



City Council Memorandum

City of Arts & Innovation

TO: HONORABLE MAYOR AND CITY COUNCIL DATE: DECEMBER 12, 2023

FROM: MUSEUM DEPARTMENT WARD: 1

SUBJECT: APPROVE DESIGN APPROACH FOR THE RENOVATION AND EXPANSION OF THE MUSEUM OF RIVERSIDE'S DOWNTOWN SITE AT 3580 MISSION INN AVENUE, AND APPROVE ALLOCATION OF \$10,000,000 FROM GENERAL FUND INFRASTRUCTURE RESERVES FOR THE RENOVATION AND EXPANSION PROJECT, AND DETERMINE THE PROJECT IS EXEMPT FROM CEQA – SUPPLEMENTAL APPROPRIATION AND INTERFUND TRANSFER

ISSUES:

Approve the design approach for the renovation and expansion of the Museum of Riverside's downtown site at 3580 Mission Inn Avenue and approve an allocation of \$10,000,000 from General Fund Infrastructure Reserves for the renovation and expansion project and determine the project is exempt from CEQA.

RECOMMENDATIONS:

That the City Council:

1. Approve the design approach for the renovation and expansion of the Museum of Riverside's downtown site at 3580 Mission Inn Avenue;
2. By at least five affirmative votes, authorize the Chief Financial Officer, or designee, to record an interfund transfer from General Fund Infrastructure Reserves to the Capital Outlay Fund in the amount of \$10,000,000;
3. By at least five affirmative votes, authorize the Chief Financial Officer, or designee, to appropriate \$10,000,000 in the Capital Outlay Fund, Museum Expansion and Renovation project account; and
4. Determine the project is exempt from the California Environmental Quality Act (CEQA) review pursuant to Sections 15301 (Existing Facilities), 15331 (Historic Resource Restoration/Rehabilitation), and 15332 (In-fill Development), as it constitutes rehabilitation and less than 10,000 square foot increase in size of an existing historic resource within an urbanized area that is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

CULTURAL HERITAGE BOARD ACTION:

At its meeting on August 16, 2023, the Cultural Heritage Board (CHB) reviewed a Certificate of Appropriateness request for the project, in accordance with Title 20 of the Riverside Municipal Code, and passed a motion, with a vote of 6 ayes and 1 abstention, as follows:

1. Determine that the project is exempt from the California Environmental Quality Act (CEQA) review pursuant to Sections 15301 (Existing Facilities), 15331 (Historic Resource Restoration/Rehabilitation, and 15332 (In-fill Development), as it constitutes rehabilitation and less than 10,000-square-foot increase in the size of an existing historic resource within an urbanized area that is consistent with the Secretary of the Interior' Standards for the Treatment of Historic Properties; and
2. Approve Planning Case DP-2023-01018 (Certificate of Appropriateness), based on the facts for findings outline and summarized in the staff report, and subject to the recommended conditions of approval.

MUSEUM OF RIVERSIDE BOARD RECOMMENDATION:

At a hybrid meeting on September 27, 2023, the Museum of Riverside Board, with eight (8) members present for this vote and one (1) absent, unanimously voted to recommend that City Council approve the design approach for the renovation and expansion of the Museum of Riverside's downtown site at 3580 Mission Inn Avenue.

BACKGROUND:

The main facility of the Museum of Riverside (Museum) is located at 3580 Mission Inn Avenue in a building designed in 1912 as a U.S. Post Office by James K. Taylor, a principal draftsman at the United States Architects' Office. The Neo-Classical style of the building was common for early twentieth-century government structures; the building also reflects the Mission Revival materials and details typical of its Southern California location. The Museum has operated this facility since 1948, when it occupied the basement and shared the facility with the Police Department. In 1965, after the departure of the Police Department, the Museum began to maintain and operate the entire structure. The building was augmented or altered in 1928, 1954, and 1967.

Since September 5, 2017, the structure at 3580 Mission Inn Avenue has been temporarily closed to the public in preparation for the proposed renovation and expansion. On August 30, 2018, Request for Proposals (RFP) No. 1851 was issued for Phase I Conceptual Design Services for the Museum of Riverside to be used as a basis for planning the renovation and expansion of the structure and providing cost estimates for Phase II design and construction. This process resulted in the selection of the then-named Pfeiffer Partners Architects, Inc., Los Angeles office.

On April 23, 2019, City Council approved a Professional Consultant Services Agreement with Pfeiffer Partners Architects, Inc., in the amount of \$99,220. The outcome of Phase I design concept work was presented to the Budget Engagement Commission in February 2020, resulting in their support for the staff-recommended option of renovation of the historic 1912 Main Museum with a two-story addition.

