CITY OF West Linn

22500 Salamo Rd.
West Linn OR 97068
www.westlinnoregon.gov

# WEST LINN MEETING NOTICE

## HISTORIC RESOURCES ADVISORY BOARD

**July 6, 2010**
**7:00 PM**

**Willamette Room, 1st Floor, City Hall**
**22500 Salamo Road**

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1. Call to order
2. Business Item
   a. Draft Document Review for CLG Project with Consultant Julie Koler, Staff: Sara Javoronok

3. Adjournment

For special assistance under the Americans with Disabilities Act, please call City Hall 48 hours prior to the meeting date, 503-657-0331 or TDD 503-657-7845.

# INTRODUCTION

West Linn's Mill District (District) is a dense complex of utilitarian and industrial buildings and structures located along the west channel of the Willamette River. Although composed of multiple individual elements, the district is visually cohesive and clearly illustrates the evolution of the site over time. First developed for industrial purposes in the mid-19th century, the historic activities/functions of hydroelectric generation, river transportation, and manufacture of paper products continues today. The district forms the western bank of a larger area that was determined to eligible for listing in the National Register of Historic Places in 2002 (Willamette Falls Industrial Area). This area extends across to the Oregon City side of the river. The Willamette Falls Locks, which are included in the subject district, are listed in the National Register of Historic Places..

The first industrial buildings in the area were a sawmill (1832) and flour mill (1840s), both located on the Oregon City side of the river. A paper mill was established on that side of the river in 1866, and hydroelectric power production began in 1888. The West Linn side first saw significant development with the opening of Willamette Falls Locks in 1873 and a paper mill in 1890. A new dam in 1892 spurred the expansion of power production with a new plant (Station B, or Sullivan Powerhouse) located adjacent to the locks. It started operation in 1895 and remains the oldest continuously operating hydroelectric plant west of the Mississippi River.

The district is regulated by several government agencies. Among these are the Federal Energy Regulatory Corporation (FERC) which oversees the Sullivan Powerhouse, electrical substation and transmission lines; the U.S. Army Corps of Engineers (ACE) which owns and regulates the Willamette Falls Locks and associated lock buildings on the river bank; the Oregon Department of Fish and Wildlife which manages fish ladders at the site; and the City of West Linn Parks and Recreation Department which is the steward of park facilities located on the riverbank. (Fig. 1)

These guidelines are intended to provide general direction for the district as a whole when exterior modification of historic buildings is proposed, or when there is proposed new construction anywhere within the district boundaries.

