

COMMUNITY DEVELOPMENT DEPARTMENT Planning Division

Cultural Heritage Board Certificate of Appropriateness (CR) Staff Report

AGENDA ITEM NO.: 2

WARD: 1

CULTURAL HERITAGE BOARD HEARING DATE: February 20, 2013

I. CASE NUMBER(S): P13-0081

II. PROJECT SUMMARY:

1) **Proposal:** A request by Heritage Architecture and Planning on behalf of First

Congregational Church to install security grilles within arches, lighting and fencing/gates for the First Congregational Church and Parsonage (aka Parish House) at 3504 Mission Inn Avenue and 3755 Lemon Street, within the Downtown Specific Plan Raincross District and Cultural Resource Overlay zone. The church is a City Landmark and District contributor listed in the National Register of Historic Places; the Parsonage is a contributor to the church's National Register listing and is also a City

Structure of Merit and District contributor.

2) Location: 3504 Mission Inn Avenue and 3755 Lemon Street

3) Applicant: A.J. Wilson

First Congregational Church 3504 Mission Inn Avenue

714-723-8623

4) Case Planner: Teri Delcamp, Historic Preservation Senior Planner

(951) 826-2117

tdelcamp@riversideca.gov

III. RECOMMENDATION:

That the Cultural Heritage Board:

- 1. **DETERMINE that Planning Case P13-0081 constitutes** a project that is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties, which is categorically exempt from the provisions of the California Environmental Quality Act (CEQA) per Section 15331 of the CEQA Guidelines; and
- 2. **APPROVE** Planning Case P13-0081 based on the findings outlined in the staff report and summarized below, and subject to the attached conditions, thereby issuing a Certificate of Appropriateness for the project P13-0081.

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:

As conditioned, the project <u>complies</u> with this finding. The project proposes a simplified fence, gate and grille design with a limited amount of ornament to blend with the existing Spanish Colonial Revival/Churrigueresque style church and Mission Revival style parsonage. The design is compatible without competing with original railing details. The proposed fence design for the parsonage, and slight relocation of a portion of the existing fence and driveway gate, is similar to the existing and consistent with fencing previously approved by the Cultural Heritage Board (P09-0818) but not yet implemented as a result of the more comprehensive approach afforded by the FEMA grant. The proposed new door at the basement level will restore the historic appearance consistent with the rest of the existing historic doors at that floor level. The proposed additional lights will not be visible or obtrusive and will match historic light fixtures. The security cameras are small and in obscure or non-obtrusive locations. The additional security measures will also help protect and preserve the historic fabric and character-defining features of the site in both direct and indirect ways. Security features will protect the site from vandalism, which has included graffiti and physical damage to ornament and historic building fabric. Additionally, the features will indirectly enable monies, that would otherwise go toward repair of vandalism, to be spent on priority ongoing maintenance of all of the site's historic fabric.

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

FACTS:

As conditioned, the project <u>complies</u> with this finding. The church and parsonage are located within and are contributors to the Seventh Street and Mission Inn Historic Districts, and the Mission Inn Historic District, respectively. There are also several other Landmarks and/or National Register listed buildings in the immediate area. The project proposes minor security enhancements, some of which have already been implemented to a similar extent on the existing property and other Landmarks in the surrounding historic districts area. The style of the fence, gates and grilles and other improvements are compatible with those Cultural Resources and will not affect their character-defining elements.

FINDINGS: 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:

As conditioned, the project <u>complies</u> with this finding. The wrought iron fence, gates and grilles will be black in color consistent with historic railings. The simple ornamentation and detailing, height and scale are compatible with the existing and adjacent Cultural Resources. The scale of the other improvements is so minor as to not be visible, thereby ensuring compatibility with adjacent Cultural Resources.

FINDINGS: 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: As conditioned, the project <u>complies</u> with this finding. The proposed fence, gate and grille features are the only aspects of the project that might have any effect on these factors, specifically public areas, relationship of the project to its surroundings, and off-street parking. There are already low height fences around the perimeter of the church grounds and partially around the parsonage, and these do not occur within public areas but are on private property. These fence areas are a minimal barrier to loitering and have proven not to be completely effective in securing the buildings and site. The addition of the grilles and short sections of low fence and gate areas closer to the church building and entrances will not have an adverse effect on the above factors. The proposed completion of the fence around the parsonage was previously supported and approved by the CHB. Moving the existing driveway gate by the parsonage will still ensure adequate space for a vehicle entering the site and will not adversely affect access to off-street parking.

FINDINGS: The proposed change does not adversely affect an important architectural, historical, cultural or archaeological feature or features.

FACTS: As conditioned, the project <u>complies</u> with this finding. Small excavations will be needed for fence and gate posts around the perimeter of the sites and are not anticipated to disturb any subsurface resources given the amount of previous development and disturbance in those areas over time. Based on the analysis contained in this report, and the project's compliance with the other findings herein including the Secretary of the Interior's Standards which address impacts on existing historic fabric, the project will not adversely affect important architectural, historical, cultural or archaeological feature or features.

FINDINGS: The project is consistent with the Citywide Residential Historic District Design Guidelines and the separate guidelines for each Historic District.

