



Community & Economic Development Department
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Planning Division

CULTURAL HERITAGE BOARD MEETING DATE: NOVEMBER 15, 2023
AGENDA ITEM NO.: 4

PROPOSED PROJECT

Case Numbers	DP-2021-01034 (Certificate of Appropriateness)	
Request	To consider an amendment to the previously approved Certificate of Appropriateness for project plans for the construction of a 7,040 square foot replacement sanctuary building.	
Applicant	Ann Laudermilk on behalf of the Magnolia Presbyterian Church	
Project Location	7200 Magnolia Avenue, situated on the south side of Magnolia Avenue between Washington and Mariella Streets	
APN	230-142-016; 230-151-001	
Ward	3	
Neighborhood	Magnolia Center	
Historic District	Adjacent to, but not within, the Old Magnolia Neighborhood Conservation Area	
Historic Designation	Original church is City Landmark #4 and a Structure of Merit	
Staff Planner	Scott Watson, Historic Preservation Officer 951-826-5507 swatson@riversideca.gov	

RECOMMENDATIONS

Staff recommends that the Cultural Heritage Board:

- DETERMINE** that the proposed project amendment is exempt from the California Environmental Quality Act (CEQA) review pursuant to Sections 15302 (Replacement or Reconstruction), 15331 (Historic Resource

Restoration/Rehabilitation), and 15332 (In-Fill Development Projects), as it constitutes the replacement of a church sanctuary building on the same site that will pose no adverse change to a Historical Resource (City Landmark and Structure of Merit) and is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties; and

2. **APPROVE** the amendment to Planning Case DP-2021-01034 (Certificate of Appropriateness), based on the findings outlined and summarized in the staff report, and subject to the recommended conditions of approval (Exhibit 1).

BACKGROUND

On August 18, 2021, the Cultural Heritage Board (CHB) approved a Certificate of Appropriateness (COA) request by the Magnolia Presbyterian Church for the construction of a 7,054 square foot new sanctuary building in a contemporary style. In addition to various site improvement, the primary component of the approved project consisted of the construction of a 71-foot 8-inch by 108-foot 3-inch sanctuary building that included:

1. Multiple volumes that step up to the central volume, having a maximum height of 29 feet 10 inches.
2. Roof forms including:
 - a. Flat roofs.
 - b. Shed roofs.
 - c. A butterfly roof on the central volume.
3. Materials including:
 - a. Standing seam metal roofing, beige color.
 - b. Stone veneer, white in color.
 - c. Metal horizontal siding, white in color.
 - d. Brick veneer, bronze/gray in color.
 - e. Stucco, gray in color.
4. Architectural features including:
 - a. Glass storefronts at the entrances
 - b. Glass clerestory windows on the central volume
 - c. Stained glass accents.

UPDATED PROJECT DESIGN/DISCUSSION

Since the approval of the COA, construction bids for the project, as approved, came in significantly over budget due to rising construction cost. As the project was unable to be constructed as approved, the Magnolia Presbyterian Church chose to hire a new architect and updated the design of the sanctuary building. The proposed updated design will be slightly smaller in square footage at 7,040 square feet and the overall footprint, location and massing will remain the same. The updated design includes the following modifications:

1. The rooflines will remain multiple levels that step up to the central roofline; however, the central building height will increase 5-feet for an overall height of 34-feet 9-inches.
2. Roof forms will continue to include flat roofs and shed roofs; however, the central portion is proposed to be changed from a butterfly roof to a gable roof with eave brackets.
3. Changes to materials include:
 - a. Removal of brick and stone veneer from the design, primarily replaced with stucco cladding.
 - b. Metal horizontal siding is proposed to be replaced by composite board lap siding, white in color.
 - c. Stucco cladding will be used in various locations on the design, in two gray tones.
4. Architectural features include:
 - a. A revised west (street) elevation with a stucco clad popout topped by a gable roof with eave brackets.
 - b. Glass clerestory windows on the central portion of the building remain.
 - c. Stained glass accents remain.

