



Lakeport Carnegie Library Reuse Feasibility Study

Prepared for
City of Lakeport
Lakeport, CA



Prepared by
Garavaglia Architecture, Inc
October 31, 2014

Innovating Tradition

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EXECUTIVE SUMMARY

Garavaglia Architecture, Inc. was contracted by the City of Lakeport in 2014 to prepare a Reuse Feasibility Study for the city's original public library. Lakeport had recently been awarded a \$5,000 grant from the National Trust for Historic Preservation and Hart Family Fund for Small Towns, and used matching funds to commission the preparation of a Feasibility Study for the Lakeport Carnegie Library. The library was constructed from 1917 to 1918, using a grant from the Carnegie Foundation; its founder, steel magnate and philanthropist Andrew Carnegie, was committed to bringing libraries to small towns all over the world.

After nearly 70 years as a public library, and decades of other private and civic uses, the library today sits vacant. It is anticipated that, through the findings and recommendations of this study, the library will be restored to its former position as a center of the community.

The objectives of this Reuse Feasibility Study are to:

- Create an achievable plan for a revitalized and economically stable facility through enhancement of the building, grounds, programming, and operations.
- Rehabilitate the Lakeport Carnegie Library building in a way that retains its beautiful architectural features and adheres to the Secretary of the Interior's *Standards for Rehabilitation*.
- Boost Lakeport's economy through a rehabilitation of the Carnegie Library that capitalizes on its location on the waterfront in Library Park, and as part of Lakeport's downtown core.
- Focus on creative solutions that celebrate local history, allow for continued and expanded public enjoyment of the Carnegie Library building and site, and acknowledge the historic and economic value of the resource.
- Strategize ways to ensure the safety of the building and those who will use it, which will include code adherence and flood risk assessments.

The city and region's dedication to tourism and economic development could be solidified with long-term investment in this building. Its potential for revitalization should not be seen as an isolated project, but realized as a manifestation of the inherent value in the City of Lakeport.

The challenges that Lakeport faces—environmentally and economically—are not unique to small towns throughout California and across the county. What *is* unique and special about Lakeport, however, is the commitment to and passion for the city as well as the library that was observed in numerous meetings, workshops, and discussions over the course of developing this study.

ACKNOWLEDGMENTS

This study is a collaborative effort between the City of Lakeport, including City Manager Margaret Silveira, Economic Development Specialist Wilda Shock, Building Official Tom Carlton, Planning Services Manager Andrew Britton, retired Community Development Director Richard Knoll, and Garavaglia Architecture, Inc.

Chapter 1

INTRODUCTION

Garavaglia Architecture, Inc. was contracted by the City of Lakeport to prepare a reuse feasibility study for the Lakeport Carnegie Library. The building was constructed in 1918 and remained a library until 1985. It housed various tenants, including a laboratory and offices for the University of California, Davis and offices for the City of Lakeport's Redevelopment and Housing Department until 2012. The City would like to continue using the building, which is much beloved by residents, for income-generating purposes, and is interested in determining the feasibility of preparing the building for reuse. This feasibility study, in addition to looking at the historical and physical contexts of the building, addresses necessary steps and potential strategies for the rehabilitation and reuse of the Lakeport Carnegie Library.

PROJECT LOCATION

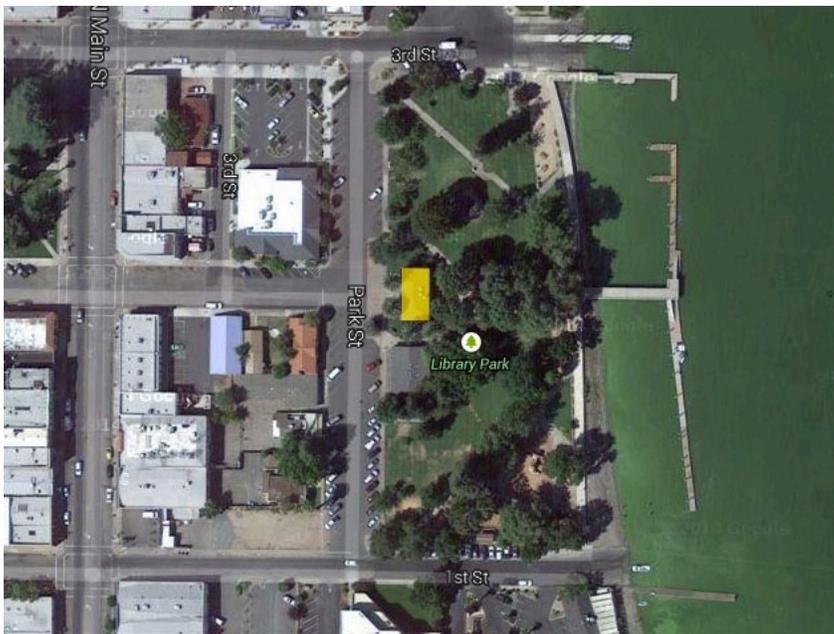


Photo 1. Subject property highlighted in yellow, with Clear Lake to the east. (Google Maps aerial view, amended by author, 2014.)

The Lakeport Carnegie Library (APN 025-413-01) is situated at the east side of the intersection of Park Street and Second Street, on a lot facing the western shore of Clear Lake. The lot on which the library currently stands was originally a shallow shore of the lake; mud was dredged to form the shore, which is now Library Park.

METHODOLOGY

The study began with a kick-off meeting on April 30, 2014, at Lakeport City Hall. The goal of this meeting was to introduce all parties and stakeholders, and to review standing issues related to the building. Participants included current and former city employees with knowledge of the building, as well as community members involved in various activities to utilize the library. On the following day, May 1, a thorough site investigation took place. The assessment involved reviewing conditions of the building exterior, interior and attic, as well as the surrounding site.

On June 18, 2014, a Visioning Workshop was held at Lakeport City Hall. Approximately 30 stakeholders attended.

Throughout the report research and preparation process, members of the Lakeport business community were contacted.

Chapter 2

BACKGROUND

Understanding the historical context for the Lakeport Carnegie Library is important so that any reuse considerations maintain the historical integrity of the building and site. The building is listed on the National Register of Historic Places for its association with the Carnegie Library system. This information necessitates an approach to project design that is responsive to these characteristics.

A summary of important aspects of the known historical context is presented here to frame later discussions regarding appropriate treatment, use, and compatibility of the project with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

HISTORIC CONTEXTS

Andrew Carnegie and the Carnegie Library System

Andrew Carnegie, a Scottish steel magnate, amassed great wealth in America in the late nineteenth century. While Carnegie's formal education spanned only from the ages of eight to eleven, he was inspired to learn in a library setting as a young boy. This, coupled with personal perspectives regarding wealth and philanthropy, influenced Carnegie's decision to donate the majority of his fortune to a public library program. In 1889, he wrote, "It is, no doubt, possible that my own personal experience may have led me to value a free library beyond all other forms of beneficence."¹ 1,679 public Carnegie libraries were built across the country from 1883 to 1929. The presence of these structures greatly attributed to the overarching library reform movement, allowing for the creation of a lasting Carnegie library legacy.

The idea of a "free" library, one that was open to the public at no charge, was a novel concept just beginning to take ground in America at the time that Carnegie began his campaign. Prior to this, exclusive memberships to private libraries were prohibitively expensive to many. Additionally, existing libraries were designed so that patrons could not handle books directly, for reasons of both cost and prevailing library collection etiquette.² Members of the Social Progressive movement viewed libraries as sites for education and acculturation for both foreign

¹ Andrew Carnegie, "The Best Fields for Philanthropy," *The North American Review* 149, no. 297 (1889): 698, <http://www.jstor.org/stable/25101907> (accessed June 26, 2014).

