterations to individual buildings, the streets exhibit a very cohesive character, with narrow setbacks and lot sizes commonly seen. Some of the streets west of the Washington Square Local Historic District are within the Essex Institute and Salem Common National Register Historic District, although sections of Boardman and Forrester Street, which contain high style residences from the 19th century, are not within these boundaries. A possible NPD could extend from the Washington Square Local Historic District east to Collins Cove (just east of Webb Street and also encompass the streets north of Washington Square bordered by Webb and North

Streets. Either a second, or combined, NPD is seen in the short cross streets between Derby and Essex Streets.

- **Point Neighborhood** –Two small areas containing the most architecturally cohesive collections of buildings within this neighborhood just south of Salem’s downtown were recommended for National Register listing in the 1991 preservation master plan. The 2005 heritage landscape reconnaissance survey noted the area as a priority landscape area and recognized its potential as a neighborhood conservation district. The 2006 survey and preservation plan which focused on this neighborhood recommended National Register eligibility for the entire neighborhood for its association with the systematic rebuilding effort here after a major fire in 1914 and architectural cohesiveness of the area, largely rebuilt over a three-year period. A small area west of Lafayette Street was included within the recommended National Register boundaries, due to their similarity in building types and style and shared age and history. The NPD boundaries follow those recommended for the National Register.
- **High/Endicott Streets Area** –This triangular area is tucked between Margin and Jackson Streets and the southern boundaries of the McIntire Local Historic District and the Urban Renewal Areas. The northern half includes a small number of 18th century houses, including the Gedney House on High Street owned by Historic New England. The remaining areas were devastated in the 1914 fire which also destroyed the Point neighborhood. The area exhibits many multi-family buildings that are quite similar in age and style to those seen in the Point neighborhood. Although not prevalent, massive sycamore trees characterize some of the streets. The recommended NPD boundaries roughly follow Margin Street and Jackson Street, but it is unclear if the older buildings could be included in an expansion of the McIntire Local Historic District and/or if the remaining sections could be part of a non-contiguous Point Neighborhood designation.
- **North Salem** – Salem’s northeast quadrant, clearly demarcated by a former railroad line and the North River, contains a number of potential NPD areas. These areas could either be separate districts or combined to form a single large district bounded by School/Orne Street on the north; Felt Street and the North River on the east; Tremont/Phillips Street on the east; and the North River Canal area on the south. The most distinct areas are described below:
 - **Grove Street** – The area of Grove Street west of Tremont Street contains a number of single and multi-family residences that date from the mid-to-late 19th century. The area’s proximity to Harmony Grove Cemetery and Mack Park lend a gracious air to this grouping of workers’ housing. Surrounding streets, including the major spine of Tremont Street, display houses from a similar period although the groupings are not quite as cohesive.

- **Buffum Street** – The 1991 preservation master plan recommended both National Register listing and local historic district designation for Buffum Street. The street displays many high style residences from the mid-to-late 19th century that are well-maintained. The street could stand alone as a local historic district, or could be united with surrounding streets for a larger NPD designation.
- **Flint Street** – This one-block residential area lies between Mason Street on the north and the MBTA tracks on the south. The street is adjacent to the North River Canal area, which is protected by a separate zoning ordinance. The street is lined with multi-family and single family residences that have very similar setbacks, most featuring a front gable roof and similar late 19th century styling. The area could be combined with the nearby streets of Friend and Oak, but the houses there are not as cohesively grouped and display more alterations.
- **Dearborn Street** – The 1991 preservation master plan also recommended both National Register and local historic district designation for portions of the street between Upham and Lee Streets. This street is lined with high style single family homes from the second half of the 19th century and early 20th century. The eastern end of the street faces the North River and Salem’s central business district beyond. Surrounding streets are similar in age, but feature slightly smaller houses though of a similar stylistic quality. The entire area bounded by North Street, the North River shoreline, Felt Street, and Orne Street could be a single NPD area.
- **Salem Rebuilding Area** – A small triangular area bounded by Franklin, Foster/Walter, and Osborne Streets and bisected by Hayward Street, the Salem Rebuilding Area was built by the Salem Rebuilding Trust to demonstrate the possibilities for quality, affordable housing for factory workers. The 12 houses, featuring two modes of double residences, were designed by the Boston architectural firm of Kilham and Hopkins. This distinctive area could be designated separately or could be incorporated into a larger North Salem NPD.
- **North Street** – North Street is the major northwest transportation corridor and contains both residential and commercial uses, many of the latter within 19th century houses. Similar to Bridge Street, a number of automobile-oriented businesses disrupt the formerly residential character of this thoroughfare. The street could either be part of a larger North Salem NPD or part of either a west side of North Street or east side of North Street district.
- **South Salem** – Sections of Ward 5 and Ward 7 in Salem’s southeast quadrant were the subject of the reconnaissance survey. The area is south of the Point neighborhood, whose southern border is Chase Street. Lafayette Street forms the major spine in this area. Canal Street was the nominal west side of the surveyed

area; the waterfront formed the east side. The north end of the area surveyed was within the 250-acre swath of Salem destroyed in the fire of 1914. But areas to the south were either not affected or had not yet been developed. Like North Salem, several areas distinguished by either their history or architectural cohesiveness could either be separate smaller NPDs or joined to form a larger district. The most comprehensive potential district, bounded by the waterfront on the east, Saltonstall Parkway/Cypress Street on the north, Canal Street on the west, and Loring Avenue on the south, is depicted on the figure included with this report.

- **Fairfield Street** – As noted above, the single block of Fairfield Street between Cabot and Lafayette Street is recommended for either local historic district or NPD designation. The street contains large stately single family homes of brick and wood frame construction that date from the 1910s and 1920s. The surrounding area is predominantly multi-family housing from the same period, except for the area to the west, which features houses from the late 19th century.
- **Pre-fire Area** – The area bounded by Cabot Street on the east, Cypress Street on the north, Canal Street on the west, and Roslyn Street on the south is the only area north of Leach and Holly Streets that escaped the fire of 1914. As a result, the area is surrounded by construction that dates from the 1910s and later. The area's modest houses are mainly quite small and were built for Salem's workers between the Civil War and the end of the 19th century.
- **Derby and Messervy Estates Area** – Named for the early 19th century landowners in this area, the area is bounded by Leach Street on the north, Canal Street extension on the west, waterfront on the east, and Loring / Clifton Avenue on the south. The area includes the existing Lafayette Street Local Historic District, which is on both sides of Lafayette Street between Holly/Leach Streets on the north and Clifton Street on the south. The area was developed between the Civil War and the early 20th century. The area's architecture is representative of this long period of development, displaying high style examples of all of the popular styles, including Italianate, Queen Anne, Colonial Revival, Craftsman, and Tudor Revival.
- **Naples and Savoy Roads** – This small, self-contained neighborhood south of Loring Avenue and just east of Salem State College's campus developed in the early 20th century. The neighborhood is unique in its possession of a small private beach. The streets are cohesively lined with single family houses in Colonial Revival, Craftsman, and Tudor Revival styles. The area was recommended eligible for the National Register of Historic Places and as a local historic district in the 1991 preservation master plan. A small number of houses on Lafayette Street were also included. Similar boundaries, but with the addition of Hemenway Road adjacent to the private beach and Fairview Road, which contains late 1940s-1950s single family houses, are recommended as a possible

NPD. Individual properties further south on Lafayette Street may also be considered in this district.

- **Gallows Hill and Boston Street Area** – The Gallows Hill area and its major corridor of Boston Street were noted by the community as significant landscapes in the 2005 heritage landscape inventory. The neighborhood contains many older residential areas, especially on Boston Street and nearby streets. It is the most diverse neighborhood architecturally, with many newer residences intermingled throughout the area. The area has experienced more alterations than the other areas examined in the reconnaissance survey and has more open parcels. A possible NPD might be bounded by the MBTA tracks on the north; Highland Avenue on the east; the Salem/Peabody city boundaries on the west; and Maple/South/Procter Streets on the south.

District Rationale and Physical Characteristics of Bridge Street and Point Neighborhoods

The DPCD was ultimately responsible for selecting the two neighborhoods that were studied in Phase III. Neighborhoods in which residents and property owners expressed interest in being the subject of the Phase III study received sole consideration. The DPCD also gave consideration to the potential threats facing a particular neighborhood and their quality of resources.

As a result of their expressed interest, the DPCD selected the Bridge Street and the Point neighborhoods for further study in Phase III. Residents and property owners in both of these neighborhoods evidenced interest in the NPD concept, mainly due to concerns about future developments in these neighborhoods. The Bridge Street neighborhood is facing an unknown future for its commercial spine of Bridge Street due to a new parallel bypass road that opened in late summer 2008. Business owners on the street want to encourage more neighborhood-supported businesses and pedestrian activity, but do not want new development discouraged by overly strict design regulations. Both the Point and Bridge Street Neighborhoods were concerned about absentee landlords and their lack of property maintenance responsibilities. Both neighborhoods also have significant numbers of vacant or underutilized parcels whose possible redevelopment and resulting appearance would be of interest to the communities.

Bridge Street

As noted above, the Bridge Street neighborhood was recently listed in the National Register of Historic Places. The historic district met both Criteria A and C for its association with the evolution of Salem's earliest settlement from a maritime-based area to one transformed in the late 19th and early 20th century by its proximity to major transportation corridors, as well as its collection of well-preserved vernacular architecture from the late 18th century to the early 20th century. Bridge Street, the



main corridor that bisects the districts, is largely commercial and has some fairly recent automobile-oriented commercial establishments which interrupt the series of early to late 19th century buildings here.

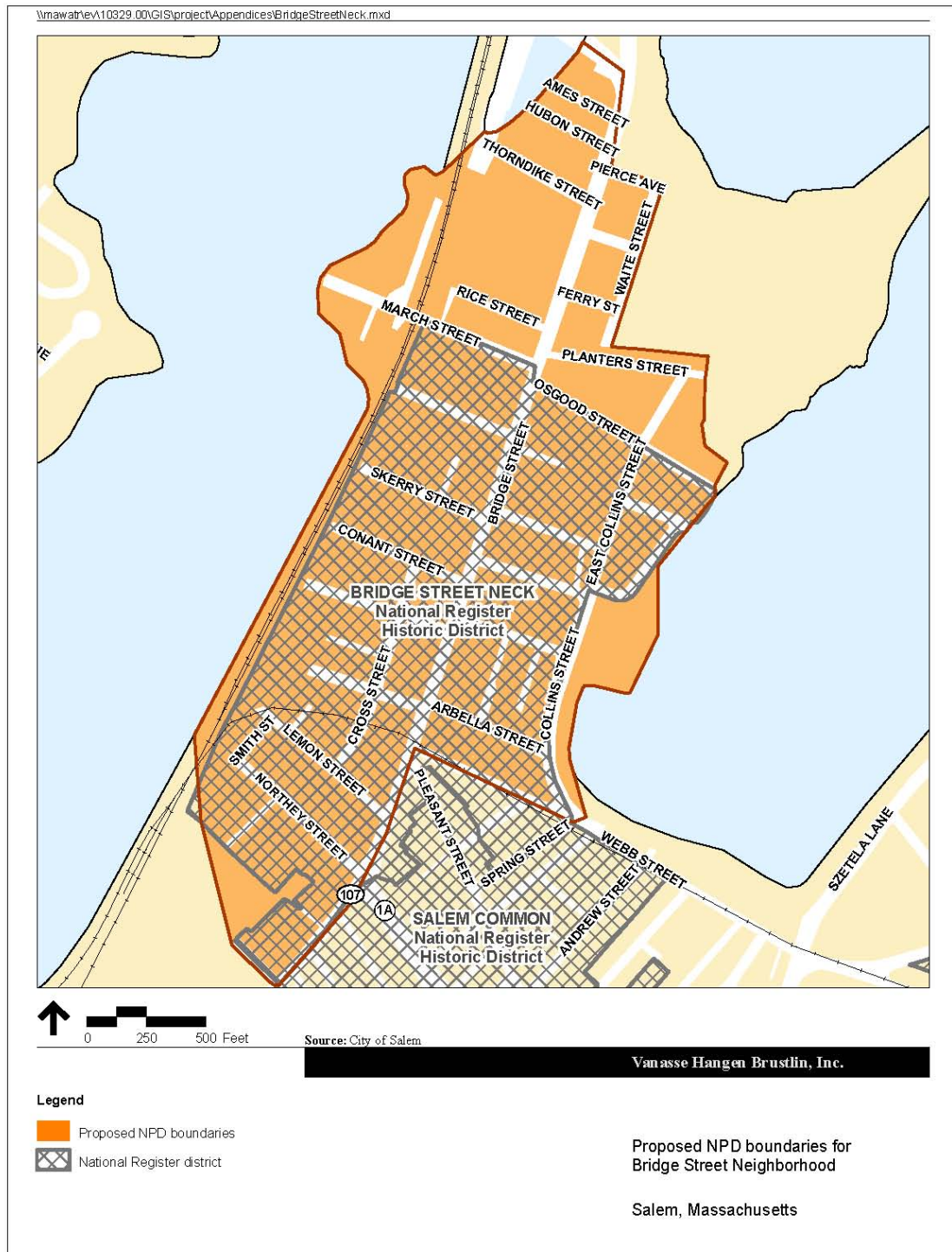
Physical characteristics of the neighborhood noted in the nomination and by the study's consultant include:

- Buildings are set close to the street and to one another – a historic pattern seen in many Salem neighborhoods. Most buildings do not have a front yard; the buildings are directly next to the sidewalk.
- Variety of styles and building types reflect continual development from the 18th century to the present
- In general, building shapes and size are compatible on many blocks, despite different construction periods
- Building forms are simple without much ornamentation
- Detail is concentrated on porches, doorways, and bays
- Bridge Street's commercial buildings are a mix of converted residential structures and mid to late 20th century buildings on large parcels with surface parking lots. Most of the latter are one-story in height and are in the eastern section of the neighborhood.

The recommended boundaries for the NPD roughly follow the National Register boundaries on the south and west, but are recommended to also include the streets to the north and the entirety of the eastern waterfront. A figure showing the proposed boundaries is on page 28.

Interest/Potential Threats

Residents and property owners expressed interest in NPDs, due to recent developments that were seen by some to detract from the architectural character of certain streets. Others at the meeting were concerned about an additional review layer and incrementally-growing control over alterations and development. Most felt that the mainly commercial Bridge Street should be included in any potential NPD in the neighborhood. Threats facing the Bridge Street Neighborhood were the number of poorly-maintained and vacant properties, an unknown future for Bridge Street as a result of the bypass road, and potential large residential developments that would disrupt the views and character of certain streets.



Point Neighborhood

The 2006 Point Neighborhood Historic Resources Survey and Preservation Plan which focused on this neighborhood recommended National Register eligibility for the entire neighborhood for its association with the systematic rebuilding effort here after a major fire in 1914 and architectural cohesiveness of the area, largely rebuilt over a three-year period.

Physical characteristics of the neighborhood noted in the nomination and by the study's consultant include:

- Buildings are set close to the street and occupy most of the lot footprint
- Most of the Point's buildings were constructed within a 3-year period from 1914-1917, using a model building code that stressed fireproof qualities
- Residents chose designs from plans provided to them or were architect-designed, which has resulted in many similar building types and forms in the neighborhood
- In general, building shapes and size are compatible on many blocks with a height restriction of 2-4 stories imposed by the model building code
- Porches are one of the most characteristic elements: open porches across the front of buildings and multi-story porches on the rear and sides
- Buildings are simple without much ornamentation, although classical elements dominate

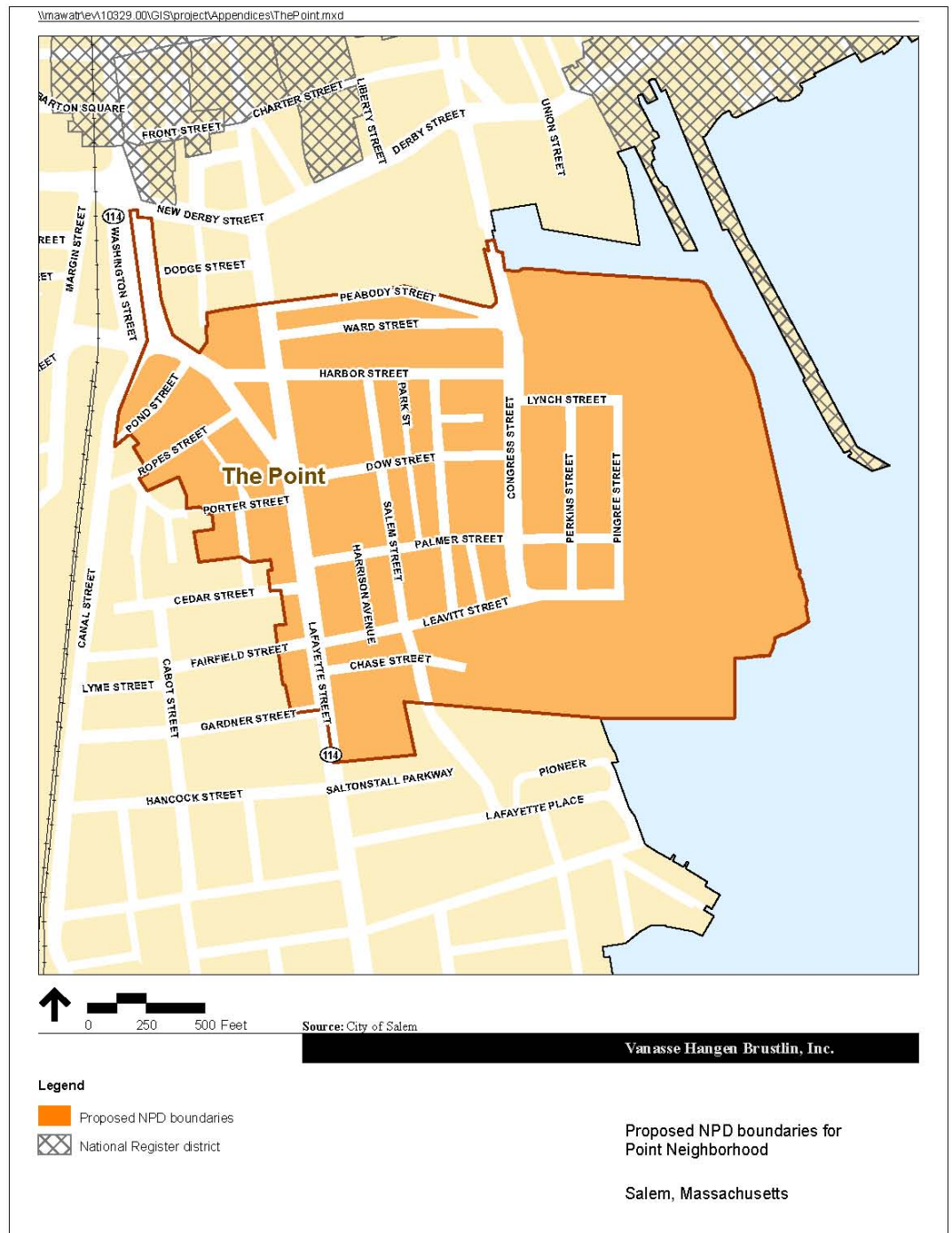
A small area west of Lafayette Street was included within the recommended National Register boundaries, due to their similarity in building types and styles and shared age and history. The NPD boundaries follow those recommended for the National Register. A figure showing the proposed boundaries is on page 31.

Interest/Potential Threats

Attendees at the Phase II and III meetings, which included property owners and residents, were generally in favor of the NPD concept but stressed that the majority of the rental property in the neighborhood is owned by individuals who did not attend the meetings. Individual concerns were expressed regarding the protection of open space in this extremely dense neighborhood and control over the size of new developments so that open space is retained as much as possible. One attendee noted that design guidelines should not discourage energy efficiency, such as installation of solar panels on roofs. Others expressed their favor of retention of older architecture, despite their existing or former unkempt conditions. Most recognized that front porches and multi-story rear and side porches were important character-defining elements and believed that removal or enclosure would have a negative impact. Others noted infill of original garage and storefront areas due to their conversion to residential uses and the practice's negative impact on the neighborhood's historic



appearance. The large percentage of absentee landlords who own buildings in the neighborhood is an important concern to many; some felt that these landlords would be opposed to the NPD concept and may not make any improvements as a result of their opposition.



5

Neighborhood Preservation District Design Guidelines for Bridge Street and Point Neighborhoods

The Phase III study resulted in an individual set of sample illustrated guidelines for both the Bridge Street and Point neighborhoods. The sample guidelines are presented in three major categories: new construction, demolition, and alterations to existing buildings. Proposed new construction and demolition of buildings over 50 years old is subject to binding review, while alterations to certain elements of existing buildings will only receive an advisory review by the NPD commission. The illustrated publications for both neighborhoods are included in Appendix 4.

The review categories of new construction, demolition and alteration to existing buildings cover the elements that Salem residents and property owners agreed required either binding or advisory review. New construction and demolition were chosen for binding review because of the greater impacts these actions would have on a block of existing buildings in both neighborhoods. The decision to have advisory review for alterations to certain elements of existing buildings resulted from the general concept of neighborhood preservation districts, which allows more flexible review over such changes. Additionally, most Salem residents and property owners opined for advisory review, rather than strict binding reviews for these changes. The elements of existing buildings stipulated for advisory review were those that primarily characterize a majority of buildings in the neighborhoods and were the elements about which Salem residents and property owners expressed most concern.

The guidelines for the appearance and placement of new buildings focus on broader concepts of scale, form, and setback and do not intend to dictate exactly what the appearance of a new building should be. For new construction, buildings over 50 years old in the vicinity of the new building are the primary guide for appropriate size, form and materials. The City planning staff assigned to the NPD commission is expected to assist property developers with these concepts so that meetings with the Commission can be minimized.

In addition to these sample design guidelines publications, the NPD Commission as well as project proponents are encouraged to use two excellent sources of guidance previously prepared for Salem's residential areas and commercial districts. The 1977 *Salem Handbook*, published by Historic Salem, Inc. and about to be re-published, focuses on residential buildings. The handbook offers information about historic architectural styles and their major characteristic features, exterior elements such as fences and walls that are appropriate, and guidance on siting new buildings on an existing block of houses. The recently published 2005 *City of Salem Commercial Design Guidelines* presents numerous examples of appropriate and inappropriate design for commercial buildings, including storefront system design, awnings, signage, and placement of new buildings. The latter publication is available on the City of Salem's website; hopefully the *Salem Handbook* can be as accessible as well in the future.

The sample design guidelines booklets are illustrated for a very specific purpose. Narrative text stating what the guidelines are best understood if they are supported by visual examples of what would be acceptable and what would likely not be approved. All three of the publications, the specific design guidelines for the neighborhood, the Salem Handbook, and the commercial design guidelines, display both photographs of actual examples as well as line illustrations to depict appropriate and inappropriate design. If NPD districts are established, we recommend that simple line illustrations continue to be generated to demonstrate more clearly the appropriateness of various proposed projects that come up for review.

6

Recommendations for Further Study

Further study is recommended on the following topics, some of which were discussed at the neighborhood meetings.

- Feasibility of an affirmative maintenance ordinance
- Feasibility of enforcement of commonly-accepted community standards that promote cleanliness, order, and other desirable characteristics
- Definitive and/or updated study of possible funding/financing sources for property maintenance.
- Feasibility of a demolition by neglect ordinance

Recommendations for NPD Approval Process

The NPD approval process should incorporate the following recommendations:

- The study petition should be signed by at least 20% of the neighborhood's property owners.
- Educational sessions are required to be held during the study process that focus on the implications of designation, proposed boundaries, and the choice of elements and their level of review.
- City Councillor(s) for the neighborhood under study should attend educational sessions and public meetings or be briefed by City staff during the study period so that they are informed about the process and the neighborhood's opinions.
- During the study period, a house-to-house survey to notify residents and property owners of the study and designation process should be conducted. This effort may also put more people in the information loop that will be crucial to the designation's success.

Recommendations on Priorities for Future NPD Designation

At this point in time, the Bridge Street and Point neighborhoods merit the highest priority for future designation should interest and desire for the designation be sustained. Education, through additional meetings, workshops, and publications to neighborhood residents and property owners, City Council members, and members of commissions, such as the Zoning Board of Appeals, is recommended to help gain understanding and support for future designation.

Some residents and property owners in other neighborhoods, notably South Salem, North Salem and Gallows Hill also expressed interest in the NPD concept; the City should continue communications with these individuals and with the neighborhood groups to gauge their future intent for NPD designation.

7

Annotated Bibliography

Brookline NCD Study

The Neighborhood Conservation District Study for the Town of Brookline, prepared by Larson Fisher Associates in 2005, is a comprehensive source of neighborhood conservation district definitions, processes, and practices around the country. As of 2008, Brookline has not yet adopted a Neighborhood Conservation District bylaw. The appendices included with that study are enclosed here.

Since the 2005 study, the communities of Lincoln, North Andover, Wellesley, and Lowell have instituted neighborhood preservation district legislation. Both Lowell and North Andover have one or more established neighborhood preservation districts, while Wellesley and Lincoln are in the study process for individual districts' designations. Links to these communities' studies and legislation, along with communities with older, well-established programs are noted below.

Links to Relevant Websites

Massachusetts Communities with Neighborhood Preservation District Legislation

City of Amesbury

http://www.ci.amesbury.ma.us/home.nfs?a=amesbury&s=special&document=6832&group_id=76 (Link to the Establishment of Neighborhood Conservation Districts under Section 40A, Section 5)

City of Boston, Boston Landmarks Commission

<http://www.cityofboston.gov/environment/downloads.asp> (Link to information about all of Boston's local historic and architectural conservation districts, including maps, reports, and guidelines.)

City of Cambridge, Cambridge Historical Commission

<http://www.cambridgema.gov/Historic/districts.html> (Link to information about all of Cambridge's local historic and neighborhood conservation districts, including review process, maps, reports, and guidelines.)

Town of Lincoln

Bylaw

<http://www.lincolntown.org/NCD%20bylaw%20030506.pdf>

Overview of the Neighborhood Conservation District Program

<http://www.lincolntown.org/NCD%20Overview%20and%20Summary%20030506.pdf>

City of Lowell, Lowell Historic Board

<http://www.historiclowell.net/review-districts-permitting/downtown-historic-district/review-districts-permitting/review-districts-permitting> (Link to information about all of Lowell's local historic and neighborhood districts, including maps, reports, and guidelines.)

City of Northampton

Ordinance, Chapter 156, Central Business District Architecture

http://www.e-codes.generalcode.com/codebook_frameset.asp?ep=fs&t=ws&cb=2226_A

Downtown Northampton Central Business District, Design Guidelines Manual (1999)

http://www.e-codes.generalcode.com/codes/2226_A/2226-156a%20Central%20Business%20Architecture%20Design%20Guidelines.pdf#xml=http://www.e-codes.generalcode.com/searchresults.asp?cmd=pdfhits&DocId=28&Index=C%3a%5cProgram%20Files%5cdtSearch%5cUserData%5c2226%5fA&HitCount=12&hits=6+7+51+52+7c+7d+1141+1142+237e+237f+238b&hc=134&req=Central+Business

Town of North Andover – Machine Shop Village

http://www.townofnorthandover.com/Pages/NAndoverMA_CommDev/MSV/NeighborhoodConservationDist (Link to bylaw, study report, guidelines, and map of Machine Shop Village)

Town of Wellesley

Bylaw and explanatory pages

http://www.ci.wellesley.ma.us/pages/wellesleyma_HistComm/NCD2

Denton Road NCD Final Study Report

http://www.ci.wellesley.ma.us/pages/wellesleyma_HistComm/FinalReport

Salem Sources

Berg, Shary Page, Gretchen G. Schuler, and Virginia Adams

Salem Reconnaissance Report: Essex County Landscape Inventory, Massachusetts
Heritage Landscape Inventory Program, May 2005

Brengle, Kim Withers, Northfields Preservation Associates

*A Preservation Master Plan for the City of Salem, Massachusetts: Strategies for the
Preservation of Salem's Historic and Archaeological Resources*, August 1991

City of Salem, Department of Planning and Community Development (DPCD)

The DPCD has copies of Massachusetts Historical Commission inventory
forms (area, building, structure, etc.) and National Register nominations for
all Salem properties.

Historic Salem, Inc.

The Salem Handbook, 1977.

Mountjoy, Alan, Chan Krieger & Associates and William Finch, Finch & Rose

City of Salem Commercial Design Guidelines, 2005

Municipal Code Corporation

Zoning Ordinance, City of Salem, Massachusetts, 1991, Reprinted 1999

Salem Historical Commission

Salem Historical Commission Guidelines Notebook, 1984, amended 2004

Salem Redevelopment Authority

*Urban Renewal Plan, Heritage Plaza East Urban Renewal Project, Salem, Essex
County, Massachusetts*

VHB/Vanasse Hangen Brustlin, Inc.

The Point Neighborhood Historic Resources Survey and Preservation Plan,
September 2006

Other Sources

Heuer, Tad

"Living History: How Homeowners in a New Local Historic District
Negotiate Their Legal Obligations", *The Yale Law Journal*, 116:768, 2007

Study of the newly-designated City Point Local Historic District in New Haven, CT, which analyzed the neighborhood's perceptions of the district's importance as well as the positive and negative features of district controls. The article made several recommendations for improving perception and administration.

Appendil %

➤ ~~A~~Products from Phase 1, 2 and 3

Neighborhood Preservation District Study

Salem, Massachusetts

Prepared for	City of Salem, Department of Planning and Community Development Salem, Massachusetts
Prepared by	VHB /Vanassee Hangen Brustlin, Inc. Watertown, Massachusetts

Neighborhood Preservation District Study

Salem, Massachusetts

Prepared for **City of Salem**
Department of Planning and Community Development
120 Washington Street, 3rd Floor
Salem, MA 01970
978-745-9595

Prepared by **VHB/Vanasse Hangen Brustlin, Inc.**
Transportation, Land Development, Environmental Services
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P.O. Box 9151
Watertown, Massachusetts 02471-9151
617-924-1770
Staff: Rita Walsh, Christophe Gervais, Janet Thomas,
Terri Courtemarche

February 2008

The Neighborhood Preservation District Study in Salem, Massachusetts Phase I Report has been financed in part with federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of Commonwealth William Francis Galvin, Chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.

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➤ Neighborhood Preservation District Study figure	
➤ PowerPoint presentation – generic version for Public Meetings (hard copy)	
➤ Brochure (hard copy)	
➤ Draft Ordinance (hard copy)	
➤ CD containing all of the Phase I products noted above, including the report and digital images	
➤ List of attendees at January 25, 2008 meeting of Alliance of Salem Neighborhood Associations	
➤ Appendices from Neighborhood Conservation District Study for the Town of Brookline, 2005	

- Article prepared for Historic Salem, Inc. Winter 2008 newsletter

Phase I Report

Introduction

The City of Salem (City) contracted Vanasse Hangen Brustlin, Inc. (VHB) to study the feasibility of creating Neighborhood Preservation Districts¹ as a component of the Salem *Preservation Master Plan*. This plan, which was completed in 1991, discussed the concept of Neighborhood Preservation Districts (referred to as Neighborhood Conservation Districts in the plan), but no action has been taken to implement the recommendation. The major purpose of the current study is to research the concept of Neighborhood Preservation Districts (NPD) and ways that it might best fit Salem's situation, prepare a draft ordinance, and create educational materials for the public. The study and its final products and recommendations will rely heavily on public input, gained through a series of neighborhood meetings, stakeholder interviews, and other means. The study is anticipated to provide recommendations that will help the City of Salem and individual neighborhoods determine if a NPD program is right for the city's neighborhoods and can function alongside the Local Historic District (LHD) program already in place.

Specific goals for the study include:

- Create a definition of Neighborhood Preservation Districts (NPD) appropriate to Salem, including a rationale for NPDs in Salem and defining physical characteristics.

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¹ The term, Neighborhood Preservation District, was chosen by the study's Working Group to ease confusion with conservation areas and the local Conservation Commission. The terms, Neighborhood Architectural Conservation District, Architectural Conservation District, or Neighborhood Conservation District, are more typically used, but are only used in this study report to reference specific studies or reports or the name used by communities referenced in the report. Otherwise, the term, Neighborhood Preservation District, is used to describe the generic concept in this study and report.

- Create a map of potential NPD boundaries, taking into consideration architectural style and character, building massing and siting, and streetscape characteristics.
- Provide recommendations for architectural significant areas preferable as Local Historic Districts.
- Provide opportunities for public comment through public meetings.
- Develop a framework for NPD administration through the detailed analysis of two potential districts, including design guidelines and design review administrative procedures.
- Develop a draft NPD ordinance creating two selected NPDs based on the MHC Sample Architectural Conservation District Bylaw.
- Prepare a study report for Neighborhood Preservation Districts.

VHB is directly assisted in this study by the City's Department of Planning and Community Development (DPCD) Community Development Block Grant (CDBG) Planner, Kirsten Kinzer, who serves as the Project Coordinator and a Working Group of Salem residents (Working Group), who are extremely diligent in their interest, time, and recommendations. These Working Group members are:

- Jane A. Guy, DPCD Assistant Community Development Director
- Barbara Cleary, Historic Salem, Inc. President
- Emily Udy, Historic Salem, Inc., Preservation Project Manager
- David Hart, Salem Historical Commission Member
- Jessica Herbert, Salem Historical Commission Member
- Maggie Lemelin Towne, Alliance of Salem Neighborhood Associations President

Christopher Skelly, director of Local Government Programs with the Massachusetts Historical Commission provides oversight for the project and guidance on methodology and products.

The Phase I report describes the initial progress in the study and includes the products specified for this phase of work. The purpose of the Phase I report is to provide the City's DPCD) and the Massachusetts Historical Commission (MHC) with the results of tasks stipulated during this phase of work in preparation for survey, research, and planning tasks in the succeeding phases. The Phase I tasks specified:

- Meetings with the DPCD project coordinator, Kirsten Kinzer, and MHC staff to discuss the scope of the project and to assess the available documentary materials (maps, survey forms, studies, articles, etc.)
- Review existing studies delineating historic districts, including National Register Historic District nominations, Point Neighborhood Preservation Plan, Local Historic District study reports, Preservation Master Plan for the City of Salem.
- Review Brookline Neighborhood Conservation District Study and the MHC Sample Neighborhood Conservation District Bylaw.

- Hold informal meetings and/or telephone interviews with stakeholders to gather initial input on the creation of Neighborhood Preservation Districts in Salem. Collect, review, and summarize stakeholder comments.
- Summarize objectives for NPD designation in Salem and criteria for NPD designation. Provide criteria for differentiating areas preferable as Local Historic Districts from NPDs.
- Provide recommendations for the boundaries of potential NPDs and areas preferable as LHDs, utilizing existing studies and maps and a limited windshield survey, and, if required, limited review of survey forms on file with the Salem Historical Commission.
- Prepare definition of a NPD and a draft Salem NPD ordinance based on the MHC sample bylaw, which includes nomination, approval, and design review process.
- Prepare an annotated bibliography of material related to Neighborhood Conservation Districts utilizing local, state and national sources.
- Prepare a two-page handout explaining NPDs for distribution to Salem residents.
- Prepare a PowerPoint presentation for use at public meetings that explains the role of NPDs in protecting historic resources, the difference between NPDs and LHDs, the process of establishing NPDs, and recommendations for potential NPDs in Salem.
- Provide copies of draft products for review by DPCD and MHC.

Study Area

The area of study essentially began with the entire city, excluding the areas that are already protected in some manner from inappropriate exterior alteration and/or new construction and demolition. Areas of more directed focus are discussed in the section below regarding recommended areas for potential NPDs.

Review of Existing District Studies in Salem

One of the initial activities in this phase involved a review of previous Salem studies, reports, and plans in order to identify previously proposed areas or designation attempts. The major sources of information proved to be the 1991 Preservation Master Plan, 2005 Salem Reconnaissance Report of the Essex County Landscape Inventory, and the 2006 Point Neighborhood Historic Resources Survey and Preservation Plan.

1991 Preservation Master Plan

Salem's preservation master plan, prepared in 1991 by Northfields Preservation Associates of Salem, provided a comprehensive set of strategies and recommended actions for the City and its residents. The plan recommended either local historic

district or neighborhood conservation district designation for several areas in the city “where concentrations of buildings are significant, possess integrity, and would benefit from the protection afforded by designation”.² The plan did not detail further how conservation districts would be defined, established or administered, except to note that the administrative needs would be similar to local historic districts. These areas were:

- Buffum Street between School and Mason Streets, with the possible inclusion of several buildings on School and Mason Streets
- Dearborn Street, between Upham and Lee Streets; Southwick Street and several houses on Walter Street to the north and south of Dearborn Street
- Fairfield Street, entirety of the street between Cabot and Lafayette Streets; part of Cedar Street
- Naples and Savoy Roads, entirety of these two streets east of Lafayette Street, and several houses on the east side of Lafayette Street
- Salem Willows, east of Fort Avenue and north of Columbus Square.

The preservation plan recommended expansion of three existing local historic districts:

- Washington Square Local Historic District – inclusion of streets north toward Bridge Street and northeast toward Webb Street
- Derby Waterfront Historic District – inclusion of cross streets between Essex and Derby Street, bounded by Hawthorne Boulevard on the west and English Street on the east. Additional recommendation to merge Washington Square and Derby Waterfront districts into a single local historic district.
- McIntire Historic District – inclusion of 5-23 Summer Street properties.

The preservation plan recommended expansion and establishment of several National Register districts:

- Derby Waterfront National Register Historic District – inclusion of cross streets between Essex and Derby Street, bounded by Hawthorne Boulevard on the west and English Street on the east
- Downtown Salem National Register Historic District – inclusion of north side of Essex Street extending to North Street.
- Salem Common National Register Historic District – inclusion of Boardman, section of Briggs Street, and limited number of properties on Forrester and Pleasant Streets.
- Chestnut Street National Register Historic District – expansion to include all properties in the much larger local historic district, as well as 5-23 Summer Street, Gedney Street, Broad Street and adjacent streets to the south, and west end of Warren Street.

▼
² Brengle, Kim Withers, Northfields Preservation Associates, *A Preservation Master Plan for the City of Salem Massachusetts*, August 1991, pp. 30-31

➤ Establishment of new National Register Historic Districts³:

- Salem Willows
- Winter Island
- Salem State College
- Ward and Peabody Streets, Point Neighborhood
- Loring Villa, Convent St. Chretienne
- Buffum Street
- Dearborn Street
- Fairfield Street
- Naples and Savoy Roads
- Derby Estate Area
- Prince Street Place, Point Neighborhood
- Salem Rebuilding Trust Area

**2005 Salem Reconnaissance Report: Essex County
Landscape Inventory, Massachusetts Heritage
Landscape Inventory Program**

Sponsored by the Massachusetts Department of Conservation and Recreation and the Essex National Heritage Commission, this reconnaissance report documenting significant landscapes was prepared by Shary Page Berg, Gretchen G. Schuler and Virginia Adams. Priority heritage landscapes, both natural and man-made, were identified as follows:

- Bridge Street Neck, Common and Derby Street
- Broad Street Cemetery, Charter Street Cemetery, and Howard Street Burying Ground
- Kernwood/Cabot Farm Area
- Pioneer Village
- Salem Neck
- Salem Woods (Great Pasture)
- Winter Island

Additional priority landscapes noted in the report, although not specifically discussed, include the Point Neighborhood and Bridge Street Neck. Members of the community additionally identified Gallows Hill, North Salem, South Salem, and Boston Street as important areas. The consultants made specific recommendations regarding neighborhood conservation district designation for Bridge Street Neck, Juniper Point (Salem Willows), and the Point Neighborhood.

▼
³Since the 1991 plan's completion, the Salem Willows/Winter Island areas and Bridge Street Neck have been listed in the National Register of Historic Places.

2006 Point Neighborhood Historic Resources Survey and Preservation Plan

The *Point Neighborhood Historic Resources Survey and Preservation Plan*, completed by VHB in 2006, recommended the entire neighborhood and an area west of Lafayette Street eligible for the National Register of Historic Places. Establishment of a neighborhood conservation district program was one of several recommendations in mentioned in the plan, although the recommendation focused on establishing the program in a city ordinance first, rather than specifically designating the Point Neighborhood.

The plan noted that the neighborhood satisfied 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.

National Register Nominations and Inventory Forms

Other sources of information reviewed included the National Register nomination forms for Salem's historic districts and individual and area forms for properties throughout the city. The City of Salem DPCD has a complete collection of these nominations and inventory forms. The most pertinent data retrieved from this material was district (or area, in the case of area inventory forms) boundaries and their justification, history, and integrity and condition descriptions.

Other Studies

Other studies examined were the North River Canal Neighborhood Mixed Use District Ordinance, prepared by Goody Clancy; the Salem Redevelopment Authority's Urban Renewal Area ordinances; the City's Zoning Ordinance; and Entrance Corridor Overlay Ordinance. Existing design guidelines in the city, embodied in the *Salem Historical Commission Guidelines Notebook* (1984, amended 2004) and *Commercial Design Guidelines*, (2005) prepared by Chan Krieger & Associates and Finch & Rose, provided insight into the current level of review and administration in the city.

Objectives for NPD designation

The primary objective in this study of a NPD program for Salem is to assess the feasibility of an additional tool to preserve Salem's architectural character. Other objectives include a city-wide discussion about the nature and character of the various neighborhoods in Salem; the level of interest and concern in establishing



such a program, and identification of threats that may affect the historic physical character of Salem's neighborhoods.

Preserving Neighborhood Character

A major concern expressed is the level of inappropriate alterations in areas where there is minimal design control. The City's Zoning Ordinance dictates such standard items as setback and height, but variances and special permits on these items as well as use can be granted by the Zoning Board of Appeals, which have impacted some neighborhoods' character. Identification and subsequent review of changes to the most important features of a neighborhood's character is a stated intention of the program.

Demolition

The City of Salem's demolition delay ordinance applies to buildings or structures listed in or eligible for the National Register of Historic Places or which are fifty or more years old. Proposals for demolition of such buildings or structures are reviewed by the Salem Historical Commission. If the building or structure meets the criteria stated in the ordinance, then a period of 180 days (six months) is allowed for the Commission to work with the property owner and to conduct investigations in order to issue a written recommendation regarding the demolition. If no agreement to preserve the building is reached within the six-month demolition delay period, a demolition permit is issued by the Building Inspector.

Within Salem's local historic districts and the Urban Renewal Area, demolition permits can be denied by the Salem Historical Commission and the Salem Redevelopment Authority, respectively. Residents have voiced a desire for this level of control due to the loss of historic buildings in other Salem neighborhoods.

Future Development Concerns

Although Salem is currently experiencing a slight downturn in real estate values and development projects, it is believed that the near future will see a renewed and increased interest in redevelopment of areas adjacent to Salem's waterfront and unprotected areas near the downtown. The capability of a neighborhood preservation district ordinance to have additional input on both demolition reviews and new construction design is considered an essential component of the NPD program. The aim is have some level of protection in place before the onset of possible negative impacts of future development.

Criteria for NPD Designation

The criteria for determining which areas are likely candidates for NPD designation have centered to date on an area's physical cohesiveness and its display of relatively

few significant alterations. The criteria as currently defined in the draft ordinance are relatively broad:

- The area contains buildings and/or structures and/or settings that are significant to the architectural, aesthetic, cultural, political, economic or social history of Salem; or
- The area has generally cohesive features, such as the scale, size, type of construction, materials, or style of the building and structures, and/or land use patterns and landscaping

The designation criteria will be subject to further discussion and definition throughout the study's second phase when the NPD concept is presented to the city's residents in a number of neighborhood meetings to be held in March and April.

Certain aspects of designation criteria that have been discussed are:

District Size

The appropriate minimum/maximum size and number of properties that could be included in an individual district was not determined in this phase. Discussions have considered a minimum of 75 properties, similar to the City of Cambridge's regulations. The understanding is that a district that contains fewer properties may be unable to sustain a steady supply of neighborhood Commission members. Conversely, a district that is too large may be unwieldy in terms of the number of applications that would come before the volunteer Commission.

The possibility of designating several smaller districts (those with less than 75 properties) as a single non-contiguous district was fairly well received as a way to not only protect several small discrete areas, but also allow a single Neighborhood Preservation District commission to administer these areas.

Involvement of existing or additional new DPCD staff in NPD administration and review has not been extensively discussed.

Building Age

The current sense is that areas that are more than 50 years old are the likeliest candidates for NPD designation. This criterion will likely not change as a result of additional study or public meetings.

Building Condition

The condition and physical integrity of buildings within a neighborhood are important factors in preliminary recommendations for potential NPDs listed in the

next section. The areas that contained buildings that were well maintained and exhibited the least alteration were the most obvious candidates. The public meetings and subsequent discussions with the study's Working Group and other stakeholders may help re-define this criterion's importance in designation criteria.

Historic Significance

An area's historical importance is considered important, but it is clear the physical qualities that characterize a neighborhood are more closely viewed in NPD designation criteria.

Recommendations for Potential LHDs and NPDs

VHB conducted a reconnaissance survey of Salem's neighborhoods that are not currently protected by some level of design review. These latter areas include the four local historic districts, Urban Renewal Areas, or the North River Canal area. The survey initially focused on previously recommended areas, although most of these areas were recommended for expansion. Three areas are preliminarily recommended for local historic district designation, although each of these areas, joined by certain surrounding streets, is also recommended for NPD designation.

The recommendations are shown on the figure that accompanies this report. This figure shows areas currently protected in some manner, National Register districts, areas previously recommended as local historic districts or neighborhood conservation districts, and areas currently recommended.

