

TO: HISTORIC LANDMARKS COMMISSION

THROUGH: LISA ANDERSON-OGILVIE, AICP, DEPUTY COMMUNITY DEVELOPMENT DIRECTOR AND PLANNING ADMINISTRATOR

FROM: KIMBERLI FITZGERALD, AICP, HISTORIC PRESERVATION OFFICER

DATE: NOVEMBER 21, 2024

SUBJECT: SUPPLEMENTAL STAFF REPORT FOR HIS24-16- HISTORIC DESIGN REVIEW OF WILLAMETTE BASEBALL FIELD IMPROVEMENTS

SUMMARY AND BACKGROUND

The Historic Landmarks Commission opened the public hearing on this proposal on October 17, 2024. After the staff report was issued, and prior to the public hearing, Jon Christenson submitted written testimony dated October 17, 2024 on behalf of himself, Dan Simmons and Ellen Stevens (**Attachment A**).

During the public hearing, oral testimony was provided by Laurie Walker, Jim Schepke, Joan Stembridge, Rob Stemmeck, Evan West and Kathy Lingo. While Evan West (SCAN President) provided testimony as an individual, there was no official oral testimony provided the SCAN Neighborhood Association. Several SCAN Board members (Laurie Walker and Jim Schepke) stated that overall, they supported the proposal. Additionally, they each stated that the written testimony submitted to the HLC from the SCAN Historic Parks and Gardens Committee (HPPG) was never brought to the full SCAN Board for a vote and did not reflect the views of the SCAN Board, but that of just one of their committees.

On October 17, 2024, the HLC continued the public hearing until November 21, 2024, however at the time of the writing of this supplemental staff report, no new written testimony has been received other than additional information from the applicant (**Attachment B**). Below is information offered by staff in response to both the written testimony received since issuance of the initial staff report for this case as well as the oral testimony received at the hearing.

TESTIMONY AND STAFF RESPONSE

Jon Christenson, Dan Simmons and Ellen Stevens identified concerns regarding the potential adverse impacts of the intrusion of Willamette sports facilities and specifically the adverse impacts to Bush's Pasture Park of the proposed Baseball field improvements (the impact of the use of the new use South Gate); the lack of application

of the Cultural Landscape Plan, as well as stating they supported the testimony of the HPPG Committee and Kathy Lingo.

Evan West identified significant concerns regarding the applicant's proposal, stating that they had not provided sufficient evidence demonstrating the applicable criteria had been met. West stated that the applicant is required to demonstrate the impacts of the proposal upon Bush's Pasture Park and the surrounding residential neighborhood, as well as demonstrate compatibility with contributing resources throughout the district.

Both Joan Stenbridge and Kathy Lingo provided oral testimony supporting their written testimony and identified concerns relating to the application of the CLMP and the potential adverse impacts to Bush's Pasture Park and the surrounding historic district due to the increased intensity of use of the Baseball field, and the change of use of the south gate.

- 1. The Bush's Pasture Park and Deepwood Estate Gardens Cultural Landscape Management Plan (CLMP) was adopted by City Council as a design and land use document and therefore should be utilized by the HLC as a tool to evaluate the impacts of the proposal upon the historic district. (Christenson, Simmons, Stevens, Stenbridge, Stemmeck, Lingo)***

Staff Response:

The Salem City Council approved the CLMP in 2021 but did not adopt the Plan. The CLMP is a management tool, designed to guide City Parks staff in decision making related to capital park improvements and does not include any regulatory requirements that the HLC is responsible for. Salem Revised Code 230 Historic Preservation defines the land use processes and criteria the HLC must utilize when evaluating a proposal through the historic design review process.

- 2. The proposal is an intrusion into Bush's Park causing an adverse effect to both the Park and the surrounding residential resources. The proposal results in a more intensive use of the Baseball field, and the relocated gate, a new public entrance south of the existing grandstand will threaten contributing vegetation in the Lower Pasture. (Christenson, Simmons, Stevens, Stenbridge, Stemmeck, Lingo)***

Staff Response:

While the HLC is responsible for evaluating the proposal against the applicable criteria in SRC 230.070, the HLC does not have the authority to regulate the encroachment of Willamette sports fields into Bush's Pasture Park nor the increased intensity of use. The encroachment agreement approved by City Council in 2024 commits Willamette University and the City of Salem to an annual review, which requires an assessment of the impacts on the park and surrounding community related to pedestrian impacts, parking, noise, and light impacts. Any unintended impacts shall be addressed before the Agreement is renewed.

