



CITY OF MCMINNVILLE
PLANNING DEPARTMENT
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DECISION, CONDITIONS, FINDINGS OF FACT AND CONCLUSIONARY FINDINGS OF THE MCMINNVILLE HISTORIC LANDMARKS COMMITTEE FOR THE APPROVAL OF A DEMOLITION OF THE HISTORIC LANDMARK LOCATED ON THE LINFIELD UNIVERSITY CAMPUS AND KNOWN AS MAC HALL

- DOCKET:** HL 1-21 (Certificate of Approval for Demolition)
- REQUEST:** Approval of the demolition of an existing historic landmark and building that is listed on the McMinnville Historic Resources Inventory as an “Significant” historic resource (resource number B549). The building is more commonly known as Mac Hall, and is located on the Linfield University campus.
- LOCATION:** 900 SE Baker Street. The resource is located at the property that is identified as Tax Lot 400, Section 20DD, T. 4 S., R. 4 W., W.M.
- ZONING:** R-4 PD (Multiple Family Residential Planned Development)
- APPLICANT:** Brian Jackson, on behalf of property owner Linfield University
- STAFF:** Chuck Darnell, Senior Planner
- DATE DEEMED COMPLETE:** February 10, 2021
- HEARINGS BODY & ACTION:** McMinnville Historic Landmarks Committee
- HEARING DATE & LOCATION:** March 11, 2021, Zoom Online Meeting ID 938 9056 2975
- PROCEDURE:** An application for a Certificate of Approval for Demolition is processed in accordance with the procedures in Section 17.65.050 of the McMinnville Municipal Code.
- CRITERIA:** The applicable criteria for a Certificate of Approval for Demolition are specified in Section 17.65.050(B) of the McMinnville Municipal Code. In addition, the goals, policies, and proposals in Volume II of the Comprehensive Plan are to be applied to all land use decisions as criteria for approval, denial, or modification of the proposed request. Goals and policies are mandated; all land use decisions must conform to the applicable goals and policies of Volume II. “Proposals” specified in Volume II are not mandated, but are to be undertaken in relation to all applicable land use requests.
- APPEAL:** As specified in Section 17.65.080 of the McMinnville Municipal Code, the Historic Landmarks Committee’s decision may be appealed to the Planning Commission within fifteen (15) days of the date written notice of decision is mailed. The City’s

final decision is subject to a 120 day processing timeline, including resolution of any local appeal.

COMMENTS: This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Engineering Department, Building Department, Parks Department, City Manager, and City Attorney; McMinnville Water and Light; McMinnville School District No. 40; Yamhill County Public Works; Yamhill County Planning Department; Frontier Communications; Comcast; Northwest Natural Gas; and Oregon Department of Transportation. Their comments are provided in this document.

RECOMMENDATION

Based on the findings and conclusionary findings, the Historic Landmarks Committee finds the applicable criteria are satisfied with conditions and **APPROVES** the Certificate of Approval for Demolition (HL 1-21), subject to the conditions contained in this document.

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DECISION: APPROVAL WITH CONDITIONS
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Historic Landmarks Committee: _____
John Mead, Chair

Date: _____

Planning Department: _____
Heather Richards, Planning Director

Date: _____

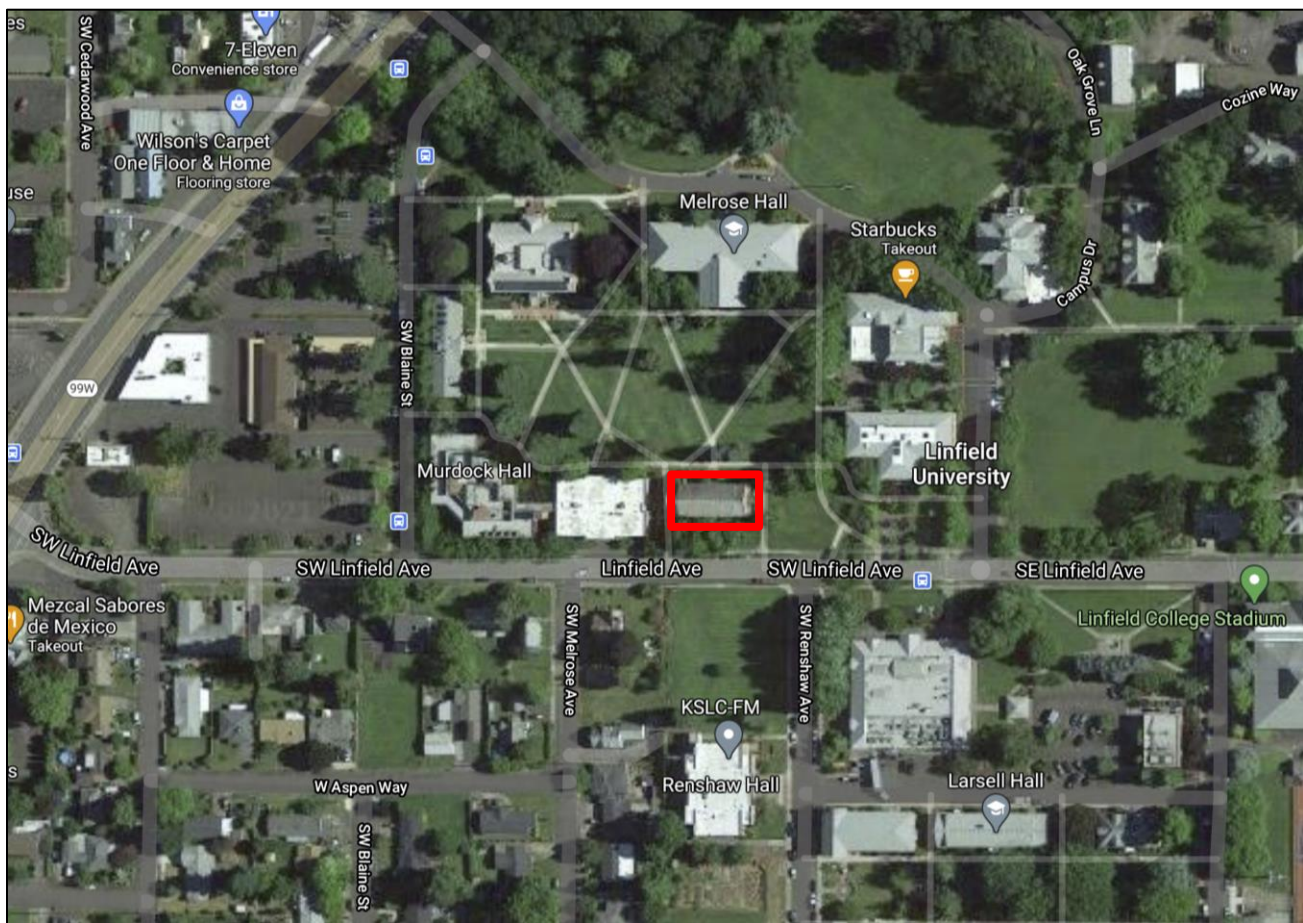
I. APPLICATION SUMMARY:

The applicant has provided information in their application narrative and findings (attached as Attachment 1) regarding the history of the subject site(s) and the request(s) under consideration. Staff has found the information provided to accurately reflect the current land use request, and excerpted portions are provided below to give context to the request, in addition to the City’s findings.

