

COMMUNITY DEVELOPMENT DEPARTMENT Planning Division

CERTIFICATE OF APPROPRIATENESS

AGENDA ITEM NO.: 1

WARD: 3

CULTURAL HERITAGE BOARD HEARING DATE: August 20, 2014

I. CASE NUMBER(S): P14-0360

II. PROJECT SUMMARY:

1)	Proposal:	Proposed Certificate of Appropriateness for construction of a 1,400 square foot, single story single family residence with a square foot detached garage within the Palm Heights Hist District on a vacant, formerly developed lot within the R-1-70 CR (Single Family Residential, Cultural Resources Overlay) Z and Palm Heights Historic District.	
2)	Location:	4570 Sunnyside Drive, located 480 feet west of Palm Avenue.	
3) Applicant:		Cleve Stevens, Riverside Housing Development Corporation 3985 University Avenue Riverside, CA 92501	
4)	Case Planner:	Teri Delcamp, Historic Preservation Senior Planner (951) 826-2117	

III. RECOMMENDATION:

That the Cultural Heritage Board:

1. **DETERMINE** that Planning Case P14-0360 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

tdelcamp@riversideca.gov

2. **APPROVE** Planning Case P14-0360 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: 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 project <u>complies</u> with this finding. There is no existing building on the project site, and the adjacent home that once extended onto the project site, is a non-contributor to the Palm Heights Historic District (PHHD).
- **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. Prior to 2013, the home on the adjacent lot at 4578 Sunnyside was larger and extended across the property line onto the subject lot. That home was built in 1946 and is a non-contributor to the Palm Heights Historic District (PHHD). The Housing Authority acquired the home on both lots, demolished the portion of the home on the subject lot, and refinished the remaining home on the adjacent lot for aesthetic and development standard purposes. Through a competitive RFP process, the project site was acquired by the Riverside Housing Development Corporation for development. The project proposes to construct a new single story, single family home utilizing traditional massing and materials but in a modern rendition. The style, size and massing of the home, as well as the provision of a detached garage to the rear of the home, are compatible with the architectural period of the PHHD.
- **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 new home will be a non-contributor due to its construction date. As conditioned, the colors, textures, materials, windows, decorative features and details, height, scale and massing are all consistent and compatible with the surrounding PHHD.
- **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 site will be developed with a new, single story home with front and side setbacks similar to those in the surrounding neighborhood. The site and landscape plans for the development, and the orientation and layout of the home and detached garage, will ensure the new home does not adversely affect relationships with the surrounding Historic District.

- **FINDINGS:** The proposed change does not adversely affect an important architectural, historical, cultural or archaeological feature or features.
- **FACTS:** The project <u>complies</u> with this finding. The project will not adversely affect any 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 <u>complies</u> with this finding. The project complies with Chapter 9, Design Guidelines for Infill Construction in Historic Districts, as well as the Design Guidelines developed for the PHHD. Specifically, the home will be placed on the lot to harmonize with historic setbacks on the street, with parking located to the rear; the home will be single story consistent with most homes on Sunnyside Drive; its primary façade and entrance is oriented to the street and includes the use of a covered porch; the roof form echoes those of other historic homes in the area; window sizes and materials are similar to historic windows in the surrounding Historic District; architectural details echo but do not necessarily imitate details on surrounding historic homes; and proposed materials are similar to those used traditionally on historic homes in the area.
- **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 project comprises a Rehabilitation project as the addition of a new home within a historic district. The Rehabilitation standards and guidelines are related to the setting of the PHHD that surrounds the new home. The project will retain the overall historic relationships and character along Sunnyside Drive and within the broader PHHD. The project will also retain the existing driveway approach, historic sidewalk and mature parkway tree associated with the site. The home is scaled and designed to be consistent with the development patterns in the historic neighborhood, and will be architecturally modern but compatible with existing historic homes in the Historic District.

IV. BACKGROUND/HISTORY:

The subject property is now a vacant parcel at 4570 Sunnyside Drive, adjacent to 4578 Sunnyside Drive. The subject property was always a separate lot, but the home on the adjacent lot that was built in 1946 originally extended across the property line onto the subject parcel. The subject property is located in the Palm Heights Historic District (PHHD). The PHHD was established by the City Council on July 8, 2008 (Planning Case P05-1237). This District is roughly bounded by Merrill Avenue to the north, Brockton Avenue to the east, Central Avenue to the south, and Arch Way to the west. The District includes 289 properties, of which 253 were determined to be contributors and 36 were determined to be non-contributors. Contributing properties are those that display a good to high level of architectural integrity and were constructed within the period of significance (1923-1941). Of the 36 that were determined to be non-contributors, 29 were excluded from inclusion in the District because their date of construction fell outside the period of significance and 7 were excluded because major alterations contributed to the loss of their historic integrity. The home that formerly straddled

both the subject lot and the adjacent lot was determined to be a non-contributor due to its 1946 construction date outside the period of significance, and extensive unpermitted alterations.