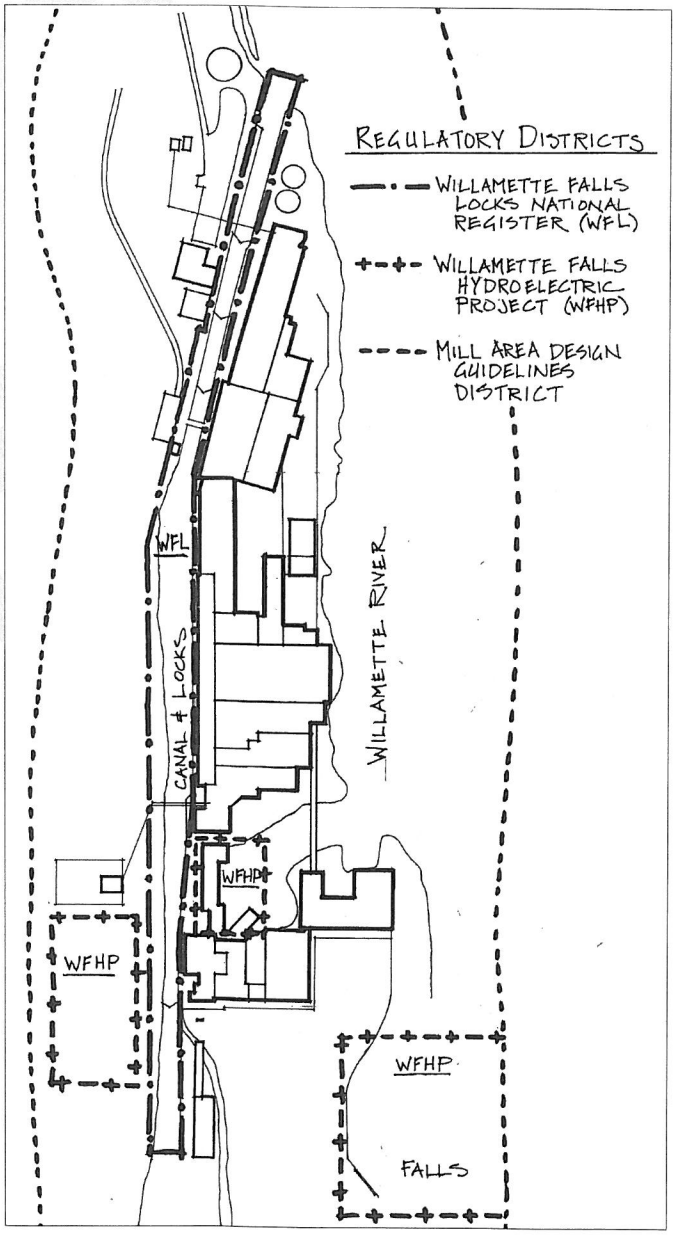



Figure 1 – Regulatory Districts

# Existing Characteristics

The Mill District is characterized by a variety of long, linear industrial buildings; exposed structural systems; and a variety of materials including poured concrete, weathered wood and metal which together present a neutral palette of colors. Most of the buildings have been significantly altered, and new ones have been added to the site since 1893 when the oldest extant building was constructed. These changes have introduced a wide variety of new materials and forms to the district; however, most of these changes are illustrative of the evolution and use of the site over time and therefore are significant in their own right. The district is loosely organized into three areas. With few exceptions, the oldest buildings are located at the southwest end of the island, and are made of a variety of materials, with wood and metal most common. The second area, located to the east of this group, contains primarily poured concrete buildings which were constructed over a period of time beginning in approximately 1920 through the 1940s. Theses buildings have large banks of windows and flat roofs. The third area includes the buildings located on the riverbank. These are primarily of wood construction. They vary somewhat in form, and are much smaller in size than those in the other areas. They date from the 1910s and with a couple of exceptions are more characteristic of domestic rather than industrial architecture.

# Design Standards

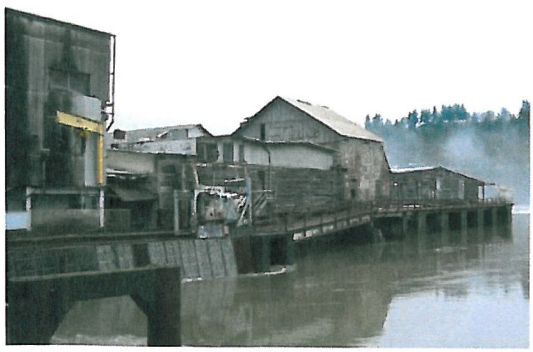
*The Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings* (Secretary's Standards) are the most commonly used guidelines for determining how to treat properties in historic districts. They are a broad set of best practices/principles that can be applied to any historic building. The *Secretary's Standards* provide guidance for other regulatory agencies with jurisdiction in the district including FERC and ACE. The following standards are based on the *Secretary's Standards* but are specifically tailored to address the unique qualities of the district. Buildings and structures within the district are identified as either contributing or non-contributing (to the historic character of the site). Those that are contributing are subject to greater scrutiny because they are the most significant buildings. Non-contributing buildings are also subject to the standards in this chapter; however, because they do not directly contribute to the historic character of the district, greater flexibility is applied when reviewing proposed alterations or demolition requests.

# Mill District Standards

## Siting and Relationship to the River

*District Character*

- Buildings in the district are sited close to the water.
- Only a small percentage actually span areas of the river (hydroelectric plant, log hauling facility).
- Buildings are most often attached to each other or separated from the adjacent building by a narrow space.



*History*

- Earliest buildings on site were built to harness the hydroelectric power of Willamette Falls for sawmills, flour mills, and power generation for the local community.
- Other facilities were built to take advantage of the river as a method of transportation for logs.
- Later buildings did not need to be placed over the water, but needed access to the locks for loading materials onto ships or barges.

