

TO: HISTORIC LANDMARKS COMMISSION

THROUGH: Lisa Anderson-Ogilvie, AICP, Deputy Community Development Director and Planning Administrator

FROM: Kimberli Fitzgerald, AICP, Historic Preservation Officer

SUBJECT: Former State Insurance Co. Building, the Saffron Building & former UGM Mission Buildings Demolition, Sale and Mitigation

ISSUE:

Mitigation for the former State Insurance Co. Building, Saffron Building & former UGM Mission Building 311, 325, 345, 355, 365 Commercial Street NE and 279 and 263 and 291 Chemeketa St. NE, 240-270 Center St. NE, 350 and 360 Front Street NE sale and Mitigation

RECOMMENDATION:

Information Only.

SUMMARY AND BACKGROUND:

The City of Salem Urban Development Department has been directed by the Salem Urban Renewal Agency to move forward with the redevelopment (demolition and sale) of the buildings on the block located at the northwest corner of Commercial Street NE and Chemeketa Street NE comprising the site of the former State Insurance Co. Building, the Saffron Building and the former UGM Building located at 311, 325, 345 Commercial Street NE and 285 Chemeketa Street NE (Marion County Assessor's Tax Lot 073W22DC04300, 073W22DC04200, 073W22DC04100, 073W22DC04000, 073W22DC03900, 073W22DC03800, 073W22DC03700, 073W22DC03400, 073W22DC03300, 073W22DC03200, and 073W22DC03100) (**Attachment A**).

FACTS AND FINDINGS:

Consultation and Mitigation Required

Oregon Revised Statute (ORS) 358.653 requires that the City of Salem consult with the Oregon State Historic Preservation Office (SHPO) to consider the effects of this undertaking (the sale of the property into private ownership) on historic properties. The SHPO has not yet made a determination regarding the eligibility of these buildings for listing on the National Register of Historic Places and has not yet determined whether or not the proposed sale of the property into private ownership will constitute an adverse effect to these potential historic resources and whether mitigation is required. However, the City of Salem Urban Development Department is interested in obtaining input from the HLC early on in the process in order to adequately prepare a proposal for mitigation should it be required. Initially, the Urban Development Department has proposed development of a salvage plan, which will include the identification of key architectural features to be salvaged prior to demolition (**Attachment B**). Additional input regarding the redevelopment of the site has been received from Richard

Nelson, an interested party who has expressed interest in ensuring that the history of the site is preserved and interpreted (**Attachment C**).

SRC 230.082. Public Historic Mitigation

Salem Revised Code 230.082, Table 230-5 outlines the appropriate level of mitigation that public agencies should offer based upon the activity proposed. In this particular case, the proposed undertaking is demolition as well as a change in ownership (from public ownership to private for a portion of the property). This would be a Level Three Adverse Effect and therefore the following mitigation is recommended:

SRC 230.082 (b)(2)(C) Level Three: Major Adverse Effect. Work results in demolition of a historic resource. Mitigation shall include photo documentation of historic resource prior to commencement of demolition. ILS level documentation of the historic resource, and the development of both on-site and stand-alone educational materials which will meaningfully educate the public about the historic resource, and donation to the City's Historic Preservation Trust Fund, as provided in this subsection. Examples of stand-alone educational materials include, but are not limited to, informational websites and pamphlets. A digital version of any educational materials shall be provided along, and adequate hard copies printed for distribution by the City. On-site materials include, but are not limited to, informational kiosks or panels containing historical photos, architectural information and maps relating to the historic resource and site that are installed on the site of the historic resource. The public agency shall donate 0.1 percent of the estimated market value of the historic resource to the City's Historic Preservation Trust Fund.

Additionally, the property is within the City of Salem's Cultural Resource Protection Zone (Cultural Resource Protection Zone) and there is a high probability that there are unidentified archaeological resources on the site, therefore staff recommends that the HLC request that an archaeological testing and monitoring plan must be completed in consultation with the Oregon SHPO as part of any private redevelopment that includes ground disturbing activity to better ensure that no potential archaeological resources are adversely impacted by any future redevelopment.