FACTS: As conditioned, the project complies with this finding. The Downtown Specific Plan contains design standards and guidelines for development with the area. Section 15.5, Design Standards and Guidelines for Historic Structures and Historic Districts, outlines the principles for alterations to historic structures. The Guidelines call for preserving original building materials and architectural features. They also encourage the use of similar finish materials as the original structure, while differentiating the work through details or massing. As indicated previously, the proposed work is differentiated from historic railings by the use of simpler ornamentation for the fence, gate and grille design. The goal of the applicant's design program has been to avoid damage to existing historic fabric to the maximum extent possible. The project intentionally minimizes the number of physical connections to the columns and walls of the church by making ground connections the primary structural solution. The project will also restore a more accurate historic design to one of the basement level doors that was previously replaced so that it matches the other existing historic doors at that level. Other minor security features will require only very minimal physical impacts if any.

FINDINGS: The project is consistent with the principles of the Secretary of the Interior's Standards for the Treatment of Historic Properties.

FACTS: As conditioned, the project <u>complies</u> with this finding. The security enhancements will enable the church and parsonage to continue to be used for their original historic purposes within the downtown area. The project will not affect the overall historic character of the buildings. It minimizes impacts to and removal of historic materials and will not cause any harm to distinctive ornamental features. The new fence, gates and grilles are compatible with the historic railings on the church, yet differentiated through a simpler design. The location of the grilles with minimal physical connections to the colonnade columns and walls ensure the new work is reversible and will preserve the integrity of the historic property. The project will not in any way have an adverse effect on the character of the surrounding historic districts as other sites have had fences and some grilles installed, and the transparent character of the material is compatible with the residential appearance of the parsonage site.

IV. BACKGROUND/HISTORY:

The 1914 First Congregational Church of Riverside is a two-story and basement Spanish Colonial Revival style religious building with a 135-foot Churrigueresque style corner tower that is made of reinforced concrete. Architects Myron Hunt and Elmer Grey designed this cruciform-shaped building with a reinforced concrete foundation that supports a brick double-wall boundary wall which is fixed on an east/west axis. The church is located in the Mission Inn Historic District, and the Seventh Street Historic District, which encompasses a commercial area that includes several government and public buildings, like the adjacent Riverside Metropolitan Museum, and the Municipal Auditorium and the main branch of the Riverside Public Library across Mission Inn Avenue to the north. The entrance façade of the building faces north and is situated about thirty feet from Mission Inn Avenue, while its other exposed side faces east and resides about ten feet away from Lemon Street.

Structural support for the wall plan was contrived by Myron Hunt to include a cast-in-place concrete shelf that would help stabilize the thick brick masonry walls which were designed to silence outside noises. The arcade of the north façade is composed of strategically placed brick piers which are positioned to strengthen the church while adding support to its exposed redwood truss roof. Each of the pilasters of the arcade supports the arched openings which are offset by ornamental motifs at their openings, both on the interior as well as the exterior of the archways. The eastern façade of the church features the three-tiered Churrigueresque tower which is located at the corner of Mission Inn Avenue and Lemon Street. Its two-story framing contains a centered quatrefoil window with horizontal scrollwork that is situated at the second level above the recessed door on the first level.

The western portion of the building's cruciform plan features the north and south transepts which separate particular rooms from one another as is typical of Romanesque and Gothic architectural designs. The corners of the western portion of the building are designed to project a tower-like façade. The eastern end of the north transept meets with the entrance to the nine-columned pilaster arcade where the building contains the main body of the church and pulpit. People can also enter the building from the south façade (rear), or they can enter from the north façade at the northeast corner of the building which includes the tower.

The church exterior downplays surface ornamentations through the use of Spanish terra cotta roof tiles and poured-in place board formed concrete wall surfaces to resemble carved stones. The ornamentation along the arcade arches, windows and tower include estipites which are representative of the eighteenth-century Churrigueresque style of Spain and Spanish America. Other character-defining features of the church are the stained glass windows, including the Sistine Madonna stained glass window which reproduces the central portion of Raphael's masterpiece and is one of the oldest decorative elements of the building, and the earliest stained glass window.

Exactly south of the east end of the church and looking onto Lemon Street is the parsonage, or parish house. The parsonage is a two-story Mission Revival style building that was constructed along Seventh Street in 1905 and was relocated to its present site just prior to the commencement of construction on the church in 1912. The parsonage contributes to the property and has a parking lot behind it which once serviced outdoor congregational activities that were held on the lawn.

The church maintains much of its original design. Aside from the insertion of stained glass windows, various interior remodeling and the removal of a damaged chimney in 1992, the building remains much as it was when it was completed in 1914. As for the rectangular-shaped, two-story parsonage, it remains in good shape with its wood frame and sheath stucco that resides on an east-west axis. The arcaded porch is a character defining feature that further complements and protects the parsonage along with its fixture of Spanish terra cotta tiles and a shed roof. The second story of the rectory's east façade (front) accentuates tri-arched windows with diamond panes, while the rest of the building simply reveals numerous casement windows around its perimeter, and a chimney from the south roof pitch. Overall, the parsonage has not seen many alterations either ever since it moved to its present locale in 1912. Wrought iron fencing has been added to both building sites, around the exterior of the church grounds with openings at the walkways off the public sidewalk, and primarily around the parking lot behind the parsonage.