Subject Property & Request

The subject property is located at 900 SE Baker Street, and the historic landmark and building in question is located on the Linfield University campus. The property is identified as Tax Lot 400, Section 20DD, T. 4 S., R. 4 W., W.M. **See Vicinity Map (Figure 1) below, which identifies the approximate location of the building in question.**

Figure 1. Vicinity Map (Building Outline Approximate)



The existing building on the subject property was listed on the Historic Resources Inventory as a Significant resource (resource number B549). The statement of historical significance and description of the building, as described in the McMinnville Historic Resources Inventory sheet for the subject property, is as follows:

“A group of McMinnville businessmen led by R.H. Windishar raised funds for Mac Hall in 1936. Mac hall was the “first dormitory in the history of the college to be built especially for men.” It was completed in 1937 and was intended to hold 58 students, “with spacious public lounges

and an apartment for the house-mother. This building was named Mac Hall in joint recognition of the nickname of the City of McMinnville and that of “Old Mac,” the college so dear to students and faculty alike before its name was changed to Linfield.” (Jonas Jonasson in Kenneth Holmes’ *Linfield’s Hundred Years*, 1956, p. 47 and 66.)

This two and one-half story building has a high gable roof with gable end wall terminating in a squared peak, dutch gable style. The enclosed roof eaves have dentilled frieze. There is a continuous shed roof dormer on both sides. A small hip roofed dormer frames the door on the street side. The campus facing side has an applied pediment on Tuscan Doric columns. The door has side lights and a segmented arch single light transom. Both sides are bilaterally symmetrical. The corners have quoins. There are 9 bays on street and campus sides and 3 at ends. Windows are 8/8 double hung sash.”

The applicant provided an additional description of the historic resource in the application narrative, which is as follows:

“Through an extensive and detailed study over the last 4-plus years undertaken by Linfield's administration and the Board of Trustees, it is very clear that Linfield's future rests on the ability to deliver the highest quality science programs possible. In order to do this, the science facilities must be of the quality and size to continue Linfield's prominence in the sciences.

In order to create a comprehensive science complex strategically located on the central academic quad of the Linfield University campus, the proposed project is to demolish the existing Mac Hall structure in its entirety and construct a new science building that connects to and extends the two existing science buildings, Graf and Murdock Halls. The entire complex will be located on the north side of Linfield Avenue, prominently positioned on the southwest corner of the quad.

Both of the existing inter-connected science buildings, Murdock Hall (built in 1982) and Graf Hall (built in 1965), are physically connected via fire separation, they house the physics, biology, biochemistry and chemistry programs. They are both in need of significant physical and structural renovation to meet today's pedagogical and interdisciplinary higher education science standards and some of the initial renovation is included in this project.

Mac Hall was originally designed and constructed as a "Boys" dormitory. The three-story building is approximately 10,490 square feet and provided (at the time) 26 student dorm rooms with shared restrooms/showers at each level and, common/shared lounge and study rooms on the ground floor. The building does not have a basement, but rather a partial crawlspace. As a building designed specifically as a single-gender dormitory and constructed using 1930's building standards (bearing walls, unreinforced masonry, etc.) with combustible materials (wood), it has a very inflexible and prescriptive floor plan that makes it impossible to adapt to other academic program uses.

In 1993, Mac Hall received modest renovations to the interior spaces, extending the utility of the building as a dormitory. However, in 2007, after completion of new modern residence halls on campus the decision to remove the Mac Hall dorm rooms from the student housing inventory was made for a number of reasons including:

- lack of proximity to the core student housing area of the campus
- the age and disrepair of the building
- compliance to accessibility/ADA codes
- non-compliant life-safety emergency egress
- complete lack of seismic resiliency
- inefficient and outdated building systems
- non-compliant to State Energy codes

Attachments:

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- lack of Title IX compliance standards and goals.

Mac Hall first floor was converted into fifteen ground floor staff offices to house Linfield 's Information Technology Services. Currently, the two upper levels are of no value or benefit to Linfield, and are not occupied. They are only used for limited storage due to building code life-safety exiting concerns. Over the last years, due to the state of the building it has been depopulated and the final removal of all employee offices will occur Spring Semester 2021.

As we look forward to Linfield' s enrollment growth trajectory an important asset is Linfield' s new Northeast Portland campus which will provide Linfield capacity for enrollment growth, it can house approximately 500 on ground students. This expanded space and the new investment in nursing labs allows us to increase our Nursing population from 375 to 400 in the very near future. This growth has already been approved by the Oregon State Board of Nursing. Growth in our Nursing program also necessitates growth in our preparatory science classes held on the McMinnville campus. Our new science complex has been designed to accommodate these growth needs. We look forward to additional science focused programs joining Nursing at our new location and again anticipate that the preparation for these programs will be based in McMinnville.

It is critically important that Linfield maintain its academic competitiveness to attract the top students and retain excellent faculty so that its core science programs continue to support all of Linfield's degree tracks, especially those in the long-established and highly regarded nursing program.

A Linfield nursing degree is a highly sought-after pathway to success. Some 44% of the class of 2018 earned a Bachelor of Science in Nursing. We all recognize the importance that healthcare-related.

education will play for the future of our science curriculum and for the university's growth. Over half of Linfield's nursing majors study their first two years on the McMinnville campus, with extensive concentration in preparatory science courses. This creates a need for more space, technology, and scientific opportunities for the university. New science facilities will address these needs.

Overall, the Sciences serve multiple and significant student populations at Linfield: Science majors (50+ a year), Pre-Nursing Majors (200+ a year) and as a general education requirement. In any given year close to 25% of all students are enrolled in courses in the sciences.

The new science complex achieves the needs for state-of-the art spaces to support Linfield students and provide room for future growth. The new science complex will result in the following total area:

- Existing Murdock Hall to remain= 24,348 SF
- Existing Graf Hall Renovation= 24,880 SF
- New addition to Graf Hall = 11,201 SF
- New Addition wing = 23,958 SF

As shown above, there will be 35,159 SF of new space added to science facilities to accommodate the needed program space. For reference and comparison, the existing Mac Hall is 10,490 SF total. Thus, even if Mac Hall were able to be reconstructed and used in place of the New Addition wing, the science complex would be 13,468 SF short of the space required for the science complex and the project would not be functionally feasible.