PROJECT ANALYSIS

FACTS FOR FINDINGS

Pursuant to Chapter 20.25.050 of Title 20 (Cultural Resources) of the Riverside Municipal Code, the Cultural Heritage Board and Historic Preservation Officer must make applicable findings of specific Principles and Standards when approving or denying a COA.

Staff was able to make the applicable findings for the proposed project as follows:

Chapter 20.25.050 – Principles and Standards of Site Development and Design Review			
<i>The application proposal is consistent or compatible with the architectural period and the character-defining elements of the historic building.</i>	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Facts: <ul style="list-style-type: none"> • The proposed project amendment continues to make references to the design of the Victorian era church through the use of materials, stained glass, and mixed roof forms without detracting from the extant structure. • The design of the proposed project amendment continues to incorporate modern materials that reference those of the historic building, such as siding. • The revised design continues to retain key architectural features including clerestory windows along the roof of the central portion of the building and the stained-glass accents on the south elevation, which reference the stained-glass windows of the historic building. 			

Chapter 20.25.050 – Principles and Standards of Site Development and Design Review

- As discussed as part of the previous approval, the design of the historic church features a variety of roof forms including a steeply pitched intersecting gables roofs running in line with the nave of the church building and accented by flat and pent roofs. Additionally, the gable roofs features gable end brackets.
- Similarly, the amended design of the proposed sanctuary replacement incorporates a variety of roof forms with a steeply pitch that is in line with the primary axis of the sanctuary and is accented by flat, gable, and shed roofs. The revised roof forms also incorporates gable end brackets.

<i>The application proposal is compatible with existing adjacent or nearby Cultural Resources and their character-defining elements.</i>	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Facts:

- The project site is not located within the designated NCA boundaries as discussed in the previous staff report. However, because the project site is adjacent to the NCA, a compatibility assessment was submitted as part of the original project review to assess potential impacts to the NCA. The project was found to have no impact on the NCA as the project is compatible with the overall features of the NCA. The proposed design amendment will remain consistent with the previous findings as the overall design, massing, and footprint of the project will remain as approved.

<i>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.</i>	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Facts:

- The overall height of the proposed project design amendment will remain lower than that of the Victorian era church allowing the proposed project to be visually subordinate to the historic building.
- The proposed project design amendment continues to incorporate materials influenced by the historic church, including horizontal siding and stained glass.
- The amended design of the proposed sanctuary will remain consists with the approved design with multiple adjoining rectangular masses that are lower in height and horizontally orientated allowing the new construction to be visually subordinate to the historic structure.

Chapter 20.25.050 – Principles and Standards of Site Development and Design Review			
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.	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Facts:			
<ul style="list-style-type: none"> • The amended proposed design will remain in the same location as the previously approved design. • The orientation of the site and its relationship to the surrounding neighborhood will not be altered by the project design amendment. 			
The proposed change does not adversely affect an important architectural, historical, cultural, or archaeological feature or features.	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Facts:			
<ul style="list-style-type: none"> • This finding is unchanged from the original approval as: <ul style="list-style-type: none"> ○ The proposed project will not alter or remove any of the important historic or architectural features of the Victorian era church or contributing site features. ○ There are no known archaeological features within or near the project site and no grading will occur; therefore, there will be a less than significant potential for impact to archaeological features. 			
The application proposal is consistent with the Citywide Residential Historic District Design Guidelines and the separate guidelines for each Historic District.	N/A	Consistent	Inconsistent
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Facts:			
<ul style="list-style-type: none"> • The proposed project is not located within a residential historic district; therefore, the Citywide Residential Historic District Design Guidelines are not applicable. • The Old Magnolia Avenue NCA, does not have a separate set of guidelines that can provide general guidelines for the neighborhood. • Design guidelines, included as part of the Magnolia Avenue Specific Plan, were considered including: <ol style="list-style-type: none"> 1. The scale and mass of a new development should be consistent with neighboring developments and not overwhelm them with disproportionate size or a design that is out of character. Buildings shall step down to lower profile buildings on adjacent properties. 2. Building articulation and detailing should be used to create an interesting and individual design, diminish the massing of large structures, and be compatible with the scale of surrounding development. Building design shall avoid large monotonous façades, long straight-line building fronts, plain box shapes, and barren exterior treatment. All building elevations visible from a public right-of-way, including freeways, shall be highly articulated, and incorporate the chosen design theme in a consistent manner. 			