In 2010, CHB staff had approved an Administrative Certificate of Appropriateness for the First Congregational Church to extend the wrought iron fence around the perimeter of the front yard of the parsonage (P09-0818). That case was not implemented, and the current proposal is the same as represented by the same visual simulations. Through the advent of a grant from FEMA for security features under the Urban Areas Security Initiative, the church has been able to plan more comprehensively for security enhancements. The arcade grilles and other security features were included with the parsonage fence for grant approval from FEMA. Because the project now includes new aspects affecting the Landmark church, review by the CHB is necessary.

Review in accordance with Section 106 of the National Historic Preservation Act is required due to federal grant funding and approval involved for a project at a National Register listed site. FEMA found that the project would have "No Adverse Effect" on the resource in accordance with Section 106. However, in 2011, the California State Historic Preservation Officer (SHPO) challenged FEMA's finding during the Section 106 consultation process. At that time, the church retained Heritage Architecture and Planning, a historic preservation firm with excellent qualifications and experience, to provide the necessary information to address SHPO concerns and comments. The project being presented to the CHB is the final design that responds to SHPO. Should the CHB approve the Certificate of Appropriateness for the project, the action will be an indication of the City's concurrence that the project complies with the Secretary of the Interior's Standards and acknowledgement of FEMA's finding of "No Adverse Effect" in accordance with Section 106.

V. DETAILED PROJECT DESCRIPTION:

The applicant has submitted a letter explaining the purpose of the project (see Attachment X). The applicant's letter refers to the arcade as the Loggia or Portico. Staff is aware of SHPO's concerns and how they have been addressed by this project submittal; any of the more critical issues and how they have been resolved are described in the Project Analysis section below. The following is a summary of the scope of the project that is addressed with this Certificate of Appropriateness, which is further illustrated in the attached plans (see Attachment Y):

Church:

- Install three gates, four grilles and one side gate of black wrought iron approximately six feet high on the arcade.
- Install one custom black wrought iron gate approximately six feet high within the recessed tower entry.
- Install one custom black wrought iron gate approximately four feet high at eh top of the exterior stairway leading down into the courtyard at the basement level.
- Replace one pair of non-historic doors at the basement level with doors that match the other existing historic doors.
- Install security cameras and lighting system in unobtrusive locations.

Parsonage:

- Install 116 linear feet of yard perimeter wrought iron fencing approximately four feet high, including an entry gate, and relocate the existing driveway gate approximately six feet closer to the street while still allowing a vehicle to stop off the street when accessing the gate.
- Install security camera and lighting system for porch and driveway.

Additionally, photographs of the site and the surrounding area, including one historic photograph of the church, are included in Attachment Z.

VI. LOCATION/SURROUNDING LAND USES:

	Existing Land Use	General Plan Designation	Zoning Designation
	Church/parsonage	Downtown Specific Plan	DSP – Raincross/
Project Site		(DSP)	Cultural Resource
			Overlay
North	Library	44	"
East	Municipal Auditorium	66	"
South	Life Arts Center	44	"
West	Museum	66	"

VII. PROJECT ANALYSIS:

• Compliance with section 20.25.050 of the City of Riverside Municipal Code:

Staff supports the project as proposed and generally finds it consistent with the provisions of Section 20.25.050 of Title 20, Title 19 of the Zoning Code and the Citywide Design Guidelines pursuant to the Conditions of Approval.

• Major Issues:

• Location of Grilles at Arcade:

SHPO had initially commented that fencing or grilles should be set back further behind the columns and arches. To do so would have meant obscuring the decorative ornamentation on the rear side of the columns. Moreover, within the arcade is a significant grade differential traversed by stairs, which would make installing a fence or grilles in that location problematic and would significantly increase the height and the amount of fencing material that would be needed. The applicant always intended to minimize penetration of the historic fabric with the grilles, and their response to SHPO regarding the proposed location as a superior design for a number of reasons has been accepted by SHPO.

• Historic Fabric:

As noted above, the project does not propose to connect the entire ends of the grille panels into the arcade's columns. The primary structural connection will be at the ground, and this also is true for the gate in front of the door at the tower. Only the minimal lateral connections to walls will be made if necessary, otherwise will be avoided.

• Compatibility of Design:

The new fence, gates and grilles are compatible with the historic railings on the church, yet differentiated from historic railings by the use of simpler ornamentation for the fence, gate and grille design. The grilles will consist of 2" and 1" vertical wrought iron bars alternating to reference the historic alternating pattern. The 2" bars will extend 6" above the top rail with a simple pyramidal cap to differentiate from the historic fine scrolling pattern. The simple fence design for the parsonage is similar to that which is existing in that location. The goal of the applicant's design program has been to avoid damage to existing historic fabric to the maximum extent possible so it is physically compatible with the historic site. The project intentionally minimizes the number of physical connections to the columns and walls of the church by making ground connections the primary structural solution. The project will also restore a more accurate historic design to one set of the basement level doors that was previously replaced so that it matches the other existing historic doors at that level. Other minor security features will require only very minimal physical impacts, if any, and are considered to be compatible.