Local Historic Districts

Three of the five areas recommended in the 1991 Preservation Master Plan as potential local historic districts are considered the likeliest LHD candidates. These areas are essentially as depicted in the 1991 plan:

- Fairfield Street between Lafayette and Cabot Streets
- Buffum Street between School and Mason Streets
- Dearborn Street between Upham and Lee Streets.

Neighborhood Preservation Districts

The early stage of the study and relatively broad designation criteria resulted in a generous list of areas that could certainly be considered for NPD designation at this time. It is a situation that may not markedly change during the study's course.

These areas are briefly described below, but are not listed in order of preference or importance:

Bridge Street Neck – Recommended in the 2005 heritage landscape reconnaissance survey for neighborhood conservation district status, the Bridge Street Neck area was recently listed (2002) in the National Register of Historic Places. The streets north of March Street, however, were not included in this nomination. The area, one of the earliest to be settled in Salem, contains 19th and 20th century houses and commercial structures, and a small number of institutional structures. Bridge Street, the main corridor that bisects the districts, is largely commercial and has some fairly recent automobile-oriented commercial establishments which interrupt the series of early to late 19th century buildings here. The recommended boundaries for the NPD could roughly follow the National Register boundaries on the south and west, but could also include the streets to the north and the entirety of the eastern waterfront.

Salem Willows – The entire neighborhood, including Salem Willows Park, was listed in the National Register of Historic Places in 1994. The area was recommended for National Register listing and local historic district designation in the 1991 plan. The 2005 heritage landscape reconnaissance survey identified Salem Neck, of which it is a part, as a priority heritage landscape and recommended the Juniper Point area as a possible neighborhood conservation district. This almost exclusively residential area contains former summer cottages and more substantial houses from c. 1870 to the present. The area recommended for NPD designation excludes the park and Restaurant Row at the north end of Fort Avenue, but otherwise encompasses the entire Salem Willows area.

Areas between Derby Street and Salem Common – The 1991 preservation master plan recommended the inclusion of the many short streets between Essex and Derby Streets and the streets east of Salem Common in expanded Derby Street and/or Washington Square Local Historic Districts. The 1991 plan also recommended the expansion of the Derby Waterfront National Register Historic District to encompass the streets between Essex and Derby Streets. These streets contain some of Salem's oldest houses; despite alterations to individual buildings, the streets exhibit a very cohesive character, with narrow setbacks and lot sizes commonly seen. Some of the streets west of the Washington Square Local Historic District are within the Essex Institute and Salem Common National Register Historic District, although sections of Boardman and Forrester Street, which contain high style residences from the 19th century, are not within these boundaries. A possible NPD could extend from the Washington Square Local Historic District east to Collins Cove (just east of Webb Street and also encompass the streets north of Washington Square bordered by Webb and North Streets. Either a second, or combined, NPD is seen in the short cross streets between Derby and Essex Streets.

Point Neighborhood – Two small areas containing the most architecturally cohesive collections of buildings within this neighborhood just south of Salem's downtown were recommended for National Register listing in the 1991 preservation master

plan. The 2005 heritage landscape reconnaissance survey noted the area as a priority landscape area and recognized its potential as a neighborhood conservation district. The 2006 survey and preservation plan which focused on this neighborhood recommended National Register eligibility for the entire neighborhood for its association with the systematic rebuilding effort here after a major fire in 1914 and architectural cohesiveness of the area, largely rebuilt over a three-year period. A small area west of Lafayette Street was included within the recommended National Register boundaries, due to their similarity in building types and style and shared age and history. The NPD boundaries follow those recommended for the National Register.

High/Endicott Streets Area – This triangular area is tucked between Margin and Jackson Streets and the southern boundaries of the McIntire Local Historic District and the Urban Renewal Areas. The northern half includes a small number of 18th century houses, including the Gedney House on High Street owned by Historic New England. The remaining areas were devastated in the 1914 fire which also destroyed the Point neighborhood. The area exhibits many multi-family buildings that are quite similar in age and style to those seen in the Point neighborhood. Although not prevalent, massive sycamore trees characterize some of the streets. The recommended NPD boundaries roughly follow Margin Street and Jackson Street, but it is unclear if the older buildings could be included in an expansion of the McIntire Local Historic District and/or if the remaining sections could be part of a non-contiguous Point Neighborhood designation.

North Salem – Salem's northeast quadrant, clearly demarcated by a former railroad line and the North River, contains a number of potential NPD areas. These areas could either be separate districts or combined to form a single large district bounded by School/Orne Street on the north; Felt Street and the North River on the east; Tremont/Phillips Street on the east; and the North River Canal area on the south. The most distinct areas are described below:

Grove Street – The area of Grove Street west of Tremont Street contains a number of single and multi-family residences that date from the mid-to-late 19th century. The area's proximity to Harmony Grove Cemetery and Mack Park lend a gracious air to this grouping of workers' housing. Surrounding streets, including the major spine of Tremont Street, display houses from a similar period although the groupings are not quite as cohesive.

Buffum Street – The 1991 preservation master plan recommended both National Register listing and local historic district designation for Buffum Street. The street displays many high style residences from the mid-to-late 19th century that are well-maintained. The street could stand alone as a local historic district, or could be united with surrounding streets for a larger NPD designation.

Flint Street – This one-block residential area lies between Mason Street on the north and the MBTA tracks on the south. The street is adjacent to the North River Canal area, which is protected by a separate zoning ordinance. The street is lined with multi-family and single family residences that have very similar setbacks, most featuring a front gable roof and similar late 19th century styling. The area could be combined with the nearby streets of Friend and Oak, but the houses there are not as cohesively grouped and display more alterations.

Dearborn Street – The 1991 preservation master plan also recommended both National Register and local historic district designation for portions of the street between Upham and Lee Streets. This street is lined with high style single family homes from the second half of the 19th century and early 20th century. The eastern end of the street faces the North River and Salem's central business district beyond. Surrounding streets are similar in age, but feature slightly smaller houses though of a similar stylistic quality. The entire area bounded by North Street, the North River shoreline, Felt Street, and Orne Street could be a single NPD area.

Salem Rebuilding Area – A small triangular area bounded by Franklin, Foster/Walter, and Osborne Streets and bisected by Hayward Street, the Salem Rebuilding Area was built by the Salem Rebuilding Trust to demonstrate the possibilities for quality, affordable housing for factory workers. The 12 houses, featuring two modes of double residences, were designed by the Boston architectural firm of Kilham and Hopkins. This distinctive area could be designated separately or could be incorporated into a larger North Salem NPD.

North Street – North Street is the major northwest transportation corridor and contains both residential and commercial uses, many of the latter within 19th century houses. Similar to Bridge Street, a number of automobile-oriented businesses disrupt the formerly residential character of this thoroughfare. The street could either be part of a larger North Salem NPD or part of either a west side of North Street or east side of North Street district.

South Salem – Sections of Ward 5 and Ward 7 in Salem's southeast quadrant were the subject of the reconnaissance survey. The area is south of the Point neighborhood, whose southern border is Chase Street. Lafayette Street forms the major spine in this area. Canal Street was the nominal west side of the surveyed area; the waterfront formed the east side. The north end of the area surveyed was within the 250-acre swath of Salem destroyed in the fire of 1914. But areas to the south were either not affected or had not yet been developed. Like North Salem, several areas distinguished by either their history or architectural cohesiveness could either be separate smaller NPDs or joined to form a larger district. The most comprehensive potential district, bounded by the waterfront on the east, Saltonstall

Parkway/Cypress Street on the north, Canal Street on the west, and Loring Avenue on the south, is depicted on the figure included with this report.

Fairfield Street – As noted above, the single block of Fairfield Street between Cabot and Lafayette Street is recommended for either local historic district or NPD designation. The street contains large stately single family homes of brick and wood frame construction that date from the 1910s and 1920s. The surrounding area is predominantly multi-family housing from the same period, except for the area to the west, which features houses from the late 19th century.

Pre-fire Area – The area bounded by Cabot Street on the east, Cypress Street on the north, Canal Street on the west, and Roslyn Street on the south is the only area north of Leach and Holly Streets that escaped the fire of 1914. As a result, the area is surrounded by construction that dates from the 1910s and later. The area's modest houses are mainly quite small and were built for Salem's workers between the Civil War and the end of the 19th century.

Derby and Messervy Estates Area – Named for the early 19th century landowners in this area, the area is bounded by Leach Street on the north, Canal Street extension on the west, waterfront on the east, and Loring / Clifton Avenue on the south. The area includes the existing Lafayette Street Local Historic District, which is on both sides of Lafayette Street between Holly/Leach Streets on the north and Clifton Street on the south. The area was developed between the Civil War and the early 20th century. The area's architecture is representative of this long period of development, displaying high style examples of all of the popular styles, including Italianate, Queen Anne, Colonial Revival, Craftsman, and Tudor Revival.

Naples and Savoy Roads – This small, self-contained neighborhood south of Loring Avenue and just east of Salem State College's campus developed in the early 20th century. The neighborhood is unique in its possession of a small private beach. The streets are cohesively lined with single family houses in Colonial Revival, Craftsman, and Tudor Revival styles. The area was recommended eligible for the National Register of Historic Places and as a local historic district in the 1991 preservation master plan. A small number of houses on Lafayette Street were also included. Similar boundaries, but with the addition of Hemenway Road adjacent to the private beach and Fairview Road, which contains late 1940s-1950s single family houses, are recommended as a possible NPD. Individual properties further south on Lafayette Street may also be considered in this district.

Gallows Hill and Boston Street Area – The Gallows Hill area and its major corridor of Boston Street were noted by the community as significant landscapes in the 2005 heritage landscape inventory. The neighborhood contains many older residential areas, especially on Boston Street and nearby streets. It is the most diverse neighborhood architecturally, with many newer residences intermingled throughout

the area. The area has experienced more alterations than the other areas examined in the reconnaissance survey and has more open parcels. A possible NPD might be bounded by the MBTA tracks on the north; Highland Avenue on the east; the Salem/Peabody city boundaries on the west; and Maple/South/Procter Streets on the south.

Public Process to Date

Stakeholder Interviews

A number of individuals were contacted during the first phase of this study, but few have been interviewed at this point. A preliminary list of stakeholders includes Salem residents involved in earlier preservation and designation efforts in the city, major property owners, elected officials, and neighborhood organizations.

Peter Copelas, Salem – Mr. Copelas owns properties in local historic districts and non-historic areas throughout Salem. After an explanation of the NPD program and how it can work, Mr. Copelas opined that current zoning and variance procedures are effective and further layers of review are not necessary. He also objects to further regulation of what he can do with his property.

Stanley Smith, Salem - Mr. Smith expressed his belief that capacity building is needed in order to effectively administer this program. City staff assistance is essential in overseeing a NPD program, although neighborhood members of a NPD commission will also need to be trained in the proper administration of guidelines review and approval process.

Elected Officials - Two current City Councillors and one former City Councillor have been informed of the study and NPD program. City Councillors Thomas Furey (at-large) and Robert McCarthy (Ward 1) were present at an Alliance of Salem Neighborhood Associations meeting in late January (see below) to learn about the study and ask questions. Former City Councillor Lucy Corchado (Ward 1) has been informed about the study and products through the working group's communications. The councillors were neutral about the program's feasibility; further discussions will be held with them and other City Councillors to determine their interest and support.

Alliance of Salem Neighborhood Associations – VHB and city staff gave a presentation on January 25, 2008 to the Alliance of Salem Neighborhood Associations, a consortium of the city's many neighborhood associations. Attendees at this meeting represented Derby Street, Bridge Street Neck, South Salem, Salem Common, Willows, Downtown and Federal Street neighborhoods. A list of attendees is included with this report.

Most attendees were quite interested in the concept, although it was clear that not all are aware of the level of protection that is currently either provided, or not provided, in various neighborhoods. The PowerPoint presentation was refined as a result of this meeting to address the differences between the NPD and LHD programs and the National Register of Historic Places and to more explicitly state the benefits of the NPD program.

Meetings are presently being scheduled with several neighborhood organizations in March, beginning with a March 18, 2008 meeting in South Salem. These upcoming public meetings will be held with individual neighborhood organizations, as opposed to a city-wide or ward format.

Working group meetings

The study's Working Group has met several times with City staff and the consultant throughout this first phase. These meetings involved an explanation of the NPD program and how it has worked in other communities; definitions of what this program is and can be, versus what it is not; and review of areas to be considered for further study as NPDs. The Working Group, City staff and consultant also discussed content of the two-page handout, PowerPoint presentation for public meetings, draft ordinance, and the public meeting process. Subsequent telephone and group e-mail discussions helped finalize the content and layout of the draft ordinance, brochure, and PowerPoint. The Working Group's contribution to the study has been extremely beneficial, seen in their thoughtful input and vastly improved products.

Publications

Two products required in this phase are a two-page handout explaining the NPD concept and basic information about its administration and focus and a PowerPoint presentation that would be employed in public meetings in Phase II and that would be detailed enough to function as a stand-alone document. Both products will be uploaded to the City of Salem's website.

VHB also prepared an article on the study and NPD program for Historic Salem, Inc.'s Winter 2008 newsletter. The article is included with this report and will be available on Historic Salem, Inc.'s website.

Annotated Bibliography

This bibliography is intended to document information sources that are either used as references in this study or serve to further explain the concept of Neighborhood Preservation Districts.

Brookline NCD Study Bibliography

The Neighborhood Conservation District Study for the Town of Brookline, prepared by Larson Fisher Associates in 2005, is a comprehensive source of neighborhood conservation district definitions, processes, and practices around the country. As of early 2008, Brookline has not yet adopted a Neighborhood Conservation District bylaw. The appendices included with that study are enclosed here.

Since the 2005 study, the communities of Lincoln, North Andover, Wellesley, and Lowell have instituted neighborhood preservation district legislation. Both Lowell and North Andover have one or more established neighborhood preservation districts, while Wellesley and Lincoln are in the study process for individual districts' designations. Links to these communities' studies and legislation, along with communities with older, well-established programs are noted below.

Links to Relevant Websites

Massachusetts Communities with Neighborhood Preservation District Legislation

City of Amesbury

http://www.ci.amesbury.ma.us/home.nfs?a=amesbury&s=special&document=6832&group_id=76 (Link to the Establishment of Neighborhood Conservation Districts under Section 40A, Section 5)

City of Boston, Boston Landmarks Commission

<http://www.cityofboston.gov/environment/downloads.asp> (Link to information about all of Boston's local historic and architectural conservation districts, including maps, reports, and guidelines.)

City of Cambridge, Cambridge Historical Commission

<http://www.cambridgema.gov/Historic/districts.html> (Link to information about all of Cambridge's local historic and neighborhood conservation districts, including review process, maps, reports, and guidelines.)

Town of Lincoln

Bylaw

<http://www.lincolntown.org/NCD%20bylaw%20030506.pdf>

Overview of the Neighborhood Conservation District Program

<http://www.lincolntown.org/NCD%20Overview%20and%20Summary%20030506.pdf>

City of Lowell, Lowell Historic Board

<http://www.historiclowell.net/review-districts-permitting/downtown-historic-district/review-districts-permitting/review-districts-permitting>

(Link to information about all of Lowell's local historic and neighborhood districts, including maps, reports, and guidelines.)

City of Northampton

Ordinance, Chapter 156, Central Business District Architecture

http://www.e-codes.generalcode.com/codebook_frameset.asp?ep=fs&t=ws&cb=2226_A

Downtown Northampton Central Business District, Design Guidelines Manual (1999)

http://www.e-codes.generalcode.com/codes/2226_A/2226-156a%20Central%20Business%20Architecture%20Design%20Guidelines.pdf#xml=http://www.e-codes.generalcode.com/searchresults.asp?cmd=pdfhits&DocId=28&Index=C%3a%5cProgram%20Files%5cdtSearch%5cUserData%5c2226%5fA&HitCount=12&hits=6+7+51+52+7c+7d+1141+1142+237e+237f+238b&hc=134&req=Central+Business

Town of North Andover – Machine Shop Village

http://www.townofnorthandover.com/Pages/NAndoverMA_CommDev/MSV/NeighborhoodConservationDist (Link to bylaw, study report, guidelines, and map of Machine Shop Village)

Town of Wellesley

Bylaw and explanatory pages

http://www.ci.wellesley.ma.us/pages/wellesleyma_HistComm/NCD2

Denton Road NCD Final Study Report

http://www.ci.wellesley.ma.us/pages/wellesleyma_HistComm/FinalReport

Salem Sources

- Berg, Shary Page, Gretchen G. Schuler, and Virginia Adams
Salem Reconnaissance Report: Essex County Landscape Inventory, Massachusetts Heritage Landscape Inventory Program, May 2005
- Brengle, Kim Withers, Northfields Preservation Associates
A Preservation Master Plan for the City of Salem, Massachusetts: Strategies for the Preservation of Salem's Historic and Archaeological Resources, August 1991
- City of Salem, Department of Planning and Community Development (DPCD)
The DPCD has copies of Massachusetts Historical Commission inventory forms (area, building, structure, etc.) and National Register nominations for all Salem properties.
- Mountjoy, Alan, Chan Krieger & Associates and William Finch, Finch & Rose
City of Salem Commercial Design Guidelines, 2005
- Municipal Code Corporation
Zoning Ordinance, City of Salem, Massachusetts, 1991, Reprinted 1999
- Salem Historical Commission
Salem Historical Commission Guidelines Notebook, 1984, amended 2004
- Salem Redevelopment Authority
Urban Renewal Plan, Heritage Plaza East Urban Renewal Project, Salem, Essex County, Massachusetts
- VHB/Vanasse Hangen Brustlin, Inc.
The Point Neighborhood Historic Resources Survey and Preservation Plan, September 2006

Other Sources

- Heuer, Tad
"Living History: How Homeowners in a New Local Historic District Negotiate Their Legal Obligations", *The Yale Law Journal*, 116:768, 2007
- Study of the newly-designated City Point Local Historic District in New Haven, CT, which analyzed the neighborhood's perceptions of the district's importance as well as the positive and negative features of district controls. The article made several recommendations for improving perception and administration.

PHASE 1 Appendices

- Neighborhood Preservation District Study figure showing location of previously listed and protected areas and areas under consideration in the study
- PowerPoint presentation – generic version for Public Meetings (hard copy)
- Brochure (hard copy)
- Draft Ordinance (hard copy)
- CD containing all of the Phase I products noted above, including the report and digital images of representative neighborhoods (separately enclosed)
- List of attendees at January 25, 2008 meeting of Alliance of Salem Neighborhood Associations
- Appendices from Neighborhood Conservation District Study for the Town of Brookline, 2005

City of Salem
Neighborhood Preservation
District Study

Legend

- Ward Boundary
- Local Historic Districts
- National Register Historic Districts
- Areas suggested in previous studies as possible districts; subjects for this study
- Areas also examined in Neighborhood Preservation District Study
- Other Restricted Areas

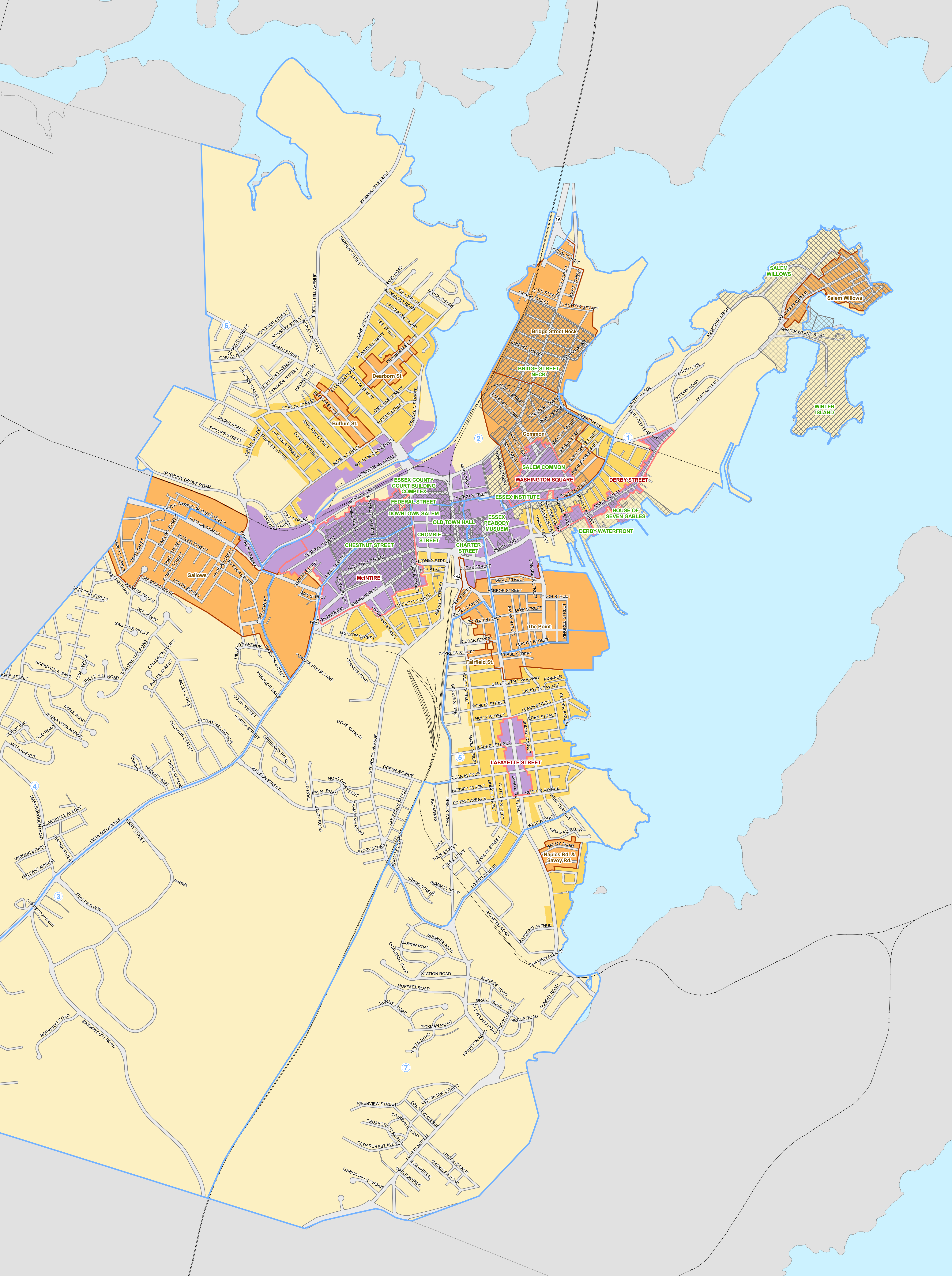
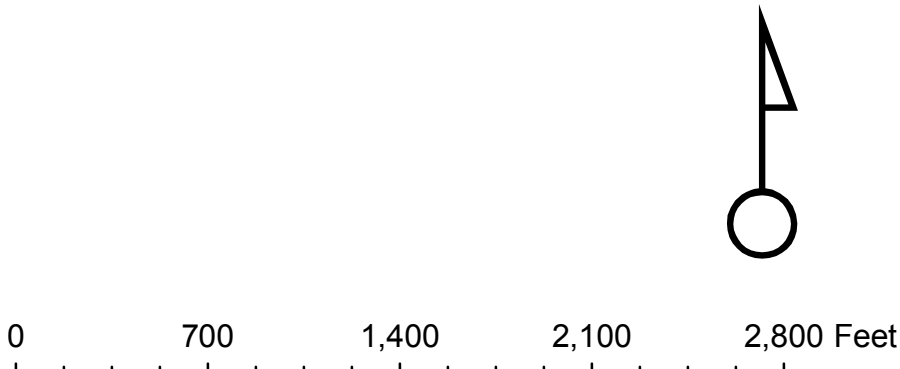
Data Sources:

- a. State Register of Historic Places Districts and Local Historic Districts from MassGIS
- b. 1991 Salem Preservation Plan
- c. 2005 Salem Reconnaissance Report/Essex County Landscape Inventory

CITY OF SALEM



Mayor
Kimberley Driscoll





CITY OF SALEM

Neighborhood

PRESERVATION DISTRICT STUDY

Presentation given in 7 meetings
held in March and April, 2008



CITY OF SALEM

Neighborhood Preservation District Study

- Summary of Presentation
 - What is a Neighborhood Preservation District?
 - How are they different from National Register and local historic districts?
 - What is the Neighborhood Preservation District Study about?
 - Why is this study being conducted?
 - Who is involved in the study?
 - What are the benefits of a Neighborhood Preservation District?
 - How does a neighborhood district get established?
 - How is review conducted in the district?
 - Where are districts being considered?



CITY OF SALEM

Neighborhood Preservation District Study

- **What is a Neighborhood Preservation District?**
 - Area, usually residential, where neighborhood character is protected through design or zoning based ordinance. This study is not considering a zoning based ordinance.
 - Cohesive quality of building massing, design, and spacing is important
 - Area *may* be historic; does not have to be historic or even very old





CITY OF SALEM

Neighborhood Preservation District Study

- **What is a Neighborhood Preservation District?**
 - Flexible review over alterations to neighborhood character
 - Typically includes review over demolition and new construction
 - Types of alterations to be included are the choice of neighborhood residents and property owners





Neighborhood Preservation District Study

- **What is a Neighborhood Preservation District?**
 - Elements subject to review are the neighborhood's choice
 - Elements subject to review might include certain elements of landscaping, porch enclosures, new siding, roof dormer additions





CITY OF SALEM

Neighborhood Preservation District Study

Many communities in Massachusetts and across the country have such districts *

- Dallas, TX has 15 districts
- Cambridge, MA has 4 districts
- Lowell, MA has 8 districts
- Boston, MA has 3 districts
- Memphis, TN has 2 districts

* These communities also have local historic districts





CITY OF SALEM

Neighborhood Preservation District Study

Differences between historic districts

National Register

Local Historic

Neighborhood

Level of
designation

Federal

State

City

Alterations
reviewed

Only buildings impacted
by State or Federally
funded projects

Any exterior change
visible from a public street

Set by residents

Criteria for
designation

Important to American
history, culture,
architecture or archeology

Important to Salem history,
culture, architecture or
archeology

Set by residents

Building age

Majority over 50 years old

Majority over 50 years old

Buildings do not need to be
historic or a specific age

Alterations
reviewed by

MA Historical Commission

Salem Historical
Commission

Commission of
neighborhood residents



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

- Study scope and timing

Oct.2007-June 2008

- Four phases
- Investigate similar districts in other communities
- City-wide analysis for possible NPD areas
- Public meetings
- Study of 2 selected neighborhoods with their input and guidance



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

- **Project Products**
 - Draft ordinance
 - Map showing possible NPDs
 - Educational materials
 - Sample design review guidelines for two neighborhoods





CITY OF SALEM

Neighborhood Preservation District Study

- **Why is the study being conducted?**
 - Concern for neighborhood character
 - Alternative to more restrictive Local Historic District program
 - New construction and demolition threats
 - To determine if the NPD concept is right for Salem





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?

2004 – Proposed for demolition



69 Boston Street

2006 – Rehabbed





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?

2000 – Proposed for demolition



18 Crombie Street

2006 – Rehabbed for Habitat for Humanity housing





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?



Before (compatible):

Similar houses in a row are a neighborhood characteristic



After (Not compatible):

New construction that meets zoning regulations, but does not respect neighborhood character



CITY OF SALEM

Neighborhood Preservation District Study

- **What are the benefits of a NPD?**
 - Protects the important characteristic elements of a neighborhood
 - May protect property values as designation increases certainty of what can (and what can't) happen in a neighborhood
 - Increases pride and interest in a neighborhood
 - Your neighbors have to follow the rules too



CITY OF SALEM

Neighborhood Preservation District Study

- **Who is involved in the study?**
 - You
 - City of Salem Department of Planning and Community Development
 - Rita Walsh, Vanasse Hangen Brustlin, Inc.
 - Working group – Historic Salem, Inc., Salem Historical Commission, Alliance of Salem Neighborhood Associations



CITY OF SALEM

Neighborhood Preservation District Study

- How does a neighborhood district get established?
 - Starts with a petition (% of property owners)
 - Committee studies area
 - Recommendation on boundaries, guidelines, review process
 - Public meeting (s)
 - Approvals by neighborhood, Historical Commission, Planning Board, City Council, Mayor

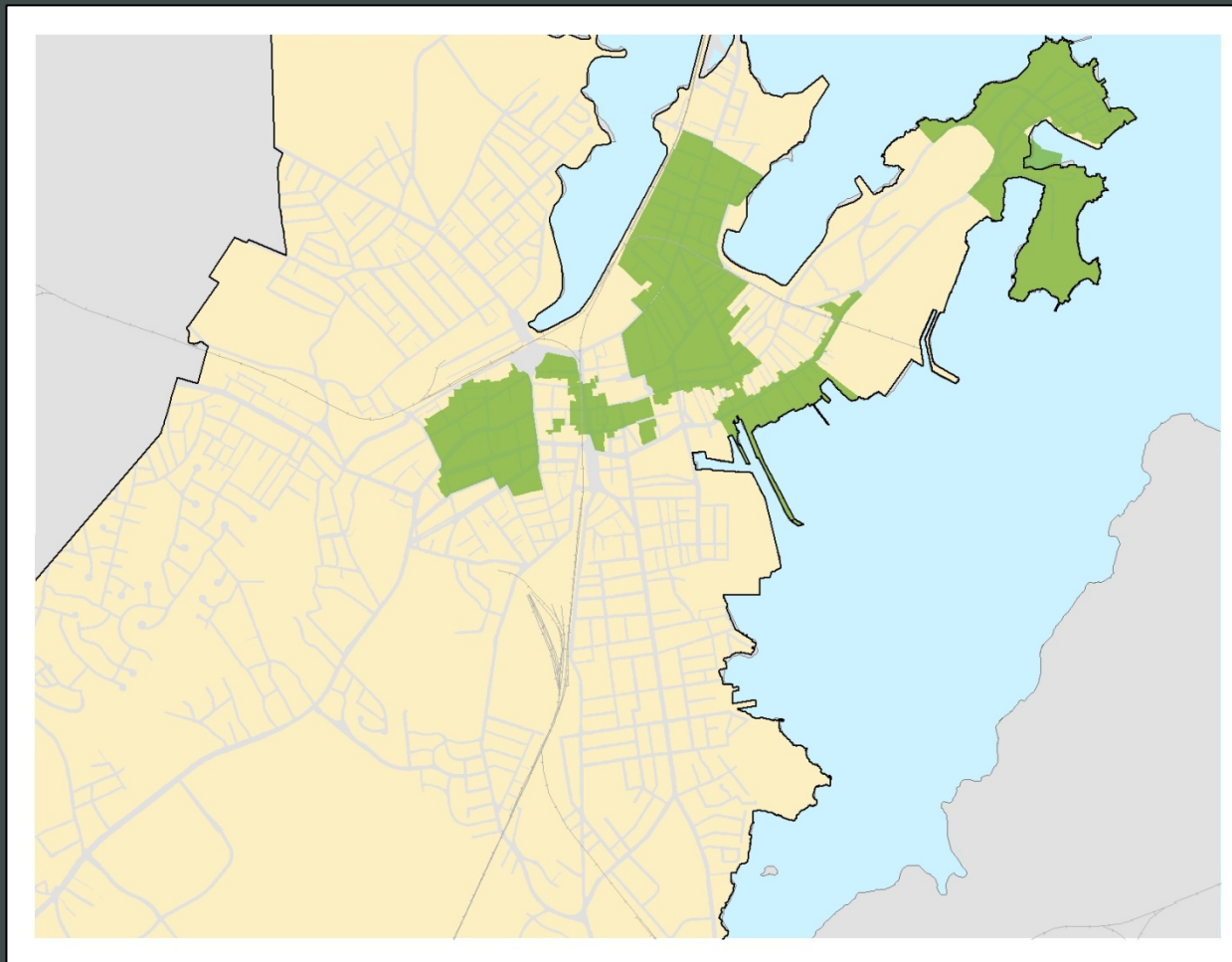


CITY OF SALEM

Neighborhood Preservation District Study

■ Where are districts being considered?

- National Register Districts
- Local Historic Districts
- Other Protected Areas
- Areas Previously Recommended as districts
- Additional Areas considered in this study



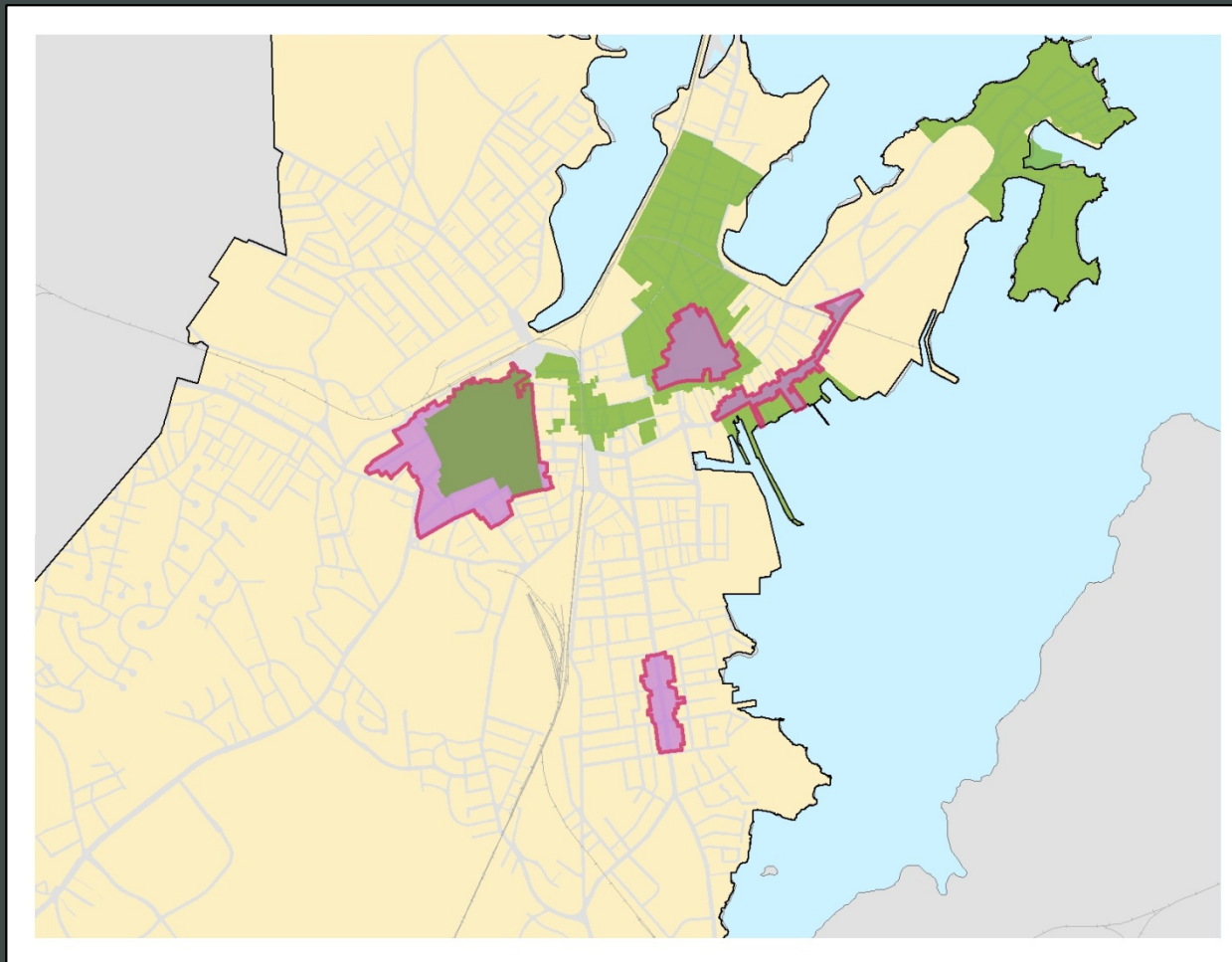


CITY OF SALEM

Neighborhood Preservation District Study

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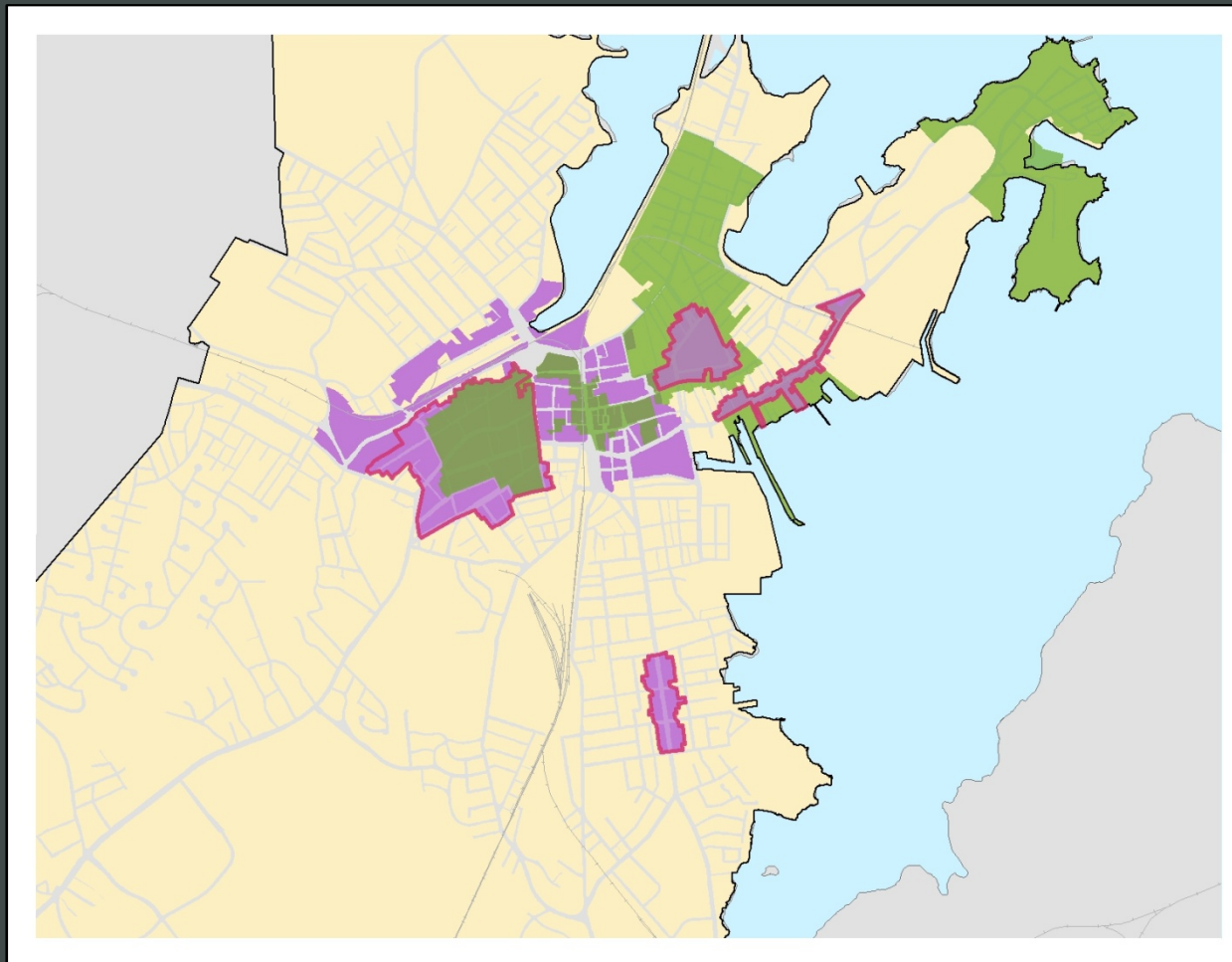


CITY OF SALEM

Neighborhood Preservation District Study

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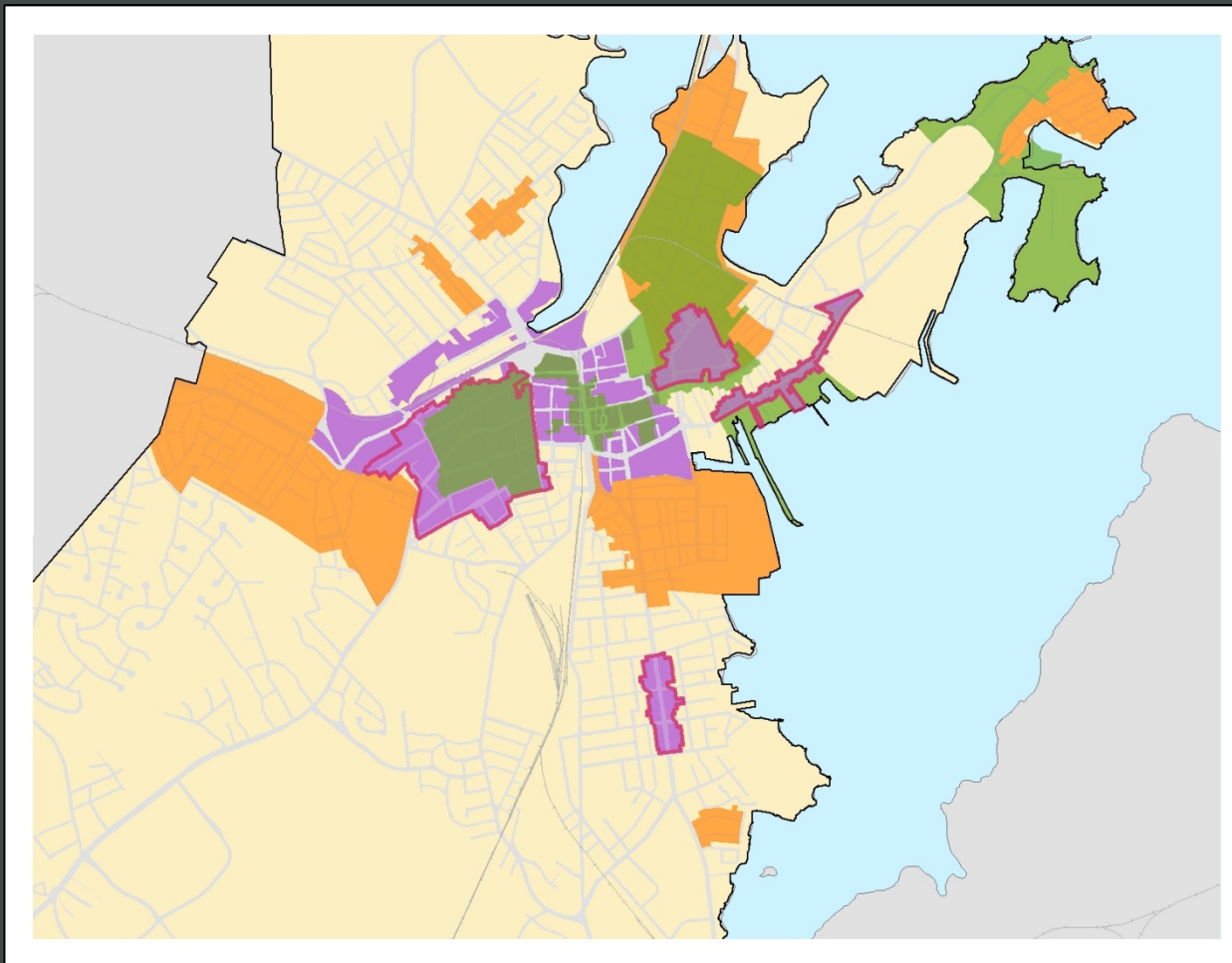


CITY OF SALEM

Neighborhood Preservation District Study

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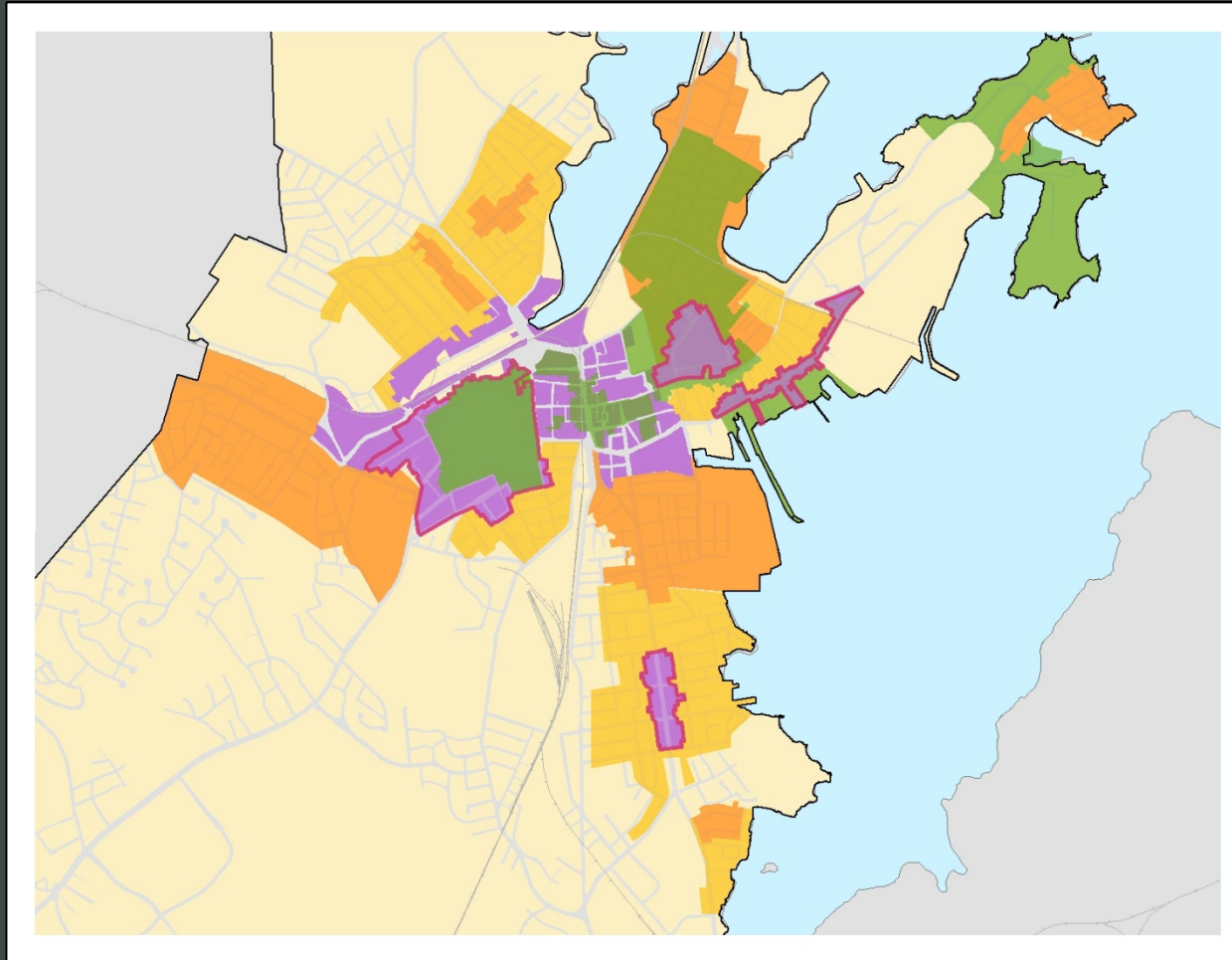


CITY OF SALEM

Neighborhood Preservation District Study

■ Where are districts being considered?