HLC Alternatives

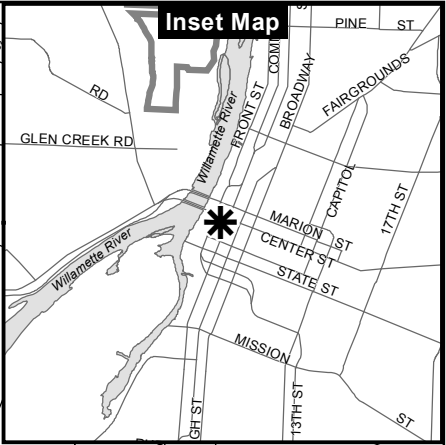
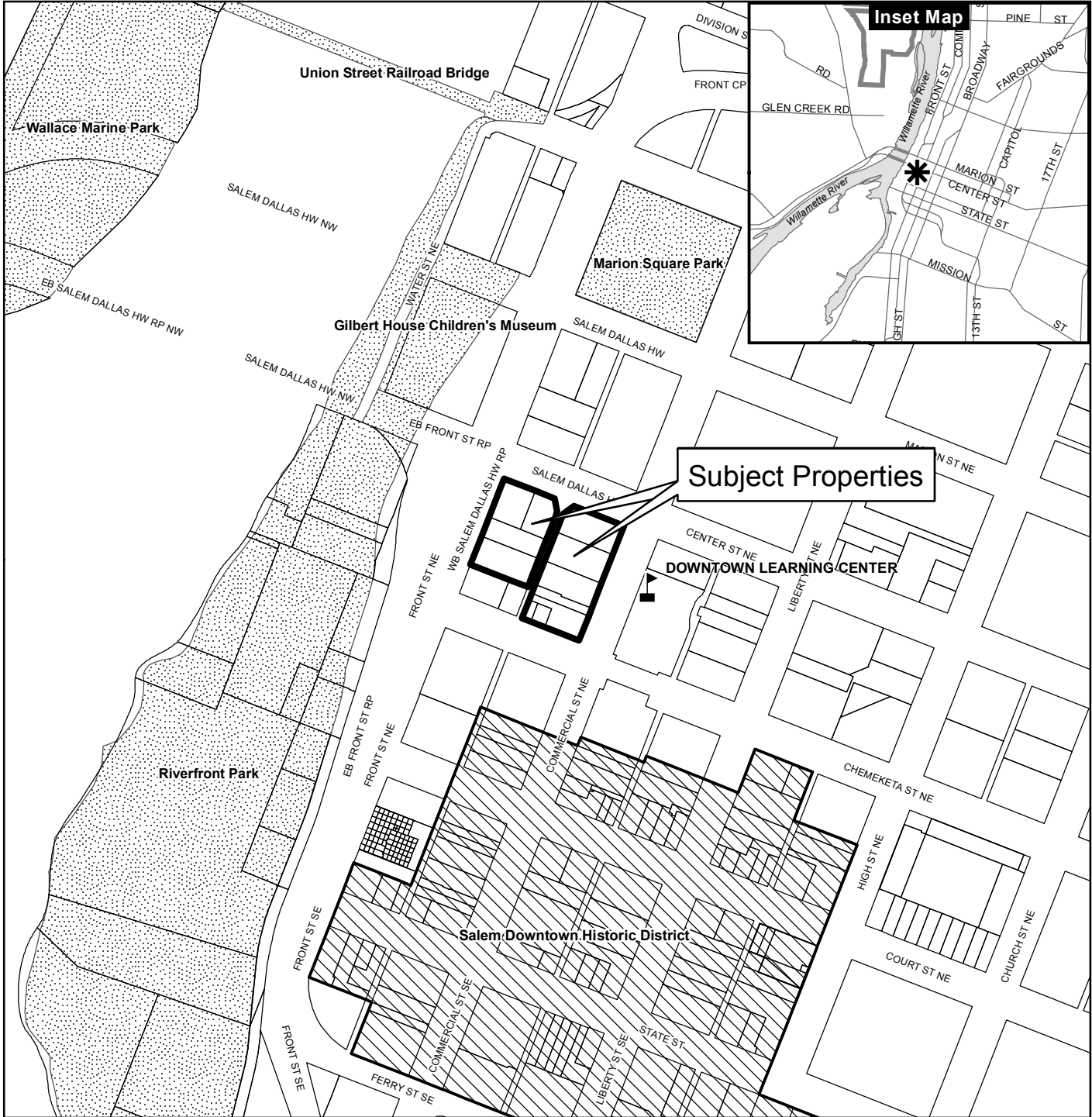
The HLC does not have the authority to make a determination regarding the proposed mitigation, however the HLC has the following alternatives:

