

MEMORANDUM

DATE *revised* April 10, 2013

TO Teri Delcamp

PROJECT NO. 10115B

PROJECT Riverside Main Library
SOIS Review

OF Community Development Dept.,
Planning Division, City of Riverside
3900 Main Street, 3rd Fl.
Riverside, CA 92522

FROM Debi Howell-Ardila, MHP
John Lesak, AIA

CC Erin Gettis, City of Riverside; Meg
Glynn, Page & Turnbull; File

VIA Email

REGARDING: RIVERSIDE LIBRARY SECRETARY OF THE INTERIOR'S
REHABILITATION STANDARDS REVIEW

Introduction

This *revised* memo transmits the results of Page & Turnbull's review of proposed exterior alterations to the Riverside Main Library for conformance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties, Standards for Rehabilitation (Secretary's Standards)*. Review of the building's interior was not included in the scope of work. The drawings provided to Page & Turnbull on February 15, 2013 are preliminary in nature, consisting of sketches of floor plans, elevations, and sections. These drawings were supplemented with a written project narrative, provided on February 26, 2013.

Based on these drawings, Page & Turnbull concludes that, with certain project modifications and conditions, Proposed Project Option 5B could potentially meet the *Secretary's Standards*. However, because the information provided is still conceptual in nature, it cannot be determined with certainty whether the project will conform with the *Secretary's Standards*. In addition to the review, this memo provides general guidance for the treatment of character-defining features and significant spaces that are slated for alteration or removal in the project, in order to aid decision-making as the design progresses.

ARCHITECTURE
PLANNING & RESEARCH
PRESERVATION TECHNOLOGY

Background

In support of the 2009 Modernism Context Statement for the City of Riverside, the Riverside Main Library was assigned a California Historic Resource Status code of 3CS/5S3, which indicates that the building appears eligible for the California Register and local designation. The building was found eligible under Criterion 3 as a “good and rare example of New Formalism” in Riverside.¹

According to the California Environmental Quality Act Public Resource Code 5024.1(g), a resource identified as significant in an historical resource survey may be listed in the California Register if the survey meets all of the following criteria:

- (1) The survey has been or will be included in the State Historic Resources Inventory.
- (2) The survey and the survey documentation were prepared in accordance with office procedures and requirements.
- (3) The resource is evaluated and determined by the Office of Historic Preservation to have a significance rating of Category 1 to 5 on DPR Form 523.
- (4) If the survey is five or more years old at the time of its nomination for inclusion in the California Registry, the survey is updated to identify historical resources that have become eligible or ineligible due to changed circumstances or further documentation and those which have been demolished or altered in a manner that substantially diminishes the significance of the resource.¹

As a resource identified in a qualified survey, the Riverside Main Library is a historic resource under CEQA. In accordance with CEQA and Title 20 of the City of Riverside Municipal Code, significant adverse impacts can be avoided through project conformance with the *Secretary's Standards*. The *Secretary's Standards* are used widely in the United States to review projects that may affect historic properties. The standard for the Riverside Main Library will be rehabilitation. The *Standards for Rehabilitation* are codified in the Code of Federal Regulations, 36 CFR Part 61 for use in the federal investment tax credit (certified rehabilitation) program and in CEQA Section 15064.5 (b)(3). Rehabilitation is deemed the appropriate treatment “when repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, rehabilitation may be considered as a treatment.”

¹ Grimes, Teresa and Christina Chiang, 20 April 2009, “Riverside Public Library, Department of Parks and Recreation Forms, Primary and Building, Structure, and Object Records.

In addition, Title 20 of the City of Riverside Municipal Code describes the “principles and standards” guiding decision-making in design review. Mandatory findings for design review most closely related to the proposed project at the Riverside Main Library include Section 20.25.050.A (“The application proposal is consistent or compatible with the architectural period and the character-defining elements of the historic building”) and Section 20.25.050.D (“The proposed change does not destroy or adversely affect an important architectural, historical, cultural or archaeological feature or features”).²

The distinctive elements and physical features that convey the significance of a historic building are referred to as “character-defining features.” Character-defining features must be identified and retained in order to ensure that a historic resource continues to convey its significance. Toward this end, Page & Turnbull evaluated the potential impact of the proposed project on the following exterior character-defining features of the Riverside Main Library:

- Symmetrical design composition
- Emphasis on the horizontal axis through massing and details (such as the running-bond patterning of exterior brick veneer)
- Elevating the entire building upon a raised plinth
- Pronounced projecting roof eave/cornice line
- The main entry sequence, including
 - Grand stairs / ramp
 - Sculptural concrete entrance canopy and grouped globe lights
 - Symmetrical entry, with metal-frame, single-pane glazing, doors, and transoms
- Smooth exterior walls surfaces with brick veneer
- Square, full-height concrete pilasters across façade and on side elevations
- Full-height, latticework concrete screens with diamond patterning on main façade and side elevations
- Rooftop equipment screen

² Riverside Municipal Code, Title 20, Cultural Resources. Available at: <http://riversideca.gov/municode/title20.asp>. Accessed 12 March 2013.

REVIEW OF PROPOSED PROJECT OPTIONS AND THE SECRETARY'S STANDARDS

Proposed Project Options 1 and 5:

Among other proposed changes, these options call for demolishing a primary character-defining feature of the building—namely, the design configuration and materials of the main building entry. The distinctive sculptural canopy would be removed, and smooth exterior wall surfaces above it would be altered for door openings. Additionally, a square “pop-out” bay would be added to the entrance. These Options do not comply with the following *Secretary's Standards*:

- # 1: A property will be used as it was historically or be given a new use that requires **minimal change** to its distinctive materials, **features**, **spaces**, and **spatial relationships**.³
- # 2: The historic character of a property will be retained and preserved. The **removal** of distinctive materials **or alteration of features**, spaces, and spatial relationships that characterize a property will be avoided.
- # 9: New additions, exterior alterations, or related new construction **will not destroy** historic materials, **features**, and spatial relationships **that characterize the property**. The new work shall be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- #10: New additions and adjacent or related new construction will be undertaken in such a manner that, **if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired**.

Proposed Project Option 5a:

Among other proposed changes, this option calls for retaining the sculptural concrete canopy of the entrance but enclosing it beneath a broader, similarly scalloped soffit. This option does not comply with the following *Secretary's Standards*:

- # 1: A property will be used as it was historically or be given a new use that requires **minimal change** to its distinctive materials, **features**, **spaces**, and **spatial relationships**.

³ Bold emphasis throughout the Standards Review sections added by Page & Turnbull to call attention to specific areas where Options 1, 5, and 5a do not conform

- #3: Each property will be recognized as a physical record of its time, place, and use. Changes that create a **false sense of historical development**, such as **adding conjectural features** or elements from other historic properties, will not be undertaken.

Proposed Project Option 5b:

This option proposes retaining the sculptural entrance canopy and enclosing it within a square entrance bay addition. The entrance bay addition would measure 32'4" feet across and 15' deep, with a canopy measuring 39'4" by 24'4". The bay addition would be designed to be reversible (in conformance with *Secretary's Standards* #10). Unlike Option 5a, Option 5b calls for a thin roof section with a flat ceiling/soffit designed to be visually subordinate to the existing curved plate canopy.