There do not appear to be any outstanding SHPO concerns that have not been addressed by the applicant. For the purposes of CHB review, the project complies with the required findings for approval of a Certificate of Appropriateness as outlined in the findings at the beginning of this report.

VIII. PUBLIC NOTICE AND COMMENTS:

Public notices were mailed to property owners adjacent to the site. No comments were received.

IX. EXHIBITS:

- 1. Location Map
- 2. Aerial Photos
- 3. Applicant's Letter dated January 30, 2013
- 4. Project Plans
- 5. Photographs of Site and Surrounding Area

RECOMMENDED CONDITIONS & GENERAL INFORMATION NOTES

Case Number: Certificate of Appropriateness Meeting Date: February 20, 2013

<u>CONDITIONS</u> All mitigation measures are noted by an asterisk (*).

Case Specific

1. Prior to issuance of permits, the applicant shall submit a product information sheet or manufacturer's brochure showing the proposed outdoor lighting fixture(s) and the camera to CHB staff for approval and to include in the file. Lighting fixtures shall match existing or be appropriate to the building's age and architecture.

Standard Conditions

- 2. 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.
- 3. 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 FINAL INSPECTION hold can be released.
- 4. There is a ten day appeal period that will lapse at 5:00 p.m. on March 4, 2013. Appeals of the Board's action will not be accepted after this time. The appeal fee is \$1,531.20. Appeal processing information may be obtained from the Community Development Department, Planning Division, Public Information Section, 3rd Floor, City Hall.
- 5. This approval will expire in one year on February 20, 2014.

GENERAL INFORMATION NOTES

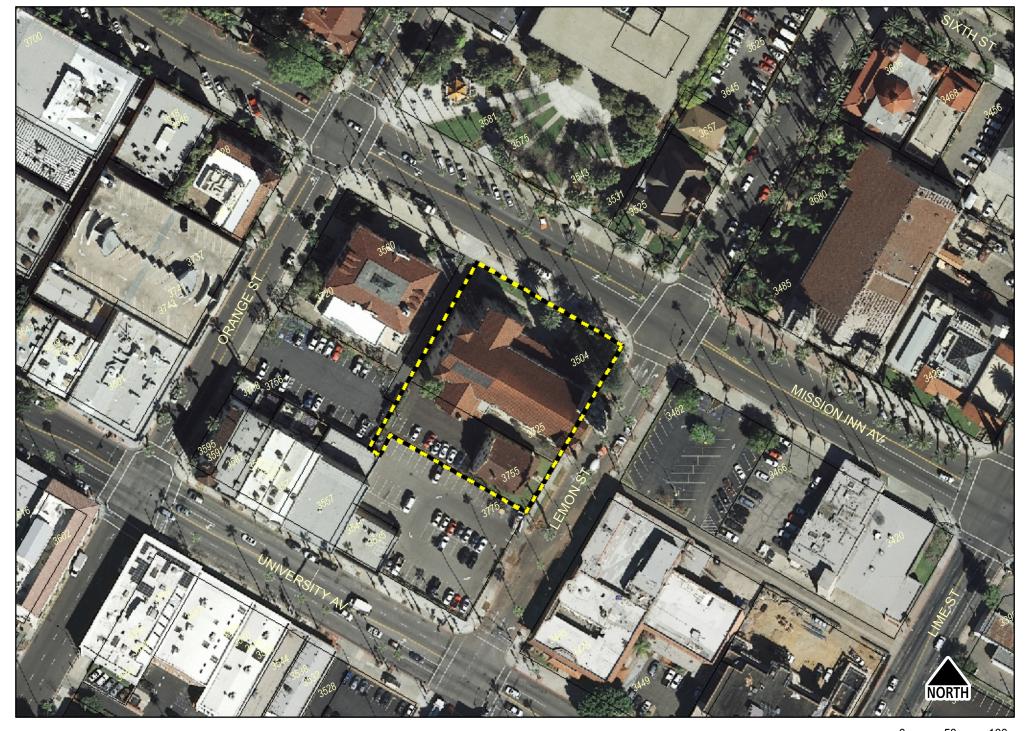
6. Actions by the Cultural Heritage Board, including any environmental finding may be appealed within ten calendar days after the decision. Appeals will be considered by the Land Use Committee of the City Council at their next available meeting.

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Teri Delcamp



Feet

P13-0081, Exhibit 1 - Location Map



Feet

P13-0081, Exhibit 2 - 2012 Aerial Photo

HERITAGE ARCHITECTURE & PLANNING



January 30, 2013

Teri Delcamp Riverside Community Development Dept. Planning Division 3900 Main Street, 3rd Floor Riverside, CA 92522

RE:

First Congregational Church
Physical Security Enhancements
FEMA 110628D, SHPO 2010-UA-T0-0025

Heritage # 11036

Dear Teri,

Attached to this letter is a Certificate of Appropriateness application for the above referenced project.

First Congregational Church (FCC) recognizes the importance and significance of the iconic 1913 Myron Hunt and Elmer Grey church and neighboring parsonage involved in this project. FCC feels strongly that physical security enhancements are needed to protect the resources from vandalism and break-ins that endanger both the resources and persons caretaking the property.