On October 4, 2022, City Council unanimously approved borrowing authority for the project at \$35 million, which included approval of a professional consultant services agreement with Pfeiffer, A Perkins Eastman Studio (Pfeiffer), to complete Phase II architectural design services in an amount not to exceed \$2,546,544. Architectural design work has proceeded on schedule throughout

2023, and the architect is nearing completion of construction documents. In April 2023, an updated cost estimate received from Pfeiffer resulted in an increase in the project costs to \$45 million, reflecting the same dramatic escalation in materials and labor costs that are affecting the construction industry. The increase in project cost is solely due to external factors, and there has been no change or alteration to the project's original scope.

Throughout the process, the Museum has offered numerous community engagement opportunities, both to targeted groups and neighborhoods and in the form of open public invitations to events. Attendees have volunteered their overwhelming support for moving forward with the project as it has been designed.

DISCUSSION:

The Museum renovation was a priority from the inception of Measure Z. Since the 1980s, at least eight (8) unsuccessful attempts were made to address the inadequacies of the 3580 Mission Inn Avenue site as a fully functioning museum facility. Bringing the structure up to date was recognized as a long-deferred need for Riverside's cultural community and the enhancement of its educational and tourism opportunities. Progress occurred in 2018 and 2019, but the Museum renovation project was placed on hold by the pandemic-related suspension of many City activities. As codified in *Envision Riverside 2025*, the City's strategic plan approved by the City Council in October 2020, the Museum renovation has risen in importance, as it is a core goal of the "Arts, Culture and Recreation" strategic priority.

Following City Council approval to resume design of the renovation and expansion in October 2022, the Museum Department has worked with the architects to complete the architectural design process. The process has included project cost estimates at multiple stages of design development.

The main Museum project was born of a desire and perceived need to create a dynamic space for 21st-century programming in Riverside centered on the Museum of Riverside's mission, which emphasizes nature, culture, and history. Envisioned as a place to educate engagingly as well as attract tourism to Riverside, the new facility will also be a stellar example of a vibrant community museum, earning many repeat visits as its exhibitions and programs change throughout each year.

The approach to the project to renovate and expand the downtown combines the twin goals of preserving the core 1912 structure and creating a stylistically compatible, 12,000-square-foot purpose-built expansion within the existing downtown footprint. In the schematic design phase, the concept that ultimately met with approval and supported the Museum's entire program included a two-story addition with a roof terrace, flexible galleries able to meet professional climate-control and security standards, a dedicated classroom, and other functional features not previously part of the Museum's facility.

The design includes:

1. Sustainable features, such as a photovoltaic array forming the roof terrace shade structure,
2. A loading dock and freight elevator,
3. Non-collections storage,
4. An expanded Nature Lab, including a fenced outdoor teaching space,
5. Retail space, and
6. Careful preservation of such historic elements as the Mission Inn Avenue entrance lobby, the northwest stairwell and spiral staircase, and the skylight.

In keeping with historic preservation guidelines, the new structure does not copy or mimic the historic structure, but it echoes it in such features as recessed windows and exterior finishes. The project includes new site landscaping and improved signage aligned with the Museum's new brand adopted in 2021. It is anticipated that the project will require three parking spaces in the City's Lot 16 behind the building, but in all other respects, it stays within the existing footprint. The interior gallery spaces will be opened up to maximize flexibility for changing exhibitions. The new entrance lobby off Orange Street will feature a double-height glass wall that will permit exhibition of numerous objects illustrating Riverside's many distinctive stories. The concept provided by the architects continues to align with the goal of striking a balance between prudent use of the City's resources and creating a cultural resource and point of pride for Riversiders for decades to come.

Approval of the current request to endorse the design approach and support of the funding required to maintain the project's scope will be followed in 2024 by sending the project out to bid and initiating construction. The construction period is estimated to be 18-24 months. The grand reopening is anticipated in 2026. The Museum of Riverside looks ahead to 2026 and reassuming its role among the dynamic cultural sites that are increasingly characterizing Riverside.

The General Services Department concurs with this report.

ENVIRONMENTAL REVIEW:

As CHB is granted authority by Title 20 to make CEQA determination, as part of a Certificate of Appropriateness request, only as it relates to impacts to a historical resource, it is recommended that City Council determine that the project on the whole is categorically exempt from CEQA.

