



# FEASIBILITY STUDY

## CARNEGIE LIBRARY | YREKA CA



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## Contents

<b>EXECUTIVE SUMMARY</b> .....	v
<b>INTRODUCTION</b> .....	1
<b>HISTORIC SIGNIFICANCE</b> .....	3
<b>CURRENT CONDITION &amp; STRUCTURAL COMPONENTS</b> .....	7
<b>Location</b> .....	7
<b>Current Condition</b> .....	7
<b>Architectural Significance</b> .....	10
<b>Environmental Assessment</b> .....	10
<b>Building Components</b> .....	11
Exterior Building Components.....	11
Interior Building Components.....	13
<b>Structural Reuse Summary</b> .....	14
<b>REHABILITATION POLICIES, STATUTES, &amp; LEGAL CONSIDERATIONS</b> .....	16
<b>Historic Rehabilitation Considerations</b> .....	16
Secretary of Interior Rehabilitation Standards .....	16
State Historic Preservation Office (SHPO) .....	17
Yreka Municipal Code, Title 17: Historic District.....	17
<b>Environmental Considerations</b> .....	18
California Environmental Quality Act (CEQA).....	18
National Environmental Policy Act (NEPA) and Section 106 .....	18
<b>Accessibility Considerations</b> .....	19
American Disabilities Act.....	19
<b>Legal Reuse Summary</b> .....	19
<b>PUBLIC FACILITY FEASIBILITY</b> .....	21
<b>Community Input</b> .....	21
<b>Market Conditions</b> .....	21
Current Data.....	21
Emerging Trends.....	23

Financial Consideration .....	24
Decision Forward .....	25
<b>REUSE STRATEGIES .....</b>	<b>27</b>
<b>Adaptive Reuse and Placemaking Strategy.....</b>	<b>27</b>
<b>Rural Prosperity Task Force Recommendations .....</b>	<b>28</b>
e-Connectivity for Rural America: .....	28
Improving Quality of Life: .....	28
Supporting a Rural Workforce: .....	29
Harnessing Technological Innovation: .....	30
Economic Development: .....	31
<b>Strategic Investment Summary .....</b>	<b>32</b>
<b>CONCEPTUAL ACTION PLAN.....</b>	<b>33</b>
<b>Phased Rehabilitation Plan.....</b>	<b>36</b>
Phase I: Project Development/Due Diligence.....	36
Phase II: Permitting .....	37
Phase III: Construction.....	37
Phase IV: Plan for Occupancy.....	37
Phase V: Occupancy.....	38
<b>Phased Development Timeline .....</b>	<b>38</b>
<b>Long-term Maintenance Plan .....</b>	<b>40</b>
Goals of the Maintenance Plan .....	41
<b>COST ESTIMATE &amp; FINANCING .....</b>	<b>42</b>
<b>Cost Estimate for Rehabilitation .....</b>	<b>42</b>
<b>Rehabilitation Fundraising Strategy.....</b>	<b>44</b>
<b>Local Funding Opportunities.....</b>	<b>45</b>
<b>State Funding Opportunities .....</b>	<b>46</b>
<b>Federal Funding Opportunities.....</b>	<b>47</b>
<b>Potential Purchase Structure.....</b>	<b>48</b>
<b>Operational Considerations .....</b>	<b>I</b>
<b>CONCLUSION AND NEXT STEPS.....</b>	<b>III</b>

APPENDIX A: PHOTOGRAPHS DOCUMENTING CURRENT CONDITIONS..... IV  
APPENDIX B: RENDERINGS AND FLOORPLANS ..... VII  
APPENDIX C: CONSULTANT NOTES.....VIII

## EXECUTIVE SUMMARY

The Siskiyou County Economic Development Council (SEDC) was awarded a USDA Rural Development, Community Facilities Technical Assistance and Training Grant titled to develop this feasibility study for Siskiyou County, California and the incorporated cities within to revive the Historic Carnegie Library Building. Under the grant, professional staff at SEDC provided technical assistance to author the contents of this feasibility study to map a strategy to successfully fundraise, rehabilitate, and adaptively reuse the Yreka Carnegie building in a way that maximizes its inherent economic value while celebrating its storied history.

Case studies show that preserving the character of a city's vacant, underutilized spaces provides a positive return on investment to the triple-bottom line. Extraordinary costs serve as a challenge, but when historical landmarks are revived, they are a catalyst for investment, return lasting economic benefits, and elevate the character of the city. Siskiyou County is home to some of the oldest Cities in California, with many founded during the California gold rush era. These charming, historic downtowns are home to buildings from the early 1900's poised for catalytic investment.

Nestled in the heart of downtown Yreka's West Miner Street Historic District (National Register #72000258), the Yreka Carnegie Library (National Register #92000270) has served as an important feature of the community's physical and cultural infrastructure for 104 years. Over time, the structural and mechanical components of the building has become worn and is in need of repair. Our ultimate goal is to revitalize this important historical asset to serve as a cornerstone of economic and community prosperity.

Through the development of this feasibility study, we are proposing an adaptive reuse and placemaking strategy to return long-term stability and investment to the Yreka Carnegie Library and the West Miner Historic District of Yreka. The Yreka City Council, the current owner of the building, provided initial insight to the new ownership structure. Yreka determined that a nonprofit entity would be the best owner in regard to a funding campaign for restoration, ability to provide needed services within the residential area, and willingness to negotiate sale terms which position the City to protect the building in perpetuity. After a thorough analysis of the physical constraints, permissible uses, and market demand, the vision for the Carnegie is to restore its former grandeur by beautifying the building exterior and redesigning the interior as a modern workspace and conference venue. This strategy saves a national treasure, introduces a new economic base in a disadvantaged region, and further creates investment opportunities in Siskiyou County.

## INTRODUCTION

At the northern-most border of California, Siskiyou County is the state's fifth largest county by geographic area, yet our population is quite small, with 44,650 residents dispersed county-wide. With 7635 residents, the county seat of Yreka is our largest population center. Founded at the height of the California gold rush and surrounded by national forests, Siskiyou communities have cycled through boom and bust economies and have a shared history of economic distress. Chronic high unemployment, low-wages, poverty, over-dependence on government support, and lack of economic diversity have stretched the resources of the local governments beyond sustainability.

Acknowledging these issues, the jurisdictions of Siskiyou have strengthened relationships with community partners to champion a tourism improvement district, pursue workforce development funding, and prioritize community services through nonprofit entities. However, Siskiyou's vast geography and poor, rural characteristics mean there aren't enough dedicated resources to plan a new facility that will enrich the capacity of our local nonprofits and jurisdictions. In effort to achieve this goal, the Siskiyou County Economic Development Council (SEDC) partnered with county jurisdictions to pursue initial investment. As a result, the SEDC was awarded a USDA Rural Development, Community Facilities Technical Assistance and Training Grant to develop this feasibility study to revive the Historic Carnegie Library Building located in the county seat, the City of Yreka.

As a City asset with a rich history in service to the community, the Carnegie Library is uniquely and strategically poised for new investment as a community facility. The Carnegie Library in Yreka, California was listed on the National Register of historically significant places in 1992 (National Register #92000270) and resides in the federally designated West Miner Street Historic District (National Register #72000258). Construction on the building began in 1914, opening a year later to serve as a public library until 1969.<sup>1</sup> From then until 2019, the Library served as the headquarters for the Yreka Police Department. During the initial tenure of the police department, the Carnegie was remodeled, receiving a two-floor, 2,000-square-foot addition in 1980.<sup>2</sup> Currently, the building is unoccupied, and the community is eager to restore the Carnegie into a public facility to catalyze revitalization and vibrancy in Yreka's historic downtown.

This feasibility study is a first and necessary step to create a vibrant, usable community facility that will improve economic and community development in alignment with the recommendations of the Rural Prosperity Task Force. The objectives of this feasibility study are as follows:

- a. Create an achievable plan for a revitalized and economically stable facility through enhancement of the building, grounds, programming, and operation;

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<sup>1</sup> California Office of Historic Preservation, *California Historic Carnegie Library Project*, (Rohnert Park, CAOHP, 1992)

<sup>2</sup> Guy Fryer, AIA. 2012. *Yreka Police Department*. Needs Assessment Report, Yreka: Siskiyou Design Group, Inc.

- b. Rehabilitate the Yreka Carnegie Library building in a way that retains its beautiful architectural features and adheres to the State of the Interior's Standards for Rehabilitation;
- c. Boost Siskiyou's economy in tandem with the recommendations of the Rural Prosperity Task Force by incorporating the recommendations in the feasibility plan;
- d. Focus on creative solutions that celebrate the local history, allow for continued and expanded public enjoyment of the Carnegie Library building and site, and acknowledge the historical and economic value of the resource;
- e. Strategize ways to ensure the safety of the building and include code adherence and risk assessments; and
- f. Create a conceptual site plan to garner community support.

This feasibility study begins with a deep dive into the Yreka Carnegie Library's extensive history. To develop the services needed from the public facility, this feasibility study considers the building's storied history, spatial constraints, legally permissible uses, and community input on the project. Moreover, this study provides strategies for historic reuse in alignment with the nationally recognized Rural Prosperity Taskforce Recommendations to maximize this multifaceted investment opportunity. With the facility considerations developed, the conceptual action plan and fundraising prospectus provide the jurisdictions with an opportunity to visualize the enduring public-private investment to promote long-lasting rural prosperity.

## HISTORIC SIGNIFICANCE

The continued action and perseverance of several generations of Siskiyou County women contributed to the successful construction of the Yreka Carnegie Public Library. The first prelude to the library came in 1855, when interest was initially expressed to establish a Ladies Library to facilitate education and comradery between women and children who were left together while the majority of men were off mining. The Ladies Library officially formed the Yreka Improvement Club (YIC) in 1910 as a part of the greater woman's club movement led by the nationally recognized General Federation of Women's Clubs. Like many other similar organizations across the country in the early 1900's, YIC was led by a committee of women from the local community who sought to improve the livelihoods of all community members. After drafting a constitution and recruiting 75 members, the YIC sought to establish a public library and reading room, which it saw as a desirable and much-needed improvement.<sup>3</sup>

The earliest iteration of Yreka's public library came from a space the YIC reserved in the Morrison and Lash Building, which is currently located at 219, 221, and 223 West Miner Street. Furniture was loaned for the room before it moved to a rented room in the nearby Franco-American Hotel. The rent for the newly formed Yreka Reading Room was funded through subscriptions and the support from local businessmen, but it did not have municipal support.

This changed when the Yreka Board of Trustees followed suit from an act passed by the California legislature that provided for the establishment and maintenance of public libraries within municipalities.

**Yreka, Siskiyou co.**  
YREKA FREE READING ROOM. Mrs Nettie Magoffey, Lib'n. Est. 1910. Open daily, 1:30 to 5 and 7 to 10 P. M. Located in room in Franco-American Hotel block.  
Total vols not reported.  
The Yreka Improvement Club has secured a light, comfortable room in the Franco-American Hotel block, which has been fitted up for a public reading room.—*Sacramento Bee*, Jan. 19.  
The Yreka city trustees on Feb. 1 appropriated \$30 for the month of February to the Yreka Improvement Club and agreed to make a regular monthly appropriation for a certain amount to be agreed upon later.—*Sacramento Bee*, Feb. 2.  
The Yreka Improvement Club has opened a correspondence with Andrew Carnegie and hopes to get a donation for a library building.—*Etna Advance*, Feb. 10.  
Mrs Nettie Magoffey has accepted the position of librarian of the Yreka Free Reading Room and on Mar. 19 entered upon her duties. The room will be open from 1:30 to 5 and 7 to 10 P. M.—*Yreka News*, Mar. 24.



Morrison and Lash Building; 2020



Franco-American Hotel; 1910's

<sup>3</sup> Clayton Tapscott, *Yreka Carnegie Library*, (Yreka)



In June of 1910, the City passed ordinance no. 68 which adopted The Yreka Reading Room to create the Yreka Public Library supported by a local tax.<sup>4</sup>

The Board of Trustees deliberated on where to develop a site for the sole purpose of housing the library. There were arguments for it to be constructed near the City Hall, thereby creating a civic center. This idea was countered with opposing arguments that the building should remain in the residential part of town for maximum convenience. Throughout this process, the YIC advocated for financial assistance from the Carnegie Corporation to cover initial construction costs.

Between 1883 and 1920, the Carnegie Corporation, aptly named after self-made steel magnate and billionaire Andrew Carnegie, utilized its founder's personal fortune to establish free public libraries throughout the United States<sup>5</sup>. The idea of a free public library was novel at the time, but it reflected Carnegie's belief that an individual's access to a library is the single greatest way to improve his or her life. The philanthropic arm of the Carnegie Corporation provided grants for the initial construction of public libraries to Cities that had suitable land and established a tax district for operating costs.

On March 14, 1913, the Carnegie Corporation promised the City of Yreka a grant for \$8,000 to aid in the cost of the library construction – this amount is equivalent to \$209,000 today.<sup>6</sup> With a compromise to place the library at the edge of the business district, on June 12<sup>th</sup> of 1913, the City purchased the lot that the Yreka Carnegie Library stands on today. The cost of the lot was \$1,000, which was met with assistance from \$100 raised by the YIC.<sup>7</sup> The City of Yreka passed a resolution on January 6<sup>th</sup>, 1914, which formally accepted the offer from the Carnegie Corporation and pledged to maintain a free public library under the conditions that it costs no more than \$800 to operate annually.<sup>8</sup>

Work on the library began on March 3, 1914 when the Board of Trustees ordered to prepare the plans and specifications.<sup>9</sup> This occurred at the same meeting where property owners on Main Street petitioned for the street to be paved, bolstering the community's desire to substantially improve the City's infrastructure. Soon after the order, on March 31 the Board accepted specifications and plans by Architect W.H. Weeks and Engineer A.E. Graves.<sup>10</sup>

The first bid for contractors was announced on April 1, and the City received one bid from Klamath Falls, Ore. -based Cofer Brothers for \$8,971.45. With no choice but to reject the bid on May 5, the Board sought revisions to the plans from the architect in order to lower the costs to meet the available funding.<sup>11</sup> These revisions were finalized on May 23<sup>rd</sup> and bidding re-opened. Although the Cofer

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<sup>4</sup> Sacramento Bee, *News Notes of California Libraries Vol 5 No 1*, (Sacramento, Sacramento Bee, 1910)

<sup>5</sup> Abigail A. Van Slyck, *Free to All: Carnegie Libraries and American Culture, 1890-1920*, (Chicago, University of Chicago Press, 1998), 25.