The Officers and Congregation of the First Congregational Church have struggled for a number of years in their attempts to secure the facility without the need to add a hard security perimeter to achieve necessary security. In this effort FCC has been in ongoing consultation with the City of Riverside Police Department and have participated in joint contracting of live security patrols. The Police Department would be more than willing to indicate that they have been proponents of physical security enhancements after many failed attempts at non-physical means.

First Congregational Church has engaged qualified historic preservation architects Heritage Architecture & Planning of San Diego to guide the work to develop the physical security enhancements. Per recommendations by the Office of Historic Preservation (OHP), Heritage will design grilles and gates to be differentiated but compatible with the historic church. Physical security enhancements will be designed and detailed in a manner to make the modifications reversible in the future with minimal impact on the historic stonework.

FCC has coordinated with the Riverside Historic Preservation Office and the OHP in planning the design approach. Attached is a letter to Mark Beason of OHP dated June 26, 2012. We had already determined that the gates and enclosures would not be attached to the fabric of the structure, but would be set back and that the design would be compatible with the original iron work that was a part of the original structure as confirmed by historic photographs taken by the architect at the time

HERITAGE ARCHITECTURE & PLANNING



First Congregational Church COA Application January 30, 2013 Page 2

and housed at UC Santa Barbara. Initially the OHP suggested placing the Loggia grilles behind the columns, however, OHP concurs with Heritage that the interior of the Loggia also contains ornamental cast-stone that should not be screened from view.

Security cameras are part of the solution, but cameras alone are passive and they may be useful in repelling some illegal activity, but cameras do not prevent most vandalism, sheltering, and defecating by people who are not concerned with being identified. The lighting and cameras would not be readily visible in any location avoiding a negative impact on the structure and the Historic District. Lighting, where the source of light is screened from exterior view, may be not only a security deterrent but also useful to highlight the architecture in areas that are normally not appreciated in the daytime. Replicated Loggia lighting, now missing, will reveal features along the back wall that are in deep shade during the day.

Per our telephone discussion, the nature of this review does not require a sample and specifications board, so it is not included at this time.

Please contact me if you have any questions or comments regarding this package.

Sincerely,

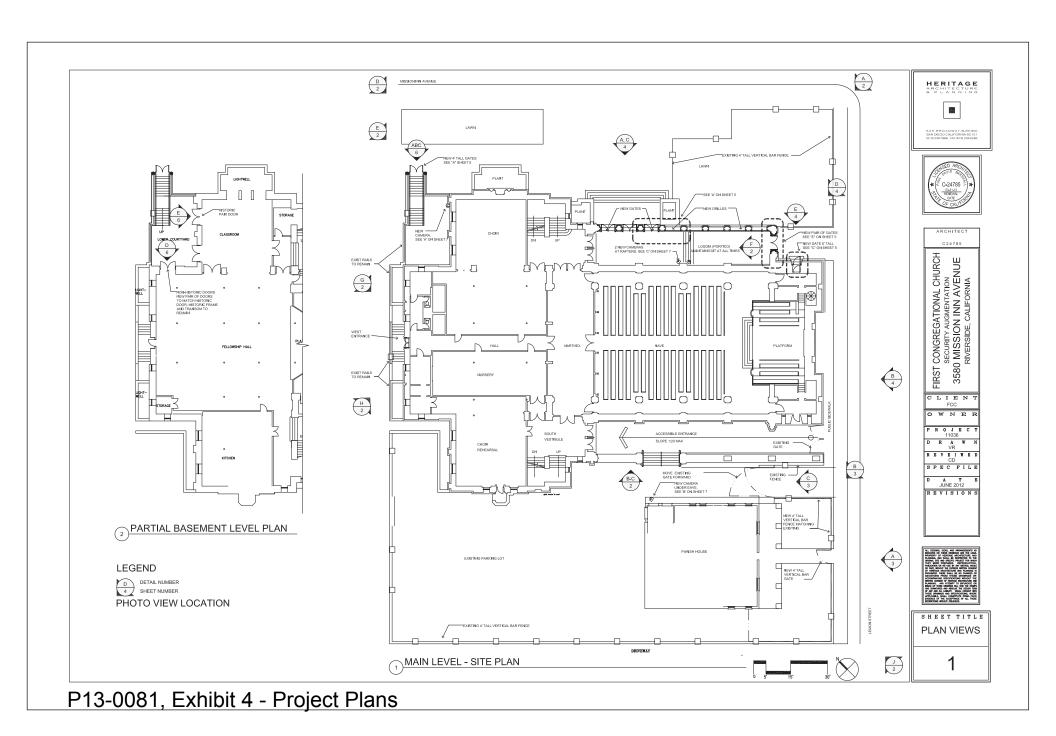
Curtis V Drake, Principal

C 14,902

cc: David Marshall

Enclosures: COA application, photo sheets, SHPO design package

S:\HAP Projects\2011\11036 FCC Security\Data\CO.\ Aplication\Cover Letter.doc





NOTE HISTORIC GRILLES LOCATED AT MID COLUMN

NOTE ALL HISTORIC RAILINGS TO REMAIN AS IS.





