

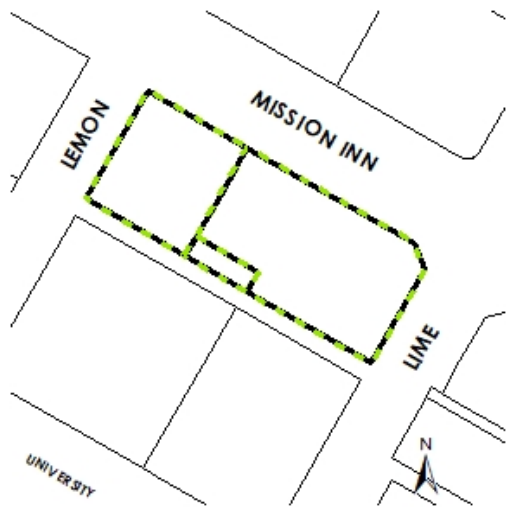


Community & Economic Development Department  
3900 Main Street, Riverside, CA 92522 | Phone: (951) 826-5371 | RiversideCA.gov

Planning Division

CULTURAL HERITAGE BOARD MEETING DATE: APRIL 21, 2021  
AGENDA ITEM NO.: 5

PROPOSED PROJECT

<b>Case Numbers</b>	<b>P19-0563</b> (Certificate of Appropriateness)	
<b>Request</b>	To consider a Certificate of Appropriateness for the infill construction of a hotel within the Mission Inn and Seventh Street Historic Districts and the adaptive reuse of former Central Fire Station.	
<b>Applicant</b>	Andrew Walcker of Overland Development Company, on behalf of Greens Ehrenberg, LLC	
<b>Project Location</b>	3420 - 3482 Mission Inn Avenue, situated on the south side of Mission Inn Avenue between Lemon and Lime Streets	
<b>APN</b>	213-281-006; 213-281-007; 213-281-008	
<b>Ward</b>	1	
<b>Neighborhood</b>	Downtown	
<b>Historic District</b>	Mission Inn; Seventh Street	
<b>Historic Designation</b>	District Non-contributor; California Register of Historic Resource (Former Central Station)	
<b>Staff Planner</b>	Scott Watson, Historic Preservation Officer 951-826-5507 swatson@riversideca.gov	

RECOMMENDATIONS

Staff recommends that the Cultural Heritage Board:

1. **DETERMINE** that the proposed project is exempt from the California Environmental Quality Act (CEQA) review pursuant to Sections 15331 (Historic Resource Restoration/Rehabilitation) and 15332 (In-Fill Development Projects), as it constitutes an in-fill and rehabilitation project that is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties; and
2. **APPROVE** Planning Case P19-0563 (Certificate of Appropriateness), based on the findings outlined and summarized in the staff report and subject to the recommended conditions (Exhibit 1).

## BACKGROUND

The 0.94-acre site project site located at 3420 – 3482 Mission Inn Avenue (Exhibit 2) is developed with the former Central Fire Station and a surface parking lot. Designed in the International Style of architecture by local architectural firm Moise, Harbach, and Hewlett, the former Central Fire Station was constructed in 1957. The parcel adjacent to the Fire Station was previously developed with single-family residences until the early 1960s, at which time the residences were demolished and the existing parking lot was installed. In 2008, the State Historic Resources Commission approved a nomination by community members to list the former Central Fire Station in the California Register of Historic Resources.

Character-defining features of the Central Fire Station include: a rectangular ground plan; an asymmetrical façade; box-like massing with a projecting second story on the western portion of the building supported by three round metal columns (or pilotis); a flat roof without a parapet; brick and smooth stucco cladding; three large vehicular doors on the north (front) and south (rear) elevations; a ribbon of flush-mounted, divided light steel fixed and hopper windows wrapping the corner on the front elevation; and single or grouped flush-mounted, divided light, steel fixed and hopper windows with louvered window awnings on the west elevation.