In accordance with Title 20, major modifications to non-contributors and new construction within historic districts are subject to the review and approval of the Cultural Heritage Board (CHB). In 2011, the City Housing Authority submitted a Certificate of Appropriateness (COA) request to allow demolition of the portion of the adjacent house that encroached onto the subject parcel. The request was approved on June 15, 2011 (P11-0260). Essentially the garage, a portion of the adjacent home and a 1,329 square foot second dwelling unit in the rear of the subject lot were demolished. The work was completed in June 2012 (permit 11-3218). The adjacent home was repaired and patched to match, and a new detached garage was built in the rear portion of that lot in August 2012 (permit 11-3583). The only improvements remaining with the subject property include the historic sidewalk, an approximately twelve foot wide driveway approach that led to the former two car garage, and a mature street tree in the parkway.

A condition of the prior approval alerted future applicants to the fact that any proposed singlefamily residence at 4570 Sunnyside Drive would require a COA. The new home would need to comply with the Citywide Residential Historic District Design Guidelines, Title 19 and Title 20. The Housing Authority selected the Riverside Housing Development Corporation to develop a new home on the lot through a competitive Request for Proposal process in 2013. The intent is for the home to be a moderate income first-time homebuyer property.

V. DETAILED PROJECT DESCRIPTION:

The project consists of a new, single story 1,400 square foot single family residence with a 441 square foot detached garage in the rear portion of the lot. The design of the home is essentially Minimal Traditional with some Craftsman style elements. The PHHD as a whole contains an eclectic variety of home styles, primarily Tudor Revival and Spanish Colonial Revival but also including Craftsman, Ranch and Minimal Traditional styles. The homes on Sunnyside in particular include mostly Ranch and Minimal Traditional style homes. Minimal Traditional is a style that developed as a direct result of the minimum threshold in space and amenities required by the Federal Housing Administration (FHA). It is a compromise style that reflects the forms of Revival and traditional styles without the decorative detailing. Houses in this style are typically one story in height and demonstrate an economy of materials and design with lower roof pitches, narrower eaves and relatively small footprints. Garages were often detached in the rear of the home.

The proposed single family residence will comprise approximately 1,400 square feet in a single story volume on a square plan. The style is compatible with the Minimal Traditional, Tudor and Ranch style homes found along both sides of Sunnyside near the project site. Most of the surrounding homes are clad in stucco; the provision of some Craftsman detailing on the proposed home provides visual interest while still not adding significantly to construction costs. The roof is a medium pitched hipped roof covered in asphalt composition shingles with clipped eaves. A gabled porch occurs over the entry, with what appears to be vertical siding or venting lath above the beam, supported by battered posts on capped stucco bases (an earlier iteration had contemplated a stone veneer on the bases). Walls will be clad in stucco. Windows on the front of the home and the forward area of the west elevation are single hung sashes; primarily sliding windows and a patio door occur elsewhere. (Again, an earlier iteration had contemplated eight-over-one sashes on the front elevation.) The solid front door is proposed to be flanked by glazed

sidelights. The home will be approximately 16 feet in height. The detached garage in the rear of the lot is proposed to be built to City standard plan, with a medium pitched gabled roof, louvered vent and paneled roll-up metal garage door. Colors for the home include a light yellow toned stucco (La Habra "Meadowbrook"), white trim (Dunn Edwards "Whisper White"), and a grey (Elk "Weatherwood") composition shingle roof. Conditions address the material and colors for the siding/lath in the porch gable, the porch piers, the garage and the concrete of the driveway. In addition, conditions specify which windows need to be wood sash (also an issue that is discussed later in this report), suggest multi-pane upper sashes on the front elevation, and elimination of the proposed sidelights to achieve a more historically compatible appearance with the surrounding historic district.

The site plan makes use of the existing driveway approach, with the driveway curving to the right of the home to access the garage. Front yard landscape consists of turf, deer grass (Muhlenbergia rigens) at the home's foundation, and planter areas with deer grass and India Hawthorne shrubs. Conditions ensure the appropriate spacing and numbers of plants especially along the home's foundation because the plan shows too few deer grass plants based on recommended spacing. A flowering tree will also be planted in the front yard that will be either a Crape Myrtle, Desert Willow or Jacaranda.

