



**Community & Economic Development Department**

**Planning Division**

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**REVISED STAFF REPORT AND CONDITIONS**

**CULTURAL HERITAGE BOARD MEETING DATE: MARCH 15, 2017**

**AGENDA ITEM NO.: 4**

**CERTIFICATE OF APPROPRIATENESS**

**I. CASE NUMBER(S): P16-0323**

**II. PROJECT SUMMARY:**

- 1) Proposal:** Proposed Certificate of Appropriateness for the integration of the Stalder Building facade, which is City Structure of Merit #7, a contributor to the Seventh Street Historic District and Mission Inn Historic District, and is listed on the State of California Historic Resource Inventory, into a mixed-use development consisting of 165 units, 21,400 square feet of commercial lease area and 363 parking spaces, on three parcels totaling 1.19 acres in the Downtown Specific Plan – Residential District and Cultural Resources Overlay Zones, in Ward 1.
- 2) Location:** 3757-3789 Mission Inn Avenue and 3660-3666 Market Street, situated on the northeasterly corner of the intersection of Mission Inn Avenue and Market Street.
- 3) Ward:** 1
- 4) Applicant:** Mark Rubin, Regional Properties, Inc.
- 5) Case Planner:** Scott Watson, Assistant Planner

**III. RECOMMENDATION:**

**That the Cultural Heritage Board:**

1. **APPROVE** Planning Case P16-0323, 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:** The proposed project is consistent with this finding. The historical assessment prepared by Taylor Loudon determined that the character-defining elements of the Stalder Building's unifying façade designed by G. Stanley Wilson still remain, with the exception of the altered ground level storefront systems. The proposed new storefronts on the historic façade will be made of dark bronze metal and be design to be similar to the historic storefronts that can be seen in a circa 1935 photo and still remains in the eastern most bay on the south elevation (the former firehouse), which will be restored. The rehabilitated parapet windows will have translucent glass and will be back-lit to represent the original openness of the parapet windows. The two arched windows with shed roofs on the west elevation will reconstructed in the same style of the original windows with contemporary materials. The existing Terra Cota urns are very heavy and some of the connections to the building have failed. To reduce the potential for hazards should the original urns fall over the public right of way, new urns will be cast in glass fiber reinforced concrete (GFRC) or fiberglass reinforced plastic (FRP) from molds made of the original urns. This will allow the urns to remain, while reducing the weight and allowing them to be placed securely. The original firehouse hay loft doors, on the east elevation, will be relocated on the same elevation and restored.

**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), the Seventh Street Historic District (SSHD) 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, including the addition behind the Stalder and the new construction to the north of the Stalder, is compatible in design, massing, and materials with the Stalder Building and with the character-defining elements of the MIHD and SSHD. The new construction is set back from the historic façade allowing it to remain the prominent feature at the corner of Mission Inn Avenue and Market Street. The new construction also steps back from Mission Inn Avenue with the tallest portions of the building being on Sixth Street. This will reduce the massing closest to the heart of the historic districts. The new addition to the north of the historic façade will continue the two-story height commercial base that wraps from Mission Inn Avenue onto Market Street. Additionally, the pedestrian oriented design with commercial

storefronts along the main streets and auxiliary uses on the upper floors can be found throughout the MIHD.

**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 scale, massing, and general architectural treatment. This includes the repetitive pattern of fenestration that can be found in the G. Stanley Wilson's façade. The new addition makes use of materials in muted Earthy tones, such as brick, stone, stucco, and travertine, which is compatible with the historic districts. A variety of materials are used to visually break up the new construction, which will reduce the scale of the massing and create a cityscape feel. This use of multiple scales is present in the Stalder Building and throughout the historic district. The façade of the new construction along Mission Inn Avenue is broken up into three sections which reference the three buildings that were unified by Wilson's façade. The fenestration and storefronts will be rehabilitated using wood or other compatible materials with a design that is similar to the historic design.