- National Register Districts
- Local Historic Districts
- Other Protected Areas
- Areas Previously Recommended as districts
- Additional Areas considered in this study





CITY OF SALEM

Neighborhood Preservation District Study

- **Your neighborhood and its special characteristics**

(Neighborhood specific photographs and text showing characteristics and qualities we think are special)



CITY OF SALEM

Neighborhood Preservation District Study

- **Feedback and suggestions**
 - Are NPDs a good way to preserve Salem's neighborhoods?
 - What elements of your neighborhood would you most like to protect?
 - What other areas should we consider as a possible NPD?
 - How should a NPD be established?
 - Who should review proposed building alterations in a NPD?



Forrester Street



Summit Avenue



High Street

What is a Neighborhood Preservation District (NPD)?

A NPD is an area, typically residential, in which protection of neighborhood character is desired by its residents. While buildings in a NPD may or may not be considered “historic” in the commonly understood sense, the district generally has common physical characteristics that create the neighborhood’s character. Residents and property owners determine which defining elements are to be protected in order to develop a set of regulations. The regulations and accompanying guidelines are usually design based and focus on the physical elements which residents and property owners choose to protect.

Where are NPDs Already Established?

Neighborhood preservation districts are found throughout the country, including Dallas, TX, New Orleans, LA, Indianapolis, IN, Boise, ID, and Memphis and Knoxville, TN. Other Massachusetts communities with neighborhood preservation districts in place include Cambridge, Boston, Lowell, Amesbury, and North Andover. Wellesley and Lincoln are currently studying specific districts.

The following websites describe some of these programs in more detail:

- 🔗 Boston Landmarks Commission, City of Boston
www.cityofboston.gov/environment/downloads.asp
- 🔗 Cambridge Historical Commission, City of Cambridge
www.cambridgema.gov/Historic/districts.html
- 🔗 Lowell Historic Board, City of Lowell
www.historiclowell.net/review-districts-permitting/downtown-historic-district/review-districts-permitting/review-districts-permitting (link to neighborhood district standards and procedures)

Where Can I Get More Information?

www.salem.com

Please call or email **Kirsten Kinzer**, Salem Department of Planning and Community Development, with any questions at:

(978) 619-5685 | kkinzer@salem.com



The City of Salem Neighborhood Preservation District Study has been financed in part with federal funds from the National Park Service, US Department of the Interior, through the Massachusetts Historical Commission, Secretary of the Commonwealth William Francis Galvin, chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.



PRESERVATION DISTRICTS
IN SALEM

Neighborhood character is an essential element of quality of life for Salem residents. Due to diverse styles of architecture, house and lot sizes and landscaping, Salem’s neighborhoods are each unique. How do we preserve this character while allowing for new development and owners’ personal taste? This is the subject of a 2008 study by the City of Salem, which focuses on Neighborhood Preservation Districts as a tool to protect neighborhood character.

The City of Salem is seeking input, ideas and comments from residents and owners about Neighborhood Preservation Districts. A series of meetings will be held early in 2008 to explain the concept and gather public input. Following these meetings, two neighborhoods will be studied as examples of such districts and sample design guidelines created.





Linden Street



**Before
(Compatible)**
Similar houses
in a row are a
neighborhood
characteristic



Franklin Street



Sutton Avenue



Endicott Street



**After
(Non-compatible)**
New construction
that meets zoning
regulations, but
may not respect
neighborhood
character



Barton Street



Arbella Street

Differences Between a NPD and a Local Historic District (LHD)

Both district types protect aspects of an area's historic physical character. The major differences are:

- ❏ **A NPD is flexible about which building elements are protected and allows the neighborhood to determine these elements.** A LHD protects all exterior elements through a required review of alterations to any structure on each individual property.
- ❏ **A NPD focuses on various elements that make up a neighborhood's character.** A LHD focuses on each individual building's historic character.
- ❏ **A NPD has its own set of design guidelines.** All four of Salem's LHDs utilize the same design guidelines.
- ❏ **A NPD is administered by a commission that includes neighborhood members.** All four of Salem's LHDs are administered by the Salem Historical Commission.

What can be Protected in a NPD?

The neighborhood chooses what they want protected. These elements may include:

- ❏ Compatible new construction and additions
- ❏ Control over demolition
- ❏ Certain elements of landscaping
- ❏ Major alterations that residents and property owners choose, which could include, for example, changes to porches, siding, and roof dormers

How is a NPD Established?

Neighborhood preservation districts are established as a result of a multi-step study and approval process that begins with a petition, usually from the neighborhood's property owners. The proposed district must initially meet certain criteria to be eligible for study and subsequent approval. Design or planning guidelines are developed based on analysis of the

defining elements of a neighborhood's character. Elements to be protected are chosen by the neighborhood. The district is only established if a majority of the neighborhood, Planning Board, Historical Commission and City Council approve. This study, currently underway, will establish recommendations for how NPDs could be created in Salem.

Who Would Oversee the NPD?

This type of district is usually overseen by a commission, often separate from the community's Historical Commission. The composition of such a commission has not been finalized, but could be composed of neighborhood residents and property owners, a member of the Salem Historical Commission, and people with expertise in reviewing such guidelines, such as architects, contractors, and realtors.



Neighborhood Preservation District Ordinance

In the year two thousand and eight

An Ordinance to Establish Neighborhood Preservation Districts

Be it ordained by the City Council of the City of Salem, as follows:

Section 1

Purpose of Neighborhood Preservation District (s)

This ordinance is enacted for the purpose of preserving and protecting groups of neighborhood buildings and their settings that are architecturally and historically distinctive which constitute or reflect distinguishing features of the architectural, cultural, economic, political or social history of the city of Salem and to limit the detrimental effect of alterations, additions, demolition, and new construction on the character of the neighborhood. Through this ordinance, alterations, additions, demolition, and new construction may be reviewed for compatibility with the existing buildings, setting and neighborhood character. This ordinance seeks to encourage the protection of the built environment through binding and regulatory review. This ordinance promotes the public welfare by making the city a more attractive and desirable place in which to live and work.

Section 2

Definitions

As used in this ordinance, the following terms shall have the following meaning:

ADDITION

A change to a building that includes additional stories, height or footprint area

ALTERATION, TO ALTER

A change to a building or part thereof such as removal, construction, reconstruction, restoration, replication, rehabilitation, demolition, and other similar activities. A change to a building that includes additions and other similar activities. A change to a site that includes constructing, placing, erecting, installing, enlarging, and moving a building or

other similar activities. A change in color, material, design, location or outward appearance, if applicable.

APPLICATION

The complete document (s) and supporting material(s) to be submitted by an applicant desiring to obtain a Certificate to Alter. A complete application shall include information reasonably deemed necessary by the commission to enable it to make a determination.

BUILDING

A combination of materials forming a shelter for persons, animals, or property, which is used for living, working or storage.

CERTIFICATE TO ALTER

A document granted by the Neighborhood Preservation District Commission **after their review of a project** in order to obtain a building (or demolition) permit.

CERTIFICATE OF NON-APPLICABILITY

A document granted by the Neighborhood Preservation District Commission for work that is excluded from Commission review.

COMMISSION (S)

The Neighborhood Preservation District Commission or Commissions

COMPATIBLE

A project that meets the design guidelines of the architectural conservation district commission.

DESIGN GUIDELINES

The document used by the Neighborhood Preservation District Commission to determine whether a proposed project is compatible. The design guidelines are appended to the ordinance for each separate district.

DISTRICT

The Neighborhood Preservation District as established in this ordinance.

EXTERIOR ARCHITECTURAL FEATURES

Elements of a property that are attached to a building or structure and/or that help define their character. Examples include windows, paint colors, fences, doors, siding, roofing, masonry, gutters, downspouts, mechanical equipment, satellite dishes, and skylights.

HISTORICAL COMMISSION

Salem Historical Commission

PERSON AGGRIEVED

An applicant, an abutter or an owner of property within the district who believes they are suffering from an infringement or denial of legal rights

STRUCTURE

Anything constructed or erected, the use of which requires location on the ground or attachment to something having location on the ground. Examples include a utility box, lampposts, fences, and wind turbines

SUBSTITUTE SIDING

Exterior building cladding such as vinyl, aluminum or cement board

TEMPORARY BUILDING

A building, necessary for a special event, incident, or project, erected for a period of no more than [30-90 days?], unless otherwise agreed to by the commission.

Section 3

Designation of neighborhood preservation districts

To be considered for designation as a NPD, a neighborhood must satisfy the following criteria:

1. The area as a whole constitutes a recognizable neighborhood which has a distinctive character, and:
 - a. The area contains buildings and/or structures and/or settings that are significant to the architectural, aesthetic, cultural, political, economic or social history of Salem; or
 - b. The area has generally cohesive features, such as the scale, size, type of construction, materials, or style of the building and structures, and/or land use patterns and landscaping

2. The designation of a NPD may be initiated by neighborhood property owners, the Salem Historical Commission, the Planning Board or the City Council. A petition requesting designation as a NPD shall be submitted to the Department of Planning & Community Development (DPCD), containing signatures of **at least 35% of the Property Owners opting to be included in the proposed NPD area, one signature per property,** which petition shall also include
 - a. A general statement of the historical, architectural, or other qualities of the area which make it appropriate for NPD designation
 - b. A preliminary map of the area showing proposed boundaries
 - c. A general outline of the scope of the guidelines and review authority that would be proposed for the NPD
3. Following receipt of a petition for NPD designation, the DPCD shall appoint a Study Committee to investigate and prepare a report on the appropriateness of such a designation for the Area. The Study Committee shall consist of five (5) members, of which one (1) shall be a designee of the Historical Commission, and three (3) shall be residents of the area proposed for NPD designation who will be appointed by the DPCD. When reasonably possible, the Study Committee should include an architect, landscape architect, or historic preservationist. Notice of a Study Committee's appointment shall be conveyed to all Property Owners in the Area and all property owners abutting with area within three hundred (300) feet, at the address for such owners as listed in the real estate tax list of the Assessors' office, and such information shall also be made available, to the extent reasonable, to prospective buyers through distribution to any realtor(s) that is known to have a current listing of a property within the proposed district.
4. The Study Committee, working with residents of the area, shall evaluate the appropriateness of an NPD designation for the area. If a NPD designation is not deemed appropriate, the Study Committee within one (1) year of its appointment shall prepare and file with the DPCD a written report explaining why it reached a negative conclusion. If the Study Committee determines that a NPD designation is appropriate, it shall within one (1) year of its appointment, prepare and file with the DPCD, a written report to include:
 - a. An overview of the significant historical, architectural, or other relevant qualities of the area
 - b. A map of the area showing geographic boundaries

- c. Guidelines for the area, including design guidelines and a general statement describing the nature of the authority to be vested in the Area's NPD commission.
- d. An updated petition containing signatures of at least 51% of the property owners opting to be included in the proposed NPD area, one signature per property.

The DPCD shall provide copies of the report to the Salem Historical Commission and the Salem Planning Board.

- 5. A public hearing shall be convened by the Planning Board and conducted jointly by the Historical Commission and the Planning Board to discuss the Study Committee's findings within 60 days after the filing of its completed report. Public notice shall be given by publication in a newspaper of general circulation in the City not less than fourteen (14) days before the day of the hearing; and by posting such notice in a conspicuous place in the City Hall for a period of not less than fourteen (14) days before the day of such hearing, and by conveying said notice, together with copies of the report, to all property owners in the area and by conveying said notice, with notification that the report is available in the Planning office, to property owners abutting the area within 300 feet, at the address for such owners as listed in the real estate tax list of the Assessor's office.
- 6. Following the close of the public hearing, the Historical Commission and the Planning Board may, by majority vote at a joint meeting, recommend the area for designation as a NPD. If the Historical Commission and Planning Board, acting jointly, do not vote to recommend the area for NPD designation, then the proposed designation shall be deemed rejected. If the NPD is favorably recommended by the Historical Commission and the Planning Board, acting jointly, the designation of the NPD shall be brought to City Council for approval by majority vote.
- 7. Each NPD, as adopted by City Council, shall be listed by its name hereunder, in the ordinance with its date of acceptance. Each NPD, as adopted by City Council, shall have its own guidelines, which are appropriate for the conservation of the particularly qualities of that NPD, and shall
 - a. Be based , to the extent appropriate, on the guidelines proposed in the petition, and

- b. Establish the nature and scope of review authority granted the corresponding NPD commission under this ordinance for activities within the NPD, including, but not limited to, selecting categories and types of changes exempt from and/or subject to review.
8. The establishment of a NPD shall not be construed to prevent the construction or alteration of a building or structure located in the NPD under a building permit, zoning permit, or other municipal approval duly issued prior to the date of that NPD's establishment by City Council.
9. Amendments to the geographic boundaries, including additions to or withdrawals from the NPD; changes in the guidelines, including governance and procedural changes; or dissolution of the NPD, may be proposed by petition of a minimum of 35% of the property owners in a NPD, a NPD commission, the Historical Commission, the Planning Board or the City Council. Proposals to amend or dissolve a NPD will follow the procedures described in Section 3.3-6 beginning with an appointment of study committee. A decision to accept or reject the proposed changes will be made jointly by the Historical Commission and Planning Board following a public hearing. Proposed NPD amendments, and/or a proposal for dissolution of a NPD must be brought before the City Council for approval by a majority vote (of each of these? One combined vote?).

Section 4

District

The Neighborhood Preservation District shall encompass the area shown on the map titled **xxxx**, which is appended to this ordinance (if established as part of this ordinance).

Section 5

Neighborhood Preservation District Commission

The Neighborhood Preservation District shall be overseen by a Commission consisting of five members, to be appointed by the Mayor and confirmed by the City Council, two members initially to be appointed for one year, two for two years, and one for three years, and each successive appointment to be made for three years.

Up to five alternate members may also be appointed to the Neighborhood Preservation District Commission. Said alternate members shall initially be appointed for terms of one, two and three years, and for three year terms thereafter. In the case of absence, inability to act, or recusal from action due to a conflict of interest, his or her

place shall be taken by an alternate member designated by the Chairperson, if available; otherwise by the Vice-Chairperson if available; otherwise by a majority vote of the members and alternate members of the Commission present.

The Commission shall include, if possible

- a member of the Salem Historical Commission;
- a resident of the district;
- a realtor;
- an architect familiar with historic rehabilitation
- and a building contractor familiar with historic rehabilitation

Members and alternates of a neighborhood preservation district commission shall by reason of experience or education have demonstrable knowledge and concern for improvement, conservation, and enhancement of the district.

Each member and alternate member shall continue to serve in office after the expiration date or his or her term until a successor is duly appointed.

Meetings of the Commission shall be held at the call of the Chairperson, at the request of two members and in such other manner as the Commission shall determine in its Rules and Regulations. Three members of the Commission shall constitute a quorum.

Section 6

Neighborhood Preservation District Commission Powers and Duties

The Commission shall exercise its powers in administering and regulating the alteration of buildings within the architectural conservation district as set forth under the procedures and criteria established in this ordinance.

The Commission, after a public hearing duly posted and advertised at least fourteen (14) days in advance in a conspicuous place in City Hall, may adopt and from time to time amend, reasonable Rules and Regulations not inconsistent with the provisions of this ordinance or setting forth such forms and procedures as it deems desirable and necessary for the regulation of its affairs and the conduct of its business, including requirements for the contents and form of applications for certificates, hearing procedures and other matters. The Commission shall file a copy of any such Rules and Regulations with the office of the City Clerk.

The Commission, after a public hearing duly posted and advertised at least fourteen (14) days in advance in a conspicuous place in City Hall may from time to time amend the design guidelines which set forth the designs for certain alterations which are, in general, suitable for the issuance of a Certificate to Alter. No such design guidelines shall limit the right of an applicant for a Certificate to Alter to present other designs to the Commission for approval.

The Commission shall at the beginning of each year hold an organizational meeting and elect a Chairperson, a Vice-Chairperson and Secretary, and file notice of such election with the office of the City Clerk. The Commission shall keep a permanent record of its regulations, transactions, decisions and determinations and of the vote of each member participating therein. The Commission shall undertake educational efforts to explain to the public and property owners the merits and functions of a neighborhood preservation district.

Section 7

Alteration Prohibited Without a Certificate

Except as this ordinance provides, no building or part thereof within a Neighborhood Preservation District shall be altered unless the commission shall first have issued a Certificate to Alter.

Section 8

Alterations Excluded from Commission Review

It shall be the responsibility of the Commission, or its delegate thereof, to determine whether an alteration is exempt from review. The Commission or its delegate thereof, shall have fourteen days to make this determination.

The following **projects are excluded from Commission** review.

- Interior alterations
- Alterations not visible from a public way **(owners must obtain a Certificate of Non-Applicability)**
- Ordinary maintenance and repair of architectural features that match the existing conditions including materials, design and dimensions **(owners must obtain a Certificate of Non-Applicability)**
- Reconstruction, substantially similar in exterior design, of a building, damaged or destroyed by fire, storm or other disaster, provided such reconstruction is begun within one year thereafter and carried forward with due diligence.

Section 9

Procedures for the Review of Alterations

The following alterations require the submittal of an application for a regulatory review by the Commission. The decision of the Commission shall be binding on the applicant.

- Demolition of a building or part of a building
- New construction including buildings and additions
- Alterations (to be defined in individual neighborhood preservation district)

Within sixty days of the submittal of an application for an alteration, the Commission shall hold a public hearing on the application. At least fourteen (14) days before said public hearing, public notice shall be given by posting in a conspicuous place in City Hall. Such notice shall identify the time, place and purpose of the public hearing. Concurrently, a copy of said public notice shall be mailed to the applicant, to the owners of all adjoining properties and their abutters, property owners across the street and their abutters, and of other properties deemed by the Commission to be materially affected thereby all as they appear on the most recent applicable tax list.

Following the public hearing, the Commission shall determine whether the proposed alteration is compatible with the design guidelines and the purpose of this ordinance. If the Commission determines that the alteration is compatible, the Commission shall issue a Certificate to Alter. The concurring vote of a majority of the members shall be required to issue a Certificate to Alter.

If the Commission cannot determine that the alteration is compatible, the Commission shall decline to issue the Certificate to Alter. The Commission shall provide the applicant with the reasoning for their disapproval including how the alteration does not meet the design guidelines or the purpose of this ordinance.

Section 10

Procedures for Issuance and Filing of Certificates

Each certificate issued by the Commission shall be dated and signed by its chairperson or such other person designed by the Commission to sign such Certificates on its behalf. The Commission shall send a copy of its Certificates and disapprovals to the applicant and shall file a copy of its Certificates and disapprovals with the office of the City Clerk and the Building Commissioner. If the Commission should fail to make a determination within sixty days (60) of the filing of an application for a Certificate, or within such further

time as the applicant may allow in writing, the Commission shall thereupon issue a Certificate to Alter due to failure to act.

Section 11

Enforcement and Penalties

The Neighborhood Preservation District is specifically authorized to institute any and all actions, proceedings in law and in equity, as they deem necessary and appropriate to obtain compliance with the requirements of this ordinance or to prevent a threatened violation thereof.

The Commission may designate the Building Commissioner to act on its behalf and to enforce this ordinance under the direction of the Commission.

Any owner of a building subject to this ordinance that altered a building without first obtaining a Certificate to Alter in accordance with the provisions of this ordinance shall be subject to a fine of not more than **\$500.00 (Five hundred dollars)**. Each day the violation exists shall constitute a separate offense until the alteration is corrected, the addition is removed or a faithful restoration of the demolished building is completed or unless otherwise agreed to by the Commission. If a violation of this ordinance remains outstanding, no building permit on the premises shall be issued until the violation is corrected or unless otherwise agreed to by the Commission.

Section 12

Appeal Procedure

Any applicant or person aggrieved by a determination of a Neighborhood Preservation District Commission may appeal as provided for in the Massachusetts General Laws.

Section 13

Validity and Separability

The provisions of this ordinance shall be deemed to be separable. If any of its provisions, sections, subsections, sentences, or clauses shall be held to be invalid or unconstitutional by any court of competent jurisdiction, the remainder of this ordinance shall continue to be in full force and effect.

APPENDICES

- a. The location and boundaries of the xxxxxx Neighborhood Preservation District are defined and shown on the XXXXXX Neighborhood Preservation District Map

of the City of Salem, Sheet x-xxx which is part of this ordinance (if it is being established as part of this ordinance).

- b. Design guidelines (if a neighborhood preservation district is being established as part of this ordinance).

	Alliance of Salem Neighborhoods		
NAME	STREET ADDRESS	PHONE	EMAIL ADDRESS
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HANNAH DOIZZI	20 PLEASANT ST.	978-741-1154	hannahdd@msn.com
MAGGIE TOWNE	19 RAYMOND AVE	617-851-4609	maggie.lemelin@gmail.com

Winter 2008

McIntire Themed Christmas in Salem Tour a Success

The 28th Annual Christmas in Salem House Tour was a significant part of the citywide, yearlong celebration of the 250th Anniversary of Samuel McIntire's birth, and this year's tour organizers met the challenge with gusto. With a full ticket of 15 houses to visit, tour goers were able to see many fantastic examples of McIntire's renowned wood-carving and Federal Period house designs. As usual, these, and the other beautiful homes on the tour, were wonderfully presented amidst the ornament of the season.

This year's tour, McIntire, Mansions and More, had a number of special features. One home was last open to the public 50 years ago, on the 200th anniversary of McIntire's birth; there was also a special Friday night preview of five houses, which proved to be very popular. Not surprisingly, many of the houses presented in this anniversary year were located in the aptly named McIntire district, but the tour also led to beautiful homes around Washington Square and in the Salem Common neighborhood.

The tour included two non-residential examples of McIntire's work, Hamilton Hall on Chestnut Street, where the Holiday Boutique was held, and the PEM Cotting-Smith Assembly House on Federal Street, where refreshments were served and an informative and entertaining lecture, given by Jim McAllister, was presented.

The success of this tour came about through the ardent effort of many people. The Christmas in Salem committee was chaired by Donna Lee Caramello, Robert Kendall and Catherine Randall, who dedicated untold hours to this event. Their committee, which served with diligence, included Bea derBedrosian, Debbie Chooldian, Christine Connolly, Hannah Diozzi, Mary Margaret Fanning, Jessica Herbert, Shelby Hypes, Jan Kendall, Janice Kostopoulos, Janice Lebel, Julie Rose, Mary Beth Sorgi, Barbara Taylor, Richard Thompson and Shirley Walker. We deeply thank the committee for all their work. Continue on page 6

City of Salem Neighborhood Preservation District Study

What gives a neighborhood its particular character? Most often it is the houses' cohesive scale and form, repetition of details, their spacing and arrangement, and mature landscaping that distinguish a specific neighborhood from others. These physical characteristics are what people appreciate and value in a neighborhood. And, when the threat of an inappropriately scaled development or unanticipated demolition looms, it is these characteristics that residents cite as what they would like to protect. The Salem Department of Planning and Community Development is exploring the possibility of a Neighborhood Preservation District ordinance to help residents protect the characteristics that make Salem's neighborhoods unique. Continued on page 4



Pianist Sarah German entertains visitors at 29 Chestnut Street

SAVE THESE DATES

*"Ask the Experts" Old House Clinic
Understanding Your Historic Wood Framed
House Saturday, March 1, 2008,
8:30 am-12pm*

Presented jointly with Historic New England

*Jump into Spring Jazz Party at Finz Seafood
Restaurant, Friday, March 14, 2008 from 7-9pm*

*Annual Meeting & Preservation Awards To be
announced*

*29th Annual Christmas in Salem
Holiday House Tour
December 6th and 7th, 2008*

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Printer:	Gangi Printing

PRESIDENT'S LETTER



The many faces and purposes of preservation in Salem have been illustrated in the past year, during the celebration of the 250th anniversary of Salem McIntire's birth, and will be illustrated in the upcoming year which will feature the initiation of the Neighborhood Preservation District study (see Article, page 1).

The McIntire anniversary year activities, spearheaded by the Peabody Essex Museum with their exhibition *Carving an American Style*, were marked by lectures and symposiums and rounded out by the Historic Salem, Inc annual holiday house tour, *McIntire: Mansions and More*, which rightly devoted to McIntire the attention he so richly deserved. Curator Dean Lahaikanen brought to the PEM exhibition, and to the accompanying book, the highest levels of scholarship and curatorship devoted to an individual whose artistry is of great significance. Further, the restoration of the parlor of the Peirce-Nichols House highlights one of the most spectacular intact interiors in the country, a true a gem of architecture and decorative arts.

It was many years ago (don't ask) when I first saw this room on a trip with the Historic Deerfield guides and it is what initially endeared Salem to me. We are indeed fortunate to benefit on a daily basis from McIntire's legacy in the form of his private and public buildings, as well as the many

other buildings from the Federal period inspired by his example.

While we cherish such individual treasures in our midst, there are other equally significant architectural treasures in our many historic neighborhoods, where the whole is more than the sum of its parts. We are indeed fortunate to live and work in many areas with distinctive character, created by the buildings themselves as well as the rhythm of the buildings on the street, the fences, sidewalks, and street furniture. In Salem such neighborhoods are not museums, such as Williamsburg, or even major tourist attractions. They are home to a wide diversity of people, earning their living, going to school, raising their families, or enjoying their retirement. These neighborhoods nourish our community but also, it is our community that takes care of these neighborhoods. It is why Historic Salem works with neighborhood associations and supports the Salem Education Fund, as we believe that a healthy community is good for historic preservation. It is also for this reason that we hope that the Neighborhood Preservation District study may help to maintain what we value about our neighborhoods.

All of this work is important, and we are grateful to the wide variety of organizations, from the business and civic organizations, the non-profit museums and cultural institutions, neighborhood organizations, to supporters of Salem schools for making Salem a better place to live work, and visit.

—Barbara Cleary

"Ask the Experts" Old House Clinic: Understanding Your Historic Wood Frame House

Saturday, March 1, 2008, 8:30 am-12 pm

**St. Joseph's Hall, 2nd floor
160 Derby Street
Salem, Massachusetts**

A seminar on maintenance and preservation issues related to wood frame houses, 1780-1860 with keynote speaker Dr. Kimberly Alexander, curator at Strawberry Banke Museum in Portsmouth, N.H. Learn how to "read" and decipher historic features, how to preserve and maintain distinctive character, and where to find good sources of information and advice.

**\$15 Historic Homeowner members,
\$25 Historic New England members
and Historic Salem, Inc., \$45 non-members**

Registration required, please call 781-891-4882, ext. 226 for more information or visit

www.HistoricNewEngland.org

**This seminar is presented jointly by
Historic New England and Historic
Salem, Inc.**

Historic Salem supports Salem Schools.

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Education Fund online
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Local Professor Tad Baker Speaks at Athenæum

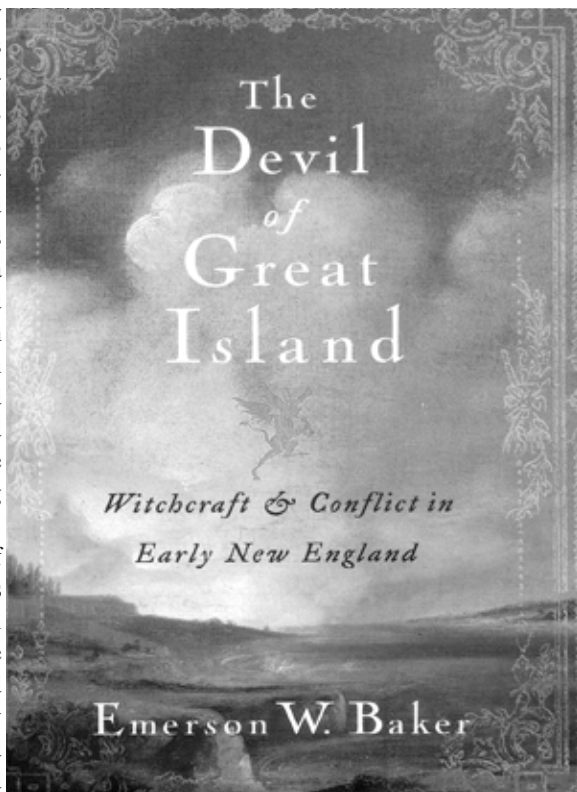
On the evening of January 15th, 2008 members of Historic Salem and the Salem Athenæum and their friends met to listen to Salem State professor Emerson "Tad" Baker speak about his new book *The Devil of Great Island: Witchcraft & Conflict in Early New England*.

His book and lecture focus on a community in Southern New Hampshire caught up in witchcraft hysteria a decade before the well-known events occurred in Salem. The book cover introduces the story by saying, "In 1682, ten years before the Salem witch trials, the town of Great Island, New Hampshire, was plagued by mysterious events: strange, demonic noises; unexplainable movement of objects; and hundreds of stones that rained upon a local tavern and appeared at random inside its walls. Town residents blamed what they called "Lithobolia" or "the stone-throwing devil."

Baker's account of this story highlights the strong cultural belief, and fear, of the supernatural world that was part of daily life in New England at the time; and emphasizes that the occurrence of witch scares were not infrequent during the settlement of the region. Donna Vinson Seger, a colleague of Baker's at Salem State College says, "Since both of us have been at Salem State we have been trying, from our various perspectives, to put the Salem Witch Trials in a greater historical and geographical perspective, and *The Devil of Great Island* does that."

Critics have commended Baker's thorough research and grasp of the culture of

these early settlements. During the Athenæum lecture he spoke of the many societal undertones including land disputes, local politics, and religious persecution that played into the events in Great Island, just as they did in subsequent witch scares. An attendee commented on his presentation: "I remember being fascinated by his account of a tavern being bombarded by stones with no apparent source or explanation. Professor Baker was introduced as a scholar who had thoroughly researched his topic, through numerous existing sources of information."



Baker is a professor of History at Salem State College with a focus on colonial American history; he is also a practicing archeologist. He is the author of numerous books and articles on the history and archaeology of early New England.

He was a consultant and on-camera expert for the Emmy nominated PBS-TV series *Colonial House*. Baker has also discussed his research on witchcraft on such television shows as *Chronicle* and *This Week in History*.

Historic Salem would like to thank Professor Baker for presenting this lecture and would also like to thank the Athenæum for co-sponsoring this event.

HSI would like to extend a Special Thank You to the 2007 Annual Appeal Donors

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Jump into Spring Jazz Party At Finz Restaurant - March 14, 2008

On Friday, March 14, 2008 Historic Salem, Inc. will host the Jump into Spring Jazz Party, at Finz Restaurant on Pickering Wharf. This event will herald the coming of spring with cocktails and jazz. It will offer new friends a chance to get acquainted and old friends a chance to bid farewell to winter together. The evening begins at 7:00 pm and ends at 9:00 pm. Advance tickets are \$20 for HSI members and \$23 for non-HSI members, or tickets are available at the door for \$25. Purchase advance tickets by calling (978) 745-0799. With your ticket you are entitled to one complimentary cocktail or two soft drinks, hors d'oeuvres and an evening of jazz provided by Bob Kendall, Jim Moroney and Jim Dillon of The Jazz Trio. Proceeds benefit Historic Salem's preservation and advocacy mission.

Throughout the evening raffle tickets will be available for three dollars a piece, offering you a chance to win some amazing prizes.

House historian Robert Booth is generously donating one detailed house history and an accompanying house plaque to be raffled off. In addition, valuable tickets to the Boston Lyric Opera are up for grabs, as are gift baskets bursting with luxurious goodies from local Salem merchants.

Historic Salem, Inc. would like to ask

its members to take advantage of the spring-time energy and invite your neighbors from across the city particularly those consider-

ing membership, to join them at Finz to usher in the new season. This event will be a wonderful opportunity to introduce friends to Historic Salem and to help us promote our mission of ensuring that the historic resources of Salem, which are the key to its identity, its quality of life, and its economic vitality, are preserved for future generations and that new development complements the historic character of the city.



Summary of Event Information:

Location: Finz Seafood Restaurant - 76 Wharf Street, Salem, MA
 Dates and Times: Friday, March 14, 2008 7 p.m.-9 p.m.
 Ticket Information: \$25.00 at the door. Advance tickets are \$20.00 for HSI members and \$23.00 for non-HSI members.
 Call 978-745-0799 to purchase in advance, or for more info.
 Parking: Parking for Finz is available at the South Harbor Garage (corner of Derby & Congress Streets).

Neighborhood Preservation Study cont'd from page 1

Neighborhood Preservation Districts are increasingly preferred as a way to protect an area's character with fewer restrictions than a traditional Local Historic District. Neighborhood Preservation Districts seek and incorporate residents' and property owners' participation on how to identify and protect the most significant characteristic elements of an area. Neighborhood Preservation Districts are also known as neighborhood conservation or architectural conservation districts.

The City of Salem's Department of Planning and Community Development, and its consultant, Rita Walsh of Vanasse Hangen Brustlin, Inc. (VHB) have begun a study on the feasibility of a Neighborhood Preservation District program in Salem. This study began late last year and is expected to be complete by the summer of 2008. The project components include the creation of a proposed ordinance that would create the program, public meetings to explain the concept and obtain feedback, and focused study of two neighborhoods to develop sample design guidelines.

What is a Neighborhood Preservation District (NPD)?

A Neighborhood Preservation District is an area in which protection of neighborhood character is desired. In general, the protections in this type of district are less stringent than a traditional Local Historic District, of which Salem currently has four. In a NPD, residents and property owners are involved in the decision about which elements that define the neighborhood's character are to be protected. New construction and demolition are typically reviewed in such districts; review of certain alter-

Continued on page 5

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Neighborhood Preservation Study cont'd from page 4

ations to existing buildings is also usually included. Most NPDs have design-based guidelines that address the appearance of buildings, as opposed to zoning-based guidelines that may regulate uses. However, unlike a Local Historic District, the entire exterior of a building is not generally reviewed. Only the elements that the neighborhood chooses to protect are reviewed.

What does the NPD Study include?

The study's purpose is to find out if a Neighborhood Preservation District program is right for Salem. The study will produce a draft ordinance as well as draft design guidelines and review process for two neighborhoods. No actual ordinance or districts will be created as a result of this study, but the feasibility and proposed details of both neighborhoods will be considered. The study also includes analysis of recommended areas within the city where such districts are appropriate, resulting in a list and map of candidate neighborhoods that could be considered for either Local Historic District or Neighborhood Preservation District designation.

A series of public meetings will be held in late winter and early spring to discuss how the Neighborhood Preservation District concept could work in Salem. Two neighborhoods that express strong interest for further study will also be host to another set of public meetings as draft design guidelines are developed. This work, done in conjunction with neighborhood representatives, will result in the final products of the study - a draft ordinance, and draft guidelines that will identify important characteristics of the neighborhoods, delineate draft boundaries and design guidelines and establish a review process for the two selected neighborhoods.

Where could NPDs be established in Salem?

Generally neighborhoods that exhibit a cohesive architectural character are the best candidates for a Neighborhood Preservation District. NPDs typically include houses that have already experienced some level of alteration, including newer siding, window and door changes, and porch removal or replacement. Neighborhoods that are already listed in the National Register of Historic Places, but which are not protected by any type of review, would definitely be a priority. These neighborhoods include Bridge Street Neck, Salem Common, Salem Willows and the Derby Street neighborhoods. Of course, Salem includes a number of other distinctive areas that have not been listed on the National Register that could also be considered. These neighborhoods include the Point Neighborhood, Buffum Street and Dearborn Street and surrounding streets, and areas in North and South Salem.

As noted above, two neighborhoods will be studied in a later phase of this study. At this point in the study, their identity is unknown - one of the outcomes of the public meetings is to choose these neighborhoods. Ultimately, once an ordinance is approved, any neighborhood that submits an approved petition (see below) can be considered for actual study.

How are districts established?

There is no single prescribed process to establish Neighborhood Preservation Districts; each community determines these steps based on what they judge works best and on their government structure. The recommended approach for Salem has not yet been decided and it will be a topic for discussion at the public meetings. One possible approach, which is fairly common, starts with a petition by residents and property owners, Historical Commission, Planning Board, or the City Council. Typically, the petition is accompanied by a map showing proposed boundaries, a description of why an area meets the NPD district criteria, and an idea of what the petitioners want protected. This petition is presented to the designated city body (generally the Historical Commission or Planning Department) and if approved a study is prepared. The study, conducted by an appointed committee, will delineate boundaries, define elements proposed for protection, and prepare design guidelines. Following the completion of the study, a public hearing would be held. The Historical Commission and Planning Board would jointly vote after the hearing and submit a recommendation to City Council. A majority vote of City Council is the final step in the district's approval.

Are these districts already established in other areas?

Various forms of Neighborhood Preservation Districts exist in scores of communities across the country, a good number of them now over 10-15 years old. Cambridge, which started their program in 1983, has four conservation districts in addition to their Local Historic Districts. Boston has four architectural conservation districts, while North Andover has one that was established in 2007. Amesbury's program (2002) is zoning based to encourage neighborhood-specific planning rather than just design review. Lowell established 8 districts in 2005 in which the Lowell Historic Board oversees only new construction and demolition. Wellesley and Lincoln both have recently approved by-laws and are currently studying specific districts. Brookline studied the concept in 2005 and has a draft by-law and draft design guidelines for two neighborhoods. The scope of Salem's study is similar to Brookline's project. Websites and additional information on some of these programs and studies can be found at the end of this article.

How do I find out more?

We hope you will attend one of the public meetings to be scheduled in late winter and early spring 2008. The meeting schedule will be posted on the Department of Planning website: http://www.salem.com/Pages/SalemMA_DPCD/index.

You can also call or e-mail Kirsten Kinzer of the City of Salem's Planning and Community Development department - (978) 619-5685 or kkinzer@salem.com

Neighborhood Preservation Study cont'd from page 5

Links to websites for additional information on Neighborhood Preservation Districts in Massachusetts and elsewhere:

Boston Landmarks Commission, Boston, MA

<http://www.cityofboston.gov/environment/historic.asp>

Brookline Historical Commission, Brookline, MA

<http://www.townofbrooklinemass.com/planning/PDFs/NCDStudy.pdf>

Cambridge Historical Commission, Cambridge, MA

<http://www.cambridgema.gov/~Historic/districts.html>

Wellesley Historical Commission, Wellesley, MA

http://www.ci.wellesley.ma.us/pages/wellesleyma_HistComm/NCD2

http://www.ci.wellesley.ma.us/Pages/WellesleyMA_Clerk/townbylaws/index

Other Information:

National Alliance of Preservation Commissions

<http://www.uga.edu/sed/psoprograms/napc/guidelines.htm> (links to guidelines for communities throughout the country)

Rita Walsh, Vanasse Hangen Brustlin, Inc.

Houses on the Christmas in Salem Tour



135 Federal Street



33 Washington Square North



12 Chestnut Street

More photos on page 7

Christmas in Salem cont'd from page 1

Christmas in Salem would obviously not succeed without the generosity and patience of the homeowners. Much thanks goes to the Bertram Home, Roberta & Howard Cantor, Fran Clifford, Hamilton Hall, Jennifer & David Jones, Tim Kendall & Christine Thompson, Maura McGrane, Glen Polito & James Moran, the Peabody Essex Museum, Marshall Strauss & Elaine Gerdine, the Women's Friend Society, Rick Wyke, and Mary Zappas. Thank you for inviting more than 2,000 friends and strangers into your lovely homes during the busy holiday season!

Each home was paired with a decorator who worked with the homeowners to help create the magical tour experience. The decorators for this year's tour were A Touch of the Past, Dave Eng, Debra Clarke, Evans Flowers, Fiddlehead, Flowers by Darlene, Kim D'Orazio, Lynda Harmon, Peter D. Barter Flowers & Gifts, Stephanie's Stitchery, The English Garden, Verve Design and Ward's Florist & Greenhouse. Thank you for your beautiful work.

Special thanks goes to the Historic Salem and Christmas in Salem sponsors, and to the advertisers that can be found in the tour guidebook. We encourage you to patronize these local establishments frequently and thank them for their support.

And, of course, there were the hundreds of volunteers who gathered on the days of the tour. Guides welcomed visitors and shared historical information about the houses. Musicians volunteered their time and talents to make all of our homes truly "sing" with holiday spirit. The Salem High School Chamber Choir provided carolers on Friday evening, while Boy Scouts from Troop 24 and members of the Salem High School Honor Society braved the cold to serve as street guides for our visitors. Thank you to all for your time and enthusiasm!

Each year the tour has its own unique qualities, and this McIntire-themed tour certainly provided a memorable experience. Please join us again - or for the first time - for the 29th Annual Christmas in Salem Home Tour on December 6 and 7, 2008.

—Emily Udy

Christmas in Salem Photos Continued



Bertram House



Hamilton Hall



Cotting-Smith Assembly House

Historic House Histories and House Plaques

*Excerpted from an article by Ruth Wall
Originally printed in the Winter 2007
Newsletter*

Everybody's house has a story, whether it was built in 1909, like the one built for "Louis Collier, Junk Dealer", or in 1688 by "William Murray, Cooper." We wondered about all the people who had lived in our house before us. I went myself to the Registry of Deeds and traced back through each sale of the building until I reached Benjamin Crombie, who built and then sold our house in 1810 to a Boston merchant.

Recently, we decided to go ahead and purchase an Historic Salem House Plaque, and we were delighted to find it included a general history of Salem that placed our house in the context of the history of Salem. Reading our house history made us feel linked to the many people who lived here before us and who made Salem the place it is today.

It took a few months to have our history done, and once we read it, we understood why. It was certainly worth the wait! Historic Salem is also able to renew worn plaques and reprint histories for houses that have been researched in the past. There is little question, even in this market, that having the plaque displayed on the street would increase property value at the time of sale.

We love having the names of people who lived here as tenants, and these pieces of information about former occupants help explain certain things we found while working on our house.

Who lived in your house? The story is waiting to be told!

To order a house history and plaque, you just call the office of Historic Salem (978) 745-0799. For Historic Salem members the cost of a history and new plaque is \$350.00 (\$400.00 for non-Historic Salem members), and a renewal is \$100.00.

Attend the Jump into Spring Jazz Party, March 14th, for a chance to win a free House History and Plaque and to learn more information about the program from house historian Robert Booth.

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Call for Nominations

Most Endangered Historic Resources Program 2008:

Preservation Award Program 2008:

Submissions due 3/15/2008

Historic Salem, Inc. is requesting members' help in identifying historic public, non-profit, or commercial properties throughout the City of Salem that may be facing threat from neglect or from development pressure.

By placing a property on the List Historic Salem's goal is to highlight areas of need and focus resources where they can do the most good. Since its establishment in 2000, 20 Endangered properties have been added to the List and six have since been updated to Saved or Recovering. Many other properties on the List now show distinctive Signs of Improvement. For a complete list of properties currently on the Most Endangered List visit www.historicsalem.org/endorsed/index.html.

Submissions due 4/15/2008

Historic Salem, Inc. is invites you to look around your neighborhood and our city for projects which have furthered the preservation effort in Salem; and to nominate them to receive a Preservation Award. Awards will be presented at Historic Salem's Annual Meeting.

Properties throughout the city, not just in the historic districts, are eligible for nomination. The categories for nomination are: private residences, commercial properties, publicly-owned properties (including those owned by the city, state, and federal governments), properties owned by non-profit institutions, and landscape projects. In addition, nominations for individuals, companies or institutions that have made significant contributions to historic preservation in Salem will also be considered. **Nomination forms for both programs are available online at www.historicsalem.org or can be obtained by calling (978) 745-0799.**

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Products from Phase II

Neighborhood Preservation District Study

Salem, Massachusetts

Prepared for	City of Salem, Department of Planning and Community Development Salem, Massachusetts
Prepared by	VHB /Vanassee Hangen Brustlin, Inc. Watertown, Massachusetts

Neighborhood Preservation District Study

Salem, Massachusetts

Prepared for	City of Salem Department of Planning and Community Development 120 Washington Street, 3 rd Floor Salem, MA01970 978-745-9595
Prepared by	VHB/Vanasse Hangen Brustlin, Inc. Transportation, Land Development, Environmental Services 101 Walnut Street P.O. Box 9151 Watertown, Massachusetts 02471-9151 617-924-1770 Staff: Rita Walsh, Christophe Gervais, Janet Thomas, Terri Courtemarche

June 2008

The Neighborhood Preservation District Study in Salem, Massachusetts Phase II Report has been financed in part with federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of Commonwealth William Francis Galvin, Chairman. However, the contents and opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.

