



Community & Economic Development Department

Planning Division

3900 Main Street, Riverside, CA 92522 | Phone: (951) 826-5371 | RiversideCA.gov

CULTURAL HERITAGE BOARD MEETING DATE: JANUARY 18, 2017

AGENDA ITEM NO.: 3

CERTIFICATE OF APPROPRIATENESS

I. CASE NUMBER(S): P16-0730

II. PROJECT SUMMARY:

- 1) Proposal:** Proposed Certificate of Appropriateness to develop a 42,244-square-foot, five-story mixed-use building containing 36 dwelling units, 6,794 square feet of commercial space and 45 parking stalls on a 0.36-acre parcel developed as a public parking lot located at 3870 Main Street, on the northeast corner of Main and 9th Streets, in the DSP-RC-CR – Downtown Specific Plan, Raincross District, and Cultural Resources – Mission Inn Historic District Overlay Zones, in Ward 1.
- 2) Location:** 3870 Main Street
- 3) Ward:** 1
- 4) Applicant:** Rob Dodman, Ratkovich Properties
- 5) Case Planner:** Scott Watson, Assistant Planner

III. RECOMMENDATION:

That the Cultural Heritage Board:

1. **DETERMINE** that Planning Case P16-0730 is exempt from the California Environmental Quality Act (CEQA) per Sections 15332 of the CEQA Guidelines and consistent with the Secretary of the Interior Standards for the Treatment of Historic Properties; and
2. **APPROVE** Planning Case P16-0730, based on the findings summarized below, and subject to the attached conditions, thereby 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 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 site is current a parking lot and contains no historic buildings.

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

FACTS: The proposed project is consistent with this finding. The adjacent or nearby Cultural Resources are essentially the Mission Inn Historic District (MIHD) and various individually significant historic buildings. The Downtown Specific Plan (DSP) references several of these individual buildings, including the Mission Inn, Fox Theater, Loring Building and Riverside Metropolitan Museum. The historical assessment prepared by Taylor Loudon concludes that the project, is compatible in design and materials with the character-defining elements of the MIHD. This includes the pedestrian oriented design with commercial storefronts along the main streets and auxiliary uses on the upper floors. Additionally, the use of muted Earthy tones, which is also a feature of the MIHD, makes the proposed building compatible with the historic district.

FINDING: 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: The proposed project is consistent with this finding. The historical assessment prepared by Taylor Loudon discusses the projects compatibility with adjacent Cultural Resources in terms of massing, modulation, height, setbacks, colors and materials. The proposed five-story project will serve as a bridge between the two-story Rouse building and the eight-story City Hall. The ground-level story commercial retail space with marquee and projecting architectural canopies of the proposed project will align with the adjacent Rouse Building, continuing the pedestrian oriented development of the Main Street Pedestrian Mall. The glazed brick material in a mix of cool gray and off-white colors on the brick veneer pilasters reflects the masonry construction of the Rouse Building and City Hall, as well as providing the muted Earthy tones suggested in the DSP. Highlights of color, such as the red-burnt orange references the cornice of the Rouse Building. Furthermore, the use of masonry in the proposed project is consistent with the masonry construction of the adjacent Rouse Building and several other buildings within the district.

- FINDING:** 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:** The proposed project is consistent with this finding. The context of the project is the surrounding MIHD. As noted above, the historical assessment prepared by Taylor Loudon concludes that the project is compatible in design and materials with the character-defining elements of the MIHD and thus is compatible in its relationship to its surroundings. The project is within the parameters for site development contained in the DSP Raincross District subject to future approval of the Planning Commission in relation to off-street parking, landscaping, public and private open space, street furniture, etc. the project includes ground floor commercial spaces which will activate and continue the site's relationship to the Main Street and Ninth Street corridors and public areas.
- FINDING:** The proposed change does not adversely affect an important architectural, historical, cultural or archaeological feature or features.
- FACTS:** The proposed project is consistent with this finding. Because the project is consistent with the DSP Raincross District standards and guidelines, as well as how the Secretary of the Interior's Standards for the Treatment of Historic Properties (SOIS) apply to infill within a historic district, the project not adversely affect an important architectural, historical, or cultural feature or features. Because the project site has been previously developed, and is currently a parking lot, the project will not adversely affect any important archaeological feature or features.
- FINDING:** The application proposal is consistent with the Citywide Residential Historic District Design Guidelines and the separate guidelines for each Historic District.
- FACT:** The proposed project is consistent with this finding. The DSP architectural design guidelines for new construction in the Raincross District recommend maintaining the District's character and unique sense of identity. The proposed building's exterior elevations, while not necessarily stylistically "historic", are compatible with its historic neighbors in terms of massing modulation, height and setbacks. The play between the vertical and horizontal elements of the building, along with the projecting balcony, provides visual interest. The recessed cornice and vertical piers stylistically references the Art Deco and Moderne styles that can be found elsewhere in the MIHD, yet presenting these themes with a contemporary reinterpretation.

