



Community & Economic Development Department

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Planning Division

TO: CULTURAL HERITAGE BOARD

MEETING DATE: APRIL 18, 2018

**FROM: JEN MERMILLIOD
CONTRACT SENIOR PLANNER**

ITEM NO: 2

WARD: 1

**SUBJECT: P18-0186 CERTIFICATE OF APPROPRIATENESS – BY CITY OF RIVERSIDE
BUILDING SERVICES DEPARTMENT TO CONSTRUCT AN APPROXIMATELY
42,000 SQUARE-FOOT NEW MAIN LIBRARY AND DEMOLISH EXISTING
STRUCTURES AT 3911 UNIVERSITY AVENUE/3775 FAIRMOUNT BLVD**

RECOMMENDATIONS:

That the Cultural Heritage Board:

1. DETERMINE that Planning Case P18-0186 is exempt from the California Environmental Quality Act (CEQA) pursuant to Sections 15331 (Historical Resource Restoration/Rehabilitation) and 15332 (In-Fill Development Projects) of the CEQA Guidelines; and
2. APPROVE Planning Case P18-0186, based on the findings summarized in the attached staff report, and subject to the attached conditions, thereby issuing a Certificate of Appropriateness for the project.

BACKGROUND:

On March 21, 2018 the Cultural Heritage Board considered the application to construct a three-story, approximately 42,000 square-foot new main library that would include the City Archive, a 100-seat community meeting room, and Friends of the Library bookstore within the Seventh Street Historic District and demolish existing non-contributing bus terminals, former police substation, and related ancillary structures. At that time, the board unanimously continued P18-0186 to April 18, 2018 and requested the presence of the design team to address questions from the board.

For additional background, please refer to the March 21, 2018 Cultural Heritage Board staff report and meeting minutes (Exhibits 1 & 2).

ANALYSIS:

Concerns expressed by the board during the March 21, 2018 meeting included:

1. Appropriateness of Proposed Design within Seventh Street Historic District

With regard to the appropriateness of the proposed design within the Seventh Street Historic District, CHB staff again reviewed Title 20 as well as the Secretary of the Interior's Standards and related guidelines regarding compatibility and differentiation as appropriate preservation and rehabilitation treatments, further examined the physical fabric of the Seventh Street Historic District, and discussed the proposed style and design research and methodology with members of the design team, Johnson Favaro Architecture and Urban Design. The historic district cannot be defined by stylistic predominance but rather its collective character stems from a high degree of design quality and the presence of many styles. Therefore, staff remains in support of the proposed project as the high-style Post-Modern design fits in a uniquely compatible way into the highly-eclectic Seventh Street Historic District, which contains high-style contributors of a wide variety of styles as described in the City of Riverside Historic Resources Inventory Database:

A broad range of civic, commercial, ecclesiastical and industrial architectural styles are represented along the length of the district corridor. The magnificent variety of styles presented along Seventh Street include Pueblo, Mission Revival, Moorish, Churrigueresque, Renaissance Revival, Mediterranean, Classical Revival, and even Romanesque. Even the street furniture enhances the architectural gems along the corridor, as the streetlamps are designed in the Indian raincross symbol and several citrus tree pergolas are distributed throughout. The dramatic assemblage of property uses and high degree of artistic merit found in the vast majority of designs creates a stunning and unique sense of time and place for the early development of commercial, civic, and industrial architecture in the City of Riverside.

The CHB also expressed concern over the color palette. These comments were relayed to the design team, who will respond at the April 18 CHB meeting (see also Exhibit 3).

2. Sufficiency of Proposed Parking

With regard to sufficiency of parking, per 19.040.110 (Zoning Code Applicability – Public Projects), City projects such as libraries are not required to comply with the provisions of the Zoning Code regulating private development such as minimum parking requirements, and a parking ratio is not established. As a result, the project team monitored library parking needs for the Downtown Main Branch Library for a period of seven weeks, between February 15 and April 5, 2018, by surveying each visitor. To note, the library is open Monday-Saturday for 8 hours and Sunday for 5 hours and was closed on February 19 for President's Day and April 1 for Easter. Thus, the library was open a total of 358 hours in 48 days over the course of the seven weeks.