Staff and CHB have found that the proposed project is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and will have no impacts to a historical resource; therefore, it is recommended that the project is categorically exempt from the provisions of the CEQA pursuant to the follow:

- Section 15301 (Existing Facilities) – the proposed project consists of modification to an existing structure in a well-developed area with sufficient public services for the development. The project consists of a net increase of less than 10,000 square feet as the existing 2,650 square foot addition is proposed to be removed, resulting in a 9,350 square foot increase.
- Section 15331 (Historic Resource Restoration/Rehabilitation) –The proposed project has been found consistent with the Secretary of the Interior's Standards for Rehabilitation as applied to both the historic structure and the historic district, as outlined in the attached CHB staff report.
- Section 15332 (In-fill Development) – The proposed project is located within city limits on a parcel no more than 5 acres, is consistent with General Plan 2025 and the Downtown Specific Plan, has adequate utility services, and will not result in any significant affects related to traffic, noise, air quality, or water quality.

STRATEGIC PLAN ALIGNMENT:

The activities of the Museum of Riverside align with the Envision Riverside 2025's Strategic

Priority, “Arts, Culture and Recreation.” Specific programs and activities mentioned in this report support, in particular, Goal No. 1.1 (strengthening Riverside’s portfolio of arts, culture, recreation, senior, and lifelong learning programs and amenities), specifically 1.1.3 (Complete the Museum of Riverside renovation and expansion project to enrich the Mission Inn Avenue cultural corridor). Museum programs also support Goal No. 1.2 (enhancing equitable access to arts, culture, and recreational service offerings and facilities) and Goal No. 1.5 (supporting programs and amenities to further develop literacy, health, and education of children, youth, and seniors throughout the community).

Museum programs further support the Strategic Priority, “Community Well-Being.” Specific goals supported by Museum programs and partnerships include Goal No. 2.3, which includes strengthening neighborhood identities, and Goal No. 2.5, which points to fostering relationships between community members and partner organizations.

1. **Community Trust** – Progress on the renovation and expansion demonstrates the commitment to complete a long-awaited project specifically called out in Envision Riverside (1.1.3) following a process that provides multiple opportunities for community input and a demonstration of respect for community needs.
2. **Equity** – The Museum renovation and expansion project will result in a fully accessible facility designed for everyone, both in its site features and its diverse programming.
3. **Fiscal Responsibility** – The Museum renovation and expansion project has been identified since inception as a quality-of-life project within the scope of the voter-approved Measure Z initiative. At every stage of project development, critical analysis of cost is taking place by means of publicly transparent processes.
4. **Innovation** – Drawing upon the award-winning experience of the Museum’s national peers, Museum staff are guiding the project toward an outcome that incorporates both proven program strategies and inventive new ways to interpret the region’s stories.
5. **Sustainability & Resiliency** – The Museum’s renovation and expansion project incorporates a high percentage of green building elements that lend themselves to educational interpretation for the public. Thoughtful consideration to the operating impacts of design choices addresses economic sustainability.

FISCAL IMPACT:

The total fiscal impact of this action, related to the use of the General Fund Infrastructure Reserves is \$10,000,000. The current balance of General Fund Infrastructure Reserves available for allocation is approximately \$20.6 million. Upon Council approval, an interfund transfer and supplemental appropriation will be recorded in the amount of \$10,000,000 from the General Fund Infrastructure Reserves to the Capital Outlay Fund, Museum Expansion & Renovation Project Account, 9901710-462050.

As of April 2023, the total project cost is estimated to be \$45,000,000, with increases attributable to the escalation of construction costs related to inflationary pressure. The Measure Z Spending Plan currently includes estimated debt service costs for a \$35,000,000 financing option. Actual debt costs will depend upon various factors, including debt issuance date, debt term, and market conditions. If total project funding of \$45 million is approved, the Museum will put the project out to bid.

Total Project Funding:

Fund	Project	Account	Amount
Revenue			
Measure Z	Museum Expansion & Renovation	Debt Proceeds	\$35,000,000
General Fund		9901710-985101	\$10,000,000
Expenditures			
Measure Z Capital	Museum Expansion & Renovation	99017x9-462050	\$35,000,000*
Capital Outlay		9901710-462050	\$10,000,000
Total			\$45,000,000

**Denotes Previous Appropriations*

Prepared by: Robyn G. Peterson, Ph.D., Museum Director
 Certified as to
 availability of funds: Kristie Thomas, Finance Director/Assistant Chief Financial Officer
 Approved by: Kris Martinez, Assistant City Manager
 Approved as to form: Phaedra A. Norton, City Attorney

Attachments:

1. Presentation
2. CHB Staff Report – August 16, 2023
3. CHB Minutes – August 16, 2023
4. Museum Board Minutes, September 27, 2023
5. CC Minutes – October 4, 2022