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

FACTs: The proposed project is consistent with this finding. The Principles of the Secretary of the Interior's Standards in regards to new construction focus on compatibility and differentiation. The proposed building will be contemporary in design and material but will draw influences from the surrounding district. While using contemporary materials and techniques, the design of the building use themes from historic architecture, including vernacular "industrial loft," Art Deco, and Moderne, which creates a harmonious play between the vertical and horizontal elements of the building. These references are compatible with the period of significance and architecture styles of the MIHD. The building also makes use of materials, such as concrete and ceramic tiles, which can be found throughout the district.

IV. BACKGROUND/HISTORY:

History:

The Mission Inn Historic District is located in the heart of Riverside's downtown and is roughly bounded by Sixth Street to the north, Eleventh Street to the south, Market Street to the west and the 91 Freeway/Orange Street to the east. This commercial district represents the core of Riverside's historic downtown and features a wide variety of commercial and civic architectural styles popular in Southern California and Riverside from the 1880s to the 1940s. It encompasses part of the Seventh Street Historic District (now Mission Inn Avenue) which is distinctive for its embodiment of the Mission Revival style. Other styles represented include Spanish Colonial Revival and Art Deco with a wide variety of building materials such as ceramic brick, terra cotta and rough-hewn granite. Well-known architects who designed buildings in the district include Julia Morgan, G. Stanley Wilson, and Myron Hunt. Focal points of the district include the Mission Inn, Riverside County Courthouse, First Congregational Church, and the Fox Theater. The district features numerous resources listed in the National Register of Historic Places.

Both the Mission Revival and Spanish Colonial Revival styles were heavily in the first decades of the twentieth century. The Mission Inn Historic District encompasses many fine examples of these styles, which include the Mission Inn, the former YMCA, and the First Congregational Church. Other nationally recognized styles can also be found in the downtown area, as exemplified by the Riverside County Courthouse that was built in a high Beaux-Arts style. The appearance of downtown during the post -World War II period continued to change as some structures were demolished and replaced with modern architecture, or as owners remodeled their businesses to keep up with current trends in architecture. Modern styles were introduced, such as Art Deco and Streamline Moderne. Some of these structures are still extant, including the former De Anza Theater and the Goodyear Tire garage, both on Market Street. Many commercial buildings were remodeled during the 1950s and 1960s. The presence of the Pedestrian Mall (1967), which closed Main Street to vehicular traffic between Fifth and Tenth Streets, has continued to effect the character of the historic downtown core and the architecture in the area.

Case Background:

A predevelopment meeting for the proposed project was held with the applicant on Augusts 11, 2016, with representatives from various city departments. At this meeting the applicant was made aware of project this being located within the MIHD and would therefore need to go

before the Cultural Heritage Board for a Certificate of Appropriateness. Staff recommended the applicant hire a Cultural Resources Consultant. The applicant retained a historic preservation architect, George Taylor Loudon Historic Architecture Consulting Design (Taylor Loudon), to advise on historic preservation refinements and to provide a Cultural Resources Report. The submitted report assesses the project's consistency with the SOIS and the DSP standards and guidelines. The City has accepted and approved Taylor Loudon's report for the purposes of processing this application and as the intent statement and recommendations for how the project will move forward during the next phase of construction document preparation.

V. DETAILED PROJECT DESCRIPTION:

A Certificate of Appropriateness has been submitted for the proposed project since it will be located within The Mission Inn Historic District. Additional applications were also submitted that are within the purview of the City Planning Commission and will be considered on February 9, 2017: a Conditional Use Permit (CUP); and Variance (Related to Parking and Rear-yard Setback Encroachment)(VR). The purview of the CHB on the Certificate of Appropriateness is whether and how the project's design meets applicable design guidelines and the SOIS.

- Project Description Overview:

The applicant is requesting approval of a mixed-use development consisting of 36 residential units, 6,795 square feet of commercial space and 45 parking stalls, within a 5-story building.

The residential component of the project will include 9 studio units, 18 one-bedroom units and 9 two-bedroom units ranging in size from 642 square feet to 1,329 square feet. 34 of the proposed 36 units are provided with private patios, ranging in size from 55 to 234 square feet. The project provides 2,620 square feet of common usable open space in an internal courtyard located on the third floor. The commercial component includes two commercial lease spaces fronting Ninth Street and the Main Street Pedestrian Mall totaling 6,795 square feet. Lease Area 1, located at the northwest corner of the building along the Main Street Pedestrian Mall, contains 2,190 square feet of commercial space and is intended for a restaurant or café user. Lease Area 2, primarily located along Ninth Street, contains 3,466 square feet of ground floor commercial space and a 1,139-square-foot mezzanine area, and is intended for an office or retail user.