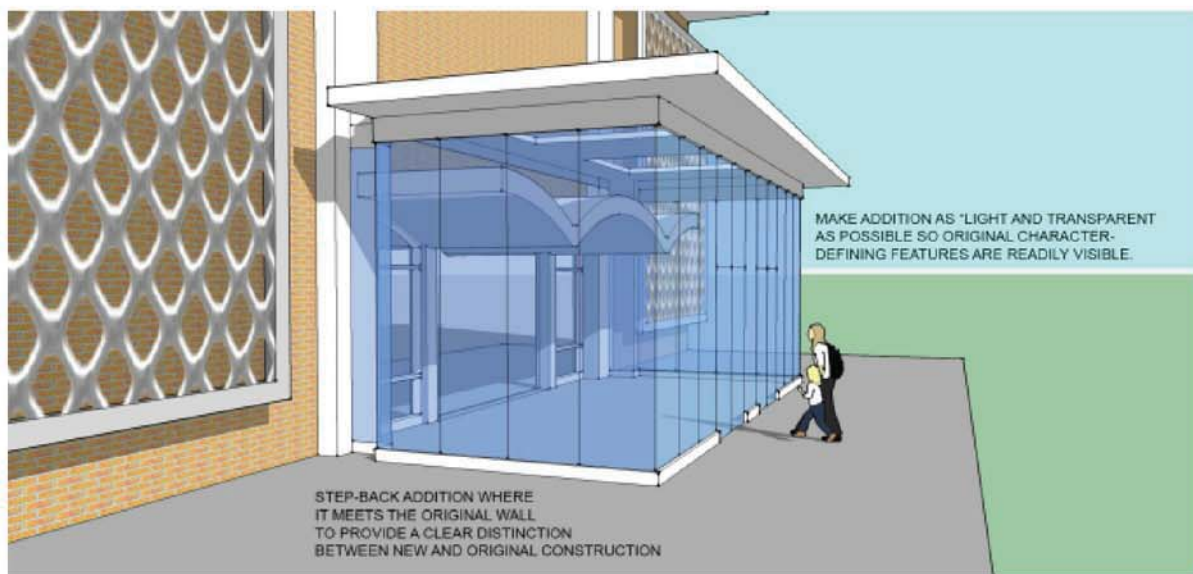
Additionally, the plan calls for altering the smooth wall expanse of the second-story of the façade by adding two doors above the addition, in order to provide access to a roof deck. This deck, highly visible from the exterior of the building, would be fronted by a railing high enough to conform to the applicable Building Code (typically 42-inches).

Option 5b could potentially meet the *Secretary's Standards* with the following conditions and modifications [refer to Appendix A for the design sketches with shading for emphasis]:

1. The **proposed exterior doors for from the second floor to the deck above the addition need to be eliminated from the project** in order to conform with the *Secretary's Standards* Nos. 1, 2, and 9 (see above). The addition of upper-façade doors would represent more than a "minimal change" to distinctive materials (smooth/planar brick wall surfaces) and features (the façade's overall design configuration). The addition of upper-façade doors and a thickened profile for the proposed entrance bay through the addition of a roof deck and railing will alter the building's principal character-defining feature, the distinctive entrance design and materials. These changes constitute **more than a "minimal change" to the distinctive features and spatial relationships of the building**.
2. Step-back the sidewalls and roof projection of the new entry addition at the connection to the original wall plane to provide a clear differentiation between new and original construction. [Refer to Sketch 1].

3. Traditionally, changes to the main entrances are viewed unfavorably through the lens of the *Secretary's Standards*. In order to conform, the character-defining sculptural concrete entry canopy and associated pendant globe lights must remain highly visible from the plaza. Therefore, the proposed entrance bay addition should be designed as light and transparent as possible. The roof line of the addition should be visually subordinate to the features of the entrance. The use of generous, relatively uninterrupted (frameless) expanses of glazing could decrease visual impacts to character-defining features and further differentiate the removable addition. [Refer to Sketch 1].

The design should not obscure the visibility of the sculptural entrance canopy. In addition, an effort should be made to provide skylights or laylights that will allow for natural illumination, thereby increasing visibility of the original entrance.



Sketch 1

4. The proposed addition of windows behind the full-height lattice-work screens could conform with the *Secretary's Standards* if their size, configuration, and design do not detract from the appearance and design of the screens. Window openings should be held back from the edges of the screens.

5. As indicated, the proposed railing on the main roof-deck addition should be set back. In order to minimize visual impacts to the building's character-defining massing and form, the railing height should be as low as possible (while still in conformance with building code requirements).
6. Proposed skylights on the roof would conform to the *Secretary's Standards* if they are not visible from the ground level.

ADDITIONAL GUIDELINES AND RECOMMENDATIONS

Secretary of the Interior also provides *Guidelines for Rehabilitating Historic Buildings* (the *Secretary's Guidelines*) to aid building owners and designers in applying the Secretary's Standards to specific elements of buildings. Additionally, the National Park Service provides Preservation Briefs to provide further detail on the appropriate treatment of historic buildings. Below, we provide specific text from both the Secretary's Guidelines and Preservation Briefs that is relevant to Option 5b. As further detail and refinements are added to the proposed project, following these recommended guidelines will help ensure project conformance with the *Secretary's Standards*.⁴

1. New Entry, Alterations and Additions for New Use

Recommended: Designing and installing additional entrances or porches on secondary elevations when required for the new use in a manner that preserves the historic character of the buildings, i.e., limiting such alteration to non-character-defining elevations.