The new science complex at Linfield will have an additional 111 lab seats representing spaces in Biology, Chemistry, Physics and shared across all areas. Those seats will allow us to accommodate over 166 additional students/semester in classes and when we consider the per credit cost for each 4-credit class, we have a potential revenue increase of \$925,740 per semester and over \$1.8 M per year. Conversely, without the increased space we stand to lose not only the unrealized revenue but

we will not have the state of the art facilities needed for a robust science program that can compete to attract the best talent, students and faculty alike.

Mac Hall brings no value to Linfield, while the proposed expanded science complex will bring an incredible value and significance to both Linfield and the City by enhancing Linfield's ability to attract students and grow enrollment with long-term success as a viable University.

For the reasons noted above, it is Linfield's position that Mac Hall has reached the end of its useful life and is not suitable for any academic, housing, or administrative use. The building is not adaptable due to the construction materials consisting of exterior load bearing clay tile and interior wood frame bearing walls as well as significant deficiencies related to life-safety exiting. Simply put, the standards to which Mac Hall was originally constructed are far out of date and it would be impossible physically to bring the building up to current day standards without a full tear-down and start-over.”

Photos of the resource at the time of survey in 1983 and photos of the existing exterior of the historic resource, as provided in the application narrative, are provided below. **See 1983 Historic Resources Inventory Photo (Figure 2), North Elevation (Figure 3), and South Elevation (Figure 4) below.**

Figure 2. 1983 Historic Resources Inventory Photo



Figure 3. North Elevation



Figure 4. South Elevation



Background

The property was originally surveyed in 1983 and 1984, which are the dates that the “Statement of Historical Significance and Property Description” were drafted and included on the Historic Resources

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Inventory sheet (resource number B549) for the subject property. This survey work led to the inclusion of the property on the Historic Resources Inventory, and the Historic Resources Inventory was adopted by the McMinnville City Council on April 14, 1987 by Ordinance 4401. The Historic Resources Inventory has since been incorporated into the McMinnville Municipal Code (MMC) through its adoption and reference in MMC Section 17.65.030(A).

Summary of Criteria & Issues

The application (HL 1-21) is subject to Certificate of Approval for Demolition review criteria in Section 17.65.050(B) of the Zoning Ordinance. The goals and policies in Volume II of the Comprehensive Plan are also independent approval criteria for all land use decisions.

The specific review criteria for Certificate of Approval for Demolition requests, in Section 17.65.050(B) of the McMinnville Zoning Ordinance, require the Historic Landmarks Committee to base each decision on the following criteria:

1. The City's historic policies set forth in the comprehensive plan and the purpose of this ordinance;
2. The economic use of the historic resource and the reasonableness of the proposed action and their relationship to the historic resource preservation or renovation;
3. The value and significance of the historic resource;
4. The physical condition of the historic resource;
5. Whether the historic resource constitutes a hazard to the safety of the public or its occupants;
6. Whether the historic resource is a deterrent to an improvement program of substantial benefit to the City which overrides the public interest in its preservation;
7. Whether retention of the historic resource would cause financial hardship to the owner not outweighed by the public interest in the resource's preservation; and
8. Whether retention of the historic resource would be in the best interests of a majority of the citizens of the City, as determined by the Historic Landmarks Committee, and, if not, whether the historic resource may be preserved by an alternative means such as through photography, item removal, written description, measured drawings, sound retention or other means of limited or special preservation.

The applicant has provided findings to support the request for a Certificate of Approval for Demolition. These will be discussed in detail in Section VII (Conclusionary Findings) below.

II. CONDITIONS:

1. That prior to the issuance of the demolition permit for the subject structure, a minimum of 20 (twenty) digital photographs documenting exterior views of the subject structure and a minimum of 20 (twenty) digital photographs documenting interior views of the subject structure shall be submitted to the Planning Department.

III. ATTACHMENTS:

1. HL 1-21 Application and Attachments (on file with the Planning Department)

IV. COMMENTS:

Agency Comments

This matter was referred to the following public agencies for comment: McMinnville Fire Department, Police Department, Parks and Recreation Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill

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County Public Works, Yamhill County Planning Department, Recology Western Oregon, Frontier Communications, Comcast, Northwest Natural Gas. The following comments were received:

- McMinnville Engineering Department

No comments from Engineering regarding the application itself.

Items to Note:

1. Linfield Avenue is identified as a minor collector in the City's adopted Transportation System Plan, which requires 56' of total right-of-way width. The existing right-of-way width is 50'. The dedication of additional right of way to provide 28' from street centerline to edge of right-of-way along the parcels frontage would be required to meet TSP Standards. In addition, there is currently no public utility easement along the property's Linfield Avenue frontage.

Future Building Permit Conditions:

1. As part of the project, the existing sidewalks within the scope of work limits will need to be upgraded to meet current PROWAG standards and reconstructed to 10' in width per the City's adopted Transportation System Plan.

Note – A map of the existing sanitary sewer lateral was also provided by the Engineering Department. That map is on file with the Planning Department.

- McMinnville Building Department

No building code concerns.

- McMinnville Fire Department

We have no issues with this proposal.

- McMinnville Water and Light

Water: Water services to Mac Hall including; Fire line and irrigation will need to be disconnected and abandoned at the main. Contact MW&L for timing. There is an existing 3" domestic and 4" fire line serving Murdock and Graf Halls. The Engineer and Plumbing contractor will need to determine if these existing facilities are adequate to serve this new addition or if additional or upgraded services will be required. Depending on the size of any additional service will determine whether Linfield's contractor constructs via an Extension Agreement or MW&L constructs via a cost estimate. Any domestic water service will require an RP backflow assembly at premises (at the meter). Please contact MW&L Engineering for additional questions.

Electric: Contact MWL to coordinate de-energizing electric service prior to demolition.

- Oregon Department of State Lands

The only interaction I can think that this demolition project may have with the removal-fill program is if the materials were not properly disposed of and instead placed in waters of the state. I'm sure McMinnville is already requiring proper disposal of materials. There are some waters and wetlands on the Linfield campus, so check that the staging etc. areas for the

demolition and construction avoid these areas. (These details of the projects not included in this notice.) Send a WLUN if there is any doubt.

- Comcast

We do have conduit into the building with coax hardline and possibly fiber optic cable. I wouldn't consider it a conflict though, we would just need to be in on the project, which we generally are. I've attached a map to help show what we have in our documentation.

Note – A map of the existing cable service was also provided by Comcast. That map is on file with the Planning Department.

Public Comments

Notice of this request was mailed to property owners located within 300 feet of the subject site on February 24, 2021. As of the date of the Historic Landmarks Committee public meeting on March 11, 2021 no public testimony had been received by the Planning Department.