On July 18, 2017, the Community & Economic Development Department (CEDD) issued a Request for Qualifications (RFQ) soliciting credentials from development firms for the construction and operation of a hotel facility and the adaptive reuse of the former Central Fire Station. On September 18, 2017, CEDD staff received four (4) proposals in response to the RFQ. The evaluation committee unanimously selected the proposal by the Greens Ehrenberg, LLC (Greens) for being the most responsive to the RFQ. On May 8, 2018, the City Council approved a Purchase and Sale Agreement with Greens for the disposition of the City-owned former Central Fire Station and Parking Authority-owned Public Parking Lot 27 for the development of hotel and the adaptive reuse of the fire station building.

The applicant submitted a Conceptual Development Review Application to the Development Review Committee (DRC) on April 10, 2018. The DRC, comprised of City staff from various Divisions/Departments including Planning, Building & Safety, Public Works, Riverside Public Utilities, Fire, and Parks provided preliminary comments on the proposed project.

On July 30, 2019, the applicant formally submitted the proposed project for Planning entitlements. City staff continued to work with the applicant to address concerns related to the project design, completeness of plans, parking, and technical studies.

## PROJECT DESCRIPTION

The applicant is requesting approval of a Certificate of Appropriateness for plot plan and building elevations for the construction of an eight-story, approximately 215,350 square foot hotel and the adaptive reuse of former Central Fire Station (Exhibit 3). The Certificate of Appropriateness consists of two components:

1. Construction of an eight-story, 226 room, dual-branded hotel on the existing parking lot at the corner of Lemon Street and Mission Inn Avenue. The new hotel will include:
  - a. Three levels of underground parking.
  - b. A ground floor consisting of dual hotel lobbies, a lounge, offices and other back of house services.
    - i. The ground floor is proposed to have a one-foot setback at the property lines.
    - ii. Materials on the ground floor include brick veneer matching the fire station and glass storefront systems.

- iii. Public art is proposed on along Mission Inn Avenue and the alley way.
- 2. A second floor containing a roof deck with the hotel pool, surrounded on three sides with hotel rooms and amenities in a U-shaped pattern.
  - i. The northwest corner of the U-shaped structure will be setback from the northern property line by approximately 27 feet, creating a covered outdoor patio under the third floor.
  - ii. An approximately 27-foot segment of the pool deck will project over the northern property line by approximately five feet.
  - iii. The pool deck will be secured with a glass railing on the north and west elevations.
- b. Floors three through eight will continue the U-shaped plan and will consist of hotel rooms and amenities.
    - i. All elevations of floors three through eight will have articulation of masses.
    - ii. The eighth floor will include a roof top patio at the northwest corner of the structure.
    - iii. A variety of materials will be uses including, stucco, metal wall systems, metal louvers, exposed smooth concrete.
- 3. Adaptive reuse of the former Central Fire Stations into an office space. The adaptive reuse will include:
  - a. Replacement of seven existing vehicular doors on the front and rear elevation with a new storefront system. Vehicular doors will be repurposed as part of public art in the alley along the proposed hotel.
  - b. Removal of louvered awnings on the west elevation.
  - c. Removal and infill of five windows on the west elevation. Windows will be infilled to match the surrounding materials, brick, or stucco.
  - d. Conversion of two windows on the west elevation, one on each story, to openings for access to dual-sided elevator in proposed hotel. The elevator will provide access to parking.
  - e. Roof top art identifying the Riverside Arts District is proposed along the east elevation.

An Historic Resource Evaluation Assessment Report, dated January 13, 2021, was prepared by George Taylor Loudon, AIA for the proposed project. The analysis found the infill component to be consistent with the Secretary of the Interior Standards and the Downtown Specific Plan (Exhibit 4). Additional details regarding compatibility with the Seventh Street and Mission Inn Historic Districts can be found in the report by Loudon.

