



HISTORIC RESOURCES PRESERVATION BOARD REPORT

HRPB Project Number 23-00100129: Consideration of a Certificate of Appropriateness (COA) for construction of a new structure, to be used as a garage, office, and dwelling unit, at 122 North L Street. The subject property is a contributing resource to the Northeast Lucerne Historic District and is located in the Mixed Use – East (MU-E) Zoning District.

Meeting Date: July 12, 2023

Property Owner/Applicant: James C. Paine, Jr.

Address: 122 North L Street

PCN: 38-43-44-21-15-024-0040

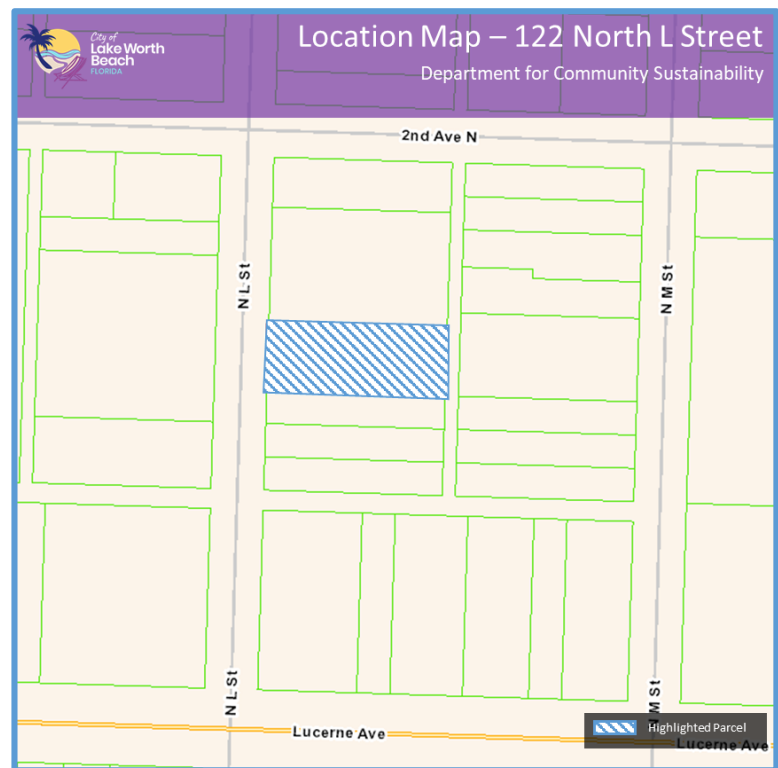
Lot Size: 0.15 ac / 6750 sf

General Location: East side of North L Street between Lucerne Avenue and 2nd Avenue North

Existing Land Use: Multi-Family Residential

Current Future Land Use Designation: Downtown Mixed Use (DMU)

Zoning District: Mixed Use – East (MU-E)



RECOMMENDATION

The documentation and materials provided with the application were reviewed for compliance with the applicable guidelines and standards found in the City of Lake Worth Beach Land Development Regulations (LDRs) and Historic Preservation Design Guidelines, and for consistency with the Comprehensive Plan. The application is consistent with the City's Land Development Regulations, with the exception of the total impermeable surface coverage. The proposed structure's design is somewhat consistent with the Historic Preservation Design Guidelines requirements. Staff contends that removal of some of the impermeable surface, as well as alterations to the proposed exterior wall finish and roofing material, as well as additional windows or shutters on the west and north elevations will bring the structure into compliance with the Design Guidelines and LDRs. **Therefore, staff recommends approval with conditions.**

PROJECT DESCRIPTION

The property owner, James C. Paine, Jr., is requesting a Certificate of Appropriateness for construction of a new structure for use as a garage, office, and dwelling unit at 122 North L Street. The subject property is located on the east side of North L Street between Lucerne Avenue and 2nd Avenue North. The property is in the Mixed Use – East (MU-E) zoning district and has a future land use of Downtown Mixed Use (DMU).

PUBLIC COMMENT

Staff has not received any letters of support or opposition for this application.