**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 Stalder Building and with the character-defining elements of the MIHD and the SSHD, 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 Market Street and Mission Inn Avenue 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 the Secretary of the Interior's Standards for the Treatment of Historic Properties (SOIS), it will not adversely affect an important architectural, historical, or cultural feature or features. Mitigation included in the Fox Plaza EIR allowed for the demolition of the building and the reconstruction of portions of the Stalder Building Façade, as a reinterpretation of the façade. Instead of reconstruction, this project will rehabilitate the historic façade in place. The rehabilitation will include: repair of cornice as needed; replication of the Terra Cotta urns from silicone casts; repair and reattachment of original cast stone cartouches as necessary; and relocation and rehabilitation of the hay loft doors. Because the project site has been previously developed, the project will not adversely affect an 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. Numerous instances of the ways in which the proposed project complies with applicable design guidelines are detailed in the historical assessment prepared for the project. The following notes several instances:

The project is consistent with the DSP design guidelines generally and for new construction because the project is "an appropriate scale and height of the proposed project conforms to an urban, and not a suburban scale of development." The six-story mixed-use building provides a variety of housing and commercial space which creates an "active pedestrian environments, a 'walkable' environment containing a *mix of retail, entertainment, cultural, residential, employment, and support service uses in appropriate ways.*" Additionally, there are a number of buildings throughout the district, including historic examples, which exceed two-stories in height.

The proposed project also is "a creative design that respects the architectural vocabulary of the simplified mission styled/neoclassic /modern style present, without mimicking the exact details [of adjacent cultural resources.]" Additionally, there is "a reference to the solid/void characteristic patterns of the original structure that is carried onto the fenestration character of the new construction design." Furthermore, "articulation divides the structure into a composition of building volumes with varied massing. The Stalder Building façade creates a one and two-story high articulated base with an open space use deck immediately above it. The proposed new development replaces a parking lot to the north along Market Street. Each of these two elements are readily identified as distinct from the other.

The project also meets DSP guidelines for preserving character-defining historic features because "this unusual example of a Mission- Revival/

Modern interpretively styled commercial structure façade is being preserved and repaired in place. In-kind, matching replacement will be necessary of the wood windows or storefronts that have experienced significant material loss. Where storefronts are not extant they are proposed to be remade in a contemporary material- aluminum that is a close match to the dimensions of the original remaining example. Opening sizes will be matched to the historical conditions, and operable awnings are intended to be reconstructed. Decorative features, partially the glazed terra cotta urns mounted on top of the parapet upturns, and cartouche features are proposed to be repaired in place. Where deterioration and loss are evident, particularly at the urns, replacement will be in-kind that match the material, design, and finish colors. “

The project meets design DSP design guidelines for infill new construction in historic districts because “the “average” scale, size and mass of historic buildings within the area – specifically the Mission Inn, the Fox Theater complex, the Loring Building, and other structures along Mission Inn Avenue- is proposed to be considered compliant with the scale of the proposed design. The proposed design's scale is articulated into differing modules of massing and material definition. The primary historical façade maintains the street front along Mission Inn Avenue, with the scale and height of the proposed design increasing towards the rear (north) away from Mission Inn Avenue. This scale transitions to the larger structures in height and mass, specifically the Marriott Hotel at Fifth Street and Market Street, newly constructed housing complexes along Market Street, and the Riverside Convention Center. The proposed Stalder Plaza Building development is considered to be compatible with adjacent historical structures in scale, massing and general architectural treatment as referenced in Policy HP-1-4.”

Based on the above, as supported by a more complete analysis in the historical assessment, this project is consistent with the applicable DSP Design Guidelines.

**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 project is considered an adaptive-reuse project with minimal changes are proposed to distinctive materials, features, spaces, and spatial relationships. The historical character of structure will be maintained through the rehabilitation and repair of the distinctive, character-defining features. “The façade of the Stalder Building will be retained, rehabilitated, and preserved; this acknowledges that various additions over time made up until 1926 have acquired significance in their own right.” Distinctive materials, features, finishes, and construction techniques will remain and be rehabilitated as part of this project. “Repair of features is a primary approach; where features are deteriorated beyond repair the replacement materials will be constructed to match the original materials in design, profile, material color, and design concept. The exact details for

the repairs and reintegration of proposed re-used elements are to be further developed in the detailing phase of the Construction Documents. Particular attention will be focused on the primary character- defining features: the elements and details of the G. Stanley Wilson- designed south and west façades." Architectural features that could create a false sense of history will not be added to the structure. Historic photos have been used to reproduce historic features, as to not create a false sense of history. The proposed new construction is clearly differentiated from the historic façade through the use of material, color, and construction method. Compatibility is obtained through the use of similar volumes and massing, as well as similar repetition of architectural features. Additionally a distinctive architectural feature is used to create a "hyphen" between the historic façade and the new construction. This also embodies the concept of "reversibility," because the original historic features will not be impacted by the new construction.

