



*City of Arts & Innovation*

# COMMUNITY DEVELOPMENT DEPARTMENT

## Planning Division

### CERTIFICATE OF APPROPRIATENESS

**AGENDA ITEM NO.: 4**

**WARD: 5**

**CULTURAL HERITAGE BOARD MEETING DATE:** May 20, 2015

**I. CASE NUMBER(S): P13-0685 and P13-0852**

**II. PROJECT SUMMARY:**

**1) Proposal:** Consideration of a request for a Certificate of Appropriateness and an Environmental Impact Report for the demolition of the Riverside Free Methodist Church (RFMC) by California Baptist University (CBU), including site grubbing and clearing; building demolition, salvage, and removal; removal of an on-site septic system; and rough grading. The RFMC has been identified as an eligible Historic Resource and is located at 8431 Diana Avenue in Riverside, California. The approximately 3.14-acre project site is located in the southeast portion of the CBU Riverside campus, approximately 107 feet north of State Route 91. The site is located within the CBU Specific Plan Mixed Use district, and is bounded by academic facilities associated with CBU to the north, west, and east, and Diana Avenue to the south.

**2) Location:** 8431 Diana Avenue in the southeast portion of the CBU Riverside campus, approximately 107 feet north of State Route 91.

**3) Applicant:** Steve Smith, California Baptist University

**4) Case Planner:** Teri Delcamp, Historic Preservation Senior Planner  
(951) 826-2117  
tdelcamp@riversideca.gov

**III. RECOMMENDATION:**

**That the Cultural Heritage Board:**

- CONCUR** with the findings and mitigation measures contained in the Draft EIR; and
- RECOMMEND** to the City Council approval of Planning Cases P13-0685 and P13-0852 based on the findings below, thereby adopting a Final EIR in compliance with CEQA and issuing a Certificate of Appropriateness for the project:

**FACTS FOR FINDINGS:** (From Section 20.25.050 of the Riverside Municipal Code)

The Board and Historic Preservation Officer or Qualified Designee shall make findings of the following standards when applicable to approving or denying a Certificate of Appropriateness.

**FINDINGS:** The application proposal is consistent or compatible with the architectural period and the character-defining elements of the historic building.

**FACTS:** This finding is not applicable as the project involves the removal of the structures from the project site and does not involve any new structures or any addition to existing structures where consistency or compatibility with an architectural period of character-defining elements of historic building is a consideration.

**FINDINGS:** The application proposal is compatible with existing adjacent or nearby Cultural Resources and their character-defining elements.

**FACTS:** While the proposal to demolish the structures on the subject site may not be compatible with the goals and objectives applicable to the preservation and/or adaptive reuse of eligible historic structures in the City of Riverside, the site is not eligible for inclusion in the National Register of Historic Places. The church is one of several Mid-Century Modern church complexes identified as historic in the City of Riverside, several others of which are eligible for the National Register. Moreover, the site is not associated with the early farming history of the area other than trees that will be relocated, and is not associated with the potential historic district on the CBU campus relating to the Neighbors of Woodcraft. The project mitigation measures, while not sufficient to fully mitigate potential impacts to a less than significant level, will result in photographic documentation of the structures, memorialization of the site and the church's history in published and digitized form, relocation of three historic trees to historic locations elsewhere on the CBU campus, salvaging of materials as appropriate, and installation of an interpretive plaque. The interpretive plaque and other actions have their basis in a study conducted by Bill Wilkman, Wilkman Historical Services (Appendix D of the DEIR. These mitigation measures are consistent with other similar projects, and will add to the interpretive and other programs completed for the designated Hawthorne House Landmark and the site of the former Cooper House. Therefore, the proposed undertaking is compatible with existing nearby interpretive features.

**FINDINGS:** The colors, textures, materials, fenestration, decorative features and details, height, scale, massing and methods of construction proposed are consistent with the period and/or compatible with adjacent Cultural Resources.