- 3. The applicant has not met the burden of proof demonstrating that the***

applicable criteria have been met under SRC 230.070. Specifically, the applicant should provide an assessment of the compatibility of the improvements with the surrounding park, as well as the residential resources. (West)

Staff Response:

The applicant submitted supplemental information including a detailed inventory of existing features/materials within both Bush's Pasture Park as well as the surrounding residential district providing an assessment of the compatibility of the proposed improvements in support of their case that overall the proposed alterations and additions to the existing John Lewis Field at Keene Stadium are compatible with the general character of the Bush's Pasture Park Historic District (**Attachment B**).

Attachment: A. Christenson, Simmons and Stevens written testimony (10-17-24)
B. Applicant's Supplemental Testimony and Materials List

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Kimberli Fitzgerald

From: Zachery Cardoso
Sent: Thursday, October 17, 2024 2:35 PM
Subject: FW: HISTORIC LANDMARKS COMMISSION Case No. HIS24-16 for 730 Mission St SE: Review and Comments Part 1 - Request for a Continuance until the Nov 2024 HLC Meetig or for the Written Record to remain open for, at least 7 days

Hello Commissioners,

Here is some last minute testimony we have received. A print version will be available at the hearing tonight.

Zachery Cardoso | 503-540-2304

City of Salem | Community Planning and Development Department | Planning

From: Jon <scanh2025@gmail.com>
Sent: Thursday, October 17, 2024 2:30 PM
To: Kimberli Fitzgerald <KFitzgerald@cityofsalem.net>
Subject: HISTORIC LANDMARKS COMMISSION Case No. HIS24-16 for 730 Mission St SE: Review and Comments Part 1 - Request for a Continuance until the Nov 2024 HLC Meetig or for the Written Record to remain open for, at least 7 days

From: Jon Christenson, Dan Simmons, Ellen Stevens

To: HISTORIC LANDMARKS COMMISSION

City of Salem

Attn: Kimberli Fitzgerald, Case Mgr. CASE No.HIS24-16 for 730 Mission St SE

Dear Members of the Historic Landmarks Commission:

The proposal before you, Case No. HIS24-16, is the most significant case and decision on the Gaiety Hill/Bush's Pasture Park National Historic District to come before the Commission since the District was founded 1986.

1. A MAJOR INTRUSION: we quote, "Bush's Pasture contains one major intrusion. A 9-acre parcel of this property was sold to Willamette University in 1946 and now contains McCulloch Stadium and ballfields" (Item 7, page 8).

The University proposal significantly expands this major intrusion into Bush's Pasture -- and **adds major commercialization into the very center of a primarily residential National Historic District**. The boundaries of the NHD were carefully delineated to protect against further commercial encroachment.

The promoter, Salem Baseball, and University are changing the perception of the GH/BPP cultural landscape. Salem Baseball (Marion Berries website) is actively misrepresenting the GH/BPP NHD location as downtown, "**Willamette University's Ballpark at Bush's Pasture Park in downtown Salem.**" The ballpark is not downtown, The ballfields are not in Bush's Pasture Park.

2. A LINE OF DEFENSE

FROM THE NATIONAL REGISTER Nomination: "...the topography of the district is varied with several distinctive features. ...**Gaiety Hill**, with its choice core on the crest, also **provides the district with the front line of defense from commercial encroachment from downtown on the north upon a distinctive intact residential neighborhood surrounding Bush's Pasture Park.**"

Neither City staff or the applicant address the commercial encroachment.

3. APPLICATION OF THE CULTURAL LANDSCAPE PLAN

Oregon state law ORS 197.797 (3)(b) for quasi-judicial land use hearings plainly states "list the applicable criteria from the ordinance and **the plan that apply to the application at issue.**" The Cultural Landscape Plan should apply. The Plan is a state-of-the-art planning instrument, created firmly on the standards of the U. S. National Park Service, (*The Secretary of the Interior's Standards for Treatment of Historic Guidelines for the Treatment of Cultural Landscapes*) solidly on professional design principles, to protect the resources of Bush's Pasture Park.

The Plan formulation was directed by a highly regarded municipal staff, **Patricia Farrell, a registered landscape architect**, -- and product of one of the leading landscape architecture/environmental planning firms in the Pacific Northwest, **GreenWorks**. The Plan is a foundation document for professional historic design review analysis, and also is cited by the applicant's representative, **Cameron McCarthy. Landscape Architecture & Planning** (Attachment C, Exhibit G; and referenced in Section 6.0 Approval Criteria and Standards).

Staff erred in not applying the Cultural Landscape Plan.