VI. LOCATION/SURROUNDING LAND USES:

	Existing Land Use	General Plan Designation	Zoning/SP Designation
	Vacant	Medium Density	Single Family
Draigat Sita		Residential (MDR)	Residential, Cultural
Project Site			Resources Overlay
			(R-1-7000, CR)
North	Single Family	MDR	R-1-7000, CR
norui	Residence (SFR)		
East	SFR	MDR	R-1-7000, CR
South	SFR	MDR	R-1-7000, CR
West	SFR	MDR	R-1-7000, CR

VII. PROJECT ANALYSIS:

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

Section 20.25.050 of Title 20 in the Municipal Code outlines the findings and criteria necessary to approve a Certificate of Appropriateness. The findings are summarized earlier in this report; this section provides more particular information about some of the criteria and the project's relationship to the PHHD.

The Sunnyside Place subdivision was recorded in the 1920s, but the majority of the homes on Sunnyside Drive were built between 1930 and 1941. One home predated the subdivision, and half a dozen homes were built before and half a dozen after the most active construction period. Construction during the 1930s and 1940s explains the predominance of the architectural styles on Sunnyside Drive that were trending toward Modern styles and away from the Period Revival styles that were more prolific in the 1920s. Most of the homes on Sunnyside have a typical 25 foot or larger front yard setback, five foot side setback on the

non-driveway side, and a driveway leading to parking at the rear of the lot on the other side. The lot configuration and pattern of development consisting of 50 foot wide lots and homes with typical five foot side setbacks (which Title 19 allows for lots less than 60 feet wide) were well established by the 1930s.

Design Guidelines specific to the PHHD were approved on May 21, 2008, and supplement the Citywide Residential Historic District Design Guidelines. Particularly relevant to this project are the PHHD guidelines to maintain similar front yard setbacks with turf, locate garages to the rear, maintain narrow driveway approaches and keep the scale of new development consistent with the district. The overall design of the home, the proposed materials as conditioned, its massing and scale, and the proposed siting and layout of the home and garage on the lot, are all consistent with the character of the PHHD as called for by the applicable Design Guidelines. As such, the project is also consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

One issue that has been raised by the applicant is staff's request for wood sash windows on the front and publicly visible areas of the home. Staff advised the applicant of the material to be consistent with the Citywide Residential Historic District Design Guidelines as implemented by policy of the CHB for visible facades in historic districts. (Otherwise, the Design Guidelines actually call for wood sash windows all the way around the home; this is still the policy direction for individually significant designated homes). The plans comply with staff's request, but the applicant is requesting that the CHB modify conditions to allow the use of vinyl windows throughout all of the home's elevations including the front. The CHB will note that staff is proposing a condition that would require wood sash windows on the front elevation that are multi-over-single paned, as well as wood sash for the first two windows on the west elevation next to the driveway. These four window areas will be readily seen from public views. The applicant contends that the requirement for wood sash windows adds to the project cost (about 20% more than vinyl for each window according to staff's research), and has cited several other instances of existing vinyl windows in the area. The attached photos show a variety of contributors and non-contributors, some with original windows and some with non-approved vinyl.

It could be argued that the use of wood windows is more critical for contributing structures. However, it is still important for the streetscape and appearance of all homes within a historic district to convey an appropriate character. Staff and the CHB have had some success obtaining consistency with the Guidelines for other non-contributing sites like a recently approved new home on Elmwood in Wood Streets. On the other hand, there are cases where non-contributing new homes were allowed to use vinyl, including a recent case on Franklin in the Seventh Street East Historic District. Although the Design Guidelines state that compatible materials should be used for new infill construction in historic districts, noncontributors are allowed more flexibility given they are not historic in and of themselves.

Staff will defer to the CHB's decision on the window sash material and the other conditions that staff anticipates will concern the applicant. If vinyl windows are allowed throughout and other material changes are agreed to by the CHB, then condition of approval 5.f and potentially other conditions will need to be modified with a motion to approve the project.

• General Plan/Zoning Conformance:

General Plan: The proposed project is consistent with the existing General Plan land use designation for the project site because it involves a single family home in a Medium Density Residential land use designation.

Zoning: The project is consistent with the development standards for the R-1-7000, Cultural Resources Overlay zone set forth in Title 19 of the Municipal Code.

VIII. PUBLIC NOTICE AND COMMENTS:

Public notices were mailed to adjacent property owners. No written comments have been received to date.