*Why these characteristics are important*

- Relationship to the river is the most important characteristic of the site.
- Relationship of buildings one to another is illustrative of the evolution of the site over time.

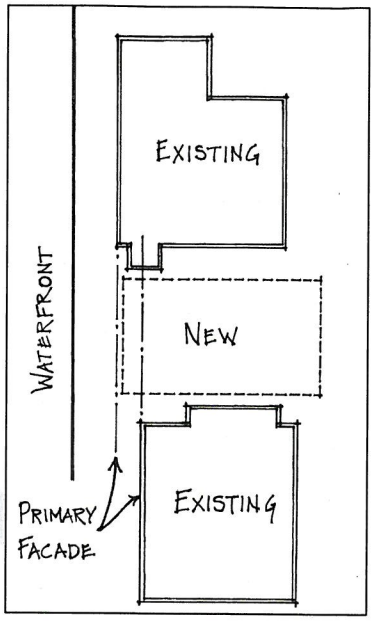



Figure 2 – New Setbacks

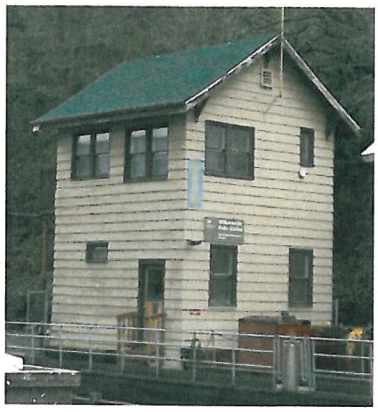
*Specifications for existing buildings*

- Historic setbacks should be maintained.
- Historic sightlines and access to the water should be maintained.

*Specifications for new construction (including additions to existing buildings)*

- Should be placed no further from nor closer to the water than adjacent buildings or facades along the same waterfront. (Fig. 2)
- Should have visual or pedestrian access to the water.
- If located on the site of a historic building should utilize the former building's footprint and incorporate existing foundations if possible.

## Building Form and Height



*District Character*

- Most buildings are rectilinear in form.
- Most buildings are more horizontal than vertical.
- Vertical exceptions include weighmaster's office and bleach plant; both have less than 1000 square foot footprint.
- Most buildings are relatively low in height. A few stand out as tall singular elements, and those closest to the falls have tall sides on the downriver side of the falls.

*History*

- Form of nearly all buildings is a result of their original function.
- Long rectilinear buildings were used for paper production and storage.

- Vertical buildings were used to provide views of the locks, retrieval of long logs, or gravity flow of materials.
- Native Americans had long linear houses placed parallel to the river, prior to industrial development.

*Why these characteristics are important*

- Building forms not only reflect the function of the building, but also the topography of the Willamette River Falls area - long narrow banks along the river's edge, nestled below higher cliffs that provide dramatic views.
- These forms are punctuated by vertical elements that indicate a history of trying to harness the river.
- Buildings still in use are most adaptable to new equipment, particularly the long rectilinear ones.
- Varied height of the buildings provides visual interest.

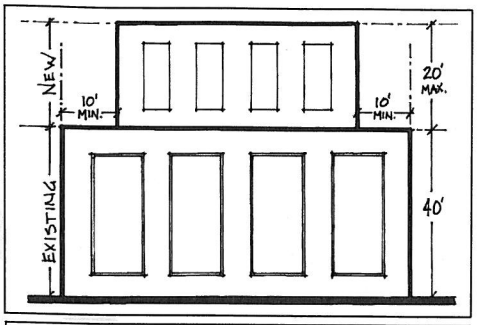


Figure 3 – Height Limits for Existing

*Specifications for existing buildings*

- Forms and heights should be maintained.
- New floors added to existing buildings should not be more than ½ the height of the building on which it is placed. (Fig. 3)
- New floors added to existing buildings should not be more than ¼ the footprint of the top floor of the building on which it is placed. (graphic)
- New floors shall be set back from the exterior wall of the building on which it is placed a minimum of ½ the height of the new floor. (graphic)