1. **No Action**. The HLC is not required to take any action or make any comment regarding the mitigation.
2. **Letter of Recommendation**. Should the HLC find that mitigation is recommended for demolition of resources and sale of property, the HLC can authorize staff to draft a letter to the Urban Development Department recommending proposed mitigation for redevelopment of the site.

Should the HLC vote to comment or make a recommendation, a letter would be forwarded to the City of Salem's Urban Development Department and a copy will be sent to the Oregon SHPO for their consideration as part of their evaluation of the proposed demolition and redevelopment of the publicly owned property into private ownership in compliance with ORS 358.653.








Attachment: (A) Vicinity Map
(B) Urban Development – photos of features proposed to be salvaged
(C) Richard Nelson comments

Proposed Redevelopment
Taxlots 073W22DC0
3100/3200/3300/3400/3700/3800/3900/4000/4100/4200/4300



Subject Properties

Legend

-  Taxlots
-  Urban Growth Boundary
-  City Limits
-  Outside Salem City Limits
-  Historic District
-  Schools
-  Parks



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Urban Development: Proposed Salvage Inventory

Cast Iron Columns



Window & Decorative Arch



Interior

Bank Vault



Old Growth Structural Beams -- Exterior Wooden Slider Door



Wallpaper sample



Documentation of interior signage - Brick salvage



Former Union Gospel Mission Thoughts and Proposals

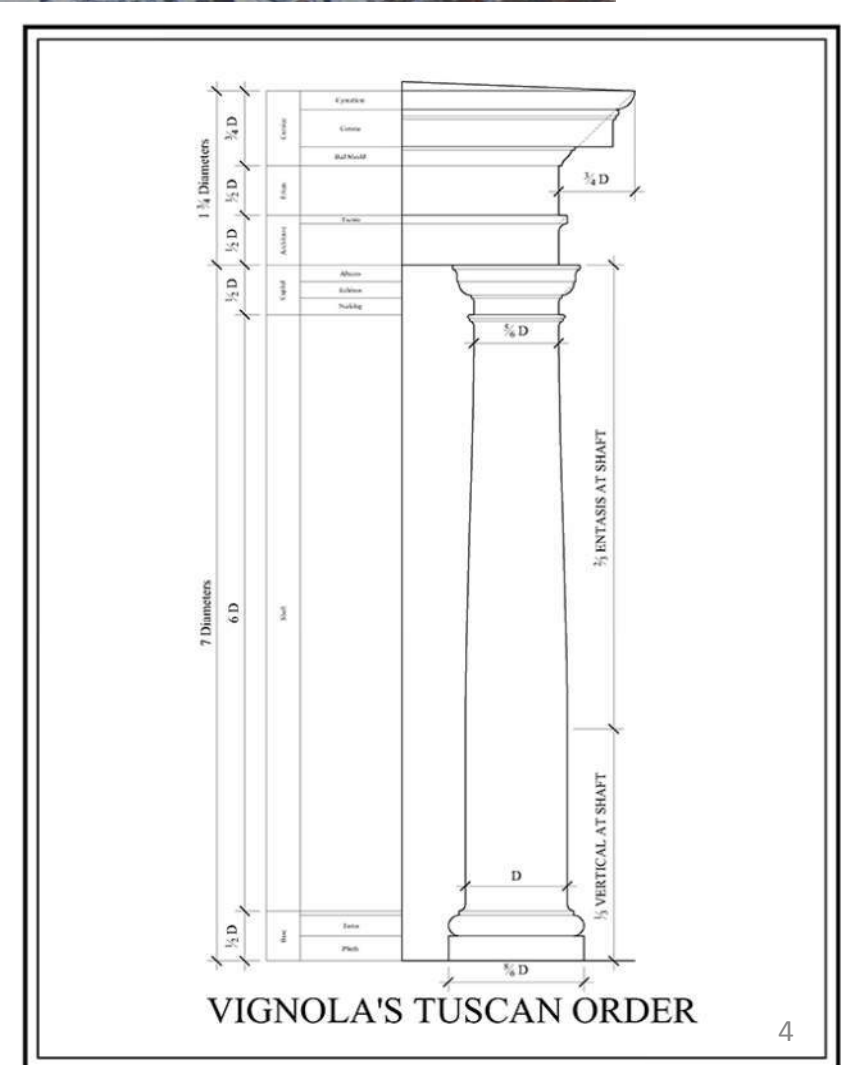
History of the Site

- The site was originally part of Salem's historic downtown historic. In fact the small remnants left on this site are all that remains of historic architecture on this block. Not only would be helpful to have these remnants be part of the city's historic downtown again but they add value to the city as a whole and add to the vibrancy of the city.

Why save these buildings?

- Modern architecture at the turn of the century looks so modern and daring because it was in context of 19th century architecture. In fact some of the most important pieces of early modern architecture in the United states are in Chicago and they were ground breaking in their day. However many of these once striking buildings do not have the same impact now that all the 19th century architecture has been demolished. A bunch of glass boxes together without context are not very exciting. Having a mix of architectural styles makes for a much more interesting city.