**FACTS:** While the proposal to demolish the structures on the subject site may not be compatible with the goals and objectives applicable to the preservation and/or adaptive reuse of eligible historic structures in the City of Riverside, the site is not eligible for inclusion in the National Register of Historic Places. The church is one of several Mid-Century Modern church complexes identified as historic in the City of Riverside, several others of which are eligible for the National Register. Moreover, the site is not associated with the early farming history of the area other than trees that will be relocated, and is not associated with the potential historic district on the CBU campus relating to the Neighbors of Woodcraft. The mitigation measures, while not sufficient to fully mitigate potential adverse impacts to a less than significant level, will result in the church buildings being

documented through Historic American Buildings Survey photographic documentation as well as potential salvaging of historic sanctuary materials. The city records include scanned copies of the original building plans which adds to the level of documentation for the site. Through these mechanisms, some of the materials may be salvaged, but they will be memorialized through documentation. Therefore, the proposed undertaking is consistent with methods for documenting the construction methods and materials used for the buildings.

**FINDINGS:** The proposed change does not adversely affect the context considering the following factors: grading; site development; orientation of buildings; off-street parking; landscaping; signs; street furniture; public areas; relationship of the project to its surroundings.

**FACTS:** While the proposal to demolish the structures on the subject site may not be compatible with the goals and objectives applicable to the preservation and/or adaptive reuse of eligible historic structures in the City of Riverside, the site is not eligible for inclusion in the National Register of Historic Places. The church is one of several Mid-Century Modern church complexes identified as historic in the City of Riverside, several others of which are eligible for the National Register. Moreover, the site is not associated with the early farming history of the area other than trees that will be relocated, and is not associated with the potential historic district on the CBU campus relating to the Neighbors of Woodcraft. The church is also not associated with other buildings from the mid-20<sup>th</sup> century on the CBU campus, and does not present a significant site feature in relation to other development in the immediate area. Furthermore, the church will be memorialized and documented as discussed above, which will provide an opportunity for future generations and future development in the area to understand and appreciate the church's history and architecture.

**FINDINGS:** The proposed change does not adversely affect an important architectural, historical, cultural or archaeological feature or features.

**FACTS:** While the proposal to demolish the structures on the subject site may not be compatible with the goals and objectives applicable to the preservation and/or adaptive reuse of eligible historic structures in the City of Riverside, the site is not eligible for inclusion in the National Register of Historic Places. The church is one of several Mid-Century Modern church complexes identified as historic in the City of Riverside, several others of which are eligible for the National Register. Moreover, the site is not associated with the early farming history of the area other than trees that will be relocated, and is not associated with the potential historic district on the CBU campus relating to the Neighbors of Woodcraft. The project mitigation measures, while not sufficient to fully mitigate potential impacts to a less than significant level, will result in photographic documentation of the structures, memorialization of the site and the church's history in published and digitized form, relocation of three historic trees to historic locations elsewhere on the CBU campus, salvaging of materials as appropriate, and installation of an interpretive plaque. These will allow for the history of the church and its architecture to be documented for future generations and research purposes. Furthermore, the mitigation measures provide for archaeological assessment in

the event that any unanticipated cultural material is encountered during the demolition and site clearing.

**FINDINGS:** The project is consistent with the Citywide Residential Historic District Design Guidelines, approved guidelines for each Historic District, and/or any other applicable Design Guidelines.

**FACTS:** This finding is not applicable as the project involves only the removal of the structures from the project site and does not involve any new structures or any addition to existing structures where consistency or compatibility with Design Guidelines is a consideration.

**FINDINGS:** The application proposal is consistent with the Principles of the Secretary of the Interior's Standards for the Treatment of Historic Properties.

**FACTS:** This finding is not applicable as the project involves only the removal of the structures from the project site and does not involve any new structures or any addition to existing structures where consistency with the Secretary of the Interior's Standards is a consideration. The demolition of the structures on the site will result in a significant unavoidable environmental effect as analyzed in the DEIR. Thus, in order to proceed, the project will require the City Council to adopt a Statement of Overriding Considerations in conjunction with certification of a Final EIR.