Based on the above, as supported by a more complete analysis in the historical assessment, this project is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties under the Guidelines for Rehabilitation projects.

#### IV. Environmental Assessment:

Planning Case P16-0323 is in compliance with the adopted Fox Plaza EIR, which was certified by City Council on June 10, 2008.

#### IV. BACKGROUND/HISTORY:

- **History:**

*Stalder Building:*

This structure was originally three distinct buildings. G. Stanley Wilson's façade was constructed in 1926 to unify the former Victorian and Mission style buildings. The Spanish-Mediterranean facade with Mission Revival influences unified the three buildings with a sculpted parapet wall that covers the gable roofs. There are seven store fronts of basically the same size. Above the store fronts are 26 small arched windows with slip sills. They used to have glass in them to give the effect of a second story but the windows have been boarded up. The nine crests of the parapet are capped by decorative urns. Underneath the urns in the wall surface are decorative cartouches. On the side of the building, facing Market Street, the parapet slopes downward, but still conceals the former roofs.

The three buildings unified by the 1926 façade had various uses. The eastern most of these was the two-story fire department built in 1898. Next door to the Loring Building which housed the city's first City Hall, jail, library, courthouse, police department, and opera house. This was the first building that the fire department occupied exclusively as a fire department. Still visible from the alley running between the building and the Loring is the second-story hay lift for fire department horses. The middle building originally housed the Glenwood Stables and the westernmost building was, beginning in 1915, the Glenwood Garage, both adjuncts to the Mission Inn a block away. The Glenwood Garage housed

a fleet of Stearns Knights, the hotel's first automobiles. More recently this block has been continuously used for retail businesses and cafes. The 1926 alteration is consistent with the tone of the neighborhood.

#### *Mission Inn Historic District:*

The MIHD 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 SSHD (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.

#### *Seventh Street Historic District:*

The SSHD runs the entire length of Riverside's Mile Square, the familiar name for the original town site that John Goldsworthy, of the Los Angeles surveying and civil engineering firm Goldsworthy and Higbie laid out for the city in 1870. Seventh Street, with the Buena Vista Bridge greeting carriage and auto traffic from Los Angeles at the west and with the Union Pacific and Santa Fe depots depositing railroad travelers at the east represents the traditional gateway to Riverside. The SSHD uniquely embraces every facet of Riverside's historic economic, social, and home atmospheres. The SSHD in Riverside includes 20 contributing properties, 3 non-contributing properties, and 2 contributing series of street furniture (Citrus Tree Pergola and Navaho Raincross street lights).

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. 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.

#### *Case Background:*

In 2008, the City Council approved the Environmental Impact Report (EIR) for the Fox Plaza project. The Fox Plaza Project entailed the redevelopment of approximately 5.97 acres in downtown Riverside. The goal of the project was to develop a mixed use urban scale along Market Street from Mission Inn Avenue to Fifth Street. The project consisted of: up to 76,000 square feet of restaurant and retail space; up to 532 residential units, which includes a mix of units types (condominium, townhome, live/work, loft); and up to 1,693 parking stalls located within parking structures. The Stalder building site was denoted as Block D of the Fox Plaza Project. The Fox Plaza EIR proposed a single building for Block D, which would have six stories in height. The building would have included approximately 23,500 square feet of retail and 165 residential units (condominium units). Two levels of below ground (Levels B1 and B2) would have been provided. Level G1 (at street level) was proposed to have additional parking, as well as space for the residential lobby, and retail. Levels 1 through 5



included condominium units. The parking structure for Block D included up to 356 parking spaces.