Chapter 20.25.050 – Principles and Standards of Site Development and Design Review

3. There is no mandated architectural style required, however, each project should possess an identifiable architectural theme and be of high-quality design and materials. High quality, innovative and imaginative architecture is encouraged. New buildings or building complexes should be stylistically consistent. Architectural style, materials, colors, and forms should all work together to express a single theme.
- The proposed project as amended continues to be consistent with the Specific Plan as follows:
 1. The proposed project will be one-story in height to be consistent with the surrounding one and two-story structures. The proposed project's building height gradually steps up from the street then steps down towards the residences on the parcels behind.
 2. The design of the proposed project incorporates volumes of varying size and height allowing the building to be articulated as suggested in the Specific Plan.
 3. The proposed project incorporates a high-quality design that incorporates materials and features into a uniformed design that draws influences from both the Victorian Era church and the demolished 1965 church, including similar roof forms and materials.

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

N/A	Consistent	Inconsistent
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

Facts:

- The previous approval found the project is consistent with the Standards as follows:
 1. The Victorian Era church will not be altered, allowing the project to be constructed so that if it were to be removed in the future, the integrity of the historic building will be maintained.
 2. The spatial relationship of the property will be maintained, with two sanctuary buildings separated by an administration building. The orientation of the project site will be maintained with buildings visible from Magnolia Avenue.
 3. The proposed project will be shorter in height than the historic structure, allowing it to be visually subordinate to the historic structure.
 4. The proposed design incorporates multiple adjoining masses, a variety of roof forms, and materials similar to, but not detracting from, that of the Victorian Era Church, ensuring compatibility with the project site.
- The proposed design amendment primarily consist of the replacement of the butterfly roof with a gable roof and the overall size, scale, massing and footprint of the project will remain as approved; therefore, the project will remain consistent with the Standards.

AUTHORIZATION AND COMPLIANCE SUMMARY

Regulatory Codes	Consistent	Inconsistent
<p><i>Historic Preservation Code Consistency (Title 20)</i></p> <p>The proposed project amendment continues to be consistent with Section 20.25.050 of the City of Riverside Municipal Code because the proposed replacement sanctuary building, as amended, remains compatible with the size, scale, massing and materials of the project site and will have no impact on the adjacent Neighborhood Conservation Area.</p> <ul style="list-style-type: none"> • The proposed project amendment will remain lower in height than the historic 1881 church, which has a maximum height of 38-feet 4.5-inches; therefore, the massing of the new sanctuary will remain subordinate to the historic structure. • The proposed project continues to incorporate materials such as horizontal siding, and stained glass, influenced by the Victorian Era and 1965 buildings. • The project continues to include a deep front yard setback from Magnolia Avenue similar to the development pattern of surrounding properties. • The project design continues to include stepped building masses that gradually increase to the maximum height at the central volume to help mitigate the visual impact. allowing the project to maintain a similar street presence along Magnolia Avenue and the adjacent Old Magnolia Avenue NCA. <p>Overall, the revised design is more compatible with historic structure as it incorporates similar roof forms, lap siding, and architectural details such as eave brackets.</p>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

ENVIRONMENTAL REVIEW

The replacement of an existing structure with a building that is the same use, substantially the same size is categorically exempt from the provisions of the California Environmental Quality Act (CEQA), pursuant to Sections 15302 (Replacement or Reconstruction) and 15331 (In-Fill Development Projects) of the CEQA Guidelines.

In addition, construction of a building consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties, is categorically exempt from the provisions of the 15331 (Historical Resource Restoration/Rehabilitation of the CEQA Guidelines).