#### **IV. BACKGROUND/HISTORY:**

California Baptist University (CBU) began as the California Baptist College in El Monte in 1950. The college relocated to Riverside in 1955 and has grown to the University it is today. In 2013, the City of Riverside adopted a Mitigated Negative Declaration (MND) for the CBU Specific Plan (CBUSP). The proposed project is within the boundary of the CBUSP and is developed with a church complex formerly occupied by the Riverside Free Methodist Church (RFMC). RFMC has not been affiliated with CBU or its development, and CBU did not own the property at the time the MND was adopted. Consequently, the demolition of the church facility was not planned at that time, and was not analyzed in the previously approved MND. The proposed project that is the subject of this request and analyzed in the Draft Environmental Impact Report (DEIR) does not identify a replacement use at this time; any future use shall be consistent with the uses allowed in the CBUSP.

The site is developed with a 3,942 square foot church and associated 2,340 square foot fellowship hall (both built 1963-1964), an education building built in 1979, and associated parking and site landscaping. The applicant proposes to demolish all buildings and clear the site for future development under the CBUSP. The church was evaluated for historical significance during the preparation of the CBUSP and was found to be eligible as a Cultural Resource per Title 20 of the Municipal Code, and thus is a historic resource under CEQA. As the proposed demolition project would result in potentially significant impacts to the environment, including Cultural Resources, an EIR was required for this project pursuant to CEQA.

Pursuant to CEQA, a 45-day review and comment period has been provided to receive public comments on the DEIR. This period started on March 27, 2015 and ended on May 11, 2015. All

comments generated during the public comment period will receive written responses. Written responses to comments will be incorporated into a Final EIR (FEIR), which will be considered for certification by the City Council at a future, separately noticed public hearing. Also, the recommendations of the Cultural Heritage Board (CHB) relative to the Certificate of Appropriateness and DEIR, as well as the Planning Commission relative to the DEIR at their meeting on May 21, 2015, will be forwarded to the City Council for consideration at the future, separately noticed public hearing. Staff will verbally update the City Planning Commission on the outcome of the CHB meeting and recommendations.

## **V. DETAILED PROJECT DESCRIPTION:**

The proposed demolition project will consist of site grubbing and clearing; building demolition, salvage, and removal; removal of an on-site septic system; and rough grading. Project activities will take approximately 28 work days occurring over a period of two to three months. The proposed project is anticipated to occur in the latter half of 2015. The church facility has been served by an on-site septic system. This system will be removed under the proposed project and will not be replaced at this time. Future development in accordance with the CBUSP will need to be connected to the City's sewer system.

The demolition activities associated with the project are:

- Tree and landscape removal;
- Existing structure hazardous materials abatement;
- Removal of the on-site septic system;
- Existing structure demolition; and
- Hardscape and foundations demolition.

Tree and landscape removal and existing structure hazardous materials abatement will occur concurrently, the former lasting three days and the latter 10 days. Next, existing structure demolition will occur over approximately five days. Demolition of hardscape and foundations will follow, taking approximately 10 days.

## **VI. PROJECT OBJECTIVES:**

The applicant is proposing to demolish the RFMC to fulfill the following objectives:

- Prepare a site in order to maximize future use by CBU, in accordance with the approved CBUSP.
- Accommodate future growth of the CBU campus.
- Remove an on-site septic system to enhance the use of the property and to facilitate a future sewer connection.

## **VII. ANALYSIS:**

- Compliance with Section 20.25.050 of the City of Riverside Municipal Code:**

The Cultural Resources Impacts report prepared by Wilkman Historical Services expanded upon the original determination by JMRC in conjunction with the CBUSP that the church site is eligible for designation as a City Structure of Merit. Wilkman's report provides additional details about the church's site and history because it focused intensively on this one site for the purposes of evaluating effects of its demolition. As such, Wilkman's report provides the evaluation of impacts and recommends mitigation measures, thus functioning as technical Appendix D to the DEIR.