IX. EXHIBITS:

- 1. Location Map
- 2. Aerial Photograph
- 3. Project Plans
- 4. Site and Area Photographs

STANDARD AND CASE-SPECFIC CONDITIONS

Case Number: P14-0360

Meeting Date: August 20, 2014

Standard 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 **UTILITIES** hold 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 September 1, 2014. Appeals of the Board's action will not be accepted after this time. The appeal fee is \$1,531.20. Appeals will be considered by the Land Use Committee of the City Council at their next available meeting. Appeal processing information may be obtained from the Community Development Department, Planning Division, Public Information Section, 3rd Floor, City Hall.
- 3. This approval will expire in one year on August 20, 2015.
- 4. 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 and continually thereafter.

Case-Specific

- 5. Prior to issuance of building permits, the applicant shall revise the building permit plan check plans to incorporate all of the following changes or submit the necessary information:
 - a. Call-out a wood material and color details and submit a paint chip for the siding/venting lath as well as the knee brace/outlookers at the front porch gable end consistent with the home's architectural style to the satisfaction of CHB staff.
 - b. Submit a manufacturer's cutsheet for a front door consistent with the home's architectural style to the satisfaction of CHB staff. Eliminate the proposed sidelights flanking the front door.
 - c. The porch piers may either be square and clad in an appropriate style stone veneer (such as ashlar or coarsed stone or brick, not ledge or stacked stone) consistent with the home's architectural style, or the assembly may be modified to be simple 6X6 wood posts from ground to porch beam, to the satisfaction of CHB staff.
 - d. The sets of paired windows on the north (front) elevation, and the first two single hung windows on the west (side) elevation are publicly visible within the Historic District, and shall be wood sash. All other windows may be vinyl or similar quality alternative material.

- e. *Advisory:* The applicant should consider changing the paired windows on the front elevation to be multi (six or eight lights)-over-single pane.
- f. Unless otherwise approved by CHB staff, the driveway shall be gray concrete with historically appropriate scoring, without any modern finishes or added colors.
- g. The project shall protect in place and re-use the existing driveway approach including its location, width, material and design; or if required to be relocated by Public Works, shall be re-constructed to match the existing in all these respects. The existing mature parkway tree shall be protected in place.
- h. The garage exterior materials, details and colors shall match those of the new home. The garage door shall be of a color or painted to match the approved paint scheme.
- i. The landscape plan shall be modified to show additional Muhlenbergia rigens plants to achieve a maximum spacing of two feet on center.
- j. Show design and materials for any proposed fencing, gates and walls consistent with the home's architectural style to the satisfaction of CHB staff.
- 6. Prior to approval of the final inspection, the installation of the landscape and irrigation per the approved plans must be complete. Call CHB staff to schedule the final inspection at least a week prior to needing the release of utilities. Upon final inspection of landscaping, if staff finds that the amount of landscaping is insufficient, staff will require additional plants/groundcover consistent with the approved palette.
- 7. During all project site construction, the construction contractor shall limit all construction-related activities that would result in high noise levels to between the hours of 7:00 a.m. and 7:00 p.m., Monday through Friday and between the hours of 8:00 a.m. and 5:00 p.m. on Saturdays. No construction is permitted on Sundays or federal holidays.

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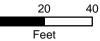
P14-0360, Exhibit 1 - Location Map