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➤ Draft Phase III Work Plan	
➤ Draft Phase III PowerPoint	
➤ CD containing all of the Phase II products noted above, including the report itself	

Phase II Report

Introduction

The City of Salem (City) contracted Vanasse Hangen Brustlin, Inc. (VHB) to study the feasibility of creating Neighborhood Preservation Districts¹ as a component of the Salem *Preservation Master Plan*. This plan, which was completed in 1991, discussed the concept of Neighborhood Preservation Districts (referred to as Neighborhood Conservation Districts in the master plan), but no action has been taken to implement the recommendation. The major purpose of the current study is to research the concept of Neighborhood Preservation Districts (NPD) and ways that it might best fit Salem's situation, prepare a draft ordinance and draft design guidelines for two neighborhoods, and create educational materials for the public. The study and its final products and recommendations will rely heavily on public input, gained through a series of neighborhood meetings, stakeholder interviews, and other means. The study is anticipated to provide recommendations that will help the City of Salem and individual neighborhoods determine if a NPD program is right for the city's neighborhoods and can function alongside the Local Historic District (LHD) program already in place.

Specific goals for the study include:

- Create a definition of Neighborhood Preservation Districts (NPD) appropriate to Salem, including a rationale for NPDs in Salem and defining physical characteristics.



¹ The term, Neighborhood Preservation District, was chosen by the study's Working Group to ease confusion with conservation areas and the local Conservation Commission. The terms, Neighborhood Architectural Conservation District, Architectural Conservation District, or Neighborhood Conservation District, are more typically used, but are only used in this study report to reference specific studies or reports or the name used by communities referenced in the report. Otherwise, the term, Neighborhood Preservation District, is used to describe the generic concept in this study and report.

- Create a map of potential NPD boundaries, taking into consideration architectural style and character, building massing and siting, and streetscape characteristics.
- Provide recommendations for architecturally significant areas preferable as Local Historic Districts.
- Provide opportunities for public comment through public meetings.
- Develop a framework for NPD administration through the detailed analysis of two potential districts, including design guidelines and design review administrative procedures.
- Develop a draft NPD ordinance creating two selected NPDs based on the MHC Sample Architectural Conservation District Bylaw.
- Prepare draft design guidelines for two neighborhoods
- Prepare a study report for Neighborhood Preservation Districts.

VHB is directly assisted in this study by the City's Department of Planning and Community Development (DPCD) Community Development Block Grant (CDBG) Planner, Kirsten Kinzer, who serves as the Project Coordinator and a Working Group of Salem residents (Working Group), who are extremely diligent in their interest, time, and recommendations. These Working Group members are:

- Jane A. Guy, DPCD Assistant Community Development Director
- Barbara Cleary, Historic Salem, Inc. President
- Emily Udy, Historic Salem, Inc., Preservation Project Manager
- David Hart, Salem Historical Commission Member
- Jessica Herbert, Salem Historical Commission Member
- Maggie Lemelin Towne, Alliance of Salem Neighborhood Associations President

Christopher Skelly, director of Local Government Programs with the Massachusetts Historical Commission (MHC) provides oversight for the project and guidance on methodology and products.

The Phase II report describes the outcome and overarching themes that came out of the series of public meetings that were the focus of this second phase of the study. Phase I involved background research on other communities' neighborhood preservation districts, Salem's historic properties and associated documentation, and field reconnaissance of Salem neighborhoods that could be potential candidates for such designation. The purpose of the Phase II report is to provide the City's DPCD and the MHC with the results of tasks stipulated during this phase of work in preparation for the final two phases of the study, which involve working with two neighborhoods to study the feasibility of the NPD concept (Phase III) and final report preparation (Phase IV). The Phase II tasks specified:

- Hold public meetings to assess the level of interest in Neighborhood Preservation Districts from residents and property owners. Collect, review

and summarize public comments on the designation process and draft ordinance.

- Prepare recommendations for NPD administration based on comments received from residents and property owners during Phase II meetings.
- Prepare recommendations on priorities for future NPD designation, considering public interest expressed in Phase II and relative potential for inappropriate development.
- Facilitate selection by DPCD of two districts for further study (the subject of Phase III).
- Provide copies of draft products for review by DPCD and MHC.

Public Meetings

DPCD staff Kirsten Kinzer and consultant Rita Walsh held seven public meetings between March 18 and April 28. The meetings geographically targeted the areas recommended for possible consideration as Neighborhood Preservation Districts in Phase I. The neighborhoods and dates and locations of respective meetings were:

- South Salem Neighborhood - March 18, 2008, South Salem Neighborhood Association Meeting, Enterprise Center at Salem State College, 121 Loring Avenue
- Derby Street & Salem Common Neighborhoods - March 27, 2008, National Park Service St. Joseph Hall, 160 Derby Street, 2nd Floor
- Salem Willows Neighborhood Meeting - April 8, 2008, Winter Island Function Hall, Winter Island Park, 50 Winter Island Road
- North Salem Neighborhood Meeting - April 15, 2008, Bates School cafeteria, 53 Liberty Hill Avenue
- Gallows Hill Neighborhood Meeting - April 21, 2008, Children's Friend and Family Services Society, 110 Boston Street
- Bridge Street and Common Neighborhoods Meeting - April 22, Carlton School, 10 Skerry Street
- Point Neighborhood Meeting - April 28, Immaculate Conception Church Parish Life Center, 15 Hawthorne Boulevard

Some of the meetings were held under the auspices of a neighborhood association or were targeted to distinct areas, such as the Willows neighborhood. Several of Salem's City Councillors arranged and advertised the meetings, which assisted in boosting interest and attendance. The number of attendees at the meetings ranged from 4 to over 40 people, who were a combination of residents and property owners.

The format was similar in each meeting, consisting of a PowerPoint presentation that explained the Neighborhood Preservation District concept and how it could work in Salem. The presentation included a discussion of benefits of establishing such districts, how they differ from National Register and Local Historic districts, and a map showing areas that could be considered for such designation and previously

established and recommended districts. Images of representative streetscapes at the end of the presentation usually helped spark comments on issues in the respective neighborhoods. Typically these meetings lasted 2 or more hours, with time generously devoted to discussion and questions after the formal presentation. The PowerPoint presentations for two of the neighborhoods – Bridge Street and the Point – are included as appendices to this Phase II report.

Common Themes

While attendees at each of the meetings had specific or unique concerns and questions, several common themes emerged at most of the meetings. These themes are loosely presented by topic, but are in no order of priority or ubiquity. By no means were people unanimous about these concerns:

Administration

- Desire little or no representation by Salem Historical Commission members on the NPD Commission
- Concern about increased review time in order to obtain a building permit
- More detail requested on member composition of NPD Commission
- Need for additional city staff to administer and assist the NPD Commission could lead to increased taxes to pay for this service
- Education is a very important task – we have to talk to more people about this concept – one meeting is not enough.
- Concern about lawsuits or other civil action due to unpopular decisions by the NPD Commission
- Liked the ability for a neighborhood to opt out of the district designation if it was not working
- Each NPD should have its own neighborhood commission; concern expressed about non-neighborhood members reviewing proposed work.

Design Review in General

- Opposition to others telling them what to do with their own property
- Fear that costs of improving property will increase due to higher standards
- Paint color, application of substitute siding, and window sash replacement should not be reviewed
- Concern that not enough people attended these meetings to realistically gauge interest in the concept
- Questions about drawbacks of such designation, in response to a discussion of benefits of NPD designation
- Most could not envision potential threats to their neighborhood; individuals who had experienced inappropriate new construction or an unwelcome demolition near their property more readily understood the NPD's purpose
- In general, binding review over new construction and demolition was acceptable to the majority; more concern was expressed about review of alterations to existing buildings

Relationship to Existing Review Processes

- Dislike of an additional layer of bureaucracy
- Belief that zoning adequately covers new construction (additions and new buildings) issues
- Question how and to which group (e.g., Zoning Boards of Appeals) appeals would be handled

Other Comments

Other comments that were not as routinely expressed included questions about individual property owners' ability to opt out of the district, how much this study cost and where the funding came from, and concerns that the study was one more City-sponsored action that would not be completed and end up as a document on a shelf. Questions were also posed about review of proposed demolitions and related review criteria; possibility of grants/low-interest loans to assist owners to rehabilitate their property; and whether each neighborhood would have an individual set of design guidelines.

Draft Neighborhood Preservation District Ordinance

The draft ordinance is based on a number of similar documents, including the Massachusetts Historical Commission's sample bylaw and other Massachusetts communities' bylaws or ordinances, including Cambridge, Wellesley, Lincoln, and North Andover. The draft ordinance as it currently reads was also influenced by comments expressed at the recent public meetings. A copy of the draft ordinance is included in the Appendix. Major changes in the ordinance since the submission of the Phase I report include:

Inclusion of Advisory Review

The ordinance previously only contained binding review by the NPD Commission on the elements that the neighborhood agreed should be regulated. The educational value and possible persuasive power of advisory review for minor elements are seen as positive reasons to include this type of review in the ordinance but the Working Group is concerned that residents will not take advisory reviews to heart. In many of the meetings held in Phase II, residents repeatedly expressed opposition to binding review of architectural details such as siding and window replacement. Advisory review was added to the ordinance to create a method for providing education and design advice to residents on building elements that impact neighborhood character to a lesser degree than demolition or new construction.

Removal of Designation Process Details

The ordinance previously detailed the study and designation process. This level of detail was removed, based on MHC comments that too high a level of detail within an ordinance can bind the City to an outdated process in the future. The administrative process will be governed by a Department of Planning policy, which can more easily be updated to incorporate changes in the administrative needs of the designated districts and the Commission. DPCD will craft the draft final study and designation processes, but will not include them in the ordinance. The City will make information on these proposed processes available to the public through their inclusion as an appendix in the Phase IV report for this study.

Composition of Neighborhood Preservation District Commission

A single NPD Commission responsible for all NPDs project review in the city was initially envisioned in the ordinance. Neighborhood concern about non-neighborhood members' review prompted the currently proposed ordinance to create a commission with a "spokes of a wheel" arrangement. An attendee present at two of the public meetings suggested the concept as a way to create a single commission for each district. Each district would have a commission that includes a majority of the members reviewing a project to be residents, business, or property owners from the district in which the project is located. The concept is explained below.

The ordinance now proposes a core, or hub, group initially composed of three members. This core group would be composed of two members of the first NPD that is created and one general member who has experience with design review (architect, preservation specialist, contractor, real estate agent) who is not necessarily from that neighborhood but who is a Salem resident. Two additional commission members, considered the spokes, would be added to result in a commission of five members. Two alternate members from this first district would also serve the initial commission, when needed due to members' absences or project review recusals. Diagram #1 graphically shows this concept.

When a second NPD is created, the composition of the core members would change for both the first district and this newly-established district. The three core members would then be composed of a single member from both districts and a single general member. Two members representing the second district would then be added to this new core to form a second spoke of the wheel. This group, and two additional alternate members, would review projects within the second district only. Diagram #2 illustrates this second concept.

Should a third district be added, the core group of three members would change again to include a single member from the third district; the general member would no longer be a component of the core group. The core group would then be

composed of a single member of each of the three NPDs. The third district, like the first two established districts, would have two additional members for that district's project review, which would form the third spoke of the wheel. Two alternate members from the third district would also be added. Diagram #3 shows this expanded hub-and-spoke concept. No provision has been made at this time to accommodate a fourth NPD, or any additional NPDs. The ordinance would be changed at that time to consider how changes should be made to the composition of the core group.

As noted above, the concepts as proposed allow each district to have a commission composed mainly of district residents, property owners, and/or business owners responsible for review of that district's projects. Each individual district would have separate design guidelines tailored to that neighborhood's character. The Mayor of Salem would appoint all members, followed by City Council approval – an approval process identical for all City commissions.

Recommendations for Future NPD designation

Phase II tasks also focused on priorities for future NPD designation, should the concept be deemed acceptable. The early stage of the study and relatively broad designation criteria resulted in a generous list of areas identified in Phase I that could certainly be considered for NPD designation. This section summarizes the level of interest expressed in each of the areas and the potential threats, such as tear-downs or inappropriate development, these areas may be facing in the future.

Bridge Street Neck

Recommended in the 2005 heritage landscape reconnaissance survey for neighborhood conservation district status, the Bridge Street Neck area was recently listed (2002) in the National Register of Historic Places. The streets north of March Street, however, were not included in this nomination. The area, one of the earliest to be settled in Salem, contains 19th and 20th century houses and commercial structures, and a small number of institutional structures. Bridge Street, the main corridor that bisects the districts, is largely commercial and has some fairly recent automobile-oriented commercial establishments which interrupt the series of early to late 19th century buildings here. The recommended boundaries for the NPD could roughly follow the National Register boundaries on the south and west, but could also include the streets to the north and the entirety of the eastern waterfront.

Interest/Potential Threats

Attendees expressed interest in NPDs, due to recent developments that were seen by some to detract from the architectural character of certain streets. Others at the meeting were concerned about an additional review layer and incrementally-growing control over alterations and development. Most felt that the mainly

commercial Bridge Street should be included in any potential NPD in the neighborhood. Threats facing the Bridge Street Neighborhood were the number of poorly-maintained and vacant properties, an unknown future for Bridge Street as a result of a soon-to-open bypass, and large residential developments that would disrupt the views and character of certain streets.

Areas between Derby Street and Salem Common

The 1991 preservation master plan recommended the inclusion of the many short streets between Essex and Derby Streets and the streets east of Salem Common in expanded Derby Street and/or Washington Square Local Historic Districts. The 1991 plan also recommended the expansion of the Derby Waterfront National Register Historic District to encompass the streets between Essex and Derby Streets. These streets contain some of Salem's oldest houses; despite alterations to individual buildings, the streets exhibit a very cohesive character, with narrow setbacks and lot sizes commonly seen. Some of the streets west of the Washington Square Local Historic District are within the Essex Institute and Salem Common National Register Historic District, although sections of Boardman and Forrester Street, which contain high style residences from the 19th century, are not within these boundaries. A possible NPD could extend from the Washington Square Local Historic District east to Collins Cove (just east of Webb Street and also encompass the streets north of Washington Square bordered by Webb and North Streets. Either a second, or combined, NPD is seen in the short cross streets between Derby and Essex Streets.

Interest/Potential Threats

Two Phase II meetings – the Derby Street/Common and the Bridge Street/Common meetings – included attendees from the Salem Common/Washington Square area. The Derby Street/Common meeting attracted a small number of property owners, who expressed opposite opinions on benefits of the NPD concept. In the end, attendees felt that not enough people attended the meeting to gain a good sense of interest. Attendees were concerned about the lack of parking in the area, but also expressed frustration with previous demolitions and removal of gardens to accommodate parking needs. Few thought that replacement of siding and window sash was a serious concern, due to the neighborhood's proximity to salt water and its deleterious effects on wood materials and the simplicity of the architecture.

Point Neighborhood

Two small areas containing the most architecturally cohesive collections of buildings within this neighborhood just south of Salem's downtown were recommended for National Register listing in the 1991 preservation master plan. The 2005 heritage landscape reconnaissance survey noted the area as a priority landscape area and recognized its potential as a neighborhood conservation district. The 2006 survey and preservation plan which focused on this neighborhood recommended National Register eligibility for the entire neighborhood for its association with the systematic

rebuilding effort here after a major fire in 1914 and architectural cohesiveness of the area, largely rebuilt over a three-year period. A small area west of Lafayette Street was included within the recommended National Register boundaries, due to their similarity in building types and styles and shared age and history. The NPD boundaries follow those recommended for the National Register.

Interest/Potential Threats

Attendees at the Phase II meeting, which included property owners and residents, were generally in favor of the NPD concept. Individual concerns were expressed regarding the protection of open space in this extremely dense neighborhood and control over the size of new developments so that open space is retained as much as possible. One attendee noted that design guidelines should not discourage energy efficiency, such as installation of solar panels on roofs. Others expressed their favor of retention of older architecture, despite their existing or former unkempt conditions. The large percentage of absentee landlords who own buildings in the neighborhood is an important concern to many; some felt that these landlords would be opposed to the NPD concept and may not make any improvements as a result of their opposition.

South Salem

Sections of Ward 5 and Ward 7 in Salem's southeast quadrant were the subject of the reconnaissance survey in Phase I. The area is south of the Point neighborhood, whose southern border is Chase Street. Lafayette Street forms the major spine in this area. Canal Street was the nominal west side of the surveyed area; the waterfront formed the east side. The north end of the area surveyed was within the 250-acre swath of Salem destroyed in the fire of 1914. But earlier areas to the south were either not affected by the fire or had not yet been developed. Like North Salem, several areas distinguished by either their history or architectural cohesiveness could either be separate smaller NPDs or joined to form a larger district. The most comprehensive potential district, bounded by the waterfront on the east, Saltonstall Parkway/Cypress Street on the north, Canal Street on the west, and Loring Avenue on the south.

Fairfield Street – As noted above, the single block of Fairfield Street between Cabot and Lafayette Street is recommended for either local historic district or NPD designation. The street contains large stately single family homes of brick and wood frame construction that date from the 1910s and 1920s. The surrounding area is predominantly multi-family housing from the same period, except for the area to the west, which features houses from the late 19th century.

Pre-fire Area – The area bounded by Cabot Street on the east, Cypress Street on the north, Canal Street on the west, and Roslyn Street on the south is the only area north of Leach and Holly Streets that escaped the fire of 1914. As a

result, the area is surrounded by construction that dates from the 1910s and later. The area's modest houses are mainly quite small and were built for Salem's workers between the Civil War and the end of the 19th century.

Derby and Messervy Estates Area – Named for the early 19th century landowners in this area, the area is bounded by Leach Street on the north, Canal Street extension on the west, waterfront on the east, and Loring / Clifton Avenue on the south. The area includes the existing Lafayette Street Local Historic District, which is on both sides of Lafayette Street between Holly/Leach Streets on the north and Clifton Street on the south. The area was developed between the Civil War and the early 20th century. The area's architecture is representative of this long period of development, displaying high style examples of all of the popular styles, including Italianate, Queen Anne, Colonial Revival, Craftsman, and Tudor Revival.

Naples and Savoy Roads – This small, self-contained neighborhood south of Loring Avenue and just east of Salem State College's campus developed in the early 20th century. The neighborhood is unique in its possession of a small private beach. The streets are cohesively lined with single family houses in Colonial Revival, Craftsman, and Tudor Revival styles. The area was recommended eligible for the National Register of Historic Places and as a local historic district in the 1991 preservation master plan. A small number of houses on Lafayette Street were also included. Similar boundaries, but with the addition of Hemenway Road adjacent to the private beach and Fairview Road, which contains late 1940s-1950s single family houses, are recommended as a possible NPD. Individual properties further south on Lafayette Street may also be considered in this district.

Interest/Potential Threats

A small number of attendees expressed some interest in the NPD concept, especially if such a designation could control Salem State College's future development in the neighborhood. Salem State College, however, is not subject to local ordinances and regulations. Neighborhood concerns also include possible control over the appearance of condominium development in former single-family houses and protecting and adding green spaces and landscaping. In general, the attendees felt that only smaller sub-areas of this large neighborhood would make feasible NPDs (although they could not identify them at this time) due to the varied architectural character and concerns of each of these sub-areas.

Gallows Hill and Boston Street Area

The Gallows Hill area and its major corridor of Boston Street were noted by the community as significant landscapes in the 2005 heritage landscape inventory. The neighborhood contains many older residential areas, especially on Boston Street and nearby streets. It is the most diverse neighborhood architecturally, with many newer



residences intermingled throughout the area. The area has experienced more alterations than the other areas examined in the reconnaissance survey and has more open parcels. A possible NPD might be bounded by the MBTA tracks on the north; Highland Avenue on the east; the Salem/Peabody city boundaries on the west; and Maple/South/Procter Streets on the south.

Interest/Potential Threats

Only a small group of residents/property owners attended this meeting, which made it difficult to gauge overall interest in the NPD concept. Individual attendees believed that NPDs could help control unsympathetic development, but were concerned about the costs of an added layer of review and design expectations that would be hard for the mainly working-class homeowners to afford.

Salem Willows

The entire neighborhood, including Salem Willows Park, was listed in the National Register of Historic Places in 1994. The area was recommended for National Register listing and local historic district designation in the 1991 plan. The 2005 heritage landscape reconnaissance survey identified Salem Neck, of which it is a part, as a priority heritage landscape and recommended the Juniper Point area as a possible neighborhood conservation district. This almost exclusively residential area contains former summer cottages and more substantial houses from c. 1870 to the present. The area recommended for NPD designation excludes the park and Restaurant Row at the north end of Fort Avenue, but otherwise encompasses the entire Salem Willows area.

Interest/Potential Threats

Attendees at the Salem Willows NPD meeting in Phase II expressed no interest in the NPD concept and did not want to be considered for the Phase III study. Most expressed the opinion that the neighborhood's appearance is quirky and largely derives its physical character from the individual tastes and choices made by its residents and property owners. To regulate what could be added or changed could result in a more uniform character that is not desirable. Few threats to the neighborhood's existing character could be envisioned, except for concerns about new construction that may be too tall or too wide, which may obstruct water views for neighboring properties. Most people believed that current residents and property owners are considerate of this concern and would not build structures that would obstruct their neighbors' views.

Two Neighborhoods Selected for Phase III Study

The DPCD was ultimately responsible for selecting the two neighborhoods that will be studied in Phase III. Neighborhoods in which residents and property owners



expressed interest in being the subject of the Phase III study received sole consideration. The DPCD also gave consideration to the potential threats facing a particular neighborhood and their quality of resources.

As a result of their expressed interest, the DPCD selected the Bridge Street and the Point neighborhoods for further study in Phase III. Residents and property owners in both of these neighborhoods evidenced interest in the NPD concept, mainly due to concerns about future developments in these neighborhoods. The Bridge Street neighborhood is facing an unknown future for its commercial spine of Bridge Street due to a new parallel bypass that will open this summer. Business owners on the street want to encourage more neighborhood-supported businesses and pedestrian activity, but do not want new development discouraged by overly strict design regulations. Both the Point and Bridge Street Neighborhoods were concerned about absentee landlords and their lack of property maintenance responsibilities. Both neighborhoods also have significant numbers of vacant or underutilized parcels whose possible redevelopment and resulting appearance would be of interest to the communities.

Next Steps for Phase III

The consultant prepared a draft Work Plan, which is included in the appendix, for the tasks that need to be accomplished in Phase III. This next phase is anticipated to span a two-month time period from mid-May to late July.

Working Group Meetings in Phase II

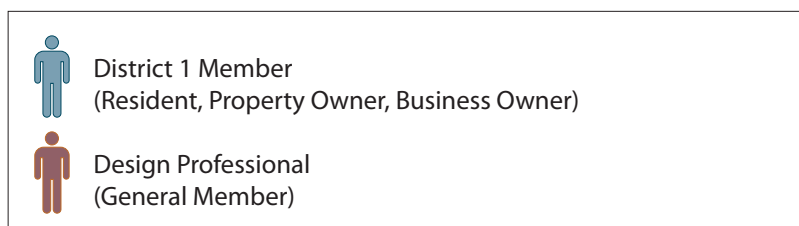
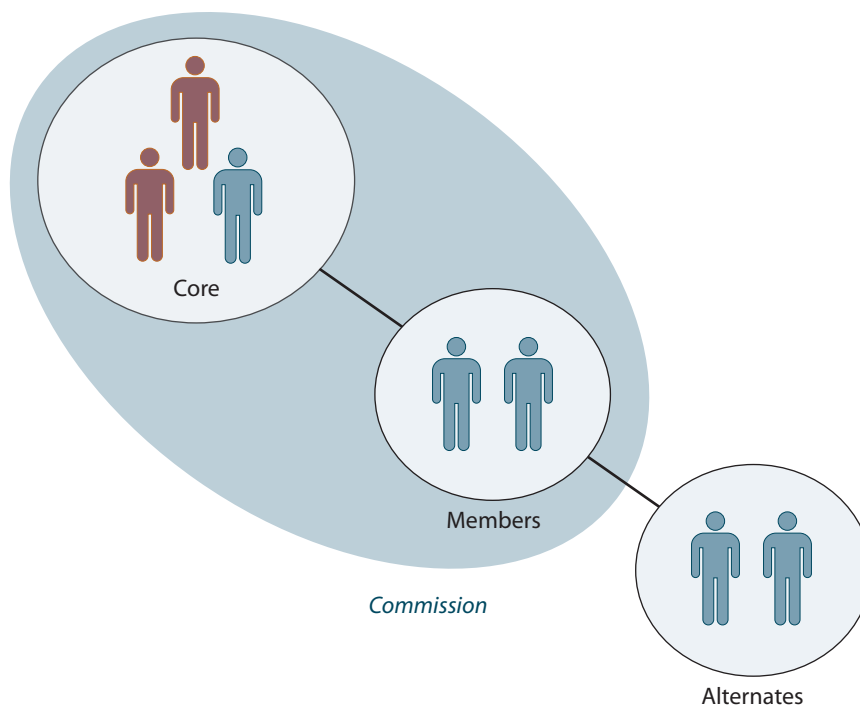
The study's Working Group met twice with City staff and the consultant in the second phase. These meetings involved a presentation and discussion of public meeting comments and exploration of additional proposed changes to the ordinance. The Working Group members discussed various ways to encourage participation in these districts, including financial incentives, free design advice, and guidance on where to find appropriate materials for rehabilitation projects.

Appendices

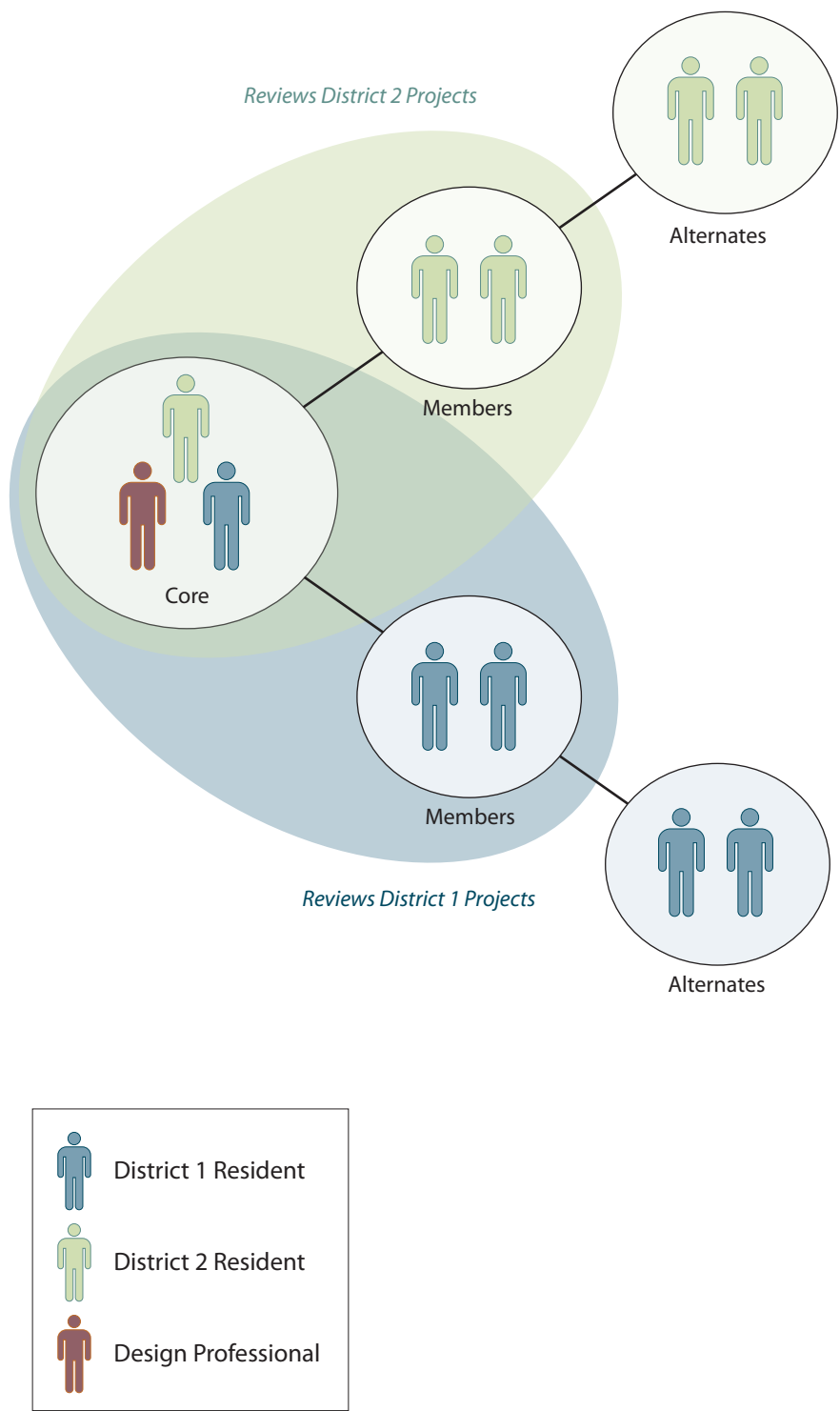


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- Diagrams showing proposed NPD composition
 - PowerPoint presentation for Bridge Street and Point Neighborhood Phase II meetings
 - Minutes of public meetings
 - Newspaper articles (*Salem News*, March 19, 2008 and *Salem Gazette*, April 3, 2008)
 - Draft Ordinance
 - Draft Phase III Work Plan
 - Draft Phase III PowerPoint (example)
 - CD containing all of the Phase II products noted above, including the report itself

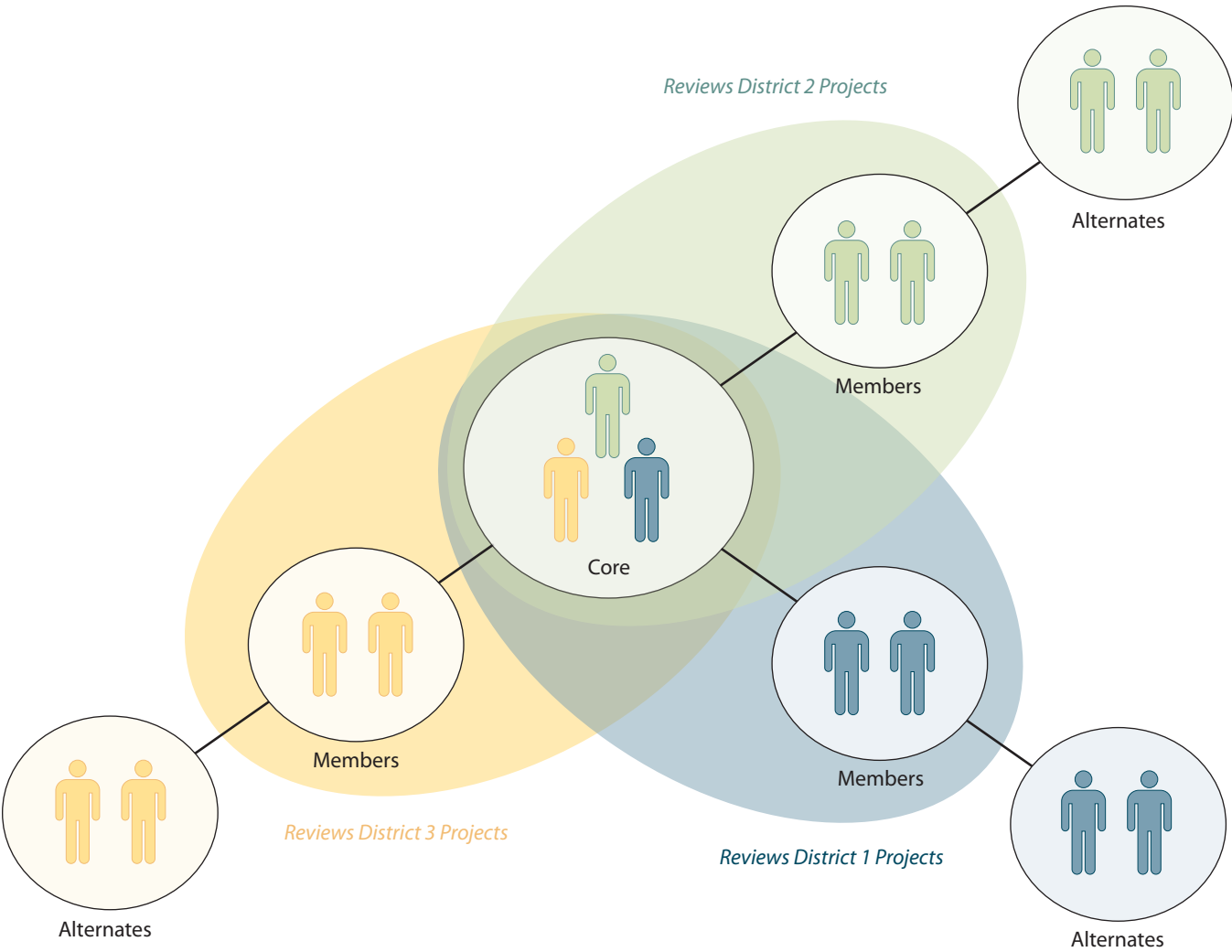
1. Neighborhood Preservation District - Composition of Neighborhood Preservation District Commission




2. Neighborhood Preservation Districts - Composition of Neighborhood Preservation District Commission



3. Neighborhoods Preservation Districts - - Composition of Neighborhood Preservation District Commission





District 1 Resident



District 2 Resident



District 3 Resident



CITY OF SALEM

Neighborhood

PRESERVATION DISTRICT STUDY

**Bridge Street and Common
Neighborhood**

April 22, 2008



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

- Summary of Presentation
 - What is a Neighborhood Preservation District?
 - How are they different from National Register and local historic districts?
 - What is the Neighborhood Preservation District Study about?
 - Why is this study being conducted?
 - Who is involved in the study?
 - What are the benefits of a Neighborhood Preservation District?
 - How does a neighborhood district get established?
 - How might review be conducted in the district?
 - Where are districts being considered?



CITY OF SALEM

Neighborhood Preservation District Study

- **What is a Neighborhood Preservation District?**
 - Area, usually residential, where neighborhood character is protected through design or zoning based ordinance. This study is not considering a zoning based ordinance.
 - Cohesive quality of building massing, design, and spacing is important
 - Area *may* be historically significant





CITY OF SALEM

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Neighborhood Preservation District Study

Many communities in Massachusetts and across the country have such districts *

- Dallas, TX has 15 districts
- Cambridge, MA has 4 districts
- Lowell, MA has 8 districts
- Boston, MA has 3 districts
- Memphis, TN has 2 districts

* These communities also have local historic districts





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Neighborhood Preservation District Study

Differences between historic districts

	National Register	Local Historic	Neighborhood
Level of designation	Federal (National Historic Preservation Act of 1966)	State (MGL Chapter 40C)	City (Home Rule Authority)
Alterations reviewed	Only buildings impacted by projects with State or Federal involvement	Any exterior change visible from a public street	Set by residents
Criteria for designation	Important to American history, culture, architecture or archeology	Important to Salem history, culture, architecture or archeology	Set by residents
Building age	Majority over 50 years old	Majority over 50 years old	Buildings do not need to be historic or a specific age
Alterations reviewed by	MA Historical Commission	Salem Historical Commission	Commission with neighborhood residents



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

- Study scope and timing

Oct.2007-August 2008

- Four phases
- Investigate similar districts in other communities
- City-wide analysis for possible NPD areas
- Public meetings
- Study of 2 selected neighborhoods with their input and guidance



Vanasse Hangen Brustlin, Inc.



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Neighborhood Preservation District Study

- **Project Products**
 - Draft ordinance
 - Map showing possible NPDs
 - Educational materials
 - Sample design review guidelines for two neighborhoods





CITY OF SALEM

Neighborhood Preservation District Study

- **Why is the study being conducted?**
 - Concern for neighborhood character
 - Alternative to more restrictive Local Historic District program
 - New construction and demolition threats
 - To determine if the NPD concept is right for Salem





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Neighborhood Preservation District Study

Why is the study being conducted?

2004 – Proposed for demolition



69 Boston Street

2006 – Rehabbed





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?

2000 – Proposed for demolition



18 Crombie Street

2006 – Rehabbed for Habitat for Humanity housing





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Neighborhood Preservation District Study

Why is the study being conducted?



Before (compatible):

Similar houses in a row are a neighborhood characteristic



After (Not compatible):

New construction that meets zoning regulations, but does not respect neighborhood character



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Neighborhood Preservation District Study

- **What are the benefits of a NPD?**
 - Protects the important characteristic elements of a neighborhood
 - May protect property values as designation increases certainty of what can (and what can't) happen in a neighborhood
 - Increases pride and interest in a neighborhood
 - Your neighbors have to follow the rules too



CITY OF SALEM

Neighborhood Preservation District Study

- **Who is involved in the study?**
 - You
 - City of Salem Department of Planning and Community Development
 - Rita Walsh, Vanasse Hangen Brustlin, Inc.
 - Working group – Historic Salem, Inc., Salem Historical Commission, Alliance of Salem Neighborhood Associations



CITY OF SALEM

Neighborhood Preservation District Study

- How does a neighborhood district get established?
 - Starts with a petition (% of property owners)
 - Committee studies area
 - Recommendation on boundaries, guidelines, review process
 - Public meeting (s)
 - Approvals by neighborhood, Planning Board, City Council, Mayor at end of district study

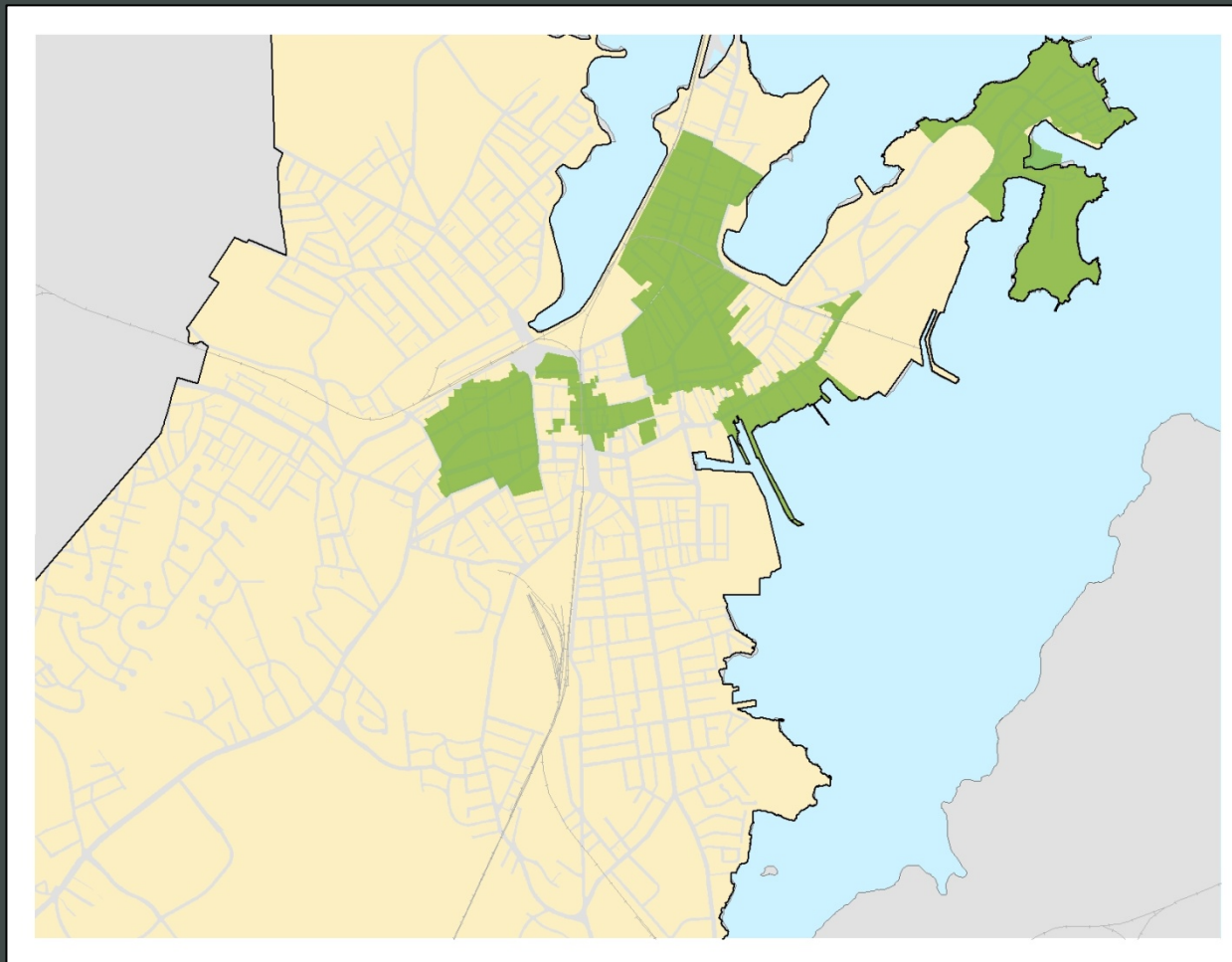


CITY OF SALEM

Neighborhood Preservation District Study

■ Where are districts being considered?