The historic evaluation of the RFMC church indicates that the sanctuary and fellowship hall were built in 1963/1064. The education building was added later in 1979. The church design was by architect Dale Bragg, and may represent his best work. Quoting from JMRC's earlier evaluation which partly drew on material from the City's adopted Modernism Context Statement, Wilkman notes on page 40 that "the level of design of the church building, which exhibits the clear stylistic intent of the Modernist movement, achieves monumentality by boldly demonstrating in dramatic physical form its abstract spiritual function through deconstructive roof elements, a technique seen widely in post-WWII religious architecture. In addition, the design of the church, which minimizes religious iconography, and the presence of the fellowship hall physically epitomize the postwar religious climate as local parishes took on the role of providing social as well as spiritual services and intercourse demanded by swelling, underserved postwar congregations." Wilkman's report concurs that the church is not of an architectural level and is not associated with a master architect to warrant listing in the National Register of Historic Places or the California Register of Historical Resources. The property is not associated with the development of CBU or the campus and does not contribute to an eligible CBU Historic District. However, it does add to the understanding of the mid-20<sup>th</sup> century architectural development of Riverside and has some unique features, thus qualifying for local designation as a Structure of Merit.

- Project Alternatives:**

During the preparation of the DEIR, the City considered alternatives to the proposed project. The goal for developing a set of possible alternative scenarios is required by CEQA to identify other means to attain the project objectives, as listed above, while lessening or avoiding potentially significant environmental impacts caused by the proposed project.

The project alternatives that were developed and analyzed in the DEIR (see Section ES.6.1 of the DEIR Executive Summary and Chapter 7 of the DEIR for the analysis) are summarized below:

<i>Project Alternatives</i>				
	<b>Environmentally Superior?<sup>1</sup></b>		<b>Feasible/Meets Project Goals?</b>	
	<b>Yes</b>	<b>No</b>	<b>Yes</b>	<b>No</b>
<b><i>No Project Alternative –</i></b>  <b><i>Continued RFMC or Other Church Use</i></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b><i>Alternative 1 –</i></b>  <b><i>Adaptive Reuse</i></b>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b><i>Alternative 2 –</i></b>  <b><i>Relocation</i></b>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Because none of the project alternatives met all of the identified project objectives listed previously, all of the alternatives were rejected as infeasible in favor of the proposed project.

- **Mitigation Measures:**

The Initial Study prepared and circulated for public review on the proposed project concluded that the proposed project would not result in significant impacts to aesthetics, agriculture and forestry resources, geology and soils, hydrology and water quality, land use and planning, mineral resources, population and housing, public services, recreation, and utilities and service systems; therefore, these topics are not addressed in the DEIR.

The following table lists the applicable mitigation measures related to identified significant impacts, as well as the level of significance after mitigation is implemented. In all cases except for impacts on Cultural Resources, mitigation measures reduce potential impacts to a less than significant level.

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1. Section 15126.6(e)(2) of the CEQA Guidelines states that if the environmentally superior alternative is the No Project Alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives.

<i>Category and Mitigation Measures</i>	<i>Level of Impact After Mitigation</i>	
	<i>Less Than Significant</i>	<i>Significant</i>
<b><i>Biology – Impacts to sensitive or special-status species</i></b>	MM BIO-1: Avoid nesting bird season or conduct survey of nesting birds	<input checked="" type="checkbox"/> <input type="checkbox"/>
<b><i>Cultural Resources – Adverse change in significance of historic resource</i></b>	MM CUL-1: HABS photo documentation	<input type="checkbox"/>
	MM CUL-2: Digitize/publish Church history book	<input type="checkbox"/>
	MM CUL-3: Church history interpretive plaque	<input type="checkbox"/> <input checked="" type="checkbox"/>
	MM CUL-4: Salvage and offer materials from sanctuary	<input type="checkbox"/>
	MM CUL-5: Relocate three trees to CBU campus	<input type="checkbox"/>
<b><i>Cultural Resources – Adverse change in significance of archaeological resource</i></b>	MM CUL-6: Archaeologist to assess any unanticipated cultural material during project	<input checked="" type="checkbox"/> <input type="checkbox"/>
<b><i>Greenhouse Gases and Climate Change</i></b>	MM GHG-1: Greenhouse gas reduction BMPs	<input checked="" type="checkbox"/> <input type="checkbox"/>
<b><i>Hazards – Expose public or environment to hazardous materials</i></b>	MM HAZ-1: Lead-based paint and asbestos survey; remediation if indicated	<input checked="" type="checkbox"/> <input type="checkbox"/>