2. New Windows

Recommended: Designing and installing additional windows on rear or other-non character-defining elevations if required by the new use. New window openings may also be cut into exposed party walls. Such design should be compatible with the overall design of the building, but not duplicate the fenestration pattern and detailing of a character-defining elevation.

⁴ Unless otherwise noted, these guidelines are drawn from: Weeks, Kay D., and Anne E. Grimmer, 1995, *The Secretary of the Interior's Standards for the Treatment of Historic Properties, Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings* (Washington, DC: National Park Service, U.S. Department of the Interior). Available at: http://www.nps.gov/hps/tps/standguide/rehab/rehab_approach.htm. Accessed 13 March 2013. Emphasis added by Page & Turnbull.

3. New Additions, Special Requirements:

Recommended: Placing functions and services required for the new use in non-character-defining interior spaces rather than constructing a new addition.

Constructing a new addition so that there is the **least possible loss of historic materials and so that character-defining features are not obscured, damaged, or destroyed.**

Placing a new addition on a non-character-defining elevation and limiting the size and scale in relationship to the historic building.

Designing a rooftop addition when required for the new use that is **set back from the wall plane** and as **inconspicuous as possible when viewed from the street.**

A new addition should not be highly visible from the public right-of-way; a rear or other secondary elevation is usually the best location for a new addition.⁵

⁵ Grimmer, Anne E., National Park Service, U.S. Department of the Interior, Technical Preservation Services, "Preservation Brief 14: New Exterior Additions to Historic Buildings: Preservation Concerns" (Washington, DC: U.S. Government Printing Office, 2010), p. 14.



Figure 1

Riverside Main Library, ca. 1965. Image courtesy of: Baker, Ronald J., *Serving through Partnership: A Centennial History of the Riverside City and County Public Library, 1888 – 1988*.



Figure 2

Riverside Main Library, primary façade. Source: Page & Turnbull, December 2011.



Figure 3

Riverside Main Library, entrance detail. Note sculptural concrete canopy and clusters of pendant lights with decorative globes. Source: Page & Turnbull, December 2011.



Figure 4
Riverside Main Library, detail, latticework screen. Also shows non-original handrail slated for removal.
Source: Page & Turnbull, December 2011.



Figure 5
Riverside Main Library, entrance ramp and handrail slated for replacement. Source: Page & Turnbull, December 2011.