- National Register Districts
- Local Historic Districts
- Other Protected Areas
- Areas Previously Recommended as districts
- Additional Areas considered in this study



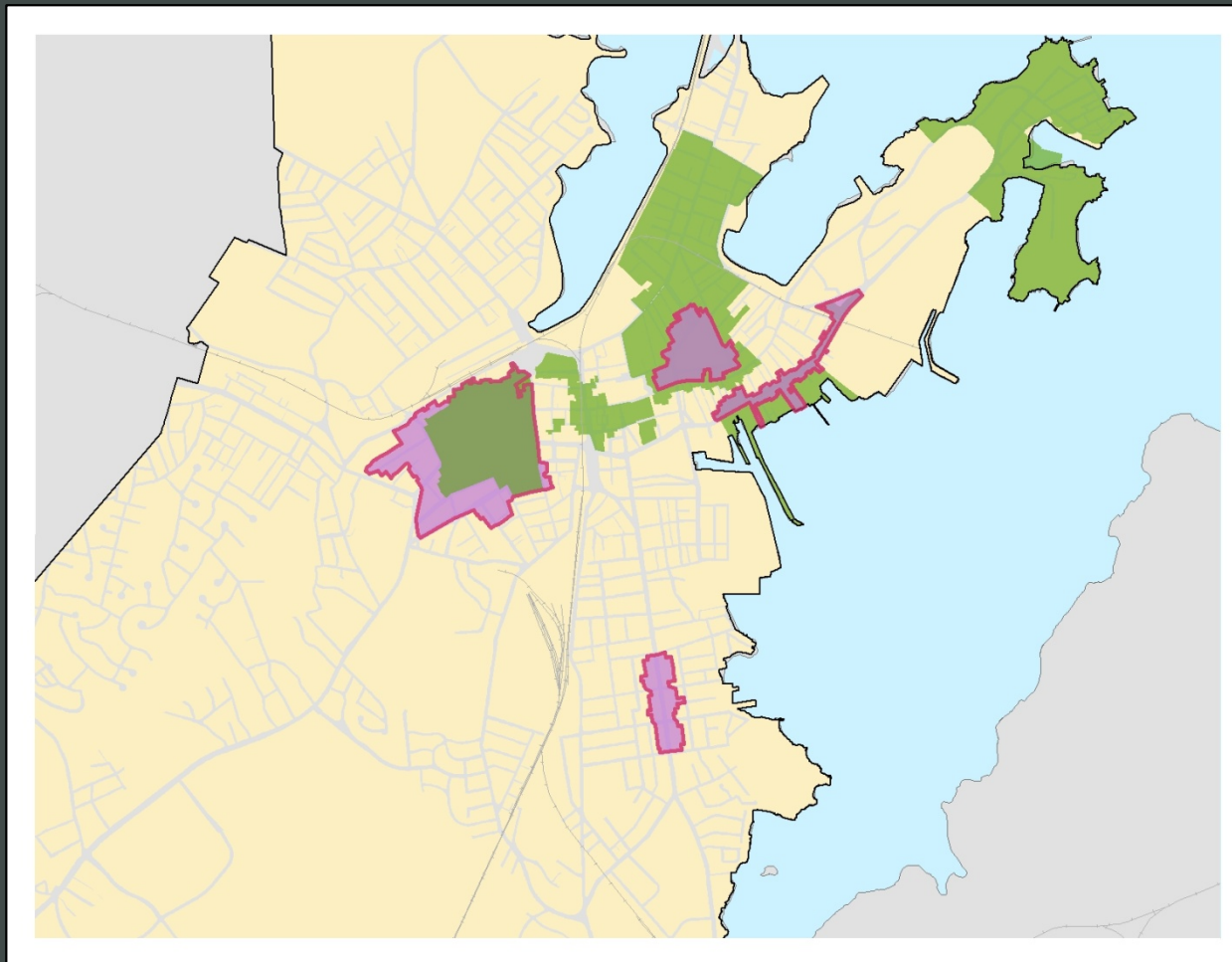


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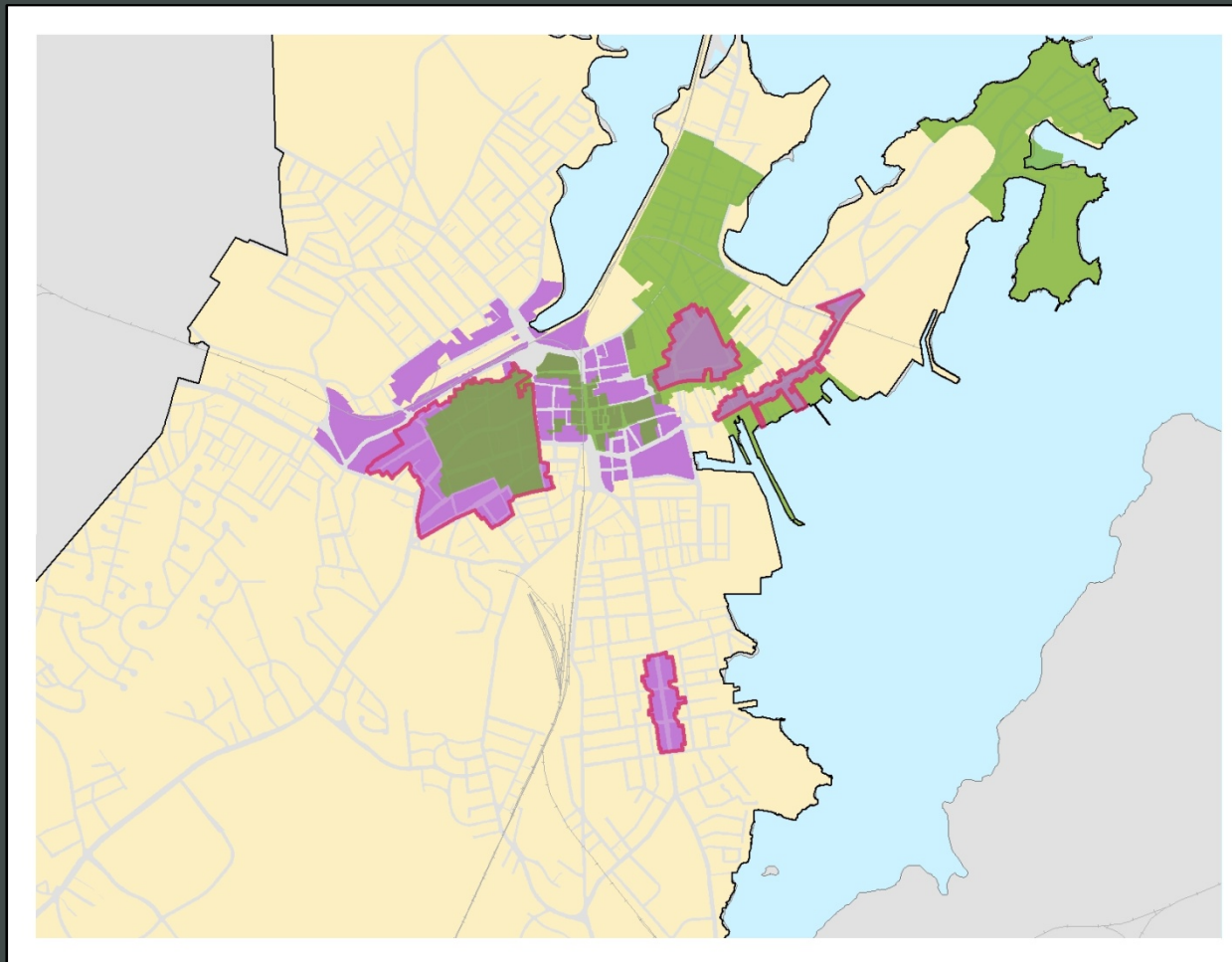


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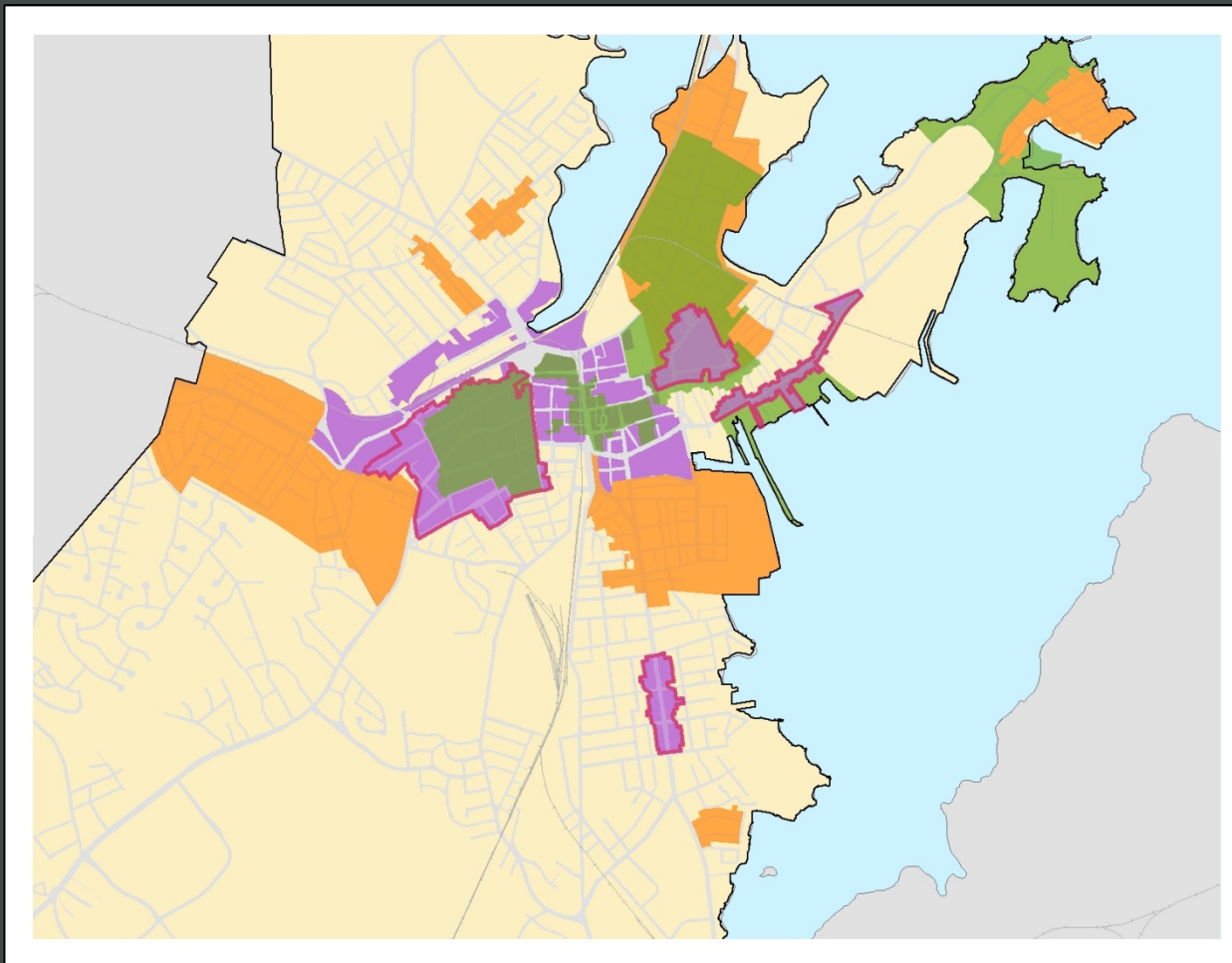


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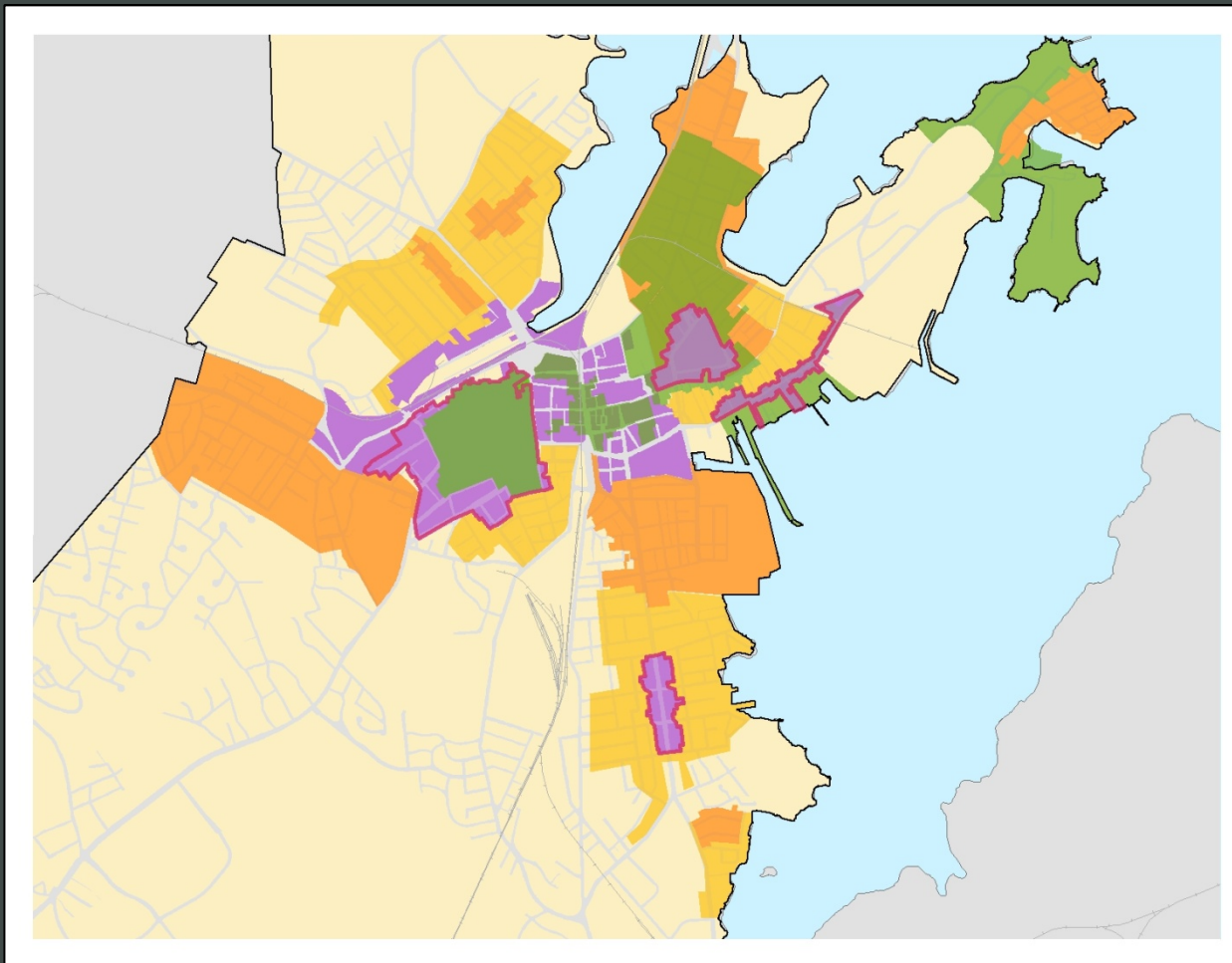


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Neighborhood Preservation District Study





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Neighborhood Preservation District Study



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Neighborhood Preservation District Study





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Neighborhood Preservation District Study





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Neighborhood Preservation District Study

- **Feedback and suggestions**
 - Are NPDs a good way to preserve Salem's neighborhoods?
 - What elements of your neighborhood would you most like to protect?
 - What other areas should we consider as a possible NPD?
 - How should a NPD be established?
 - Who should review proposed building alterations in a NPD?

CITY OF SALEM





CITY OF SALEM

Neighborhood

PRESERVATION DISTRICT STUDY

Point Neighborhood

April 28, 2008



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

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CITY OF SALEM

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Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

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CITY OF SALEM

Neighborhood Preservation District Study

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CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?

2004 – Proposed for demolition



69 Boston Street

2006 – Rehabbed





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?

2000 – Proposed for demolition



18 Crombie Street

2006 – Rehabbed for Habitat for Humanity housing





CITY OF SALEM

Neighborhood Preservation District Study

Why is the study being conducted?



Before (compatible):

Similar houses in a row are a neighborhood characteristic



After (Not compatible):

New construction that meets zoning regulations, but does not respect neighborhood character



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Neighborhood Preservation District Study

- **What are the benefits of a NPD?**
 - Protects the important characteristic elements of a neighborhood
 - May protect property values as designation increases certainty of what can (and what can't) happen in a neighborhood
 - Increases pride and interest in a neighborhood
 - Your neighbors have to follow the rules too



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Neighborhood Preservation District Study

- **Who is involved in the study?**
 - You
 - City of Salem Department of Planning and Community Development
 - Rita Walsh, Vanasse Hangen Brustlin, Inc.
 - Working group – Historic Salem, Inc., Salem Historical Commission, Alliance of Salem Neighborhood Associations



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Neighborhood Preservation District Study

- How does a neighborhood district get established?
 - Starts with a petition (% of property owners)
 - Committee studies area
 - Committee makes recommendation on boundaries, guidelines, review process
 - Public meetings with neighborhood
 - Approvals by neighborhood (petition), Planning Board, City Council, Mayor at end of district study

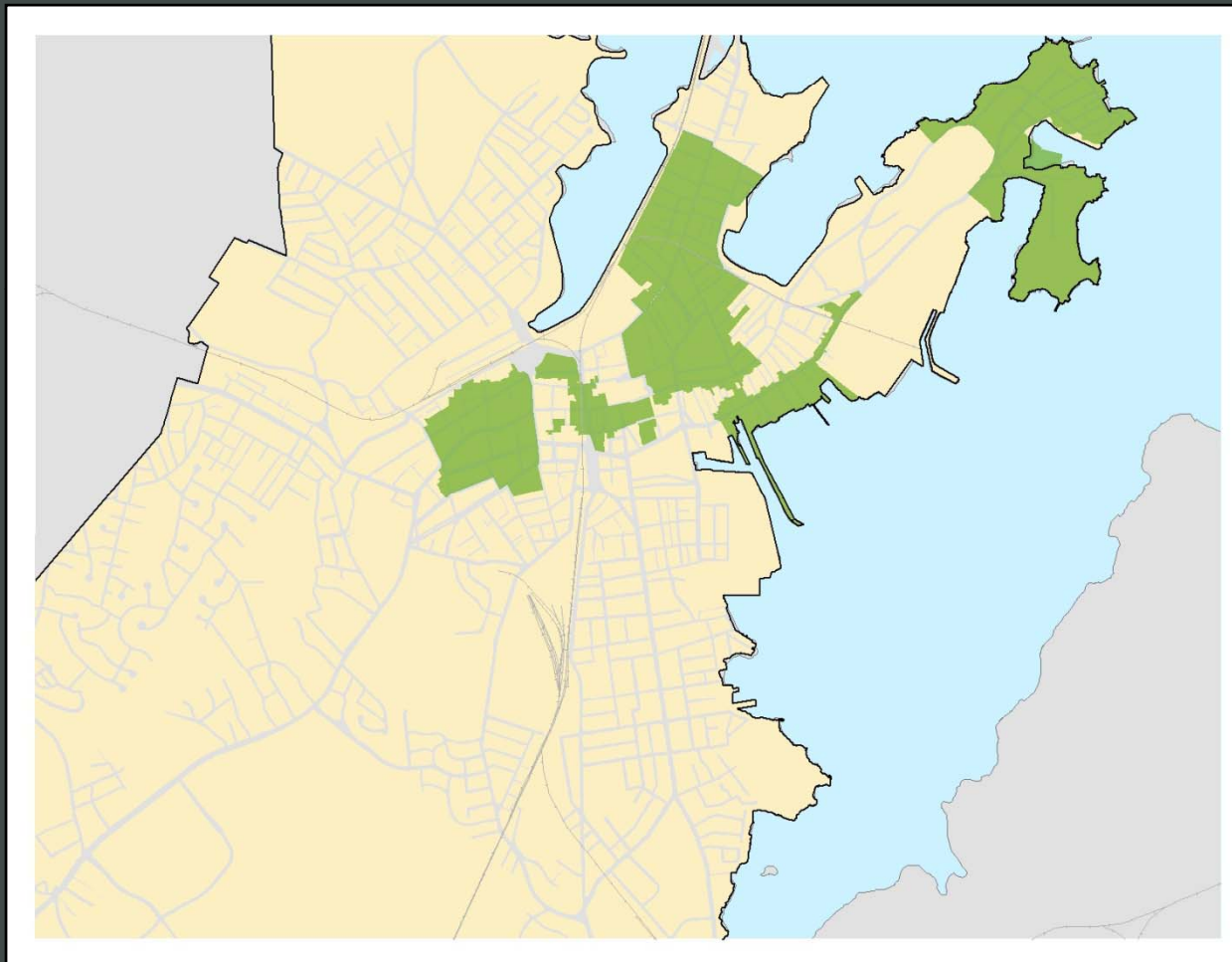


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Neighborhood Preservation District Study

■ Where are districts being considered?

- National Register Districts
- Local Historic Districts
- Other Protected Areas
- Areas Previously Recommended as districts
- Additional Areas considered in this study



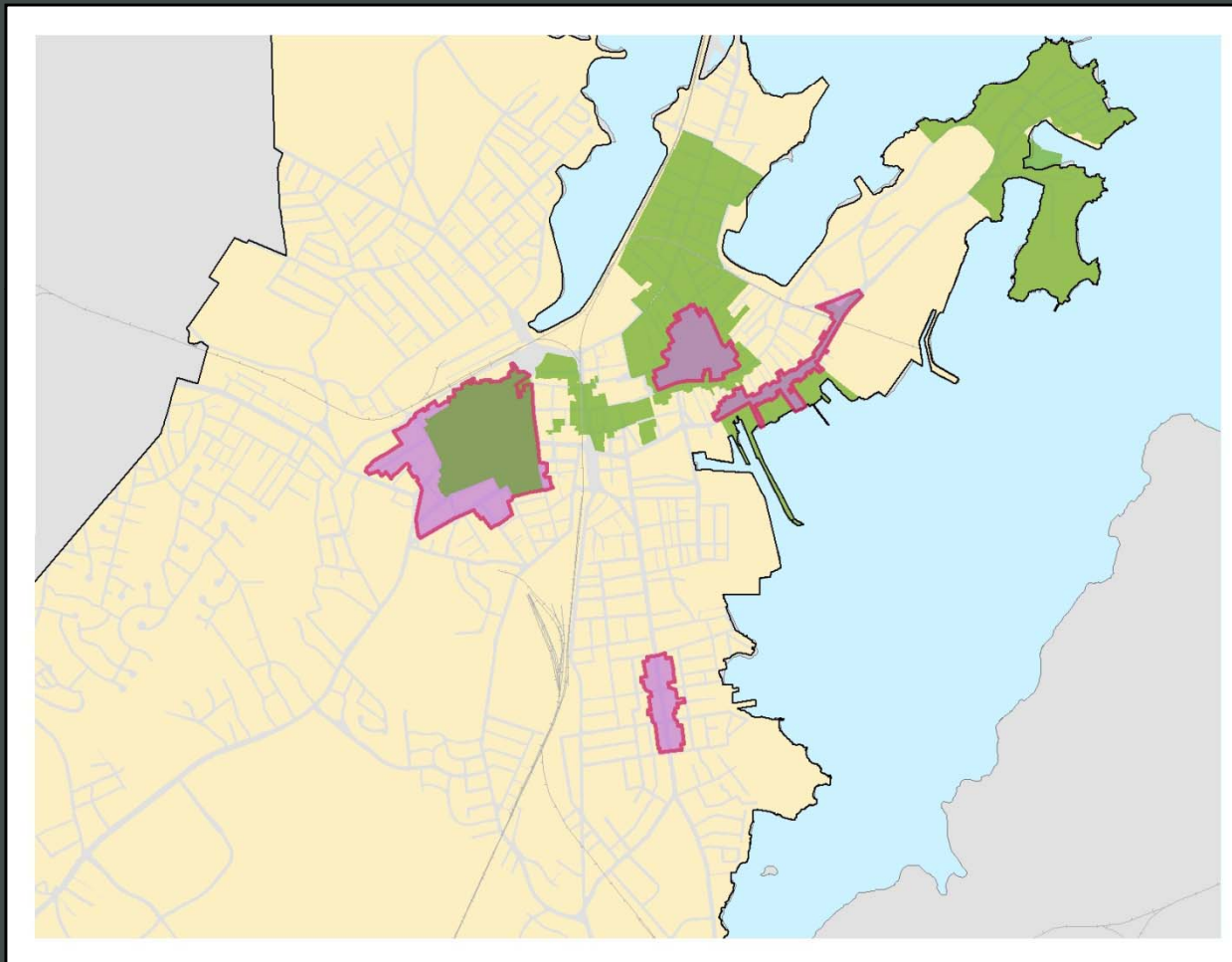


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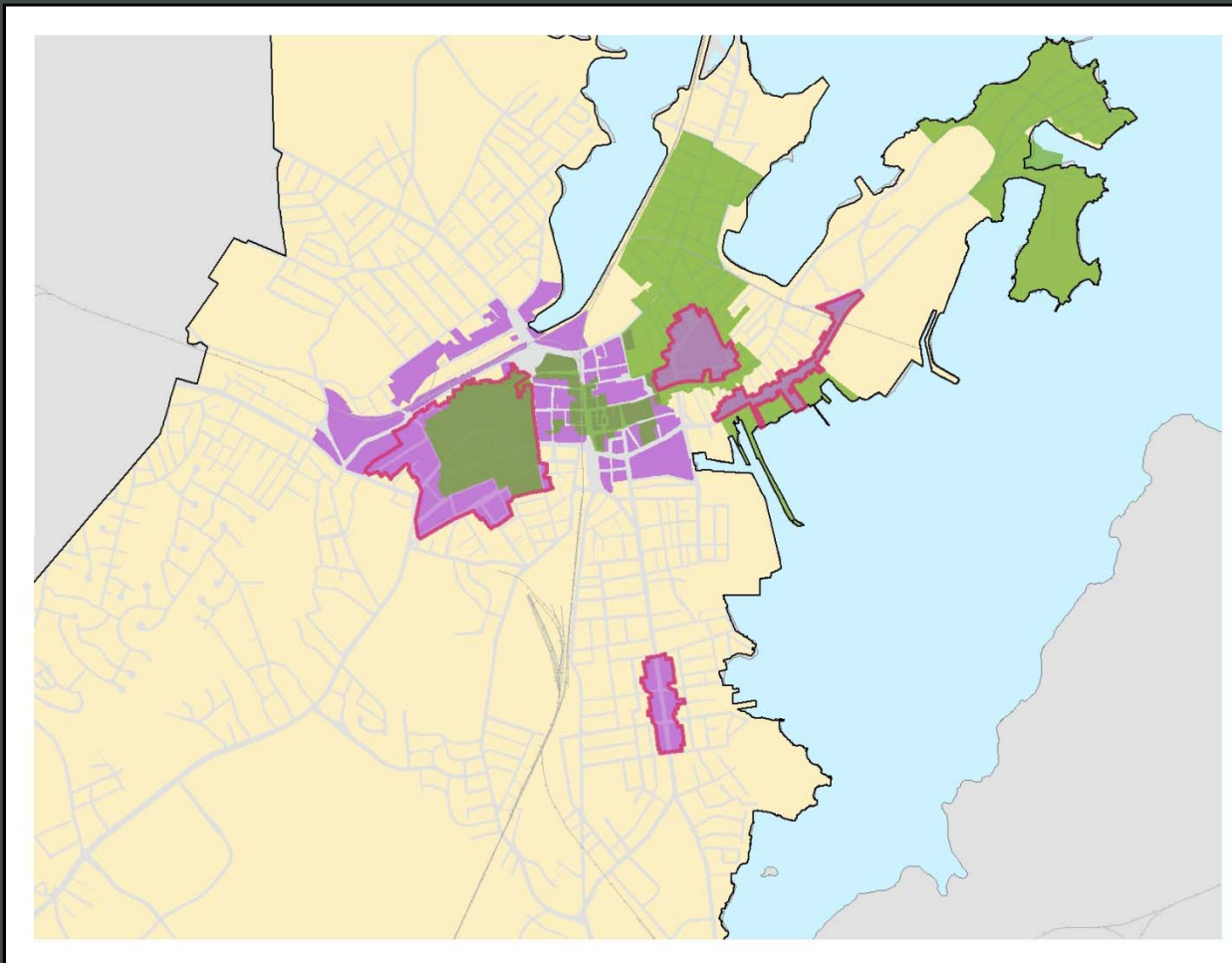


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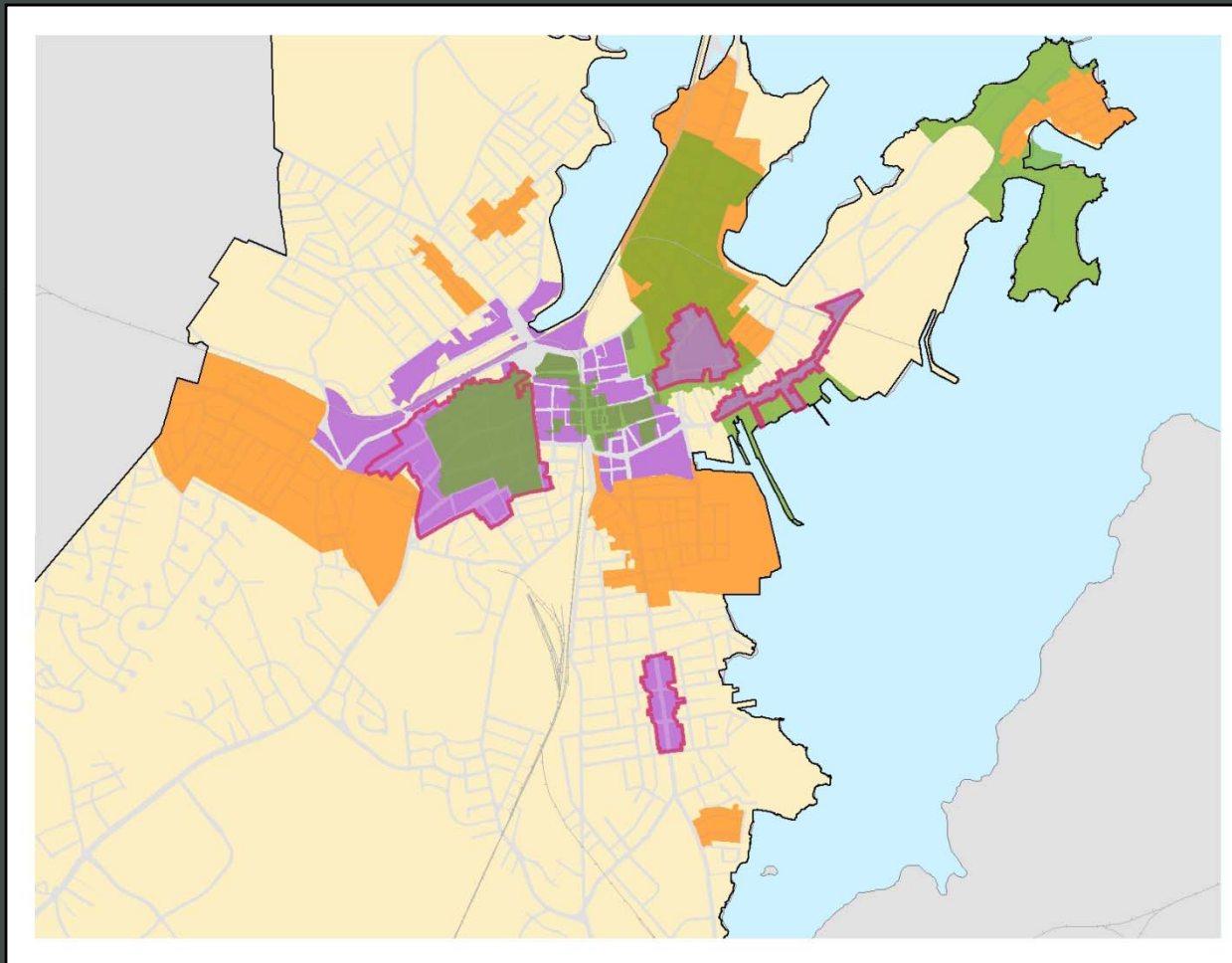


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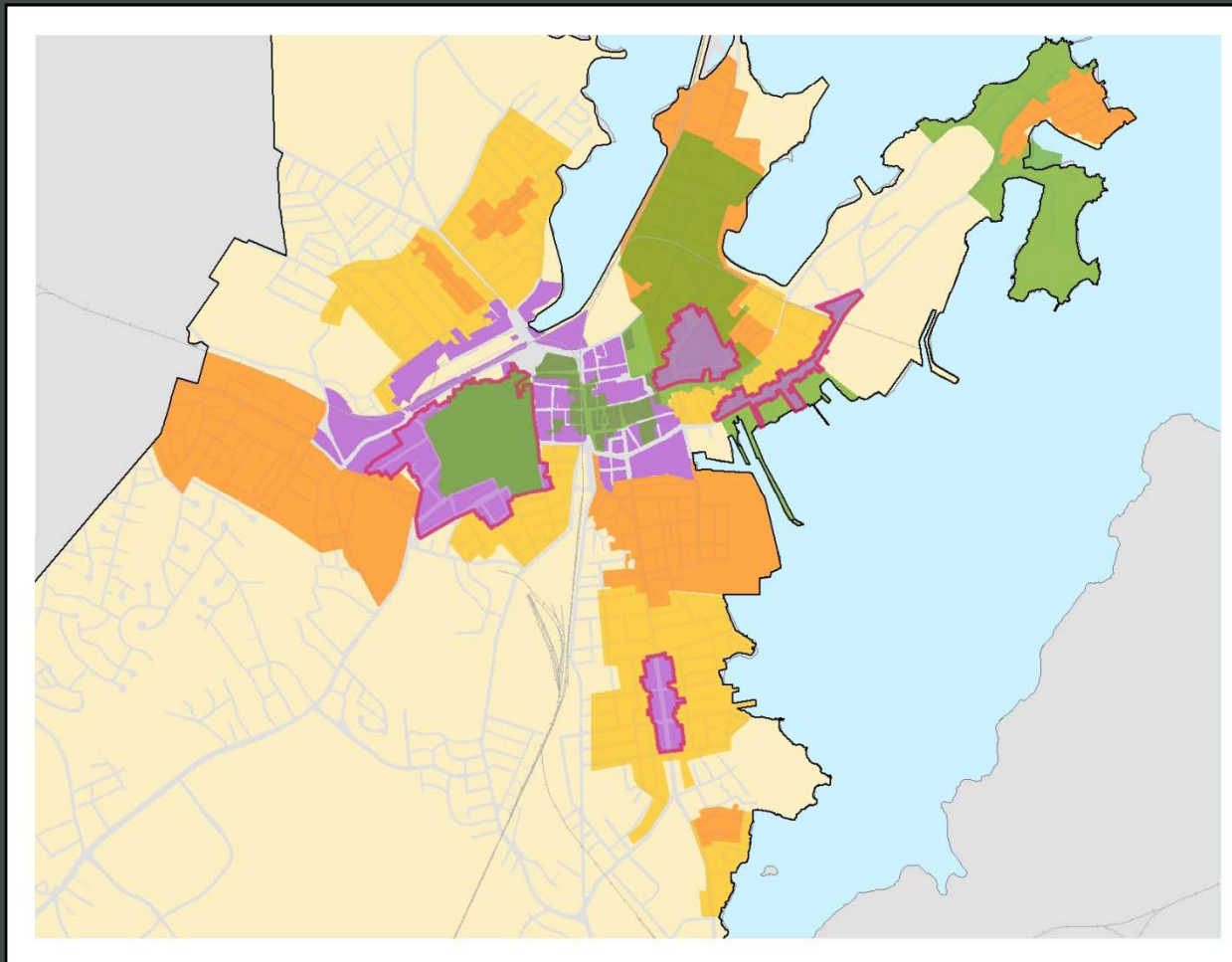


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Neighborhood Preservation District Study





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Neighborhood Preservation District Study



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Neighborhood Preservation District Study

- **Feedback and suggestions**
 - Are NPDs a good way to preserve Salem's neighborhoods?
 - What elements of your neighborhood would you most like to protect?
 - What other areas should we consider as a possible NPD?
 - How should a NPD be established?
 - Who should review proposed building alterations in a NPD?

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Neighborhood Preservation District Study Neighborhood Meeting
Gallows Hill Neighborhood Meeting
4/21/08

Attendance: 4 residents

Note: this meeting was on Patriots Day, the date selected by the Gallows Hill/Ward 4 Neighborhood Group

Meeting length: 1 hour

Questions and comments following the presentation
(summarized, not directly quoted)

Is there an economic demographic that these districts are generally located in? Where are the districts in Boston?

Why is the Gallows Hill boundary so large? The most historically significant areas are Boston Street and the intersecting streets.

When Peter Copelas built an 8 unit building he demolished 5 houses. I would like to see this kind of thing prevented on Boston Street and the side streets. I do have a concern for gentrification of the neighborhood but my main concern has been to save Boston Street.

Boston Street was originally part of South Danvers until 1855 and much of its history is not well known.

We need to get more people involved in this study. We didn't realize it would be this good!

This will be an uphill battle – many people don't want to be told what materials to use.

Will there be any financial incentives because this will add some costs to getting a building permit.

When we discussed this meeting at the Ward 4/Gallows Hill Neighborhood Group meeting last week, I got a lot of feedback saying that I don't want someone telling me what to do with my property.

People will also be concerned about siding material, restrictions on square footage and windows.

It depends on the siding itself. Some vinyl siding is used in historic districts. I have clapboards under my vinyl. There is a \$10,000 difference in cost plus no maintenance. I was painting every single year and shingles go and need to be replaced.

I want to keep the integrity of the size of homes in the neighborhood to keep the character of this area.

We do have problem houses in this area due to lack of upkeep. I'd like a way to get these houses back in line.

We do have a high percentage of absentee landlords here who won't be in support of this concept.

I see this as a working class neighborhood similar to neighborhoods in South Boston where developers are tearing down buildings and using any building they can get their hands for housing. I don't want this to happen here. My main concern is larger developments.

When we redeveloped the Pope House, we heard from the neighbors that they didn't want us to do anything too nice because they don't want their property taxes to go up.

In a working class neighborhood with lots of character, things can go up or down. If things go up, people can't afford to live here any more.

Boston Street takes in several wards running from Butler Street toward the Essex/Peabody line to the North River.

Why target new construction? There will be mixed feelings about this, some for and some against depending on who presents and how it is presented.

There is a definite fear factor in being told what to do.

Peter Copelas originally wanted 12 units with stores on the first floor. People didn't attend the meetings and now complain about what he built.

This will be a hard sell in this area and we will need to get the word out.

We need to figure out how to deal with the **perception** of what it will be like because no one wants to be like Federal Street.

The pie in the sky interpretation is that this actually already exists with zoning and the ZBA, but this system is not working.

Neighborhood Preservation District Study Neighborhood Meeting
South Salem Neighborhood Association Meeting
3/18/08

Attendance: approximately 25 residents

Councillor Veno and Councillor O’Keefe (both arrived at the presentation conclusion)

Meeting length: 1 hour (of a longer meeting)

Questions and comments following the presentation
(summarized, not directly quoted)

I am concerned about what happens when large older homes are turned into condos like the house on Lafayette Street between Holly and Laurel. They did a nice job but dividing a house into condos can really hurt the architecture.

I am concerned about the **scale** of new houses.

I am interested in landscaping and more green in South Salem. I strongly support anything that can be put in place to help protect street trees and get more trees in South Salem.

In a building owned by multiple condo owners, how would the vote take place? How many owners would need to be in support for one property to be considered in favor?

(Councillor Veno) I have a major concern with the possibility that only 51% of property owners would need to support an NPD for it to go into effect. This addresses property rights and therefore a large percentage of the property owners should be in favor for a district to be put into place.

(Councillor O’Keefe) How a decision would be appealed? What happens if the Building Inspector disagrees with the Commission? What would prevent him from issuing a building permit anyway?

I am concerned that Salem’s history as a costal community be preserved. Why aren’t the islands included on the map?

The audience discussed the new condo development in the Point (Palmer Cove) at Palmer and Lafayette Street. The audience generally disliked the design and felt that some sort of guidelines would have helped improve it.

In the Point Neighborhood, the CDC is the major property owner. They will need to support this for it to work in the Point.

I am concerned about taking authority away from the Planning Board.

Can an NPD help us in any way to guide the development of the College? Can an NPD help us to control the commercial development at the edges of the College?

South Salem is too large and too varied to be just one district but there are smaller areas that might make a lot of sense. I live on Summit Ave. and would be interested in being part of an NPD with some other nearby blocks

**Neighborhood Preservation District Study Neighborhood Meeting
Bridge Street and Salem Common Neighborhoods Meeting
4/22/08**

Attendance: 35+ residents
Councillor Sosnowski

Meeting length: 2 hours

Questions and comments following the presentation
(summarized, not directly quoted)

Does this have the same legal precedence as condo covenants? Will ten of your neighbors be able to say you can't paint your house blue? I'm concerned that neighbors will be able to just make arbitrary decisions.

What impact will this have on improvements planned for Bridge Street?

Who solicited this study? What criteria will you use to determine what neighborhoods will be studied?

The Common Local Historic District is only 3 sides of the common and none of the streets leading up to it are included except Winter Street. Basically, very little of the Common is protected.

I live on Northey Street, near the end of Bridge Street. When JPI was redeveloped [now Jefferson Station] they tried to cut down many trees adjoining their property and we had to fight to save them.

The old bridge should be on the map as well. This was suppose to become a fishing dock, but nothing is happening there.

Bridge Street should be included in the district [rather than just residential side streets] some businesses fit, others don't. You can't separate out Bridge Street because there is some residential property on Bridge and some buildings that have retained all of their period details, although others have not.

The district must go past where the new courthouse will be, it should go almost to the North River.

Is it possible for the grant to cover an inventory of the buildings in the district to form a base line for what we are trying to protect?

I enjoy looking at good architecture but realize that someone with a rotting porch may not be able to afford repairs. As a small business owner, I am concerned about adding costs to running my business.

This concept simply adds more bureaucracy to existing bureaucracy.

There is a very good reason to do this but why have another level of bureaucracy? Why not just go to the Planning Board rather than create a new commission?

Why does the Mayor appoint commission members?

The politics need to be taken out of the commission. Members should be voted in by neighborhood residents.

The commission members need to be people who understand architecture through their job or training, not just be friends with the Mayor.

How big is the commission?

Multiple members of the audience commented on their concern that there is only one commission for the whole city. Many people stated that one commission per neighborhood would be preferable.

Why does the commission need to be supported by City staff. If it was just run by residents, the cost to tax payers would be less and we could have one commission per neighborhood.

Can you separate as of right development from non-as of right development? If the must go to the ZBA, the review by the ZBA follows the design guidelines.

Bridge Street went through this with JPI. We went to the ZBA hearings and battled and battled just to get the town houses as a buffer.

The area at the top of Bridge Street should be added in, where 99 Restaurant and Stromberg's are located.

I think that this is about planting the seed of an idea moving forward. If we had this two or three years ago it could have controlled the developer who built two houses across the street from my house, next to the bypass road. He built two pre-fab houses shipped in from Maine and was able to build two by connecting them with a deck. The lot is zoned for one two unit house and the ZBA did not listen to the neighbors concerns. We ended up with two houses that do not fit the neighborhood and a precedent for houses joined with a deck. We met many times as a neighborhood to try to prevent this. It could happen to you! An NPD with loose guidelines could prevent another block of giant yellow buildings. (the audience clapped)

I recently bought a building on Bridge Street that was originally residential. People have told me that I'm very brave to return it to residential. I am very much in support of a Neighborhood Preservation District. My property is zoned residential but for 55 years no one has considered that you might want to walk down Bridge Street.

A key to these meetings is communication. The City should use the phone system that alerts us to weather emergencies and traffic problems to tell us about meetings.

How will you determine what neighborhoods are selected for Phase 3?

To avoid creating a separate commission, you could pull three neighborhood residents into the Planning Board for projects within a NPD.

Neighborhood Preservation District Study Neighborhood Meeting
North Salem Neighborhood Meeting
4/15/08

Attendance: approximately 13 residents
Councillor Prevey

Meeting length: 2 hours

Questions and comments following the presentation
(summarized, not directly quoted)

What is design based review versus zoning based review?

Is this similar to the NRCC in terms of design review?

I am concerned about the NPD establishment/designation process and making sure that residents and property owners are aware of what's going on throughout the process.

North Salem is very diverse with different needs in different areas. North Salem is too large to be all one district.

In reaction to a photo of Dearborn Street included in the PowerPoint: the three properties shown in the photo have no infill but up and down the street the properties do have infill development without any architectural cohesion. In terms of preservation of character we may have already missed the boat on this street.

Are there any financial incentives for residents with this type of district?

Doesn't zoning cover these issues already?

I don't feel the need to tell my neighbors what color to paint their houses.

There is a house near mine that has been neglected for years due to lack of money to keep the house up. Would an NPD be able to address this type of problem?

How are the boundaries of a 'neighborhood' established? Who gets to decide who the neighborhood is?

Is there an optimum size for a district in Salem?

I am concerned about the idea of serving on a commission as a layperson and being taken to court by my neighbors as an individual. I don't have any education in design and don't have the money to defend myself in court.

Has there been any follow up to the 2006 study completed by VHB in the Point?

Please put the final NPD Study on the City's website.

Is there any proof that a NPD results in an increase in property value? Neighborhoods turn as new people move in and improve the houses. Will creating an NPD prevent this process from happening?

Personally, I didn't buy a house in a historic house because I don't want to be told what to do.

What would the cost to tax payers be if an NPD is created?

What kind of follow up studies have been completed on NPD's that have been around for a while? What problems have come up?

What are some of the drawbacks of this type of district?

Can there be an opt-out clause that allows a district to dissolve if people agree that it's not working?

I am worried about amount of money needed to fix up older buildings to preservation standards and that it could affect the supply of affordable housing in the city. I would like **use** to be considered to protect affordable housing, so that someone is not required to remove lead paint rather cover it with vinyl siding.

Why not just establish design review throughout the city? Or just use the Design Review Board to review throughout the city? Why go through all of this for just select areas?

We already have Site Plan Review by the Planning Board requiring the Board to consider architectural character for projects at 10,000 sq. feet and over. Can't the Site Plan Review threshold be lowered to a square footage threshold that would cover individual houses?

To support this concept, I would need the following issues to be addressed:

- The ordinance must have an opt-out clause.
- The planner who supports the Commission must have a design background.
- Design guidelines can't be frivolous.
- Membership of the commission must include neighborhood residents
- The process must support zoning rather than creating a basis to circumvent zoning. Salem is subject to the "travesty of variances"

I support the NPD concept in principal and I think the area where I live would qualify (Southwick) but historically, we have had a lot of trouble getting people in North Salem to be involved. With a general history of lack of involvement, I am concerned that we won't be able to make the commission work or pass a district due to lack of engagement.

(Councilor Prevey) Ward 6 has few issues that bring the neighborhood out, unlike other neighborhoods in the city. The neighborhood association is loosely structured and that more work could be done on strengthening the group.

North Salem has a problem with demographics. We have many homeowners who have young children and therefore have very little time to be involved in a commission or creating design guidelines.

I am interested in Rita's comments that people often create NPD's in response to a threat to the neighborhood. I would like to know, for example, if we surveyed the residents of Dearborn Street, what they would say they feel the threats are. If there are no threats to address, an NPD might just hamper doing what we have always done.

I came to this meeting optimistic about this concept but am now pessimistic about the reaction of Salem residents for the following reasons:

- This is an additional level of bureaucracy overseeing people's lives and time to get a building permit.
- **No** members of the Historical Commission should be on the Neighborhood Preservation District Commission. It's not a good idea to include any members as they would push their mentality down to this level of review.
- To gain people's support you are going to need to provide a great deal of education, communication and will need to keep pummeling people with this idea.
- People in North Salem are not well off and it's all people can do to keep their properties in decent condition. People are going to react to this with dollar signs in their eyes.
- Above all, the NPD concept has got to be realistic and take all of the issues (funds, how and what reviewed) into account.

Neighborhood Preservation District Study Neighborhood Meeting
Willows Neighborhood Meeting
4/8/08

Attendance: approximately 40 residents
Councillor McCarthy, Councillor Pinto

Meeting length: 1.5 hours

Questions and comments following the presentation
(summarized, not directly quoted)

Your presentation emphasizes the positives of NPD's. What are the drawbacks?

How contentious can disagreements between neighbors get in this type of district? I am afraid that there may be a minority who is very opposed to this idea. If the majority of residents support creating the district and it is created, this minority may then cause a great deal of disagreement when projects are reviewed. I am not personally opposed to the NPD concept but am concerned about creating contention among neighbors.

Where is the funding coming from for this project? Is taxpayer money involved?

Why do we need another level of bureaucracy when we already have a zoning code, Planning Board and Zoning Board of Appeals?

How does the NPD review timeline fit in with the timeline for other approvals required to get a building permit? What approval would you need to get first? I don't want this timeline to get any longer.

Houses in the Willows are already completely non-conforming with the Zoning Code and are all different from one another.

Would creating an NPD in the Willows give us any more control over what happens on public land?

The charm of the Willows is the eclectic nature of the architecture. Design guidelines will make the neighborhood more uniform and actually hurt the character of the neighborhood rather than protect it.