<i>Category and Mitigation Measures</i>	<i>Level of Impact After Mitigation</i>	
	<i>Less Than Significant</i>	<i>Significant</i>
<i>Noise – In excess of established standards</i>	MM NOISE-1: Fit construction equipment with mufflers	<input type="checkbox"/>
	MM NOISE-2: Locate staging away from campus apartments	<input checked="" type="checkbox"/>
	MM NOISE-3: Haul truck during construction hours only	<input type="checkbox"/>
<i>Noise – In excess of established standards continued</i>	MM NOISE-4: Notify campus residents 24 hours before major noise commences	<input checked="" type="checkbox"/>
<i>Noise – Temporary or periodic increase in ambient</i>	SEE MM NOISE-1 THROUGH MM NOISE-4 ABOVE	<input checked="" type="checkbox"/>

- **Significant Effects:**

**Cultural Resources:** The RFMC is eligible for designation as a City of Riverside Structure of Merit. Based on this status, the City of Riverside has determined that RFMC qualifies as a historic resource under CEQA. The contributors to the historic resource include the RFMC Sanctuary and Fellowship Hall. The proposed project involves on-site building demolition and vegetation removal. Under CEQA, the demolition of a historic resource cannot be mitigated to a level of less than significant. Although mitigation measures have been imposed, none can reduce these impacts to less than significant levels. Thus, potential impacts on Cultural Resources will result in a Significant Unavoidable Environmental Effect.

## **VIII. PUBLIC NOTICE AND COMMENTS:**

Public hearing notices were published in the newspaper and mailed to property owners within 300 feet of the site. As of the writing of this report, no responses have been received by staff.

## **IX. APPEAL INFORMATION:**

Actions by the Cultural Heritage Board, including any environmental finding, may be appealed to the City Council within ten calendar days after the decision. Appeal filing and processing information may be obtained from the Planning Department Public Information Section, 3rd Floor, City Hall, 3900 Main Street, Riverside, CA 92522.

## **X. EXHIBITS:**

1. Aerial Photo/Location
2. General Plan Map
3. Zoning Map
4. Draft Project Environmental Impact Report (previously provided to Cultural Heritage Board)
5. Draft EIR Appendices A and B
6. Draft EIR Appendix C
7. Draft EIR Appendices E through G
8. Draft EIR Appendix D, "California Baptist University Free Methodist Church Property, Cultural Resources Impacts Report, 8431 Diana Avenue, Riverside, CA APN: 231-070-007," prepared by Wilkman Historical Services March 26, 2015

## RECOMMENDED CONDITIONS OF APPROVAL

Case Number: P13-0685 and P13-0852

MEETING DATE: May 20, 2015

### Case Specific

1. A demolition permit shall be secured from the City prior to removal of the Riverside Free Methodist Church and associated buildings and site improvements.
2. The Mitigation Measures contained within the Project EIR shall be implemented, as follows:
  - a. Sensitive Biological Species – Initial ground-disturbing activities (e.g., demolition, grading) should be conducted outside the bird nesting season (February 15 through August 31). If project activities are planned during the bird nesting season, nesting bird surveys should be conducted within 30 days prior to disturbance to ensure birds protected under the MBTA are not disturbed by demolition-related activities such as noise and increased human presence.