<sup>6</sup> Yreka Journal, *Library for Yreka*, (Yreka, Journal Publishing Company, 1913)

<sup>7</sup> Yreka Journal, *Board of Trustees- August 5<sup>th</sup>, 1913*, (Yreka, Journal Publishing Company, 1913)

<sup>8</sup> Yreka Journal, *Board of Trustees- January 6<sup>th</sup>, 1914*, (Yreka, Journal Publishing Company, 1914)

<sup>9</sup> Yreka Journal, *City Trustees- March 11, 1914*, (Yreka, Journal Publishing Company, 1914)

<sup>10</sup> City of Yreka, *Carnegie Library Located at 412 W Miner St, City of Yreka, California* (Yreka, City of Yreka, 1970)

<sup>11</sup> Yreka Journal, *City Trustees Meet- May 5<sup>th</sup>, 1914*, (Yreka, Journal Publishing Company, 1914)

brothers revised their bid to an acceptable level of \$7,812, the contract was awarded to Peterson & Wilson, based in San Francisco, for \$7,081.<sup>12</sup>

Construction began in July 1914 with the raising the building's foundation, as the current library was experiencing growing pains. The Yreka Public Library had 428 card holders and loaned out 4,382 books in the year prior to construction, a significant feat for a four-year-old library in a town of 1,134 (US 1910 census).<sup>13</sup> Unfortunately, these pains would drag on longer due to financial troubles experienced by Peterson & Wilson. On November 7, Peterson & Wilson communicated with the City that it would be unable to complete construction, putting the project on hold indefinitely.<sup>14</sup>

It would not be until April 6, 1915 that the City would reopen the project for bidding after it could evaluate the cost of the remaining work. On April 29, local contractor C.L. Noel won the bid to

complete the Carnegie Library for \$1,733, buying equipment from the now-bankrupt Peterson & Wilson. Construction was completed on August 18, although there were continual improvements made after completion; including a donation of \$400 for furniture from the YIC.<sup>15</sup> The grand



opening was announced for Thursday October 21, 1915. Attendees were asked to donate one book to assist the library's growing catalog. According to local newspaper, *the Yreka Journal*, this was not an event to miss. "***Music was to be provided for guests along with free punch***", ensuring that the grand opening would be a riveting event (*Yreka Journal* article, October, 1915). The desire for the Yreka Carnegie Library to be a shared asset accessible to everyone in the community pervaded every aspect of its formation and coronation. This is best exemplified by a quote from the newspaper, which said every citizen should be proud to be able to say: "***I was present at the formal opening of that Library.***"<sup>16</sup>

The YIC maintained an active role in supporting the library after it opened, including the financing of electrical fixtures from C.O. Power company on January 5, 1916. Shortly thereafter on January 12,

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<sup>12</sup> Yreka Journal, *Carnegie [sic] Library- June 17<sup>th</sup>, 1914*, (Yreka, Journal Publishing Company, 1914)

<sup>13</sup> Yreka Journal, *Yreka Library Report- July 1, 1914*, (Yreka, Journal Publishing Company, 1914)

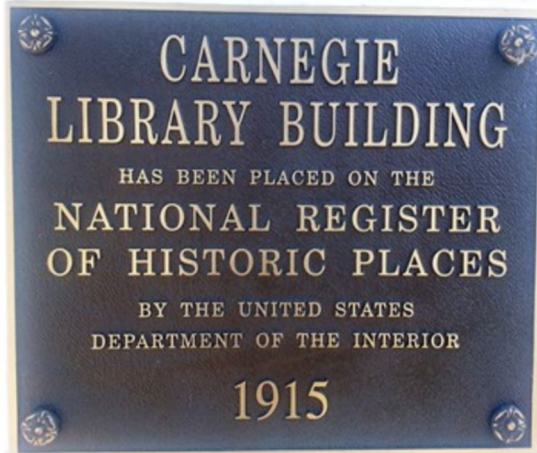
<sup>14</sup> City of Yreka, *Carnegie Library Located at 412 W Miner St, City of Yreka, California* (Yreka, City of Yreka, 1970)

<sup>15</sup> City of Yreka, *Carnegie Library Located at 412 W Miner St, City of Yreka, California* (Yreka, City of Yreka, 1970)

<sup>16</sup> Yreka Journal, *Grand Opening of Yreka Public Library- October 13<sup>th</sup>, 1915*, (Yreka, Journal Publishing Company, 1915)

the contractor tasked with completing the library, Chas Noel, completed the installation of a furnace. This cemented the pride and popularity of the library, with the Yreka Journal saying: *“The warmth and cheerful atmosphere pervading the handsome and commodious apartments of the reading rooms, brings smiles of contentment to the visitors who gather there.”*<sup>17</sup>

The original site served as a public library for the next 55 years until 1970 when it finalized its merger with the Siskiyou County Library, located six blocks away in Yreka.<sup>18</sup> The Yreka Police Department soon relocated to the Carnegie building, modifying its interior in order to suit its needs by constructing several offices.<sup>19</sup>



In 1977, the Yreka Police Department hired A.J. McMurry Company to build an addition to the library to better support its operations. In 1980, a two-floor addition to the northside of the building was completed. The addition maintained the exterior aesthetics of the original library; however, it did not utilize the same historic techniques or materials used in the original library.<sup>20</sup>

In 1990, the Yreka Carnegie Library was placed on the National Register of Historic Places, signifying the importance of preserving the building as well as granting any work on the building to qualify for historic tax credits. The Yreka Carnegie Library was listed with a Type C classification for its Classical Revival style as well as its association with W.H Weeks.<sup>21</sup>

Fifty-eight Carnegie Libraries in California have already been demolished, with excessive repair costs serving as the primary reason. This feasibility study is the first step in the important process to preserve the Yreka’s Carnegie Library Building, which is the most northerly in California, beyond Eureka and Ferndale on the Pacific coast as well as Alturas in California’s north.<sup>22</sup>

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<sup>17</sup> Yreka Journal, *Library Furnace- January 12<sup>th</sup>, 1916*, (Yreka, Journal Publishing Company, 1916)

<sup>18</sup> California Office of Historic Preservation, *California Historic Carnegie Library Project*, (Rohnert Park, CAOHP, 1992)

<sup>19</sup> California Office of Historic Preservation, *California Historic Carnegie Library Project*, (Rohnert Park, CAOHP, 1992)

<sup>20</sup> Guy Fryer, AIA. 2012. *Yreka Police Department*. Needs Assessment Report, Yreka: Siskiyou Design Group, Inc.

<sup>21</sup> <https://npgallery.nps.gov/GetAsset/a0edf010-9916-4cb9-a4ff-59d0c7ab4fc1>

<sup>22</sup> California Office of Historic Preservation, *California Historic Carnegie Library Project*, (Rohnert Park, CAOHP, 1992)

## CURRENT CONDITION & STRUCTURAL COMPONENTS

### Location

The Yreka Carnegie Library Building (APN 053-352-100) is located at 412 W Miner St in Yreka, California. At the western end of the downtown, the building sits on the west side of the intersection of Oregon Street and West Miner Street, facing south. The parcel is currently owned by the City of Yreka<sup>23</sup>, sharing access to its lot with neighboring 404 W Miner St to its east as well as 418 W Miner St, a hair salon to its west.

Several downtown merchants, Federal and State offices, community service offices, and residents are within walking distance of the Carnegie building. In addition, a local bus stop and bike route lead directly into the downtown. For rural residents who might utilize the facility from further out, the Carnegie is less than a half-mile from the Interstate-5 on/off ramp and State Route 3 with ample parking space in the onsite parking lot, street parking, and two City owned parking lots. The Carnegie's location is highly desirable due to its accessibility, visibility in the downtown, in addition to its historic tourism appeal within the West Miner Historic District.



Photo 1. The Carnegie parcel highlighted in yellow (Mapquest aerial view, amended by author, 2019.)

### Current Condition

The Yreka Carnegie Library building is comprised of the original footprint with the grand entrance on Main Street and includes the basement that housed the boiler and current equipment room. The newer, North end of the building facing the large parking houses the two-story addition that was added in the 1970's. The Carnegie Library (including the addition) is approximately 3,300 square feet, and the property parcel is 7,497 square feet including the parking lot and its landscaped front.

As a registered Historic Structure, the exterior of the addition is required to be a continuation of the architectural stylings and color, while the inside includes contemporary structural, mechanical, and electrical components.

As noted in the previous Chapter, the most recent occupant was the Yreka Police Department, who made significant improvements to the original structure and addition in 1970 to meet public facility

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<sup>23</sup> Gregg Neitsch, *Lot and Block Land Description for City of Yreka*, (Montague, North State Land Surveying, 2012)

needs. After a needs-assessment report<sup>24</sup> determined that the Yreka Carnegie Building was no longer feasible as the headquarters for the Yreka Police Department, the City pursued funds to construct a more suitable structure.

While there have been significant additions and remodeling of the interior, much of the original finishes and woodwork remains intact. The building remains connected to the City sewer and water lines, providing needed service capacity for multiple occupants. In addition, the Carnegie can be connected to fiber optic cable to support data rich uses with some of the highest internet speeds available in the County. Overall, the building remains in good condition, but will require some additional repairs to protect the structure from large storm events, updated mechanical and electrical components for building efficiency, and potential reconfiguration for reuse.

The main entrance to the Carnegie Library Building opens to the original, historic footprint and serves as a welcoming foray for visitors with beautiful wooden support columns stretching from floor to ceiling. The original brick fireplace sits among wooden paneling along the west side of the building along with two office spaces. Across the



foray are an additional two large office spaces and two restroom facilities. Toward the north, or back end of the building, there are stairs to the basement of the original structure; a stairwell to the bottom half of the addition; a stairwell to the top part of the addition; and two original windows of the building, preserved and utilized as display cases.

Historically, the basement held the boiler and ancillary equipment for heating purposes. Currently, the basement remains partially finished, housing the mechanical mechanisms for the addition. Environmental concerns include the presence of hazardous materials and potential contamination from a fuel tank that was buried underneath the addition of the building. Within the basement, there are numerous asbestos warnings, typical of older construction techniques.

The ground floor addition and north entrance is the only American Disabilities Act (ADA) compliant entry to the historic structure. Recently, the ground floor was utilized by the Police as a multipurpose, open floor plan including an evidence room, conference room, locker room, and break area.

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<sup>24</sup> Guy Fryer, AIA. 2012. *Yreka Police Department*. Needs Assessment Report, Yreka: Siskiyou Design Group, Inc.

The upper level houses several office spaces and an interrogation room with two-way glass. Over time, the retrofit of the roof in the late 1970's to preserve the exterior character of the building with the addition has sunken in, resulting in water leaking into the offices in one corner during large storm events.

The following table details the rooms and square footage based on the use by the Yreka Police Department.

Space	Width	Length	Square Footage
<b>Original (From YPD)</b>			
Foyer/Entrance			100
Chief's Office			200
Administrative Office			100
Restrooms			110
Dispatch/Central Area			564
Copy Area/File Room			85
Lieutenant's Office			140
<b>Total</b>	<b>46.3</b>	<b>36.3</b>	<b>1299</b>
<b>Addition First Floor</b>			
Landing (2)	8.3	4.2	35
Property Room (3)	11.7	23	268
Squad Room (4)			425
Janitorial Closet (4A)	4.2	8.3	34
Kitchen (4B)	9.7	7.3	71
Bathroom (5)			104
Shower (5A)	9.7	3.8	37
<b>Total</b>			<b>975</b>
<b>Addition Second Floor</b>			
Questioning Room (6)	11.7	7.5	88
Storage (7)	9.3	11.0	102
Office (8)	16.3	11	179
Observation Room (9)	7.8	7.3	57
Corridor (10)	3.8	7.3	28
Corridor (11)	25.3	4	101
Questioning Room (12)	8.2	11.7	95
Office (13)	8.2	12.7	103
Office (14)	8.2	12.7	103
Secretary (15)	8.5	12	102
<b>Total</b>			<b>959</b>
<b>Basement (From YPD)</b>			
Storage Room			308
Radio Room			80
<b>Total</b>			<b>388</b>

Total			3621
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### Architectural Significance

The Yreka Carnegie Library is an example of Classical Revival styling with the central element recessed and not breaking the roofline. Constructed of concrete, it is a small building, one story over a basement airspace. Above a projecting cornice a low parapet surrounds the building and rises slightly above the central element, providing space to frame the word "Library." The entrance is recessed under a simple half-round arch with keystone design and the arch is in turn recessed with a rectangular frame. The door itself is wood framed glass under a half-round transom, many-paned with diagonals. Low, wide steps lead to the door, and within, a few additional steps lead to the main rooms. On each side of the entrance is a small wrought iron lamp fixture and a wide window, with a wider central section and narrower side panels divided once horizontally. Above all is a transom with clathri design. A simple sill is shaped slightly at each end. Two small rectangular recessed basement windows are centered below each large window. A 1979 addition to the rear is not visible from the front and the integrity of the building has been maintained.<sup>25</sup>

### Environmental Assessment

Due to the age and undocumented history of hazardous materials used in the construction materials and during the operations of the Carnegie, an assessment of the liability associated is necessary prior to developing a reuse strategy. The historic review and timeline for construction noted the potential for a boiler system and potential underground petroleum tank used for heating. In addition, asbestos and lead based paint typically used in construction materials during the 1900's is cause for concern regarding the known construction timeline of the Carnegie.

The City of Yreka in partnership with Siskiyou County and the City of Weed are the recipients of a U.S. Environmental Protection Agency (EPA) Brownfields Assessment Grant that is being leveraged to complete a Phase I environmental assessment of the property by a Qualified Environmental Professional (QEP). The QEP was able to conduct the site visit and review the historic context of building. At this time, the QEP determined that there was no evidence on site of a tank or materials that would negatively impact the future occupancy of the building. However, during construction, an asbestos and lead based abatement plans will need to be developed to protect the health and safety of construction personnel. Moreover, the QEP recommended a geophysical survey to determine if a underground storage tank was buried under the paved areas adjacent to the buildings.

While the Phase 1 report has not been finalized, these anecdotal findings will likely result in a Phase II assessment that will include the geophysical survey. If the results do not show a UST, then the environmental concern will be eliminated. Although unlikely given the initial findings, if the results to

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<sup>25</sup> California Office of Historic Preservation, *California Historic Carnegie Library Project*, (Rohnert Park, CAOHP, 1992)

show an underground tank, the tank will need to be removed before the City transfers ownerships of the building.

## Building Components

SEDC staff collaborated with City Project Managers and City Maintenance personnel to fully develop the exterior and interior component evaluations herein. Maintenance guidance was graciously provided by the City Maintenance personnel and include recommendations for potential upgrades that will alleviate the future maintenance of the building during reuse.

### Exterior Building Components

There are 5 key exterior building components<sup>26</sup> evaluated by Concerns, Inspection, and Maintenance.

#### 1) Roofs/Chimney<sup>27</sup>

- a. Concerns: Maintaining adequate protection from rain and winter conditions.
- b. Inspections: Observations of debris accumulation, physical damage and leaks should be met with immediate maintenance. Roof inspection will require a greater frequency than other building components, with routine seasonal inspections biannually.
- c. Maintenance: Routine maintenance will include the removal of debris, repair of gaps and holes and replacement of roof tiles as needed. A special attention should be placed on preserving exterior masonry and the aesthetic trim of the roof when cleaning gutters.