I am very concerned that people who don't live in the neighborhood will be on the NPD Commission. Why are there members of the Salem Historical Commission on this commission? At most, there should be only one Historical Commission member so the views of residents outweigh the Historical Commission views.

I strongly support controlling new construction. Several new, very tall houses have been built recently which are changing the skyline of our neighborhood.

Anger was voiced from several audience members regarding Historic Salem Inc.'s involvement in attempting to block the improvement of a cottage that was an eyesore. This slowed down the work and cost the owner money. The house looks great now.

If someone does not receive an approval from the NPD Commission but they build anyway how will enforcement work?

I am concerned that this process will increase the timeline for getting a building permit. The process already takes a long time if you need to go to the Planning Board or ZBA and this will make it take longer.

Can properties opt out of the NPD? What about properties in the center of the district, not at the edges?

What is special about the Willows is that it is very eclectic. Therefore, this is not a good model for this particular neighborhood. It would make sense only for new development and the main problem here is height, which can be addressed through zoning.

I have a general concern about setting up projects which are then not followed through on. [long discussion of the incomplete improvements to the Salem Willows park] Will this be another project where we just spend money and then stop before the project is complete?

We have no vehicle for getting something done in this neighborhood and I think forming a neighborhood association, like other neighborhoods have, would be a way to make our voice heard.

The tendency is for buildings to go up, but the footprint law keeps them from going out (wider). Would it be possible to address this problem through zoning?

Have you taken a vote on this idea in other neighborhoods?

In response to this question, a show of hands was requested in support of the Willows being the focus of Phase Three (including further analysis of the neighborhood, draft design guidelines and one or more community meetings). No audience members raised their hands.

A show of hands was requested **not** in support of the Willows being the focus of Phase Three. Approximately 2/3 of the audience raised their hands.

Neighborhood Preservation District Study Neighborhood Meeting
Derby Street Neighborhood Meeting
3/27/08

Attendance: approximately 10 residents

Meeting length: 1 hour

Questions and comments following the presentation

(summarized, not directly quoted)

98% of the property owners aren't here. This is partially because people believe that their houses are already protected from alteration.

I am **very** concerned about this idea because of the cost to homeowners. I live in a home with vinyl siding and very old and inefficient windows. I plan to replace these windows with modern vinyl windows this year. I am a new homeowner and I can't afford to replace them with wood windows. I spoke with a few of my neighbors regarding this meeting and, although they are not here, they are also very concerned about the fact that an NPD will increase the cost of maintaining their home. I am concerned about legislating taste. Paint colors should **not** be up for review. On the other hand, if you own a pre-Civil War house it is your responsibility to preserve this house. This is something you take on when you buy a house of this age. I live in a house with no historic value – a triple-decker built around 1900.

One attendee noted her previous experiences in educating and soliciting support for the Derby Street Local Historic District. She explained that the process involved many hours and hard work going door-to-door and lots of meetings to convince and educate people about the benefits of such designation.

There are some areas that are appropriate as and NPD, such as Forrester Street, and other areas that do not have enough historic architecture to be included, such as Beckett Street.

I am concerned about the make-up of the NPD Commission. With members from the Historical Commission on the NPD Commission, I am worried that this is an attempt by the Historical Commission to take over the whole city. How would this equal control by neighborhood residents?

Very old buildings should not be demolished. One of the things I like about this neighborhood is these older buildings, but the main reason I purchased my condo because it was the only thing I could afford with 2 deeded parking spaces off of the street.

There are entire houses where there is nothing worth preserving – don't paint a broad brush over the whole neighborhood.

Can some streets be excluded?

I strongly support historic preservation but don't have a problem with houses remaining as they are now. If there is vinyl siding, so be it. I don't want to increase the cost of

maintenance for homeowners so if they don't **really** change the outside, I am not concerned. Also, exchanging one element of the building for something modern and higher quality is ok, such as putting in vinyl windows.

Parking is a major issue in this neighborhood and buildings have been demolished to create parking. If an NPD is going to work, it can't limit parking any more than it is already limited.

The houses here have their own sense of style, which in many cases is very simple. I would like this simplicity to remain.

Vinyl siding is less of a problem than poor maintenance. There are a few houses in a very bad state of repair that would be greatly improved by vinyl siding.

When posed with the question of whether new construction rather than renovation should be reviewed, the audience unanimously agreed that new construction is a "fantastic" thing to review. One audience member stated that although review of new construction would be good, there are not very many places for new construction to happen.

Homeowners are more important than a few people who are interested in this idea.

English Street is a good example of a street that's on its way back up. One house recently took the vinyl off and put the clapboards back up. The homeowner here commented on the energy of people involved in rehabbing buildings and the care they are taking in this area.

One of the things that is unique about this neighborhood is the gardens between the houses. It is very unfortunate when people convert gardens to parking.

Neighborhood Preservation District Study Neighborhood Meeting
Point Neighborhood Meeting
4/28/08

Attendance: approximately 15 residents
Councillor McCarthy

Meeting length: 1 hour

Questions and comments following the presentation
(summarized, not directly quoted)

For this to work, there needs to be outreach to property owners. Most don't come to Neighborhood Association meetings.

You could try meeting with the Landlord Association. Sometimes landlords aren't interested in this kind of thing. You could go to their meeting and present the idea.

There are a number of property owners in the Point that own multiple properties, like the Salem Harbor CDC.

Would every neighborhood have different design guidelines?

Have you found that it's usually the front of the house that creates its character? Enclosing back porches is very different from enclosing front porches.

Salem has committed to being a green city and updating your home is part of this process. Please don't put guidelines in place that would prevent people from making improvements such as solar panels on the roof or installing energy efficient windows.

If ten years down the road the neighborhood decides this was a bad idea, can it be revoked?

You mentioned that one of the benefits is control over demolition. Could you elaborate? In the Willows there was a Victorian cottage that got taken down. Would an NPD have prevented it from coming down?

I live on Harbor Street and 4 years ago the family that had lived next door for years sold their property to a Watertown developer. His idea was to turn it into residential units. Seven years earlier, a second house on the property had burned down and his plan was to build another building where this house had been. A large apartment building could have been put there and the neighbors all protested. Thank god he decided not to build this building but it could happen still. We would lose a valued open space on our street.

Getting the word out about this idea is very important.

Five major Point landlords were in favor of the National Register District and they would probably come over to this as well.

Many landlords in the Point are absentee and are more interested in preserving their bank accounts than preserving the neighborhood.

Audience members discussed a row of stucco houses at Prince and Dow that were in very poor repair due to neglect and fire. Demolition was proposed but the neighborhood didn't want to lose them. The houses were rehabbed and sold to homeowners in 1993.

I bought one of these houses after it was rehabbed. I am in support of the Neighborhood Preservation District concept but I don't want to be on anybody's committee (an audience member then explained that she is a member of the committee searching for a site for the senior center).

Thu Apr 03, 2008, 08:35 PM EDT

SALEM - If each Salem neighborhood has its own personality, what happens when Joe from down the street decides to put vinyl siding on his beautiful nineteenth-century home? Or when Mary wants to have a massive garage constructed just inches from your front porch? (To vote in a poll on this subject, see the end of the article.)

A new citywide initiative aims to protect the character of Salem streets by giving more control to residents through the creation of self-governing Neighborhood Preservation Districts (NPDs).

The city's Planning and Community Development Department is conducting a study to gauge residents' opinions on the subject, hosting a series of meetings aimed at educating the public about the inner workings of NPDs. So far they have advertised the study through neighborhood group leaders and some city councilors have gone door to door passing out study brochures. (See a list of upcoming meetings in the attached story.)

Salem already has four historical districts, areas that are historically unique such as the McIntire District, held to a strict set of legal guidelines created and administered by the Salem Historical Commission. A Neighborhood Preservation District, in contrast, does not have to be historical, but would have common architectural traits that tie its streets together. It would be overseen and regulated by a group of the people who live in it, under its own set of guidelines.

"... There are a large number of people in Salem who want to preserve the historical architecture but don't want to be part of a historical district because they don't want that level of control," said Kirsten Kinzer, a city planner conducting the study.

One example is Forrester Street, which has rows of beautiful Victorian houses with similar architectural features like pointed "gingerbread" rooftops and spacious front porches. Forrester Street, because it doesn't fall within a historical district, is not protected. Creating an NPD to protect this area could potentially prevent the demolition of one of these houses, or prevent the construction of a modern house that might not fit into the neighborhood.

Neighborhood Preservation Districts are found throughout the U.S. in places including Dallas, Texas and New Orleans, La. In Massachusetts, they are found in Lowell, Boston and Cambridge.

Neighborhood reactions

About 15 people from the Historic Derby Street Neighborhood Association last week attended a meeting to learn about the benefits of NPDs. Rita Walsh, a senior preservation planner from the Watertown firm Vanasse Hangen Brustlin, gave the presentation, emphasizing the positive effects of NPDs, which she called "insurance policies" against negative change.

Two areas they work best in, she said, are protecting an area against demolition or construction. Other elements a particular neighborhood may choose to protect could be housing additions, landscaping and major alterations to porches, siding and roof dormers.

Of the roughly 15 residents present, only three spoke publicly after watching a slideshow presentation. Main concerns included the homogenizing of neighborhoods, and strict guidelines about housing renovations that could be potentially costly for new homeowners in today's struggling economy.

Geoff Millar, a first-time homeowner in the Derby Street area, said he enjoys the offbeat colors of some of the houses on his street. "I hate neighborhoods that all look the same," he said. "They remind me of tenements or projects. One of the things I like are some of the houses are sideways, some away from the street ..."

Millar pointed out that his home is one of the only twentieth-century triple-deckers on a street lined with historic houses. Because of this, he said, he's concerned he'll be held to guidelines geared toward the majority, like being required to purchase a certain type of windows.

“What if the windows don’t look ‘Derby Street’ enough?” he asked.

Millar questioned what would prevent an NPD from setting a “no vinyl siding” guideline, noting that painting houses in Salem can be a costly and losing battle against the salty ocean air.

From Lowell to Cambridge, tracking neighborhood changes

The city of Lowell has nine Neighborhood Preservation Districts, the first of which was designated in 1998. The rest sprang up in 2005, sparked by new loopholes in the city’s zoning code that more freely allowed housing demolition. Neighbors approached their city council to get their neighborhoods recognized as NPDs, listing construction and demolition as their only two guidelines.

“People were smart,” said Stephen Stowell, Lowell Historic Board administrator. “They didn’t focus on pink flamingoes, windows or paint. They didn’t try to control existing buildings. They focused on the things that were most important to them ... They knew politically this would sell.”

In Lowell, unlike in Salem, there is no real difference between a historical district and a Neighborhood Preservation District; both are governed by rules set by the Historical Commission, not neighborhood residents.

All but two of the districts’ guidelines focus only on demolition and construction. Their biggest concern is protecting the neighborhood character by assuring that new houses blend in, Stowell says. In some cases this means compromising with homeowners, letting them choose synthetic siding for their home that is made to look like natural wood.

Cambridge has six districts that have been around since the 1980s and are governed by boards made up of four neighborhood residents and one Historical Commission member. The guidelines range from district to district, with the focus on demolition and construction.

In the decades since the districts began, there has been one court case resulting from a resident’s application being denied: A couple back in 1994 who wanted to construct a garage in a 20-foot area that extended down to the sidewalk.

“The city’s overall policy is to keep parking out of front yards ...” said Charles Sullivan, Cambridge Historical Commission’s executive director, adding that the couple would still have been required to apply with the city even if they hadn’t been stopped by the neighborhood board.

Preserving the past, protecting the future

Whether or not Neighborhood Preservation Districts are right for Salem is something only the city’s residents can determine. The city hopes to have gathered enough public input by August to determine whether to go ahead with the districts, which will be approved on a case-by-case basis.

In order for a district to be adopted, a petition needs to be signed by anywhere from 35-80 percent of the neighborhood’s residents — the exact percentage has yet to be determined. If a significant amount of people in one area show interest, the Planning and Community Development Department will work to determine the district’s boundaries and written guidelines, and then provide them to the neighborhood for review. A signed petition goes to City Council for final approval.

At the recent neighborhood meeting, reactions to the idea varied. Given the small number of residents in attendance, one neighbor questioned whether the city was working hard enough at spreading the word.

Another pointed out that some people may attach a stigma to the idea of living in a specialized district.

“If people think this is a historic district, they see a certain type of person being interested in that and might think it’s not for them,” said Dolores Jordan. “That attitude has to be changed.”

The common bond that drew people together at the meeting last week was the concept of allowing neighborhoods the freedom to make changes to existing homes, but protecting them from future construction which could disrupt the present tone.

"I want to keep the houses the way they look today," said Jordan, of her Derby Street neighborhood. "Very simple."

Do you support the creation of
Neighborhood Preservation Districts
in Salem?

- ☐ Yes, it's a good option for neighborhoods that aren't already protected as historical districts
- ☐ No, Salem shouldn't limit what can be built, renovated or otherwise changed in a neighborhood
- ☐ Undecided
- ☐ Answer 4
- ☐ Answer 5
- ☐ Other:

[> View Results](#)
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Related Stories

Upcoming preservation district meetings

Comments (4)

Doris C. Swenbeck

1 month ago

Report Abuse

There is enough government control in our lives without having our neighbors tell us what we can do with our own homes. I've lived in this neighborhood for 48 years, and I think we've done just fine in our neighborhood without NHD. It's eclectic and wonderful and everyone just loves living here. In fact, I've got great neighbors on either side of me and they built beautiful homes that may not have happened with an NHD in place. I'm interested to know who initiated the NHD proposal, who will do the studies needed for the districts to be set up. What will the cost be to the taxpayers? What other fees or finances do we need to consider? It will be interesting to hear the opinions and comments of my neighbors at the scheduled meeting.

VALERIE HILTUNEN

1 month ago

Report Abuse

DONT' TELL ME AND MY NEIGHBORS WHAT TO DO WITH OUR PROPERTY! i BOUGHT AND PAY FOR MY HOME THE AMERICAN WAY. THERE IS ENOUGH GOVERNMENT IN SALEM. MIND YOUR OWN BUSINESS AND I'LL MIND MY OWN.

R. Scott Hiltunen

1 month ago

Report Abuse

Haven't the citizens of Salem had enough of the "benevolence" of government to "improve" our lives by interfering (directly or indirectly) in the decisions that we might make with regard to private property which we own. If you say it fast, controlling demolition and/or construction projects might seem like a good idea. The city already has a lot of control when it comes to these issues. In my opinion the "Neighborhood Preservation Districts" will oversee the "petty" details of what people should do with their property. I foresee the day when a homeowner will have to go "hat in hand" before a committee to ask permission to build an addition, add to or change landscaping, or maybe even to paint one's own house an "approved" color. I can also visualize the day

when a fee or "tax" will be required just to appear before said "committee". The only place to forward this new proposal is "the round file" but first make sure said container is the right size, shape and color to measure up to the approved new standards.

Northside

3 weeks ago

[Report Abuse](#)

In North Salem an NPD it might be helpful.... some houses look like rural Arkansas (without the trailers)

Leave a Comment:

Before diving in to post a comment, be sure to read and follow the [pool rules](#).

Pool Rules

1. Keep it clean.
2. Stay on topic.
3. Be honest and accurate.
4. No personal attacks. Don't bash anyone based on their race, creed, heritage, or orientation.
5. Don't say anything here you wouldn't say in front of your mother at the dinner table.
6. Use the 'Report Abuse' button when you spot a rule violation. (Don't report comments just because you disagree.)

Participation in online discussion is subject to our [Terms of Use](#). By commenting, you agree to be bound by these terms.

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Salem weighs setting up neighborhood preservation districts

By Tom Dalton
Staff writer

~~Tue, Jun 03 2008~~

MARCH 19, 2008

SALEM — The question has crossed the mind of almost every homeowner: Should the construction project down the street be allowed if it is going to change the character of the neighborhood?

In older communities, the question is often about demolition: Should that old house be saved?

Similar questions came up in Salem when plans were announced a few years ago to take down a historic home on Crombie Street. Concerned neighbors hung banners of protest from windows. When a 1740 house on Boston Street was slated to be razed, Historic Salem Inc., a local preservation group, went so far as to acquire the property and find a developer.

Last night, the city held the first of several neighborhood meetings to explore a possible answer — something called "neighborhood preservation districts." While not as restrictive as local historic districts, where historical commissions make sure strict guidelines are followed, the NPDs can give neighbors more say than they have now.

"One thing we're responding to is the desire we've heard from residents for more control over what happens in their neighborhood," Kirsten Kinzer of the Salem Planning Department said last night at a meeting of the South Salem Neighborhood Association.

There are NPDs in Cambridge, Lowell, Boston and even Dallas, and they all set different guidelines and follow different rules, a consultant said.

"It's up to you," said Rita Walsh, a senior preservation planner from Watertown who is working with the city. "Elements that are subject to review are the neighborhood's choice. ... It can protect the elements that you think are important."

In general, she said the NPDs establish guidelines and set up commissions, which include neighborhood residents, that approve demolitions, new construction and other work that the neighborhood deems important.

"This is purely design review," Kinzer said.

The Planning Department is looking at areas of the city that might make good neighborhood preservation districts. Virtually the whole city is under consideration. The only areas that have been eliminated are the city's four historic districts — sections of Lafayette Street, Derby Street, and Salem Common and the McIntire District — because they already have regulations and a commission to enforce them.

Officials hope that, when the public meetings are over, two neighborhoods will volunteer to be studied as possible preservation districts. It will be nonbinding, but it will give the city the opportunity to go through the

process of setting sample guidelines.

Several concerns were raised last night. One person wondered if these independent neighborhood boards would taken power away from the Planning Department and Board of Appeal. Someone else asked how many neighbors have to be in favor for a NPD to be established.

"Somehow, it seems to me that more than a simple majority would be needed for something like this," Ward 5 Councilor Matt Veno said. "... Essentially, you're placing limits on what people can do with the property they own — that's not a small thing to do."

Establishing a preservation district would be a long and complex process, officials said, requiring neighborhood votes, approvals by the City Council and other boards, and a home-rule petition to the state.

The Salem Common and Derby Street neighborhood groups will hold a joint meeting on the NPD study on Thursday, March 27, at 6:30 p.m. in St. Joseph Hall, 160 Derby St.

Historic district vs. preservation district

Local historic district Neighborhood preservation district

r Focus on individual building r Focus on neighborhood character

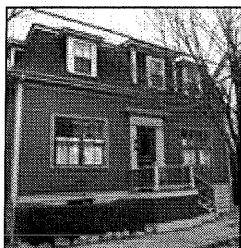
r Administered by Historical Commission r Commission with neighborhood residents

r Standard design guidelines r Guidelines set by neighborhood

r Protects exterior elements of house r Flexible about elements protected

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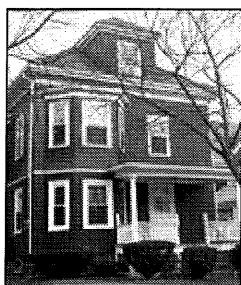
Photos



This house at 27 Arbella St. contributes to the character of this old Salem neighborhood. Staff photo



Salem Willows is one of several neighborhoods that could become a preservation district. Above is a home at 98 Bay View Ave. Staff photo



South Salem has several neighborhoods that could be considered for preservation districts. Above is a house on Linden Street. Staff photo

Products from Phase III



CITY OF SALEM

Neighborhood

PRESERVATION DISTRICT STUDY
PHASE III

Bridge Street Neighborhood

June 19, 2008



CITY OF SALEM

Neighborhood Preservation District Study

- Summary of Presentation
 - Explanation of Neighborhood Preservation District (NPD) study
 - What does the Phase III include?
 - Discussion of the Bridge Street Neighborhood's characteristic elements
 - Discussion of potential NPD boundaries
 - Discussion of suggested Bridge Street Neighborhood design guidelines



CITY OF SALEM

Neighborhood Preservation District Study

■ Study Overview

- Four-phase study from October 2007 to August 2008. We are now in Phase III.
- Purpose of study is to determine if NPD's are the right way to preserve the character of Salem's historic neighborhoods.
- NPD concept provides a more flexible and neighborhood-based review process for proposed building alterations.
- Alterations reviewed can include new construction, demolition, and changes to existing buildings.
- Neighborhood residents decide which building elements are subject to review by a commission of neighborhood residents.



Vanasse Hangen Brustlin, Inc.



CITY OF SALEM

Neighborhood Preservation District Study

- **What does the Phase III include?**
 - Two neighborhoods were selected for further study – The Bridge Street and Point neighborhoods
 - Focus group meetings and neighborhood walks in May
 - Public meetings in June and July

- **Phase III Products**
 - Proposed boundaries for a Neighborhood Preservation District
 - Definition of neighborhood characteristic elements
 - Definition of characteristic elements that should have Neighborhood Preservation District Commission review
 - Illustrated sample design guidelines

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Neighborhood Preservation District Study

- **Bridge Street
Neighborhood
Characteristic Elements**
 - Building form/massing
 - Window & Door Arrangements
 - Common setbacks
 - Materials
 - Roof types



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Neighborhood Preservation District Study

- **Bridge Street Neighborhood Characteristic Elements**
 - Buildings are set close to the street and to one another – a historic pattern seen in many Salem neighborhoods





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Neighborhood Preservation District Study

- **Bridge Street Neighborhood Characteristic Elements**
 - Variety of styles and building types reflect continual development



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Neighborhood Preservation District Study

- **Bridge Street
Neighborhood
Characteristic Elements**
 - In general, building shapes and size are compatible on many blocks, despite different construction periods



CITY OF SALEM



Neighborhood Preservation District Study

- **Bridge Street Neighborhood Characteristic Elements**
 - Building forms are simple without much ornamentation
 - Detail is concentrated on porches, doorways, and bays

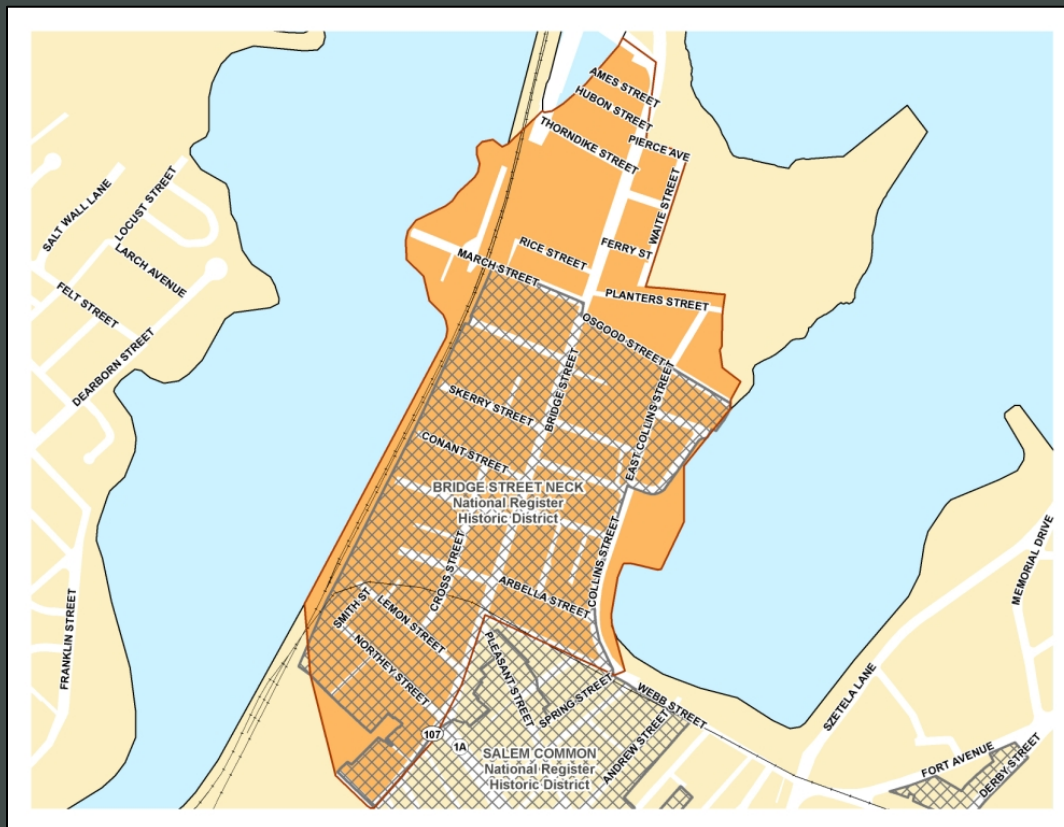




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Neighborhood Preservation District Study

- **Proposed Bridge Street NPD Boundaries**
 - Boundaries include the National Register district and areas to the north and west
 - Should the boundaries be smaller?
 - Should the boundaries include more property?





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Neighborhood Preservation District Study

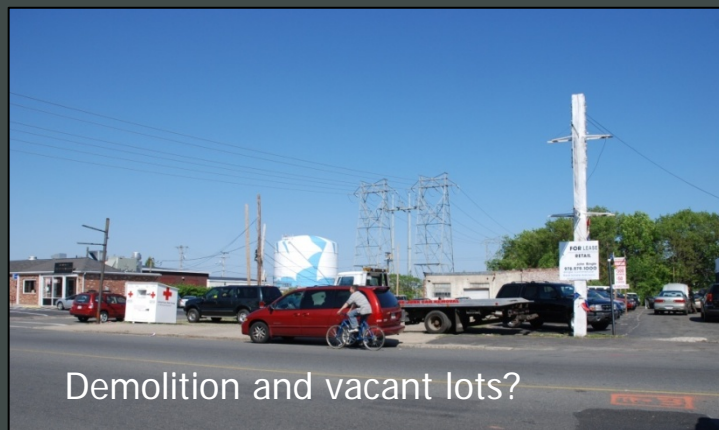
- Which characteristic elements should be subject to review?



Alterations to existing buildings?



New Construction?



Demolition and vacant lots?



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Neighborhood Preservation District Study

- What should the guidelines be for new construction?



Setback and appearance of new buildings and lots where demolition has been approved?



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Neighborhood Preservation District Study

- **Should demolition be reviewed?**
 - Demolition of buildings that pose a structural or fire safety threat are not subject to review. The Building Inspector will make this determination.
 - Which buildings should be subject to review?
 - Based on age? Location? Architectural style or type?
 - Why would demolition be allowed?
 - Financial reasons?
 - With plans for a new development that benefits the neighborhood?



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Neighborhood Preservation District Study

- **Should alterations to existing buildings be reviewed?**
 - Should some items be reviewed on an advisory basis?
 - Commission would review these items, but their decisions would not be binding.
 - Which items should be binding?





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Neighborhood Preservation District Study

- **Should alterations to existing buildings be reviewed?**
 - Should porch enclosures or replacements of porch railings and balusters be reviewed on an **advisory** basis?
 - Commission would review these items, but their decisions would not be binding.



Porch replacement or enclosure ?



Neighborhood Preservation District Study

- **Should alterations to existing buildings be reviewed?**
 - Should the addition or removal of bays on a building be reviewed on an advisory or binding basis?
 - Should the size and addition of dormers be reviewed on an advisory or binding basis?



Roof dormers and bays ?

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Neighborhood Preservation District Study

- **Should alterations to existing buildings be reviewed?**
 - Should changes to the shapes of roofs be reviewed - on an advisory or binding basis?



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Neighborhood Preservation District Study

- **Should alterations to existing buildings be reviewed?**
 - Should the closing up of storefront windows be reviewed - on an advisory or binding basis?
 - Should the materials used for storefront alterations be reviewed – on an advisory or binding basis?





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Neighborhood Preservation District Study

Is Poor Maintenance Acceptable?





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Neighborhood Preservation District Study

Suggested Design Guidelines



The size and form of all new buildings and additions must be compatible with surrounding older (more than 50 years old) buildings



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Neighborhood Preservation District Study

Suggested Design Guidelines



Setbacks of new buildings and additions must be compatible with existing setbacks on the block

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Neighborhood Preservation District Study

Suggested Design Guidelines



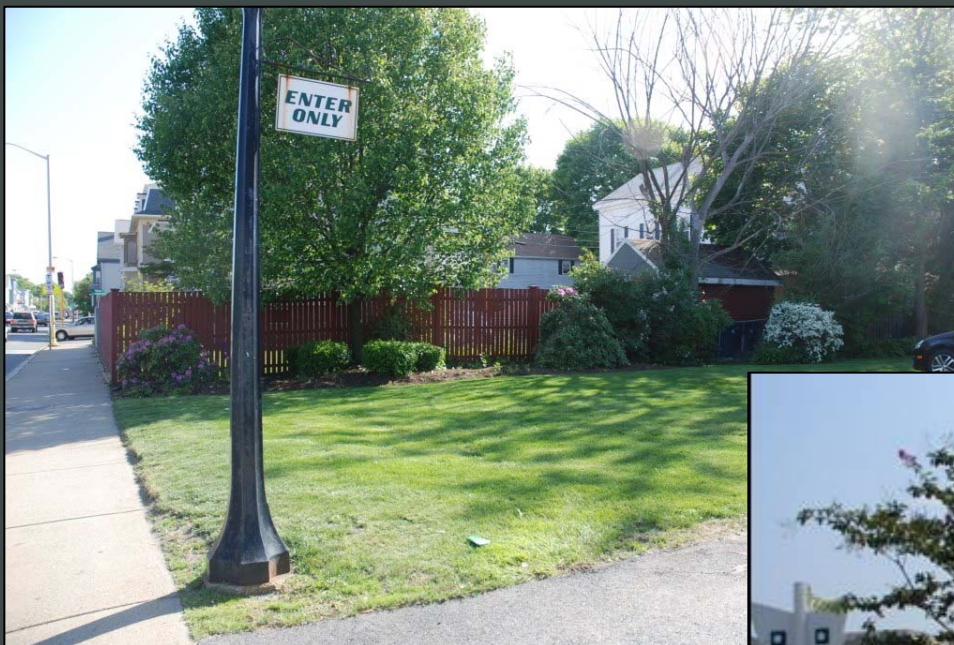
Demolition of existing buildings more than 40 years old must be reviewed. The need for demolition must be explained and justified in terms of financial hardship or new development's benefit to the neighborhood in its place.



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Neighborhood Preservation District Study

Suggested Design Guidelines



If demolition is approved and no new development is anticipated, the vacant lot must be screened from the street with landscaping and/or a fence.





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Neighborhood Preservation District Study

Suggested Design Guidelines



Alterations to roofs, porches and bays of existing buildings must have an advisory review.





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Neighborhood Preservation District Study

Suggested Design Guidelines



Replacement of original building elements, such as siding, porch hoods, exterior window trim, is subject to advisory review





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Neighborhood Preservation District Study

■ Next Steps

- Meeting on July 16 or 23, 6 pm at Carlton School cafeteria
- Report back on:
 - Boundary refinements
 - Elements to be reviewed by NPD Commission
 - Illustrated design guidelines presented for feedback
- Final presentation to general public in early September
- City Council must pass the Neighborhood Preservation District Ordinance before a district can be created



CITY OF SALEM

Neighborhood

PRESERVATION DISTRICT STUDY
PHASE III – Proposed Design Guidelines

Point Neighborhood

July 28, 2008



CITY OF SALEM

Neighborhood Preservation District Study

- Summary of Presentation
 - Brief background on study
 - Discussion of composition of NPD Commission
 - Discussion of proposed Point Neighborhood design guidelines
 - Audience comments



CITY OF SALEM

Neighborhood Preservation District Study

■ Study Overview

- Four-phase study from October 2007 to August 2008. We are now in Phase III.
- Purpose of study is to determine if NPD's are the right way to preserve the character of Salem's historic neighborhoods.
- NPD concept provides a more flexible and neighborhood-based review process for proposed building alterations.
- Alterations reviewed can include new construction, demolition, and changes to existing buildings.
- Neighborhood residents decide which building elements are subject to review by a commission of neighborhood residents.



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Neighborhood Preservation District Study

- **What does the Phase III include?**
 - Two neighborhoods were selected for further study – The Bridge Street and Point neighborhoods
 - Focus group meetings and neighborhood walks in May
 - Public meetings in June and July

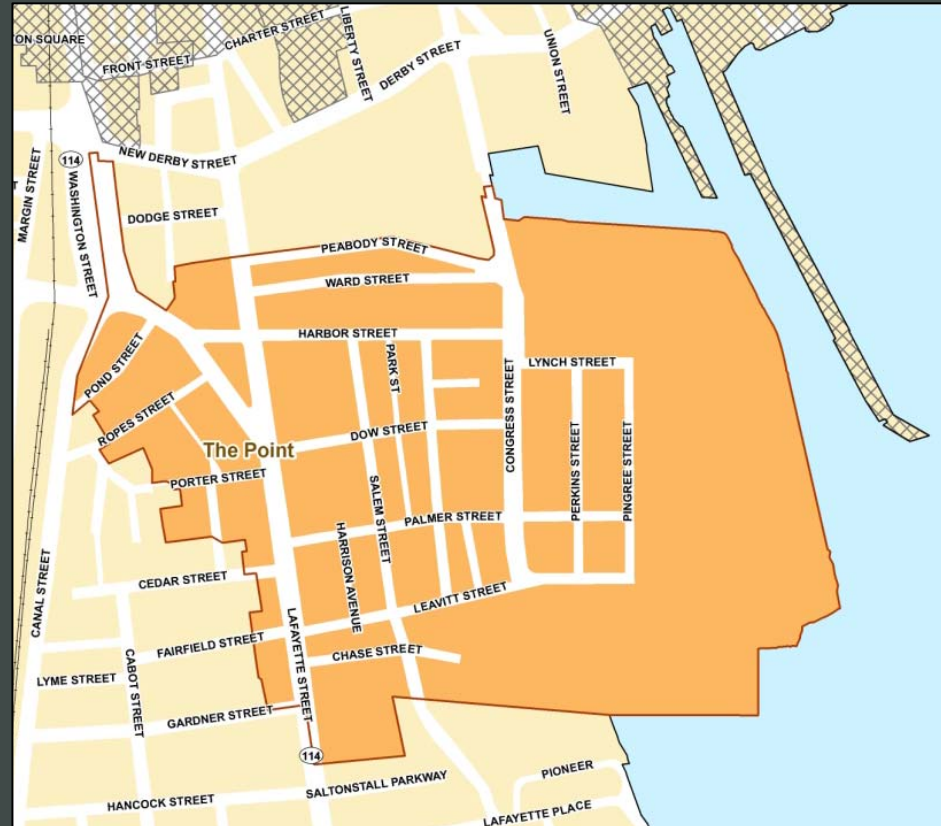
- **Phase III Products**
 - Proposed boundaries for a Neighborhood Preservation District
 - Definition of neighborhood characteristic elements
 - Illustrated sample design guidelines



CITY OF SALEM

Neighborhood Preservation District Study

- **Proposed Point NPD Boundaries**
 - Boundaries include all similar buildings rebuilt after the fire
 - The area recommended crosses to west side of Lafayette Street
 - Should the boundaries be smaller?
 - Should the boundaries include more property?





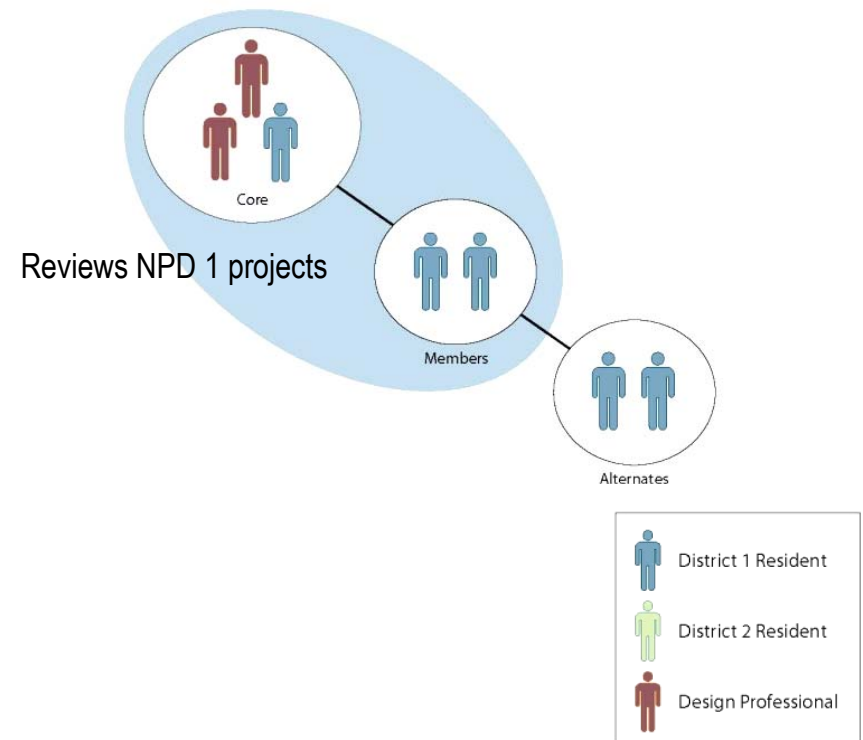
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Neighborhood Preservation District Study

Proposed NPD Commission Structure

- Goal: Projects in one district are reviewed by a majority of members from that district
- Composed of a core group of 3 members with 2 additional members and 2 alternates from each district
- The addition of each NPD adds a new neighborhood core member
- Each district would have a core member, plus 2 neighborhood members and 2 alternates
- A second commission is formed when a 4th district is designated
- All members are appointed by the Mayor and approved by City Council

COMMISSION STRUCTURE WITH 1 NPD DESIGNATED





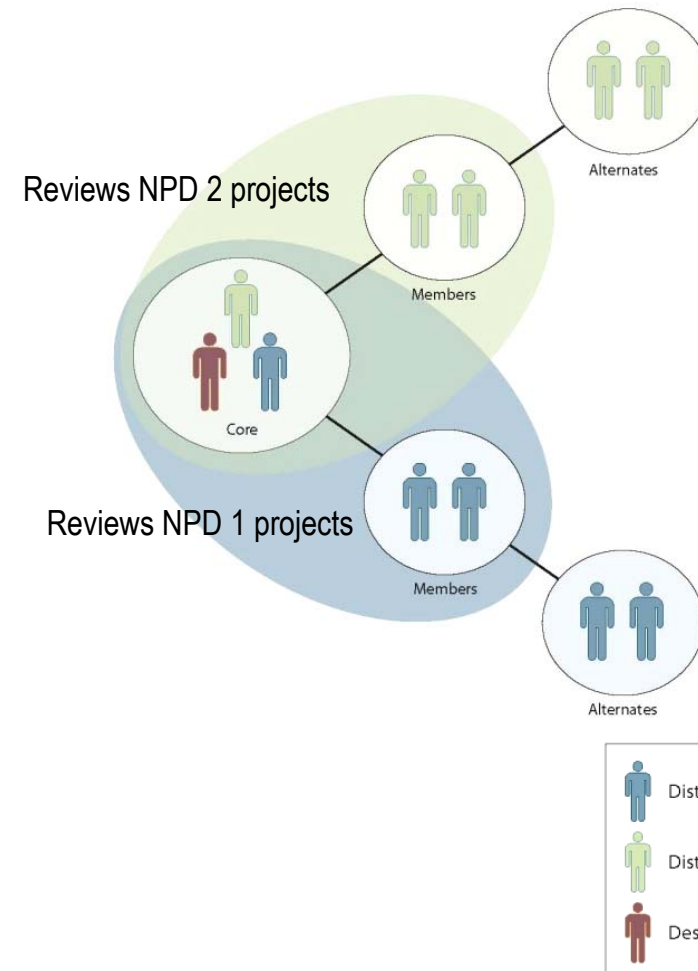
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Neighborhood Preservation District Study

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COMMISSION STRUCTURE WITH 2 NPD'S DESIGNATED

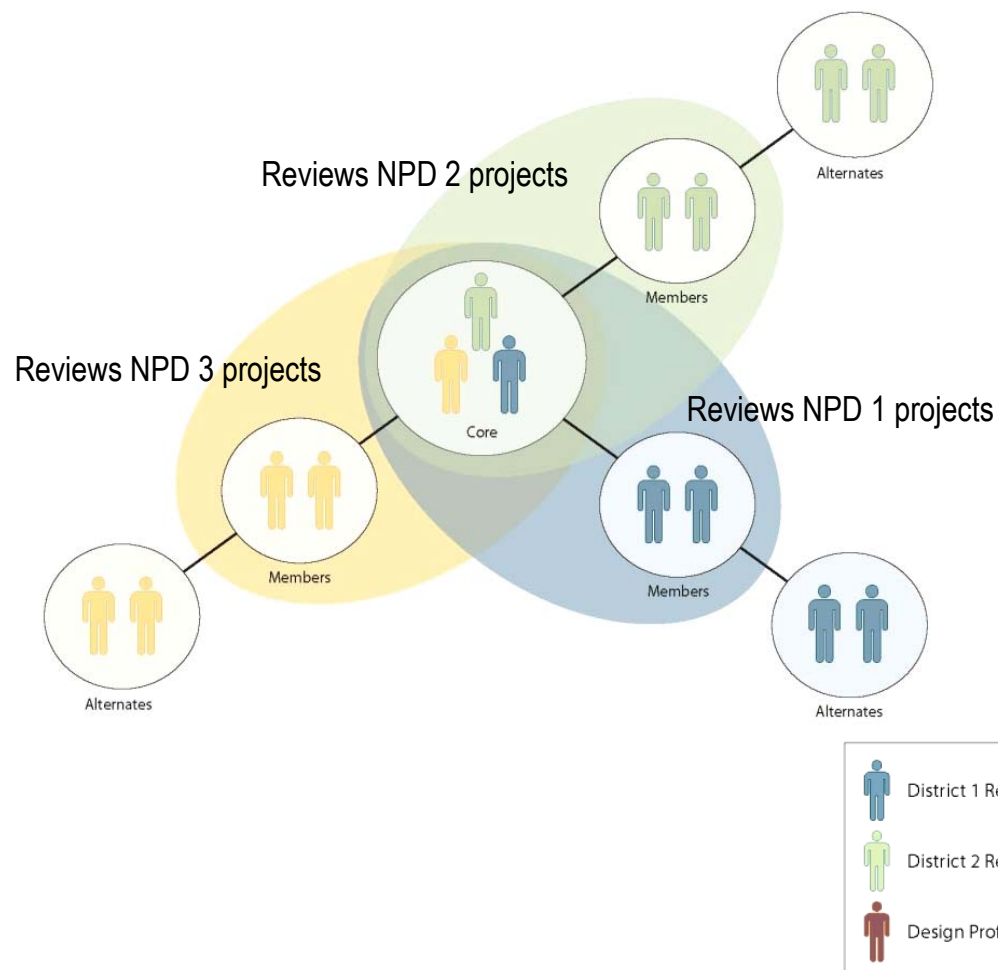




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Neighborhood Preservation District Study

COMMISSION STRUCTURE WITH 3 NPD'S DESIGNATED





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Neighborhood Preservation District Study

■ Point Neighborhood Characteristic Elements

- Building form/massing
- Window & Door Arrangements
- Common setbacks
- Materials
- Roof types





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Neighborhood Preservation District Study

- **Point Neighborhood Characteristic Elements**
 - Buildings are set close to the street, typical of most Salem neighborhoods
 - Buildings were allowed to occupy 75% of the small lots on which they stood





Neighborhood Preservation District Study

- **Point Neighborhood Characteristic Elements**
 - Built mostly within a 3-year period from 1914-1917
 - Built using a building code that stressed fireproof qualities
 - Residents chose designs from plans provided to them or were architect-designed
 - Many similar building types and forms in the neighborhood





CITY OF SALEM

Neighborhood Preservation District Study

- **Point Neighborhood Characteristic Elements**
 - In general, building shapes and size are compatible on many blocks
 - Height restrictions of 2-4 stories
 - Buildings came from common sets of plans and shared ideas of design





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Neighborhood Preservation District Study

- **Point Neighborhood Characteristic Elements**
 - Porches are one of the most characteristic elements: open porches across the front of buildings and multi-story porches on the rear and sides





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Neighborhood Preservation District Study

- **Point Neighborhood
Characteristic Elements**
 - Buildings are simple without much ornamentation, although classical elements dominate





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Neighborhood Preservation District Study

- **Proposed Point Neighborhood Design Guidelines**
 - New Construction – binding review
 - Demolition of buildings over 50 years old – binding review
 - Certain exterior alterations to existing buildings – advisory review





Neighborhood Preservation District Study

■ Binding Review

- Reserved for new construction (new buildings and additions to existing buildings) and demolition of existing buildings
- Commission reviews proposed project using design guidelines
- Commission decides if the proposed project can proceed as submitted
- Commission's vote on the issue can only be appealed to the Superior Court



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Neighborhood Preservation District Study

■ **Advisory Review**

- Only certain physical elements subject to this review
- Intended to be educational
- Commission reviews proposed project using design guidelines
- Commission decides if the proposed project can proceed as submitted or makes suggestions that would help project meet design guidelines
- Property owner decides whether or not they want to make proposed changes to meet design guidelines
- Property owner can proceed with the project as submitted to the Commission

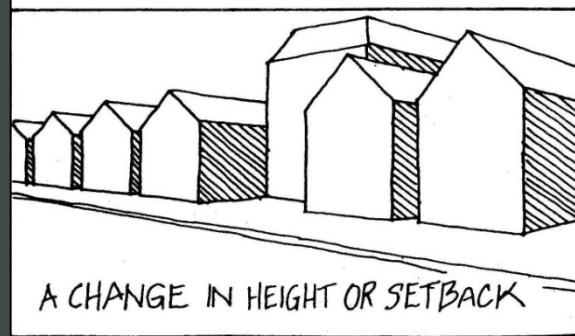
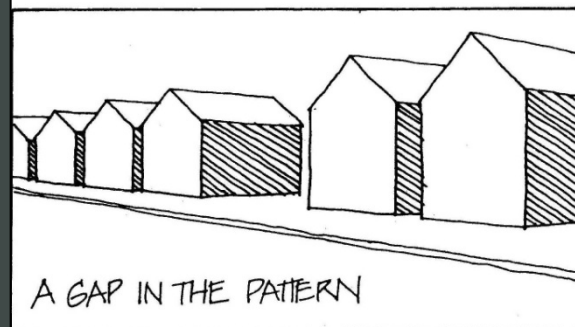
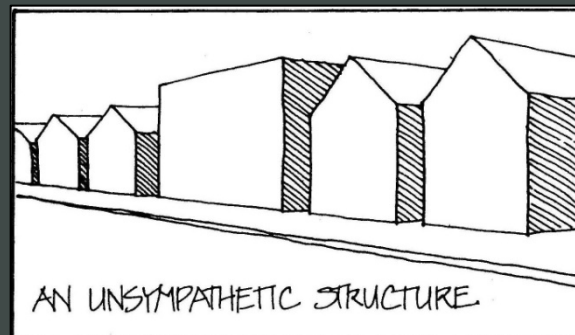


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Neighborhood Preservation District Study

■ New Construction

The size and form of all new buildings and additions must be compatible with surrounding older (more than 50 years old) buildings



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Neighborhood Preservation District Study

New Construction



The size and form of new buildings and additions must be compatible with existing buildings on the block.