The attached Historic Recourses Chapter of the Fox Plaza EIR discusses the significance of the Stalder Building and determined the building demolition would have Significant Unavoidable Impacts. The EIR developed Mitigation Measures as an attempt to reduce the impact to the Historical Resources, and in this case the Stalder Building specifically, involved in the Fox Plaza Project. According to the EIR, "Mitigation programs for impacts on historic resources tend to fall into several broad categories: documentation, interpretation, design, salvage, and contributions. Documentation techniques involve the recordation of the site according to accepted professional standards, such that the data would be available for future researchers, or for future restoration efforts. Interpretive measures could include commemorating a significant historic event or the property's connection to historically significant themes."

Although the Fox Plaza Project did not move forward, the current project conforms to the project that was assessed under the approved EIR and as such no additional environmental study has been required. Even though the current proposal it so retain the historic façade rather than demolition the structure, the six mitigation measures which apply to the Stalder Building will be required to be incorporated into the project.

Following a pre-development meeting and other discussions with staff, the applicant submitted a Certificate of Appropriateness Application on May 10, 2016. The project went before the Development Review Committee on June 6, 2016, at which time the applicant was provided comments from all City Departments which will be involved in the approval of this project. CHB Staff recommended the applicant hire a Cultural Resources Consultant to assess the project for historic compatibility and provide feedback. 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 recommendations of 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 incorporate the façade the Stalder Building into the project. The new construction behind the façade and to the north are within the MIHD and SSHD. Additional applications were also submitted that are within the purview of the City Planning Commission and will be considered on a date to be determined: a Conditional Use Permit (CUP); Parcel Map (PM); and Variance (Related to Residential Setbacks and Parking) (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 proposed project involves the consolidation of three parcels into one parcel to facilitate the development of the 234,758 square foot mixed-use Stalder Plaza development consisting of a seven-story building with 165 residential apartment units, approximately 22,000 square feet of ground floor commercial space and a subterranean 339-stall vehicle parking garage. The project proposes amenities for its residents primarily divided into four areas: two interior courtyards; amenities on the first floor; a pool deck; and a rooftop terrace. The first floor amenities include a fitness center, hospitality bar, and bicycle storage. The roof top terrace and pool deck include: barbecue grilling stations; bars with sinks; swimming pool, spa; fire pits; landscape planter boxes; outdoor sofas; an indoor/outdoor rooftop lounge with a glass-bottom balcony; wood trellises; and an outdoor movie screen. Balconies are also provided for many of the units. The project exceeds the DSP requirements for common and private open space areas.

The project proposes to retain and rehabilitated the historic façade of the Stalder Building New construction above the Stalder Building would be stepped back, beginning at the third level and above, approximately two and a half feet from the façade on the west elevation and from approximately 20 - 67 feet on the south elevation. The adjacent new construction to the north of the Stalder Building will appear separated by an almost 30-foot-wide and approximately 2-foot-deep recessed section or "hyphen." North of the hyphen at the ground floor, most of the new construction will have a zero-setback. This will be fairly consistent at the upper levels with the exception of some additional recesses to create a separation of volumes. The attached floor plan and elevation sheets clearly show the building lines of the existing Stalder Building Façade façade and the new construction.

- **Project Design:**

*Stalder Building Historic Façade*

The project proposal includes the rehabilitation of the 1926 G. Stanley Wilson façade. As discussed in the attached report. Taylor Loudon expresses that the existing storefronts, with the exception of the storefront associated with the location of the former firehouse, are not original and will be removed. New metal storefronts which are compatible in design to the original storefronts are proposed. As demonstrated on sheets H1.0 and H1.5 of the attached project plans (Exhibit 4), six storefront designs have been proposed for historic façade. Each of these designs are compatible with the building, as shown in the circa 1935 photo, and the historic time period. These designs will allow for flexibility of the storefront to meet the needs of the tenant while maintaining historic compatibility. In-filled fenestration will be restored either with compatible windows or the restoration of existing windows. Decorative features, such as the Terra Cotta urns and cast stone cartouches, will be repaired or replaced with replicas created from castings. Pages H1.0 - H1.5 of the attached project plans further detail the components and methods of rehabilitation.