PROPERTY DEVELOPMENT HISTORY

The principal structure at 122 North L Street was constructed in 1938 in the Wood Frame Minimal Traditional style with Colonial Revival influences. The 3-unit apartment building was designed by G. Sherman Childs, a local Lake Worth architect. The structure was designed with bevel wood siding, metal shingle roofing, one-over-one double hung windows, 6-light over 3-panel doors, a wood balcony on the south elevation, and a gabled front entry porch with simple columns. The existing detached garage was also constructed in 1938, with wood siding and metal shingle roofing.

The original wood siding was replaced with aluminum siding in 1979, and the metal shingles were replaced with asphalt roofing between 1990 and 2008.

The applicant met with Historic Preservation and Zoning staff on October 4, 2022, and December 8, 2022, to discuss potential demolition of the detached garage and construction of a new garage structure with a dwelling unit. The applicant also provided draft architectural plans for conceptual review at the HRPB meeting on November 30, 2022.

The detached garage was inspected and given a Declaration of Unsafe Conditions by the Building Official on January 5, 2023, due to extensive termite damage to the garage's structural elements. The HRPB was given notice and opportunity to comment on the condemnation and planned demolition at the regularly scheduled meeting on March 8, 2023. The applicant provided a complete submittal for HRPB review of the new structure on June 5, 2023, and was subsequently scheduled for the July HRPB meeting. The architectural plans, survey, and photographs of the site are included as **Attachment A**.

ANALYSIS

Consistency with the Comprehensive Plan

The subject site has a Future Land Use (FLU) designation of Downtown Mixed Use (DMU). Per policy 1.1.1.7, the Downtown Mixed Use category is *"intended to provide for the establishment and expansion of a broad range of office, retail and commercial uses, and some residential within the traditional downtown core of the City. Diversity of retail uses is encouraged; however, certain commercial uses are not permitted in the Downtown Mixed Use category because they would be detrimental to the shopping or office functions of the area. The maximum density of permitted residential*

development is 40 dwelling units per acre. The preferred mix of uses area-wide is 75% residential and 25% non-residential.”

Analysis: The property is currently a multi-family residential use, with three dwelling units in the principal structure. The proposed new structure would have one additional dwelling unit; this would not change the multi-family use of the property, which is consistent with the intent of the Downtown Mixed Use designation. The proposal is also consistent with Goal 3.1 which seeks to achieve a supply of housing that offers a variety of residential unit types and prices for current and anticipated homeowners and renters in all household income levels by the creation and/or preservation of a full range of quality housing units.

Based on the analysis above, the proposed development request is consistent with the goals, objectives, and polices of the City of Lake Worth Beach’s Comprehensive Plan.

Consistency with the Land Development Regulations – Zoning

Mixed Use – East (MU-E): Per LDR Section 23.3-13(a), the "MU-E mixed use east district" is geared toward the commercial gateways and thoroughfares that are adjacent to the central commercial core of the city. The intent of MU-E district is to encourage the establishment and expansion of a broad range of office, commercial, hotel/motel, and medium-density multiple-family residential development as well as to facilitate redevelopment within these areas that achieves a mix of residential and professional office land uses. It also strives to create a place of common vision and physical predictability for all new construction, renovations, and redevelopment. Certain commercial uses are not permitted along some thoroughfares because they will be detrimental to the adjacent residential neighborhoods. The district implements in part the mixed use land use category of the Lake Worth Comprehensive Plan.

Per LDR Section 23.3-13, multi-family uses may be established in the MU-E zoning district, subject to the provisions of LDR Section 23.3-11, Medium Density Multi-Family Residential (MF-30).

The proposed new structure is consistent with all site data requirements in the City’s Land Development Regulations except for total impermeable surface coverage. Per LDR Section 23.3-11(c)(5), the maximum impermeable surface for medium-sized lots shall be 60%. The proposed site plan shows a total of 61.3% impermeable surface. Staff has added a condition of approval to remove some of the existing or proposed impermeable surface at Minor Site Plan review to bring the impermeable surface total into compliance.