² Tim Kelley, *Carnegie Branch Libraries of San Francisco Landmark Nomination* (San Francisco: San Francisco Planning Department, 2001).

immigrants and members of lower social classes, and sought to utilize the public library as an opportunity to bring readers and books together.³

Placing high importance on the significance of community involvement during the planning of its own communal public library, Carnegie stated:

What is the best gift which can be given to a community? [sic] is that a free library occupies the first place, provided the community will accept and maintain it as a public institution, as much a part of the city property as its public schools, and, indeed, an adjunct to these.⁴

If a community or township desired a library, they were to request a need-based grant and to provide a site for its construction. The last step in the process was to institute taxation. This step would ensure the building's maintenance and perpetuated use, requiring that townships pledge taxes of 10 percent of their Carnegie grants toward the project. Site stipulations were minimal and stated that the site needed to be "satisfactory" to the community, owned publically, and able to be expanded on if necessary.⁵

Originally, the libraries were located in cities and towns where Carnegie had a personal connection. Consequently, the first Carnegie Library was located in Dunfermline, Scotland (constructed 1880–1883), while the first one in the United States was located in Allegheny City, Pennsylvania—Carnegie's adopted hometown. The Carnegie Library in Fairfield, Iowa (1892), was the first where the above-described funding model was used.⁶

Library committee-appointed architects generally made exterior building style considerations, and the community was then polled for final design and/or site decisions. John Bertram, Carnegie's personal secretary, collaborated with architects and librarians to create a series of suggestions for communities and their architects when space planning the interiors of their new libraries. First published in 1911, *Notes on the Erection of Library Buildings* [sic] expressed the importance of maximizing economy and library efficiency and in designating specific spaces within the building.⁷ Within Bertram's publication were a series of recommended schematic floor plans, many of which had several distinctive components in common, including a symmetrical four-sided plan consisting of a single story and basement.⁸ High windows on all sides were implemented to allow for ample natural light to illuminate the main reading room. The height of these windows maximized the amount of books that could be housed in open stacks and built-in wall bookshelves around the perimeter of the room.⁹ The centralized location of the circulation desk allowed for the librarian to monitor patron activity in both portions of the room, while allowing for reference inquires and book check-out to occur in a convenient location.

³ Abigail A. Van Slyck, *Free to All: Carnegie Libraries and American Culture, 1890–1920* (Chicago: University of Chicago Press, 1998), 25.

⁴ Carnegie, 698.

⁵ Van Slyck, 26.

⁶ Patricia Lowry, "Carnegie's Library Legacy," (Pittsburgh) *Post-Gazette*, March 2, 2003.

⁷ Van Slyck, 35–36.

⁸ Kelley, n.p.

⁹ John Bertram, *Notes on the Erection of Library Buildings* [sic], 1911. Appendix I of *Free to All: Carnegie Libraries and American Culture, 1890–1920*, by Abigail A. Van Slyck (Chicago: University of Chicago Press, 1998), 221–24.

The Lakeport Carnegie Library and Library Park

Civic-minded Lakeport citizens formed a library committee in 1906 in hopes of finding a location for a new public library. A year later, the town's first library opened across from the old courthouse in the Levy Building's Board of Trade room.¹⁰ Having outgrown its original space by 1913, the Ladies' Improvement Club library committee submitted the Carnegie Corporation's "Schedule of Questions." The following year, the town of Lakeport—with a population of 870—was approved for an \$8,000 grant to build its own Carnegie Library.¹¹

In 1914, the Yolo Water and Power Company (YWP) agreed to dredge and fill in the Clear Lake shore area in collaboration with the newly formed Clear Lake Railroad (CLRR). Investment bankers White & Company, based out of New York City, financed YWP's dredging operations in Clear Lake, which included dredging and filling along Lakeport's waterfront. Together, they were to prepare the area for the development of a rail depot, allotting this newly deeded city land for a public park and library in the space now known as Library Park (see Photo 2).¹²



Photo 2. This photo depicts Lakeport's waterfront prior to the dredging of the lake, which filled the shoreline about 200 feet into Clear Lake. (Lake County Museum Collection.)

Plans for the Lakeport depot and rail yard were never realized, as the CLRR went out of business after preparing only a few miles of road bed in Mendocino County heading toward Lake County. Due to the Carnegie Corporation's grant, the library project was able to continue. The newly dredged site was an item of concern for Carnegie's personal secretary and grant manager John Bertram, as it needed ample time to dry and settle before construction could begin. Correspondence between L. J. Shuman, Lakeport's library board president, and Bertram illustrated Bertram's apprehension toward building on this specific site, as Carnegie insisted

¹⁰ Jan Cook, "Lake County History: Lakeport's Carnegie Library," *Lake County News*, June 15, 2014, http://www.lakeconews.com/index.php?option=com_content&view=article&id=37225:lake-county-history-lakeports-carnegie-library&catid=1:latest&Itemid=197 (accessed June 23, 2014).

¹¹ Frank C. Jordan, comp., *California Blue Book or State Roster: 1913–1915* (California: State Printing Office, 1915).

¹² Marcia Sanderson and Pam Hawley, "Lakeport Carnegie Library National Register Nomination," 2007.

that basements of granted libraries be built four feet below grade, a difficult feat considering the area's high water table associated with nearby Clear Lake.¹³

Meanwhile, architects Ward & Blohme, a firm responsible for designing several San Francisco buildings after the 1906 earthquake, were commissioned to design the new library. As all of the bids for the library project exceeded the \$8,000 grant, the architects were asked to scale back their plans. Despite their efforts to revise the work, the proposed building still came in over budget; donations from local stakeholders made up the \$500 difference.¹⁴

In January of 1915, local townspeople were invited to vote on the new library's specific location through a "Lakeport Library Ballot," printed in the *Lake County Bee*, the local newspaper (see Photo 3). Through this vote, the Second Street location was selected. In 1914, the town had adopted the Carnegie Foundation's resolution to raise taxes each year by 10 percent of the total building cost, and property titles were granted in 1916. Library construction was then delayed for several months until the lake's infill settled and dried. Contractors Randolph & Hinds began construction in the summer of 1917, and the new library opened in February of the following year (see Photos 4 and 5). It was reported that local volunteers and the librarian herself moved books and furniture across the street from the existing library into the new Carnegie library.¹⁵

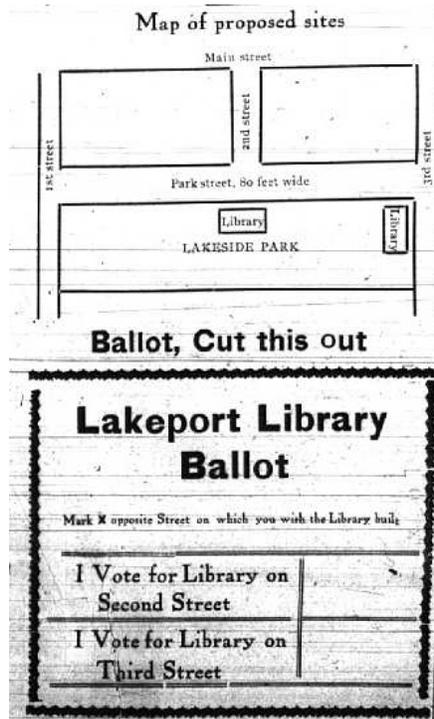


Photo 3. The City of Lakeport ran a "Lakeport Library Ballot" in the *Lake County Bee* in January of 1915, inviting locals to vote for their new Carnegie Library site. (Lake County Museum Collection.)

¹³ Cook, n.p.

¹⁴ Sanderson and Hawley, n.p.

¹⁵ Cook, n.p.



Photo 4. Early image of the library soon after construction. Dredging machinery is visible at the far left. (Lake County Museum Collection.)



Photo 5. Early image of the library's west façade. (Lake County Museum Collection.)

For the Lakeport library, Ward & Blohme imposed a neo-classical revival facade on Carnegie floor plan "A," one of the more simple and straightforward Bertram-suggested floor plans. For this plan, Bertram advised for an effective and economical layout of the interior. The one-story rectangular building was to be centrally fed from a small vestibule up into a single large reading room. Dedicated to adult and children's reading spaces, the upper floor's room would be subdivided by low bookcases, which were not to interfere with the natural light provided by large and high windows. Supplementing these bookcases, open bookshelves were placed around the room's perimeter, in corners, and below windows to house the remainder of the library's collection.¹⁶

The Lakeport Carnegie Library was one of 142 libraries in California funded by what was to become the Carnegie Foundation. Today, 85 are still extant, while 36 continue to operate as libraries.¹⁷

¹⁶ Van Slyck, 36.