On April 15, 2021, the Planning Commission will consider additional entitlements for this proposed project, including 1) a Conditional Use Permit, P19-0560, to permit an, 8-story hotel with 226 guestrooms; 2) a Variance, P19-0561, to reduce the required 15-foot front setback on Mission Inn Avenue; and 3) a Variance, P19-0562, to reduce the overall number of vehicle parking spaces,

## PROJECT ANALYSIS

### FACTS FOR FINDINGS

Pursuant to Chapter 20.25.050 of Title 20 (Cultural Resources) of the Riverside Municipal Code, the Cultural Heritage Board and Historic Preservation Officer must make applicable findings of specific standards when approving or denying a Certificate of Appropriateness. Staff was able to make the applicable findings for the proposed project as follows:

<b>Chapter 20.25.050 – Principles and Standards of Site Development and Design Review</b>			
<b><i>The application proposal is consistent or compatible with the architectural period and the character-defining elements of the historic building.</i></b>	<b>N/A</b>	<b>Consistent</b>	<b>Inconsistent</b>
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Facts:</b> <ul style="list-style-type: none"> <li>The original vehicular door openings on the north and south elevations will remain and be in-filled with glass window systems, allowing the original design and feel of the structure to continue to be expressed.</li> <li>The east elevation is a secondary elevation that features a simple design with minimal character-defining features; the removal of windows and awnings to allow connection to the proposed hotel will have no impact the major character defining features of the historic structure.</li> <li>The proposed infill will use similar design features as the historic station, including fenestration patterns, articulation of massing, and materials.</li> </ul>			
<b><i>The application proposal is compatible with existing adjacent or nearby Cultural Resources and their character-defining elements.</i></b>	<b>N/A</b>	<b>Consistent</b>	<b>Inconsistent</b>
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Facts:</b> <ul style="list-style-type: none"> <li>The character of the fire station will be maintained. The replacement of vehicular doors with window systems will be compatible as previously discussed. The fire station alterations will be compatible with adjacent cultural resources.</li> <li>As expressed in the Historic Resources Evaluation Assessment Report by Loudon, the proposed in-fill hotel project will make use of similar design principles as the historic fire station. These include, but are not limited to, projecting masses, brick material on the ground floor, and stucco above the first floor.</li> <li>Although not contributors to the Seventh Street and Mission Inn Historic Districts, which include a wide variety of architectural styles, the fire station and Riverside Public Library are examples of Mid-Century Modern buildings that work harmoniously within the districts. The compatibility of the infill hotel with the adjacent Mid-Century Modern fire station allows the project to be compatible with nearby and adjacent historic resources.</li> </ul>			

Chapter 20.25.050 – Principles and Standards of Site Development and Design Review			
<b><i>The colors, textures, materials, fenestration, decorative features and details, height, scale, massing and methods of construction proposed are consistent with the period and/or compatible with adjacent Cultural Resources.</i></b>	<b>N/A</b>	<b>Consistent</b>	<b>Inconsistent</b>
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Facts:</b> <ul style="list-style-type: none"> <li>As asserted by Loudon, the proposed eight-story hotel is consistent with the height and massing of nearby historic buildings including the Mission Inn, which is five stories with prominent feature domes and towers projecting to eight stories.</li> <li>The block-like massing of the proposed hotel, with articulation, is similar in design to the adjacent historic fire station.</li> <li>The proposed building height is consistent with the height and massing of recently approved projects nearby, including the seven-story Stalder Plaza and seven-story Imperial Hardware Lofts.</li> <li>The simple design of the historic fire station relies on materials, forms, and window (solid/void) patterns as the primary decorative features. The proposed hotel will use similar decorative features, including brick, stucco, ribbon type windows, metal louvers, and metal awnings.</li> </ul>			
<b><i>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.</i></b>	<b>N/A</b>	<b>Consistent</b>	<b>Inconsistent</b>
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Facts:</b> <ul style="list-style-type: none"> <li>The proposed project will not alter the orientation of the historic building and the proposed infill hotel will front onto Mission Inn Avenue and Lemon Street.</li> <li>The context of the proposed project is the surrounding Mission Inn and Seventh Street Historic Districts. The report by Loudon concludes that the proposed project is "compatible in design character with the two immediate Historic Contexts- specifically as a part of the City of Riverside's Seventh Street Historic District and Mission Inn Historic District."</li> <li>The proposed project's impact to off-street parking is not applicable to the Certificate of Appropriateness and will be reviewed by the Planning Commission.</li> </ul>			
<b><i>The proposed change does not adversely affect an important architectural, historical, cultural or archaeological feature or features.</i></b>	<b>N/A</b>	<b>Consistent</b>	<b>Inconsistent</b>
	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>Facts:</b> <ul style="list-style-type: none"> <li>The proposed project will maintain the primary design features of the north, east, and south of the fire station. The connection of the west elevation will not adversely impact the historic character of the fire station. As asserted by Loudon, "This loss of this façade design and limited details would not 'detract from the overall historic character' of the property."</li> <li>The proposed project is located within a well-developed area, with no known archaeological features; therefore, the project has a less than significant potential to impact archaeological resources.</li> </ul>			