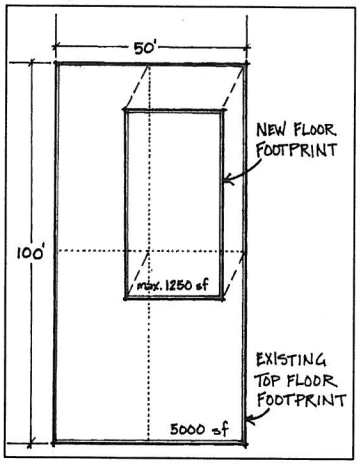


Figure 4 – Maximum Area

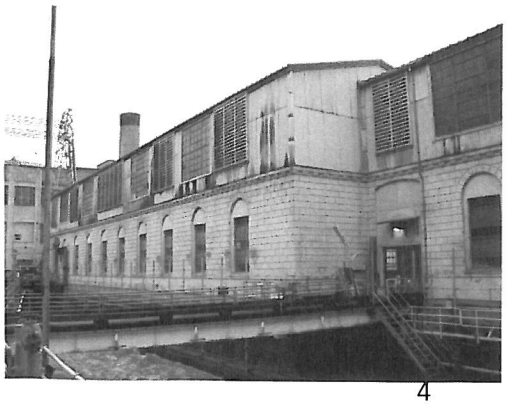
*Specifications for new construction (including additions to existing buildings)*

- Should be linear and horizontal in form.
- When the footprint of a new building or addition is smaller than 2000 square feet it may be vertical in form.
- Larger buildings that are more square in footprint should be composed of linear elements and oriented parallel to the water. (graphic?)
- Should be no taller or shorter than adjacent buildings. (graphic?)
- Over-water construction is allowed provided it meets state and federal regulations.

## Primary Facades

*District Character*

- Façade treatments vary widely within the district. There are very few common elements.
- Most do not have clearly visible primary entries, and it is often not clear which elevation is the primary facade.



- Primary facades will be considered those that are most visible from Willamette Falls Drive and from the locks.

*History*

- The district consists entirely of industrial buildings, often with the original primary entry oriented upriver or toward the locks. These entries were never intended for public use and therefore the buildings do not have significantly defined entryways.

*Why these characteristics are important*

- Facades are the visible face of the district. This is the first view people will have of the district's character.
- They reflect the history of the district's evolution over time.

*Specifications for existing buildings*

- Primary facades should not be altered unless they're being restored to an original condition.

*Specifications for new construction (including additions to existing buildings)*

- Should not block primary facades of historic buildings.
- Should have simple entryways.
- Should be oriented to the water.

## Exterior Finish Materials

*Mill District Character*

- Most buildings in the district are constructed of poured concrete.
- A large number are also constructed of wood or steel structural components, with vertical corrugated paneling made of metal or mineral fiber (often asbestos).
- A few older buildings have horizontal wood siding.
- Other materials used include terra cotta block and brick, but these are only a small part of the materials palette.
- Most of the buildings have been painted at some time in their history.
- The colors used were fairly neutral, including grays, browns, and dark greens.
- Most paint has weathered over the years.
- Signs are a distinctive visual element and colorful, usually red or yellow, particularly warning signs.

*History*

- The earliest buildings were composed of wood timbers and wood siding; wood was easily accessible in the Willamette Valley before 1900.
- Wood siding was painted in order to help preserve it.
- As the mill grew, more permanent materials were used including brick and steel or iron; these buildings were typically left unpainted.
- By the 1920s, most buildings were being constructed of poured concrete because it was superior in terms of cost and durability; it was typically not painted.

*Why these characteristics are important*

- Exterior materials are one the strongest visual indicators of the evolution of a site over time.
- The weathered appearance of many buildings creates a patina that is part of the district's character.
- Painting buildings helps preserve exterior finish materials. This is appropriate for wood or weathered metal.

*Specifications for existing buildings*

- Exterior wood siding and exterior weathered metal should be painted regularly.
- Loose paint or rust should be removed prior to painting.
- Concrete should not be painted, unless it has previously received a stucco treatment.
- Replacement doors for vehicular openings should be industrial in character, utilizing sheet metal or horizontal rolling panels. Residential style paneled doors should not be used.
- Use trained and licensed professionals and methods when removing or repairing asbestos-containing siding.