#### 2) Exterior Walls

- a. Concerns: Maintaining adequate protection from rain and winter conditions, pests, and decay.
- b. Inspections: The relative sturdiness of the exterior walls should not detract from the importance of inspections in both dry and wet weather. Moisture patterns and any movements should be monitored, especially around joints, outlets, attachments and openings.
- c. Maintenance: General maintenance will include washing the exterior walls, patching and painting. In the event of cracks, failures or moisture traps, the masonry may require repointing, replacement or patching.

#### 3) Openings<sup>28</sup>

- a. Concerns: Functioning openings are integral to building occupancy and security. This building feature undergoes the greatest day-to-day wear and tear and serves as the greatest risk of air and water infiltration in the building. The greatest concern is the flood risk in the basement from the opening in the exterior stairwell.

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<sup>26</sup> Park, *Preservation Brief 47*

<sup>27</sup> Sarah Sweetser, *Preservation Brief 4: Roofing for Historic Buildings*, (Washington DC, DOI, 1978)

<sup>28</sup> John Myers, *Preservation Brief 9: The Repair of Historic Wooden Windows*, (Washington DC, DOI, 1981)



- b. Inspections: Wall openings, (windows and doors), should be inspected inside and out for water penetration, insect infiltration and animal entry. Each opening should be properly functioning, with frames that are tight and fully sealed. Warped frames that continue to function should be noted and monitored closely. Inspections should also entail the monitoring of any loose or decayed joints, misalignments, sagging, broken glass, peeling paint and corrosion/rust. Basement inspections should occur in the event of rainstorms and subsequent flooding.
- c. Maintenance: Windows should be cleaned regularly and checked for functionality in both wet and dry weather. In the event of broken or missing glass, replacement should occur immediately. All handles, locks, frames and perimeters should be repaired as needed. Weather stripping and storm panels must be in a state of good repair and replaced upon evidence of water infiltration.

#### 4) Projections

- a. Concerns: There are numerous projections included in the historic design of the Yreka Carnegie Library that require extra care, as well as attached components that are exposed. These include the front steps, railings, light fixtures, the front sign, basement entryway, generator, AC unit, fuel tank and power lines.
- b. Inspections: Visual inspections of degradation or damage should occur regularly, especially after significant weather events. The anchorage and structure of raised projections should be routinely inspected for corrosion and separation. Special attention should be placed upon the seals of any connections, such as on mechanical units.
- c. Maintenance: Repairs should occur as damages are noted. In the event of significant damage to seals or connections, replacements should occur immediately.

#### 5) Foundations/Perimeter Grades

- a. Concerns: The foundation and perimeter grades are integral to the structural function of the building. The most critical concern is that there is adequate drainage around and away the building to prevent moisture accumulation in the foundation, basement and crawlspaces. The basement entryway further complicates this concern.
- b. Inspections: All foundational inspections should occur in conjunction with those of the downspouts to ensure water is discharged sufficiently. Ventilation must be adequately monitored to deter mold and decay; inspections should look for any evidence of water damage, infestation or vegetation. The presence of standing water after storms may indicate drainage issues.
- c. Maintenance: Drains should be frequently maintained and kept free of debris by cleaning and flushing to ensure no blockage. Insect inspections should occur annually, and vegetation should be removed upon observation. Evidence of moisture damage may require masonry repointing. Extra care should be placed upon snow and ice management. Excessive salts and chemicals can damage the masonry, as can blade-based snow removal tools.

## 6) Parking Lot

- a. Concerns: Maintaining public access to the lot while preserving dedicated space to employees and visitors; fence on back of lot will need to be removed; repaving may be required; general beautification efforts and aesthetic improvements; managing right-of-way and vehicles as to not intrude or disrupt neighboring properties.
- b. Inspections: Lot should be monitored for cracks, potholes and other protrusions that could damage a vehicle or serve as a mobility hazard.
- c. Maintenance: Routine sweeping, cleaning and debris removal should occur regular. Damages to asphalt should be repaired in a timely manner and treated with sealants for inclement weather.

## Interior Building Components<sup>29</sup>

The primary focus of the interior maintenance will be centered around preserving the character defining elements of the Yreka Carnegie Library Building.

### 1) Configuration, Features and Finishes

- a. Concerns: Retaining as much of floor plan and historic configuration of the original ground floor. This entails avoiding unnecessary cuts and alterations to the floor, walls and ceiling. Interior features and finishes, including woodwork, columns, windowpanes, masonry and other nonstructural components may require protection during rehabilitation.
- b. Inspections: General visual inspections for damages or distortions should be made on an ongoing basis. This will be further directed by expert opinion on the materials.
- c. Maintenance: Maintenance cycles for finishes, paint and other decorative features will be determined after an initial rehabilitation of the Carnegie Library is complete.

### 2) HVAC/Mechanical/Plumbing<sup>30</sup>

- a. Concerns: Aging components may require retrofitting and/or replacement to ensure long-term functionality. Any new systems should minimize alterations. Visible features of early mechanical systems that are character defining, such as vents, switchboards, grilles, plumbing fixtures and radiators, should be preserved throughout the installation and lifetime of new systems.
- b. Inspections: The HVAC system will undergo annual inspections, plumbing will undergo biennial inspections, and electrical systems will undergo inspections every 5 years.
- c. Maintenance: Routine maintenance will include cleaning, balancing, lubricating and part replacement as needed. All systems will follow manufacturer instructions for upkeep.

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<sup>29</sup> H. Ward Jandl, *Preservation Brief 18: Rehabilitating Interiors in Historic Buildings: Identifying and Preserving Character-Defining Elements*, (Washington DC, DOI, 1988)

<sup>30</sup> Sharon Park, *Preservation Brief 24: Heating, Ventilating and Cooling Historic Buildings- Problems and Recommended Approaches*, (Washington DC, DOI, 1991)

### 3) Structure and Seismic Retrofit<sup>31</sup>

- a. Concerns: There is a necessity to determine the structural soundness of the building and conduct a building code analysis within the Historic Structure Report. A structural review of the building will determine what deficiencies may exist within the structure and specify an evacuation plan.
- b. Inspections: Regular inspections for moisture, corrosion, rot and rust should occur in conjunction with those of the external structure.
- c. Maintenance: Immediately address repairs as needed and provide additional braces or reinforcement features in the event of structural failures.

### 4) Hazardous Building Materials

- a. Concerns: Portions of the basement and heating ducts are insulated with asbestos containing materials (ABT); a suspected fuel tank buried in the basement of the building may require removal.
- b. Inspections: The identification of hazardous building materials is required before any rehabilitation or maintenance work is completed in order to prevent disruption. Inspections, potentially followed by abatement measures, may also be required under California Environmental Quality Act (CEQA) and California Historic Building Code (CHBC) guidelines.
- c. Maintenance: Future and ongoing maintenance work must ensure a minimal disruption of hazardous materials or the removal of hazardous materials. Thorough documentation of work completed should occur to monitor abatement.

## Structural Reuse Summary

In its current condition, both the exterior and interior of the Yreka Carnegie Building will require updates to preserve the integrity of the structure. The focus will remain on weatherizing the exterior building such as the roof and runoff issues during large storm events. Given the significant investment needed for these repairs and hazardous materials abatement, the entity performing the construction should maximize the rebuild to include needed mechanical and electrical updates prior to occupancy.

With only two floors currently served by restrooms (ground and main floors), retrofitting the building for a food service or residential space would require costly upgrades. Moreover, any commercial kitchen installation would require a significant vent and hood structure that would likely impact the exterior character of the historic structure. Consistent with the previous tenant's use and with minimal upgrades, the current layout is most suitable as office space with a larger conference and break room area located on the ground floor. This layout could easily host a library, professional office complex, business incubator, or conference space. A scalable museum could be offered on the lower two floors, but accessibility for the public and current layout would need to be addressed.

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<sup>31</sup> Antonio Aguilar, *Preservation Brief 41: The Seismic Rehabilitation of Historic Buildings*, (Washington DC, DOI, 2016)

While the Carnegie is a standalone, beautiful historic structure and attraction, the downtown location provides several infrastructure upgrade opportunities that are not common in the area. Infrastructure including connections to City Water and Sewer along with high-speed internet capacity are highly desirable. Moreover, the facility offers a large parking space, which is a commodity that most of the historic downtown suffers due to narrow right of ways. These physical and e-connectivity opportunities in addition to several restrooms, open floor layout, and a highly desirable large conference space make the building a great candidate for investment. However, the financial feasibility of potential uses will be limited by the cost-prohibitive nature of the rehabilitation requirements.

## REHABILITATION POLICIES, STATUTES, & LEGAL CONSIDERATIONS

Due to The Yreka Carnegie Library's listing on the National Register of Historic Places, it must abide by specific regulatory provisions and special codes.

### Historic Rehabilitation Considerations

#### Secretary of Interior Rehabilitation Standards

To preserve the Carnegie Library's status as a Nationally Registered Historic Place, there are four permissive treatment standards: Preservation, Rehabilitation, Restoration, and Reconstruction. For the purpose of this project, Rehabilitation will be the standard that is sought. The Secretary of Interior's Standards for Rehabilitation<sup>32</sup> (36 CFR 67) must be met to qualify this project as a certified rehabilitation. This requirement is a significant qualifier for several financing options, including the attainment of Historic Preservation Tax Credits and/or historic preservation grants.

The following Standards for Rehabilitation are the criteria used to determine if a rehabilitation project qualifies as a certified rehabilitation. The intent of the Standards are to assist the long-term preservation of a property's significance through the preservation of historic materials and features. The Standards pertain to historic buildings of all materials, construction types, sizes, and occupancy and encompass the exterior and the interior of historic buildings. The Standards also encompass related landscape features and the building's site and environment, as well as attached, adjacent, or related new construction. To be certified, a rehabilitation project must be determined by the Secretary to be consistent with the historic character of the structure(s) and, where applicable, the district in which it is located. The following Standards are to be applied to the Carnegie rehabilitation in a reasonable manner, taking into consideration economic and technical feasibility.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.
3. Each property shall 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 architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

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<sup>32</sup>This section is quoted from the NPS resources page located at: <https://www.nps.gov/tps/standards/rehabilitation/rehab/stand.htm>

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall 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.

### **State Historic Preservation Office (SHPO)**

The State Historic Preservation Office, SHPO, is an invaluable and necessary consulting party to facilitate stakeholder engagement when initiating the CEQA, NEPA, and Section 106 review processes. A formal consultation with the SHPO must be requested through a written submission from the responsible parties once the project is underway. Preliminary conversations with the SHPO indicated that since this project is designed to mitigate adverse effects to a historic property through rehabilitation, they would like to be involved from the onset. Typically, the National Standards will suffice for State standards and relatively simple permitting process will be required.

### **Yreka Municipal Code, Title 17: Historic District**

The West Miner Street Historic District was accepted to the National Register of Historic Places in December 1972, by the Siskiyou County Historic Society. The district includes a 16 acre stretch of downtown including West Miner Street and Third Street. The Yreka Carnegie Building is within the Historic District zone as codified in the Yreka Municipal Code, Title 17: Historic District. The intent of the Historic District is to promote the public health, safety and general welfare by establishing procedures, regulations and conditions for the preservation, protection, enhancement, restoration, rehabilitation, perpetuation and use of improvements, buildings, structures, signs, objects, sites and areas within the City.

Given the intent to rehabilitate the Carnegie, a permit will not be required as noted in Title 17, “permits are not required for alteration, rehabilitation, restoration or remodeling which does not alter any improvement, building, structure, landmark or landmark site as to its exterior appearance”<sup>33</sup>. However, the City Planning Commission is required to uphold the resolutions within the Historic District that detail the exterior design, façade improvement, and exterior color scheme. These localized details will need to be reviewed as rehabilitation plans are developed.

## Environmental Considerations

### California Environmental Quality Act (CEQA)

The California Environmental Quality Act (CEQA) requires that any public or private projects funded, undertaken or approved by a public agency must assess the impacts of the project on historical resources. Historical resources include buildings, structures, districts or sites that may have historic, scientific or architectural significance. Because the Yreka Carnegie Library is a Nationally Registered Historic Resource, it is automatically listed on the California Register of Historic Resources, thus qualifying as a historic resource under CEQA.

Projects that follow the Secretary of Interior’s guidelines will generally be considered mitigated to a less than significant level, per CEQA guidelines Section 15064.5 (b)(3). SEDC spoke with several planners throughout the region and determined rehabilitation of the building will likely result in a Mitigated Negative Declaration determination through the CEQA analysis. The primary concerns were environmental mitigation measures needed during the rehabilitation phase for noise, air pollution, and removal of contaminated materials including asbestos.

### National Environmental Policy Act (NEPA) and Section 106

The National Environmental Policy Act (NEPA) evaluates the environmental effects of a federal project or action. In the event of federal funding being allocated to this project, such as from the USDA Community Facilities Loan Program, an environmental review process must be completed before project activities can begin. In the NEPA process, Section 106 of The National Historic Preservation Act (NHPA) requires federal agencies to take into account the effect of undertakings they carry out, license, approve or fund on historic properties and provide the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment. Using the Section 106 process, agencies must assess the effects to historic properties and strategize ways to mitigate, minimize or avoid adverse effects. Integrating and coordinating the review processes for these requirements, will streamline project development, create efficiencies and promote transparency. Preliminary scoping of the Carnegie rehabilitation project with local planners have suggested the project will likely result in a Finding of No Significant Impact (FONSI).

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<sup>33</sup> City of Yreka, *Yreka Municipal Code, Title 17: Historic District*. (<http://ci.yreka.ca.us/217/Historic-Commission>; accessed 7/15/20)

## Accessibility Considerations

### American Disabilities Act

At the core of a public facility, the space will stimulate inclusive, collaborative opportunities to advance both regional and local economic initiatives. Given the importance and potential financial constraints, the SEDC has taken the initial steps of determining how the adaptive reuse strategy will achieve Americans with Disabilities Act (ADA) and California Historic Building Code (CHBC) compliance. This strategy considers the current restrictions of the building in conjunction with its features permissive to modification in order to maximize accessibility while minimizing changes to the aesthetics.

Identified below are the current features and considerations for incorporating ADA restrictions into the Yreka Carnegie Library structure:

- Access to the original ground floor, from both the front of the building and addition
- Access to the second floor of the addition
- Restroom accessibility
- Defining historic features that should be preserved/minimally altered
- Other critical components that should be included:
  - The access point for vehicles and currently accessible entrance is in the rear of the building
  - The height and tread of the front steps inhibits a ramp
  - The mezzanine steps in the front entrance further impedes access
  - The overall budget for modifications

To make necessary ADA improvements in the facilities within the Yreka Carnegie Library Building, the City will need to pursue additional funding sources and establish separate budget requirements within the rehabilitation plan dedicated to accessibility provisions. This may fund modifications such as lifts, elevators, new restrooms, and modifications of stairs and walkways.

The desired outcome is a completely accessible building for visitors as well as employees, which allows the entire community to experience the history and vibrancy of the completed Carnegie rehabilitation. The installation of accessibility features will be matched with aesthetic improvements, such as at the rear entrance of the building. This outcome demonstrates the City's commitment to uplifting all members of our community through inclusion.