New development permitted under existing zoning.



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Neighborhood Preservation District Study

New Construction



The size and form of new buildings and additions must be compatible with existing setbacks on the block.

New development conforming to the proposed design guidelines and existing zoning.



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Neighborhood Preservation District Study

New Construction



The size and form of new buildings and additions must be compatible with existing setbacks on the block.

New development meeting design guidelines but requiring a height variance.



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Neighborhood Preservation District Study

New Construction



The size and form of new buildings and additions must be compatible with existing buildings on the block.





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Neighborhood Preservation District Study

New Construction



The size and form of new buildings and additions must be compatible with existing buildings on the block.



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Neighborhood Preservation District Study

New Construction



The materials and elements on new buildings and additions must be compatible with adjacent older buildings.



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Neighborhood Preservation District Study

■ Demolition

- Demolition of existing buildings more than 50 years old is subject to **binding** review.
- The need for demolition must be explained and justified in terms of financial hardship or new development's benefit to the neighborhood in its place.
- The Commission's decision on whether or not a building can be demolished is **binding**.

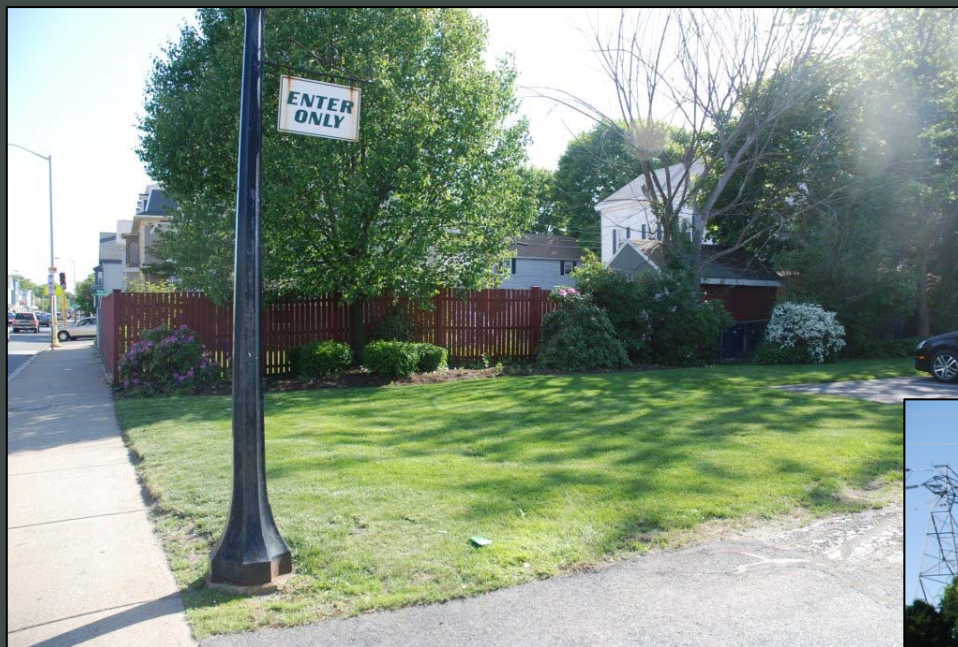




CITY OF SALEM

Neighborhood Preservation District Study

Demolition



If demolition is approved and no new development is anticipated, the vacant lot must be screened from the street with landscaping and/or a fence.





CITY OF SALEM

Neighborhood Preservation District Study

Demolition

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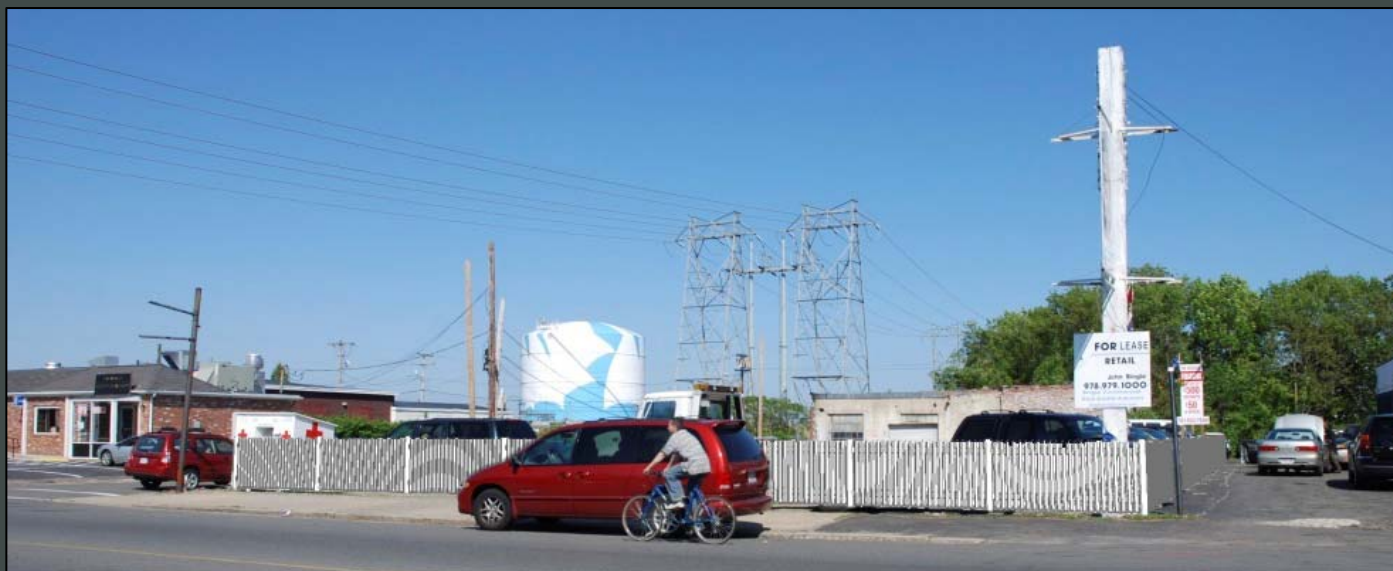


CITY OF SALEM

Neighborhood Preservation District Study

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CITY OF SALEM

Neighborhood Preservation District Study

Demolition

If demolition is approved and no new development is anticipated, the vacant lot must be screened from the street with landscaping and/or a fence.





CITY OF SALEM

Neighborhood Preservation District Study

■ Alterations to existing buildings

- Only changes to certain elements would need to come before the Commission
- Commission would review proposed changes to these elements, but their decisions would be **advisory**, not binding





CITY OF SALEM

Neighborhood Preservation District Study

Alterations to Existing Buildings



Removal and replacement of original building elements, such as siding, porch hoods, and exterior window trim, is subject to **advisory** review





CITY OF SALEM

Neighborhood Preservation District Study

Alterations to Existing Buildings



Addition of new bays and porches and removal of original bays and porches is subject to **advisory** review





CITY OF SALEM

Neighborhood Preservation District Study

Alterations to Existing Buildings



Alterations to roofs, including the addition or removal of dormers, changes in roofline, and skylight additions are subject to **advisory** review





CITY OF SALEM

Neighborhood Preservation District Study

Alterations to Existing Buildings

Alterations to existing storefronts is subject to **advisory** review.





CITY OF SALEM

Neighborhood Preservation District Study

■ Next Steps

- **Late August:** Final report complete and available on www.salem.com, at the library and at the Dept. of Planning
- **September:** Public presentation of final report
- City Council must pass the Neighborhood Preservation District Ordinance before a district can be created
- After the NPD Ordinance is passed, neighborhoods can go through the NPD designation process defined by the ordinance

Appendix 2

➤ Draft Final Neighborhood Preservation District Ordinance

Neighborhood Preservation District Ordinance DRAFT

In the year two thousand and eight

An Ordinance to Establish Neighborhood Preservation Districts

Be it ordained by the City Council of the City of Salem, as follows:

Section 1

Purpose of Neighborhood Preservation District (s)

This ordinance is enacted for the purpose of preserving and protecting groups of neighborhood buildings and their settings that are architecturally and historically distinctive which constitute or reflect distinguishing features of the architectural, cultural, economic, political or social history of the city of Salem and to limit the detrimental effect of alterations, additions, demolition, and new construction on the character of the neighborhood. Through this ordinance, alterations, additions, demolition, and new construction may be reviewed for compatibility with the existing buildings, setting and neighborhood character. This ordinance seeks to encourage the protection of the built environment through advisory and binding review. This ordinance promotes the public welfare by making the city a more attractive and desirable place in which to live and work.

Section 2

Definitions

As used in this ordinance, the following terms shall have the following meaning:

ADDITION

A change to a building that includes additional stories, height or footprint area

ALTERATION, TO ALTER

A change to a building or part thereof such as removal, construction, reconstruction, restoration, replication, rehabilitation, demolition, and other similar activities. A change to a building that includes additions and other similar activities. A change to a site that includes constructing, placing, erecting, installing, enlarging, and moving a building or other similar activities. A change in material, design, location or outward appearance, if applicable.

APPLICATION

The complete document (s) and supporting material(s) to be submitted by an applicant desiring to obtain a Certificate to Alter. A complete application shall include information reasonably deemed necessary by the commission to enable it to make a determination.

BUILDING

A combination of materials forming a shelter for persons, animals, or property, which is used for living, working or storage.

CERTIFICATE TO ALTER

A document granted by the Neighborhood Preservation District Commission after their review of a project in order to obtain a building or demolition permit.

COMMISSION

The Neighborhood Preservation District Commission

COMPATIBLE

A project that meets the design guidelines of the Neighborhood Preservation District Commission.

DESIGN GUIDELINES

The document used by the Neighborhood Preservation District Commission to determine whether a proposed project is compatible. The design guidelines are appended to the ordinance for each separate district.

DISTRICT

The Neighborhood Preservation District as established in this ordinance.

EXTERIOR ARCHITECTURAL FEATURES

Elements of a property that are attached to a building or structure and/or that help define their character. Examples include windows, doors, siding, roofing, masonry, gutters, downspouts, mechanical equipment, satellite dishes, and skylights.

PERSON AGGRIEVED

An applicant, an abutter or an owner of property within the district who believes they are suffering from an infringement or denial of legal rights

STRUCTURE

Anything constructed or erected, the use of which requires location on the ground or attachment to something having location on the ground. Examples include a utility box, lampposts, fences, and wind turbines

SUBSTITUTE SIDING

Exterior building cladding such as vinyl, aluminum or cement board.

TEMPORARY BUILDING

A building, necessary for a special event, incident, or project, erected for a period of no more than 30 days unless otherwise agreed to by the Commission.

Section 3

Neighborhood Preservation District (NPD) Designation

To be considered for designation as a NPD, a neighborhood must satisfy the following criteria:

1. The area as a whole constitutes a recognizable neighborhood which has a distinctive character, and:
 - a. The area contains buildings and/or structures and/or settings that are significant to the architectural, aesthetic, cultural, political, economic or social history of Salem; or
 - b. The area has generally cohesive features, such as the scale, size, type of construction, materials, or style of the building and structures, and/or land use patterns and landscaping
 - c. The area contains a minimum of 40 properties

The designation process shall be administered by the Department of Planning and shall include the following steps:

1. Circulation of a Neighborhood Preservation District Study Petition to property owners within a proposed district by a district resident or property owner, City Councillor or the Department of Planning and Community Development
2. A Neighborhood Preservation District Study Petition signed by 25% of property owners shall begin a study period in which district boundaries and design guidelines are established through public meetings and a final written study of the proposed district is completed.
3. Circulation of a Neighborhood Preservation District Establishment Petition to property owners within the proposed district with the district study attached.

4. A Neighborhood Preservation District Establishment Petition signed by 66% of property owners and approval by City Council will establish a Neighborhood Preservation District. Establishment of a Neighborhood Preservation District by City Council will amend Section 14, Preservation District Map and Section 15, Design Guidelines.

The Dissolution of a Neighborhood Preservation District will follow the same procedures outlined by above for the designation of a district.

Section 4

Neighborhood Preservation District Commission

Each district will have a separate NPD commission, although each will retain a core group of 3 members whose affiliation will change as NPDs are established in the future. The Mayor of Salem will appoint all members, followed by City Council approval.

With the establishment of the first district, a core group will be appointed that is composed of three members. This core group would be composed of two members of the first district and one general member who have experience with design review (architect, preservation specialist, contractor, real estate agent) who is not necessarily from that neighborhood but who is a Salem resident. Two additional commission members would be added to result in a commission of five members. Two alternate members from the first district would also serve on this commission.

When a second NPD is created, the composition of the core members would change for both the first district and this newly-established district. The three core members would then be composed of a single member from both districts and a single general member. Two members representing the second district would then be added to this new core. This group, and two additional alternate members, would review projects within the second district only.

Should a third district be added, the core group of three members would change again to include a single member from the third district; the general member would no longer be a component of the core group. The core group would then be composed of a single member of each of the three NPDs. The third district, like the first two established districts, would have four additional members (two regular and two alternates) for that district's project review.

The term of all members and alternate members shall be one year and each successive appointment to be made for three years. Each member and alternate member shall continue to serve in office after the expiration date or his or her term until a successor is duly appointed.

Meetings of the Commission shall be held at the call of the Chairperson, at the request of two members and in such other manner as the Commission shall determine in its Rules and Regulations.

Section 5

Neighborhood Preservation District Commission Powers and Duties

The Commission shall exercise its powers in administering and regulating the alteration of buildings within the Neighborhood Preservation District as set forth under the procedures and criteria established in this ordinance.

The Commission, after a public hearing duly posted and advertised at least fourteen (14) days in advance in a conspicuous place in City Hall, may adopt and from time to time amend, reasonable Rules and Regulations not inconsistent with the provisions of this ordinance or setting forth such forms and procedures as it deems desirable and necessary for the regulation of its affairs and the conduct of its business, including requirements for the contents and form of applications for certificates, hearing procedures and other matters. The Commission shall file a copy of any such Rules and Regulations with the office of the City Clerk.

The Commission, after a public hearing duly posted and advertised at least fourteen (14) days in advance in a conspicuous place in City Hall and approval by City Council may from time to time amend the design guidelines which set forth the designs for certain alterations which are, in general, suitable for the issuance of a Certificate to Alter. No such design guidelines shall limit the right of an applicant for a Certificate to Alter to present other designs to the Commission for approval.

The Commission shall at the beginning of each year hold an organizational meeting and elect a Chairperson, a Vice-Chairperson and Secretary, and file notice of such election with the office of the City Clerk. The Commission shall keep a permanent record of its regulations, transactions, decisions and determinations and of the vote of each member participating therein.

Section 7

Alteration Prohibited Without a Certificate

Except as this ordinance provides, no building or part thereof within a Neighborhood Preservation District shall be altered unless the Commission shall first have issued a Certificate to Alter.

Section 8

Alterations Excluded from Commission Review

It shall be the responsibility of the Commission, or its delegate thereof, to determine whether an alteration is exempt from review. The Commission or its delegate thereof, shall have fourteen days to make this determination.

The following projects are excluded from Commission review.

- Projects not requiring a building or a demolition permit
- Structures when not defined as buildings or parts of buildings
- Temporary buildings subject to time limits and size limits by the Neighborhood Preservation District Commission
- Paint colors
- Interior alterations
- Storm windows and doors, screen windows and doors
- Removal, replacement or installation of gutters and downspouts
- Removal, replacement or installation of window and door shutters
- Removal of substitute siding
- Alterations not visible from a public way
- Ordinary maintenance and repair of architectural features that match the existing conditions including materials, design and dimensions
- Reconstruction, substantially similar in exterior design, of a building, damaged or destroyed by fire, storm or other disaster, provided such reconstruction is begun within one year thereafter and carried forward with due diligence.

Section 9

Procedures for the Review of Minor Alterations

The following minor alterations require the submittal of an application for an advisory review by the Commission or its delegate thereof.

- Substitute siding
- Removal of architectural trim
- Replacement of original windows
- Additions/removals of bays and porches
- Roofline alterations

In reviewing the application for a minor alteration, the Commission or its delegate thereof may determine that the alteration is compatible with the design guidelines. If so, the Commission or its delegate thereof may issue a Certificate to Alter.

Section 9

Review of Major Alterations

The following alterations require the submittal of an application for a regulatory review by the Commission. The decision of the Commission shall be binding on the applicant.

- Demolition of a building or part of a building
- New construction including buildings and additions

If the Commission cannot determine that the alteration is compatible, the Commission shall decline to issue the Certificate to Alter. The Commission shall provide the applicant with the reasoning for their disapproval including how the alteration does not meet the design guidelines and/or the purpose of this ordinance.

Section 10

Procedures for Issuance and Filing of Certificates

Each certificate issued by the Commission shall be dated and signed by its chairperson or such other person designed by the Commission to sign such Certificates on its behalf. The Commission shall send a copy of its Certificates and disapprovals to the applicant and shall file a copy of its Certificates and disapprovals with the office of the City Clerk and the Building Commissioner. If the Commission should fail to make a determination within sixty days (60) of the filing of a complete application to the Department of Planning and Community Development for a Certificate, or within such further time as the applicant may allow in writing, the Commission shall thereupon issue a Certificate to Alter due to failure to act.

Section 11

Enforcement and Penalties

The Neighborhood Preservation District is specifically authorized to institute any and all actions, proceedings in law and in equity, as they deem necessary and appropriate to obtain compliance with the requirements of this ordinance or to prevent a threatened violation thereof.

The Commission may designate the Building Commissioner to act on its behalf and to enforce this ordinance under the direction of the Commission.

Any owner of a building subject to this ordinance that alters a building without first obtaining a Certificate to Alter in accordance with the provisions of this ordinance shall be subject to a fine of not more than \$50.00 (Fifty dollars). Each day the violation exists shall constitute a separate offense until the alteration is corrected, the addition is removed or a faithful restoration of the demolished building is completed or unless otherwise agreed to by the Commission. If a violation of this ordinance remains outstanding, no building permit on the premises shall be issued until the violation is corrected or unless otherwise agreed to by the Commission.

Section 12

Appeal Procedure

Any applicant or person aggrieved by a determination of a Neighborhood Preservation District Commission may appeal as provided for in the Massachusetts General Laws.

Section 13

Validity and Separability

The provisions of this ordinance shall be deemed to be separable. If any of its provisions, sections, subsections, sentences, or clauses shall be held to be invalid or unconstitutional by any court of competent jurisdiction, the remainder of this ordinance shall continue to be in full force and effect.

Section 14

Neighborhood Preservation District Map

Section 15

Design Guidelines

Appendix 3

➤ Draft Administrative Policy

Appendix 3 – Draft Neighborhood Preservation District Administrative Policy

The Department of Planning and Community Development will administer the NPD Ordinance and it is the recommendation of this study that DPCD follow an administrative processes laid out in a published departmental policy. While the Neighborhood Preservation District Ordinance can only be changed by a vote of City Council, the administrative policy implementing the ordinance is intended to be more flexible. Changes to this policy will be made by the Department of Planning in response to unforeseen issues created by the policy or impediments to the NPD designation and administration identified after the policy is completed. For example, the Ordinance states that a study period is required for NPD designation and the Policy outlines what will take place during this study period. If an element of this policy is found to substantially slow the designation process, the policy will be changed by DPCD to facilitate an efficient designation.

The draft administrative policy below is based on input from the Working Group, comments from MHC staff, and administrative process utilized by other Salem boards and commissions and Neighborhood Preservation Districts in other locations.

Draft Neighborhood Preservation District Administrative Policy

Designation of neighborhood preservation districts

The designation process shall follow the four steps outlined in the Neighborhood Preservation District Ordinance. The process for completing these steps is as follows:

1. The initial petition requesting designation as a NPD shall be submitted to the Department of Planning & Community Development (DPCD), containing signatures of at least 25% of the Property Owners opting to be included in the proposed NPD area, one signature per property. The petition shall also include:
 - a. A general statement of the historical, architectural, or other qualities of the area which make it appropriate for NPD designation
 - b. A preliminary map of the area showing proposed boundaries
 - c. A general outline of the scope of the guidelines proposed for the NPD
2. Following receipt of a petition for NPD designation by DPCD, the Mayor shall appoint a Study Committee to investigate and prepare a report on the appropriateness of such a designation for the Area. The Study Committee shall consist of at least five (5) members, of which one (1) shall be a member of the Salem Historical Commission, and three (3) shall be residents of the area

- proposed for NPD designation. Where appropriate, DPCD will contract with a consultant to complete the study with the participation of the Study Committee
3. The Study Committee, working with residents of the area, shall evaluate the appropriateness of an NPD designation for the area and hold public hearings to develop the design guidelines and district boundary map. If a NPD designation is not deemed appropriate, the Study Committee shall prepare and file with the DPCD a written report explaining why it reached a negative conclusion. If the Study Committee determines that a NPD designation is appropriate, it shall prepare and file with the DPCD, a written report to include:
 - a. An overview of the significant historical, architectural, or other relevant qualities of the area
 - b. A map of the area showing geographic boundaries
 - c. Illustrated design guidelines for the proposed Neighborhood Preservation District
 4. At the completion of this study, an updated petition shall be circulated by the Study Committee with the study, map and design guidelines attached. At least one public hearing shall be held by DPCD while the petition circulates to property owners.
 5. After DPCD receives a petition signed by 66% of the property owners within the boundary defined by the study, DPCD will forward the study and petition to City Council for a vote on approval of the district and design guidelines.

Procedures for the Review of Alterations

All alterations to buildings within a designated Neighborhood Preservation District require a Certificate of Non-Applicability or a Certificate to Alter. Property owners must apply for a Certificate with the Department of Planning and Community Development prior to beginning construction. DPCD staff will issue a Certificate of Non-Applicability where appropriate or will schedule a meeting of the Commission to hear an application for a Certificate to Alter.

Within sixty days of the submittal of an application for an alteration, the Commission shall hold a public hearing on the application. At least ten (10) days before said public hearing, public notice shall be given by posting in a conspicuous place in City Hall. Concurrently, a copy of said public notice shall be mailed to the applicant, to the owners of all properties within 200 feet of the applicant's property, and of other properties deemed by the Commission to be materially affected thereby all as they appear on the most recent applicable tax list.

Following the public hearing, the Commission shall determine whether the proposed alteration is compatible with the design guidelines and the purpose of this ordinance. If the Commission determines that the alteration is compatible, the Commission shall issue a Certificate to Alter. The concurring vote of a majority of the members shall be required to issue a Certificate to Alter.

If the Commission does not determine that the alteration is compatible, the Commission shall decline to issue the Certificate to Alter. The Commission shall provide the applicant with the reasoning for their disapproval, including how the alteration does not meet the design guidelines or the purpose of this ordinance.

Procedures for Issuance and Filing of Certificates

Each certificate issued by the Commission shall be dated and signed by its chairperson or such other person designed by the Commission to sign such Certificates on its behalf. The Commission shall send a copy of its Certificates and disapprovals to the applicant and shall file a copy of its Certificates and disapprovals with the office of the City Clerk and the Building Commissioner. If the Commission should fail to make a determination within sixty days (60) of the filing of a complete application for a Certificate, or within such further time as the applicant may allow in writing, the Commission shall thereupon issue a Certificate to Alter due to failure to act.

Appendix (

- Illustrated Design Guidelines for Bridge Street and Point Neighborhoods



Sample Bridge Street Neighborhood Preservation District Design Guidelines

City of Salem Neighborhood Preservation District Study

FOR MORE INFORMATION AND GUIDANCE:

The Salem Handbook, Historic Salem, Inc.

City of Salem Commercial Design Guidelines, Department of Planning and Community Development, 2005

Get Your House Right: Architectural Elements to Use and Avoid, Marianne Cusato and Ben Pentreath, 2007

City of Salem Department of Planning and Community Development Staff

ACKNOWLEDGEMENTS:

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Massachusetts Historical Commission

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And the residents and property owners in Salem, especially the Bridge Street and Point Neighborhoods

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The activity that is the subject of the sample design guidelines publication has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of the Commonwealth William Francis Galvin, Chairman. However, the contents and the opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.

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salem, massachusetts

bridge street neighborhood characteristics

- Buildings are set close to the street and to one another – a historic pattern seen in many Salem neighborhoods. Most buildings do not have a front yard; the buildings are directly next to the sidewalk.
- Variety of styles and building types reflect continual development from the 18th century to the present
- In general, building shapes and size are compatible on many blocks, despite different construction periods
- Building forms are simple without much ornamentation
- Detail is concentrated on porches, doorways, and bays
- Bridge Street's commercial buildings are a mix of converted residential structures and mid to late 20th century buildings on large parcels with surface parking lots. Most of the latter are one-story in height and are in the eastern section of the neighborhood.



new construction

New construction is expected and encouraged in the Bridge Street Neighborhood. The neighborhood's desire is that these new buildings blend in by respecting the important physical characteristics that define the area, while keeping their own identity.

The guidelines for new construction are deliberately kept simple so that proposed new design is not constricted by a series of rules that may limit creativity and personal choice. But the basic idea is to look around at the surrounding buildings first to get a sense of their character before choosing a design for a new building. The most important elements to consider are the existing buildings' form, size, massing and materials.

Design review of new construction is mandatory in the Bridge Street Neighborhood Preservation District. The review and decision of the Neighborhood Preservation District Commission is binding. What this means is that the applicant must abide by the Commission's decision, unless they want to appeal the decision.

If a variance is required for a proposed new construction project, which may include setback or height variances, the NPD Commission will make a recommendation to the Zoning Board of Appeals (ZBA) prior to the ZBA's hearing for a variance. If the variance is not granted, this element of the design will not be required.

- Commission reviews proposed project using design guidelines
- Commission decides if the proposed project can proceed as submitted

design guidelines

new construction

The **setback** of new buildings should be similar to surrounding older (those more than 50 years old) buildings.

- **Setback** refers to the distance that the front of the building is from the street or sidewalk.
- Zoning regulations require a **minimum setback of 15 feet** for buildings in the neighborhood, which is a deeper setback than most buildings currently have. Applicants for a new building will need to first gain approval from the NPD Commission for a setback less than 15 feet; they will then need to meet with the Zoning Board of Appeals to obtain this setback variance.

The **size and form** of all new buildings and additions (those over 50 square feet) must be compatible with surrounding older (those more than 50 years old) buildings

- **Size** means the height and scale of a building. Zoning regulates the heights and setbacks of new buildings, which can help determine a building's scale. The height and scale of a new building should consider those of existing buildings that border the property where new construction is proposed.
- **Form** refers to the building's configuration, including any projections and roof shapes.

The **materials and elements** on new buildings and additions must be compatible with adjacent older buildings

- Most of the buildings, both residential and commercial, in the Bridge Street NPD are covered with clapboard or replacement horizontal siding. Other materials, such as brick, stone, concrete block, or metal are more rare, but are represented in the NPD.
- In general for all new construction, natural materials are preferred. Synthetic materials will only be considered when they replicate the appearance and workability of natural materials including the ability to cut, profile, fit, detail, trim, and paint materials. Synthetic materials such as cementitious siding/trim products and cellular pvc products are more workable than hollow core and extruded products such as vinyl and aluminum.
- Vinyl siding and other polyvinyl chloride (PVC) elements on the outside of new buildings are discouraged.
- The term “elements” refers to window and door sizes and their basic spacing arrangement and the way they are framed, and projections such as towers, dormers, bay windows, and porches.

design guidelines

new construction



APPROPRIATE

The proposed 2-story side addition on this house is appropriate because it is set back behind the main entrance and produces an L-shaped form that is typical in the neighborhood.



NOT APPROPRIATE

The 1-story, shed-roofed side addition is not appropriate because its width, height, and roof pitch are not similar to those historically built in the neighborhood. The addition also covers the main entrance to the house, an important characteristic of this house.

design guidelines

new construction



NOT APPROPRIATE

The height and form of this 1-1/2 story house is inappropriate in a block of mainly taller 2-3-story buildings that are set closer to the street. While its setback and height conform to current zoning, its dissimilarity stands out in a distracting manner from the regularity of building height, form and setback currently on the street.



APPROPRIATE

This new storage building used appropriate colors and materials similar to those of industrial buildings in the vicinity. Its size and form are appropriate in its setting, which consists of larger brick and concrete industrial buildings.

design guidelines

new construction



APPROPRIATE

The 3-story building proposed on this corner location is similar in height, form, and design to surrounding buildings and conforms to the current zoning setback of 15 feet.

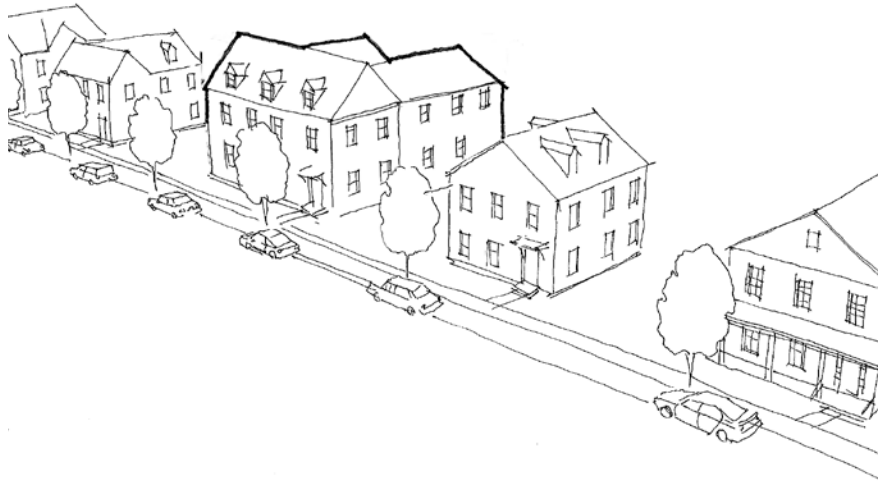


NOT APPROPRIATE

While this 3-story building conforms to current zoning, its pyramidal-roofed corner pavilion, vertical window and bay orientation, and mansard roof are not compatible with the surrounding flat-roofed brick apartment buildings.

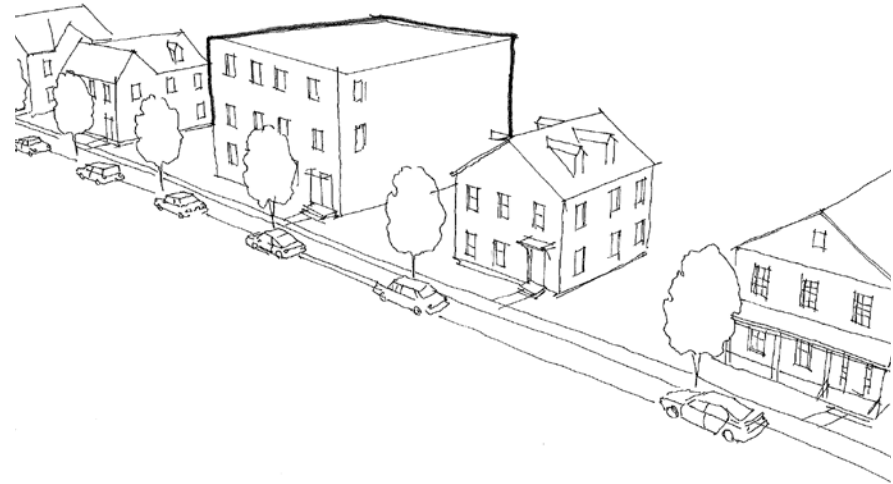
design guidelines

new construction



APPROPRIATE

The new building in the center of this row of existing houses is appropriate because it respects their basic form, setback and size.

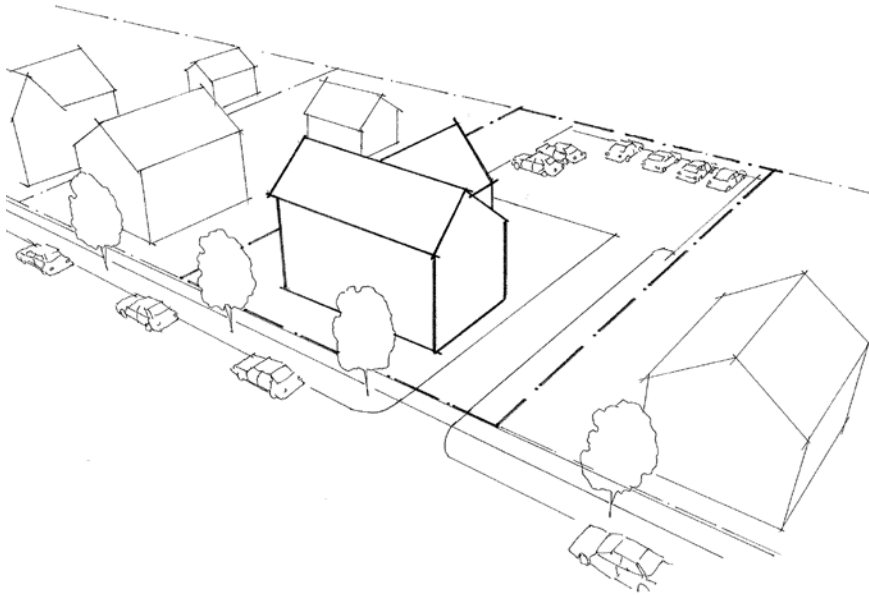


NOT APPROPRIATE

The new building is not appropriate because its larger size and boxier, flat-roofed form are out of place in relation to other buildings on the block.

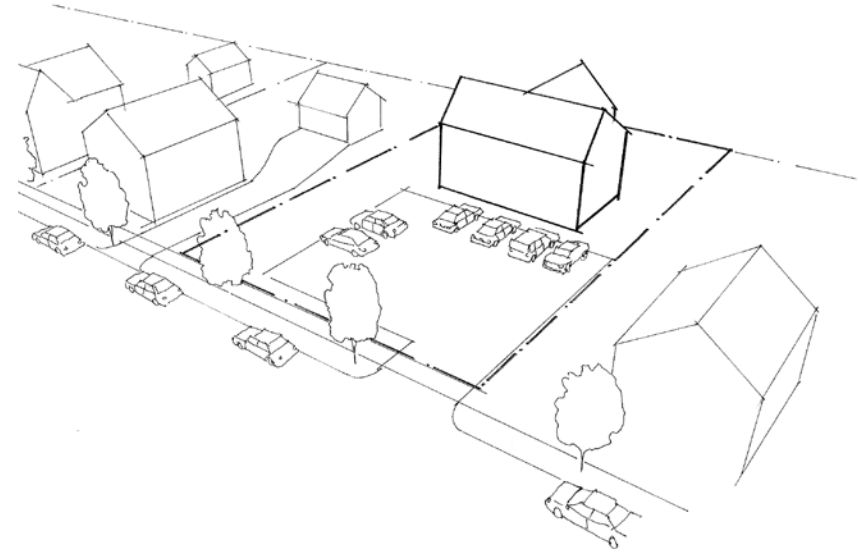
design guidelines

new construction



APPROPRIATE

This new commercial building is sited so that it is closer to the street and more in line with the setback of nearby buildings. Parking is in the rear, which can be advertised to drivers near the street.



NOT APPROPRIATE

The surface parking lot in front of this new commercial building disrupts the regular spacing of buildings and lessens the block's attractiveness for pedestrians.



demolition

Removal of existing buildings impacts a neighborhood's character. Unfortunately, buildings in poor condition may impact a neighborhood's property values and are sometimes regarded as demolition candidates for this reason. The binding review process will consider the poor condition of a building, but will also examine other factors prior to approval. The demolition can be considered positive if the new development in its place is beneficial to the block and the neighborhood as a whole. In other instances, demolition can be detrimental when it means the loss of a building that is representative of an architectural style or building type in the neighborhood and its removal breaks up the historic arrangement of buildings on a block and leaves a vacant lot in its place. An older building's removal and its subsequent replacement with a new structure can also be detrimental if the new structure does not fit in with the neighborhood's character.

Demolition of existing buildings more than 50 years old is subject to **binding** review. The Commission's decision on whether or not a building can be demolished is **binding** because of the significant impact demolition has on a neighborhood.

Financial Hardship

The Neighborhood Preservation Commission will expect the applicant who claims financial hardship in order to demolish a building to submit one or more of the following types of information, depending on the specific situation:

- Form of ownership of the property (sole, for profit, non-profit, limited partnership, etc.
- Professional estimates of costs to rehabilitate and to demolish the property.
- If the building is considered to be structural unsound, then a report from a licensed engineer or architect with experience in rehabilitation must submit a report that substantiates this claim.
- Estimated market value of the property in its current condition.
- Amount paid for the property, the date of purchase, and from whom the property was purchased. Terms of financing between the two parties, if any, should also be submitted.
- If the property is income producing, provide the annual gross income from the property for the previous two (2) years.

design guidelines

demolition

Demolition of existing buildings more than 50 years old is subject to binding review.

- The reason for limiting the review to buildings **more than 50 years old** is because this is typically the age that a building must have reached to be considered historic. In addition, most buildings less than 50 years old are not similar to the older buildings in a neighborhood and do not contribute as much to its historic character.

The need for demolition must be explained and justified in terms of financial hardship or a new development's benefit to the neighborhood in its place.

- **Financial hardship** means that the owner cannot financially afford to keep or maintain the building without severe financial consequences. The owner must be able to prove this situation through documents that help show an economic hardship, such as tax and utility bills, professional cost estimates to repair the building, and rental income statements. A more detailed explanation of the types of documents that may be required is in the appendix.
- **The new development's benefit** refers to its contribution to the neighborhood's well-being. This contribution can be include provision of additional affordable housing, removal of an existing building that is negatively impacting property values and quality of life, a new building that enhances the historic character of the neighborhood as compared to the loss of the existing building, or a new use that is needed in the neighborhood that cannot be accommodated in the existing building.

design guidelines

demolition

If demolition is approved and no new development is anticipated, the vacant lot must be screened from the street with landscaping and/or a fence. Alternatively, the lot can be wholly or partially landscaped without a fence or landscape screen. Trees can be added to the property.

- **Screening** should be either a fence or shrubs no more than 4 feet high on Bridge Street to conform to the existing Entrance Corridor Overlay guidelines. The height of fences and shrubs in other areas of the NPD should also conform to existing zoning. The fence or shrub screen must run along the entire front line of the property and at least the front half of both sides. If the parcel is a corner lot, both the front and the side fronting the corner must be entirely screened. Only the front half of the other side needs to be screened.
 - **Trees** must be at least 6 feet and have a caliper at least 4 inches when installed.
 - **Fences** should be constructed of natural materials, such as wood, metal, brick, and stone. Chain link fences are not allowed in the Entrance Corridor Overlay area. Vinyl and plastic fences are discouraged in all parts of the neighborhood.
- ▶ Brick walls should use historically appropriate brick. Bricks and mortar joints should be compatible in color, aggregate and joint profile with the building. Stone walls may be dry laid or set in a mortar that is historically appropriate in color, aggregate and joint profile. Split rail, stockade, and lattice fences should only be used in the rear and side yards.
 - ▶ The number of vehicular entrances through a fence or screen should be minimized. No more than one such entrance is preferred.

design guidelines

demolition



APPROPRIATE

Screening the vacant lot with approved landscaping, including shrubs and trees, helps soften and partially hide the view of parked cars or an empty open area.



APPROPRIATE

Screening the vacant lot with a fence of approved height and materials helps obscure some of the cars and provides a more solid front to the lot.

design guidelines

demolition



NOT APPROPRIATE

This vacant lot, filled with parked cars, detracts from the regular spacing and solidity of the block.



alterations to existing buildings

Most buildings are changed over time due to a variety of situations: updating the appearance of a building to suit the current owner's taste and prevailing fashions, adding or removing elements due to age, condition or new functions, and maintenance issues to name a few reasons. The purpose of the guidelines regarding existing buildings is to ensure that consideration is given to sensitive alterations that respect the original character of the building. As a result, taking some care to be sensitive will collectively contribute to the preservation of the neighborhood's overall character.

- **Only existing buildings over 50 years old** are subject to this review
- **Only changes to certain elements** would need to be reviewed by the Commission
 - The elements chosen for this advisory review are considered to be the most important elements of Bridge Street neighborhood's older existing buildings.
- Alterations include additions that are under 50 square feet in size (those over this size are included in the new construction guidelines) and changes to siding, architectural elements such as bays, porches, and roofs, and changes to original window and door openings.
- The Commission's review of proposed changes is **advisory**, not binding
 - The Commission is required to review only changes to the elements specified below in the design guidelines. While their review is advisory in the end, a project proponent must submit their plans to the Commission for review.
 - The Commission will provide suggestions to the project proponent on ways to make the proposed project more compatible with the neighborhood's character. The project proponent chooses whether or not to incorporate these suggestions in the project.

design guidelines

alterations to existing buildings

Removal and replacement of original building elements, such as siding, porch hoods, and exterior window trim, is subject to **advisory review**.

The appearance of replacement siding should be similar in appearance to the original siding on the building. For buildings with original clapboard siding, the width of the new courses should be similar to the original siding. For buildings with original wood shingles, the size, surface pattern, and width of the new shingles should be similar to the original shingles.

Even if replacement siding is installed, original elements on the building should be kept. They should not be covered over or removed to facilitate new siding installation. These elements include window, door and eave trim and cornerboards.

- Porch, window, and door hoods were especially common on late 19th century houses. In some cases, they were the only decorative feature on the house. Their removal would have a negative effect on the original character of the building.
- The size and placement of original window and door openings are characteristic elements of a building. Their enlargement, minimization, or removal may have a negative effect on the building's character. Avoiding changes to original openings is encouraged.

- The configuration of original window sash should be maintained, even if a newer replacement is installed. The number and appearance of panes in the upper and lower sash is both a stylistic and dateable feature on a building. If the building originally had multi-pane sash, its replacement with 1/1 sash can greatly change the building's historic appearance.

design guidelines

alterations to existing buildings



APPROPRIATE

Although vinyl siding now covers the original wood clapboard siding, the trim around the windows and doors and brackets and frieze at the roofline remain exposed unlike many vinyl siding projects that either remove or cover these types of elements.



APPROPRIATE

The original porch trim, including railing, support columns and spindles in the upper part of the porch are important elements to keep.

design guidelines

alterations to existing buildings



NOT APPROPRIATE

Although the porch roof appears original, this porch's support posts and railing have been replaced with more recent elements that are not compatible with the house's original character.



NOT APPROPRIATE

Retention of the original 6/6 sash is appropriate as shown on the house on the right. Removal of the original multi-paned sash, seen on the house on the left, and replacement with 1/1 sash is not appropriate.

design guidelines

alterations to existing buildings

Addition of new bays and porches and removal of original bays and porches is subject to **advisory** review.

- Many buildings in the Bridge Street neighborhood originally featured bay windows on their front and/or sides. In some cases, small porches with decorative elements accompanied these bays, especially on later 19th century buildings. Removal of these original elements or replacement of some elements, such as replacing railings or columns with newer elements that are not similar is discouraged. If elements need to be removed due to deterioration, then replacements should be as similar as possible to the original elements
- Other buildings, especially late 18th and early 19th century buildings, did not have bays or even porches. The addition of bay or porches on the front or visible sides of these buildings is discouraged.
- If new bays or porches are added to any building, their size and appearance should be proportional to the building and be simple in design.



Bay windows on the front or sides of houses are not seen on several Bridge Street neighborhood streets. Generally, early to mid-19th century houses did not originally have projecting bays.



By the 1860s-1870s, bay windows and other projections were a more common feature on houses in the Bridge Street neighborhood.

design guidelines

alterations to existing buildings



APPROPRIATE

This early 19th century brick house would not originally have featured bay windows. The bay windows on the side elevation, probably added in the 1870s-1880s, are set back from the front and do not overwhelm the structure.