*Specifications for new construction (including additions to existing buildings)*

- Exterior materials should consist of poured concrete, vertical corrugated metal siding or horizontal wood siding.
- Paint should be in a neutral palette or based on paint analysis of existing buildings.
- Signage can consist of any color.
- Signage should be made of durable materials with painted metal the preferred option. Plastic signs should not be used.

## **Roof forms** (insert photo)

*District Character*

- Majority of roofs are flat.
- Several flat roofs are topped with shallow gabled doghouses, mechanical penthouses, or skylights.
- A significant minority of buildings have gabled roofs with varying pitches.
- Most gabled roofs are relatively small in area.

*History*

- Roof form was indicative of the use within the building, or the materials and methods of construction available.
- Smaller gabled roofs were used in older buildings, primarily to shed water, and to make use of shorter wood roof members or smaller metal trusses.
- Newer buildings minimized the interior volume of a building by taking advantage of new structural components that were stronger and more highly designed.

*Why these characteristics are important*

- Roof forms are one of the most prominent visual features of the district.
- They are useful as landmarks for specific parts of the district.
- They provide visual interest for the district as a whole.

*Specifications for existing buildings*

- Roof forms should be maintained.

*Specifications for new construction (including additions to existing buildings)*

- Should be flat or gabled with no pitch greater than 12/12.

## Windows

*District Character*

- Majority of windows are steel industrial sash.
- Significant number of window openings are filled with glass block.
- Older buildings have double-hung wood windows.

*History*

- Window forms are indicative of the age of the building.
- Earliest buildings had double-hung wood windows as these materials were readily available, and windows were the primary method of ventilating interiors and providing light.
- Large multi-light steel window systems were generally installed on buildings constructed after 1920, because they could span greater openings.
- Steel windows had operating sash within the window system that functioned as hoppers, awnings, or casements to provide better ventilation.
- Glass block became prevalent in the International and Moderne style buildings of the 1930s and 40s, as mechanical ventilation took over, and the primary need for windows was to provide sufficient light.

*Why these characteristics are important*

- Windows are significant components of historic buildings.
- Many of the original windows in the district have been replaced with other window types.
- For older, smaller buildings, the rhythmic placing of double-hung wood windows is an important character-defining feature.
- For newer buildings with large banks of windows, the actual window style is less important than the proportion of wall surface to window surface.

*Specifications for existing buildings*

- Maintain historic window configurations.
- Window openings that have previously been closed should be re-opened when possible.
- Replacement windows should reflect the size, style, function, and material of the historic window.
- False muntins should not be used in any replacement window.

*Specifications for new construction (including additions to existing buildings)*

- Steel sash windows or glass block should be used for concrete buildings.
- Double or single-hung windows should be used with wood and metal sided buildings.
- False muntins should not be used in any new window.

## Exposed Utilities

*District Character*

- Many buildings have exposed utilities both inside and outside the building.
- Most visible are electrical transmission lines, wall vents, and variously sized round pipes.
- Many of these utilities are grouped near corners of buildings.

*History*

- Exposed utilities are typical in most industrial buildings.
- Electrical transmission lines are especially common because of hydro-power generation on site.
- Pipes carrying water, steam, or other liquids have also been used off and on over time.

*Why these characteristics are important*

- Exposed utilities in and on buildings are one of the district's strongest character-defining features, and indicative of the site's industrial heritage and continued use.
- Exposed utilities also allows for better access to maintain them.

*Specifications for existing buildings*

- Use non-ferrous anchors when attaching utility components or signs to existing walls or columns.

- Non-historic utility components should be removed carefully to avoid damage to existing walls or columns.
- New exposed utilities should not be installed on primary facades.
- Retrofit wall vents should fill the opening into which they're placed.
- All wall vents in a single wall should approximate the overall dimension and the louver dimensions of other vents in the same wall.

*Specifications for new construction (including additions to existing buildings)*

- Utilize exposed utilities both inside and out. This includes gas, water, air, and electrical or information technology conduits.
- Forced air ducts should be round rather than square or rectangular.
- Exposed utilities should not be installed on primary facades.
- New wall vents should approximate the overall dimension and the louver dimensions of other vents in the same wall.