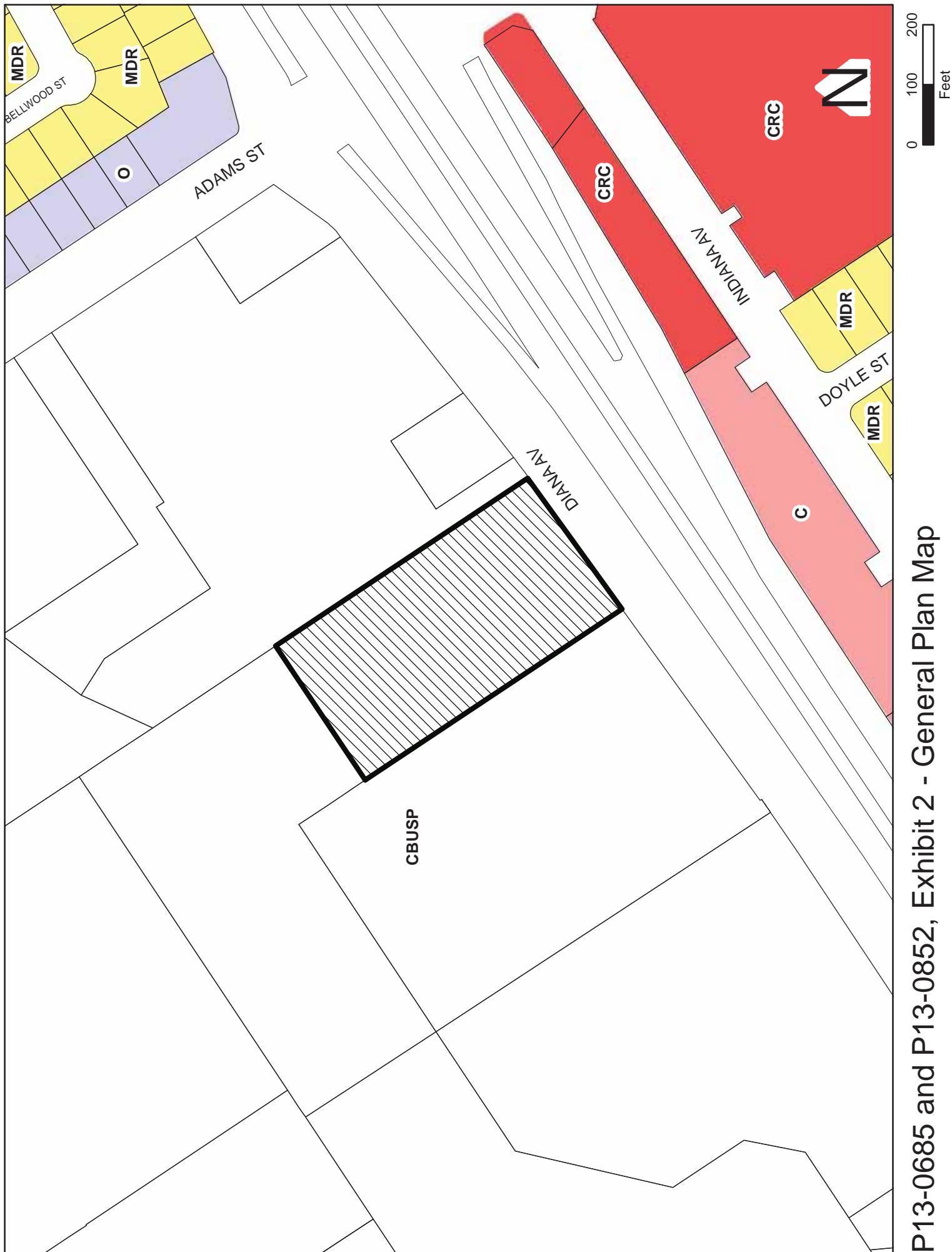
The survey shall consist of full coverage of the on-site trees. If no active nests are found, no additional measures are required. If active nests are found, the nest locations shall be mapped by the biologist utilizing GPS equipment. The nesting bird species will be documented and, to the degree feasible, the nesting stage (e.g., incubation of eggs, feeding of young, near fledging). The biologist shall establish a no-disturbance buffer around each active nest. The buffer will be determined by the biologist based on the species present and surrounding habitat. No construction or ground disturbance activities shall be conducted within the buffer until the biologist has determined the nest is no longer active and has informed the construction supervisor that activities may resume.