The Historic Landmarks Commission has the authority to adopt **Conditions** for approval, and has precedence also, for making **design recommendations**, in addition to Conditions in approvals, in Decisions of major Historic Design Case reviews. We recommend the Commission seriously consider Conditions to protect the campus, require scientific evidence for Findings and evaluation of risk to this critical plant in Native American culture, and moderation of the South Gate design to retain the pastoral - non-commercial integrity of the lower Leffelle area.

4. EVAPORATION OF THE ISOLATION OF WILLAMETTE UNIVERSITY FACILITIES

The applicant relies on the Nomination text to claim a low impact from the proposal: "**...isolation at the north middle of the park significantly reduces any impact it might have on the integrity of the district**" (Nomination, Item 7, page 8).

The proposed South Gate design, facing towards a major parking lot on lower Leffelle Street, tosses the premise of low impact of Willamette University facilities on the integrity of the NHD to the wind.

The isolation will evaporate with a South Gate entrance for a proposed commercial summer baseball league, 27 game season.

5. Request for a Hearing Continuance until the regular November 2024 Historic Landmarks Commission (HLC) meeting or for the Hearing written record to remain open, at least for an additional 7 days

As allowed in ORS 197.797, we request an opportunity to review the materials and oral and written testimony that you receive, and Commission inquiry at the public hearing on October 17, 2024, and an opportunity to present additional evidence, arguments, testimony, and Facts & Findings regarding this application.

Thank you.

CAMERON McCARTHY

LANDSCAPE ARCHITECTURE & PLANNING

MEMORANDUM

Willamette University Baseball Facility Improvements Project

To: Kimberli Fitzgerald
Historic Preservation Officer, City of Salem

From: Colin McArthur
Planner, AICP, Cameron McCarthy

Date: November 13, 2024

Subject: **Historic Design Review (24-116632-PLN)**
Supplemental Information Response to Public Comments

This memorandum summarizes and responds to public comments received on the Applicant's request for Class 3 Historic Design Review approval for the Willamette University Baseball Facility Improvements Project. Comments are organized by topic and summarized individually with commenter name and submission date. Responses address comments collectively by topic.

Historic Resources

- 1. SCAN Historic Preservation, Parks, and Gardens Committee – Submitted October 8, 2024.**
SCAN members suggest that the application has not considered the CLMP or the project's impact on archaeological resources. The comment also suggests that the interpretation of the Historic District's applicability to the Willamette University athletic facilities is flawed. Members request that the HLC require adjustments that provide for the mitigation of the project's adverse effects on the Historic District.
- 2. Kathy Lingo – Submitted October 9, 2024.**
The comment describes the history and purpose of the Cultural Landscape Management Plan (CLMP) and outlines the CLMP Decision Flowchart, suggesting that the proposal is not consistent with the goals and objectives of the CLMP.

CLMP

The Bush's Pasture Park and Deepwood Estate Gardens Cultural Landscape Management Plan (CLMP) was **approved** by Salem City Council in 2021 as part of the City's initiative to plan for changes to these key landscapes.¹ The CLMP provides guidance on how the properties will be managed and maintained into the future,

¹ [City of Salem File No. 21-305. July 26, 2021.](#)



and identifies future capital projects that align with the vision set forth in the document. The Salem Comprehensive Parks System Master Plan mandates that capital park improvements be made in accordance with individual park master plans approved by the City Council (CPSMP Policy 2.8).² Prior to the development of the CLMP, neither Bush's Pasture Park nor the Deepwood Estate Gardens had formal park master plans.³ The CLMP was submitted to Council for approval in compliance with this policy, and now serves as the master plan for both of these properties.

SRC [Sec. 64.015](#) identifies the components and support documents of the Salem Area Comprehensive Plan. The CLMP is neither a component of the comprehensive plan nor a support document. The CLMP was approved as a guiding vision for the City's management of Bush's Pasture Park and Deepwood Estate Gardens, but not adopted; therefore, its role is different from that of a component or support document. It is an advisory document and is not incorporated into the City's policy framework as an enforceable land use document. The Decision Flowchart included in the CLMP is a tool that City Parks staff use to assess projects proposed for the park prior to their implementation. As noted in the Staff Report, the Historic Landmarks Commission does not have a regulatory role within the CLMP decision review process.