Understanding the classical language

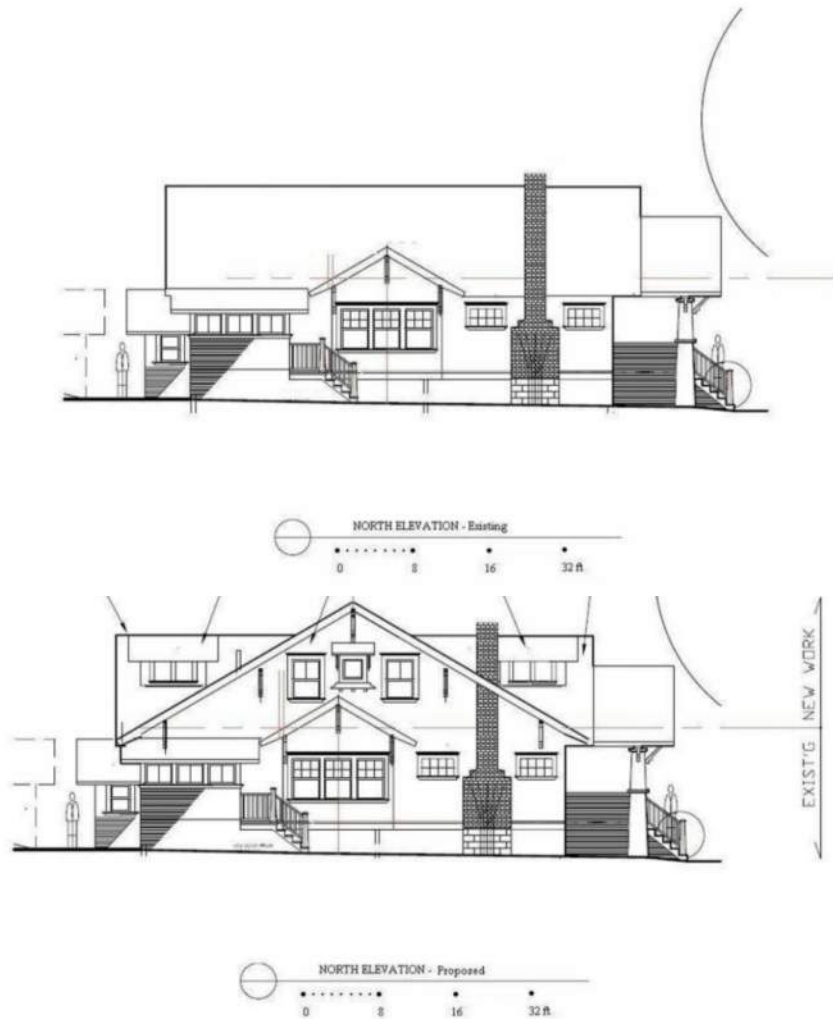


- With these two photos side by side one can see one of the abstracted principals of classical architecture in play. Classical architecture was traditionally based on the “classical orders” which are styles of columns. In this photo you can clearly see how the column’s proportions are influencing this building. It is as if the building is a Tuscan order column that has been extruded into the “envelope” or exterior walls of this building.

- This building is most likely from the 1920's and is made of concrete. This a great local example of a modern style of classical architecture. Classical architecture is primarily about scale and proportions rather than merely ornamentation. My point being that the scale and proportions of the former YMCA building or state insurance building can be used to create a new building that shares the same language of the existing while at the same type creating a new composition of contemporary classical architecture. This same concept can also be utilized in regards to the other building on the site which retains it's original cast-iron columns.

- Because of the complexity of the original design of the former YMCA or State Insurance building I do not feel that it is advisable to recreate the building as it existed at the turn of the century. However the lower floor could be restored as a base to then build a new floors above which would create a new piece of intergraded new classical architecture. The design would be based on the existing proportions as well the the new parameters for creating a viable mixed use building for the current era.

For example:



- In these photos and architectural drawings one can see the an existing craftsman house from the turn of the century as well the the proposed and completed addition to this building. This addition is so sensitive to the building that it looks as if it was always been there. This is because the addition is sensitive to the scale, proportions and details of the existing building. I feel that this is the right approach for the former union gospel mission site. Not recreation but restoration and sensitive additions to enable the buildings to be adaptively reused.