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

***The application proposal is consistent with the Citywide Residential Historic District Design Guidelines and the separate guidelines for each Historic District.***

**N/A**

**Consistent**

**Inconsistent**

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**Facts:**

- The proposed project is located within the Downtown Specific Plan – Raincross District (DSP). As there are no specific guidelines for either the Mission Inn or Seventh Street Historic Districts, the Design Standards and Guidelines for the Raincross District apply to this project. These guidelines specify the following:
  - New buildings should not necessarily be stylistically "historic," but should be compatible with their historic neighbors in terms of massing, modulation, height, and setbacks.
  - New buildings should be contemporary interpretations using the signature buildings as a source of design inspiration.
  - The size and mass of a new building should blend with the surrounding district.
  - The development standards for the Raincross District are designed to create a place of daytime, evening, and weekend activity by providing a high activity pedestrian environment with a storefront emphasis at the street level.
- Staff concurs with Loudon's analysis for DSP consistency, found in Section 2 (page 14) of the Historic Resource Evaluation Assessment Report. Loudon asserts the project's consistency with the DSP as follows:
  - The roof top patios at the northwest corners of the pool deck and eight floor creates an observation deck allowing unique views of adjacent historic buildings. Fulfilling DSP policy HP-1-2: "Promote community appreciation for the history of Riverside."
  - The proposed hotel will be a contemporary interpretation of the Central Fire Station's International Style of architecture, without mimicking exactly. The proposed project hotel design uses similar mass articulation and solid/void patterns found on the fire station.
  - The proposed hotel is consistent with the height and massing of other historic buildings and recently approved in-fill project, as previously discussed.
  - The proposed project, with the storefront windows on the hotel and the replacement of vehicular doors on the fire station, will create an emphasis at the street level and continue the mixed-use character of nearby buildings.

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

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

**N/A**

**Consistent**

**Inconsistent**

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**Facts:**

- A complete consistency analysis for the Secretary of the Interior's Standards for Rehabilitation is included in the Historic Resources Evaluation Assessment Report by Loudon. Staff concurs with the findings of this analysis, which finds the proposed project consistent as follows:
  - The proposed design is clearly differentiated from the historic fire station while being compatible with the massing and volumes of the historic structure.
  - Alterations to the exterior of the historic structure do not destroy historic materials or spatial relationships.
  - The proposed project is considered to embody the "reversibility" concept, as there will be no impact the essential form, nor the material and physical integrity of the historic fire station.

**AUTHORIZATION AND COMPLIANCE SUMMARY**

Regulatory Codes	Consistent	Inconsistent
<p><b><i>Historic Preservation Code Consistency (Title 20)</i></b></p> <p>The proposed project is consistent with Section 20.25.050 of the City of Riverside Municipal Code. The proposed adaptive reuse and in-fill project is compatible with the massing, size, scale, materials, and use of architectural features of adjacent historic fire station and the Mission Inn and Seventh Street Historic Districts.</p> <ul style="list-style-type: none"> <li>• The opening for vehicular doors on the former Central Fire Station will be maintained and be appropriately in-filled with glass.</li> <li>• Proposed materials on the hotel, such as stucco cladding, brick veneer, and metal louvers and canopies will be similar in design to the former Central Fire Station.</li> <li>• The proposed hotel will have an articulation of massing similar to that of the former Central Fire Station.</li> <li>• The proposed eight-story hotel will be consistent with the height of surrounding historic buildings, as well as previously approved in-fill projects.</li> </ul>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

**ENVIRONMENTAL REVIEW**

The proposed rehabilitation of the former Central Fire Station and in-fill project are consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties and therefore is categorically exempt from the provisions of the California Environmental Quality Act (CEQA), pursuant to Sections 15331 (Historic Resource Restoration/Rehabilitation) and 15332 (In-Fill Development Projects) of the CEQA Guidelines.