V. FINDINGS OF FACT - PROCEDURAL FINDINGS

1. The applicant, Brian Jackson, on behalf of property owner Linfield University, submitted the Certificate of Approval application (HL 1-21) on February 5, 2021.
2. The application was deemed complete on February 10, 2021. Based on that date, the 120 day land use decision time limit expires on June 10, 2021.
3. Notice of the application was referred to the following public agencies for comment in accordance with Section 17.72.120 of the Zoning Ordinance: McMinnville Fire Department, Police Department, Parks and Recreation Department, Engineering and Building Departments, City Manager, and City Attorney, McMinnville School District No. 40, McMinnville Water and Light, Yamhill County Public Works, Yamhill County Planning Department, Recology Western Oregon, Frontier Communications, Comcast, Northwest Natural Gas.

Comments received from agencies are addressed in the Decision Document.

4. Notice of the application and the March 11, 2021 Historic Landmarks Committee public meeting was mailed to property owners within 300 feet of the subject property in accordance with Section 17.65.070(C) of the Zoning Ordinance on Wednesday, February 24, 2021.
5. No public testimony was submitted to the Planning Department prior to the Historic Landmarks Committee public hearing.
6. On March 11, 2021, the Historic Landmarks Committee held a duly noticed public hearing to consider the request.

VI. FINDINGS OF FACT – GENERAL FINDINGS

1. **Location:** 900 SE Baker Street. The resource is located at the property that is identified as Tax Lot 400, Section 20DD, T. 4 S., R. 4 W., W.M.
2. **Size:** The subject site and property is large and encompasses the main portions of the Linfield University campus, including the academic quad. The building in question is located on the south side of the quad, and the building proposed for demolition is approximately 10,490 square

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feet in size.

3. **Comprehensive Plan Map Designation:** Residential
4. **Zoning:** R-4 PD (Multiple Family Residential Planned Development)
5. **Overlay Zones/Special Districts:** Planned Development Overlay District (Ordinance No. 4739 – Linfield Master Plan).
6. **Current Use:** University Use
7. **Inventoried Significant Resources:**
 - a. **Historic Resources:** Historic Resources Inventory – Resource Number B549.
 - b. **Other:** None
8. **Other Features:** The site is generally flat. The building is part of the south portion of the academic quad of the Linfield University campus. There are some large and mature trees to the north of Graf Hall, north of Mac Hall, and east of Mac Hall that would be impacted by the proposed new construction.
9. **Utilities:**
 - a. **Water:** Water service is available to the subject site.
 - b. **Electric:** Power service is available to the subject site.
 - c. **Sewer:** Sanitary sewer service is available to the subject site.
 - d. **Stormwater:** Storm sewer service is available to the subject site.
 - e. **Other Services:** Other utility services are available to the subject site. Northwest Natural Gas and Comcast is available to serve the site.
10. **Transportation:** The site on which the Mac Hall building is located is adjacent to SE Linfield Avenue, which is identified as a minor collector in the McMinnville Transportation System Plan. Section 17.53.101 of the McMinnville Municipal Code identifies the right-of-way width for minor streets. The required right-of-way width for minor collector streets is identified in the McMinnville Transportation System Plan as 56 feet, when no bike lanes exist. The McMinnville Transportation System Plan does not identify bike lanes on SE Linfield Avenue (see McMinnville Transportation System Plan Exhibit 6-3). The existing right-of-way width of SE Linfield Avenue adjacent to Mac Hall is 50 feet.

VII. CONCLUSIONARY FINDINGS:

The Conclusionary Findings are the findings regarding consistency with the applicable criteria for the application. The applicable criteria for a Historic Resources Inventory Amendment are specified in Section 17.65.050(B) of the Zoning Ordinance.

In addition, the goals, policies, and proposals in Volume II of the Comprehensive Plan are to be applied to all land use decisions as criteria for approval, denial, or modification of the proposed request. Goals and policies are mandated; all land use decisions must conform to the applicable goals and policies of Volume II. “Proposals” specified in Volume II are not mandated, but are to be undertaken in relation to all applicable land use requests.

Comprehensive Plan Volume II:

The following Goals, Policies, and Proposals from Volume II of the Comprehensive Plan provide criteria applicable to this request:

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The implementation of most goals, policies, and proposals as they apply to this application are accomplished through the provisions, procedures, and standards in the city codes and master plans, which are sufficient to adequately address applicable goals, policies, and proposals as they apply to this application.

The following additional findings are made relating to specific Goals and Policies:

GOAL III 2: TO PRESERVE AND PROTECT SITES, STRUCTURES, AREAS, AND OBJECTS OF HISTORICAL, CULTURAL, ARCHITECTURAL, OR ARCHAEOLOGICAL SIGNIFICANCE TO THE CITY OF McMINNVILLE.

APPLICANT’S RESPONSE: Community Plan Goal 111-2 is adequately addressed as outlined in response item 7H of this application.

FINDING: NOT SATISFIED. The focus of the comprehensive plan goal is to preserve and protect structures that have special historical or architectural significance. A demolition clearly does not meet that intent. The Historic Landmarks Committee, after reviewing the application materials and receiving testimony, decided that other applicable criteria for the consideration of the demolition were met and therefore the demolition was approved. Findings for those other applicable review criteria are provided below.

GOAL X 1: TO PROVIDE OPPORTUNITIES FOR CITIZEN INVOLVEMENT IN THE LAND USE DECISION MAKING PROCESS ESTABLISHED BY THE CITY OF McMINNVILLE.

GOAL X 2: TO MAKE EVERY EFFORT TO ENGAGE AND INCLUDE A BROAD CROSS SECTION OF THE COMMUNITY BY MAINTAINING AN ACTIVE AND OPEN CITIZEN INVOLVEMENT PROGRAM THAT IS ACCESSIBLE TO ALL MEMBERS OF THE COMMUNITY AND ENGAGES THE COMMUNITY DURING DEVELOPMENT AND IMPLEMENTATION OF LAND USE POLICIES AND CODES.

Policy 188.00 The City of McMinnville shall continue to provide opportunities for citizen involvement in all phases of the planning process. The opportunities will allow for review and comment by community residents and will be supplemented by the availability of information on planning requests and the provision of feedback mechanisms to evaluate decisions and keep citizens informed.

APPLICANT’S RESPONSE: None.

FINDING: SATISFIED. The process for a Certificate of Approval for Demolition provides an opportunity for citizen involvement throughout the process through the public notice and the public meeting process. Throughout the process, there are opportunities for the public to review and obtain copies of the application materials and the completed staff report prior to the advertised public meeting(s). All members of the public have access to provide testimony and ask questions during the public review and meeting process.