- a. Sensitive Biological Species – Initial ground-disturbing activities (e.g., demolition, grading) should be conducted outside the bird nesting season (February 15 through August 31). If project activities are planned during the bird nesting season, nesting bird surveys should be conducted within 30 days prior to disturbance to ensure birds protected under the MBTA are not disturbed by demolition-related activities such as noise and increased human presence.
- b. HABS - Prior to the issuance of a demolition permit, California Baptist University (CBU) shall produce evidence it has hired a qualified professional and funded the preparation of a HABS Level II (35 mm photography) documentation of the property. The report shall be submitted to the City of Riverside Historic Preservation staff for review and approval prior to the issuance of a demolition permit.
- c. Church History Book - Prior to issuance of a demolition permit, and in cooperation with the RFMC, CBU shall produce evidence it has hired a qualified graphic arts professional and funded the preparation of a digital version of the church history book titled “The Riverside Free Methodist Church Record.” CBU shall secure RFMC’s approval of the final design of the document. CBU shall also provide the church with a copy of the digital file and 125 bound copies of the document prior to the issuance of a building permit for the future use of the property.
- d. Interpretation – Prior to issuance of a demolition permit, CBU shall produce evidence it has hired a qualified professional to design an interpretive plaque, describing and illustrating the history of RFMC. The design and text of the plaque shall be subject to the approval of the Riverside Historic Preservation staff and RFMC. The design, fabrication, and installation shall be paid for by CBU, and shall be coordinated with the design and completion of the future use of the site. The interpretive plaque shall be on or in the immediate vicinity of the RFMC site.