¹⁷ Lucy Kortum, "Carnegie Libraries of California," www.carnegie-libraries.org (accessed August 10, 2014).

In 1974, the Lakeport Carnegie Library became the main library for the newly formed Lake County Library system.

The 1975 State of California Department of Parks and Recreation's Historic Resources Inventory noted that Library Park's grounds had been completely renovated within recent years, which included new trees, shrubs, lawns, a children's swimming pool, and playground swings.¹⁸

Having served the community as a library for more than 60 years, by 1985 the county library had outgrown the Carnegie Library building and moved to a new facility in town, at North High Street between Fourteenth and Fifteenth Streets. Staff of the City of Lakeport utilized the library as temporary office space in the late 1980s. As a prerequisite to a University of California, Davis lease of the building, a 1997 rehabilitation campaign included a seismic stabilization, a new roof, and modifications to the heating and cooling systems. Since then, simple maintenance repairs and upgrades have included re-plastering, painting, and installation of new lighting fixtures. The building was listed on the National Register of Historic Places in 2008.

In the years since the county library relocated, the building has been utilized by city departments, private companies, and community and educational organizations. Today, the building retains good overall historical and structural integrity and awaits a new community use (see Photo 6).



Photo 6. Lakeport Carnegie Library, view of west elevation. (Photo by Garavaglia Architecture, Inc.)

Period of Significance

The Lakeport Carnegie Library is significant under National Register Criterion A, properties that have made a significant contribution to a broad pattern of history, at the local level, within the context of public library development. The period of significance extends from 1918, when

¹⁸ Henry Mauldin, *Historic Resources Inventory for Lakeport Carnegie Library* (State of California Department of Parks and Recreation, 1975).

the library was constructed with funds from the Carnegie grant, to 1986, when the library was relocated to North High Street and the building at Park Street was closed.¹⁹

CONSTRUCTION CHRONOLOGY

The development of the library and site is very well documented. The building has changed very little since its original construction in 1918. When the building was leased for use as offices by the University of California, Davis, building modernizations and enhancements were performed. Minor repairs have been conducted in the years since then, but no major work has been performed.

- | | |
|----------|--|
| 1918 | The library was constructed by Hinds & Randolph on infill dredged from Clear Lake by the Yolo County Water and Power Company. It was used as a library for almost 70 years. |
| ca. 1970 | The grounds of Library Park were renovated. Work included new vegetation, a children's swimming pool, and playground equipment. |
| ca. 1986 | The library was closed, as it had outgrown its original use. The building temporarily housed City of Lakeport staff. |
| 1988 | Library park grounds reconstructed and gazebo built. |
| 1997 | The University of California, Davis opens UC Davis Clear Lake Algal Research Unit offices and space at this location in order to study conditions at Clear Lake. Seismic upgrades, building modernization, and system enhancement work was completed at this time, including improving the ventilation system, installing a new asphalt shingle roof, installing new light fixtures on the second floor, removing the ivy that had grown along the building's exterior, and installing new doors at the east elevation at the first floor. An elastomeric coating was applied to the concrete. |
| 2012 | New gold-leaf signage was installed above the entry doors, replicating the original signage that had deteriorated considerably. The original sign is stored at the library. |

CHARACTER-DEFINING FEATURES AND FINISHES

When planning for rehabilitation of an historic resource, it is often helpful to prioritize its character-defining features. For the Lakeport Carnegie Library, these features include items both on and within the resource, as well as site features and relationships to neighboring structures.

Assessment of various features is done according to a prioritized evaluation system. Once the character-defining features have been identified, each is assigned a priority rating to create a sense of the relative historical importance of these spaces and features. A rating scale of "Premier/Important/Contributing/Non-Contributing" is used. In general, this system allows for the analysis of the structure as a whole to guide what types of work should be done, and

¹⁹ Sanderson and Hawley, n.p.

where such work could be completed with the least damage to the historic integrity of the resource.

Premier

A Premier rating is given to those features that are directly associated with the identified period or periods of significance and whose contribution to the interpretation and communication of a historic resource is of primary importance. If these features are removed, the historic integrity of the resource is highly compromised. Depending on the size, scale, and relationship of these items with the period of significance, historic integrity could be lost altogether. For these reasons, when developing mitigation plans for project-related work, all elements labeled “premier” should not be altered in any fashion and should be protected to the highest degree whenever possible. Failing to do so could result in significant impacts to the resource.

Exterior Premier Features

- Palm Trees
- Concrete steps leading to building entrance along Park Street
- Stucco ornament in a floral motif surrounding main door
- Vegetation and plantings immediately surrounding library
- Location within Library Park and along Clear Lake

Interior Premier Features

- Massing and size
- Building design
- Original Circulation Desk
- Original Shelving
- Reinforced Concrete Construction
- Original Wood doors at main entry
- Original wood windows
- Original interior lighting fixtures
- Original wood casings at plaster

Important

Features given a rating of Important are also directly associated with the identified period or periods of significance and they also inform the interpretation and communication of the historic resource. These elements differ from premier elements because they embody, to a lesser degree, historic aspects of the resource. Sometimes they are secondary decorative elements, which if removed or altered would affect the space, but still allow the historic nature of the space to be discerned, even if in a more limited way. Other times they are associated with lesser aspects of the period of significance or are not documented to the original construction.

Exterior Important Features

- Main Roof
- "Carnegie Library" signage above main entry doors
- Torchiere-style light fixtures flanking building entrance

Important Interior Features

- Glass panes at main entry

- Wood paneling at first floor rooms

Contributing

Contributing elements augment the interpretation of historic significance but do not hold a high level of historic value themselves. They could be items that have been previously compromised, modern replacements for original items, been installed after the period of significance but are still of a high artistic or cultural value, still available for replacement in kind, or simply related to the period of significance but not of primary historic importance. The loss of contributing elements lessens the overall level of integrity of the historic resource but not to a level where its interpretation of significance or historical importance is severely compromised.

Exterior Contributing Features

- Gazebo

Interior Contributing Features

- Restrooms

Non-Contributing

These elements are typically from outside the period of significance, are of poor quality, are still commercially available, or are not related to the period of significance or any figures or events associated with the historic interpretation of the resource. When possible, all alterations and modifications should be undertaken with designs that affect only non-contributing elements, or that limit their disruptions to mostly non-contributing elements. Such designs will retain the maximum level of historic integrity and result in the least amount of damage and disruption to the resource as a whole.

Exterior Non-Contributing Features

- Fountain
- Doors along east elevation
- Ramp along Park Street

Interior Non-Contributing Features

- Telecommunications closet
- Interior carpeting
- Modern interior lighting at second floor

Chapter 3

EXISTING CONDITIONS

BUILDING AND SITE DESCRIPTION

The Lakeport Carnegie Library is located within Library Park in the City of Lakeport, in western Lake County, California. The three-acre park site lies between State Highway 29 to the west and abuts Clear Lake to the east. The rectangular building, which is symmetrical in organization and fenestration, faces the intersection of Park and Second Streets. Two concrete pathways extend to the east from Park Street at the northern and southern extents of the site and meet centrally at a public boat dock, which projects into the lake from the rear of the site. The site features a number of mature trees, which buffer the park from the street, line the southern-crossing pathway, and are clustered around a paved cement and gravel picnic-table area immediately behind the building. Two additional cement pathways to the north and south of the building lead visitors directly from Park Street to the area behind the building, conjoining at two landscaping features: a circular concrete structure formerly used as a fountain and a concentric semi-circular concrete bench. Two mature palm trees flank the main entrance of the library, with a third planted immediately south of the building. A wooden gazebo rests on a raised concrete foundation on the northern portion of the site. A small gabled roof structure with lean-to porch serves the park as a restroom facility and park maintenance office directly south of the library.



Photo 7. Overall view of Library Park site and Clear Lake, looking east. (Garavaglia Architecture, Inc., May 2014.)

Exterior

The building is a two-story reinforced concrete structure. The concrete is in good condition, with only minor cracks between windows and spalls at locations where the concrete meets the earth. In 1997, an elastomeric coating was applied to the concrete. Minor cracks were observed at the concrete, which is typical of its age; no further repairs are required at this time.