Out of 10,560 surveyed patrons, 5,959 drove to the library, 3,439 walked to the library, 744 arrived by transit, and 418 arrived by other means (see table below). An average of

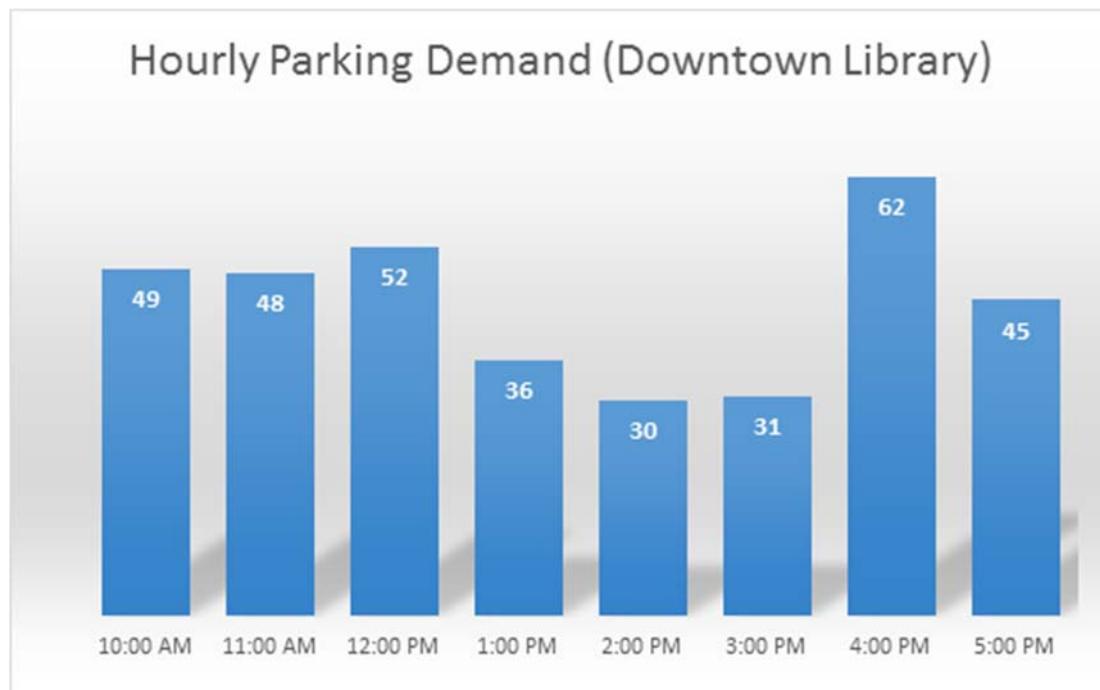
124 patrons drove to the library on any given day, and approximately 17 cars per hour of operation parked at the library during the survey period. An average of 661 patrons drove to the library during the week, while an average of 205 patrons drove to the library on the weekend. The lowest number of patrons driving to the library was 55 on Sunday, March 11 and the maximum number of patrons (275) drove on Thursday, February 15. In summary, an estimated 62 parking spaces were deemed sufficient for peak demand at the existing main library based on the results of the survey.

				D = Drove		W = Walked		T = Transit		O = Other					
				February		March		April							
Date	D	T	O	W	Date	D	T	O	W	Date	D	T	O	W	
Thu 1	-	-	-	-	Thu 1	155	14	8	132	Sun 1	0	0	0	0	
Fri 2	-	-	-	-	Fri 2	71	13	9	31	Mon 2	96	12	10	43	
Sat 3	-	-	-	-	Sat 3	107	13	4	48	Tue 3	113	16	10	62	
Sun 4	-	-	-	-	Sun 4	73	13	3	54	Wed 4	151	10	8	46	
Mon 5	-	-	-	-	Mon 5	107	11	15	78	Thu 5	166	15	9	45	
Tue 6	-	-	-	-	Tue 6	130	16	16	59	Fri 6					
Wed 7	-	-	-	-	Wed 7	135	15	5	130	Sat 7					
Thu 8	-	-	-	-	Thu 8	119	13	14	111	Sun 8					
Fri 9	-	-	-	-	Fri 9	85	18	5	44	Mon 9					
Sat #	-	-	-	-	Sat 10	111	15	0	50	Tue 10					
Sun #	-	-	-	-	Sun 11	55	12	8	18	Wed 11					
Mon #	-	-	-	-	Mon 12	140	19	10	112	Thu 12					
Tue #	-	-	-	-	Tue 13	96	14	15	53	Fri 13					
Wed #	-	-	-	-	Wed 14	84	14	6	47	Sat 14					
Thu 15	275	32	21	186	Thu 15	100	10	15	68	Sun 15					
Fri 16	146	19	10	80	Fri 16	76	10	7	47	Mon 16					
Sat 17	154	20	12	59	Sat 17	135	10	5	49	Tue 17					
Sun 18	64	13	0	18	Sun 18	73	7	2	66	Wed 18					
Mon 19	0	0	0	0	Mon 19	62	12	6	30	Thu 19					
Tue 20	195	21	22	103	Tue 20	91	8	5	62	Fri 20					
Wed 21	237	18	10	152	Wed 21	151	25	8	103	Sat 21					
Thu 22	236	14	9	133	Thu 22	196	15	7	65	Sun 22					
Fri 23	108	22	4	114	Fri 23	75	16	3	100	Mon 23					
Sat 24	196	22	10	75	Sat 24	98	5	3	72	Wed #	-	-	-	-	
Sun 25	86	13	4	38	Sun 25	77	5	14	58	Thu #	-	-	-	-	
Mon 26	153	18	8	100	Mon 26	138	24	13	80	Fri #	-	-	-	-	
Tue 27	128	86	17	23	Tue 27	140	20	12	74	Sat #	-	-	-	-	
Wed 28	130	10	3	118	Wed 28	112	9	8	43	Sun #	-	-	-	-	
					Thu 29	110	12	10	48	Mon #	-	-	-	-	Drive 5959
					Fri 30	121	13	9	67	Tue #	-	-	-	-	Totals: Walk 3439
					Sat 31	102	7	6	45	Wed #	-	-	-	-	Transit 769
															Other 418