## Legal Reuse Summary

The Yreka Carnegie Library is a Federally Registered Historic building within a Federally Registered Historic District, owned by the City of Yreka. These designations along with the ownership by a municipality require additional considerations to the legally permissible uses for the Carnegie Building. As such, the structure is subject to not only local codes for zoning and flooding, but both Federal and State Historic Rehabilitation Standards and American Disabilities Act compliance as a public facility. While general permitting and fees for building permits, service connections, and operations will apply



to all rehabilitation efforts, this section will focus on legally permissible considerations specific to the Carnegie building that will impact reuse.

Under the Yreka Municipal Code, Title 16: Zoning and Title 17: Historical District will require additional considerations:

- The Yreka Carnegie Building is currently zoned as Commercial, Professional Office space. The zoning is intended to provide for a wide variety of professional offices and related uses and permits professional office spaces without additional planning or rezoning<sup>34</sup>.
- The building is located within a 500-year flood zone of the Yreka Creek, typical for this area of town, and does not affect the marketability of the building. However, there are flooding concerns primarily in the basement during 100-year storm events, which requires a backup generator and pump.<sup>35</sup>
- Since the building is within the Historic District, a permit to rehabilitate the building and approval from the Historic Commission will be required. In general, the structure will need to retain a similar color scheme and architectural character on the exterior. The colors approved are noted in the City files under the 1970's addition.

With the intent to reuse the structure as a public facility, the building will require compliance with the American Disabilities Act (ADA). At this time, the only ADA accessible portion of the building is the rear, ground floor level that currently hosts a fairly open floor plan with 2 restroom facilities. Services provided by the nonprofit must take into consideration the accessibility of services or necessary improvements needed to make the building accessible for the main floor and upstairs addition; such as an elevator. Moreover, any major rehabilitation will require compliance with CEQA. Depending on the source of funds for rehabilitation, a NEPA analysis will be required if federal funding is used. Overall, utilizing the Carnegie Building as a professional office, library, conference room, or museum satisfies the legally permissible test. Other uses would require a zone change and elongate the redevelopment and occupancy timeline.

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<sup>34</sup> City of Yreka, *Yreka Municipal Code, Title 16.26: Residential Professional Office RPO*. (<http://ci.yreka.ca.us/217/Historic-Commission>; accessed 7/15/20)

<sup>35</sup> Mark Gilman, *Appraisal Report- 412 W Miner St Yreka*, (Yreka, Mark Gilman Appraisals, 2019)

## PUBLIC FACILITY FEASIBILITY

### Community Input

Once the Yreka Police Department vacated the Carnegie, the Yreka City Council began discussing the bright future of the public asset. With a rich history in the community and national recognition, the Council felt it was important to maintain the building as a community facing asset for public services and the emerging tourism industry. Moreover, to protect the Carnegie in perpetuity, Council determined the legal deed would require a buyer to relinquish the building back to the City, if the buyer ever intended to vacate. This requirement would likely negatively impact the historic tax credit value to a developer but would be mutually beneficial to a nonprofit buyer and the City. If Council limited the ownership structure to a community facing nonprofit buyer, the City would be in the best position to negotiate the reuse of the Carnegie for public services and as a tourism asset to amplify Citywide events.

With a general ownership structure in mind, the City held a public workshop and invited the public and nonprofit stakeholders to propose potential reuse ideas including:

- Technologically enabled conference space
- Modern office space available to rent
- Business/startup incubator program
- Visitor Services and tourism information
- Heritage space/museum for public enjoyment
- Historic research center
- Nonprofit Services- Business Advisory, Chamber of Commerce
- Collaborative Meeting Space

SEDC met with the Siskiyou County Historical Society, Genealogy Society of Siskiyou County, and Yreka Historic Preservation. As the resident experts for local history and engaging historic tourism events throughout the downtown, it was important to hear their concerns regarding the desire to restore the building. Ultimately, the collaboration resulted in an agreed need to revive the historic charm of the Carnegie Building and willingness to partner on the rehabilitation plans.

Further efforts from SEDC included input on the reuse by the downtown merchants. By conducting a business walk and providing some background information on the current status of the building, several merchants candidly shared their excitement for the rehabilitation of the building. The consensus was that a community meeting/training space and revived exterior of the building would not only provide a needed service for public meetings, but provide an opportunity for the City to capitalize on additional tourist information services housed within, generating additional foot traffic.

### Market Conditions

#### Current Data

Rural communities rely heavily on small businesses and local entrepreneurship to expand economic opportunities. With only 43,530 residents<sup>36</sup> spread across California's 5th largest county geographically (6,347 sq. miles), our small communities need additional services and strategies to promote a collaborative, impactful business climate and opportunities to share and leverage limited resources. Our region has a history of lumber and mining; it is a culture of blue-collar labor with close community ties. Restrictions on logging 30 years ago hit Siskiyou County hard and reduced the number of jobs by more than 25 percent. The loss of so much of this industrial economic base left a legacy of low employment, low median income, and high poverty and crime.

Our largest jurisdiction, the City of Yreka, has 7,571 residents.<sup>37</sup> Our multiple small towns rely heavily on local small businesses to stimulate their economy. The rural business climate in Siskiyou is exacerbated by loss in populous (workforce) 2,220 in loss of workforce since 2009<sup>38</sup>, unemployment at 9.1 percent, which is higher than the State of California's 7.7 percent<sup>39</sup>. Median household income at \$40,884<sup>40</sup>, which is only 60 percent of California's average of \$67,169<sup>41</sup>. In addition, the poverty rate in Siskiyou in 2000 was 16.7 percent and in 2018 it was 17.1 percent<sup>42</sup>.

Local small businesses are not only fighting for the minimal discretionary income available locally, but are competing with lower taxes, lower gas prices, reduced wage expenses, and a significantly larger, attractive selection of merchandise less than 40 miles away in Oregon. Compounding these issues are increasing frequency of natural disasters in the last few years due to wildfires in the City of Weed in 2014, Happy Camp in 2014 and 2018, Hornbrook in 2018, the Carr Fire in Redding, CA 2018, and winter storm flooding in the City of Mt. Shasta in 2017.

These economic challenges have been exacerbated significantly by the COVID-19 pandemic and overcoming them will require a substantial and comprehensive overhaul of the county's resilience strategy currently being developed. Many county jurisdictions will face budgetary issues from a shrinking tax base, requiring outside funding to complement the recovery process. Further impacts of COVID-19 on Yreka and Siskiyou County are still being measured and analyzed, with local data arriving from a consortium of government data, business surveys, and first-hand experiences shared by individuals and business owners who have been impacted significantly. According to the California Employment Development Department, as of April 2020, unemployment in Siskiyou County has hit

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<sup>36</sup> U.S. Census Bureau, 2013-2017 American Community Survey, 5-year Estimates.

<sup>37</sup> U.S. Census Bureau, 2013-2017 American Community Survey, 5-year Estimates.

<sup>38</sup> California Employment Development Department, 2018-2009 Unemployment Dataset.

<sup>39</sup> U.S. Census Bureau, 2013-2017 American Community Survey, 5-year Estimates.

<sup>40</sup> U.S. Census Bureau, 2013-2017 American Community Survey, 5-year Estimates.

<sup>41</sup> U.S. Census Bureau, 2013-2017 American Community Survey, 5-year Estimates.

<sup>42</sup> U.S. Economic Development Administration, *Stats America; Town Profiles*.

15.8 percent, with significant impacts to nearly every industry, especially hospitality (-26.8 percent) and transportation (-30.8 percent)<sup>43</sup>.

Critical to the resiliency of Siskiyou's economy during these stressful times is the tax base, primarily dependent on sales tax via goods and services. The real estate market conditions in Yreka have been steadily improving, although the demand for income properties is slower than residential, with more active listings than sales in the past year.<sup>44</sup> Intensifying these issues, the downtowns throughout the county suffer from empty stores and high turnover. Local entrepreneurs struggle to acquire the necessary capital for startup costs, much less the additional building, safety, and historic preservation codes to invest a substantial amount of money upfront to open their doors and update the buildings in the historic downtowns. Moreover, the Cities are financially unable to be the sole source of incentivized programs for upgrades due to a reduced tax base.

### **Emerging Trends**

Despite the enduring economic hardships and unforeseen impacts from the pandemic, Siskiyou County and its Cities continue to prioritize and encourage economic development activities that diversify and expand the local economy with an emphasis on long-term growth and resiliency. This multifaceted approach requires the jurisdictions to pool their available resources to leverage additional investments in shared public facilities, services, and sector strategies.

In pursuit, Siskiyou's jurisdictions frequently partner with nonprofits through existing Memorandums of Understanding and contractual services to provide Federal and/or State subsidized low or no-cost public services. As the demand for public services increases, many nonprofits, including our project partners, have expressed a need for moderately sized conference room space to facilitate community and economic development projects. Throughout the County, the few meeting spaces that currently exist typically lack technological connectivity and are spatially nonconforming for small to medium sized gatherings. Moreover, the smaller gatherings tend to shy away from these spaces due to exorbitant costs per person and limited funding available to rural nonprofit organizations. In light of Covid-19, Siskiyou's nonprofits have seen an exacerbating demand in assistance for economic services and need space to leverage partnerships and distribute services.

With the recent influx of capital opportunities such as the Federal Paycheck Protection Program, Small Business Loans, and localized grants to stay afloat, Siskiyou's small businesses are desperate for technical assistance to guide them through the regulatory and long-term financial implications of these programs. Local business assistance nonprofits have served twice as many business clients, in the 6 months following the pandemic, then any prior year. This exponential demand for services has resulted in several new opportunities for nonprofits to partner in the delivery of additional attendance to training classes, one-on-one consultations, and expand staffing to meet the needs of the community. Similar

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<sup>43</sup> California Employment Development Department, *2020 Unemployment Dataset*.

<sup>44</sup> Mark Gilman, *Appraisal Report- 412 W Miner St Yreka*, (Yreka, Mark Gilman Appraisals, 2019)

rural counties rely on business incubator sites to facilitate entrepreneurship and garner regional economic strategies.

A growing tourism industry adapted by Siskiyou County and all nine incorporated cities poses another opportunity for the Carnegie reuse. Since 2014, Siskiyou County has had a Tourism Business Improvement District (TBID)-funded Destination Marketing Organization, Discover Siskiyou, which markets Siskiyou as a premier tourist destination, resulting in year-over-year sector growth in hospitality and recreation. Dedicated to the continuation of this emerging strategy, Siskiyou County and the Cities unanimously voted to extend the district for 10 more years, to 2030. Tourism is rapidly impacting regional growth, as the local amenities of fishing, hiking, biking, and skiing are reaching a wider audience. While Covid-19 initially resulted in a 53 percent decrease in the average daily rate and average occupancy compared to 2019, Siskiyou tourism has been on the rise and increased by 1 percent in September compared to 2019. As safety continues to be at the forefront of travelers' minds, rural areas with outdoor tourism assets are capable of following the health guidelines while benefiting from the economic multipliers locally.

### Financial Consideration

The desired outcome for the rehabilitation of the Carnegie as a public facility would include not only necessary repairs, but a substantial investment in accessibility and modernization of the interior. With the recent completion of the newly built Yreka Police Department (2019), City Staff provided significant input on estimated costs for a full-scale rehabilitation venture utilizing prevailing wage and equipment rental rates. Relying on a combination of public works projects and the recent construction of the Police Department, a complete rehabilitation was estimated at \$200-250 per square foot. SEDC sourced bids from historic rehabilitation specialists and local contractors that confirmed this would be an adequate estimate. Using the median, the \$700,000 estimate is based on renovating 3,300 square feet (Main floor and both floors of the addition) at a rate of \$225 per square foot.

With economic hardship throughout the community, Covid-19 has significantly impacted the local tax base and in turn the jurisdictional budgets via a reduction in sales. Prior to the pandemic, the City operated at maximum personnel capacity for a rural jurisdiction and is nearing maximum borrowing capacity due to the recently constructed Police Department Building and impending infrastructure improvements for the main water and sewer lines. As a rural jurisdiction financially exacerbated by the vital capital improvement projects and pandemic, the City is unable to be the sole source of funds for the desired renovation and upkeep of another public facility.

In respect to the financial impacts, the Council would like to sell the building with negotiable terms to not only receive due compensation for the public asset but ensure the new nonprofit can demonstrate fiscally accountability for the fully restored vision. According to an appraisal<sup>45</sup> performed by Mark Gilman Appraisals of Yreka, prepared in accordance with the Uniform Standard of Professional Appraisal Practice, the property value is \$180,000 when considering the site, location, and market

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<sup>45</sup> Mark Gilman, *Appraisal Report- 412 W Miner St Yreka*, (Yreka, Mark Gilman Appraisals, 2019)

analysis of similar properties. However, the known structural issues regarding the roof, contamination, and critical repairs provide opportunity to negotiate sale terms. Given that a nonprofit would be the owner and occupant responsible for rehabilitation, the City Council discussed the concept of a progressively forgiven mortgage, amortized over 10 years with a three percent interest rate, contingent on continued capital investment. The terms would require the nonprofit to demonstrate initial fiscal buy-in for the project, while recognizing the long-term benefit of services provided are at a cost and may be reduced overtime if the nonprofit is able to achieve milestones for improvements toward the restoration.

The most reasonable approach to financially funding the full-scale rehabilitation and occupancy leads to a small contribution by all the jurisdictions, a fundraising campaign, and a nonprofit partner to lead the rehabilitation and longstanding occupancy. Several nonprofits in Siskiyou have venerable ties to the community, financial acumen, and are critical to the growth of the economy. A nonprofit with reputable ties between all the jurisdictions would be capable of garnering support and investment in the project. Moreover, nonprofits often have preexisting relationships with funding agencies including Federal, State, and Private Foundations to further the initial investments for the extensive restoration. By providing the nonprofit with the opportunity to occupy the space, the City will not only deliver needed support and services to the community, but the opportunity to alleviate the financial burden and staff costs and solidify the shared dedication to economic and community vitality through the catalytic investment in the Carnegie Library.

### Decision Forward

The Yreka Carnegie Library Building is an astounding asset owned and maintained by the City of Yreka. As owners, the City Council upholds the responsibility for the fiscal stewardship of public assets and highlights the opportunity for expanded community services to meet market demands and invest in the future prosperity of Siskiyou.

With several nonprofits interested in rehabilitating the space for public services, the Council elected to negotiate sale terms with a community facing nonprofit that not only provides services to the nearby residential area but will contribute to additional foot traffic along the business corridor. Prior to selling the structure, the City is working to address the liability concerns by utilizing a U.S. Environmental Protection Agency grant to conduct an environmental site assessment to determine the extent of hazardous materials on site. The Phase 1 Report is nearing completion and funding for the Phase 2 assessment has been allocated. Ultimate acquisition and ownership by a nonprofit will likely occur after due diligence has been completed and a seller is able to demonstrate sufficient funds for the project are achieved.