The applicant has proposed a total of 45 on-site parking spaces for residences, in a secured multi-level parking garage. 16 parking spaces will be provided on the ground level, behind the commercial space and 29 parking stalls will be provided on level two. Both parking levels will be accessible from the adjacent alley. Of the 45 stalls, 18 parking stalls are dedicated to tandem parking (9 pairs of tandem stalls) and will be directly assigned to the 9 two-bedroom units (18 bedrooms). No parking is proposed for the commercial component of the project.

- Architectural Features:

The proposed project is a contemporary “industrial loft” style mixed-use building with Art Deco/Moderne influences. These styles are achieved through the uses of projected balconies separated by gray brick pilasters with painted metal screens. The symmetrical design of the pilasters and slightly recessed cornice provide the building with references to the Art Deco and Moderne Styles. The design makes use of shades of gray and off-white colors across various materials, including stucco, glazed gray brick veneer, and exposed concrete. The stucco cladding will be completed with two textures, a light sand float and a heavy machine dash texture. Exposed concrete cladding will also have two textures, smooth and bush hammered concrete with vertical striation will be used for accents. A blue ceramic tile will be used for accents next to residential balconies. The painted aluminum storefronts with clerestory and projecting metal canopy provide a foundation for the building to rest upon. A burnt-orange color is used to highlight the entrances to the residential spaces on the ground floor. While the North Elevation appears to be simple and unadorned, this is necessary due to the building being constructed on the property line adjacent to a buildable lot. The residential component of the building begins on the third floors, with a the transition from a rectangular ground plan into a U-shaped plan. This transition allows an elevated court yard to serve as an amenity for residence. The court yard also allows light and air for the units via balconies and exterior walkways.

VI. PROJECT ANALYSIS:

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

CHB staff has analyzed the proposed project in accordance with Title 20 of the Riverside Municipal Code and the SOIS and finds the project to be consistent with both.

The historical assessment prepared by Taylor Loudon is attached to this report, and is referenced for details on how the project complies with Title 20. The recommendations in the report have been utilized in staff’s analysis to develop the proposed conditions of approval for the project. The findings provided above summarize the conclusions of the historical assessment as augmented by the attached conditions and form the basis for the recommendation of approval.

According the Design Guidelines for Infill Construction in Historic Districts:

New construction should suggest the design principles of the Historic District. Size, scale, proportion, color and materials are important factors to consider in new building design. New design should allow for modern technology and material usage, but in a manner sensitive to surrounding historic structures.

As previously stated, the proposed project seeks to be a bridge between historic and more contemporary buildings within the district. Taylor Loudon expresses in his report, “This structure is considered an edge structure, connecting differing scales and architectural design emphases.” The project will have similar massing to adjacent structures, including a zero-setback. While the proposed structure is taller than the adjacent Rouse Building, it is compatible with other buildings

within the district including the Imperial Hardware Project and bridges between the district and the taller adjacent City Hall. This project has sensitively used design principals from the Art Deco style which is compatible with the historic district. Taylor Loudon further discusses the “industrial loft” style of the building is consistent with the DSP and other recent developments. The cool gray colors with glazed brick and accent tiles and accent colors references the various materials and colors found throughout the district, including buildings constructed of exposed concrete, such as the Mission Inn, Municipal Auditorium, and the First Congregational Church. With all these factors, the applicant has been able to create a compatible design scheme which is thoroughly contemporary, with compatibility achieved through the creative use of shapes, materials, rhythms, and other design elements, as specified in the Infill Construction in Historic Districts.

- **General Plan/Specific Plan/Zoning Conformance:**

General Plan: The proposed project is consistent with the underlying General Plan 2025 land use designation of DSP, which will further the intent of the General Plan. Further, the proposal has been found to be consistent with General Plan Policies HP-1.0, which requires using historic preservation principles as an equal component in the planning and development process and HP-5.0 which requires that new construction be compatible in scale and character with existing structures within the Historic District and with existing historic resources.

Specific Plan: The project site is located within the Downtown Specific Plan – Raincross District – Cultural Resources Overlay zone and will further the intent of the Specific Plan. Subject to future approvals associated with Conditional Use Permit and Variance requirements, the project is consistent with applicable DSP development standards. Furthermore, the project is the first to implement General Plan policies for the Raincross District to “encourage mixed-use development with a strong residential presence” so that the District can be “the pedestrian-oriented center of Downtown, with an emphasis on an intense mixture of residential, specialty commercial, tourist, restaurant, cultural, arts, and civic uses.” The Downtown has much of the other desirable listed uses, but in order to be vibrant and pedestrian-oriented, mixed use developments that include residential units are essential.

Zoning: The underlying DSP-RC-CR – Downtown Specific Plan – Raincross District – Cultural Resources Overlay is consistent with the DSP – Downtown Specific Plan General Plan land use designation.