*As of 4/6/18

The chart below displays peak hourly parking demand for the existing Downtown Library using hourly parking distributions found in the Institute of Transportation Engineers (ITE) Parking Generation Manual (4th Edition). The peak hourly parking demand was estimated by scaling the ITE average peak demand for a library of 42,400 SF against traffic counts conducted during the peak hour of traffic at the existing Downtown Library parking lot. It should be noted that the estimated peak demand of 62 vehicles is conservative, because not all motorists entering the library lot during the peak hour use the parking lot for library purposes, and not all library patrons who reported driving to the library represent one vehicle. If the walk-in survey data is used to scale the parking demand, a peak hourly parking demand of 48 vehicles can be expected.



Against nationwide studies, the existing library attracts below-average number of patrons per square foot. The new library is anticipated to serve more patrons in a space approximately 18,000 square feet smaller with a larger proposed parking field of 66 spaces. This growth is anticipated to consist largely of walking and bicycling traffic because the library will be constructed in close proximity to over 500 new residential units located within walking distance in the Central Business District and will be connected across Market Street by two new diagonal crosswalks, and two new pedestrian beacon crossings. The library will also feature bicycle amenities. Future development to the rear is anticipated to reconfigure the proposed surface parking lot into a subterranean structure and provide even greater parking with 120 parking stalls granted via easement for exclusive use by the library in perpetuity.

3. Potential for Elevated Design as Shelter for Homeless in Inclement Weather

Security features and staffing will be determined by the General Services Department in coordination with the Library Department based on current policies and procedures and enhanced design features to maintain a safe environment in and around the new main branch library, including surveillance cameras and security guard.

4. Sufficiency of Interior Light

Interior lighting levels will be determined by the General Services Department in coordination with the Library Department and according to design criteria established by the Electrical Engineer and Lighting Designer on the design team, who is Lighting Certified (LC) with the National Council on Qualifications for the Lighting Professions (NCQLP). Illumination levels for all areas of the building and site are calculated using a computer building model to ensure that required light levels are provided for security, emergency egress and the specific illumination recommendations for the variety of tasks performed in the building (i.e., staff service desk requires 40 - 50 foot candles while bookstacks require 6 foot candle minimum measured on the stack face). In addition, the project team is guided by LEED, specifically in the area of providing daylighting in a minimum of 75% of all spaces occupied for critical visual tasks.

5. Suitability of City Archive Design

Archive design will be determined by the Library Department in coordination with the Museum Department and according to design criteria for temperature and humidity control and other variables established by the Mechanical Engineer on the design team, which are consistent with American Society of Heating, Refrigerating and Air Conditioning Engineers (ASHRAE) standards for Museum and Critical Storage Environments.

6. Timing of Bringing Project Before the CHB

An application for a Certificate of Appropriateness for the proposed project was received by the Community and Economic Development Department on February 20, 2018 and agendized for the next available meeting on March 21 to be heard by the CHB as the final approval body per Title 20 (Section 20.10.020(A)(3) and Section 20.15.10). This concern was also relayed to the project team, who will respond further at the April 18 CHB meeting.

Additional Questions

Since the March 21 meeting, a request for additional information regarding sufficiency of parking and the reconfiguration of parking with future development was made, which has been provided above. Questions regarding landscaping and library annex space were also raised; responses are provided below:

1. What amount of landscaping or streetscape is proposed?

The applicant has not included landscaping plans in the submittal, which is common. To address this, staff included recommended Condition of Approval 9: Landscape plans shall be submitted for the rear landscape buffer and other landscape treatments, as well as street tree plantings to the specification of the Public Works Department, Urban Forestry Division.

2. Where will a future library annex go when the new library runs out of room?

Plans for a library annex are not part of the proposed project, although growth and flexibility were planned for in the proposed space, and this library is part of a larger system

including eight total locations. Future spatial needs will be determined by the General Services Department in coordination with the Library Department.

Prepared by: Jen Mermilliod, Contract Senior Planner

Exhibits:

1. Cultural Heritage Board Staff Report – March 21, 2018
2. Cultural Heritage Board Minutes – March 21, 2018
3. Johnson Favaro Architecture and Urban Design Presentation