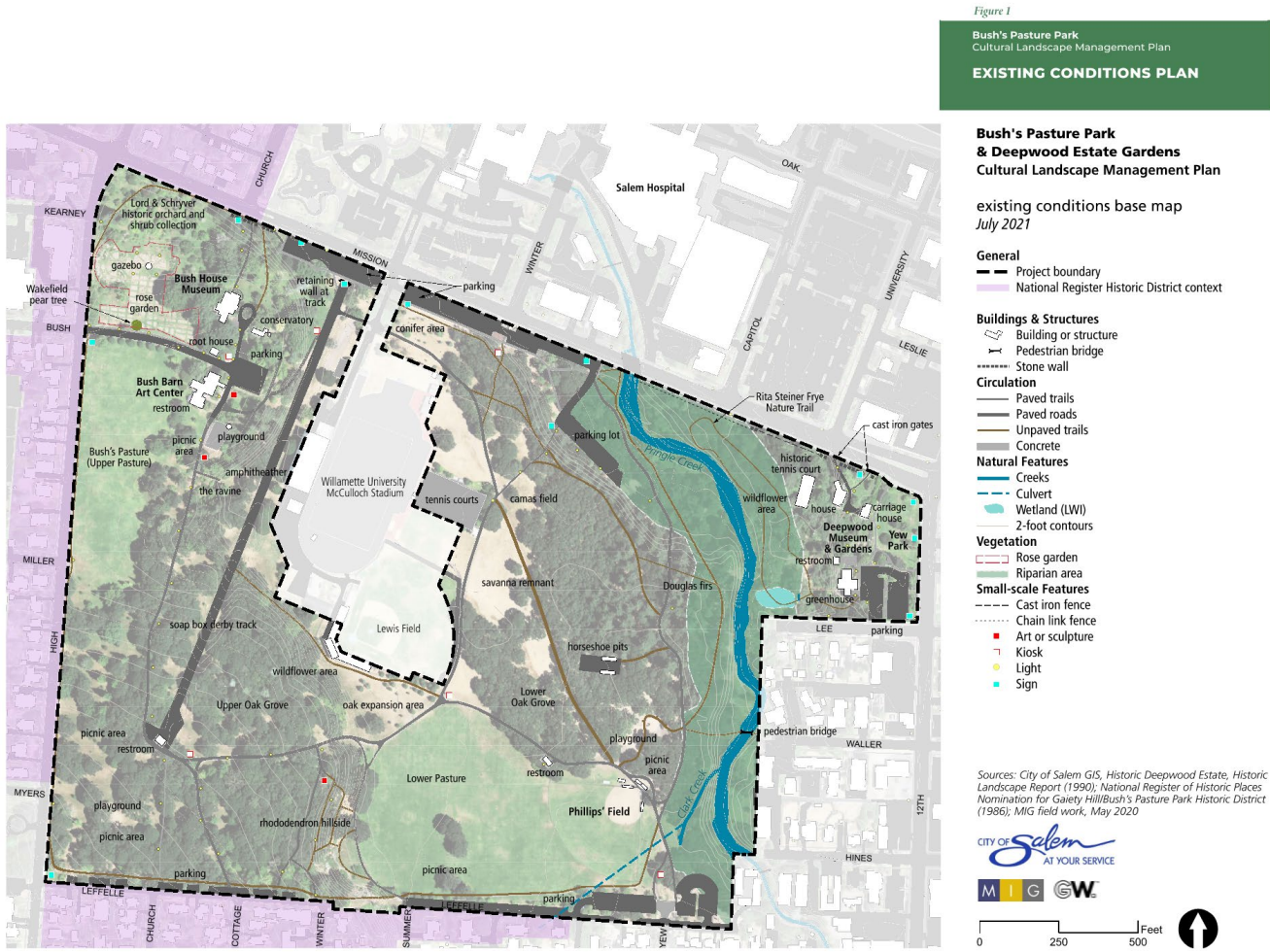
The property owned by Willamette University, which contains the athletic facilities located at the center of Bush's Pasture Park, is outside the boundaries of the Cultural Landscape Management Plan, as shown below. The encroachment of the southern and eastern portions of the baseball facility into Bush's Pasture Park, expressly permitted in the Restated Agreement Between Willamette University and the City of Salem (Exhibit C), fall within Management Areas 11a and 11b of the Lower Oak Grove identified in the CLMP. The primary management objective for the Lower Oak Grove is to "conserve and enhance existing Oregon white oaks and camas communities." The specific recommendations for this area revolve around plant establishment and maintenance practices. While retiring undesired social trails is listed as a recommended task, the CLMP does not suggest restricting public access to these areas. The proposed improvements to the baseball facility do not involve the removal of any trees or native vegetation. Furthermore, repairing and establishing formal pedestrian access to the south side of the stadium reduces the risk of new, informal social trails from being formed through the meadow.