## Parking

*District Character*

- Parking consists primarily of small surface lots near the fringes of the district.
- Most vehicles do not get on the island, except for forklifts and maintenance vehicles.
- Vehicular access to the island is also restricted because of the need to cross the Willamette Falls Locks, and interrupt their operation.

*History*

- Parking was not a concern early in the site's history, because most transportation was by water.
- Logs, goods, and other materials were delivered via the river.
- Eventually cars and trucks had to be accommodated on site, but by this time much of the island had been built up and there was little space on the west bank for large parking areas due to its topography.

*Why these characteristics are important*

- Minimal parking lots are critical to continuing the dense character of the district.
- It continues to be important for trucks to access the facility adequately in order to keep the existing plant functioning.
- The presence of the locks and mooring of vessels nearby contribute significantly to the active use of the site.

*Specifications for existing parking*

- Parking areas should not be enlarged.

*Specifications for new construction*

- Parking areas should be small. Maximum area should be no greater than the largest existing lot.

## Hardscape/Landscape

*District Character*

- Most buildings are surrounded on several sides by concrete pedestrian walkways or loading zones.
- Many loading zones along the locks have simple timber guards to prevent forklifts and other vehicles from going into the water.
- Other areas of the site adjacent to the river or falls often have pipe railings that serve to prevent pedestrians from falling into the water.
- Some walkways have diamond-patterned or mesh steel plates.
- Stone is prevalent along the locks and against the cliff walls.
- Landscaping on the island is minimal although some plantings have been established to screen offensive views or uses.
- Landscaping on the riverbank consists of simply designed (often volunteer) plantings that help the buildings blend into the cliff walls.

*History*

- Hardscaping has consisted almost entirely of loading docks and walkways along the water's edge.
- Originally these docks were constructed of timbers, but concrete became more prevalent in the early part of the 20$^{th}$ century.
- Cut stone was used to construct the locks in the 1870s, because of its durability and strength.

*Why these characteristics are important*

- Minimal use of simple materials is characteristic of historic industrial sites.
- Most industrial sites have minimal, if any, landscaping.
- Landscape screening is a reasonable method of screening incompatible views or components.
- Many plant materials have invasive root structures that will damage adjacent structures.
- Large amounts of plant material near the base of a building will hold moisture and accelerate deterioration of wood, steel, or concrete.

*Specifications for existing buildings*

- Plant material that has grown at the base of buildings should be removed.
- Foundation plants should not be used.
- When plants are used on the island, they should be small native perennials or shrubs.

*Specifications for new construction (including additions to existing buildings)*

- Decks or walkways should be constructed of simply finished poured concrete or timbers.
- Decorative concrete or wood patterns should not be used.
- Railings should not be used except where required by code.
- Railings should be made of pipe and painted to match existing railings (yellow) or be allowed to weather.
- Decorative railings should not be installed.