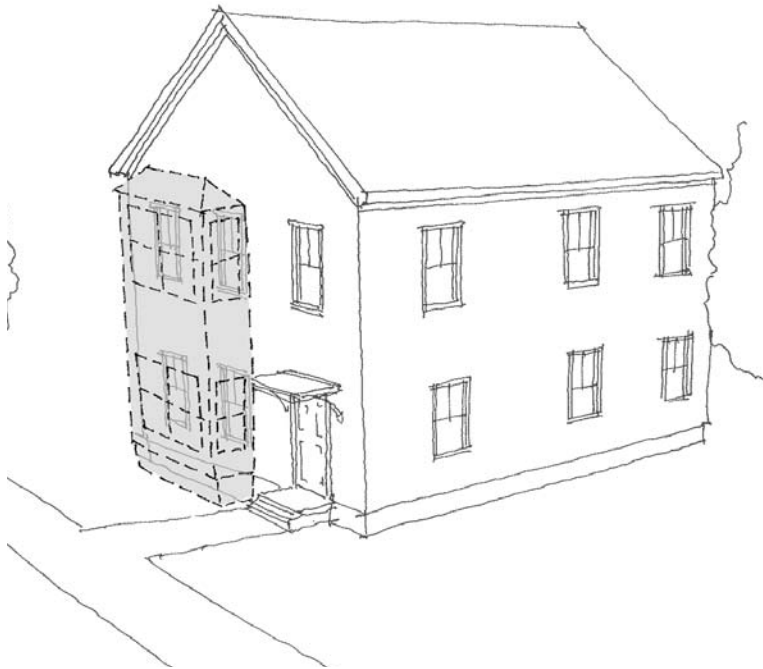


NOT APPROPRIATE/APPROPRIATE

House on the left displays very large porches and dormers. The one on the right retains its original porch and bays.

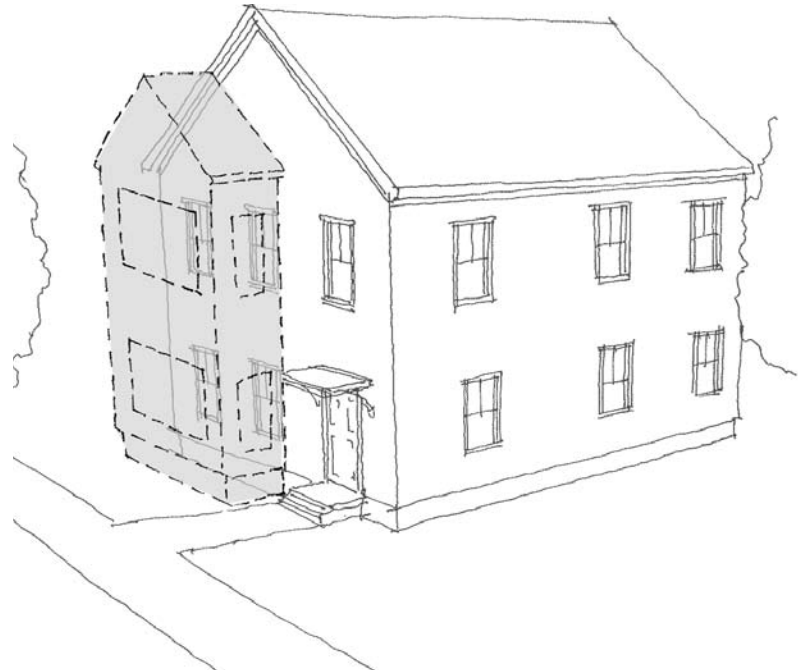
design guidelines

alterations to existing buildings



APPROPRIATE

The size of the new front bay displays an appropriate scale to the existing house.



NOT APPROPRIATE

The size of this new front bay window overwhelms the house.

design guidelines

alterations to existing buildings

Alterations to roofs, including the addition or removal of dormers, changes in roofline, and skylight additions are subject to **advisory review**.

- No one roof type characterizes the Bridge Street neighborhood's buildings, although a front gable is the most common. Roof types in the neighborhood also include side gable, mansard, hip, gambrel and flat roofs.
- Buildings with Mansard and hip roofs typically would originally have dormers. These types include mansard and hip roofs. Mansard roofs were only seen for a short time between 1860 and 1890. While most hip-roofed buildings date from the 20th century, some mid-19th century Italianate buildings also had hip roofs. Buildings with side and front gable roofs typically did not originally have dormers.
- Alterations to the roof that are subject to advisory review are those that change the roof's shape and profile. These alterations would include addition or removal of dormers, skylights, enlargement of existing dormers, and roof decks. The size and configuration of these elements is most important. Dormers, decks, and skylights that overwhelm a roof by their size are discouraged. If dormers are added, the roof type and pitch should be similar to that of the building.
- Equipment on roofs, such as satellite dishes, antennae, solar panels, photovoltaic units, wind turbines, etc. are also subject to advisory review. Placing this equipment so that it is not visible from the street is preferred.
- Replacement of roof coverings is not subject to review.

➤
A great variety of roof types is seen, due to almost continuous development of the neighborhood in the 18th through 20th centuries.

➤
The c. 1870 house on the left has a mansard roof, while the c. 1920 house on the right has a hip roof. Window dormers are a typical feature in both roof types.

design guidelines

typical roof types



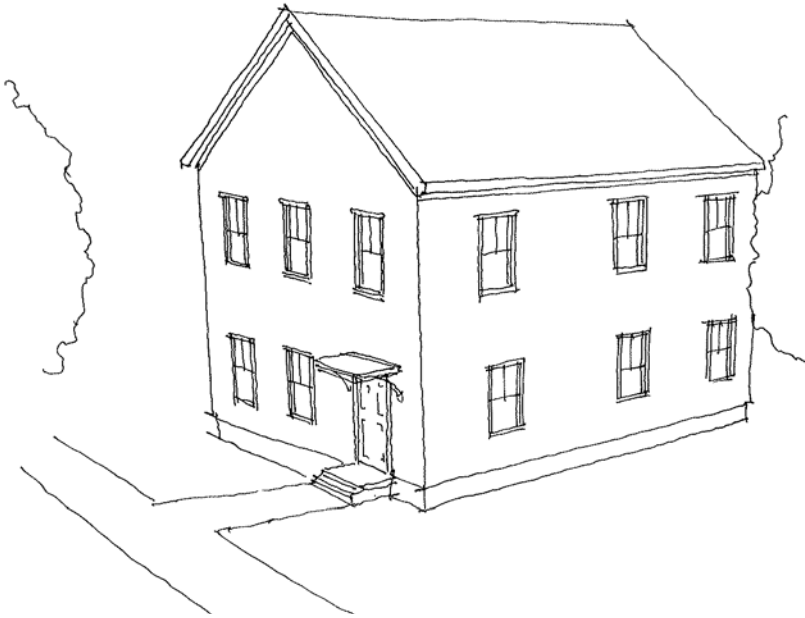
Both of these houses have front gable roofs in which the gable is facing towards the front.



Side gable houses are mostly seen on early to mid-19th century houses.

design guidelines

alterations to existing buildings



BEFORE

Homeowners add dormers to create more livable space at the roof level of the house.



AFTER

These dormers are appropriately-sized to the scale of this house.

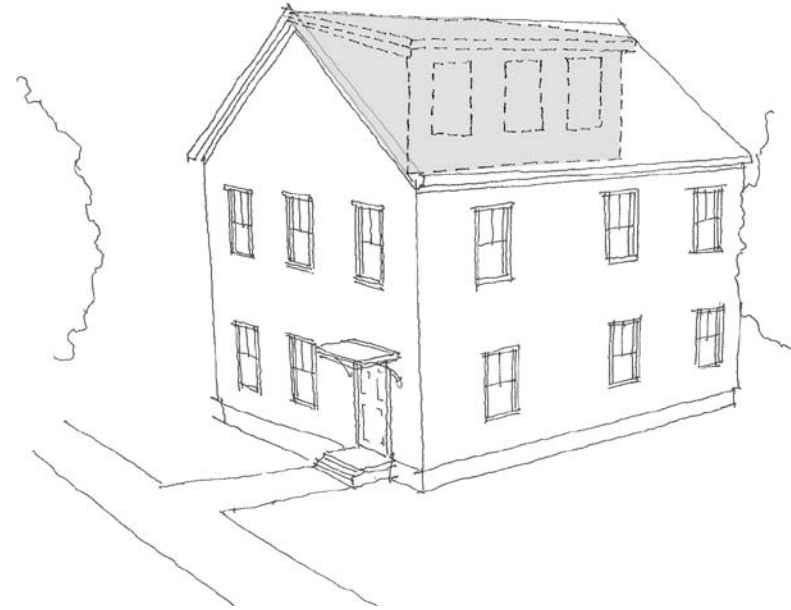
design guidelines

alterations to existing buildings



AFTER

This single dormer is appropriately sized for the roof of this house.



AFTER

This large shed-roofed dormer overwhelms the house, especially because it is set so close to the front of the house.

design guidelines

alterations to existing buildings

Alterations to existing storefronts are subject to **advisory review**.

- Many buildings along Bridge Street are either former residential structures converted to commercial use or were built with a storefront on the first floor with residences above. Many of the existing storefronts, whether original or not, have been altered. Alterations include larger or smaller window openings, replacement sash and doors, and materials that frame the storefront.
- Larger window openings are preferred, unless the building was originally a residence only.
- Storefront windows next to the street can provide a level of security for pedestrians (if open to the store's interior) and function as a display of the store's offerings for both pedestrians and those in cars.
- Painted wood, steel and aluminum for framing and structural elements are preferred.



Larger windows are preferred over smaller windows for storefronts.

design guidelines

alterations to existing buildings



BEFORE

The small storefront windows on this former residence give the building a closed-up and unwelcoming appearance.



AFTER

Opening up smaller window openings for a more traditional storefront on an older building provides more attractive window display areas, a sense of security and interest on the street for pedestrians, and is usually then a better proportioned section of the building.

design guidelines

alterations to existing buildings



BEFORE

This building was always used for commercial purposes, but its original large storefront windows were removed and replaced with small windows and a shed roof.



AFTER

This new traditional storefront features large display windows with panels below, a recessed entrance, and an awning that shades the entrance and windows.

design guidelines

alterations to existing buildings



BEFORE

Another example of how smaller windows and opaque materials at the pedestrian level result in an uninviting appearance.



AFTER

Large open windows in the storefronts make a tremendous difference in the buildings and in the street view.

design guidelines

alterations to existing buildings

Storefront alterations to houses proposed to be converted to commercial use should retain the original window and door arrangements, especially on the front of the house.

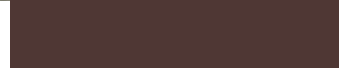
Guidance on storefront designs is available in the publication, City of Salem Commercial Design Guidelines. Sections of this publication are devoted to storefront design in general, but specific suggestions are also presented for the Bridge Street neighborhood.



The first story of this former residence has been entirely removed and covered over for an extensive storefront addition.



The large windows flanking the enclosed center entrance on the right are out-of-scale with the other window openings.



Sample Point Neighborhood Preservation District Design Guidelines

City of Salem Neighborhood Preservation District Study

FOR MORE INFORMATION AND GUIDANCE:

The Salem Handbook, Historic Salem, Inc.

City of Salem Commercial Design Guidelines, Department of Planning and Community Development, 2005

Get Your House Right: Architectural Elements to Use and Avoid, Marianne Cusato and Ben Pentreath, 2007

City of Salem Department of Planning and Community Development Staff

ACKNOWLEDGEMENTS:

Mayor Kimberley Driscoll

City of Salem Councillors

Councillor Michael Sosnowski

Councillor Steven A. Pinto

Councillor Robert K. McCarthy

Councillor Matthew Veno

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The activity that is the subject of the sample design guidelines publication has been financed in part with Federal funds from the National Park Service, U.S. Department of the Interior, through the Massachusetts Historical Commission, Secretary of the Commonwealth William Francis Galvin, Chairman. However, the contents and the opinions do not necessarily reflect the views or policies of the Department of the Interior, or the Massachusetts Historical Commission.

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salem, massachusetts

point neighborhood characteristics

- Buildings are set close to the street and occupy most of the lot footprint
- Most of the Point's buildings were constructed within a 3-year period from 1914-1917, using a model building code that stressed fireproof qualities
- Residents chose designs from plans provided to them or were architect-designed, which has resulted in many similar building types and forms in the neighborhood
- In general, building shapes and size are compatible on many blocks with a height restriction of 2-4 stories imposed by the model building code
- Porches are one of the most characteristic elements: open porches across the front of buildings and multi-story porches on the rear and sides
- Buildings are simple without much ornamentation, although classical elements dominate



new construction

New construction is expected and encouraged in the Point neighborhood. The neighborhood's desire is that these new buildings blend in by respecting the important physical characteristics that define the area, while keeping their own identity.

The guidelines for new construction are deliberately kept simple so that proposed new design is not constricted by a series of rules that may limit creativity and personal choice. But the basic idea is to look around at the surrounding buildings first to get a sense of their character before choosing a design for a new building. The most important elements to consider are the existing buildings' form, size, massing and materials.

Design review of new construction is mandatory in the Point Neighborhood Preservation District. The review and decision of the Neighborhood Preservation District Commission is binding. What this means is that the applicant must abide by the Commission's decision, unless they want to appeal the decision.

- Commission reviews proposed project using design guidelines
- Commission decides if the proposed project can proceed as submitted

design guidelines

new construction

The **setback** of new buildings should be similar to surrounding older (those more than 50 years old) buildings.

- **Setback** refers to the distance that the front of the building is from the street or sidewalk.
- Zoning regulations require a **minimum setback of 15 feet** for buildings in the neighborhood, which is a deeper setback than most buildings currently have. Applicants for a new building will need to first gain approval from the NPD Commission for a setback less than 15 feet; they will then need to meet with the Zoning Board of Appeals to obtain this setback variance.

The **size and form** of all new buildings and additions (those over 50 square feet) must be compatible with surrounding older (those more than 50 years old) buildings

- **Size** means height and overall shape.
- **Form** refers to the building's configuration.

The **materials and elements** on new buildings and additions must be compatible with adjacent older buildings

- Buildings in the Point neighborhood are either wood frame that is covered with clapboard or replacement horizontal siding, brick, and less commonly, cement block. On most blocks, there is a mix of wood and brick buildings which allows more latitude in the choice of the new building's exterior sheathing. The exterior of new buildings should either be brick or wood or shingle siding. Vinyl siding and other polyvinyl chloride (PVC) elements on the exterior are discouraged on new buildings.
- The term "elements" refers to window sizes and their basic spacing arrangement and projections such as dormers, bay windows, and porches.

design guidelines

new construction



APPROPRIATE

The 3-story building proposed on this corner location is similar in height, form, and design to surrounding buildings and conforms to the current zoning setback of 15 feet.



NOT APPROPRIATE

While this 3-story building conforms to current zoning, its pyramidal-roofed corner pavilion, vertical window and bay orientation, and mansard roof are not compatible with the surrounding flat-roofed brick apartment buildings.



APPROPRIATE

Although this building exceeds the height limitation of 3 stories in the neighborhood, its overall form, recessed bays, flat roof, and window spacing are characteristic of nearby buildings. A height variance would need to be approved by the NPD, followed by a variance request to the Zoning Board of Appeals.

design guidelines

new construction



APPROPRIATE

The proposed 2-story side addition on this house is appropriate because it is set back behind the main entrance, and produces an L-shaped form that is typical in the neighborhood.



NOT APPROPRIATE

The 1-story, shed-roofed side addition is not appropriate because its width, height, and roof pitch are not similar to those historically built in the neighborhood. The addition also covers the main entrance to the house, an important characteristic of this house.

design guidelines

new construction



NOT APPROPRIATE

The height and form of this 1-1/2 story house is inappropriate in a block of mainly taller 2-3-story buildings that are set closer to the street. While its setback and height conform to current zoning, its dissimilarity stands out in a distracting manner from the regularity of building height, form and setback currently on the street.

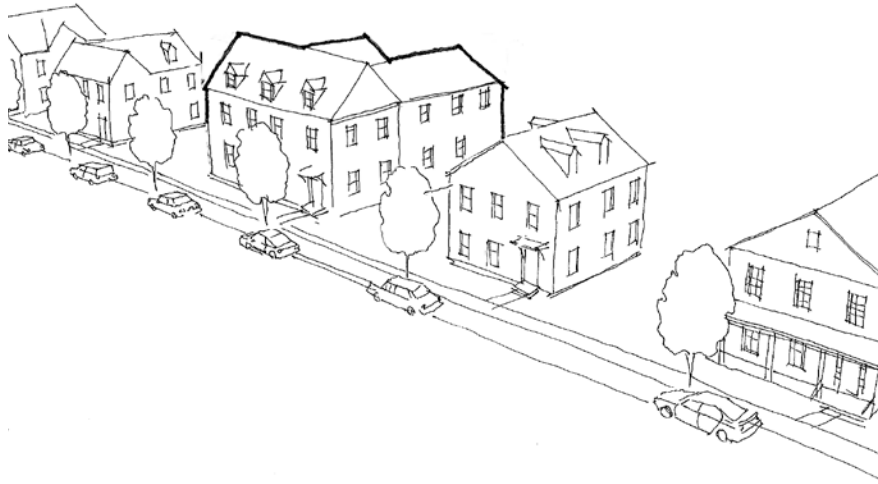


APPROPRIATE

This new storage building used appropriate colors and materials similar to those of industrial buildings in the vicinity. Its size and form are appropriate in its setting, which consists of larger brick and concrete industrial buildings.

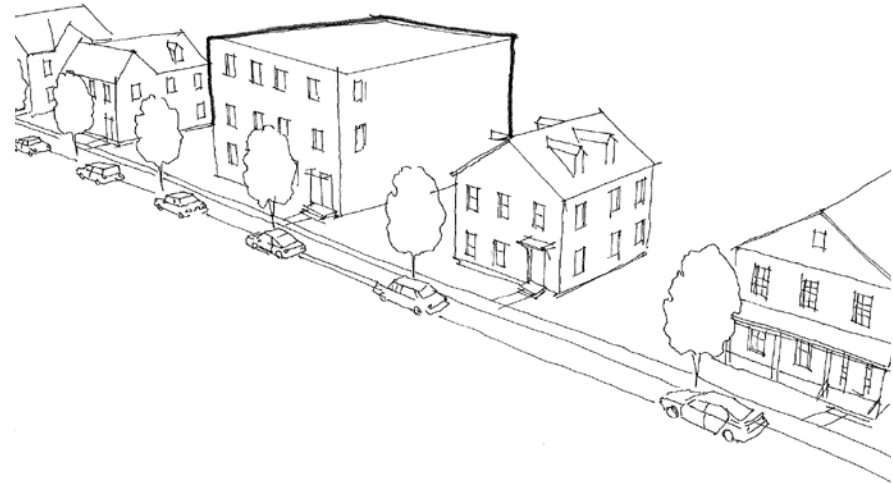
design guidelines

new construction



APPROPRIATE

The new building in the center of this row of existing houses is appropriate because it respects their basic form, setback and size.

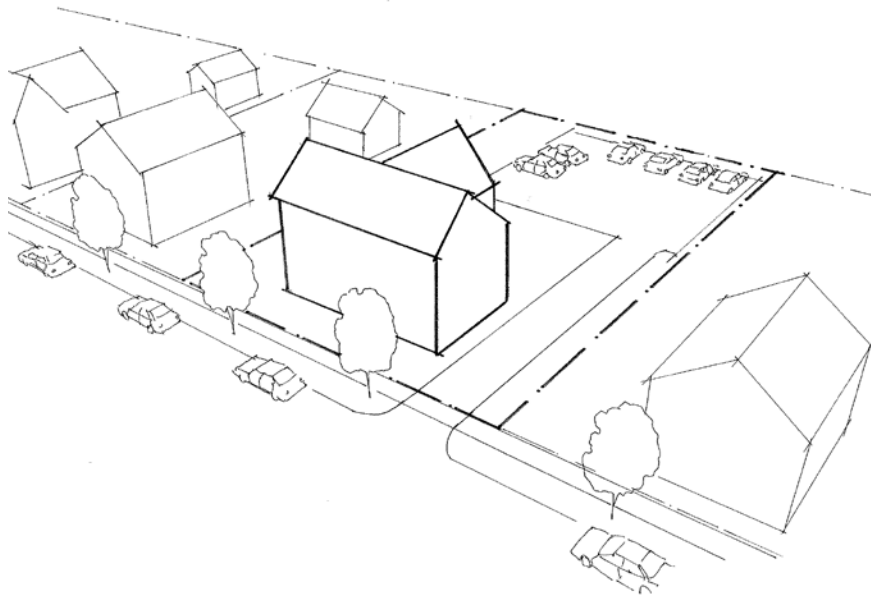


NOT APPROPRIATE

The new building is not appropriate because its larger size and boxier, flat-roofed form are out of place in relation to other buildings on the block.

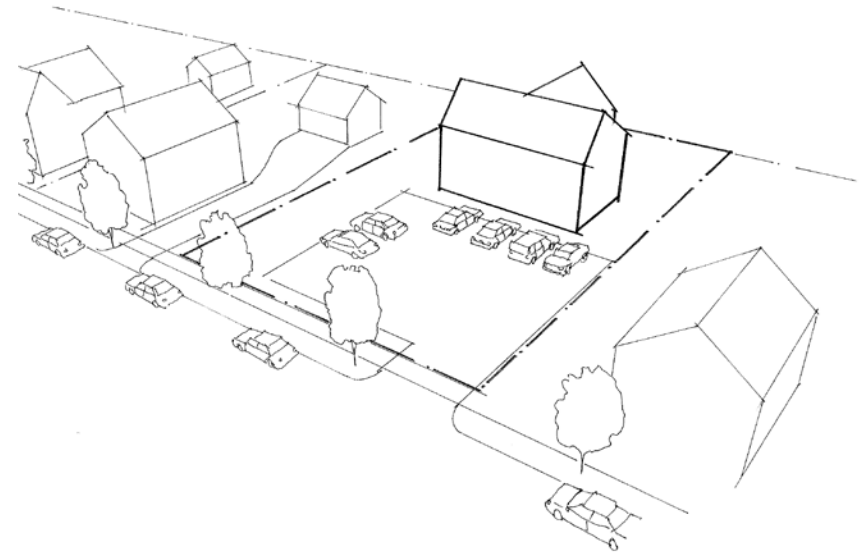
design guidelines

new construction



APPROPRIATE

This new commercial building is sited so that it is closer to the street and more in line with the setback of nearby buildings. Parking is in the rear, which can be advertised to drivers near the street.



NOT APPROPRIATE

The surface parking lot in front of this new commercial building disrupts the regular spacing of buildings and lessens the block's attractiveness for pedestrians.



demolition

Removal of existing buildings impacts a neighborhood's character. Unfortunately, buildings in poor condition may impact a neighborhood's property values and are sometimes regarded as demolition candidates for this reason. The binding review process will consider the poor condition of a building, but will also examine other factors prior to approval. The demolition can be considered positive if the new development in its place is beneficial to the block and the neighborhood as a whole. In other instances, demolition can be detrimental when it means the loss of a building that is representative of an architectural style or building type in the neighborhood and its removal breaks up the historic arrangement of buildings on a block and leaves a vacant lot in its place. An older building's removal and its subsequent replacement with a new structure can also be detrimental if the new structure does not fit in with the neighborhood's character.

Demolition of existing buildings more than 50 years old is subject to **binding** review. The Commission's decision on whether or not a building can be demolished is **binding** because of the significant impact demolition has on a neighborhood.

Financial Hardship

The Neighborhood Preservation Commission will expect the applicant who claims financial hardship in order to demolish a building to submit one or more of the following types of information, depending on the specific situation:

- Form of ownership of the property (sole, for profit, non-profit, limited partnership, etc.
- Professional estimates of costs to rehabilitate and to demolish the property.
- If the building is considered to be structural unsound, then a report from a licensed engineer or architect with experience in rehabilitation must submit a report that substantiates this claim.
- Estimated market value of the property in its current condition.
- Amount paid for the property, the date of purchase, and from whom the property was purchased. Terms of financing between the two parties, if any, should also be submitted.
- If the property is income producing, provide the annual gross income from the property for the previous two (2) years.

design guidelines

demolition

Demolition of existing buildings more than 50 years old is subject to binding review.

- The reason for limiting the review to **buildings more than 50 years old** is because this is typically the age that a building must have reached to be considered historic. In addition, most buildings less than 50 years old are not similar to the older buildings in a neighborhood and do not contribute as much to its historic character.

The need for demolition must be explained and justified in terms of financial hardship or a new development's benefit to the neighborhood in its place.

- **Financial hardship** means that the owner cannot financially afford to keep the building up without severe financial consequences. The owner must be able to prove this situation through the submission of documents, such as tax and utility bills, cost estimates to repair the building, and income statements.
- **The new development's benefit** refers to its contribution to the neighborhood's well-being. This contribution can be, for example, provision of additional affordable housing, new buildings that are considered to add to the historic character of the neighborhood, or a new use that is needed in the neighborhood that cannot be accommodated in the existing building.

design guidelines

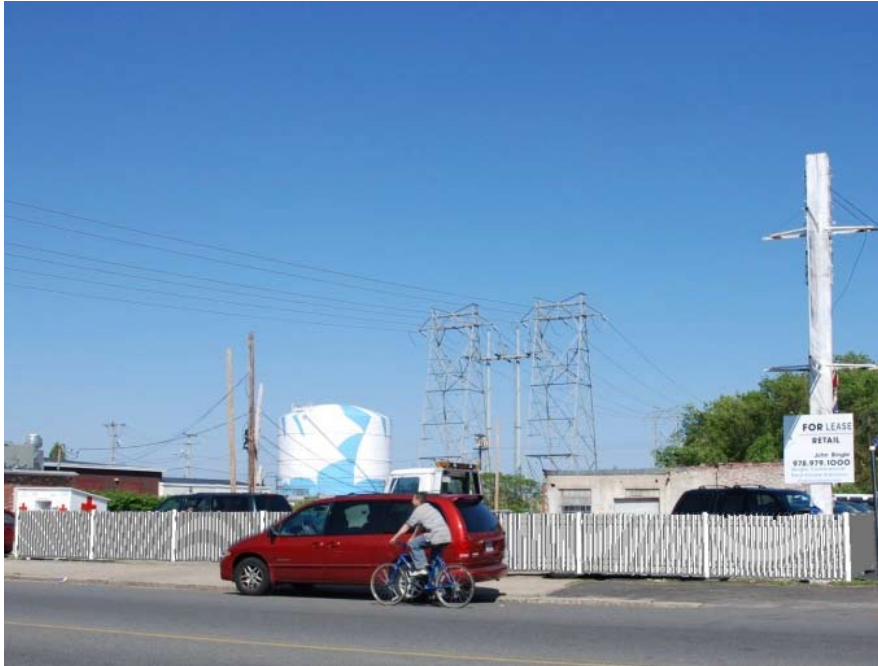
demolition

If demolition is approved and no new development is anticipated, the vacant lot must be screened from the street with landscaping and/or a fence. Alternatively, the lot can be wholly or partially landscaped without a fence or landscape screen or trees can be added to the property.

- **Screening** should be either a fence or shrubs no more than 4 feet high on Lafayette Street to conform to the existing Entrance Corridor Overlay guidelines. The height of fences and shrubs should be no more than 4 feet in other areas of the NPD. The fence or shrub screen must run along the entire front line of the property and at least the front half of both sides. If the parcel is a corner lot, both the front and the side fronting the corner must be entirely screened. Only the front half of the other side needs to be screened.
 - **Trees** must be at least 6 feet and have a caliper at least 4 inches when installed.
 - **Fences** should be constructed of natural materials, such as wood, metal, brick, and stone. Chain link fences are not allowed in the Entrance Corridor Overlay area. Vinyl and plastic fences are discouraged in all parts of the neighborhood.
- ▶ Brick walls should use historically appropriate brick. Bricks and mortar joints should be compatible in color, aggregate and joint profile with the building. Stone walls may be dry laid or set in a mortar that is historically appropriate in color, aggregate and joint profile. Split rail, stockade, and lattice fences should only be used in the rear and side yards.
 - ▶ The number of vehicular entrances through a fence or screen should be minimized. No more than one such entrance is preferred.

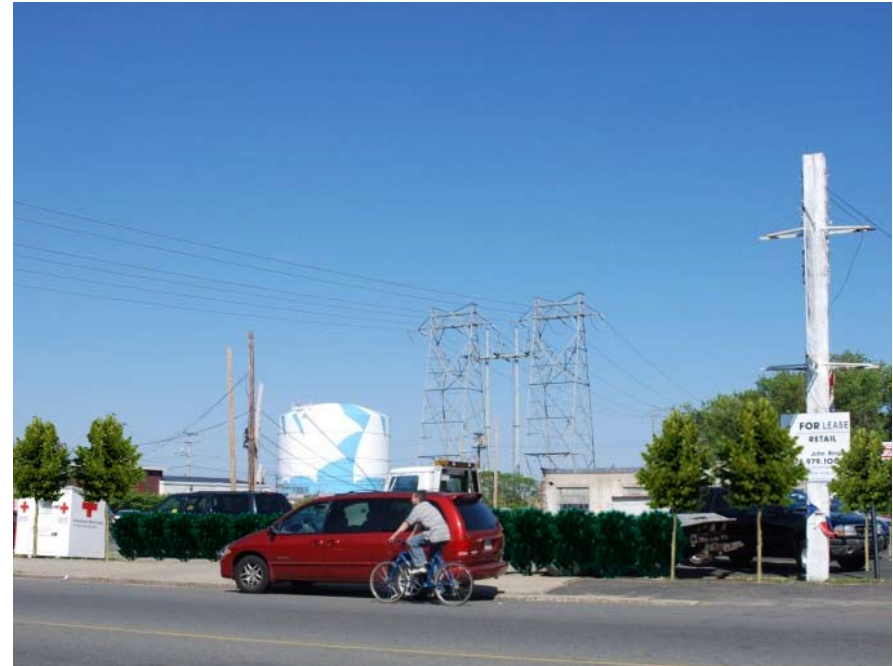
design guidelines

demolition



APPROPRIATE

Screening the vacant lot with a fence of approved height and materials helps obscure some of the cars and provides a more solid front to the lot.



APPROPRIATE

Screening the vacant lot with approved landscaping, including shrubs and trees, helps soften and partially hide the view of parked cars or an empty open area.

design guidelines

demolition



NOT APPROPRIATE

This vacant lot, filled with parked cars, detracts from the regular spacing and solidity of the block.



alterations to existing buildings

Most buildings are changed over time due to a variety of situations: updating the appearance of a building to suit the current owner's taste and prevailing fashions, adding or removing elements due to age, condition or new functions, and maintenance issues to name a few reasons. The purpose of the guidelines regarding existing buildings is to ensure that consideration is given to sensitive alterations that respect the original character of the building. As a result, taking some care to be sensitive will collectively contribute to the preservation of the neighborhood's overall character.

- **Only existing buildings over 50 years old** are subject to this review
- **Only changes to certain elements** would need to be reviewed by the Commission
 - The elements chosen for this advisory review are considered to be the most important elements of the Point neighborhoods' older existing buildings.
- Alterations include additions that are under 50 square feet in size (those over this size are included in the new construction guidelines) and changes to siding, architectural elements such as bays, porches, and roofs, and changes to original window and door openings.
- The Commission's review of proposed changes is **advisory**, not binding
 - The Commission is required to review only changes to the elements specified below in the design guidelines. While their review is advisory in the end, a project proponent must submit their plans to the Commission for review.
 - The Commission will provide suggestions to the project proponent on ways to make the proposed project more compatible with the neighborhood's character. The project proponent chooses whether or not to incorporate these suggestions in the project.

design guidelines

alterations to existing buildings

Removal and replacement of original building elements, such as siding, window and door trim, and cornices is subject to advisory review

- The appearance of replacement siding should be similar in appearance to the original siding on the building. For buildings with original clapboard siding, the width of the new courses should be similar to the original siding. For buildings with original wood shingles, the size, surface pattern, and width of the new shingles should be similar to the original shingles.

Even if replacement siding is installed, original elements on the building should be kept. They should not be covered over or removed to facilitate new siding installation. These elements include window, door and eave trim and cornerboards.

- Most Point neighborhood buildings exhibit minimal decorative detailing, true to their Colonial or Classical Revival styles. Removal of trim, such as door or window surrounds, decorative stones or plaques, or dentils, would negatively impact the building's character. Removal of trim is discouraged.
- The configuration of original window sash should be maintained, even if a newer replacement in another

material is installed. The number and appearance of panes in the upper and lower sash is both a stylistic and dateable feature on a building. If the building originally had multi-pane sash, its replacement with 1/1 sash can greatly change the building's historic appearance.

design guidelines

alterations to existing buildings



APPROPRIATE

Retention of the characteristic cast stone cornice, window arches, brick panels, and quoins on this Leavitt Street building is appropriate, rather than removing or covering them.



APPROPRIATE

This house retains most of its original 6/1 window sash, although the replacement of some window sash with more recent 1/1 sash on the first story illustrates how important the appearance of the sash is to the character of the house.

design guidelines

alterations to existing buildings



NOT APPROPRIATE

These two formerly identical houses both originally had porches with open railings. The porch on the right now has a closed railing, while the porch on the left is a complete replacement.



APPROPRIATE

Despite the addition of vinyl siding on the upper stories, this house does retain its first story shingles, wide simple window trim, and porch elements.

design guidelines

alterations to existing buildings

Addition of new bays and porches and removal of original bays and porches is subject to advisory review

- Many of the wood frame houses in the Point neighborhood originally featured open front porches, while many of the large brick apartment buildings had open multi-story porches on the sides and rears of the larger brick apartment buildings. The porch elements were usually simple in design, which was typical of the Colonial and Classical Revival styles that dominate the neighborhood.
- Removal of these original elements or replacement of some elements, such as replacing railings or columns with newer elements that are not similar is discouraged. If elements need to be removed due to deterioration, then replacements should be as similar as possible to the original elements.
- If new bays or porches are added to any building, their size and appearance should be proportional to the building and be simple in design.



The original multi-story porches on these buildings display simple detailing and are an important feature in the Point neighborhood.



Many buildings in the neighborhood have single or multiple story bays.

design guidelines

alterations to existing buildings



APPROPRIATE

This house retains its open front porch and two-story bay windows, which present a balanced façade.



NOT APPROPRIATE

The recessed porch in the center of the second story has been enclosed, contributing to this house's bland appearance.



NOT APPROPRIATE

The small added bay is too small proportionately for this house

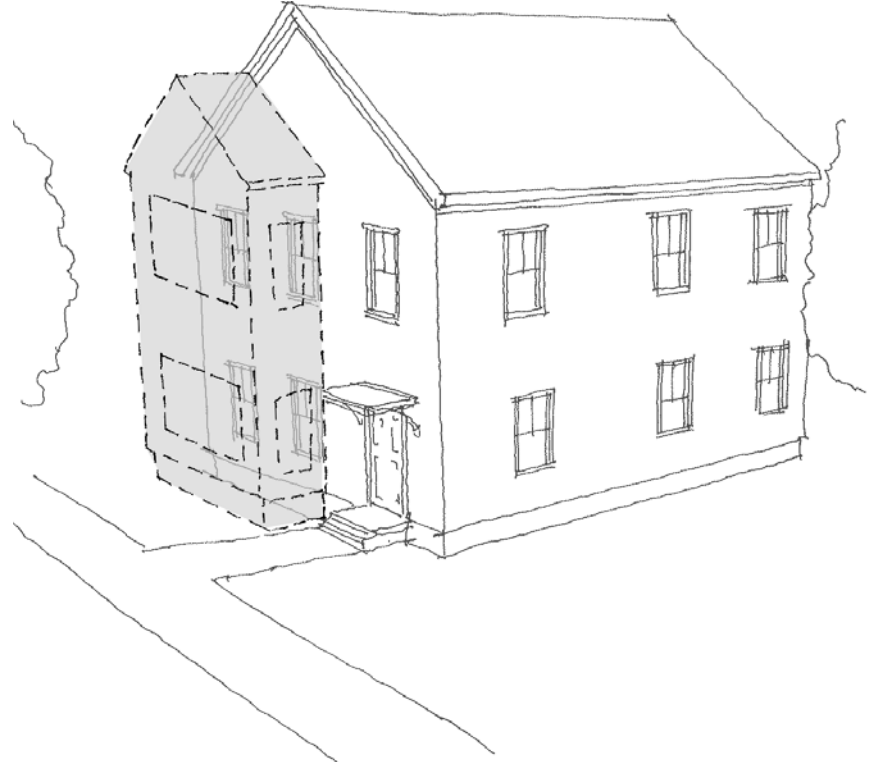
design guidelines

alterations to existing buildings



APPROPRIATE

The size of the new front bay displays an appropriate scale to the existing house.



NOT APPROPRIATE

The size of this new front bay window overwhelms the house.

design guidelines

alterations to existing buildings

Alterations to roofs, including the addition or removal of dormers, changes in roofline, and skylight additions are subject to advisory review

- No one roof type characterizes the Point neighborhood's buildings, although a front gable is the most common. Roof types in the neighborhood also include side gable, hip, gambrel and flat roofs.
- Buildings with hip roofs typically would originally have dormers. Buildings with side and front gable roofs typically did not originally have dormers.
- Alterations to the roof that are subject to advisory review are those that change the roof's shape and profile. These alterations would include addition or removal of dormers, skylights, enlargement of existing dormers, and roof decks. The size and configuration of these elements is most important. Dormers, decks, and skylights that overwhelm a roof by their size are discouraged. If dormers are added, the roof type and pitch should be similar to that of the building.

- Equipment on roofs, such as satellite dishes, antennae, solar panels, photovoltaic units, wind turbines, etc. are also subject to advisory review. Placing this equipment so that it is not visible from the street is preferred.
- Replacement of roof coverings is not subject to review.

➤

Roof types in the Point neighborhood include hip, side gable, flat, and front gable. The front gable and hip are the most commonly seen roof types. This view of Harbor Street includes buildings with (from left to right) a hip, front gable and flat roofs.

➤

Dormers are typically the same roof type as the main roof. On Congress Street, the original dormers centered in the roof follow the main hip roof. The larger and more recent shed roof dormer on the house at the right does not conform to this practice.

design guidelines

typical roof types



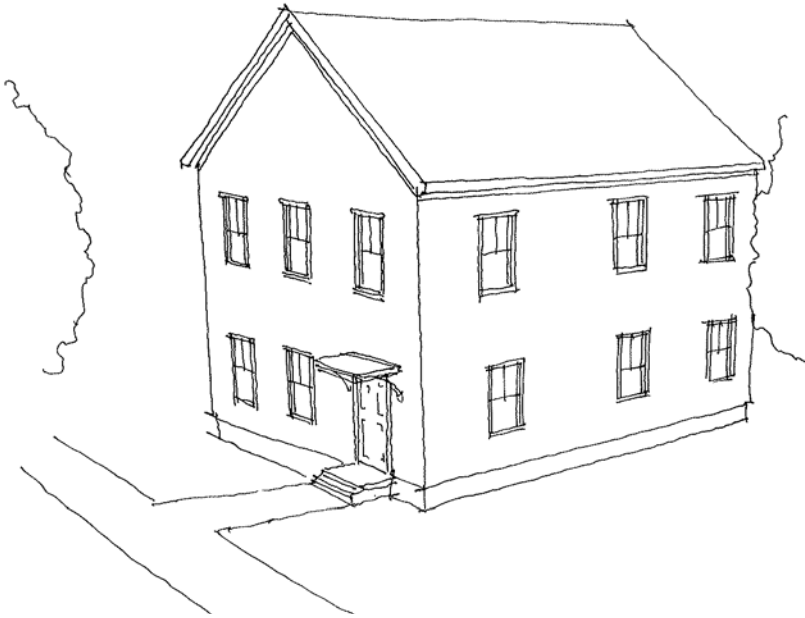
The vast majority of brick apartment buildings in the neighborhood have flat roofs; most also feature a classically detailed cornice.



A rooftop addition to the one-story house on the right foreground would be appropriate, since so many houses nearby are two and three stories in height.

design guidelines

alterations to existing buildings



BEFORE

Homeowners add dormers to create more livable space at the roof level of the house.



AFTER

These dormers are appropriately-sized to the scale of this house.

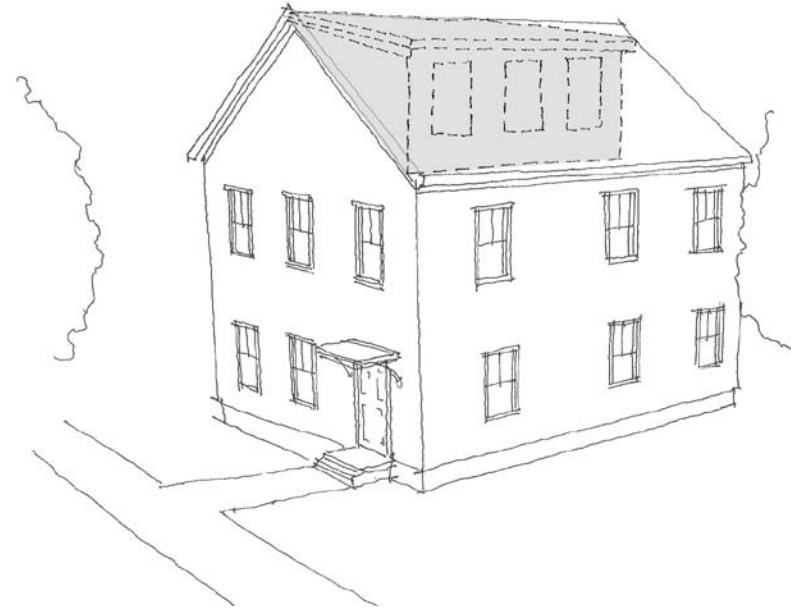
design guidelines

alterations to existing buildings



AFTER

This single dormer is appropriately sized for the roof of this house.



AFTER

This large shed-roofed dormer overwhelms the house, especially because it is set so close to the front of the house.

design guidelines

alterations to existing buildings

Alterations to existing storefronts are subject to advisory review

- Throughout the Point neighborhood are buildings that originally had a storefront or other commercial use on the first story and residences in the upper stories. Some of these building's first story has been converted to residential use. Many of the existing storefronts have been altered. Alterations include larger or smaller window openings, replacement sash and doors, and materials that frame the storefront.
- Larger window openings are preferred, unless the building was originally a residence only.
- Painted wood, steel and aluminum for framing and structural elements are preferred.



This storefront originally had much larger windows. Larger windows are preferred over smaller windows for storefronts.



The original storefront space of this building is now an apartment. The infill of vinyl siding and smaller windows within the storefront area for this purpose is typical in the neighborhood. The larger storefront windows might have been retained in this conversion, although additional window covering would be required.

design guidelines

alterations to existing buildings



BEFORE

The small storefront windows on this former residence give the building a closed-up and unwelcoming appearance.

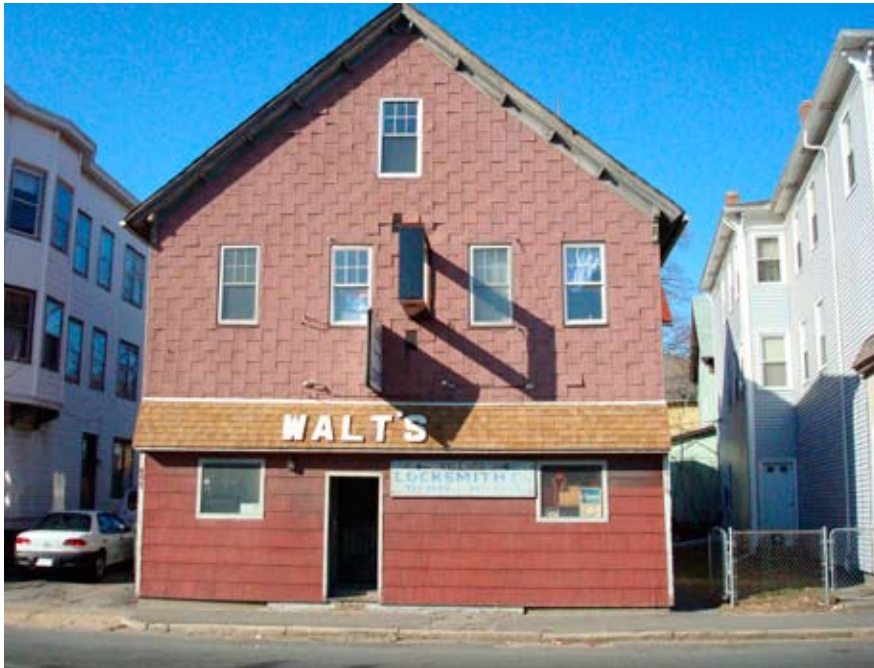


AFTER

Opening up smaller window openings for a more traditional storefront on an older building provides more attractive window display areas, a sense of security and interest on the street for pedestrians, and is usually then a better proportioned section of the building.

design guidelines

alterations to existing buildings



BEFORE

This building was always used for commercial purposes, but its original large storefront windows were removed and replaced with small windows and a shed roof.



AFTER

This new traditional storefront features large display windows with panels below, a recessed entrance, and an awning that shades the entrance and windows.

design guidelines

alterations to existing buildings



BEFORE

Another example of how smaller windows and opaque materials at the pedestrian level result in an uninviting appearance.



AFTER

Large open windows in the storefronts make a tremendous difference in the buildings and in the street view.

design guidelines

alterations to existing buildings

Storefront alterations to houses proposed to be converted to commercial use should retain the original window and door arrangements, especially on the front of the house.

Guidance on storefront designs is available in the publication, City of Salem Commercial Design Guidelines. Sections of this publication are devoted to storefront design in general, and the Lafayette Street Corridor as well.



The more recent storefront addition completely covers the original first story of this residence.



These two Congress Street apartment buildings are very similar, but the one on the right always had a residential use at the first story. The building on the left might have employed the same size windows in its storefront conversion to residential use.