McMinnville Municipal Code

The following Sections of the McMinnville Municipal Code (MMC) provide criteria applicable to the request:

Chapter 17.03. General Provisions

17.03.020 Purpose. The purpose of this ordinance is to encourage appropriate and orderly physical development in the City through standards designed to protect residential, commercial, industrial, and

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civic areas from the intrusions of incompatible uses; to provide opportunities for establishments to concentrate for efficient operation in mutually beneficial relationship to each other and to shared services; to provide adequate open space, desired levels of population densities, workable relationships between land uses and the transportation system, and adequate community facilities; to provide assurance of opportunities for effective utilization of the land resource; and to promote in other ways public health, safety, convenience, and general welfare.

APPLICANT’S RESPONSE: None.

FINDING: SATISFIED. The purpose of the Zoning Ordinance is met by the proposal as described in the Conclusionary Findings contained in this Decision Document.

17.65.050 Demolition, Moving, or New Construction. The property owner shall submit an application for a Certificate of Approval for the demolition or moving of a historic resource, or any resource that is listed on the National Register for Historic Places, or for new construction on historical sites on which no structure exists. Applications shall be submitted to the Planning Department for initial review for completeness as stated in Section 17.72.040 of the McMinnville Zoning Ordinance. The Historic Landmarks Committee shall meet within thirty (30) days of the date the application was deemed complete by the Planning Department to review the request. A failure to review within thirty (30) days shall be considered as an approval of the application.

APPLICANT’S RESPONSE: None.

FINDING: SATISFIED. The applicant, who is representing the property owner, filed an application and request to demolish the existing building that is designated as a Significant resource on the Historic Resources Inventory. The application was reviewed by the Historic Landmarks Committee within 30 days of the application being deemed complete.

17.65.050 Demolition, Moving, or New Construction. [...]

B. The Historic Landmarks Committee shall base its decision on the following criteria:

17.65.050(B)(1). *The City’s historic policies set forth in the comprehensive plan and the purpose of this ordinance;*

APPLICANT’S RESPONSE: The Linfield University campus sits within a Multi-Family Residential R-4 zone and is a permitted use as the University has been an established higher education institution within the City of McMinnville since the founding in 1858. The University campus property does not have any known zoning overlays.

Community Plan Goal 111-2 is adequately addressed as outlined in response item 7H of this application.

Community Plan Goal X-1 notes the need to provide opportunities for public involvement. This requirement is met because the decision will be conducted in a public meeting.

In the State of Oregon, it is typical that University campus properties are identified as University District zones within their local comprehensive plan and zones. However, that is not the case In the City of McMinnville.

FINDING: NOT SATISFIED. Most of the City’s historic policies in the comprehensive plan focus on the establishment of the Historic Landmarks Committee, public awareness of historic preservation, and other activities for the City to pursue to increase documentation of historic resources. However, the goal most specifically related to historic preservation is as follows:

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Goal III 2: To preserve and protect sites, structures, areas, and objects of historical, cultural, architectural, or archaeological significance to the City of McMinnville.

The purpose of the Historic Preservation ordinance includes the following:

- (a) Stabilize and improve property values through restoration efforts;
- (b) Promote the education of local citizens on the benefits associated with an active historic preservation program;
- (c) Foster civic pride in the beauty and noble accomplishments of the past;
- (d) Protect and enhance the City's attractions for tourists and visitors; and
- (e) Strengthen the economy of the City.

The focus of the comprehensive plan goal and the purpose of the Historic Preservation chapter are to preserve structures that have special historical or architectural significance through restoration efforts. A demolition clearly does not meet that intent. The Historic Landmarks Committee, after reviewing the evidence and hearing the public testimony, decided that other criteria for the consideration of the demolition were satisfied and therefore the demolition was approved with conditions.

17.65.050(B)(2). *The economic use of the historic resource and the reasonableness of the proposed action and their relationship to the historic resource preservation or renovation;*

APPLICANT'S RESPONSE: The location of Mac Hall and its proposed removal is critical to the success of Linfield University and the science programs in Biology, Biochemistry, Chemistry, and Physics because of its proximity and connection to the existing Graf and Murdock Halls. The goal of creating a comprehensive "complex" of science spaces is critical to Linfield's success and to the contemporary nature of scientific inquiry, teaching, and research. That is, the new Science Complex will promote interdisciplinary study and promote collaboration among academic disciplines as well as between faculty and students.

There are many economic opportunities that Linfield University is looking forward to over the coming years to which the new Science Complex will contribute. With the purchase of the Northeast Portland campus, the University is poised to grow its nursing program and allied health programs which are in high demand for current and future students. The curriculum required for these as well as other liberal arts majors is a mastery of the science-based disciplines. The new Science Complex will afford Linfield students the ability to gain a state-of-the-art education.

The current use of Mac Hall does not generate income for the University. In fact, Mac Hall will be vacant in Spring 2021 as the final stages of employee relocation is completed. And while Mac Hall generates no income, the removal of Mac Hall is directly linked to the future of Linfield University and its ability to remain financially viable in a competitive and challenging marketplace. The proposed new state-of-the-art science facility will provide needed financial stability to the University and it will attract and retain top faculty and students. See section 7A for additional information on this financial impact.

Mac Hall brings no economic benefit to Linfield University. Nor does it serve the City of McMinnville or the broader region. With that in mind, it is worth noting that the current landscape of higher education is in transition. For example, many small liberal arts universities are experiencing decreasing enrollments and financial challenges, some of which have failed or are currently failing to survive. Linfield University is not immune to those pressures; however, strong leadership of the University and collaborations across student groups, faculty, alumni and

community partners combine to ensure that Linfield is and will continue to be poised for growth. Indeed, the success of Linfield University has a direct impact on the financial viability and social fabric of the City of McMinnville.

Through the delivery of its science programs - Biology, Biochemistry, Chemistry, and Physics - in addition to what those programs contribute to the Nursing program on the Portland campus, Linfield's McMinnville campus is both foundational and a significant contributor to the health and wellness infrastructure of our region. For example, current data show that 73% of nursing alumni, after graduation, continue to work and live in Oregon. They make significant contributions to our state's skilled and professional health care labor force. If we include Washington and Idaho in that data set, 87% of nursing alumni continue to work and live in the broader region. That said, McMinnville's campus and the new science building will have both economic benefits and social benefits in the region. The new Science Complex will not only create opportunities for Linfield students, but it will also create opportunities for the McMinnville community by providing internships and community service opportunities, thus enhancing the already dynamic partnership that exists.

It is important to point out that scientific inquiry is increasingly shared across all of the science-based disciplines, and the design for the new complex reflects that fact by co-locating all of the science faculty offices and research spaces together in one central location, regardless of their academic department or subdiscipline. This hub of interdisciplinary scientific teaching and research is the most critical component of the complex as it functions both practically by making the connections amongst the sciences a day-to-day reality and symbolically by putting science on display as a collaborative enterprise. This approach is featured in cutting edge buildings such as the Collaborative Life Sciences Building for OHSU, PSU and OSU where research labs are co-located. Linfield goes further by intermingling the science faculty in both their office and research settings.