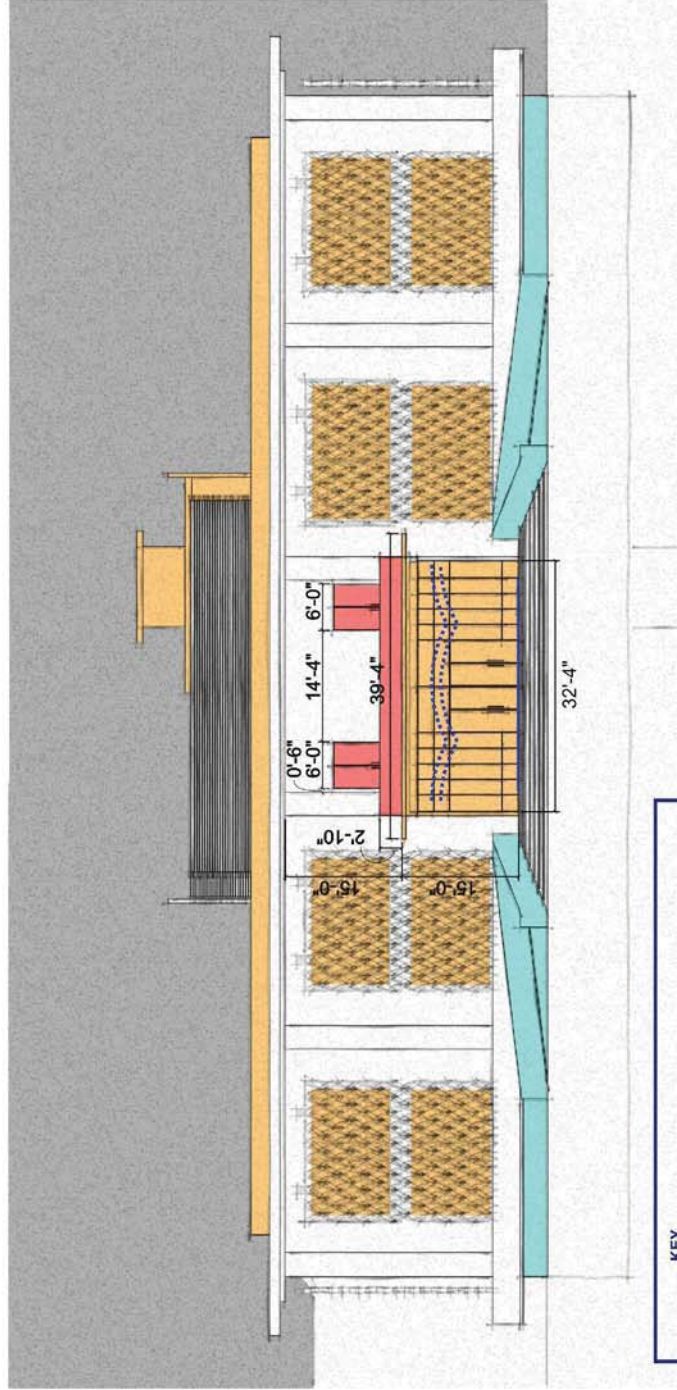


Figure 6
Riverside Main Library, north elevation. Source: Page & Turnbull, December 2011.



Figure 7
Riverside Main Library, interior, circulation desk. Shows continuation into the interior of sculptural entry canopy. Source: Page & Turnbull, December 2011.