# Minor Alterations and Maintenance

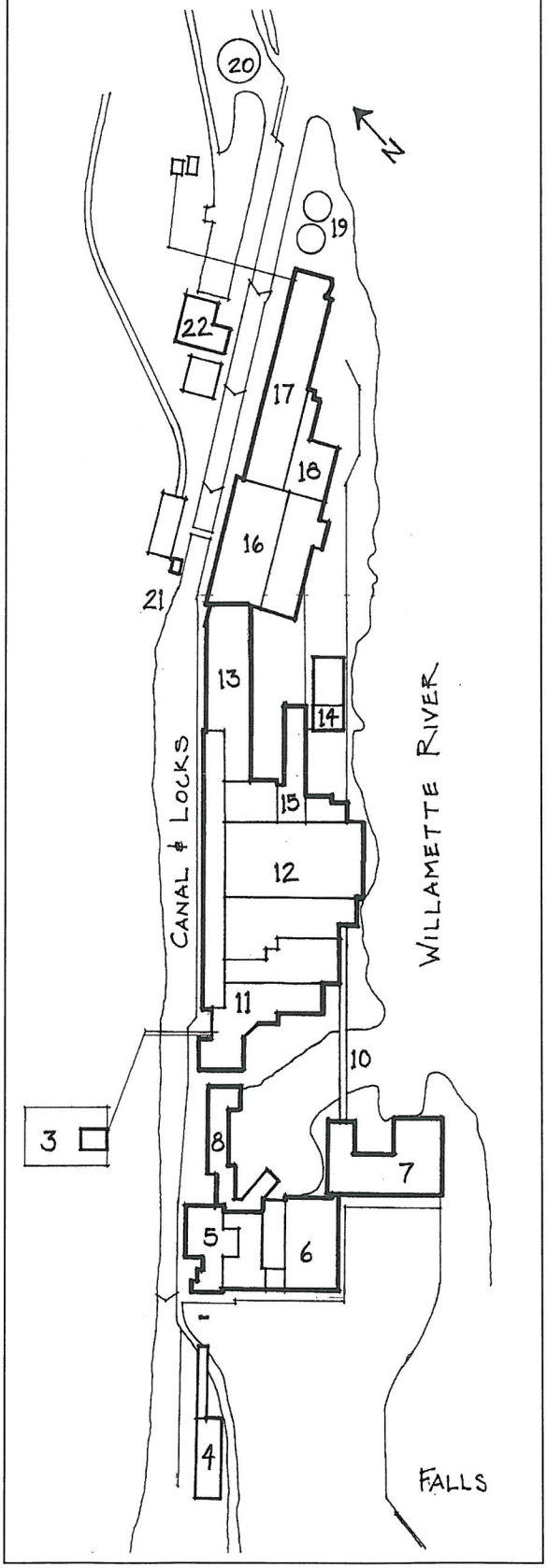
An alteration may be considered minor when the result is to maintain or restore to the original historic appearance while performing normal maintenance and repairs, such as:

- Replacement of gutters and downspouts, or the addition of gutters and downspouts, using aluminum, stainless or galvanized steel. If painted or finished they should be a natural metal or gray color.
- Repairing or providing a compatible new foundation that does not result in raising or lowering the building elevation.
- Replacement of building material, when required due to deterioration, with building material that matches the original material.
- Repair and/or replacement of roof materials with the same kind of roof materials existing, or with materials which are in character with those of the original roof.
- Replacement of wood sashes with new wood sashes, or metal sashes with new metal sashes, when such is consistent with the original historic appearance.
- Additions of solar equipment which, when removed, do not destroy essential elements of the building's character defining features may be allowed if such equipment is not visible from the public right-of-way. Solar panels may be located on roofs, provided they meet particular size and placement standards.

## Mill District Buildings/Structures- DRAFT

Numbered to coordinate with "Willamette Falls Industrial Area: Request for Determination of Eligibility," by George Kramer, May 2002. All buildings on this list contribute to the historic character of the district.