As Siskiyou's jurisdictions assess the immediate and long-term impacts of Covid-19, the shared investment in economic resiliency are at the forefront of consideration. The Carnegie Library Building hosts an opportunity to celebrate the decades-long partnership of economic development, build on emerging strategies, and ensure the path to economic vitality post Covid-19 is solidified in a shared investment.



## REUSE STRATEGIES

With the direction to develop a public facility, the reuse strategy herein incorporates best practices for rehabilitation of historic assets in alignment with the USDA Rural Prosperity Considerations to meet the regional desire for economic stability and revitalization of the downtown. Moreover, the importance of community input, market conditions, and financial considerations are further detailed to provide a wholistic picture of the strategic investments to be made in the Carnegie building.

### Adaptive Reuse and Placemaking Strategy

A key feature to repurpose the Yreka Carnegie Building revolves around retaining the benefits of adaptive reuse and building a placemaking strategy. Adaptive reuse is the process of reusing a building for an alternative purpose to its original built design. This can be an effective strategy for optimizing the operational and commercial performance of built assets that are either vacant or in decline. Placemaking capitalizes on a local community's culture, assets, and potential, creating community spaces that improve the quality of life. In many ways, placemaking can be considered a transformative approach to the planning, design, and management of community spaces. Preserving the character of a City's vacant, underutilized spaces provides a positive return on investment to the triple-bottom line.

The Yreka Carnegie Building is a textbook example of an existing underutilized community asset. Once applied, the adaptive reuse strategy will repurpose the Carnegie for economic prosperity. By using a placemaking strategy to capitalize on the building's potential as opposed to its faults will revive the building as a vibrant, high-performing community asset. Extraordinary costs of rehabilitation serve as a challenge, but when historical landmarks are revived, they are a catalyst for investment, return lasting economic benefits, and elevate the character of the City.<sup>46</sup>

This placemaking strategy additionally supports a measured approach to encouraging sustainability while promoting economic growth. This occurs from both the physical preservation of the Carnegie Library itself as well as the contributions to the economy from its adaptive reuse. For example, a growth in heritage tourism and outdoor recreation strengthens and diversifies the economy by attracting new residents and visitors, including entrepreneurs who may capitalize on the location to build or expand businesses. Supporting these industries contributes to achieving triple-bottom-line objectives that preserve natural resources and have ample room for sustainable growth, as opposed to the declining extraction-based industries that traditionally supported Siskiyou County's economy. Advancing the Yreka Carnegie Building as a strategic asset will support meeting the economic development goals of the City today without compromising the ability to meet them in the future.

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<sup>46</sup> Cheong, Donovan R. Rypkema and Caroline. 2013. *Measuring Economic Impacts of Historic Preservation*. Report to the Advisory Council on Historic Preservation, Washington DC: PlaceEconomics.



## Rural Prosperity Task Force Recommendations

The project outcomes endorsed by this feasibility study are guided by the recommendations of the Rural Prosperity Task Force. These recommendations were presented after identifying legislative, regulatory, and policy changes to promote agriculture, economic development, job growth, infrastructure improvements, technological innovation, energy security, and quality of life in rural America. Each of the recommendations<sup>47</sup> that can feasibly be incorporated into this project and how these recommendations may be addressed are as follows:

### **e-Connectivity for Rural America:**

*In today's information-driven global economy, e-connectivity is not simply an amenity - it has become essential. E-connectivity, or electronic connectivity, is more than just connecting households, schools, and healthcare centers to each other as well as the rest of the world through high-speed internet. It is also a tool that enables increased productivity for farms, factories, forests, mining, and small businesses. E-connectivity is fundamental for economic development, innovation, advancements in technology, workforce readiness, and an improved quality of life. Reliable and affordable high-speed internet connectivity will transform rural America as a key catalyst for prosperity.*

The reuse plan for the Yreka Carnegie Building should utilize broadband and e-connectivity as one of the core features of the provided services. This effort would be tremendously aided by the existing digital and physical infrastructure that was installed by the Yreka Police Department. Repurposing the broadband capabilities of the building so that they may be utilized by local nonprofits will bolster local economic development efforts. This will emulate the building's original purpose as a public library, allowing for increased public access to the information-driven global economy. This project can establish a model for how the region can strategize investments facilitated by private-public partnerships.

Local investments in expanded digital infrastructure are becoming an increasingly important component of building economic resilience, especially in light of the developing COVID-19 pandemic in 2020. Creating space for broadband utilization that is made available as businesses need it, is a low-cost strategy to achieve a high impact; a significant benefit as business revenues have plummeted. Moreover, the opportunity for businesses to co-locate at a single high-capacity facility to diversify income streams via digital marketing and e-commerce sites furthers opportunities for cost savings. In many ways, e-Connectivity serves as a jumping-off point for the achieving the remaining recommendations with this project by creating more opportunities for rural residents.

### **Improving Quality of Life:**

*Ensuring rural Americans can achieve a high quality of life is the foundation of prosperity. Quality of life is a measure of human well-being that can be identified through economic and social indicators.*

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<sup>47</sup> Sonny Perdue, *Report to the President of the United States from the Task Force on Agriculture and Rural Prosperity*, (Washington DC, USDA, 2017)

*Modern utilities, affordable housing, efficient transportation and reliable employment are economic indicators that must be integrated with social indicators like access to medical services, public safety, education and community resilience to empower rural communities to thrive. Focusing and delivering key federal reforms will enable rural Americans to flourish and prosper in 21st Century communities.*

When developing an adaptive reuse plan for the Yreka Carnegie Building, consideration should be given to supporting sectors of the economy that could sustainably support both a growth in prosperity and quality of life. This process would draw upon ongoing economic resilience planning and the local culture, and many of the amenities available to residents and visitors. Chief among them is the beauty and vastness of the natural landscape and its capacity for outdoor recreation. The hospitality, tourism, and outdoor recreation industry in Siskiyou County has experienced a recent upswing and is becoming an increasingly important feature of the local economy. Despite the immediate and extreme setbacks that the industry sector is facing from the COVID-19 pandemic, it remains a critical component of the long-term economic strategy and continues to draw visitors and investments. Considering this, the adaptive reuse strategy for the Yreka Carnegie Building would benefit tremendously by utilizing tourism support as one aspect in a multi-pronged approach.

Siskiyou County's natural amenities are complemented by its affordable cost of living and its local heritage, but face a mismatch with available employment opportunities. This has led to both a decline and relative aging of the population and workforce. The challenge that this poses remains one of the greatest that the community faces and serves as a symptom of a greater systemic obstacle. Local leaders are asking themselves how the community can build off its assets and amenities to attract a younger workforce, increase opportunities, and support an environment that is conducive to business growth.

These questions can be answered in part by looking to other rural communities that have derived success stories from adapting to these needs. One common strategy found in many communities across the country is the development of a comprehensive business support system for aspiring entrepreneurs and startups. Incorporating a business incubation program coupled with advisory services could potentially begin the work needed to alleviate the aforementioned challenges, but would require a further in-depth market analysis and feasibility study on its own.

### **Supporting a Rural Workforce:**

*To grow and prosper, every rural community needs job opportunities for its residents, and employers need qualified individuals to fill those needs. This requires identifying employment needs, attracting available workers from urban and rural centers alike, and providing the workforce with training and education to best fill the available needs. There are many opportunities to partner with local businesses and organizations to identify gaps, to work with all levels of educational institutions to provide career training and development, to fine-tune existing training programs, and to grow apprenticeship opportunities to develop the required workforce. Providing rural communities, organizations, and businesses a skilled workforce with an environment where people can thrive will grow prosperous communities.*

A potential adaptive reuse plan for the Yreka Carnegie Building could make it a centrally located space available to facilitate the public-private partnerships that furthers regional workforce development. There are numerous organizations and institutions that are collaboratively involved workforce development including SiskiyouWorks, Smart Business Resource Center, and the Siskiyou Economic Development Council.

The physical location of the Yreka Carnegie Building would make it ideal to facilitate public-private partnerships to identify gaps in employment needs. Its central location in the downtown historic district of the county seat would make it visible and accessible to the community, local businesses, and the local community college, College of the Siskiyous. Moreover, the Carnegie can be fit with a collaborative conference or classroom space needed to support local workforce development. The accessibility and visibility component are crucial in a rural region like Siskiyou County, which faces numerous challenges with community outreach and organization due to its expansive and disparate geography.

This effort could be bolstered by a complementary business incubation program. The local entrepreneurial efforts from incubation to expansion provide additional employment numerous skills to its workers, especially when businesses are in infancy and workers have to be adaptive to numerous roles and responsibilities. Additionally, an incubation program may allow for numerous opportunities for growth that were previously untapped. The workforce of the future will require that available workers be prepared for newly created jobs, which tend to emerge from new, small businesses as opposed to existing operations.<sup>48</sup>

### **Harnessing Technological Innovation:**

*By 2050, the U.S. population is projected to increase to almost 400 million people, and rising incomes worldwide will translate into historic global growth in food demand. To feed a hungry world, we will need to harness innovation to increase output across American farmlands. In addition to increased crop yields, technological innovation can improve crop quality, nutritional value, and food safety. Innovations in manufacturing, mining, and other non-agricultural industries can enhance worker efficiency and safety. At the core of these developments that will further grow the rural economy is the expansion of STEM education, research, regulatory modernization, and infrastructure. Leveraging these innovations in an increasingly data-driven economy will also require further development of rural data management capabilities.*

This specific Rural Prosperity Taskforce recommendation is not isolated from the previous three and is inextricably linked to increased rural e-Connectivity, which enables increases in innovation due to advances in telecommunications and electronics. Establishing a direct link between rehabilitating the Yreka Carnegie Building and furthering innovation at the local level cannot be guaranteed, however,

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<sup>48</sup> Sonny Perdue, *Report to the President of the United States from the Task Force on Agriculture and Rural Prosperity*, (Washington DC, USDA, 2017), p 38

because of how it addresses previous recommendations, it can encourage innovation. This is especially true for the collaborative capacity that the building could offer in tandem with its broadband offerings.

The impact that this project may have on innovation could be bolstered by a complementary business incubation program, as mentioned in previous chapters. This strategy faces significant structural barriers in a rural community and may be best served by aligning the incubator with a particularly strong local industrial cluster like agriculture. Such a strategy could be more competitive due to the enabling factors within the local economy, such as the propensity of existing agricultural producers, a relatively low cost of doing business, and a demonstrated need for increased broadband access.

### **Economic Development:**

*Infusing rural areas with stronger businesses and agricultural economies empowers America. Expanding funding options to increase the productivity of farmers and ranchers will lead to the enhanced viability and competitiveness of rural America. By promoting innovative farm technologies, energy security, recreation, agritourism and sustainable forest management, communities will be empowered to leverage the bounties of rural America. Investing in rural transportation infrastructure is needed for carrying more "Made in America" products to markets at home and abroad and boosting our country's global competitiveness. Reducing regulatory burdens and attracting private capital will support our ultimate mission of empowering Rural America to feed the world.*

The adaptive reuse of the Yreka Carnegie Building presents a compelling opportunity to support economic development, modernize infrastructure, and nurture the local business ecosystem. By leveraging the potential of an existing asset in the community like the Yreka Carnegie Building and investing in its capacity to encourage economic growth, the likelihood of additional investments in the area are increased. Moreover, the larger and more strategic implications of adaptively reusing the Yreka Carnegie Building to support public-private partnerships and economic development can be a transformative approach to uplifting the local economy.

Closing the infrastructure gap in Siskiyou County, both physically and electronically, will require a modernization strategy that focuses on rehabilitation and gradual improvements of existing assets. This is opposed to the outright construction of new infrastructure and developments, which is not currently feasible under the current market conditions. Much of the legacy infrastructure throughout Siskiyou County, including the physical and digital amenities offered by the Yreka Carnegie Building, are primed for modernization efforts. Investments such as these are more cost-effective, environmentally friendly, and politically permissible than new developments.

The Yreka Carnegie Building's prime location within the Historic Downtown District, surrounded by storefronts and businesses, would make it an ideal location for economic development support activities, such as business advisory services. The accessibility of small business advisory services is a key determinant of their utilization; oftentimes businesses do not seek out these services because they simply are not aware of them. As the most visible area of Yreka, it could be expected that this could boost the traffic of this activity.

## Strategic Investment Summary

In our rural communities, collaborative grassroots strategies are the primary channels through which private and public investments leads to improved community health and vitality. Many case studies show communities successfully leveraging historical assets as a strategy to preserve essential character and spur investment in historic downtown districts—thus connecting historic preservation to economic development. The high cost of rehabilitating a historic building is a challenge, but when historical landmarks are revived, they serve as a catalyst for community prosperity and vitality.

By incorporating the strategic guidelines from the Rural Prosperity Taskforce, the Yreka Carnegie Library will demonstrably improve the overall infrastructure and economic base of the West Miner Historic District. This project will showcase region’s direct investment in supporting rural downtown redevelopment, an indispensable factor to attracting both public and private capital that supports new economic opportunities within the community. As more businesses relocate downtown, more capital is attracted, the area becomes more vibrant, and a pattern emerges.

As we endure the economic ramification from Covid-19, nonprofits serve an increasingly important role in complementing the public services that the City provides. An expanded public facility with modern office space, conference/training space, and fiber optic cable connectivity enhance the engagement opportunities to promote resources and significantly streamline their ability to deliver their services to our shared community. The overall project is anticipated to stimulate a resilient platform to promote investments in the downtown, provide additional opportunities for community partners to gather and leverage resources for public services, and improve the inclusivity of future projects with an accessible meeting space at the heart of the community.

## CONCEPTUAL ACTION PLAN

Capitalizing on the feasible path forward and in alignment with the Rural Prosperity Task for consideration, SEDC designed a conceptual plan for a multipurpose community facility that included a technologically advanced conference/training room and functional office spaces in alignment with the zoning code, while preserving the exterior classic revival architectural style.

SEDC initially began researching architects and engineers in the general northern California-southern Oregon region to develop plans, renderings, drawings, and cost estimates for the rehabilitation of the Yreka Carnegie Building (See Appendix C). Throughout this outreach process, it was determined that the costs of planning for the rehabilitation was significantly greater than the budget for this feasibility study. This is especially true when considering the accessibility modifications needed to make the building ADA compliant. Nonetheless, this outreach process provided rough estimates of what cost figures to expect, which will be used to establish fundraising goals for the planning process.