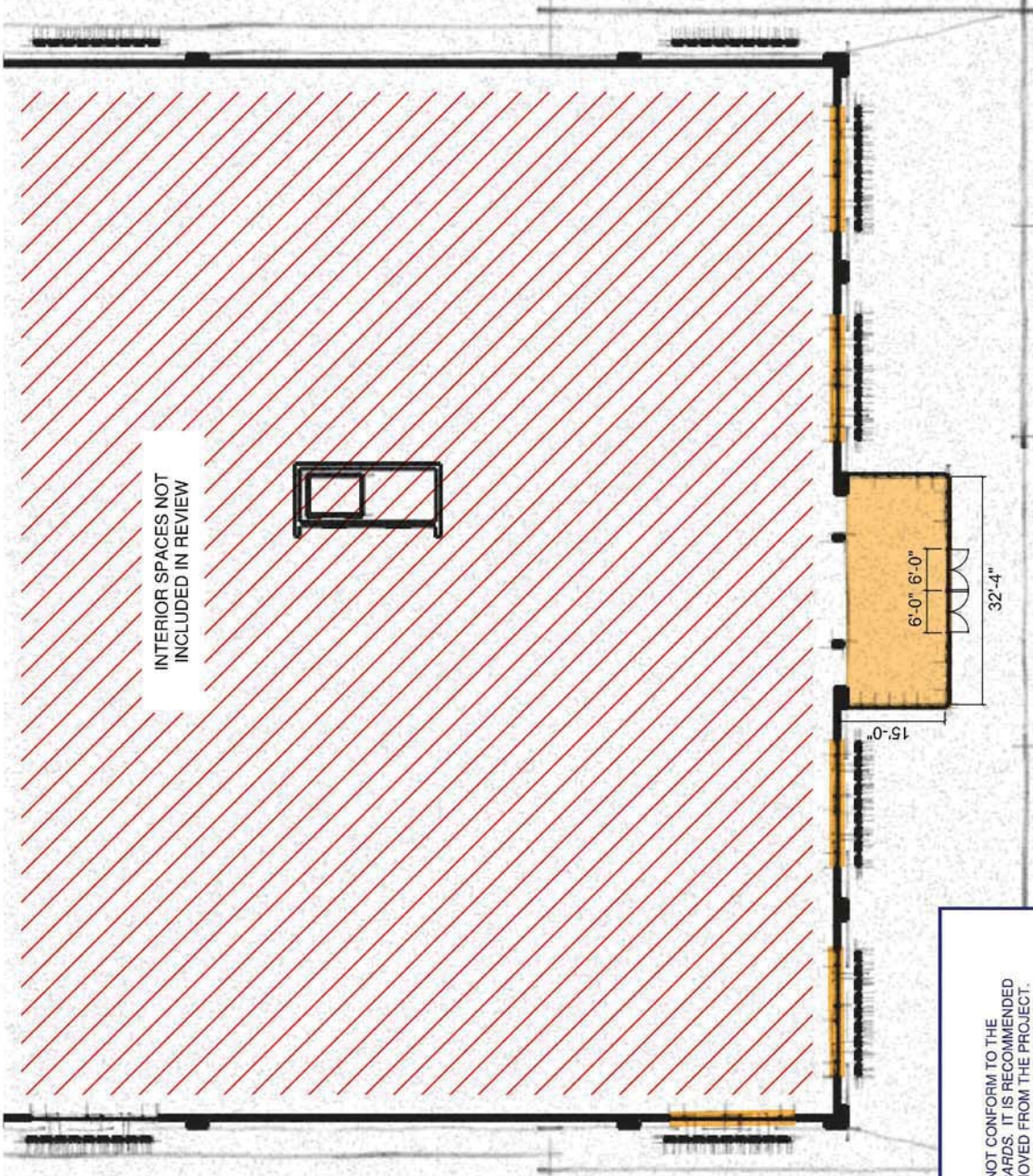
APPENDIX A – OPTION 5B SKETCHES



KEY

- ELEMENTS THAT DO NOT CONFORM TO THE SECRETARY'S STANDARDS. IT IS RECOMMENDED THESE ITEMS BE REMOVED FROM THE PROJECT.
- ELEMENTS THAT CAN CONFORM WITH THE SECRETARY'S STANDARDS WITH CERTAIN MODIFICATIONS AND CONDITIONS [REFER TO MEMORANDUM].
- ADDITIONAL INFORMATION REQUIRED TO EVALUATE CONFORMANCE WITH THE SECRETARY'S STANDARDS.

OPTION 5b ELEVATION
SCALE 1/16" = 1'-0"



INTERIOR SPACES NOT INCLUDED IN REVIEW

6'-0" 6'-0"

32'-4"

15'-0"