### *Stalder Building Addition*

The new construction visible above the Stalder Building Façade is designed to interpretively reference the three original buildings that were unified by the 1926 façade. The addition will be broken up into three volumes each with a different cladding material. Additionally, it will be stepped back between approximately 20 - 70 feet from the southern portion of the façade and approximately two and a half feet on the west elevation to reduce massing impacts and to differentiate it from the historic façade. The western volume will be clad with ribbed metal panels in slate gray color. This will allow this portion of the addition to visually “fall back” from the white painted historic façade. The middle volume is the furthest set back from the south elevation and is clad in Taupe colored stucco. The eastern-most volume is designed to reference the original firehouse with brick cladding and segmental arches over the 6<sup>th</sup> floor windows on the south elevation. The window size and type will vary, but the primary window type will be vinyl-framed horizontal sliding windows with a fixed bottom sash. The frames will be a dark bronze color. Perforated metal sunshades will project above and to the south side of the windows on the eastern-most volume. Decorative metal railing will be used at the recessed balconies, which are painted with a bright yellow color to provide pops of color.

### *Addition North of the Stalder Building*

The hyphen between the Stalder Building and the new construction to the north is created by the stairwell and elevator tower. It will be clad in porcelain tiles that will be in various shades of gray. The hyphen acts as a physical and visual differentiation that is subordinate to the Stalder Building and also helps create the illusion that the project consists of multiple buildings. The same cladding and fenestration is also used for the elevator and stairwell tower on the Sixth Street elevation. This distinct material differentiation also serves to highlight the residential entries and lobby. The double-height commercial space will continue the height of the historic facade along Market Street and wrap around onto Sixth Street. The commercial space will be clad in travertine and accented with limestone. The commercial store fronts will be similar to the new storefronts on the historic façade, and will be dark bronze in color. Projecting metal canopies will be installed in-line with the retractable awnings of the historic façade. The addition north of the Stalder Building will use a variation of cladding materials to break-up the elevations to give the appearance of multiple buildings, like the addition of to the Stalder Building. This addition will also use brick, off-white/taupe colored stucco, and gray ribbed metal panel cladding. The windows and railings of the residential portion of this addition will also match those of the addition to the Stalder Building. The windows on the ground floor of northeast corner of the addition, associated with the fitness center, will be slightly recessed and will be dark bronze colored fixed vinyl-framed windows.

- **Additional Project Details**

#### *Residential Units*

The 165 units are proposed to be located on levels one through seven of the project. Of the 165 units, 22 are studio units, 82 are one-bedroom units, 56 are two-bedroom units and 5 are three-bedroom. Plans indicate various floor layouts for the studio apartments which range in size from 571 square feet to 627 square feet. Several floor layouts for the one-bedroom apartments range in size from 746 square feet to 935 square feet, and for

the two-bedroom units range in size from 1,036 square feet to 1,400 square feet in size. The three-bedroom units will each be 1,547 square feet. Pedestrian access to the project is provided through two entry points: one in the main lobby area facing Sixth Street and one facing Market Street. Internal access is provided by three elevators and three stairwells. All units are accessed through an internal hallway system. As shown in the attached project plans, third story apartments will be stepped back approximately from the Stalder Building and will utilize the façade as the outside deck railing.

### *Commercial Uses*

The project is proposing approximately 22,000 square feet of double height multi-tenant commercial on the ground floor level, facing Mission Inn Avenue and Market Street. In addition, an approximately 2,104 square foot lease office will be located on the northerly portion of the property along the Sixth Street frontage and accessible from the main entry lobby. While the applicant has not identified tenants, the DSP allows for commercial uses on the ground floor which are devoted to pedestrian-oriented retail, restaurant or similar type uses. To facilitate future restaurant uses, the project will include the proper infrastructure, such as vents and drains, which would accommodate food preparation if needed.

### *Height*

The proposed height is a cross-over aspect of the project that is addressed in different ways by the CHB and the CPC. For the CHB, the height functions in relation to the project's consistency with the SOIS. As detailed in the attached historical assessment prepared by Taylor Loudon and further summarized in the findings above and section below, the project including its height is consistent with the SOIS.