Historic Buildings in Mill District

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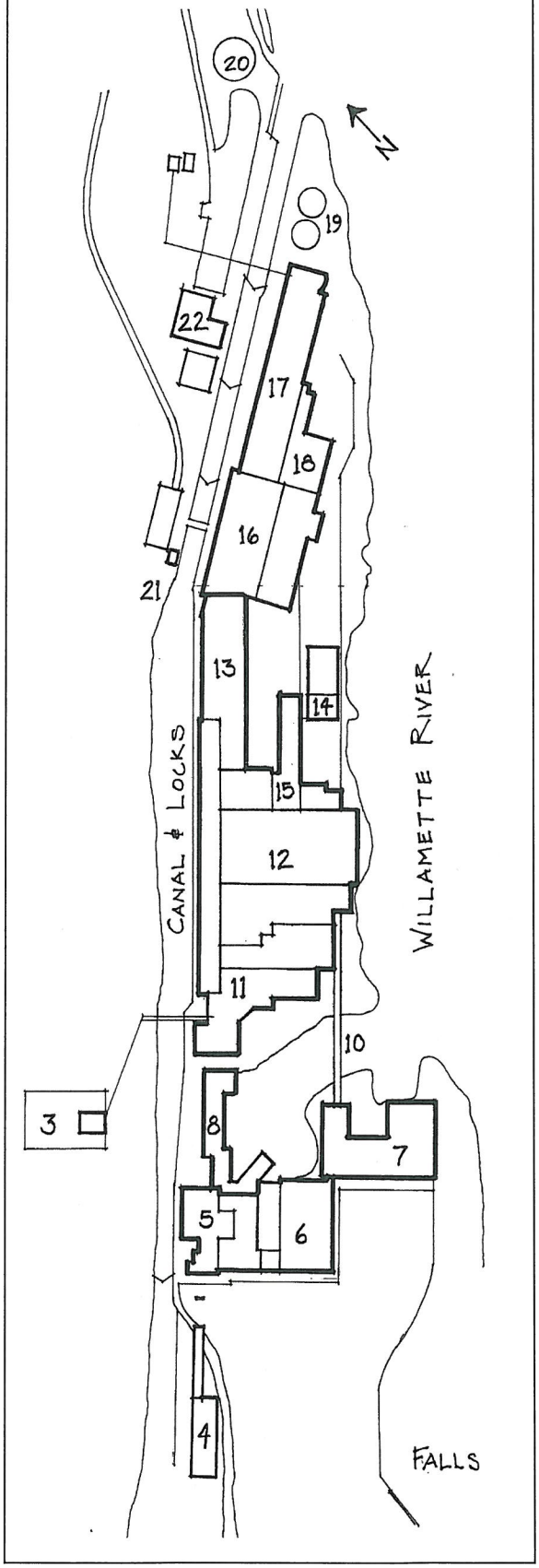
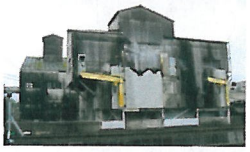
|---|---|
| **Oil Storage Tank** (20) – Located on shore. No longer in use. Pre-dates 1946. | |
| **Oil Storage Tanks** (19) – Two sets of tanks located at tip of Moore's Island. Latest set erected in 1946. | |
| **Main Office Building** (22) – Wood frame building located on riverbank. Built in 1919 with an addition sometime before 1950. |  |
| **Mill D** (17) – Originally constructed in 1907. Rebuilt out of concrete in 1946. Located near northeast end of district. One of most visually prominent buildings on island. |  |
| **Old Boiler Plant** (18) – No longer in use. Located behind Mill D. Built ca. 1900. | |
| **Mill F** (16) – One of largest buildings on Moores Island. Concrete construction. Built in 1946. | |
| **Willamette Falls Locks** (21) – Built of stone. Constructed in 1870. Oldest structure in district. |  |
| **Weighmaster's Office** (21) – Wood-frame building constructed in 1916. An adjacent building housing Army Corps of Engineers offices was built much later and is non-contributing. |  |
| **Mill K** (13) – At center of Moores Island and facing the large central portion of the locks, this concrete building was constructed in 1919. | |
| **Mill K Bleach Plant** (14) – Tallest concrete structure on Moores Island. Built in 1946. | |
| **Mill J** (15) – Located between Mill C and Mill K. Wood frame building. Relatively unused today. Built ca. 1895. | |

Historic Buildings in Mill District




| | |
|---|---|
| **Mill C** (12) – This large concrete structure is located near center of Moores Island. Built ca. 1925. | |
| **Mill B/Boiler House** (11) – A complex set of facilities that generate steam and serve as maintenance and engineering facilities. Built of concrete in 1923. |  |
| **Steel Bridge** (10) – This bridge connects the grinder rooms and the paper mills. Pipes that carried pulp from the grinder rooms still extant. Built in 1913. |  |
| **Station B** (8) – Also called T. W. Sullivan Hydroelectric Plant, constructed in 1893, and expanded upward in 1953. |  |
| **Water Treatment Plant** (3) – Located on bluff. Concrete structure. Built in 1934. |  |
| **Mill A** (5) – Located at southwest end of Moores Island. Built in 1951. Steel and metal siding. |  |
| **Grinder Room #2** (6) – Located at southwest end of Moores Island. Constructed in 1905. |  |
| **Grinder Room #2 Generator Room** (6i) – Concrete structure located adjacent to Grinder Room #2. Built in 1907. | |
| **Grinder Room #3** (7) – Located close to the falls. Concrete building. Constructed in 1920. |  |
| **Log Haul Structure** (4) – Located at the west end of Moores Island. Steel and wood structure. Built in 1949; modified in 1961. |  |