Linfield as a whole, by its long-standing presence in the community with students, faculty and staff, along with campus activities and events that it hosts for the public, does generate revenue and create a significant economic impact for businesses within the City of McMinnville and the Surrounding areas. It is one of the largest employers in the City of McMinnville with most employees living in a 20-mile radius of the City. The University likewise makes every effort to purchase goods and services locally and is a member of the Chamber of Commerce and has a long and unique relationship with the citizens of McMinnville in the annual Partners in Progress campaign.

Research is not just a faculty enterprise; Linfield students are involved in scientific discovery and research in their classes and in collaborations with faculty. In fact, Linfield spends over \$160,000 a year to support students in their research endeavors. Students work with faculty in research labs to undertake work that contributes - today and in a very real sense - to areas such as human genome analysis and cancer research. Students gain practical skills that are regularly showcased at conferences and in publications that disseminate their work to other scientists, and they are well- positioned for further study. Within five years of their graduation, 38% of McMinnville students go on to graduate school. In fact, Linfield students from the STEM fields attend graduate school at higher rates compared to their counterparts who earn degrees from Lewis and Clark, Whit worth, and the University of Washington (Source: National Science Foundation Survey of Earned Doctorates/Doctorate Record). The new Science Complex positions both Linfield University and McMinnville to make meaningful contributions well into the future.

FINDING: SATISFIED. The City concurs with the applicant's findings.

17.65.050(B)(3). *The value and significance of the historic resource;*

APPLICANT’S RESPONSE: Although Mac hall was a significant hub of activity in the early days of Linfield with the build out of our residence halls, other campus buildings and infrastructure the historic resource to the University no longer exists. From a functional standpoint, the building condition and its lack of life-safety requirements means it can no longer be used for either its original intent as a dormitory or even its more recent use as a support staff building for our IT department. To provide a safer environment for our current employees we have been relocating our IT staff for the past five years with the completion of the move in spring of 2021 leaving the building empty.

The current value to Linfield is the site itself with its proximity to the existing science facilities and academic quad. The Mac Hall site is the only feasible location for a new building. Any other location/position of this key new science building would negate the entire complex, extinguishing the critical functionality of the science complex that relies on interdisciplinary relationships between the science departments with regard to lab spaces, faculty offices, lab support, lecture spaces, and dedicated research spaces.

To achieve the required functionality and key interdisciplinary relationships, the science building complex design follows these key planning goals:

- **Locate faculty-student research** in the heart of the building complex.
- **Create neighborhoods for departments** adjacent to circulation paths. Connect upper division labs to research to facilitate joint use of space.
- **Locate faculty offices together** to promote interdisciplinary science. Group near research if possible with good access to the rest of buildings.
- Compliment the heart of the building **student learning space grouped together**.
- **Anchor student interaction areas** to beacon students to primary entries and sprinkle nodes throughout.
- **Locate vertical circulation areas close to heart** to facilitate movement and connections.
- **Locate restrooms near the nucleus** along the circulation path.

See Exhibit B4 for design concept layout diagrams.

To achieve the required layout to meet the planning goals above and the minimum space program, it requires significant renovations of Graf Hall and an increase of 35,159 net square feet of new building area. The new building area must be configured to meet the layout criteria for the science labs and classrooms. Critical layout criteria refers to minimum lab classroom planning modules that are considered industry standard for higher education facilities. See 7E for further information on physical size requirements.

Mac Hall has reached the end of its useful life as a building, as the attached exhibits demonstrate it is impossible to renovate and/or retro-fit with all the requirements of a modern-day science facility.

FINDING: NOT SATISFIED. The City does not concur with the applicant’s findings in regards to the historical value and significance of the historic resource. The existing building retains much of the architectural form and historic details that originally resulted in the structure being listed on the Historic Resources Inventory. The historic resource is also located in a prominent location on the Linfield University campus, on the south end of the academic quad where some of the other prominent historic campus buildings are also located. Between the existing historical characteristics and the relationship of the building to the remainder of the historic Linfield University campus, the City finds that the historic resource does still retain historic value and

significance. However, other applicable review criteria are satisfied that outweigh the proposal not meeting this criteria, which are described in the findings for those other criteria.

17.65.050(B)(4). *The physical condition of the historic resource;*

APPLICANT’S RESPONSE: Mac Hall is in poor physical condition, but the actual current condition does not directly relate to the proposed project or action from this application since the proposal is for complete demolition in order to allow for the needed expansion of the science complex.

There are two primary existing conditions that make Mac Hall an unusable or non-adaptable structure for science labs and classrooms, or for any other program use at Linfield University. These two conditions are:

1. Non-adaptable bearing wall structural systems (clay tile bearing walls and connections)
2. Physical size limitations of the structure (width, depth and height)

To address item #1 above in greater detail, the specific concern with the primary building structure is that the exterior bearing walls are constructed of hollow unreinforced clay tile with 4-inch brick veneer that has minimal attachment to the structural walls. Further, the wood framed floors and roof are not tied to the bearing walls and it is not physically possible to structurally and/ or seismically tie the floors to the hollow clay tile material. The clay tile walls are a significant issue because the physical properties of the tile units are very brittle and cannot be structurally enhanced on their own. The interior double loaded corridor walls that run the length of the building are load bearing wood framed walls that are aligned and stacked from the crawl space to the roof. Both the exterior bearing walls and the interior stacked bearing walls sit on undersized and unreinforced continuous concrete foundations.

Additional concerns with the physical condition of Mac Hall are:

- The floor framing is 2x12 joists with ship lap floor decking. The floor joists sit on interior load bearing wood framed walls and the exterior load bearing unreinforced clay tile. The floors and roof have no lateral diaphragm.
- The interior floor to ceiling height at each floor is 8'-0" (9-foot floor to floor) with no false ceilings or void space for mechanical and/or plumbing systems.
- The building is known to contain hazardous asbestos and lead paint.
- Building systems such as mechanical heating and ventilating systems, and plumbing and electrical are very old and are not designed or capable of supporting spaces beyond the individual converted office spaces.
- The building mechanical and electrical systems and exterior envelope do not meet State of Oregon energy codes.
- The building has one central/internal non-rated egress stair. For a three story building, code requires two rated exit stair enclosures per floor and only two levels allowed to be open to one another.
- Exterior steel fire escapes ladders were added to each end of the building at some point. They were not part of the original construction. Exterior fire escape ladders are not allowed by code and have not been allowed for many years.
- The building does not have a fire sprinkler system or a fire alarm system.
- ADA/Accessibility Compliance - Only the main floor is accessible and it is only accessible through one of four entry/egress points. The upper two floors are not accessible due to the lack of an elevator. There are no accessible restrooms.
- Title IX Compliance - The original building was designed as a single-gender dormitory, the dorm rooms on the ground level were later converted to offices. The building is not accessible to students or the public.