For reference purposes, it should be noted that the CPC will be acting on the project's Conditional Use Permit which addresses height. Through approval of a CUP, the project could extend up to a height of 100 feet in the Raincross District. The project as designed has an approximate 74 foot height to the top of the seventh floor living level, approximately 87 feet to the top of the rooftop lounge, and a maximum height to the top of elements such as the elevator towers at approximately 94 feet. In relation to future action by the CPC, staff has determined that the project's height can be supported as it is consistent with the purpose and intent of the Raincross District and compatible with surrounding development. As detailed by Taylor Loudon, the proposed project is compatible in scale and height with the nearby significant historic buildings. In addition, it is compatible in scale and height with the general surrounding buildings within the Raincross District. These buildings include: the Mission Square office tower, with a height of 99 feet; the California Tower with an approximate height of 140 feet, the Marriot Hotel with an approximate height of 99 feet; City Hall, with an approximate height of 90 feet; and Mount Rubidoux Manor, which has an overall height of 166 feet. In addition, the Imperial Hardware Lofts project, which is currently under construction, will be approximately 68 feet in height.

## 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 with this report, and is referenced for details of 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. This section briefly summarizes the key findings regarding compliance with Title 20.

As indicated by Taylor Loudon, the 1926 façade by G. Stanley Wilson is the portion of the Stalder Building which is historically significant and retains sufficient integrity to convey its significance. For compliance with the DSP Design Guidelines and consistency with the SOIS, the project proposes to preserve the historic façade and install a more historically compatible metal storefront system. The rest of the historic façade has character-defining features will be preserved, repaired, or replaced in-kind if too deteriorated. This includes plaster walls, wood parapet windows, Terra Cotta urns, cast stone cartouches, cornice, and the firehouse hay loft doors.

The new construction to the north of the Stalder Building that extends to Sixth Street is immediately separated by a recessed hyphen element. This element clearly differentiates the new from the historic. The hyphen in conjunction with the slightly recessed front building lines of the new construction helps subordinate the new construction addition from the historic façade. The new construction's design, rhythms, fenestration, materials, and colors, based on the colored elevations and material board, are compatible with the Stalder Building and the site's location within the MIHD and SSHD. The massing and scale of the project has been designed to reduce impacts to the Stalder Building and still allow the historic façade to be the predominant architectural feature that draws the viewer's eye. Other historic buildings, as well as non-historic buildings in the surrounding area, MIHD, and SSHD, are similar in massing, scale and building height so the project is compatible with the surrounding context. Conditions of Approval are proposed to ensure that the recommendations of the historical assessment are followed to the extent feasible subject to review by CHB staff.

- **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. Historic District Map
4. Project Plans
5. Historic Assessment Report by Taylor Loudon
6. Historic Resources Chapter of the Fox Plaza EIR.
7. Comment Letters



*RECOMMENDED CONDITIONS OF APPROVAL*

Case Number: P16-0323

MEETING DATE: March 15, 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 P16-0321 (Conditional Use Permit), P16-0324 (Variances), and P16-0325 (Parcel Map) 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, of the related planning cases may result in significant modifications to the project and may require submittal and review of a revised Certificate of Appropriateness application.



5. **Prior to the Issuance of the demolition permit**, the application shall provide to CHB Staff evidence of the completion of mitigation measure from the Fox Plaza EIR which pertaining to Historical Resource, specifically HIS-1 (Documentation), HIS-3 (Salvage), and HIS-6 (Stalder Building Salvage), by way of a report and/or a letter.

6. **Prior to the issuance of building permits**, the applicant shall submit construction plans that include revised plans and/or details addressing the recommendations in Section 7.3.1 of the "Stalder Building Adaptive Reuse Design Assessment, Mission Inn Boulevard, Riverside, CA 92501," prepared by George Taylor Loudon AIA, January 2017, to the satisfaction of Cultural Heritage Board staff. The recommendations are as follows:

*Details:*

- Provide details for the repair and reintegration of the proposed re-used decorative elements, urns, façade trim and terra cotta cartouche trim.
- Provide a reveal detail of the new construction that separates it from the original façade. A slight offset in the new façade is recommended to highlight the juncture between new and old. This "Hyphen" style connection detail, with offsets in façades using defined separation joints, allows the Stalder Building to readily be differentiated from the proposed new construction.