West Elevation

Primary access to the building is via a centralized seven-step concrete staircase. The stairs lead to a single wood door, which is surrounded by neoclassical entablature featuring low-relief floral ornamentation on the narrow pilasters. This ornamentation carries through and into the surmounting cornice. Flanking each side of the centralized door are two upright metal torchiere lamps with glass globes. The second floor includes two pairs of three 1/1 grouped double hung windows which share a common simple sill. Sitting high in the elevation, the top of these grouped windows meet at the building's cornice. The first floor windows sit on a three-foot high white painted wooden stringcourse atop the building's water table. These smaller-scale double hung 1/1 windows appear directly below the upper floor's grouped windows. The exception to the general symmetry of this main facade occurs to the left extent of the lower group of windows, with a first floor single-light access door and corresponding cement ramp leading to the Park Street sidewalk. A utility light fixture sits above this door. All exterior portions of the windows are painted white.

East Elevation

The rear facade, which faces Clear Lake (see Photo 8), is similarly articulated as the principal facade. Likewise, it features two pairs of three 1/1 double-hung grouped windows on the second floor. Immediately below sit smaller 1/1 double-hung windows on the first floor, which rest on a wooden string course above the water table. On the second floor, a single 1/1 window sits centered between the grouped windows. A security camera sits immediately below this window.



Photo 8. View of the library's south and west elevations and surrounding Library Park, looking northwest. (Photo by Garavaglia Architecture, Inc.)

North and South Elevations

The north and south elevations feature a group of the same 1/1 windows as the rest of the building's second floor. In the south end, a single, smaller 1/1 window sits to the left of two side access doors on the first floor, all of which are centered below the second floor windows. The doors have a small, single-lite, simple transom overhead. A recessed/subgrade concrete walkway with two wooden steps leads from these doors to Park Street sidewalk access. A single utility light is situated between the two doors.

The northern elevation features the same second floor window configuration as the southern elevation, with 1/1 windows at the first floor. Electrical meter and water meter equipment sits to the lower right of this elevation.

Roof

The entire building is topped with a hipped roof with exposed rafter eaves. Originally a wood shake roofing system, an asphalt composite shingle system was installed in 1997. A concrete chimney with a simple cap, similarly finished as the rest of the building, projects from the roof slightly to the south of the centerline. Two fresh air intakes sit to the right of the chimney along the east elevation.

Interior

As originally constructed, the library consists of a main reading room, circulation desk, and central interior staircase at the second floor; a lecture room, restrooms and various smaller auxiliary rooms are at the first floor. All of the rooms maintain their original configurations, despite changes in use over time.

Entry vestibule

The access to the main portion of the building is reached from the exterior central concrete staircase. The interior entryway vestibule has a prominent carpeted staircase, which leads continuously upwards to the second floor, while a secondary, narrow staircase to the right of the landing winds downwards to the first floor. The vestibule is finished with wood paneling. A wooden door with a single wire glass panel separates the entryway vestibule from the lower staircase. There is natural wooden flooring at the landing while painted wooden flooring continues down the stairs leading to the first floor (see Photo 9).



Photo 9. View of the redwood circulation desk and built-in bookshelves from the top of the staircase. (Photo by Garavaglia Architecture, Inc., May 2014.)

Second Floor

The prominent redwood circulation desk is topped with a laminate countertop, and sits approximately four feet from the top of the staircase. The custom redwood cabinetry, handles, and hardware in this unit are all original. Behind the desk are two built-in U-shaped redwood bookshelves that partially enclose the desk area and flank a single central 1/1 double-hung window facing Clear Lake. Below the windows are built-in bookshelves, approximately four feet tall. The shelves of these bookshelves are movable and feature original galvanized metal tab holders to identify the shelf's contents. Each of the four corners of the room feature built-in shelving (see Photo 10). The shelving is all in excellent condition.

The height of these bookshelves is consistent with the other shelving, which extends to the first light of the windows and creates a consistent sight line. The uppermost part of the windows meet at a dark wooden picture rail, which spans the entire perimeter of the room and similarly corresponds to the building's exterior cornice.



Photo 10. View of built-in corner bookshelves in the main reading room. (Photo by Garavaglia Architecture, Inc.)

Projecting from the wooden wall paneling in the staircase vestibule are additional built-in bookcases and a display case which serve as low-rising partitions between the once-designated adult and children's reading rooms. Eleven suspended fluorescent light fixtures hang from the double-height ceiling, running lengthwise across the interior. Portions of the original wooden lath in the ceiling are visible as some plaster has crumbled onto the floor below (see Photo 11). The ceiling also has five suspended fans over each reading room, several air conditioning vents, an attic access door, and one globe lighting fixture. The walls are topped with plaster, with the lath running east to west. There are cracks throughout the ceiling, the most severe of which surround areas of newer ventilation interventions. This plaster will have to be repaired as part of any new occupancies or uses.



Photo 11. View of ceiling, showing areas of missing plaster. The plaster damage is likely due to work that took place in the attic above. (Photo by Garavaglia Architecture, Inc., May 2014.)

First Floor

Descending from the interior staircase, the hallway to the south leads to a series of smaller rooms while the door to the north leads to a larger space, currently used for storage (see photo 12). Originally designated for use as a lecture room, this space now has a door in the northwest corner which leads outside to Park Street. Adjacent to this door is a corner closet that houses the electrical panel. Fluorescent lights run lengthwise in this room on the lower ceiling. A small closet sits underneath the staircase in this room. The room is uncarpeted, with a finished cement floor. There is simple paneling and molding along the room's perimeter.

Off of the adjoining hallway are a closet, laboratory, storage room, and the men's and women's restrooms. At the end of this hallway is a door leading to the outside. The entire level has a concrete slab floor. The hallway has white wooden horizontal beadboard paneling and ceiling molding with two pendant lighting fixtures, similar to the one in the main reading room. Both restrooms exhibit the same white beadboard siding running throughout. Additionally, both feature the original sinks with more recent upgrades including a water heater and space heater. The room to the left of the hallway, used as storage, has unfinished wooden beadboard siding and outdoor access through a door in the southeast corner of the space. Across the hall, the laboratory space has white laminate cabinetry on the northern wall and white painted plaster walls throughout.



Photo 12. Overall view of the original lecture room, currently used for storage. (Photo by Garavaglia Architecture, Inc., May 2014.)

Attic

The library's attic houses the ductwork and HVAC equipment. Access is through two hatches on each end of the second-floor ceiling. The larger hatch appears to have been constructed more recently, while the smaller wood hatch is original to the building. The attic features both blown-in and batt insulation. The ceiling joists are 2 inches by 8 inches and are 24 inches on center, which is typical of the time of original construction. Gaps in the original skip sheathing were filled with 1x1 boards and overlaid with plywood as preparation for the composition shingle roof.

Evidence of infestation, including spider webs and a possible rat's nest, were observed in the attic.

Windows and Doors

As described above, access to the building is through one of four doors. The main entry door is the original entrance to the building. This door is painted white along the exterior, and features 14 lites, each in textured glass. As depicted in an early postcard, the south side first floor door dates back to as early as the 1930s. The other two doors at the first floor may be more contemporary interventions, while all doors today feature ADA-compliant assemblies and automatic closers.

All of the windows are the original single-glazed 1/1 double-hung wood units. The exteriors are painted white, while the interiors are stained to match the interior shelving. Overall, the windows are in excellent condition, and exhibit only minor rail-stile separation (see Photo 13). The windows would require little, if any repair. Only periodic maintenance, in the form of painting would be required. If the recommended uses require any increase in window performance, the repairs may be more substantial.



Photo 13. Typical interior view of window, showing rail-stile separation. (Photo by Garavaglia Architecture, Inc., May 2014.)

Structure

The Lakeport Carnegie Library is a two-story building enclosing approximately 2,300 square feet in area with, dimensions of 28 feet by 54 feet. The walls are 15 inches thick. There are only

minor cracks in the concrete. The sheathing underneath the plaster was arranged diagonally, which was likely done for seismic protection reasons.

No in-depth study of the building was performed by a Structural Engineer licensed in the State of California as part of this study.