Why save/restore/adaptively reuse these buildings?

- Because of the history.
- Because of the sustainability
- Because of the tourism
- Because of beauty
- Because it creates a more dynamic street
- Because preservation is good for the economy
- Because it's the right thing to do.
- Because it's a once in a lifetime opportunity.

History of the site



- In the two photos shown above one can see the historic building as it was around 1930 and then what the building looks like today. Much of the building has been destroyed. However there is value to be found and still part of the historic architectural fabric left to be uncovered and reutilized.

- Both buildings on site have some original features and proportions to utilize and the former YMCA building shown on slide 11 has an important history. It is the most and only preserved building left in Salem with a historical connection to Herbert Hoover who used to live and work in Salem and in fact worked in this building while he lived in Salem.

- Here are two local blog articles that talk more in depth about the site and it's history with Herbert Hoover who used the nick name Bert.

<https://breakfastonbikes.blogspot.com/2021/09/city-council-september-13th-make-un-hooverville-affordable-housing-former-ugm-saffron-site.html?m=1>

<https://breakfastonbikes.blogspot.com/2020/03/herbert-hoover-cleaning-stables-and-involuntary-dismounts-in-1920.html?m=1>

Bank vault door from the State Insurance Building or (YMCA)



- The photos above show two bank vault door assemblies. The one on the left is a photo of the bank vault door in the State insurance building (YMCA). The other photo shows a vault from the same time period fully restored with its original vault door.
- This is an important feature and would have been something Hoover would have directly interacted with during his time working for the insurance company.

How do we move forward?

- We need to create a set of “as built drawings” of both the current and original conditions of these buildings.
- These drawings will inform the development moving forward with the planning process to incorporate the site’s existing condition as well as the new building parameters.
- These drawings will also inform both the structural and facade design for the reconfigured buildings.