Archaeological Resources

As noted in the Staff Report, the project is required to demonstrate compliance with [SRC 230.105](#) and be issued Archaeological Clearance through a formal review process. The applicant is working with SWCA Environmental Consultants to conduct archaeological investigations and completion of the City's Archaeological Clearance application. As of the date of this information, exploratory investigations are underway and drafting of the technical report and Historic Clearance Form is expected to be complete by January 2025.

² [City of Salem, Comprehensive Park System Master Plan Update, 2013, 67.](#)

³ City of Salem, "[About the Cultural Landscape Management Plan.](#)"



Map of Bush's Pasture Park Existing Conditions showing CLMP boundary.

Lighting

3. SCAN Historic Preservation, Parks, and Gardens Committee – Submitted October 8, 2024.

SCAN members request that existing football and tennis court lighting impacts be mitigated or replaced with products that guard against light pollution, rather than using them as precedents for facility expansion.

The tennis courts are owned and operated by the City of Salem. The project does not involve any improvements to the football facilities or tennis courts. Compliance with SRC 800.060 Exterior Lighting Standards is required for Site Plan Review approval, which is being reviewed concurrently with Historic Design Review. The submitted **Site Plan Review** application addresses exterior lighting requirements (Written Statement_R1, Section 6.1, page 16). The Lighting Specifications Exhibit supports these findings with diagrams and calculations demonstrating a 0% upward light ratio and no illumination visible outside the property boundaries.

Willamette University athletics competes at the National Collegiate Athletic Association (NCAA) Division III level. The NCAA has specific lighting standards to ensure player safety and visibility, which must be followed to host intercollegiate events. Field lighting is typically turned on when natural light is insufficient for safe play, which is dependent on factors including the time of day and weather conditions when natural light is reduced. Field lighting is typically turned on as dusk approaches and off after each game after most players, officials, and spectators have safely left the venue.

Fencing / Netting

4. SCAN Historic Preservation, Parks, and Gardens Committee – Submitted October 8, 2024.

SCAN members oppose the use of fencing, specifically non-chain link fencing, referencing its limited presence in Bush's Pasture Park. Members believe there is insufficient evidence to suggest that the proposed fencing is consistent or compatible with the historic district, and cite concerns for its encroachment into the lower pasture, oak grove, and wildflower areas. SCAN members also express concerns for the visual impact of the proposed field netting, and request that the applicant provide compensatory mitigation through engagement with community organizations supporting the health of Bush's Pasture Park.

The project proposes chain link fencing for the baseball outfield perimeter and black metal panel fencing for the south side of the stadium. Both material styles exist elsewhere in Bush's Pasture Park and the adjacent Deepwood Museum & Gardens, which form the basis for the Historic District (see Supplemental Information Materials Inventory 1). The Historic Nomination Form does not identify specific architectural styles or materials that define the character of the district.

The proposed protective netting is necessary for ensuring the safety of spectators and park visitors. The location and footprint of the proposed netting does not expand beyond the existing netting. The material product chosen for the netting is rated at 95% see-through visibility.

As noted in the Staff Report, SRC 230.082 Public Historic Mitigation applies when it has been determined that a public agency within the City of Salem has made an alteration to a contributing historic resource which has an adverse effect on that resource. The applicant is not a public agency. The proposal involves an alteration to a non-contributing resource. Therefore, this section does not apply to the proposal; there are no other requirements to provide compensatory historic mitigation, and no justification for the City to impose mitigation upon the applicant.