Site

The building sits on a lot which was originally part of Clear Lake. As part of potential development, the Yolo Water Company dredged lake mud to the shore. This infill is now known as Library Park. As typical with dredged land, the area surrounding the library is located in a flood plain. Although the site is 1,331 feet above sea level, the area susceptible to flooding extends past Park Street into Lakeport City Hall. The library building was flooded in 1945, 1983, 1985 (twice), 1986, 1997, and most recently in 1998. While the floodwater typically takes six to seven weeks to recede, the water levels within the library typically do not exceed three feet in height.

Chapter 4

REUSE PARAMETERS

BUILDING CODE ANALYSIS

All building projects must meet a defined minimum level of life/safety requirements to protect human life and the building resource itself. The State of California adopted the 2012 International Building Code (IBC) as the model code along with specific amendments and classifications, which in total is known as the 2013 California Building Code (CBC). In addition to life/safety regulations, this code includes requirements for universal access onto sites, and into and within buildings. It also has extensive energy conservation requirements.

The State has unique regulations, known as the California Historical Building Code (CHBC), for addressing life/safety and the use of historical structures in that they are performance oriented rather than prescriptive. It is published on the same cycle as the CBC. The CHBC may be used in conjunction with the regular code for qualified historic buildings or properties and provides alternative methods for meeting the spirit of the regular code while providing an acceptable level of safety for the occupants. Because the Lakeport Carnegie Library is listed on the National Register of Historic Places, it is considered a historic resource; therefore the CHBC can be used for code evaluations.

This preliminary analysis is not exhaustive, but should serve as a discussion tool to inform further resource planning. Basic building code analysis was undertaken to define the context for applicable codes and areas of non-compliance. This analysis starts with the CHBC prior to using the CBC. The 2013 California Building Code went into effect on January 1, 2014. It should be noted that the current codes in effect when permits are sought would be the governing codes for the project.

This preliminary code study is intended to aid with design decisions in the conceptual and schematic phases of the project. As the design becomes more refined, additional code research will be necessary to refine the requirements based on a specific design decision.

Applicable Codes

The Lakeport Carnegie Library is being evaluated for potential future uses along with accessibility upgrades for the upper level. All new work and uses for the building must comply with the *Secretary of the Interior's Standards and Guidelines for Rehabilitation*. Along with the *Standards for Rehabilitation*, a number of additional codes and guidelines apply to re-use of the building. These include:

- 2013 California Historical Building Code
- 2013 California Building Code
- 2013 California Fire Code
- 2013 California Mechanical Code
- 2013 California Plumbing Code
- 2013 California Electrical Code
- 2013 California Energy Code
- 2013 California Green Building Code

Location of the Site

The building is more than 30 feet from any other building. Per CBC Table 602 requirements, for the Type V-B construction the exterior walls are not required to be of rated construction. Also because the building is a qualified historic structure, the CHBC allows for existing non-rated construction to remain when there is no change in use for the building.

Construction Type and Height

The building is of Type V-B construction (construction of any material allowed by code and non-rated) with wood framing, wood wall finishes at interior, and wood ceiling finishes, with no fire-rated construction. Introduction of a supplemental occupancy may trigger a requirement for an occupancy separation. Under the CHBC, the building height and number of stories are not limited, as long as they do not exceed the historical design.

Use Groups/Occupancy/Occupant Load

The building was previously utilized as a library which is considered an A occupancy. The building has a total interior useable floor area of approximately 2,360 square feet distributed over the two main levels:

First floor	1,150 sq. ft.
Second floor	1,210 sq. ft.
Total gross area	2,360 sq. ft.

There is no proposed change in occupancy so it will remain as Group A – Assembly occupancy. Assuming that the most effective use of the second floor would be as two separate assembly spaces, the proposed use as a multi-purpose event space will provide spaces that will have a maximum potential occupant load at under 50 per space (using an occupant load factor of 15 sf/person.) With this level of occupancy, there will not be a need to provide two means of egress per space.

Fire Protection

The building does not currently have a fire sprinkler system. However, the CHBC notes that the building shall be deemed to be in compliance if provided with an automatic sprinkler system. If installed, the sprinkler system would have to comply with the National Fire Protection

Association (NFPA) 13R, 2002 edition (for nonhazardous occupancies only). It is recommended that a sprinkler system be installed, in order to protect the historic fabric of the structure.

Exiting and Means of Egress

The occupant load of the building based on the A3 occupancy is 136, which requires two means of egress from the building. The building currently has three means of egress, there are two from the first floor direct to the exterior and one from the second floor down the main stair to the exterior.

Universal Access

Access to the second floor will require either an elevator or a smaller lift to provide access. Because of the existing room layout and the relatively small floor area, an Article 15 lift will likely be the best fit. The Article 15 lift is allowed in the California Elevator Code and is intended for limited access/limited use conditions. It has a smaller footprint and simpler mechanical requirements than typical commercial elevators.

It is advised in any rehabilitation project to consider the potential implications of utilizing the accessibility provisions of the Americans with Disabilities Act (ADA) when completing accessibility upgrades to a building. It is important to note that compliance with the ADA may require adherence to provisions that are stricter than those found in the 2013 versions of the CBC and CHBC.

Buildings will generally only be required to increase compliance when certain types of construction work and use changes are undertaken. The CBC section 11B-202.4 Exception 8 allows for a finding of hardship by the enforcing agency (in this case the State of California) if the total cost of work does not exceed a threshold of \$143,303, the 2014 amount. This threshold amount is updated each year by the enforcing agency. This hardship finding would allow compliance to be limited to the actual scope of work of the project. The exception allows for the prioritizing of accessibility features if the cost of these features exceeds 20 percent of the cost of the total project without these features. Work beyond this threshold may trigger full compliance for accessibility for the entire project. Projects which consist of only heating, ventilation, air conditioning, reroofing, electrical work not involving the placement of switches and receptacles, cosmetic work, etc. are not considered alteration projects for the purposes of accessibility for persons with disabilities and shall not be subject to this code unless they affect the usability of the building or facility. This exception allows these portions of the project to not be included in the construction cost.

The CBC and ADA require that an accessible route be provided within the building. Basic width requirements are 32-inches minimum clearance at doorways, with a strike-side clearance of 18 inches on the pull side and 12 inches on the push side of doors. In general, circulation aisles and pedestrian ways require a minimum 36-inches in clear width. Thresholds can be no more than 1/2 inch high and heights exceeding 1/4 inch shall be beveled with a maximum 1:2 slope. Exceptions and technical solutions exist for achieving compliance where existing doorways or circulation paths do not meet the code minimums. Doors must be capable of opening 90 degrees and shall be mounted such that the clear width of the exit path is not less than 32-inches. This is not an issue for the Lakeport Carnegie Library because all existing doors accommodate the code requirements.

Accessible Route of Travel

All entrances and exterior ground-floor exit doors must be made accessible to persons with disabilities. An accessible route of travel shall be provided to all portions of the building, to accessible building entrances, and between the building and public way. Exterior accessible routes may include parking access aisles, curb ramps, crosswalks at vehicular ways, walks, sidewalks, ramps, and lifts. At least one accessible route within the boundary of the site shall be provided from transportation stops, accessible parking, accessible passenger loading zones, and public streets or sidewalks to the accessible building entrance they serve.

Accessible parking and accessible paths of travel onto site and to the building will need to be clearly identified. The accessible parking space and loading aisle will need to be clearly striped or otherwise identified on the paving with the appropriate sign posted for the space.

Toilet Fixtures

Currently, the total number of toilet fixtures are sufficient for the current use of the building. The toilet rooms will need to be upgraded for accessibility which may reduce the total number of fixtures given the small area of the current layout. Further study during design will be required to determine final layout and fixture count.

Parking

The total number of accessible parking spaces will be based on the City of Lakeport requirements.

The minimum dimensions per space and access aisle are as follows:

Van dimensions	144" x 216"
Car dimensions	108" x 216"
Access aisle	60" wide

There are no accessible parking spaces directly in front of the library; the closest spaces are directly across the street at City Hall, and just down the street to the southwest. Further study during design will be required to determine whether new accessible parking spaces on the same side of the street or closer to the building are required.