What are as built drawings?



- As built drawing are the “construction drawings” of a building that already exists. The photos above show an as built drawing created using a few measurements and a photograph to create a measurable drawing with high accuracy. These types of drawings for the site would be helpful for nay design decision moving forward.

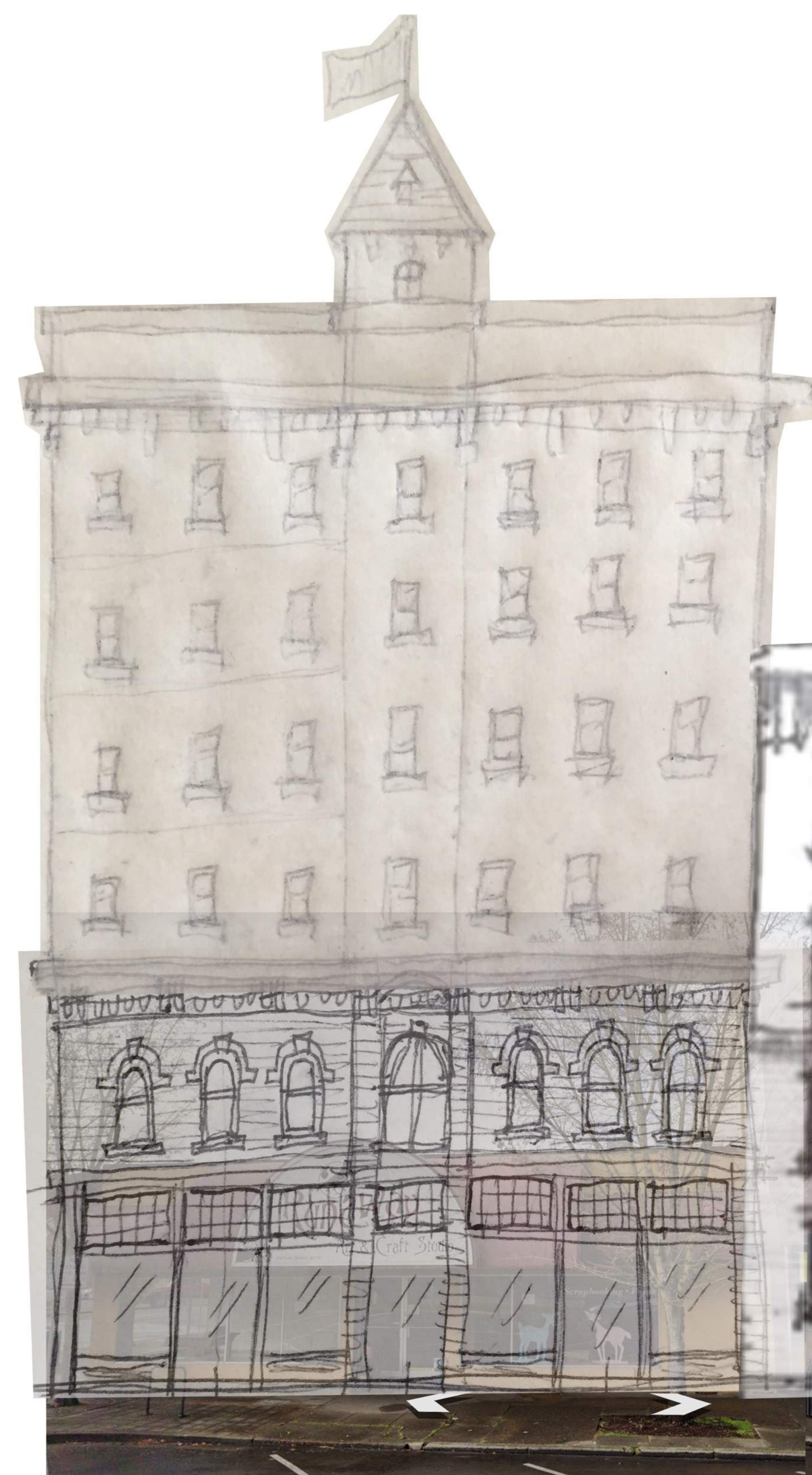
- Final thoughts:

Because of the site's historical importance creating an adaptive reuse plan of the site is essential.