35



FIRST CONGREGATIONAL CHURCH SECURITY AUGMENTATION 3580 MISSION INN AVENUE RIVERSIDE, CALIFORNIA

CLIEN

FULL WEST ELEVATION

STREET VIEW FROM MISSION INN AVE

STREET VIEW FROM MISSION INN & LEMON STREET



WROUGHT IRON & STEEL PAINTED BLACK SCREWED AND **BOLTED CONNECTIONS** TWISTED VERTICAL BARS KEY LOCATIONS



ALTERNATING STRAIGHT AND WROUGHT METAL SCROLLS AT



NORTHWEST COURT FROM STREET

TYPICAL HISTORIC HANDRAIL





SHEET TITLE EXISTING CONDITIONS



PARSONAGE (PARISH) HOUSE FROM STREET



J LOGGIA (PORTICO) INTERIOR

NOTE INTERIOR ORNAMENTATION AT WALK-

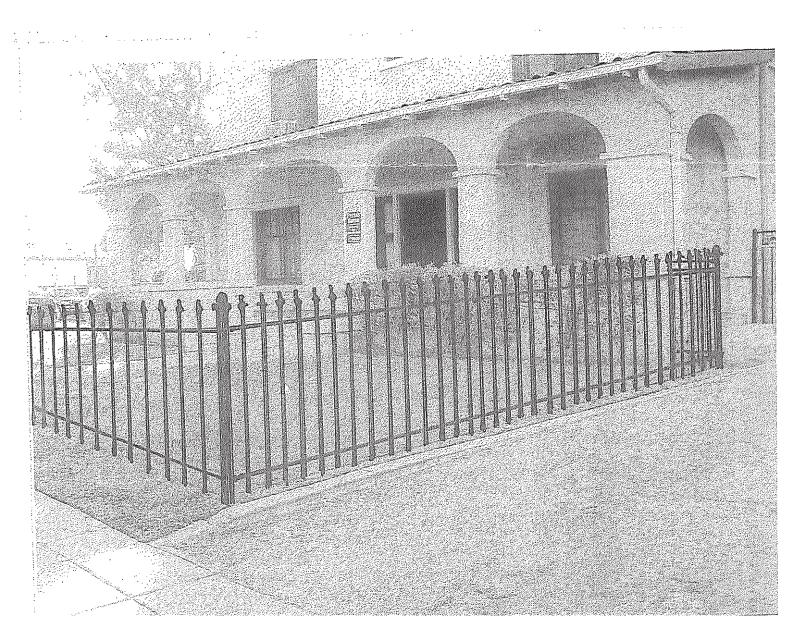
REPLACE LIGHTS TO MATCH HISTORIC FLAT PLATE WITH