The existing structure has non-conforming setbacks and front yard landscaping areas, but those will not be affected or expanded by the proposed project.

Formal and complete review for compliance with the City’s Land Development Regulations, including a Minor Site Plan and landscaping, will be conducted at building permit review. The proposed site plan and architectural drawings are included in this report in **Attachment A**.

Development Standard		Medium Density Multi-Family Residential (MF-30)	Provided
Lot Size (min)		5,000 sf	6,750 sf
Lot Width (min)		50'	50'
Density		30 du/ac X 0.15 ac = 4 du	4 du
Principal Structure Setbacks	Front	20'	16' (existing non-conformity)
	Rear	13.5'	89'
	Side	5'	2' (stairs to 2 nd story, existing non-conformity)

New Structure Setbacks	Front	n/a	n/a
	Rear	5'	28'
	Side	5'	5'
Impermeable Surface Coverage (max)		60%	61.3%
Structure Coverage (max)		40%	32.8%
Front Yard		75% permeable & landscaped	71% (existing non-conformity)
Building Height (max)		30'	22.5'
Maximum Wall Height at Side Setback (new structure)		26' @ 5' setback Up to 31' at 10' setback	19' @ 5' setback
Floor Area Ratio (FAR) (max)		0.75	0.53
Living Area (min)		750 sf for 2-bedroom unit	907 sf for 2 bedroom unit
Parking		1.25 spaces/studio units X 2 = 2.5 1.75 spaces/2-bed units X 2 = 3.5 Total: 6 spaces	6 spaces: 2 on-street, 2 garage spaces, 2 spaces off the alley

Consistency with the Land Development Regulations – Historic Preservation

All new structures within a designated historic district are subject to visual compatibility criteria. Staff has reviewed the documentation and materials provided in this application and outlined the applicable guidelines and standards found in the City's Historic Preservation Ordinance, detailed in the section below. The applicant has also submitted a Justification Statement, provided in this report in **Attachment D**.

Section 23.5-4(k)3.A – Additional guidelines for new construction and for additions; visual compatibility: *In approving or denying applications for certificates of appropriateness for new construction and additions, the City shall also, at a minimum, consider the following additional guidelines which help to define visual compatibility in the applicable property's historic district:*

- (1) The height of proposed buildings shall be visually compatible and in harmony with the height of existing buildings located within the historic district.

Analysis: The proposed new structure is 2 stories tall; this is taller than many of the surrounding single-family houses on North L Street, but is visually compatible with the existing 2-story principal structure on the property. The proposed 2-story height is also compatible with the height of other multi-family buildings in the surrounding district, such as 111 North L Street, which is directly across the street from the subject property.

- (2) The relationship of the width of the building to the height of the front elevation shall be visually compatible and in harmony with the width and height of the front elevation of existing buildings located within the district.

Analysis: The relationship of the width and height of the proposed structure is visually compatible and in harmony with the existing principal structure on the property. While the width and height of the proposed structure are greater than those of the adjacent single-family houses, the massing of the principal structure will block most of the new structure from view of the public right-of-way.

- (3) For landmarks and contributing buildings and structures, the openings of any building within a historic district should be visually compatible and in harmony with the openings in buildings of a similar architectural style located within the historic district. The relationship of the width of the windows and doors to the height of the windows and doors in a building shall be visually compatible with buildings within the district.

Analysis: The proposed windows and doors on the new structure are compatible in width and height to the windows and doors of the existing principal structure, as well as typical windows and doors of visually related buildings in the Northeast Lucerne Historic District.

- (4) The relationship of solids to voids in the front facade of a building or structure shall be visually compatible and in harmony with the front facades of historic buildings or structures located within the historic district. A long, unbroken facade in a setting of existing narrow structures can be divided into smaller bays which will complement the visual setting and the streetscape.