Parking

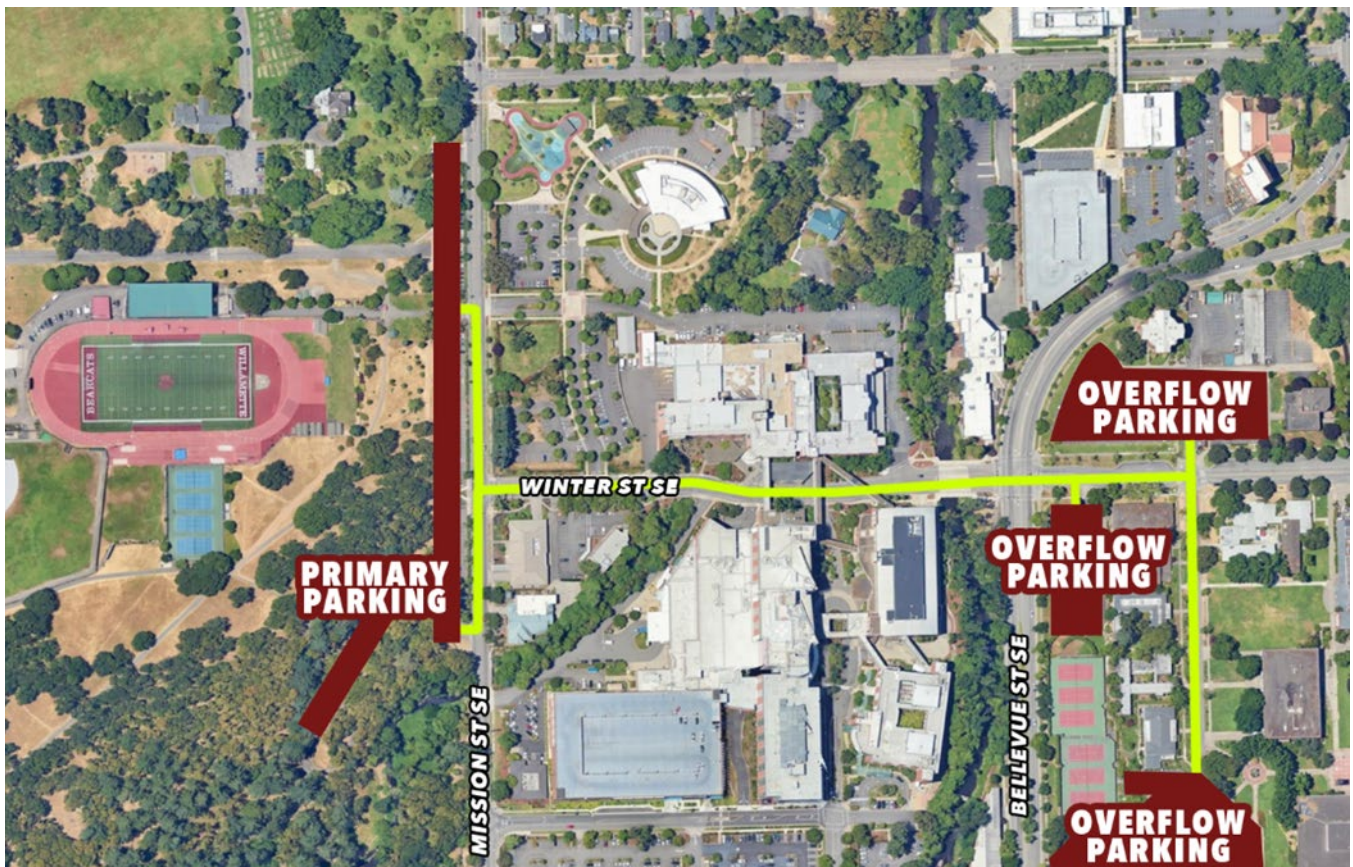
5. SCAN Historic Preservation, Parks, and Gardens Committee – Submitted October 8, 2024.

SCAN members request that vehicle parking on non-paved surfaces in Bush Park, outside of the stadium, be prohibited for events and activities at the athletic facilities.

6. Joan Stembridge – Submitted October, 2024.

Neighbor requests that a parking attendant be present at the Lower Leffelle Parking Lot during Salem Baseball games to redirect attendees to Willamette University parking lots.

The proposal does not involve changes or alterations to vehicle parking areas, and does not reduce parking available to serve Willamette University properties. Event parking will remain available on university campus lots for all athletic events hosted at the Willamette University facilities in Bush's Pasture Park, as shown in the diagram below. Under the direction of the City of Salem Parks & Recreation Advisory Board and City Council, parking will be closely monitored and discussed each year with City representatives following the conclusion of summer events. Willamette University is currently exploring vehicle options for shuttling spectators from the campus to the north side of the athletic facilities in Bush Park. Temporary A-frame signage will direct spectators to campus parking on game days, with additional guidance and wayfinding provided by parking monitors.



Parking diagram for Willamette University athletic events.

Pedestrian Access

7. Kathy Lingo – Submitted October 9, 2024.

Comment expresses concern for the relocation of the south gate and its repurposing as a public entrance to the facility from prior use as a service gate, suggesting that it will encourage higher levels of pedestrian traffic through an unlit, vegetated area of the park.

8. Joan Stembridge – Submitted October, 2024.

Neighbor requests that the gate south of the baseball stadium be restricted for emergency use only.

The north gate to the athletic complex will continue to serve as the primary entrance for all activities at McCulloch Stadium and Spec Keene Stadium. Willamette University's event communications and messaging will encourage Baseball spectators to enter the facility from the north gate. The south gate is a secondary gate, which already exists on the south side of the field and is relocated by the proposal in response to prior neighborhood requests that it be shifted east to prevent pedestrian traffic from impacting the existing camas meadow.