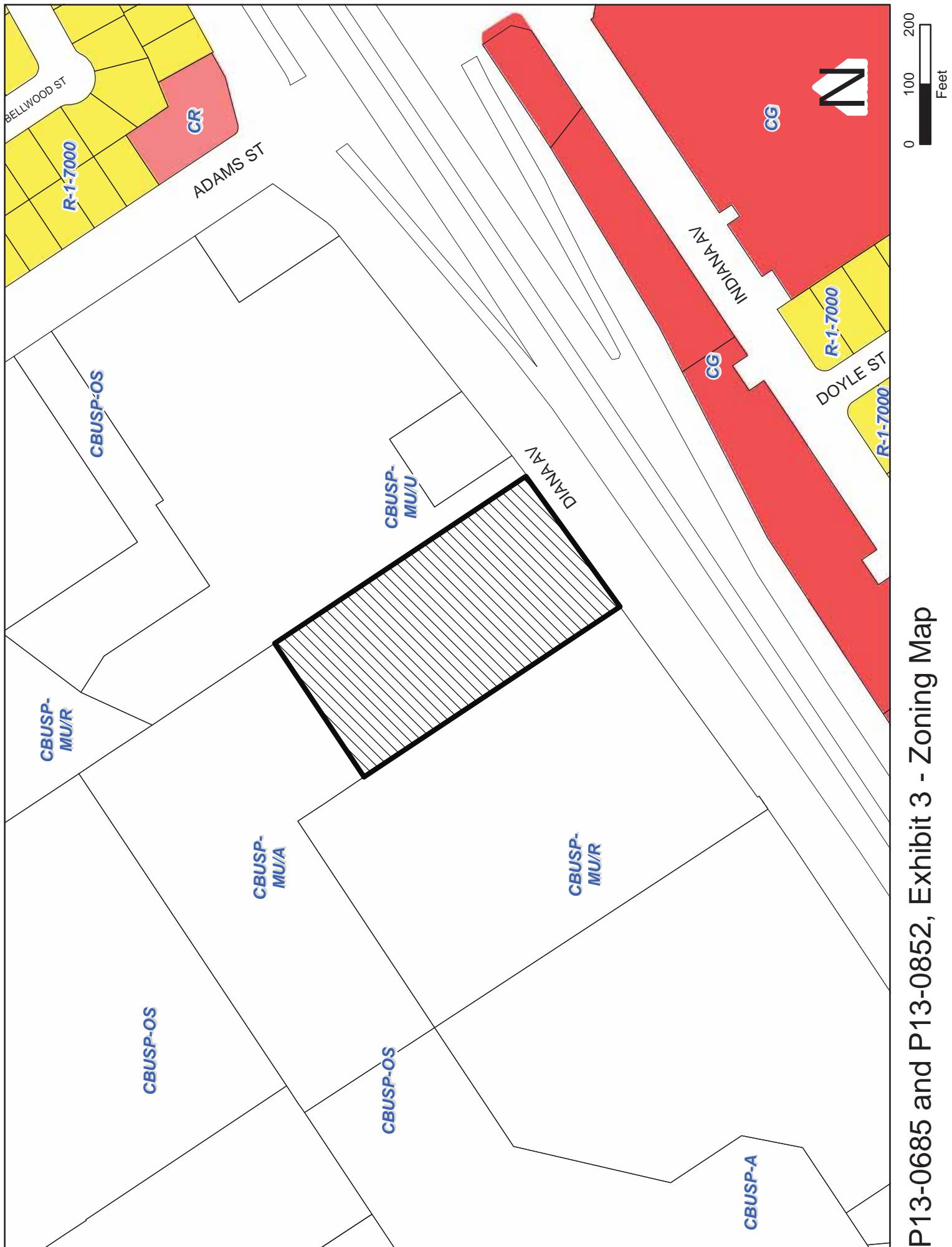
- e. Salvage – Prior to issuance of a demolition permit, CBU shall provide for architectural salvage from the Sanctuary, with the first priority given to RFMC. Once RFMC has identified what it wants to salvage, CBU shall give a nonprofit historic preservation advocacy group an opportunity to identify what it wants to salvage. All salvage operations shall be completed within 45 days of notice to RFMC and the historic preservation advocacy group identified CBU.
- f. Tree Relocations - CBU shall annotate on the demolition plans for the RFMC property, the relocation of the two *Phoenix canariensis* and one of the *Washingtonia robusta* palm trees from the church property to fill in gaps among the trees on Palm Drive as specified in Figure 31 of the WHS cultural resources report.
- g. Archaeology - Should archaeological resources be unearthed during project activities, all work must be halted and redirected until a qualified archaeologist can examine the site and determine an appropriate course of action.
- h. Greenhouse Gas Reduction – To ensure reductions below the expected “Business As Usual” (BAU) scenario, the project will implement a variety of measures that will reduce its greenhouse gas (GHG) emissions. To the extent feasible, and to the satisfaction of the City of Riverside (City), the following measure will be incorporated into the project construction:
  - 1) Divert at least 50 percent of the demolished and/or grubbed construction materials (including, but not limited to, soil, vegetation, concrete, lumber, metal, and cardboard).
- i. Hazardous Materials - Prior to demolition activities of the proposed project, a lead-based paint and asbestos survey shall be conducted. Should lead-based paint or asbestos-containing materials be identified during survey, abatement of these materials will be accomplished in accordance with local, State, and Federal guidelines.
- j. To reduce noise impacts, the following mitigation measures shall be implemented:
  - 1) During all project site excavation and grading on site, demolition contractors shall equip all equipment, fixed or mobile, with properly operating and maintained mufflers, consistent with manufacturers' standards. All stationary equipment shall be placed so that emitted noise is directed away from the campus apartments nearest the project site.
  - 2) Equipment staging areas shall be located as far as feasible from the on-campus apartments.
  - 3) Haul truck deliveries shall be limited to the demolition hours. Haul routes shall not pass sensitive land uses to the extent feasible.
  - 4) On-campus residents shall be notified, via postings on the project site, 24 hours before major demolition-related noise impacts commence.



P13-0685 and P13-0852, Exhibit 1 - 2012 Aerial Photo



P13-0685 and P13-0852, Exhibit 2 - General Plan Map



P13-0685 and P13-0852, Exhibit 3 - Zoning Map