## **PUBLIC NOTICE AND COMMENTS**

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

## **APPEAL INFORMATION**

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

## **EXHIBITS LIST**

1. Staff Recommended Conditions of Approval
2. Aerial Photo/Location
3. Project Plans (Site Plan, Floor Plan, Roof Plan, Proposed Elevations, Color Elevations, Renderings)
4. Historic Resources Evaluation Assessment Report by Loudon
5. Site Photos
6. Conceptual Landscape Plan

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Prepared by: Scott Watson, Historic Preservation Officer

Reviewed by: David Murray, Principal Planner

Approved by: Mary Kopaskie-Brown, City Planner





# CITY OF RIVERSIDE

COMMUNITY & ECONOMIC DEVELOPMENT DEPARTMENT PLANNING DIVISION

## EXHIBIT 1 – STAFF RECOMMENDED CONDITIONS OF APPROVAL

**PLANNING CASE:** P19-0563

**MEETING DATE:** April 21, 2021

### **CASE SPECIFIC CONDITIONS**

1. All applicable conditions of related Planning Cases P19-0560 (Conditional Use Permit), P19-0561 (Variance), and P19-0562 (Variance) shall apply. Failure of the Planning Commission or City Council on appeal, to approve all related planning entitlement cases shall render this approval null and void without prejudice. Action by the Planning Commission or City Council on the related planning entitlement cases that results in significant modifications to the project may require submittal and review of a revised Certificate of Appropriateness application.

#### *Prior to the Issuance of Building Permit:*

2. Construction drawing shall include the new window system within the vehicular door opening be recessed to maintain thickness of existing exterior wall. Additionally, the windows panes within the system shall have a horizontal orientation and be similar in proportion to the existing windows on the historic fire station.
3. Construction drawings shall include enhanced finished material, such as brick or similar, behind proposed public art along Mission Inn Avenue, to the satisfaction of Historic Preservation (HP) staff.
4. The applicant shall submit landscape and irrigation plans to HP staff for review and approval. Separate application is required.
5. The applicant shall submit an exterior lighting plan including a photometric study and manufacturer's cut sheets of all exterior lighting and within the common open space areas to HP staff for review and approval. 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, 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

#### *Prior to Release of Occupancy:*

6. A sign program, in accordance with Chapter 19.620 of the Riverside Municipal Code and the Downtown Specific Plan, shall be developed and submitted for review and approval to HP staff. A separate application and additional sets of plans will be necessary prior to sign permit issuance.
7. The applicant shall submit to HP staff 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 for review and approval.
8. Upon completion of the project, an inspection by HP staff must be requested to ensure that the approved plans have been executed and that all conditions have been implemented. Contact Scott Watson at (951) 826-5507 or [swatson@riversideca.gov](mailto:swatson@riversideca.gov).

*Prior to Installation*

9. Submit to HP staff a mock-up of proposed public art for review.

**GENERAL CONDITIONS**

10. Time limits in which to secure the necessary building permits required by this Certificate of Appropriateness shall coincide with related Planning entitlements, P19-0560 (Conditional Use Permit), P19-0561 (Variance), and P19-0562 (Variance).
11. The project must be completed in accordance with the CHB's Certificate of Appropriateness approval, including all conditions listed. Any subsequent changes to the project must be approved by the CHB or HP staff.
12. This approval for the Certificate of Appropriateness is for design concept only and does not indicate the project has been thoroughly checked for compliance with all requirements of law. As such, it is not a substitute for the formal building permit plan check process, and other changes may be required during the plan check process.
13. The granting of this Certificate of Appropriateness shall in no way exclude or excuse compliance with all other applicable rules and regulations in effect at the time this permit is exercised.