VII. 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.

IX. EXHIBITS:

1. Aerial Map
2. Zoning Map
3. Mission Inn Historic District
4. Project plans
5. Cultural Resource Report by Taylor Loudon
6. Comment Letters



RECOMMENDED CONDITIONS OF APPROVAL

Case Number: P16-0730

MEETING DATE: January 18, 2017

General Conditions

1. The project must be complete per the Cultural Heritage Board's approval, including all conditions listed below. Any subsequent changes to the project must be approved by the Cultural Heritage Board or the Cultural Heritage Board staff. Upon completion of the project, a Cultural Heritage Board staff inspection must be requested to ensure that the approved plans have been executed and that all conditions have been implemented before **OCCUPANCY** holds can be released.
2. Actions by the Cultural Heritage Board, including any environmental finding may be appealed. There is a ten day appeal period that will lapse at 5:00 p.m. on January 30, 2016. Appeals of the Board's action will not be accepted after this time. The appeal fee is \$2,529.00. Appeal processing information may be obtained from the Community & Economic Development Department, Planning Division, Public Information Section, 3rd Floor, City Hall, 3900 Main Street, Riverside, CA 92522.
3. There shall be a two-year time limit in which to commence construction of the project beginning the day following approval of the related planning cases by the Planning Commission unless a public hearing is held by City Council; in that event the time limit begins the day following City Council approval.
4. This approval 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.
5. The granting of this request shall in no way exclude or excuse compliance with all other applicable rules and regulations in effect at the time this permit is exercised.

Specific Conditions of Approval

4. All applicable conditions of related Planning Cases P16-0727 (Conditional Use Permit) and P16-0728, P16-0729 (Variances) shall apply. Failure of the Planning Commission, or City Council, on appeal, to approve all related planning cases shall either render this approval null and void without prejudice. Action by the Planning Commission, or City Council on appeal, on the related planning cases that results in significant modifications to the project may require submittal and review of a revised Certificate of Appropriateness application.

5. Prior to the issuance of building permits, the applicant shall submit to CHB staff for review and approval an exterior lighting plan including a photometric study and manufacturer's cut sheets of all exterior lighting and within the common open space areas. All on-site lighting shall provide a minimum intensity of one foot-candle and a maximum intensity of ten foot-candles at ground level throughout the areas serving the public and used for parking, with a ratio of average light to minimum light of four to one (4:1). The light sources shall be shielded to minimize off-site glare, shall not direct light skyward and shall be directed away from adjacent properties and public rights-of-way. If lights are proposed to be mounted on buildings, down-lights shall generally be utilized.
6. The intent of this approval is for the project's colors to appear as indicated on the colored elevations. All approved colors and materials shall be reflected on the construction plans submitted for plan check. Should modification of color scheme occur, revised color elevations and material board shall be submitted to CHB staff for approval.
7. During grading, excavations and/or construction, if buried archaeological resources are uncovered, all work must be halted in the vicinity of the discovery until a registered professional archaeologist can be retained by the applicant and visit the site of discovery to assess the significance and origin of the archaeological resource. If the resource is determined to be of Native American origin, the applicable Tribe(s) shall be consulted. If the archaeological resource is determined to be a potentially significant cultural resource, the City, in consultation with the project archaeologist - and the Tribe(s) if applicable - shall determine the course of action which may include data recovery, retention in situ, or other appropriate treatment and mitigation depending on the resources discovered. Procedures shall follow all applicable federal, state and local laws and regulations.
8. Prior to issuance of tenant improvement permits for ground floor commercial uses, the applicant shall submit to CHB staff for review and approval any proposed outdoor furniture on the ground floor level exterior (i.e., tables and chairs for the outdoor dining) and any proposed railing around said seating. Tables and chairs shall be commercial grade outdoor furniture and compatible with the project architecture. Railings shall be of a material, color and design that are compatible with the project architecture. Catalog cuts or manufacturer's cut sheets shall be submitted for review and approval.
9. A comprehensive signage program, subject to RMC Section 19.620 and the DSP, shall be developed and submitted for review.

APPEAL INFORMATION:

The staff's decision or any condition of approval can be appealed by the applicant or any interested person. To appeal this decision, submit a letter stating what you wish to appeal and why, the General Application form and the corresponding appeal fee. The Community & Economic Development Department offers a packet on filing an appeal that you might find helpful. Appeals may be delivered in person or mailed, but they must be received by on January 30, 2016 at 5:00 p.m. twelve days following approval of this case. The Community & Economic Development Department's address is:

City of Riverside
Community & Economic Development Department
Cultural Heritage Board
January 18, 2017

Planning Division
3900 Main Street, 3rd Floor
Riverside, CA 92522

Appeals will be considered by the Land Use Committee of the City Council at their next available meeting.

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