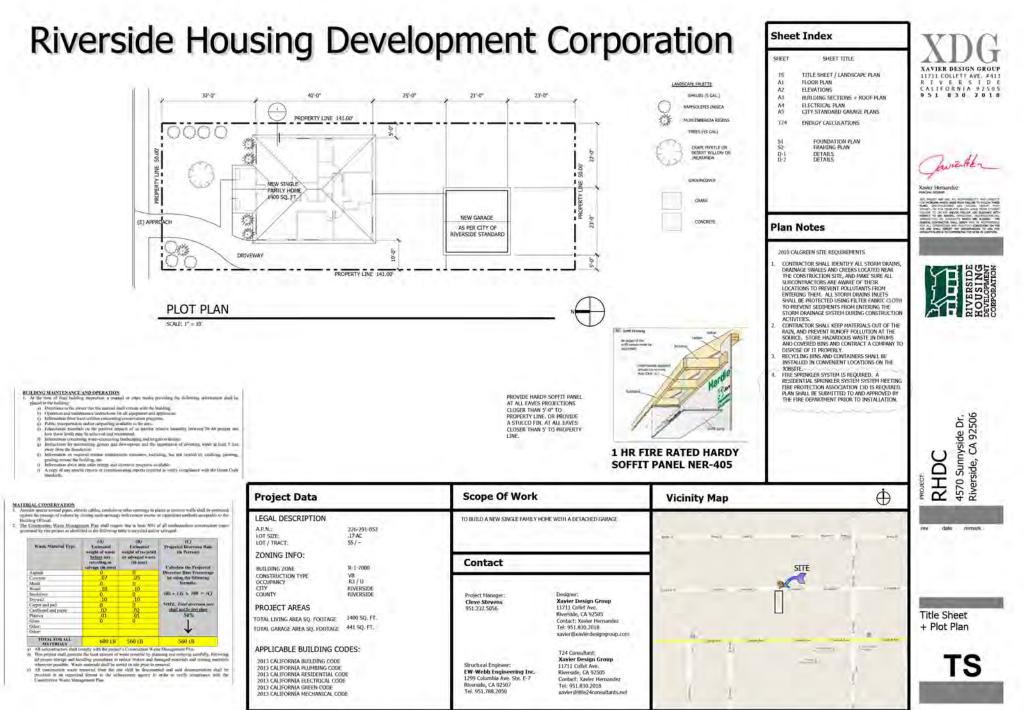
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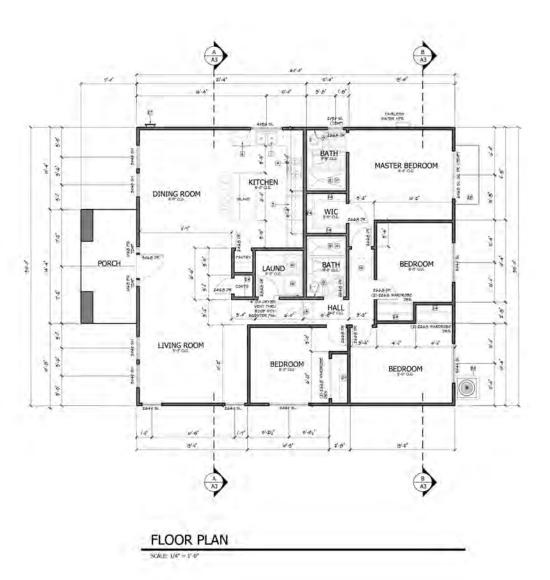


P14-0360, Exhibit 2 - 2012 Aerial Photo





P14-0360, Exhibit 3 - Project Plans



SHEET NOTES

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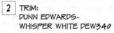
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COLOR / MATERIAL LEGEND









3 ROOF MATERIAL: ELK - WEATHERWOOD



P14-0360, Exhibit 3 - Project Plans

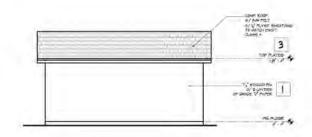






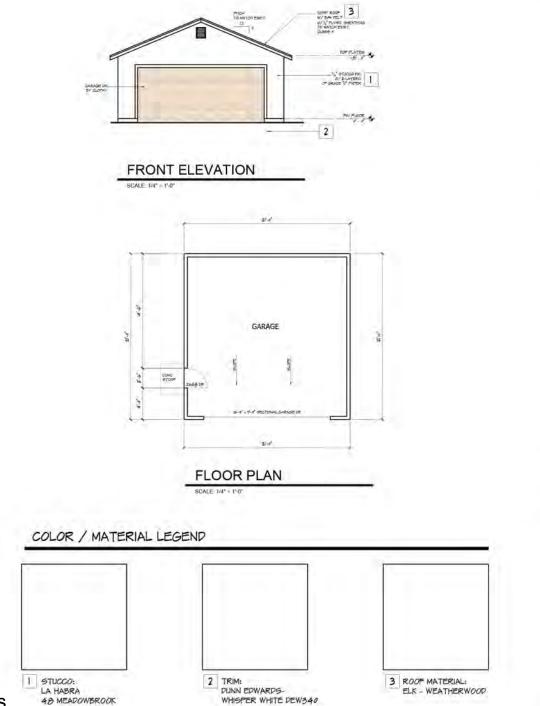






SIDE ELEVATION

SCALE 1/4* 110*



P14-0360, Exhibit 3 - Project Plans

48 MEADOWBROOK



Subject Site - 4570 Sunnyside Drive



Adjacent Site - 4578 Sunnyside Dr (Non-contributor)



Home with Original Windows



Home with Original Windows



Home with Original Windows



Home with Original Windows



Home with Original Windows



Home with Vinyl Windows on Left; Home with Original Windows on Right



Non-contributor on Left; Contributor with Original Windows on Right



Home with Vinyl Windows



Home with Vinyl Windows



Home with Vinyl Windows