WAY COLUMNS. NOTE STOLEN DOWNSPOUT

NOTE: DROP IN FLOOR LEVEL

TYPICAL HISTORIC HANDRAIL-MEASURED

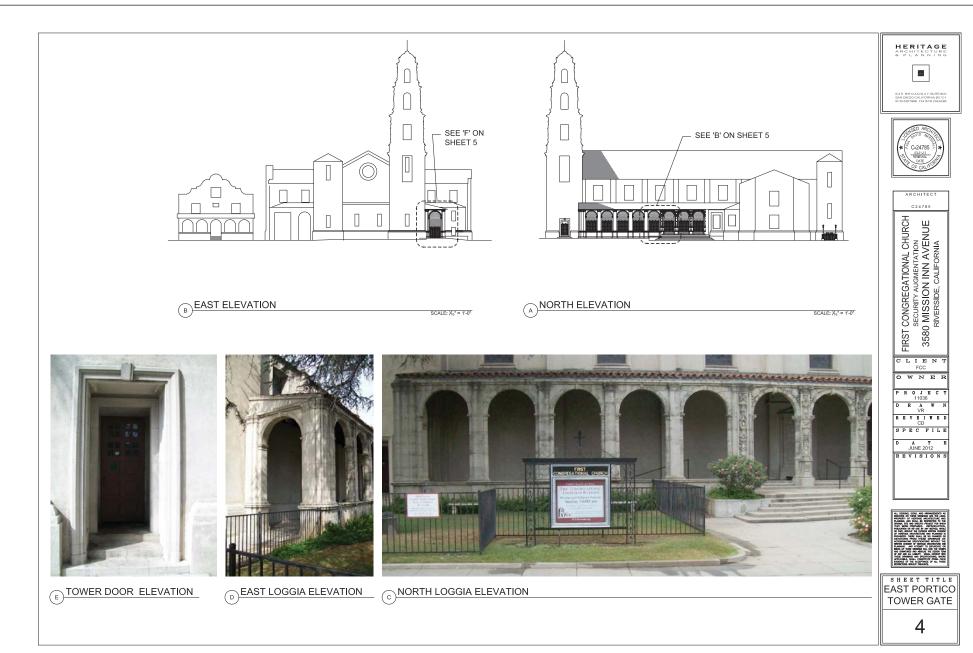
P13-0081, Exhibit 4 - Project Plans



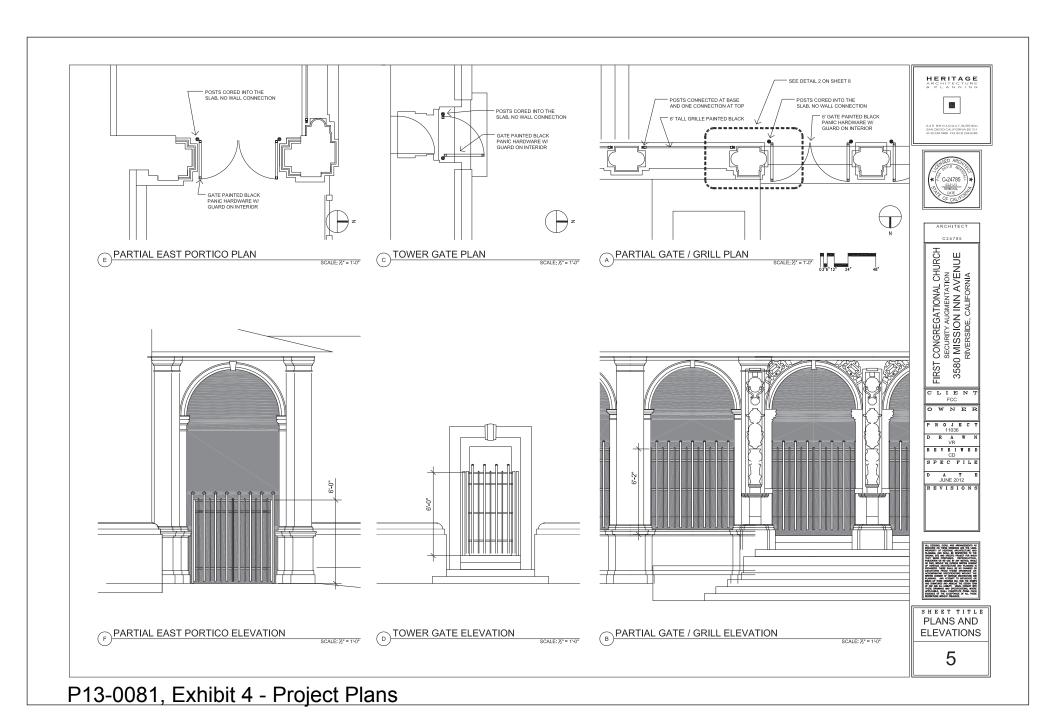
P13-0081, Exhibit 4 - Project Plans

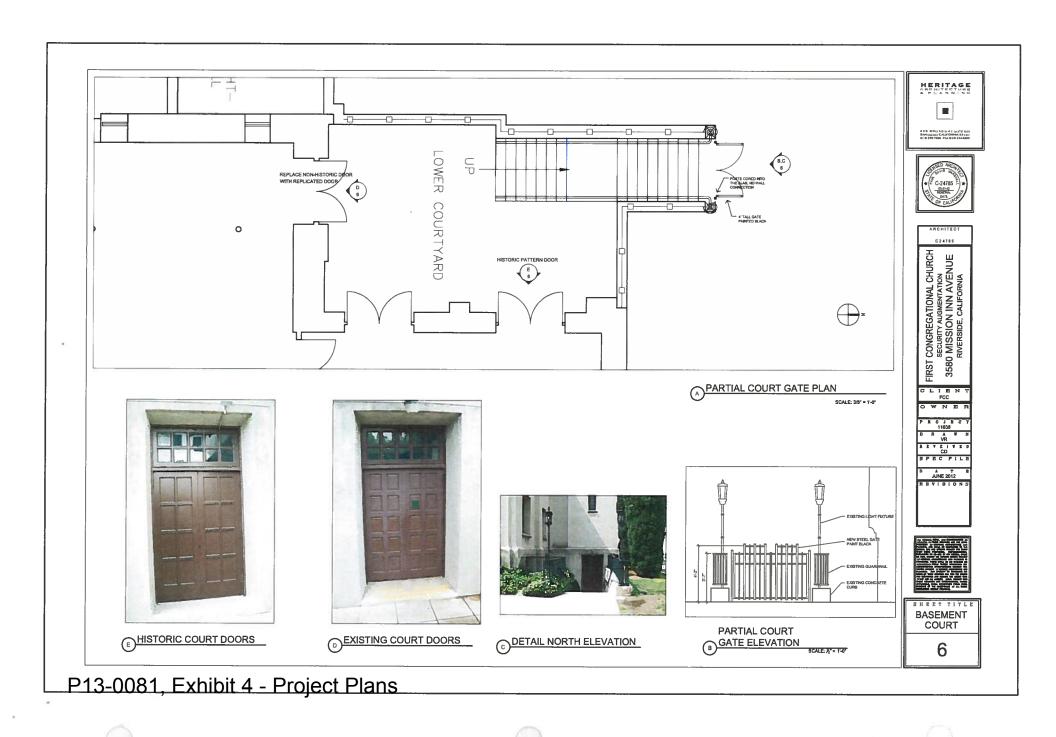


P13-0081, Exhibit 4 - Project Plans



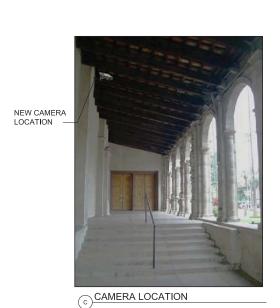
P13-0081, Exhibit 4 - Project Plans













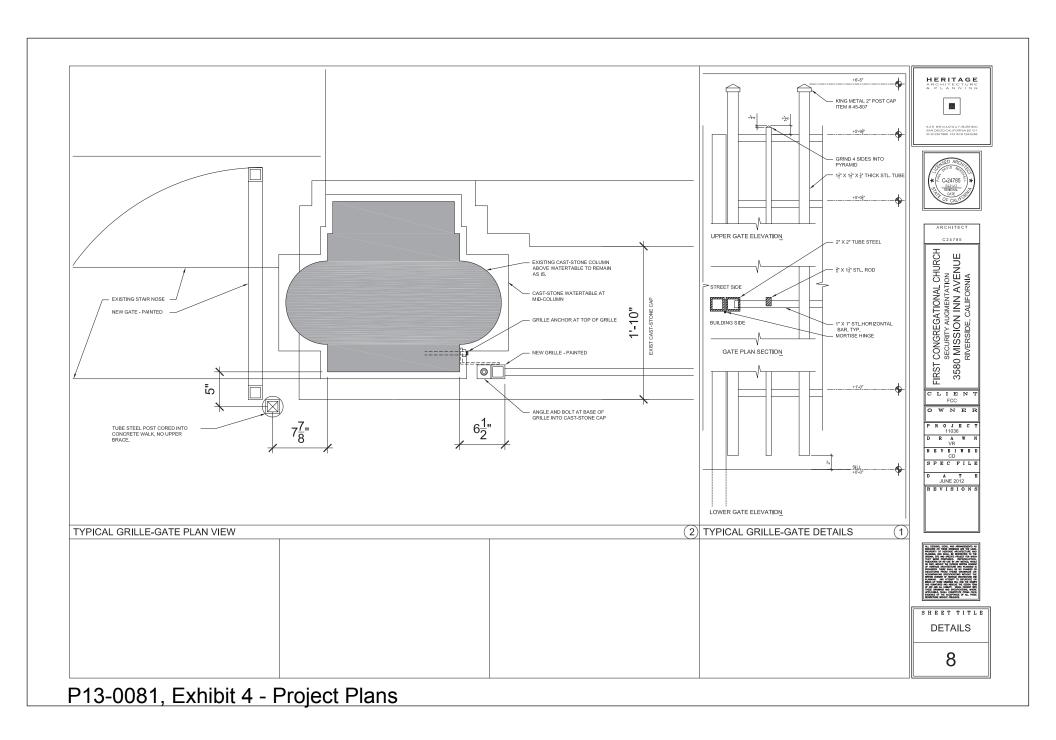






Figure 1 - Front view from Mission Inn Avenue



Figure 2 - View from Mission Inn Avenue and Lemon Street





Figure 3 - Direct Front View of Loggia



Figure 4 - Close-up View of Loggia



First Congregational Church Riverside, California Page 3

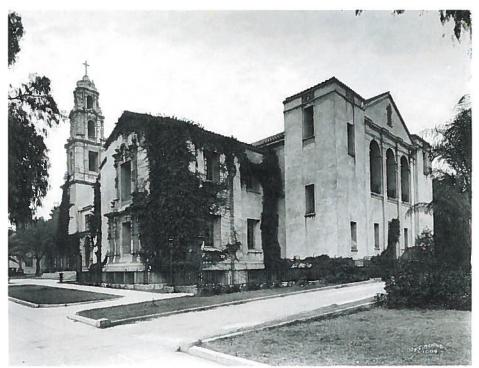


Figure 5 - Historic northwest view from Mission Inn Avenue



Figure 6 - View into Stair & Patio at NW Corner