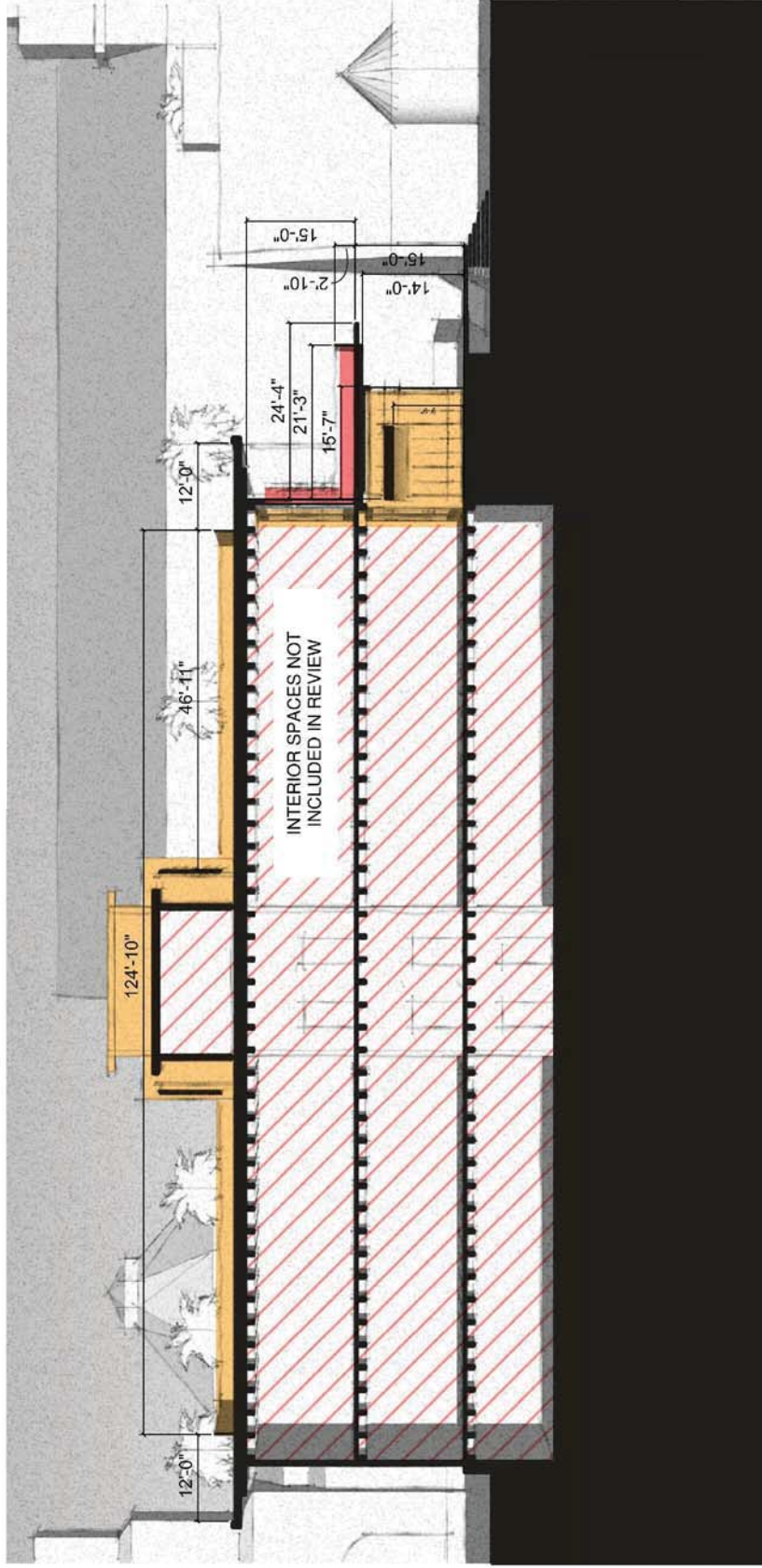
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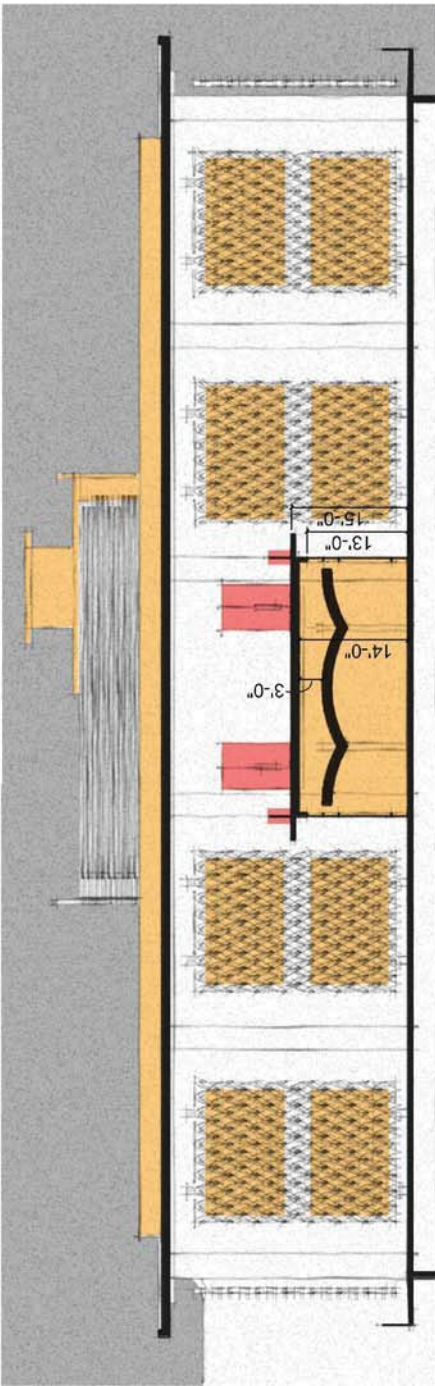
OPTION 5b PLAN
SCALE 1/16" = 1'-0"



KEY

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OPTION 5b SECTION
SCALE 1/16" = 1'-0"



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OPTION 5b SECTION ENTRY
SCALE 1/16" = 1'-0"