Using the classical language to create sensitive additions to the existing buildings the city can have new building compositions that keep the historic architectural fabric of these buildings intact while creating buildings that better serve the communities needs.

- Trades to utilize for this project.
- On side 8 of this presentation the craftsman house addition and drawings are the work of the firm New Traditional Architecture in Portland and I can think of no better firm for the type of project I am proposing.
- https://www.facebook.com/New-Traditional-Architecture-NTA-105067519591177/?ref=page_internal
- An other trades person with very high level sensitivity and skill is Monitor Millwork which creates new windows and doors using historic methods.
-
- <https://monitormillwork.com/>

- Thank you for reading!





Kimberli Fitzgerald

From: Richard Nelson <richardbnelson7@yahoo.com>
Sent: Monday, October 4, 2021 2:26 PM
To: Kimberli Fitzgerald
Subject: Re: Historic fragments on proposed redevelopment site
Attachments: union gospel mission buiding proposal.pdf

Hello there, Sorry I keep sending you information. lol I found a photo of the "old Union Gospel mission" building. I think it is an awkward building and would be too difficult to recreate the brickwork. I came up with the new facade using the "Salem vernacular style" I used the buildings original proportions and then used photoshop to add the other elements. I used images of architectural elements from buildings around downtown Salem to create and new design. I'm just dreaming. Also note the building is in the back of this photo. It has a lot of complexity in its brickwork and has a gothic or castleation vibe. It would be very hard to recreate this. While the building I have generally suggested would be much easier to create. It is mostly flat and then has the trim applied would can still be purchased from many catalogs today. Some of the details may be under the tin on the building. It would be nice to tear all of it off to see what is there.
Regards, -Richard Nelson



On Sunday, October 3, 2021, 03:50:58 PM PDT, Richard Nelson <richardbnelson7@yahoo.com> wrote:

Here is the after file.

On Sunday, October 3, 2021, 03:45:57 PM PDT, Richard Nelson <richardbnelson7@yahoo.com> wrote:

Hello there, I visited the site today and I also have learned a lot more about the site from research that is very interesting. Should talk again sometime about these discoveries. Also I added to the sketches I sent you in my last E-mail to come up with a general site plan for development. I used my sketches of the "existing buildings" as well as some more modern building sketches I found online. I think it really shows how nice the site can be while preserving/ restoring the two buildings with elements still remaining. Let me know what you think.

Thanks, -Richard Nelson

P.S. I have to send my pdf files of the before and after as two e-mails because of the file size.

On Friday, October 1, 2021, 03:59:22 PM PDT, Richard Nelson <richardbnelson7@yahoo.com> wrote:

Hello, I hope you have a great weekend. I'm just sending you some general concept sketches and reference photos for the old YMCA building. These were just quick sketches of a concept of the lower floors to be restored and then have a mid rise apartment building be built above in a similar scale to the Koz building.

Regards, -Richard

On Tuesday, September 28, 2021, 6:20:29 PM PDT, Richard Nelson <richardbnelson7@yahoo.com> wrote:

Hello there, here is a more detailed "letter" of my thoughts and proposals. Let me know if you have any questions. Also thanks for talking the time to meet with me.

Thanks, -Richard Nelson

On Tuesday, September 28, 2021, 03:21:07 PM PDT, Kimberli Fitzgerald <kfitzgerald@cityofsalem.net> wrote:

Oh that's cool!

From: Richard Nelson <richardbnelson7@yahoo.com>
Sent: Tuesday, September 28, 2021 3:16 PM
To: Kimberli Fitzgerald <KFitzgerald@cityofsalem.net>
Subject: Re: Historic fragments on proposed redevelopment site

<http://castironbank.space/2018/07/10/amazing-1900s-bank-vault-door-cast-iron-trim-complete/>

I'll send an other Email but I thought you would find this interesting. This post is about a similar bank vault to the photo you sent me.