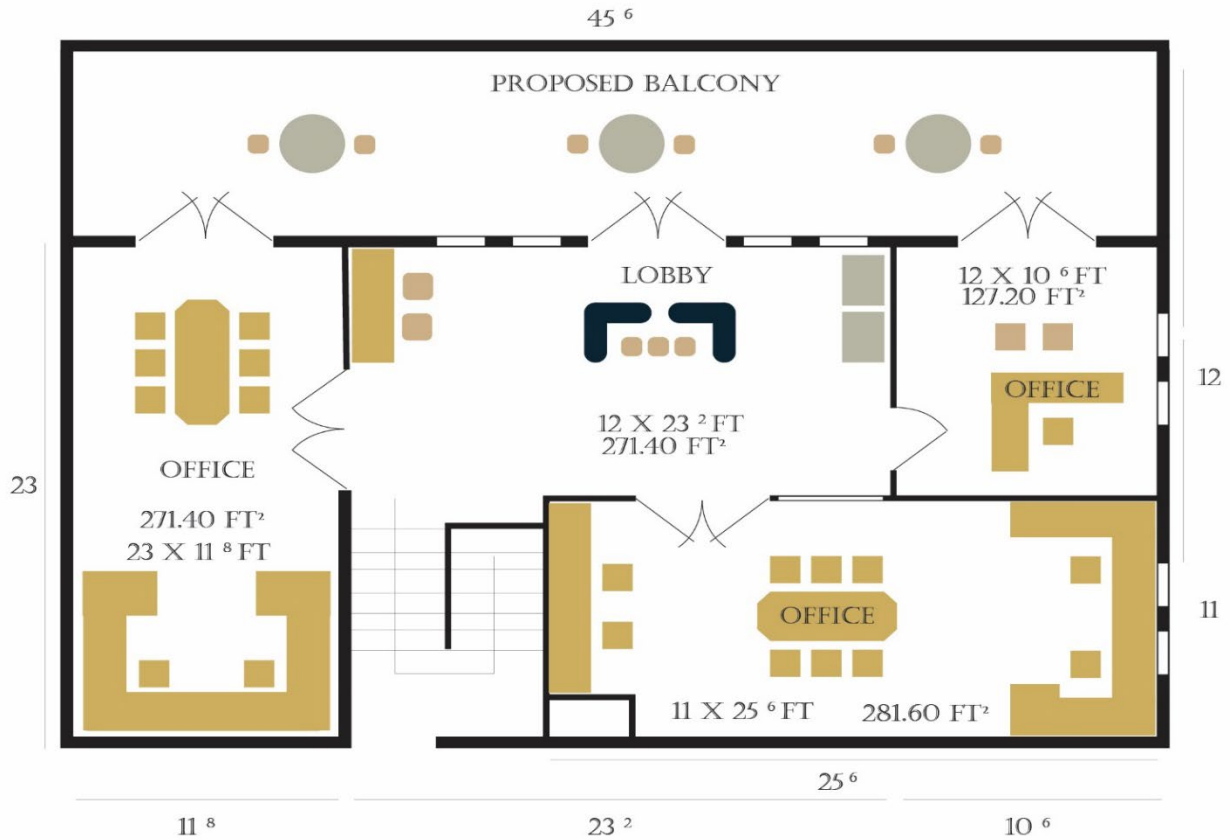
As a result, SEDC developed a conceptual plan in house to restore the Carnegie's grandeur by beautifying the building exterior and redesigning the interior as modern workspaces. The existing four offices on the main floor will provide opportunities to enhance collaborative/colocation relationships of businesses and facilitate the delivery of business and visitor services. Moreover, the upstairs addition was reconfigured into shared workspaces that will provide a dynamic work environment with added collaborative opportunities to expand services for the community.

The ground floor addition and north entrance, located at the back of the building, will be reconfigured into a rentable, innovative and modern multi-purpose conference room. Amenities for the conference room will include upgraded technological features for presentations, a full-service kitchen, and flexible meeting/classroom configuration. The storage building will be left as such for storage of records and marketing assets. This conceptual plan will inspire regional connection, new investment, increased visits, and longer stays in Yreka's West Miner Historic District.





SECOND FLOOR  
1980 ADDITION



412 WEST MINER STREET

YREKA CARNEGIE LIBRARY | EST 1915





## Phased Rehabilitation Plan

SEDC presented the conceptual plan at a City Council meeting and received overwhelming support for the work to date and new floor plan that would suit any office needs. SEDC developed the potential rehabilitation plan that includes both a Phased Development Plan and list of fundraising opportunities available to make the vision a tangible goal.

The SEDC's adaptive reuse and placemaking strategy for the Yreka Carnegie Library will occur in several phases based upon the length of the rehabilitation workplan. As demonstrated in the Conceptual Floor Plan above, the Carnegie is spatially adequate to house several nonprofit offices and is large enough to provide supplementary conference and office spaces to offset depreciation, long term maintenance, and unanticipated repairs. The SEDC anticipates the redevelopment will occur in the following five phases:

### **Phase I: Project Development/Due Diligence**

At the request of City Council, the Carnegie will complete a Brownfields Assessment under an existing grant from the U.S. Environmental Protection Agency. The brownfield assessment will provide information on potential hazardous materials and mitigation measure for both rehabilitation construction workers and the intended occupants. The scheduled assessment is for Fall 2020 due to a delay on the project from Covid-19.

As part of the Due Diligence process, the City will need to complete a Historic Structure Report to provide a valuable foundation for the rehabilitation, restoration, stabilization or reconstruction of an historic building. They are particularly important if the proposed work involves fabricating significant missing architectural or landscape features, recapturing the appearance of a property at one particular period of its history, removing later additions, or substantially modifying existing historic fabric. A report should at a minimum provide a clear description of the building's architectural history: its original appearance, what changes were made and when, and its present condition. In addition, it should provide guidance with respect to any proposed new work.<sup>49</sup> The contents of this feasibility study accomplish several of the tasks required for a Historic Structure Report, however, the proposed architectural work, plans and drawings will still be required.

In addition, an architectural evaluation will be required to identify features, materials and finishes that are character defining to follow the Secretary of the Interior's standards of rehabilitation. This plan will identify the long-term maintenance requirements of the building specific to these features and will complement the maintenance plan. The engineer and architectural surveys will also identify opportunities to make the building ADA accessible for the entire community to enjoy.

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<sup>49</sup> <https://ohp.parks.ca.gov/pages/1069/files/historic%20structure%20report%20format.pdf>

Nearing the end of the due diligence phase, Council will need to agree upon an ownership structure based on the nonprofit selected and intended fundraising campaign. At the request of the City, SEDC included several funding opportunities to develop the overarching fundraising campaign.

### **Phase II: Permitting**

The conceptual plan includes illustrates a fully restored Yreka Carnegie Building, and safe use therein. This plan will require adherence to additional permitting and entitlement processes as mentioned in Chapter 4. In Phase II, the rehabilitation of the Yreka Carnegie Library will be in alignment with the City Historical District Code and Secretary of Interior's Standards for Rehabilitation. In alignment with these guidelines, there are no plans to significantly add to or demolish any portion of the building's structure.

A consultation with the City Planner concluded that the largest disturbance to the public will occur during the construction phase. Hazardous materials, including asbestos containing materials are highly likely in the building and will need to be disposed of appropriately to not affect the surrounding neighborhood. Moreover, noise from construction and traffic control procedures will need to be assessed. Due to the funding needed for the conceptual plan, the City anticipates utilizing both Federal and State funds, the requiring NEPA and CEQA, respectively. The Planning Specialist preliminarily indicated the project is likely to be either categorically exempt/mitigated negative declaration under both NEPA and CEQA.

During this phase it will be important to engage the SHPO and local experts on historic rehabilitation to make final determinations on the Yreka Carnegie Library's historic assets. Moreover, these engagements will ensure the rehabilitation is compliant with the National Register of Historic Places listing.

### **Phase III: Construction**

The vision for redevelopment is to fully restore the original Carnegie Library, upgrade and beautify the building exterior, and remodel and redesign the 1980 additions to better accommodate current needs and technology. As noted in the Current Conditions section above, initial construction work will include shoring-up the entire structure, abatement of known hazardous materials, addressing Americans with Disabilities Act (ADA) compliance, and upgrading all mechanical fixtures. As funding is available, the entity responsible for construction should expand beautification efforts to the exterior landscaping and parking lot to attract the community, local businesses, and visitors. These upgrades will significantly impact the long-term Maintenance Plan.

### **Phase IV: Plan for Occupancy**

While Phase 1 is designed to mitigate delayed construction, Phase IV is incorporated as a contingency strategy. Inherently common in construction is the potential for unanticipated discovery of hazardous contaminants, major structural damage, and unanticipated weather conditions that may impact

construction timelines. Once the predominant issues have been addressed by either complete upgrades or mitigation measures, a completed maintenance plan will be developed. This Phase may be combined with Phase V below if construction has proceeded accordingly.

### **Phase V: Occupancy**

In Phase V, construction will be complete, and the nonprofit entity can move in and incorporate finishing touches. Two months are allocated for marketing additional office spaces move-in, and transfer of records. To celebrate a major rehabilitation, we recommend a grand opening reception acknowledging fundraising stakeholders and encourage the public to visit the fully restored Carnegie.

### **Phased Development Timeline**

The timeline below incorporates current project readiness, anticipated steps needed, and contingencies incorporated within the project costs based on conversations with Consultants. The selected Consultants had historic building rehabilitation project experience and interest in working in rural Siskiyou County. Implementation of the rehabilitation will focus on preservation of historic assets, project environmental compliance, continued community participation, and a long-term maintenance strategy to ensure the longevity of the investment.

Once a funding source is secured, the overall proposal anticipates completing the remaining planning phase within a 12-18-month timeframe based on the initial scoping of the project with specialist for historic rehabilitation, architecture/engineering, and planning. Completion of the construction phase will likely take between 1-2 years after the planning phase is completed to leverage additional funding and provide a conservative construction timeline.

Yreka Carnegie Library Reuse Feasibility Study

Quarter	Year 1 Annual											
	1Q			2Q			3Q			4Q		
Month	1	2	3	4	5	6	7	8	9	10	11	12
<b>Project Development- Phase I</b>												
Bid for Engineer/Architect	X	X	X									
Engage Engineer/Architect				X	X	X						
Historic Structure Report				X	X							
Structural/Seismic Review				X	X							
Existing Conditions Survey				X	X							
Building Systems Evaluation				X	X							
Hazardous Material Assessment				X	X							
Draft Plans/ADA Modifications				X	X	X						
Review Plans							X					
<b>Permitting - Phase II</b>								X				
Application Period								X				
Permit Review/CEQA									X			
Initial Building Inspection										X		
Bid for Contractor										X	X	
Engage Contractor										X	X	
Develop Construction Sequence												X
<b>Reporting/Internal Evaluation</b>			X			X			X			X

Quarter	Year 2 Annual											
	1Q			2Q			3Q			4Q		
Month	1	2	3	4	5	6	7	8	9	10	11	12
<b>Construction- Phase III*</b>	X	X	X	X	X	X	X	X	X	X	X	X
Example Physical Projects:												
Site Preparation/Public Notice												
Structural/Roof Repairs												
ADA Accesibility Modifications												
Hazards Abatement												
Interior Modifications												
Woodwork Refinishing												
Flooding Mitigation												
<b>Reporting/Internal Evaluation</b>			X			X			X			X

Note: Actual construction schedule will be based upon prioritization and cost estimation of tasks as determined by engineer/architect.

Quarter	Year 3 Annual											
	1Q			2Q			3Q			4Q		
Month	1	2	3	4	5	6	7	8	9	10	11	12
<b>Construction- Phase III (cont)</b>												
Potential Schedule Overruns	X	X	X	X	X	X	X	X	X			
City Building Inspections						X						
Permit Renewal (if necessary)	X	X										
<b>Plan for Occupancy- Phase IV</b>												
Maintenance Plan Development				X	X	X						
Long Term Staffing/Services				X	X	X						
Small Business Development Center Requirements					X	X						
Visitor Center Requirements					X	X						
Siskiyou Jobs Council Requirements					X	X						
Siskiyou Economic Development Council Requirements					X	X						
<b>Occupancy- Phase V</b>												
Furnish/Equip New Facilities							X	X	X	X		
Transfer Office Materials/Records											X	
Reopen Yreka Carnegie Library												X
<b>Reporting/Internal Evaluation</b>			X			X			X			X

### Long-term Maintenance Plan

As recommended in the Secretary of the Interior Rehabilitation Standards, SEDC developed this outline of considerations for a long-term, preventative maintenance plan to protect the historic character of the building and ensure the Yreka Carnegie building will be an everlasting asset to the community.

The specific details of the maintenance plan will be determined by due diligence measures in Phase I, and further refined by experts at each phase. Along with a brownfield assessment to mitigate hazardous materials, we intend to work alongside architects and engineers who will oversee a Historic Structure Report<sup>50</sup> for the building. Upon detailed inspection of the building, an identification of defining elements of the historic character and a determination of the schedule for rehabilitation, an accurate maintenance plan can be devised.<sup>51</sup> Expert guidance from preservation professionals is an indispensable component due to the advanced age of the Yreka Carnegie Library.<sup>52</sup>

<sup>50</sup> Barry Loveland, *Operations and Maintenance for Historic Structures*, (Washington DC, WBDG, 2016)

<sup>51</sup> Lee Nelson, *Preservation Brief 17: Architectural Character- Identifying the Visual Aspects of Historic Buildings as an Aid to Preserving their Character*, (Washington DC, DOI, 1988)

<sup>52</sup> Alan Forster and Brit Kayan, *Maintenance for Historic Buildings, A Current Perspective*, (London, Structural Survey, 2009)

With a fundraising goal set at over one million dollars, initial rehabilitation efforts will address major structural, mechanical, and electrical issues to alleviate maintenance burdened by the existing systems. The construction phase will be conducted by a local, certified General Contractor focused on preventative maintenance. The General Contractor will ensure materials, labor, and specialized subcontractors will be procured from within the County. As designed, the phased rehabilitation strategy is flexible to incorporate additional upgrades and maintenance measures throughout the life of the rehabilitation.

While expert suggestions may either narrow or broaden the scope of future maintenance, the National Park Service of the US Department of Interior has published guidelines<sup>53</sup> for the treatment, preservation and rehabilitation of historic buildings that informs this plan. There is an extensive catalog of preservation briefs that have been published for specific styles of workmanship, materials and techniques used in historic buildings to guide future maintenance work.<sup>54</sup> It is to be expected that a combination of proactive and reactive measures will be taken based upon practicality, economic feasibility, and the specific materials used in the Yreka Carnegie Library Building.

### **Goals of the Maintenance Plan**

- Proactively preserve structural integrity and mitigate further material deterioration through rehabilitation
- Upgrade/replace aging mechanical, electrical, HVAC and plumbing components
- Catalog features, materials and their respective maintenance protocols
- Utilize experts to identify best practices for maintaining historic workmanship, such as woodwork and masonry, that adds to the character of the building and requires extra care
- Identify potential problem areas that will require increased monitoring
- Develop schedules for routine inspection, monitoring and maintenance cycles (annual, biennial, 5+) and establish respective budget requirements
- Establish guidelines for maintaining health and human safety, for example the handling of building-specific hazardous materials, pests and other potential hazards

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<sup>53</sup> Sharon Park, *Preservation Brief 47: Maintaining the Exterior of Small and Medium Size Historic Buildings*, (Washington DC, DOI, 2007)

<sup>54</sup> For a list of 50 published briefs, refer to <https://www.nps.gov/tps/how-to-preserve/briefs.htm>

## COST ESTIMATE & FINANCING

### Cost Estimate for Rehabilitation

Given the City's financial constraints and desire for a community facility, the cost estimates are based on securing a Federal or State funding source and incorporates line items for administration, procurement of a subcontractor to oversee the work, consultants, and reporting throughout the project (3 years).