PUBLIC NOTICE AND COMMENTS

Public notices were mailed to property owners adjacent to the site. As of the writing this report, no comments have been received by Staff.

APPEAL INFORMATION

Actions by the Cultural Heritage Board, including any environmental finding, may be appealed to the Land Use, Sustainability and Resilience Committee (formerly the Land Use Committee) within ten calendar days after the decision. Appeal filing and processing information may be obtained from the Planning Division by calling 951-826-5371.

STRATEGIC PLAN

This item contributes to the Envision Riverside 2025 City Council Strategic Priority 2 – Community Well-being (Goal 2.3 – Strengthen neighborhood identities and improve community health and the physical environment through amenities and programs that foster an increased sense of community and enhanced feelings of pride and belonging citywide) and Priority 5 – High Performing Government (Goal 5.3 - Enhance communication and collaboration with community members to improve transparency, build public trust, and encourage shared decision-making).

This item aligns with the following Cross-Cutting Threads:

1. Community Trust: This amendment to the previously approved COA is being reviewed at public meetings held by the Cultural Heritage Board and the public is able to provide comments.
2. Equity: This amendment to the previously approved COA will not impact equal access to City services as it includes improvements to a private property.
3. Fiscal Responsibility: This amendment to the previously approved COA will not result in any additional costs to the City.
4. Innovation: This amendment to the previously approved COA made use of current research practices and looks at historic integrity based on best practices approaches.
5. Sustainability and Resiliency: This amendment to the previously approved COA will highlight efforts to complete a compatible design that will aid in the preservation of the City's collective history for future generations.

EXHIBITS LIST

1. CHB Staff Report - August 18, 2021
2. CHB Minutes – August 18, 2021
3. Revised Project Plans

Prepared by: Scott Watson, Historic Preservation Officer
Approved by: Maribeth Tinio, City Planner



CITY OF RIVERSIDE

COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT PLANNING DIVISION

EXHIBIT 1 – CONDITIONS OF APPROVAL

PLANNING CASE: DP-2021-01034

MEETING DATE: November 15, 2023

CASE SPECIFIC CONDITIONS OF APPROVAL

1. All applicable conditions of related Planning Case DP-2021-00790 (Minor Conditional Use Permit) shall apply. Failure of the Development Review Committee or Planning Commission, on appeal, to approve all related planning entitlement cases shall render this approval null and void without prejudice. Action by the Development Review Committee or Planning Commission on the related planning entitlement cases that results in significant modifications to the project may require resubmittal and review of a revised Certificate of Appropriateness application.

Prior to the Issuance of a Building Permit:

2. The applicant shall submit landscape and irrigation plans for Historic Preservation (HP) staff review and approval. A separate application is required.

Prior to Release of Occupancy:

3. Upon completion of the project, an HP staff inspection must be requested to ensure that the approved plans have been executed and that all conditions have been implemented. Contact Scott Watson at (951) 826-5507 or swatson@riversideca.gov.

GENERAL CONDITIONS

4. There is a one-year time limit in which to secure the necessary building permits required by this Certificate of Appropriateness. If unable to obtain necessary permits, a time extension request letter stating the reasons for the extension of time shall be submitted to the Planning Division. HP staff may administratively extend the term of a Certificate of Appropriateness for one year, no more than twice.

PLEASE BE ADVISED THAT THE APPLICANT WILL NOT BE NOTIFIED BY THE PLANNING DIVISION ABOUT THE PENDING EXPIRATION OF THE CERTIFICATE OF APPROPRIATENESS.

5. The project must be completed in accordance with the Cultural Heritage Board's (CHB) Certificate of Appropriateness approval, including all conditions listed. Any subsequent changes to the project must be approved by the CHB or HP staff.
6. This approval for the Certificate of Appropriateness is for design concept only and does not indicate the project has been thoroughly checked for compliance with all requirements of law. As such, it is not a substitute for the formal building permit plan check process, and other changes may be required during the plan check process.
7. Granting this Certificate of Appropriateness shall in no way exclude or excuse compliance with all other applicable rules and regulations in effect at the time this permit is exercised.