Thanks, -Richard

On Tuesday, September 28, 2021, 2:23:04 PM PDT, Kimberli Fitzgerald <kfitzgerald@cityofsalem.net> wrote:

From: Richard Nelson <richardbnelson7@yahoo.com>
Sent: Tuesday, September 28, 2021 8:24 AM
To: Kimberli Fitzgerald <KFitzgerald@cityofsalem.net>
Subject: Re: Historic fragments on proposed redevelopment site

Hello there, no worries about not being able to meet in person. I can call at 2:00 so I'll talk to you then.

Thanks, -Richard

On Tuesday, September 28, 2021, 7:40:56 AM PDT, Kimberli Fitzgerald <kfitzgerald@cityofsalem.net> wrote:

Good morning Richard; I don't have time to meet today, but I do have time to talk on the phone this afternoon. I'm free at 2 pm today if that works for you to call me?

Kimberli Fitzgerald, AICP/RPA (she/her)

Historic Preservation Program Manager

Historic Preservation Officer & City Archaeologist

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From: Richard Nelson <richardbnelson7@yahoo.com>
Sent: Monday, September 27, 2021 5:09 PM
To: Kimberli Fitzgerald <KFitzgerald@cityofsalem.net>
Subject: Re: Historic fragments on proposed redevelopment site

Hello there, thanks for responding to my E-mail. I would be willing to meet tomorrow if you wanted. I know it's late notice. I could also talk on the phone if that works better. I'm off all day tomorrow I just have a haircut around noon but other than that I'm free. I have some thoughts and suggestions that I think would be helpful. Thanks for your time.

Regards, -Richard

On Monday, September 27, 2021, 3:35:27 PM PDT, Kimberli Fitzgerald <kfitzgerald@cityofsalem.net> wrote:

Hi Richard;

Good to hear from you. I toured the building(s) and site last week and worked with Clint Dameron from UD to identify portions of the building/site that are character defining with the intention of save/salvaging as many of these features as possible to try to incorporate them into the new development on the site.

I think it will also be important to do interpretation on the site as well to educate the public as to the importance of this block. The HLC will be working on their annual workplan for 2022 in November/December – so any input you would like to provide to them as they work on this Plan for next year would be welcome.

Kimberli

Kimberli Fitzgerald, AICP/RPA (she/her)

Historic Preservation Program Manager

Historic Preservation Officer & City Archaeologist

City of Salem | Community Development Department

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From: Richard Nelson <richardbnelson7@yahoo.com>
Sent: Monday, September 20, 2021 9:18 AM
To: Kimberli Fitzgerald <KFitzgerald@cityofsalem.net>
Subject: Historic fragments on proposed redevelopment site

Hello there, I'm writing in regards to the general site of the former Union Gospel Mission. In the general area now known at the mall side of town there used to be a historic downtown section. On the site of the proposed redevelopment there are fragments of historic buildings. There should be a salvage plan for the cast iron ornamental elements at a minimum however I think one building might be worth incorporating into the redevelopment. In Berlin they just reconstructed an entire palace because of its historic significance what I'm hoping for is much smaller. The building that I think should be preserved is the fragment of the building Herbert Hoover worked in when he lived in Salem. It's in a rough state but the building could be added to in a classical design approach that gives it a new life and purpose as well as meets the housing needs of our community. We don't have anything left for our two most important political figures for historic sites left in Salem that are preserved after the demolition of the Court Apartments. Hoover's house in Highland is totally unrecognizable and this is the last shred left. People do the kind of development I am proposing all the time and there are many examples of this type of development in nearby Corvallis.

Thank you for you time and consideration.

Regards,-Richard Nelson

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<https://breakfastonbikes.blogspot.com/2020/03/herbert-hoover-cleaning-stables-and-involuntary-dismounts-in-1920.html?m=1>