Noise

9. Joan Stembridge – Submitted October, 2024.

Neighbor requests that Willamette University and Salem Baseball be required to limit decibel levels to 90db at 100 feet from the source.

The proposal does not involve any changes to the existing Spec Keene Stadium sound system, which is established and conforms to maximum permissible sound levels as established in Sec. 51.015. An event sound permit will be obtained by the Applicant when or if sound levels are expected to exceed these levels, in accordance with the procedures set forth in Sec. 51.015.

Willamette University Baseball Facility Improvements Project
Bush's Pasture Park Existing Materials Inventory

November 13, 2024

FENCING / NETTING

Existing (WU Athletic Facilities)

Black Chain Link

*Top Row: Western exterior boundary of McCulloch Stadium.
 Bottom Row: Outer boundary of running track inside facility.*



Galvanized Chain Link

*Top: Southern exterior boundary of WU facilities.
 Bottom: Fencing inside baseball stadium.*



Existing (City Park Facilities)

Black Chain Link

Boundary between Willamette University facilities and Bush's Pasture Park, looking east from bottom of Derby Hill.



Galvanized Chain Link

*Top: Fencing around Phillips' Field in SE corner of park.
 Bottom: Fencing around tennis courts.*



Proposed

Black Chain Link

*Top Row: Example of black vinyl chain link fence.
 Bottom Row: Black chain link at dugouts to match existing.*



Galvanized Chain Link

*Top: Example of galvanized chain link fencing.
 Bottom: Render of galvanized chain link to match existing.*



FENCING / NETTING (cont.)

Existing (WU Athletic Facilities)

Black Metal Ornamental

*Top: Northwest boundary of track along facility entry.
 Bottom: Entry gate and fencing to McCulloch Stadium seating.*



Nylon Netting

Protective netting at existing baseball facility.



Existing (City Park Facilities)

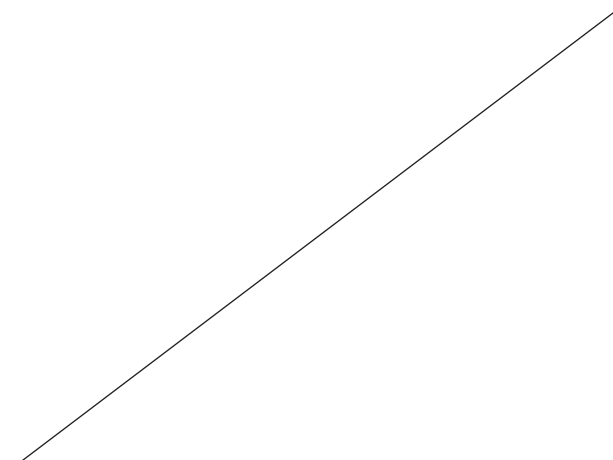
Black Metal Ornamental

*Top: Entry gate to WU facility; view from Bush Park parking lot.
 Bottom: Historic fencing and modern furnishings of similar style.*



Nylon Netting

N/A



Proposed

Black Metal Ornamental

*Top: Examples of black powder coated metal fence panels.
 Bottom: Rendering of proposed fence south of baseball stadium.*



Nylon Netting

*Top: Examples of fiber netting, 95% see-through visibility.
 Bottom: Rendering of proposed protective netting location.*



POLES / STANCHIONS

Existing (WU Athletic Facilities)

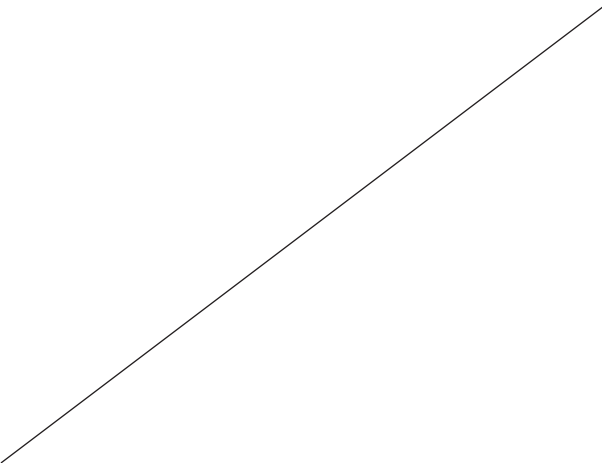
Galvanized Poles

*Top: Field light stanchions at McCulloch football stadium.
 Bottom: Flag poles between baseball and football fields.*



Black Poles

N/A



Existing (City Park Facilities)

Galvanized Poles

*Top: Galvanized light poles throughout upper southwest area.
 Bottom: Galvanized poles for signage throughout park.*