Signage and Wayfinding

Signage designating the accessible parking spaces should be located per code requirements. Directional signage guiding visitors to the accessible parking space should be appropriately placed and easily visible. Directional signage leading from the accessible parking space to the accessible entry will be needed.

Equivalent Facilitation

The CHBC allows for equivalent facilitation in cases where modification would "threaten or destroy the historical significance or character-defining features of the historical building or property." As a design is developed further study will be required to determine the potential extent of disruption to historic fabric.

SITE CONSIDERATIONS

The building's location along Clear Lake is an important part of determining future uses, and will dictate maintenance requirements in the future. The lake is known as one of the oldest lakes

in California; it is also the largest freshwater lake wholly within the state.^{20, 21} Furthermore, the lake provides potable water to Lakeport and other surrounding communities, and is central to the region's tourist industry. There are various factors related to the lake which must be considered when determining future uses for the Lakeport Carnegie Library.

Flooding

The most urgent site-related issue facing the library is the high risk of flooding. The soil on which the library sits is shallow topsoil, which saturates after approximately three to four inches of rainfall.²² As a result, the library has flooded a number of times within its lifetime. Fortunately, the flooding is limited to the first floor.

Potential remedies could be to lift the building, which is a costly endeavor, or to limit the uses of the first floor to those which would be minimally impacted by the relatively rare flooding incidents. Another option would be to modify the first floor building entrances so that they are easily sealed, preventing water infiltration. Any modification of the building to prevent water infiltration, however, must comply with Chapters 15 and 16 of the Lakeport Municipal Code. These chapters, which govern construction within the floodplain, indicate that non-residential construction must have a structure "capable of resisting hydrostatic and hydrodynamic loads;" in the case of substantial improvements the ground floor must have "a minimum of two openings having a total net area of not less than one square inch for every square foot of enclosed area subject to flooding. The bottom of all openings shall be no higher than one foot above grade. Openings may be equipped with screens, louvers, valves or other coverings or devices provided that they permit the automatic entry and exit of floodwater."²³

Whether the City of Lakeport would like to require flood insurance for any potential tenant is an option that should be discussed by municipal leaders.

Environmental Concerns

The health of Clear Lake is intrinsically tied to the environmental health of Lake County. As certain mussels (such as the Quagga and zebra mussels) are harmful to other organisms in Clear Lake and can lead to obstruction of water pipes and intake screens, a concerted effort is underway to eliminate invasive species from the waters of Clear Lake.²⁴ Such issues as odor-inducing algae and aquatic weeds impact use of the lake and the surrounding areas.²⁵

Any proposed use of the Carnegie Lakeport Library should be informed by the environmental concerns facing Lake County, and should support ongoing efforts.

²⁰ United States Geological Survey, 1973. Based on analysis of the underlying soil, Clear Lake was estimated to be approximately 480,000 years old.

²¹ Strategic Advisory Group and Lake County Tourism Industry, "Lake County Economic Development Marketing Strategic Plan, 2011-2013," 3.

²² County of Lake, California, "Cache Creek Dam Flows," May 27, 2009. http://www.co.lake.ca.us/Government/Directory/Water_Resources/Clear_Lake_Information/Cache_Creek_Dam_Flows.htm (accessed August 10, 2014).

²³ City of Lakeport, *Lakeport Municipal Code: A Codification of the General Ordinances of the City of Lakeport, California* (Seattle: Code Publishing Company, 2014).

²⁴ County of Lake, California, "Lake County Invasive Mussel Prevention Program." <http://www.nomussels.com/links/faqs/faq17.htm> (accessed August 10, 2014).

²⁵ Strategic Advisory Group and Lake County Tourism Industry, 21.

GEOTECHNICAL CONSIDERATIONS

Lakeport is located in a highly active seismic area. The region was developed by earthquakes and volcanic activity and continues to develop new faults.²⁶ The land upon which the library sits is, due in part to the fact that it was dredged from Clear Lake, is prone to liquefaction in the event of an earthquake.²⁷ Lakeport sits approximately 30 miles from the San Andreas Fault, and 15 miles from the Healdsburg Fault, putting it at increased risk for moderate to major seismic events.²⁸ No major earthquake has impacted the area since the construction of the Lakeport Carnegie Library.

An examination of seismic systems within the building was not performed as part of this feasibility study. As part of any proposed use, the building should be inspected by a structural engineer licensed in the State of California to ensure that the current construction complies with existing seismic requirements.

HISTORIC PRESERVATION CONSIDERATIONS

The Lakeport Carnegie Library is listed on the National Register of Historic Places. As such, it is considered a qualified historic resource for the purposes of applying special code and regulatory provisions for cultural resources. Therefore, impacts on the building as a resource must be evaluated by a number of criteria.

Secretary of the Interior's Standards

The Secretary of the Interior has developed a set of Treatments and Guidelines for dealing with historic properties. There are four types of treatments, each with their own specific definitions, standards, and guidelines for implementation: Preservation, Rehabilitation, Restoration, and Reconstruction. Of these four treatments, Rehabilitation is the most appropriate for addressing the issues related to the Lakeport Carnegie Library.

Rehabilitation

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

As stated in the definition, the treatment "rehabilitation" assumes that at least some repair or alteration of the historic building will be needed in order to provide for an efficient contemporary use; however, these repairs and alterations must not damage or destroy premiere materials, features or finishes that are important in defining the building's historic character.

The following are the Secretary of the *Interior's Standards for Rehabilitation*:²⁹

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.

²⁶ Elizabeth Larson, "State's Updated Earthquake Map looks at seismic faults in new detail," *Lake County News*, July 31, 2010. At the time of the USGS's 2010 map, a number of new faults had developed in Lake County, but not as many as had developed in previous years.

²⁷ City of Lakeport, *General Plan 2025* (Roseville, CA: Quad Knopf, August 2009), X-3.

²⁸ United States Geological Survey, "Earthquake Hazards," www.comcat.cr.usgs.gov (accessed August 10, 2014).

²⁹ This section is quoted from National Park Service, "Technical Preservation Services, Rehabilitation as a Treatment," <http://www.nps.gov/tps/standards/four-treatments/treatment-rehabilitation.htm> (accessed March 6, 2013).

2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

This is the most appropriate treatment for overall development of a reuse plan for the Lakeport Carnegie Library, and these standards should be consulted as part of any use determinations or studies.

California Environmental Quality Act (CEQA)

The California Environmental Quality Act (CEQA) provides the legal framework by which historical resources are identified and given consideration during the planning process. The law was adopted in 1970 and incorporated in the Public Resources Code §5024. CEQA's basic functions are to:

- Inform governmental decision makers and the public about the potential significant environmental effects of proposed activities;
- Identify ways to reduce or avoid adverse impacts;

- Offer alternatives or mitigation measures when feasible; and
- Disclose to the public why a project was approved if significant environmental effects are involved.

CEQA applies to projects undertaken, funded, or requiring the issuance of a permit by a public agency. The analysis of a project required by CEQA usually takes the form of an Environmental Impact Report (EIR) or Negative Declaration (ND).³⁰ Generally, a project that follows the Secretary of the Interior's guidelines will be considered mitigated to a less than significant level, according to CEQA Guidelines Section 15064.5 (b)(3).

CEQA requires that public or private projects financed or approved by public agencies must assess the effects (also referred to as impacts) of the project on historical resources. Historical resources may generally include buildings, sites, structures, objects, or districts, each of which may have historical, architectural, or scientific significance. Because all National Register-listed districts and properties are automatically listed on the California Register of Historic Resources (CRHR), the Lakeport Carnegie Library qualifies as a historic resource under CEQA.³¹

ECONOMIC CONSIDERATIONS

In developing potential uses for the Lakeport Carnegie Library, the economic picture of both Lakeport and Lake County must be reviewed. Both the poverty and unemployment rates in Lake County are higher than the rest of the state.³² Government is the largest employer in Lake County.³³ Agriculture is popular within the area as well. In some regards, the area is typical of many rural and exurban areas throughout California and the United States.

Where Lake County differs, however, is its spirited and diversified tourist industry. Visitors to Lake County spent nearly \$140 million in 2011.³⁴ Many of the visitors to Lakeport are drawn to Clear Lake's abundant bass fishing opportunities, as well as recreational watersports.