To address item No. 2 above regarding the physical limitations of Mac Hall, there are a number of factors to consider that outline why Mac Hall cannot be renovated into right-sized current-day science labs and classrooms.

- The total building area of 10,490 square feet is on three floors resulting in 3,495 square feet per floor. The new Linfield program requires 35,000 square feet minimum.
- The building floor plate dimensions (width, depth and height) do not come close to meeting minimum dimensions required for science lab classrooms.
 - A typical modern lab/classroom size requires 30'-0" (depth) x 42'-0" (width) which allows for perimeter casework for sinks and fume hoods, a teaching wall, and casework on the perimeter.
 - Mac Hall has stacked load bearing walls (6-feet apart) running down the center that support the floor framing. This arrangement would prevent a laboratory classroom from being considered. See Exhibit B2 - Lab Plan Comparison for a graphic representation of the required layout.
 - The vertical height of Mac Hall from the first floor to the roof structure is approximately 28-feet (based on 9' floor to floor). The "minimum" height required for the new addition for science labs/ classrooms is 48-feet (based on 16' floor to floor). Mac hall is approximately 20-feet too short.
 - The typical "minimum" size for a science classroom building would be 70' wide x 94'-6" long, allowing for 4 classrooms off a double loaded corridor that is 10' wide. This is a "minimum" standard.
- Science buildings require significant HVAC systems, fume hoods, minimum working clearances, and vertical circulation (stairs & elevators).
 - The load bearing walls distribute their load evenly on unreinforced concrete foundation and stem walls. The creation of vertical shafts would require significant re-framing of the floors and would introduce point loads down through the building that could not be supported at the foundation level.
- Structural live-loads and vibration isolation design criteria is significant for a science building due to the heavy science equipment, hoods, and cabinetry. The wood framed Mac Hall cannot meet the required structural live loads for deflection or vibration.
- The existing double loaded corridor with stacked wood framed bearing walls down the middle of the floor plan that also supports the roof structure means that there is very little flexibility with regards to "opening-up" of the interior walls to allow for rooms and uses beyond offices and/or dorm rooms that fit within the 15-foot depth.

It is also important to note that to achieve the goal of an interdisciplinary science complex, it is critically important that the basement levels of all buildings (Murdock, Graf and New Addition) in the complex are inter-connecting at the same levels. Mac Hall does not have a basement that would physically allow for the needed connection. Similarly, as stated above, the second and third floors of Mac Hall would not be close to aligning with the levels of Graf Hall and would again, not allow the inter-connection of the buildings.

The result of the restricting floor plate, construction materials, code and seismic requirements, and the physical condition for a University building is to tear the building down and start over. Any adaptive re-use of the building is not feasible for the reasons noted above and the rebuilding of Mac Hall, even if that were possible, to its existing design as new construction would result in a building that would not fill any University need or program, and would prevent the development of the critically needed \$35-Million expansion of the science complex.

For the reasons noted above, it is Linfield's position that Mac Hall has reached the end of its useful life and is not suitable for any academic, housing, or administrative use. The building is not adaptable due to the construction materials consisting of exterior load bearing clay tile and interior wood frame bearing walls as well as significant deficiencies related to life-safety exiting.

Attachments:

Attachment 1 – Application and Attachments

Simply put, the standards to which Mac Hall was originally constructed are far out of date and it would be impossible physically to bring the building up to current day standards without a full tear-down and start-over.

FINDING: SATISFIED. The City partially concurs with the applicant's findings. Given that some level of investment would improve the physical condition of the resource, the City does not find that the existing physical condition of the historic resources is poor enough to warrant demolition solely based on physical condition. However, other applicable review criteria are satisfied that outweigh the proposal not meeting this criteria, which are described in the findings for those other criteria. Most specifically, the preservation of the historic resource is found to be a deterrent to an improvement program of substantial benefit to the City. Related to this improvement program, the City does concur with the applicant's findings above that document that the existing building cannot be renovated to support the uses and facilities that are necessary in the proposed improvement program (that being an updated and centrally located science "complex" with more modern science-related educational facilities, laboratories, and classrooms).

17.65.050(B)(5). *Whether the historic resource constitutes a hazard to the safety of the public or its occupants;*

APPLICANT'S RESPONSE: Mac Hall "does" constitute a hazard to the safety of its occupants (private or public) due to the items listed above in item 7E. Primarily, the code compliance issues that do not meet any current day standard. As noted, Mac Hall is an unreinforced clay tile masonry building constructed in 1936 and has virtually "no" seismic resiliency. The building contains some levels of hazardous materials (asbestos, lead paint, etc.), and it does not meet (or come close to meeting) current life-safety building codes, and it does not meet any accessibility codes or standards (ADA or OSSC).

Given the construction materials and systems noted (clay tile bearing walls), a moderate to significant earthquake would likely destroy the building and cause personal injury and/or death to the occupants. Even a moderate earthquake would likely cause significant damage and safety issues with unreinforced facade elements and brick veneer as well as the disconnections of floor and roof plates to the exterior perimeter bearing walls that would collapse and result in personal injury and possible loss of life.

In 2007, Mac Hall first floor was converted into fifteen ground floor staff offices to house Linfield's Information Technology Services. The two upper levels are of no value or benefit to Linfield and are not occupied and only used for limited storage due to building code life-safety exiting concerns. Specific life-safety building code concerns include the lack of enclosed egress systems such as rated exit enclosures and the reliance upon old exterior mounted fire escape ladders at each end of the building. The building is rated as a Group B Office, which allows occupancy by regular staff members that are familiar with the limited exiting routes. Use by the general public and students in the event that the building is converted to other uses, would be considered unsafe and not allowed.

FINDING: NOT SATISFIED. The applicant has provided arguments that the current condition of the structure could be a hazard to the occupants based on the structural construction, and that the building would be difficult to improve to support more intense uses without impact to historical structural or aesthetic characteristics. However, some level of investment could occur to minimize the amount of hazard risk to occupants and address current code deficiencies. However, these levels of investment and continued use just may not align with the overall university facility needs in this location of the campus. Therefore, the City finds that other applicable review criteria are satisfied that outweigh the proposal not meeting this criteria.

17.65.050(B)(6). *Whether the historic resource is a deterrent to an improvement program of substantial benefit to the City which overrides the public interest in its preservation;*

APPLICANT’S RESPONSE: The building/resource is located on the only feasible location for the expansion of the existing science facilities (Murdock & Graf Halls) and it is not adaptable to renovation for the sciences due to:

- combustible wood construction type used for floor, roof and interior wall framing
- use of unreinforced load bearing clay tile masonry
- limited floor plate dimensions horizontally with a bearing wall double-loaded corridor
- limited 9-foot floor to floor height
- inadequate structural members and sizing to support required floor live loads
- no ability to incorporate extensive infrastructure to support state-of-the art science labs and instructional spaces.