*Materials:*

- The materials and assemblies used in the addition would be consistent with and related to the original building design, specifically; plaster wall surfaces, glazing set in storefront openings, awnings and signage panels, wrought iron details, tiled surfaces, etc. The new construction will be sufficiently differentiated from the original character of the Stalder structure. The desire is not for a replication of exact detail, but for a consistent use of materials that relate to the original construction.
- New construction should conform materially to the Secretary of the Interior's Standards nos. 9 and 10 regarding additions to historical or historically-eligible structures, specifically material compatibility.

*Elevations:*

- The new construction should reference a similar massing appearance to the existing Stalder Building design that follows the eccentric rhythm of original building volumes and 1926-era window and parapet placement. The spacing of the structural bays is not exactly all the same, but have differing dimensions that create a variety and vitality in Wilsons' composition and how it related to the original three pre-existing structures that were joined together. The original window bay patterns should be reflected in the proposed structure's façade above. Other eccentricities (or, "oddities,") would include the stepping down of the parapet wall height at Market Street façade and the irregularities it creates, and the even greater variety in storefront widths and opening types along that façade, differing window placements, etc.
- Employ a similar design inventiveness present in Wilson's 1926 façade with the composition of new construction that references design components that are consistent with, yet differentiated from, the original Stalder Building structure.



Wilson creatively joined together three very different façades and structures and made them into a singular, well-identified structure. Some of these include: the stylistically unique detailing and design of the parapet with the glazed terra cotta urns and precast cartouches, the unusual and creative recessed/projecting arched-headed window bays at the Market St façade corner at Mission Inn Avenue; the cast / wrought iron gate; and the variety of storefront conditions.

- In the “interpretive” reconstruction of the east façade restate some of the façade features of the original Fire House Number 1 (the 1-in-12 parapet slope, the fenestration and the attic vent openings / bird guards) in order to reference and identify (by the use of a plaque, or potentially a firefighter memorial garden) a previous historic presence on site.

7. As the west, south, and east portions of the 1926 façade of the Stalder Building is proposed to be rehabilitated in place, while the remainder of the structural connections to it are proposed to be removed, special care for the adequate bracing of the façade during construction, and the structural detailing necessary for its support and connection to the new structural design will be required. **Prior to the issuance of demolition** (even selective demolition), grading or building permits, whichever occurs first, the applicant shall submit a plan with supporting structural calculations prepared by a registered structural engineer for review and approval by CHB staff and the City Building Official that addresses and ensures the support and stability of the historic façade during excavation and construction. Furthermore, the structural engineer of record shall provide a structural observation in accordance with the California Building Code in order to verify conformance with the design documents and prior to inspection by the City. The design may include but is not limited to a concept in the historical assessment for bracing the façade from the exterior with a scaffolding system through-bolted to the existing facade, the pipe scaffolding bolted to concrete 'K rails' at grade that would stay in place until the roof of the new structure is fully constructed, or other acceptable methods. Any encroachment of said temporary infrastructure into public rights of way shall be subject to review by the Public Works Department and may require the approval of an encroachment permit.
8. **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
9. **Prior to the issuance of building permits**, the applicant shall submit to CHB staff for review and approval a revised floor plan which indicates the chosen storefront for each bay, which will be part of the initial construction. Any future modification to storefronts on the historic facade during tenant improvement shall match the design as shown on H1.0 and H1.5, subject to the approval of CHB staff.

10. **Prior to Certificate of Occupancy**, the applicant shall submit to CHB staff for review and approval a manufacturer's cut sheets for proposed reachable awnings. Additionally, the applicant shall provide details diagraming the method of attachment to storefronts, as shown on H1.3.
11. **Prior to Certificate of Occupancy**, the applicant shall submit to CHB staff for review and approval the proposed method of compliance with mitigation measure HIS-4 (Interpretation) of the Fox Plaza EIR. As specified in the mitigation measure, the interpretive program **shall be installed prior** to the release of the occupancy hold.
12. 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.
13. **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.
14. 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 **prior to the issuance of building permit**.
15. 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 March 27, 2017 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  
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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Scott Watson