The other major contributor in the Lake County tourist economy is the rapidly growing wine industry, in part due to its proximity to Mendocino, Sonoma, and Napa counties. There are 36 wineries in Lake County, up from only four wineries in 1995.³⁵ Lakeport sits within the Clear Lake American Viticultural Appellation (AVA), an official wine-growing region.³⁶ The new opportunities brought forth from the exploding wine industry can be used to draw oenophiles to Lake County, and Lakeport specifically.

Other aspects of the Lake County tourist industry include gaming, as well as entertainment options provided by the Lake County Fairgrounds.³⁷

³⁰ South Coast Air Quality Management District, "CEQA," <http://www.aqmd.gov/home/regulations/ceqa> (accessed June 23, 2014).

³¹ California Public Resources Code 5024.1(d)(1).

³² Center for Economic Development, California State University at Chico, "Lake County: Economic and Demographic Profile," (2014), 20-27. Prior to the recent recession, Lake County had been experiencing steady economic growth.

³³ *Ibid.*, 22.

³⁴ *Ibid.*, 54.

³⁵ Strategic Advisory Group and Lake County Tourism Industry, 21.

³⁶ United States General Printing Office, Federal Code Regulations, Title 27: Alcohol, Tobacco Products, and Firearms. <http://www.gpo.gov/fdsys/pkg/CFR-2008-title27-vol1/xml/CFR-2008-title27-vol1-sec9-99.xml> (accessed July 28, 2014).

³⁷ Strategic Advisory Group and Lake County Tourism Industry, 21.

Market Analysis

Market conditions in Lake County and Lakeport have been studied at length, and generally it is agreed that the economy needs expansion so as to provide more economic stimulation for the community and the region.

Current commercial rent rates in Lake County are approximately \$1.25 per square foot. This is far less than other metropolitan areas in California, but is within an expected range for the region. The Lakeport Carnegie Library has approximately 2,300 net square feet of space to be utilized; that amount translates to a monthly rent of approximately \$2,875.

This equates to \$34,500 of rental income per year, which can be used to finance the rehabilitation and ongoing management of the building. Individual events such as weddings and receptions also provide an income stream through venue rental. A target range for these individual fees would be from \$350 to \$700 per event. With two events each month, that equates to \$8,400 to \$16,800 annually. The space would have to be marketed professionally to develop an acceptable gross revenue stream. Further research would be necessary, ideally with event coordinators throughout the area, in order to place the venue within the local market demands.

Construction Costs

Construction costs to complete a significant upgrade of the building could be estimated in the range of \$400,000 to \$800,000 depending on public or private bidding requirements, prevailing wage issues, extent of work completed on the structure, etc. The City would need some funding support to complete work, the extent of which would be based on other demands.

One of the City's first priorities is making the library ADA-compliant. The way to achieve this goal with minimal disruption of the historic fabric is to install an Article 15 lift, as described earlier. Current cost for such an elevator is approximately \$100,000. Minor alterations, such as raising the guardrails at the exterior stairs and improving a path to the municipally owned restrooms within Library Park, could likely be performed by City maintenance staff.

Development Models

The development of real property takes considerable resources of money, time, and commitment. Communities that are strengthening their economic development cycle often are limited as to what can be achieved for larger-scale endeavors due to the lack of these resources. Making sure that the most successful development use scenario for a property is supported improves the probability that the development will occur. Assessing an appropriate range of use options allows for better decision making.

The income streams noted above provide examples of how income production can be funneled (either by the City or a responsible party that has delegated duties for managing the property) into upgrade and operations. Various methodologies are available to the City to accomplish this end goal. These may not provide all of the funding needed for the project but may serve to significantly reduce the financial challenges encountered in pursuing a major project.

There are a variety of methodologies for the implementation of development projects that are available to municipal agencies. Each has strengths and weaknesses for the project and community. To maximize the economic development potential of real property, consider using local resources when appropriate. The more complex a project is, the more specialized

knowledge and expertise will be needed to make the project a success. If this occurs, expertise from outside the area may be required.

Financial risk and project expense are often limiting factors in a development project. The owner's or the community's motivations can also play into project success. As the risk increases, the need for control of the project increases by the developer. Thus some of the following approaches must balance the risk and motivations of owner and developer and must be overtly identified in project planning. Also the community can play an important role in reducing risk by defining what it is willing to support *throughout the life of the project*.

The library's rehabilitation is only one aspect of the process. Rental of commercial spaces will be necessary, as will the ongoing management of the property. The recruitment of appropriate business interests should be coordinated with larger-scale commercial mix considerations for the surrounding area. Quality tenants will draw a quality mix of clientele. Service diversity will benefit the clientele from other businesses, making the district more attractive to the community and tourists.

Seek a good cross-representation of businesses and services before adding more of one type of business that may compete within a limited economic base. Some service sectors are more sensitive to this characteristic than others. For example, multiple restaurants in a community would have better survival odds than multiple gift shops.

Another consideration is that different development options have variable funding mechanisms associated with them. Private and government financing and funding sources set particular prerequisites. Consideration should be given to these prerequisites as they may set building uses and users and involve variable time lags for access to capital. Market and economic conditions also affect availability of funding.

Ongoing property management controls both the maintenance and appearance of the building as well as the tenant mix and the servicing of their needs. Setting common expectations with individual businesses that create continuity in the commercial district will benefit both businesses and clientele. Therefore, it is important to maintain standard hours and days of operation, street and building facade cleanliness, maintenance of window displays, etc.

The development models described below assume that the City of Lakeport will remain as Owner of the Carnegie Lakeport Library, as there is no interest in selling the property; furthermore, deed restrictions prevent such a sale. It was confirmed, however, that the City possibly will not manage the day-to-day requirements of the property. In this case, it is recommended that a non-profit site manager is retained to coordinate the use of the library.

Long-Term Land Lease

The City of Lakeport could pursue a long-term land and building lease for the Carnegie Lakeport Library. The term considered needs to be in the 10 to 25-year range depending on types of financing, tax incentives, and general building developer comfort. Once the lease has been established, the development of the Library building can begin as the developer has stable control of a building and can justify investment in the project. The City would maintain ownership and receive a stipend. The developer, who takes the risk, will make most of the profit. This stipend-profit mix will vary based on risk, as well as the City's ability to fund the library's rehabilitation.

City “Sponsored” Development Proposal

Another successful method for recruiting the best developer for the community is a Request for Developers. This process advertises the development opportunity to the private sector so that the City is not actually completing the development but instead sets the parameters and expectations for the development, to which a proposed developer must agree. Often the proposal must provide a public benefit. This benefit could provide a community meeting room or other spaces for public uses, be a central feature of a significant revitalization effort, or provide a highly desirable business. The issuing Agency can require the preparation of the development concept, an economic pro-forma, and financing and capitalization capacity to name a few ideas.

Community-Initiated Development

If the City cannot or will not initiate and complete the development of the building, the community may determine that assuming the responsibility is a viable option. Although not simple in structure or process, this has been accomplished by concerned citizens where the owner or local government do not have the resources. Community efforts can access and share both expertise and workload. Sometimes the equity needed for a project can come from a variety of concerned citizens within the area. Inevitably the community creates a legal entity to complete the project. It would not be uncommon for a business improvement organization to lead this process.

Lakeport has several successful examples of community-initiated and community-supported development. Any development of the library building that is primarily commercial in nature, however, would have to be approved by the Lakeport City Council, as restrictions on commercial use of lakefront space exist.

STAKEHOLDER CONSIDERATIONS

Visioning Workshop

The Visioning Workshop was conducted on June 18, 2014 at the Lakeport City Hall. A number of goals and parameters, as well as a brief history of the building, were presented to the workshop participants to set the groundwork for the development of a common vision of use for the site. As a result of both large and small group brainstorming, a shared vision of the reuse of the Lakeport Carnegie Library was discussed. Fortunately, there is much interest within the community for developing the library building for a new use.