P13-0081, Exhibit 5





Figure 7 - West Entry



Figure 8 - West Elevation (Facing Museum)

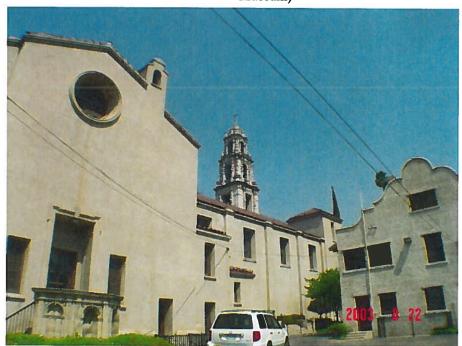


Figure 9 - South Elevation and rear view of Parsonage



First Congregational Church Riverside, California Page 5



Figure 10 - South Entry adjacent to Parsonage



Figure 11 - Driveway between the Parsonage & Church

P13-0081, Exhibit 5





Figure 12- View of Parsonage & Driveway from Lemon Street



Figure 13 - SE View of Parsonage from Lemon Street





Figure 14 - North Tower Door



Figure 15 - Interior view of Loggia





Figure 16 - Riverside Municipal Museum



Figure 17 - Grille-Gate in Entry of Riverside Municipal Museum P13-0081, Exhibit 5



First Congregational Church Riverside, California Page 9



Figure 18 - Unitarian Church across Mission Inn Avenue



Figure 19 - Old City Hall at Orange Street

P13-0081, Exhibit 5