Based on the Conceptual Plan herein, SEDC developed a thorough estimate for Phases I and II of the Rehabilitation Strategy based on preliminary scoping with local contractors for the necessary reports. The City and SEDC have utilized grant funding for a variety of successful projects and estimates are based on past experience. Of note, Phase II: Permitting, SEDC sourced anecdotal estimates from the City Planner and this line item is a very rough estimate. Estimates ranged from \$30,000 provided the project would be exempt from both NEPA and CEQA, to \$150,000 if the project needed a more thorough environmental assessment; the median \$100,000 was used. Ultimately, the outcome of Phases I and II will significantly impact Phase III for Construction.

With the recent completion of the newly built Yreka Police Department (2019), City Staff provided significant input on estimates costs for Phase III: Construction; utilizing prevailing wage and equipment rental rates. The Police Department was a new construction and was estimated at \$200-250 per square foot. SEDC sourced bids from historic rehabilitation specialists and local contractors that confirmed this would be an adequate estimate based on the Conceptual plan. As a result, the \$700,000 estimate is based on renovating 3,300 square feet (Main floor and both floors of the addition) at a rate of \$225 per square foot.

The final Phases IV-V will be dependent on the occupant and are summarized as a single line item below. This was included in the estimate, given that the occupant may be able to furnish the building via additional grant funding.

**“Extraordinary costs of rehabilitation serve as a challenge, but when historical landmarks are revived, they are a catalyst for investment, return lasting economic benefits, and elevate the character of the City.”<sup>55</sup>**

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<sup>55</sup> Cheong, Donovan R. Rypkema and Caroline. 2013. *Measuring Economic Impacts of Historic Preservation*. Report to the Advisory Council on Historic Preservation, Washington DC: PlaceEconomics.

Category	Phase	Title	Description	Direct Cost
City	Phases I - V	City Administration Costs	Procurement of Subcontractor, Management, & Reporting	\$50,000
City	Phases I – V	Report Inputs	Staff time for project input and meetings	\$10,000
Subcontractor	Phases I-V	Administration Assistance to City	Reporting and Procurement of Specialists	\$30,000
Subcontractor	Phases I-V	Outreach	Website creation; digital & hardcopy materials; presentations	\$20,000
Subcontractor	Phase I -V	Meetings and Input/Completion of Grant Required Reports	Consultant (Specialist) Procurement, Management, Project Report Input on Reports	\$40,000
Consultant	Phase 1	Environmental Site Assessment to abate Hazardous Materials	Phase 1, Phase 2, and Cleanup Plans if needed	\$20,000
Consultant	Phase I	Historic Structure Report	Site Visit; Report	\$15,000
Consultant	Phase I	Architectural Renderings/ Engineered plans	Site Visit; Meetings for design concepts; Report	\$80,500
Consultant	Phase II	ACIP Planner	Combined NEPA/CEQA; building permits	\$100,000
General Contractor	Phase III	Construction Work	Rehabilitation; \$225 sq ft	\$742,500
Occupant	Phase IV - V	Move-In	Furnishing, Record Transfers, Staff Time, Moving Costs	\$15,000
				<b>\$1,123,500</b>



## Rehabilitation Fundraising Strategy

Due to the scale and scope of rehabilitation needed for the Yreka Carnegie Building, the costs associated with the project could be greatly served by a comprehensive fundraising strategy that aligns with the intended reuse of the building. The planned reuse of the building will determine which funding opportunities the project could be eligible for. The variance between potential reuse options opens numerous opportunities for funding outside of those solely available for traditional historic rehabilitation projects. Key enabling factors that should be included in this process include:

- **Identifying any local sources:** private foundations, donors, local initiatives and active operating businesses that have available grant opportunities or a shared interest in the project.
- **Identifying government funding opportunities at the local, state and federal level:** funding availabilities exist for historic rehabilitation, community and economic development projects, business incubators, business services, and activities that grow or retain jobs.
- **Establishing criteria for funding eligibility** includes organizational eligibility, project readiness, planning requirements, matching fund requirements and culminates with an active pipeline developed around fund availabilities.
- **Retaining benefits of non-profit status:** while one strategy for funding rehabilitation could include selling historic tax credits to a private partner, this could potentially complicate and disrupt other funding sources. Consideration should also be given to which legal organization applies to which opportunity based on eligibility guidelines.

There are numerous small to medium sized funding opportunities available locally that can be utilized by this proposed project. The following list of funding sources will include:

- the name of the source of funding
- background of the funding opportunity
- eligibility criteria
- deadlines and timelines
- how these funds can be used strategically and achieve the most impact.

Financing of the future maintenance plan and occupancy will be supported by a two-pronged effort. The primary source of funds will be generated by incoming revenue from the facilities to be provided by the Yreka Carnegie Library, namely the rental of office and conference space.<sup>56</sup> In the event of budget shortfalls, the occupant should establish a reserve fund with contributions from each tenant of the building to ensure no cuts are made on needed maintenance work.

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<sup>56</sup> For a detailed estimate of anticipated revenue, please refer to the proposed operational budget on page 21

## Local Funding Opportunities

### The McConnell Fund

The McConnell fund is an annual funding opportunity managed and administered by the Shasta Regional Community Foundation (SRCF) in Redding, California. SRCF has a longstanding positive relationship with the City and has expressed vocal support for this project.

The McConnell Fund provides grant-based funding to eligible 501(c)(3) nonprofit organizations, public education institutions and government entities in Shasta, Siskiyou, Tehama, Trinity and Modoc County located in northern California. Grant applications from Siskiyou County may request up to \$50,000 for projects that benefit the community. This includes activities that support social services, recreation, sustainability, and arts among others. The fund opens for applications annually with submission deadlines in early to mid-March. Applications are scored competitively and may be subject to adjustments based upon annual funding availabilities.<sup>57</sup>

It should be noted that funds granted by the McConnell Fund are intended to be the “last funds in” and may only be used on durable long-term purchases. These requirements are in place to limit waste, ensure project completion and may not be used for planning or pre-construction activities. For larger projects, such as the subject of this feasibility study, this funding opportunity would be best utilized to support any finishing touches. This includes items such as the purchasing of office equipment, furnishings, information technology, system upgrades and aesthetic improvements.

### The Ford Family Foundation Community Building Spaces Grant

The Community Building Spaces is an open grant opportunity provided by the Ford Family Foundation. Located in Roseburg, Oregon, The Ford Family Foundation serves the people and communities of Oregon and Siskiyou County, California.

The Community Building Spaces program provides capital grants to support prioritized program areas on an open and rolling basis. There are no current submission deadlines, grant applications can range from \$25,000 to \$250,000 and must be no more than one-third of the total project budget. The key eligibility criteria revolve around the development of central physical places that are open to the public and may include a multitude of uses. Examples include libraries, community centers, and renovation or construction activities.

This grant can fund a wide range of activities that contribute to projects meeting the Foundation’s eligibility requirements.<sup>58</sup> Applications must document a high need, demonstrate project readiness and have evidence that the project will be sustainably managed by the applicant. Community support for

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<sup>57</sup> <https://www.shastarcf.org/funds/the-mcconnell-fund>

<sup>58</sup> <https://www.tfff.org/how-we-work/grants/current-funding-opportunities#Eligibility>

the project is a critical component and applications are strengthened by a comprehensive and holistic fundraising strategy. Other requirements may be found on the Foundation's website.<sup>59</sup>

The most significant requirement that shapes this opportunity is that 50% of funding for the total project budget must be secured or committed before applications will be considered. Grant applications will be reviewed on a rolling basis in a 2 to 6-month process, depending on amounts requested.

### **Pacific Power Foundation**

The Pacific Power Foundation is the philanthropic arm of Pacific Power, which is the electric utility provider for Yreka and much of the region. The Foundation provides grant opportunities annually in four cycles that are grouped by organizational activity. For planning purposes for this opportunity, this project would fall under the community enhancements classification with an application deadline of June 15th.

Grants awarded typically fall between \$2,000 and \$5,000 and face restrictions on activities that are eligible for funding<sup>60</sup>. Because of the limited amount of funds available and the size and scope of this project, the administrative costs of applying for and managing this grant should be weighed carefully with its potential impact on the overall project.

### **State Funding Opportunities**

#### **Housing and Urban Development: Community Development Block Grant (CDBG)**

The Community Development Block Grant, CDBG, is a program administered by the US Department of Housing and Urban Development. The program funds community and economic development projects that primarily target and serve persons who are low-to-moderate income. All activities that are funded by CDBG must demonstrate that they meet one of three National Objectives:

1. Activities that benefit low-to-moderate income people
2. Eliminations of slums or blight
3. Activities that address an urgent need/threat

The only eligible recipients of CDBG funds are local governments, who may work with other governments, subcontractors, or nonprofits. CDBG funds are administered in two different buckets of funding allocations. The first allocation is distributed directly by formula to 'entitlement' jurisdictions, with City populations greater than 50,000, or county populations greater than 200,000 (excluding entitlement cities). The second allocation of funds is for jurisdictions who do not meet these population thresholds, such as the City of Yreka, which are classified as 'non-entitlement' jurisdictions. These funds are distributed to states, in California's case the Department of Housing and Community Development,

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<sup>59</sup> <https://www.tfff.org/what-we-do/vital-rural-communities/community-and-economic-development/rural-capital-projects>

<sup>60</sup> <https://www.pacificpower.net/community/foundation.html>

who then allocate them to non-entitlement jurisdictions by competitive application. Under CDBG, the City could apply under the Community Development program for planning and construction activities.

## Federal Funding Opportunities

### OneRD Guarantee Loan Initiative

The OneRD Guarantee Loan Initiative is a redesigned, standardized program that is composed of former Rural Development programs including the **Community Facilities Guaranteed Loan Program**. The changes that will consolidate USDA's current Guaranteed Loan Programs were made after recommendations from the Rural Prosperity Task Force to streamline and enhance them. These changes take effect on October 1, 2020, when applications will open.

The program provides loan guarantees to eligible private lenders for a multitude of projects in rural communities. In context to the Yreka Carnegie Building, it would provide a loan guarantee to build a community facility that provides an essential service to the local rural community for the orderly development of the community. This includes health care facilities, public facilities, public safety services, and community services. Community facilities exclude private, commercial or business undertakings.

Eligibility is reserved for borrowers that lack the ability to obtain the commercial credit on reasonable terms without the loan guarantee and are either a public body, community-based non-profit, or Federally recognized Tribe in a rural area. Rural areas are defined as those areas other than a city or a town with a population greater than 50,000 inhabitants. Funds can be used to purchase, construct, and/or improve essential community facilities, purchase equipment and pay related project expenses.

### National Park Service- Save America's Treasures Grant

The Save America's Treasures Grant is a federal program that was established in 1998, funded by the Historic preservation Fund and is offered annually by the National Park Services. The goal of the grant program is to help communities across the country preserve historically significant properties and collections that convey the rich heritage of the United States. The grant program is competitive and administered to two applicant groups: preservation projects and historic collections.

Projects eligible for consideration must be Nationally Registered Historic Places and applicants must be either nonprofit 501(c)(3) organizations or units of state and local government. The program is administered annually with application deadlines typically in December and awards announced the following year. The funding availability for brick and mortar preservation projects is generous, with a cap of \$500,000 and minimum of \$125,000 per project application. Applicants are required, however, to provide a dollar-to-dollar match for each dollar received that cannot be from a federal source of income.

The match requirements for the SAT grant are upheld by only disbursing funds upon proper notification that the grantee has expended and documented their share of the match in alignment with the proposed project budget.

### Economic Development Administration: Public Works and Economic Adjustment Assistance Program (PWEAA)

EDA’s PWEAA program helps distressed communities revitalize, expand, and upgrade their physical infrastructure. This program enables communities to attract new industry; encourage business expansion; diversify local economies; and generate or retain long-term, private-sector jobs and investment through the acquisition or development of land and infrastructure improvements needed for the successful establishment or expansion of industrial or commercial enterprises.

EDA PWEAA program investments help facilitate the transition of communities from being distressed to becoming competitive by developing key public infrastructure, such as technology-based facilities that utilize distance learning networks, smart rooms, and smart buildings; multitenant manufacturing and other facilities; business and industrial parks with fiber optic cable; and telecommunications and development facilities. In addition, EDA invests in traditional public works projects, including water and sewer systems improvements, industrial parks, business incubator facilities, expansion of port and harbor facilities, skill-training facilities, and brownfields redevelopment.

### Potential Purchase Structure

The City Council would like for a nonprofit entity to acquire the building through negotiated terms that would allow flexibility with potential funding sources, maintain the building as a public asset in perpetuity, and provide needed community services as a centralized location. The recent appraisal on the property is valued at \$180,000 and the ultimate cost agreement will likely be influenced by the needed investment for rehabilitation. At one of the City Council workshops, we explored the concept of a progressively forgiven mortgage, amortized over 10 years with a three percent interest rate, contingent on continued capital investment. Given the current assessment value the purchase terms will likely look as follows:

Year	Mortgage Value	Interest (3%)	Subtotal
1	\$ 180,000	\$ 5,400	\$ 5,400
2	\$ 162,000	\$ 4,860	\$ 10,260
3	\$ 144,000	\$ 4,320	\$ 14,580
4	\$ 126,000	\$ 3,780	\$ 18,360
5	\$ 108,000	\$ 3,240	\$ 21,600
6	\$ 90,000	\$ 2,700	\$ 24,300
7	\$ 72,000	\$ 2,160	\$ 26,460
8	\$ 54,000	\$ 1,620	\$ 28,080
9	\$ 36,000	\$ 1,080	\$ 29,160
10	\$ 18,000	\$ 540	\$ 29,700

Given that the Yreka Carnegie Building does need significant renovations prior to safe occupancy of the buildings, the City will likely need to complete due diligence and/or secure funds for the project prior to accepting any final terms to ensure eligibility of funds for the extensive repairs.

## Operational Considerations

The Carnegie building will serve as the headquarters for a nonprofit entity and will need a reasonable income source to maintain the building overtime. As such, SEDC developed the concept of shared workspaces that will provide a dynamic work environment with added collaborative opportunities as the nonprofit grows and expands services for the community. The concept allows the second floor of the addition to the Carnegie to be used for the nonprofit offices and the existing four offices on the main floor will provide opportunities to earn rental income, enhance collaborative/colocation relationships, and facilitate the delivery of public and visitor services.

Inspired by the City of Lakeport, CA Carnegie restoration, the Yreka Carnegie Building can provide opportunities to strengthen the business community via the rented co-working office spaces on the first floor. Located within the historic downtown, professional office spaces are highly demanded due to highspeed internet connectivity, foot traffic, and transportation accessibility. The nonprofit would benefit not only financially for the additional income, but the opportunity to recruit a complimentary cross-representation of businesses that attract diverse clientele to the office complex and downtown area. As a business incubator space, entrepreneurs often enjoy the upbeat energy and opportunity to collaborate with one another via short-term, or hourly leasing opportunities. Further, co-working spaces offer lower start up costs for a street level marketing, office supplies, and client meeting spaces.