There were a variety of proposed uses and needs for the building and site presented at the Visioning Workshop. These included:

- Clear Lake Environmental Research Center
- Location to provide education about the natural resources of Lakeport and Lake County
- Location to display items related to the history and heritage of Lakeport and Lake County
- Multi-purpose space
- Event venue (weddings, local celebrations)
- Conference rooms for visitors in town for business purposes
- Support spaces related to sport fishing
- Wine education space
- Winery or brewery (utilizing possible patio or deck space)

- Visitors Center
- Broadcast television studio (with small transmitter)

Potential building improvements and enhancements were also discussed as part of the Visioning Workshop:

- Improved ADA compliance, including installation of an elevator and modifying exterior steps
- Modernization of the restrooms
- Construction of a second floor deck, to the rear (east) of the building
- Construction of a first floor patio, to the rear (east) of the building
- Improved interior lighting
- Installation of central heating

Architectural Program Development

The plan and implementation for the proposed projects and building improvements were briefly discussed during the workshop. Participants suggested a phased opening of the space, to allow use even before the major improvements (such as ADA compliance) were completed. Incremental improvements to occupy the building should be made as soon as possible.

Participants suggested a time frame of three to five years for implementation of library reuse, which is a realistic amount of time given the good condition of the building. Because of the accessibility issues, however, full use of the building may not be possible without improvements to bring the building into compliance with ADA requirements.

The three to five-year time frame suggested during the workshop could bring any proposed project to completion during the Centennial year of the Lakeport Carnegie Library, which is in 2018.

NEXT STEPS

As City leaders go forward with coordinating the reuse of the Lakeport Carnegie Library, further items should be pursued:

- Finalization of several uses (ideally, no more than three) which have community support as described above. These uses must each be able to garner no less than \$3,125 monthly in rents.
- Development of community partnerships and potential funding sources. This could include public-private partnerships, non-profit civic and business groups, as well as local businesses.
- Review of the current conditions of the building with a structural engineer, licensed in the State of California, to determine what, if any, seismic repair work will be required.
- Review of the current conditions of the building with a consultant specialized in compliance with the Americans for Disabilities Act (ADA) to determine required work.

- Review of the current conditions at the rear with a geotechnical engineer, to determine if lifting the building to eliminate the risk of flooding is feasible as well as to determine the work required in installing a patio or deck on reclaimed land.
- Consideration of a request for developers for public proposals.

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Appendix A

EXISTING CONDITIONS PHOTOS



Figure A1. View of the Lakeport Carnegie Library and surrounding townscape from 2nd Street, facing east

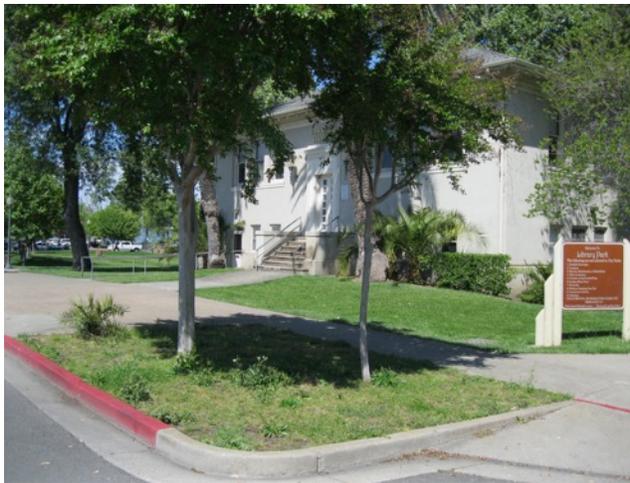


Figure A2. View of library and site looking northeast



Figure A3. View of library and park looking southwest



Figure A4. View of library and park looking west



Figure A5. View of library looking southeast



Figure A6. ADA ramp on front façade of building



Figure A7. Drainage system at the rear (east) of library



Figure A8. Concrete fountain now serving as a planter, rear of building



Figure A9. View of library looking northwest



Figure A10. View of the shoreline of Clear Lake, looking south



Figure A11. Detail of deterioration of window on the exterior



Figure A12. Steps leading to the first floor, facing east



Figure A13. Detail of concrete front steps



Figure A14. Detail of plant growth on building



Figure A15. Detail of plaster deterioration



Figure A16. Detail of crack in concrete pillar at façade



Figure A17. Grouped windows at second floor of building



Figure A18. Detail of wooden string course deterioration



Figure A19. Detail of paint peeling from string course



Figure A20. Detail of plaster deterioration



Figure A21. Detail of crack in plaster



Figure A22. Detail of wooden string course on water table



Figure A23. Detail of plaster crack near window



Figure A24. View looking down stairwell to first floor



Figure A25. Southern access door detail viewed from hallway



Figure A26. View of laboratory room and door from hallway



Figure A27. Contemporary heating unit in restroom



Figure A28. First-floor access ramp intervention



Figure A29. Unfinished wooden wall paneling in room used for storage



Figure A30. First floor storage below staircase



Figure A31. Unfinished wooden wall paneling in room used for storage



Figure A32. Unfinished cornice molding in main reading room



Figure A33. Original hardware handle on built-in cabinetry



Figure A34. Original hardware knob and latch on built-in cabinetry



Figure A35. Original wooden furniture



Figure A36. Base detail of freestanding bookshelf



Figure A37. Original cabinetry

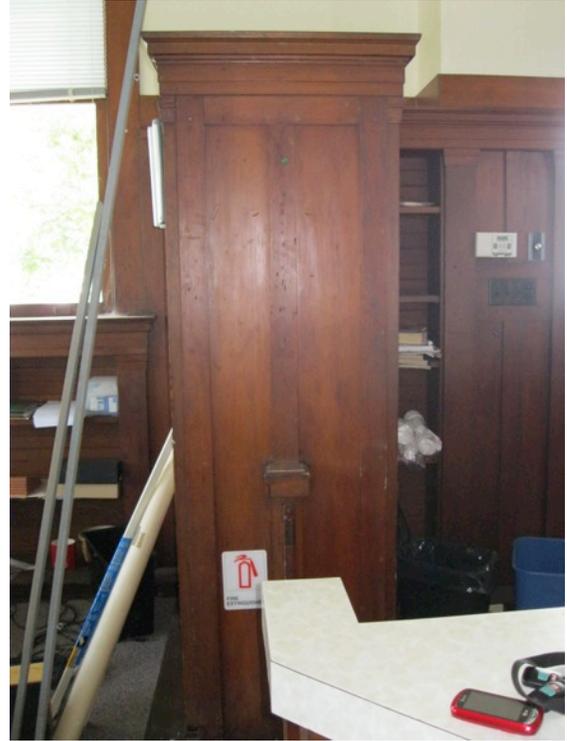


Figure A38. Side view of freestanding bookshelf

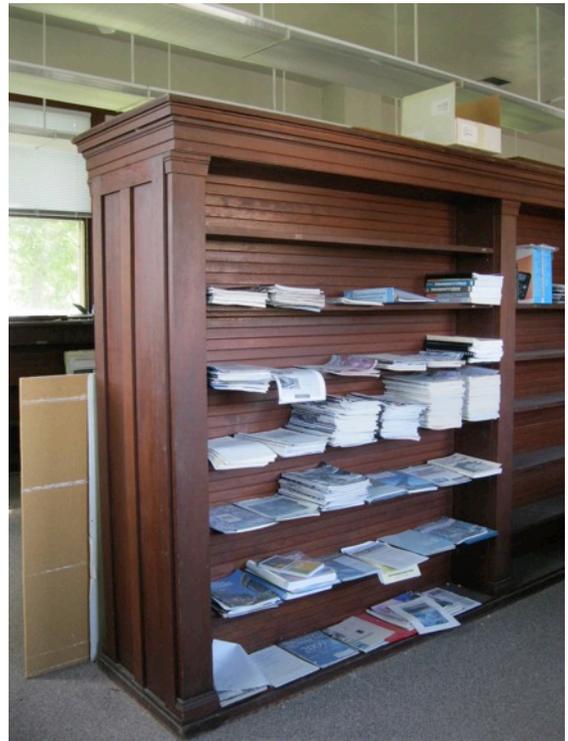


Figure A39. Bookshelf



Figure A40. Eastern wall with built-in bookshelves



Figure A41. Contemporary ceiling fan with older base



Figure A42. Missing plaster from ceiling, exposed lath



Figure A43. Contemporary fluorescent light fixtures