The science complex is critically important to Linfield University and its long-term success. To that end, Mac Hall's presence is a deterrent to the proposed improvement project that will be a major benefit the university from the standpoint of long-term viability and directly enhance its benefit to the City. See 7A, 7C and 7H.

If the science complex is not built, the university will suffer by not being able to attract the exceptional students and faculty. In addition, we will be unable to deliver on the building promise that have led to significant private donations that have been awarded to fund the project, such as the \$10M William Keck Foundation grant, that represents the largest donation Keck has made to fund a private University science facility in Oregon, and the \$6M Evenstad pledge for a new wine education program and facility.

FINDING: SATISFIED. The City concurs with the applicant’s findings, and adds that additional findings for the need and benefits of the proposed improvement program are provided in the applicant’s project description and the applicant’s response and findings of the criteria in Sections 17.65.060(B)(2), 17.65.060(B)(3), and 17.65.060(B)(7). The City finds that the benefits of the improvement program, particularly those related to the improvement program being critical to the long-term success of Linfield University, override the public interest in the preservation of the existing building.

17.65.050(B)(7). *Whether retention of the historic resource would cause financial hardship to the owner not outweighed by the public interest in the resource’s preservation; and*

APPLICANT’S RESPONSE: The retention of Mac Hall as a resource would cause severe financial impacts and hardships to Linfield University as follows:

- Loss of very large grants and private donations totaling more than \$16M. Including the Keck gift of \$10M contingent on the building of the entire science complex. (section 7G)
- Loss of annual tuition revenues of \$1.8M from core science degrees programs and decreased enrollment. (section 7A)
- The University does not need additional dorm rooms, but is in desperate need of science lab, instructional and research space (section 7G)
- The existing Mac Hall building has no value to the University and does not generate any revenue. (section 7A)
- Not utilizing the strategic location of the ground area where Mac Hall is located to expand the science complex will lead to significant financial losses due to lost revenue noted above. (section 7D)
- Any use of Mac Hall will entail addressing monumental deferred maintenance and life-safety code issues plus on-going for a building that is of no use to the institutional. (Section

7E). Those dollars would not be available to support student scholarships and with 95% of Linfield University students receiving institutional aid this would result in a hardship for many students trying to attend.

Students are Linfield's top priority, and it takes exceptional places to support them. Linfield strives for environments that cultivate community, support self-discovery, and inspire achievement. But key facilities are no longer able to advance the University's mission. A new science complex is required and needs to be sited along with the other Science facilities on campus. This requires the removal of Mac Hall.

A state-of-the-art science complex where students can become scientists or science-informed leaders, cultivating science awareness is part of Linfield commitment to providing a comprehensive, interdisciplinary education. Outmoded, overcrowded science facilities now stand in the way. Rising to meet Oregon's demand for skilled STEM workforce, a new science complex designed for inclusive, collaboration immersive learning and discovery is a key initiative of the Linfield University mission.

FINDING: SATISFIED. The City concurs with the applicant's findings.

17.65.050(B)(8). *Whether retention of the historic resource would be in the best interests of a majority of the citizens of the City, as determined by the Historic Landmarks Committee, and, if not, whether the historic resource may be preserved by an alternative means such as through photography, item removal, written description, measured drawings, sound retention or other means of limited or special preservation.*

APPLICANT'S RESPONSE: It is Linfield's position that the proposed "removal" of Mac Hall is in the best interest of the majority of McMinnville citizens, and that the retention of the resource would "not" be in the best interest of the majority of citizens. Linfield is a private institution on private property, with some public streets within the boundaries of the university's property. Linfield maintains its beautiful 189-acre campus for the enjoyment of its students, faculty, staff, as well as the citizens of the city.

The university and the City have a very strong history of creating an inviting destination in the community for students, faculty and staff, while also inviting the general public onto the campus grounds for various events, including athletic events, summer concerts and festivals, Commencement and the annual International Pinot Noir Celebration to name a few of the larger events. It is understood that both Linfield and the City mutually share in each other's successes.

The proposed science expansion project is directly tied to the successes of the university, which then indirectly spills over into the community by means of supporting the local economy, investing in the local wine making industry, and by hosting major events that draw visitors to McMinnville.

The City will dramatically benefit by the success of the science program at Linfield that as stated, represents the university's future. We believe that what is good for Linfield is also good for the community at large, as well as a representation for how the sciences impact all aspects of daily living. The science education and literacy provided at Linfield is distinctive and our graduates enter the world with the experience of an immersive liberal arts education.

The general public of the City of McMinnville do not benefit from the existence of Mac Hall as the resource is not accessed by the public, nor is the building accessed by Linfield students or faculty. The public view from Linfield Avenue is the back of the Mac Hall, lacking any architectural distinction, while the front of the building is viewed from the academic quad.

A beneficial off-set is that two dormitory buildings, Larsell Hall in 1958 and Hewitt Hall in 1960, were designed and constructed as close replicas to Mac Hall and are located in the correct residence hall zone of the campus. Additionally, the design of Miller Hall (dormitory) is also based on Mac Hall and represents a more modern version of the same design, and is located at the eastern end of Linfield Avenue.

Linfield believes that Mac Hall as a resource can be preserved through photographs, original architectural blueprints, and written description as well as the fact that the Linfield campus has three buildings on campus in Miller Hall (31 on campus map), Hewitt Hall (40 on campus map) and Larsell Hall (37 on campus map) that are very similar in design appearance and function as code compliant residence halls. These three dormitory buildings can and will serve to preserve the building in lieu of protecting the resource.

FINDING: SATISFIED WITH CONDITION #1. The City concurs with the applicant's findings, but adds that a condition of approval is included to require that a minimum of 20 digital photos be provided of the exterior and interior of the building to document the existing structure prior to its demolition. The original architectural blueprints have already been provided to the City digitally as part of the application submittal, and therefore will be retained on the public record for documentation.

17.65.070 Public Notice.

- A. After the adoption of the initial inventory, all new additions, deletions, or changes to the inventory shall comply with subsection (c) of this section.
- B. Any Historic Landmark Committee review of a Certificate of Approval application for a historic resource or landmark shall comply with subsection (c) of this section.
- C. Prior to the meeting, owners of property located within 300 feet of the historic resource under consideration shall be notified of the time and place of the Historic Landmarks Committee meeting and the purpose of the meeting. If reasonable effort has been made to notify an owner, failure of the owner to receive notice shall not impair the validity of the proceedings

APPLICANT'S RESPONSE: None.

FINDING: SATISFIED. Notice of the Historic Landmarks Committee's consideration of the Certificate of Approval application was mailed to property owners located within 300 feet of the historic resource. A copy of the written notice provided to property owners is on file with the Planning Department.

CD