Future improvements to the facility and ongoing maintenance would be offset by the rental income for the nonprofit as well. Using the inspiration from co-working space around the region and local rental costs, SEDC estimated the total income revenue potential. The cost for a 5-8-person office in Yreka costs approximate \$15,000 in rent per year and approximately \$1,000 annually in fees for additional conference space rental. SEDC estimates, based on current utilities and maintenance costs associated with owning and operating the Carnegie to be roughly \$16,800 per year.

Estimated Building Expenses:

Expenses	Month	Annual
Janitorial	250	3,000
Landscaping	150	1,800
Utilities	600	7,200
Insurance	250	3,000
Technology	100	1,200
Supplies	50	600
<b>Total</b>	<b>\$1,400</b>	<b>\$16,800</b>

The four offices on the main floor in the original Carnegie Library will be renovated into executive/Type A offices and will be made available for rent. It is anticipated that 2-3 offices will rent out on a monthly/annual basis providing an estimated \$500-650/month in revenue. The remaining 1-2 offices will be furnished to serve as co-working spaces available for rent on an hourly and/or daily schedule providing an estimated \$200-300/month in revenue. Finally, the conference room will also generate an estimated \$350-450/month in revenue. Together the revenue potential by rental income is anticipated at approximately \$12,600 to \$16,800 per year.

Revenue generated from the building will be appropriately directed to cover building operation/ownership costs and establish a reserve fund that covers expenses associated with depreciation, long term maintenance, and unanticipated repairs.

## CONCLUSION AND NEXT STEPS

Revitalizing the Yreka Carnegie Library is not only feasible but will demonstrably contribute to the prosperity of the West Miner Historic District. Based on the results of this feasibility study, the best use of the Yreka Carnegie Building, as determined by what would be the most physically possible, financially feasible, legally permissible, and supported by the community, is as a Professional Office by a (several) nonprofit(s). The conceptual plan provided herein is flexible to accommodate any new nonprofit occupant and enhance their ability to provide goods and services to the community. Overall, the scope of this feasibility expands beyond the physical rehabilitation of the Yreka Carnegie Building, and if successful, will additionally attract increased capital investment to Yreka's downtown, provide needed community services, and promote collaborative opportunities in a centralized location.

Next steps will require a significant fundraising for the planning process, to include modifications for ADA compliant accessibility throughout the building. It is recommended that the City of Yreka partners with a non-profit organization to fund this activity. Working with a non-profit would make numerous sources of public funding available to use and alleviate City staff time on the rehabilitation. Although the total cost of the project would be greater due to prevailing wages, federal procurement guidelines, and the extended timeline when working with government agencies, this structure will provide the City the opportunity to provide oversight for the project. Moreover, the flexible ownership structure with the selected nonprofit, will allow the City to ensure the public asset is protected in perpetuity.

Revitalizing the Yreka Carnegie Building will demonstrably improve the overall infrastructure and economic base of the West Miner Historic District. This project will showcase City's direct investment in supporting rural downtown redevelopment, an indispensable factor to attracting both public and private capital that supports new economic opportunities within the community. As more businesses relocate downtown, more capital is attracted, the area becomes more vibrant, and a successful pattern emerges. This cycle will kickstart through the adaptive reuse of the Yreka Carnegie Building. By improving accessibility and visibility of an iconic downtown building, we increase our community's economic resilience, promote collaborative opportunities, and save a local, and national treasure.

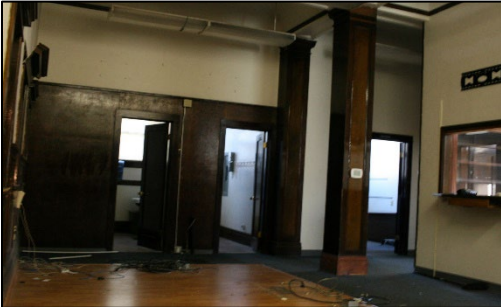


## APPENDIX A: PHOTOGRAPHS DOCUMENTING CURRENT CONDITIONS

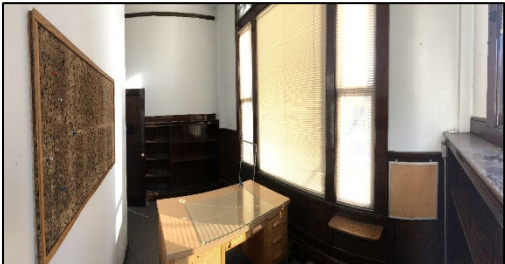
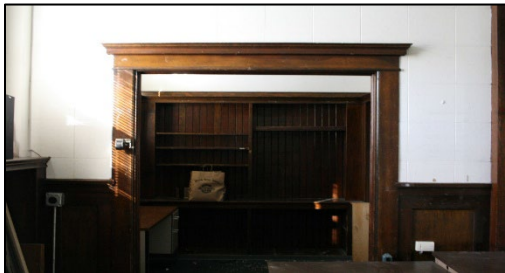
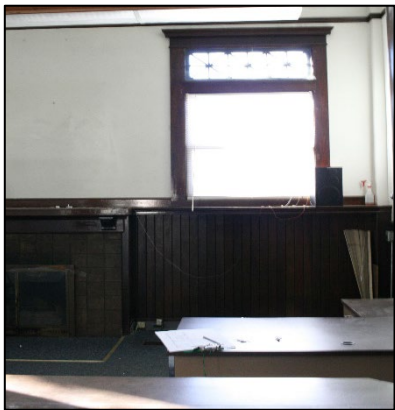
### Exterior Photographs



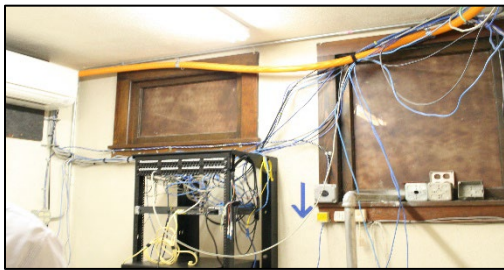
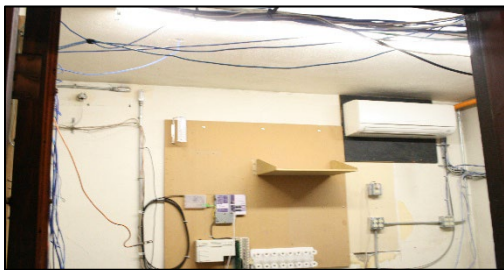
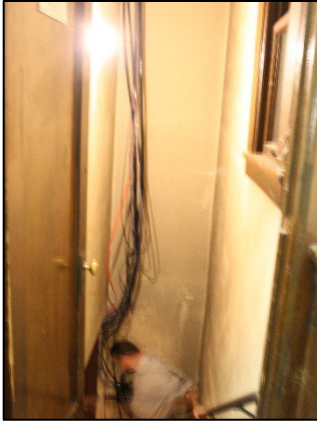
**INTERIOR PHOTOGRAPHS- MAIN FLOOR**



**INTERIOR PHOTOGRAPHS- MAIN FLOOR 1915**



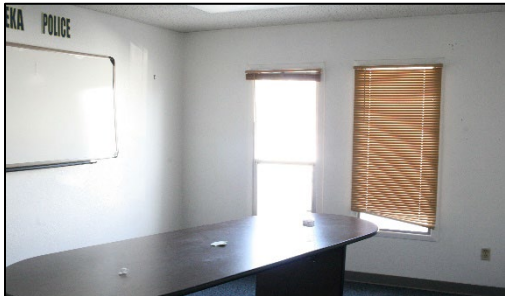
## INTERIOR PHOTOGRAPHS- BASEMENT 1915



**INTERIOR PHOTOGRAPHS- GROUND FLOOR 1980 ADDITION**



**INTERIOR PHOTOGRAPHS- TOP FLOOR 1980 ADDITION**



# APPENDIX B: RENDERINGS AND FLOORPLANS



Image 1: Front rendering with minimal changes

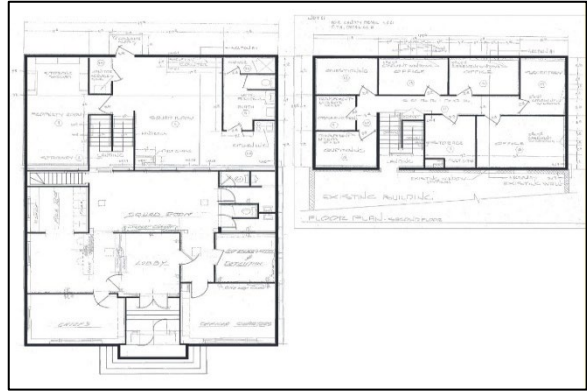


Image 3: Original Floorplan



Image 1: Rear rendering with expanded doors, balcony, and upgraded landscaping

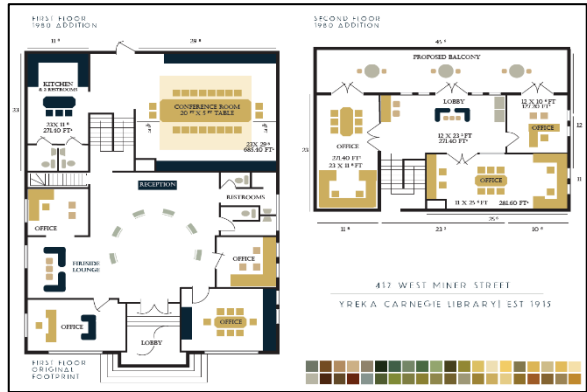


Image 4: Reimagined floorplan suitable for a residential professional office



Image 5: Reimagined interior design rendering that celebrates Yreka's history

## APPENDIX C: CONSULTANT NOTES

The following list will include professionals that were contacted by SEDC, what services they can offer, a rough estimate of the fees involved, and any advice they gave on furthering this project. Estimates were sourced anecdotally and are not binding, nor represent contractual relationships to the project.

### **Kramer & Company- Ashland, Oregon**

George Kramer, M.S., HP is the principal of Kramer & Company and personally provides most of its services. Although supported by local historians, photographers, and others as needed, George serves as primary investigator for all projects, assuring clients the full benefit of his experience.

Kramer & Company provides a wide range of architectural, documentation, and design services that are focused upon the creative reuse, restoration or rehabilitation of existing structures. Its full range of services begin with project planning and documentation and continue all the through to design and construction as appropriate.

An abbreviated Historic Structure Report, which would inform the stewards of the Yreka Carnegie Building with information on how to prioritize, repair, rehabilitate, and maintain the building, would start at around \$9,000. This would not include specific plans, drawings, or renderings, and would be limited in scope.

### **Garavaglia Architecture- San Francisco, California**

Garavaglia Architecture Inc. is committed to providing innovative and cost-efficient solutions for a variety of architectural and planning needs and for a broad range of clients such as:

- Federal, state, and local agencies
- Private developers
- Non-profit groups
- Building owners
- Advocates

Since the establishment of the firm in 1986, Garavaglia has developed expertise in providing clients with creative, technically advanced solutions to their design and planning needs, including:

- Historic preservation projects and reports
- Building renovations and upgrades
- Commercial and retail development
- Office and retail interiors, space planning
- Master plan analysis
- LEED

Services

Specifically, Garavaglia has experience with other Carnegie Libraries throughout the State of California and has worked on several projects throughout Siskiyou County. Several informal consultations were made with the lead architect, Mike Garavaglia, on how to strategize to attain ADA



compliance, but no cost estimates or contracts were discussed in detail due to the firm's workload at the time.

Additional input from Garavaglia included sharing current market conditions in the state of California pertaining to architectural and contracting services. There has been a statewide backlog of construction projects due to issues with permitting and zoning, a limited supply of contractors available. In addition, the costs can vary significantly when comparing private funding versus public, due to prevailing wages and additional costs associated with public funds. These considerations should be included in the timeline development throughout the planning process.

### **Linchpin Structural Engineering- Truckee, CA**

Located in Truckee, California, Linchpin Structural Engineering serves the Lake Tahoe and Truckee region, Reno, Northern California, Northern Nevada, and much of the Western United States on our specialized projects. Linchpin provides structural design for new and existing buildings, bridges, piers, ski area apparatus, as well as many other structures. Linchpin Structural Engineering practices residential and commercial design. Linchpin also provides structural consulting and investigations for a wide range of structural concerns, including forensic and expert witness services.

Linchpin is also highly experienced in the field of historic preservation and provides consulting to the treehouse industry as well as for ziplines and challenge courses. Linchpin has licenses in California, Nevada, Utah, Hawaii, and Washington.

Mr. Douglas Gadow, PE, SE, Senior Principal, was contacted to discuss a structural review and seismic analysis of the Yreka Carnegie Building. Throughout the discussion, Mr. Gadow described how a 'preservation team' of architects, engineers, and contractors would work together on a project to see it from planning to completion. While Linchpin Engineering does have limited experience in ADA improvements, their services would primarily revolve around the structural analysis of the building. Cost estimates for these services range based on the specificity and detail of the analysis from \$6,000 to up to \$15,000.

### **Rico Tinsman, ACIP – Siskiyou County**

Mr. Tinsman is a certified planner that works with several jurisdictions throughout Siskiyou County to complete NEPA and CEQA compliance on behalf of both public and private entities. As such, rural planning and local politics are prominent throughout Mr. Tinsman's repertoire. After speaking with him regarding the project and conceptual design the level of NEPA and CEQA would likely result in a lower environmental analysis given the use and focus on rehabilitation. Without a significant impact on natural resources, the environmental analysis would be focused on community impact during the construction phase. His anecdotal estimate via narrative scoping was around \$30,000-75,000 for a lower environmental review and roughly \$80,000-130,000 for a deeper review. At this time, Mr. Tinsman has several other projects and would not have time for the project.

### **Scott Friend, ACIP – Yreka City Planner**

Mr. Friend is a certified planner for a consulting firm that has a contractual relationship with the City of Yreka for several years. Due to the City relationship with Mr. Friend, he would be the most likely to conduct the actual permitting processes. After providing a narrative brief of the rehabilitation efforts, Mr. Friend was excited for the projected, but noted that without a full engineering or architectural assessment of the needed changes, the cost could range between \$30,000 to \$150,000 depending on the depth of analysis and completed consultant reports provided.

### **Nicole Hastings-Bethel, Geocon Consultants, QEP**

Nicole has over 15 years of environmental assessment expertise working for Geocon Consultants Inc. As the subcontractor for the EPA Brownfields Assessment Grant, Nicole conducted the environmental site assessment at the Carnegie building and has developed the Phase 1 report. Initial surveys do not indicate an issue with hazardous contaminants on site. However, during rehabilitation construction work, the asbestos found in the structure will need to be abated to protect the workers. Nicole will be the primary author on the Phase II report to be completed Winter/Spring 2020.