Black Poles

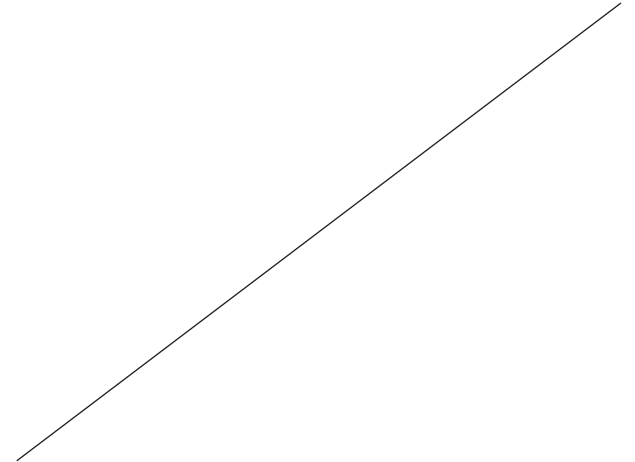
Black powder coated metal light poles throughout; styles vary.



Proposed

Galvanized Poles

N/A



Black Poles

*Left: Example of black powder coated poles.
 Right: Conceptual rendering of proposed field light poles.*



HARDSCAPE AND BIKE RACKS

Existing (WU Athletic Facilities)

Asphalt Paved Pedestrian Routes

*Top: Pedestrian route at McCulloch football stadium.
 Bottom: Pedestrian route at Spec Keene baseball stadium.*



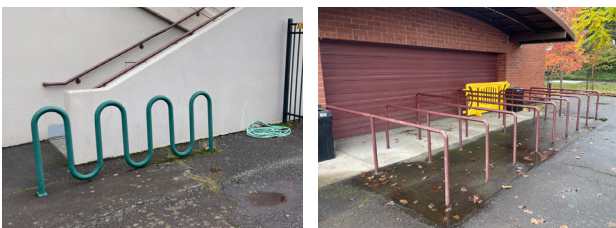
Concrete Pedestrian Areas

Left: Football concessions window. Right: Baseball dugout.



Bike Racks

Bike racks at football stadium. Concession aisles used informally.



Existing (City Park Facilities)

Asphalt Paved Pedestrian Routes

*Top: Pedestrian routes in lower park. 8-9' wide.
 Bottom: Pedestrian routes in upper park. 8-9' wide.*



Concrete Pedestrian Areas

Left: Kiosk at tennis courts. Right: Path wayside with bench.



Bike Racks

Bike racks near Bush Barn Art Center in upper north area of park.



Proposed

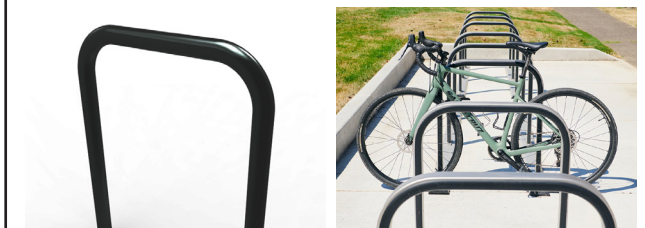
Paved Pedestrian Routes

*Render of concrete pedestrian paving inside stadium facility.
 Existing asphalt paths east and west of stadium to remain.*



Bike Racks

Black staple style bike racks proposed throughout.



Willamette University Baseball Facility Improvements Project
Bush's Pasture Park Existing Materials Inventory

November 13, 2024

SOFTSCAPE (Fields, Plant Beds, etc.)

Existing (WU Athletic Facilities)

Existing (City Park Facilities)

Proposed

Field Surfacing

Top: Synthetic turf football; green and red, white/yellow striping.
Bottom: Natural grass field and synthetic bases at baseball.



Field Surfacing

Dirt and natural grass field at Phillips' Field.



Field Surfacing

Top: Examples of green and brown synthetic turf field.
Bottom: Render of proposed synthetic turf baseball field.



Plant Beds

Plant beds west of baseball facility.



Plant Beds

Left: Plant bed near Bush Barn. Right: Plant bed near tennis.



Plant Beds

Left: Render of plant bed locations. Right: Stormwater planter.



Lawn Areas

Lawn areas south of football, west of baseball.



Lawn Areas

Lawn areas throughout park.



Lawn Areas

Render of proposed lawn berm north of baseball field.



Residential Historic District

The following materials are found in the residential areas of the Gaeity Hill/Bush's Pasture Park Historic District surrounding the park.

Galvanized Chain Link Fencing



Black Ornamental Metal Fencing and Railing