Analysis: Because the new structure is located towards the rear of the property behind the existing principal structure at 122 North L Street, there is not a traditional “front façade.” The south and east elevations largely avoid large expanses of blank façade. The first floors of the north and west elevation have large areas of blank façade, which correlates with the garage spaces on the first floor. Staff recommends adding windows or faux shutters (non-operable shutters attached to the exterior wall to give the appearance of window openings) to these elevations to add visual interest and break up the expanses of blank walls.

- (5) The relationship of a building to open space between it and adjoining buildings shall be visually compatible and in harmony with the relationship between buildings elsewhere within the district.

Analysis: The proposed building adheres to setback requirements within the current zoning code and is spaced appropriately in relation to neighboring buildings.

- (6) The relationship of entrance and porch projections to sidewalks of a building shall be visually compatible and in harmony with the prevalent architectural styles of entrances and porch projections on buildings and structures within the district.

Analysis: The proposed design places the entrances to the manager’s office, laundry area, and dwelling unit on the south elevation. The surrounding buildings have a variety of entrance and porch configurations; a side-oriented entrance for a rear structure is in harmony with the surrounding district.

- (7) The relationship of the materials, texture and color of the façade of a building shall be visually compatible and in harmony with the predominant materials used in the buildings and structures of a similar style located within the historic district.

Analysis: The submitted plans propose a smooth stucco wall texture. While this is a common exterior wall material in the Northeast Lucerne Historic District and does differentiate the new structure from the historic structure, it is not a typical wall finish for Wood Frame Minimal Traditional architecture. Staff recommends siding as an exterior wall finish, which can be differentiated from the historic structure by using a narrower or wider lap siding than that of the principal structure. The new structure could also use stucco to imitate siding.

- (8) The roof shape of a building or structure shall be visually compatible and in harmony with the roof shape of buildings or structures of a similar architectural style located within the historic district.

Analysis: The plans propose a metal standing seam roof. Standing seam roofs are not an appropriate roofing material for Wood Frame Minimal Traditional architecture. Staff recommends a dimensional shingle roof, which is a compatible roof type for the Wood Frame Minimal Traditional style and is visually compatible with other structures within the Northeast Lucerne Historic District.

- (9) Appurtenances of a building, such as walls, wrought iron, fences, evergreen, landscape masses and building facades, shall, if necessary, form cohesive walls of enclosures along a street to ensure visual compatibility of the building to the buildings and places to which it is visually related.

Analysis: The site features are largely appropriate for the structure and its context in the neighborhood.

- (10) The size and mass of a building in relation to open spaces, the windows, door openings, porches and balconies shall be visually compatible and in harmony with the buildings and places to which it is visually related.

Analysis: The size and mass of the new structure is in harmony with the existing principal structure and other nearby multi-family residential properties.

- (11) A building shall be visually compatible and in harmony with the buildings and places to which it is visually related in its directional character: vertical, horizontal or non-directional.

Analysis: The proposed new structure will largely be blocked from view on the public right-of-way by the existing 2-story principal structure. The building is similar in height and massing to the existing principal structure, as well as existing multi-family structures in the neighborhood.

- (12) The architectural style of a building shall be visually compatible with other buildings to which it is related in the historic district, but does not necessarily have to be in the same style of buildings in the district. New construction or additions to a building are encouraged to be appropriate to the style of the period in which it is created and not attempt to create a false sense of history.

Analysis: The design incorporates some elements of the Wood Frame Minimal Traditional style, but the overall design does not read clearly as Minimal Traditional. Staff recommends revising the exterior wall finish to siding (or stucco to imitate siding), and revising the roofing material to asphalt shingles. The applicant may also add visual interest through multi-light single hung windows, doors with more decorative detailing, or decorative shutters.

- (13) In considering applications for certificates of appropriateness to install mechanical systems which affect the exterior of a building or structure visible from a public right-of-way, the following criteria shall be considered:

- (a) Retain and repair, where possible, historic mechanical systems in their original location, where possible.

Analysis: This requirement is not applicable to the construction of the new structure; the mechanical systems for the existing historic structure will not be affected.

- (b) New mechanical systems shall be placed on secondary facades only and shall not be placed on, nor be visible from, primary facades.

Analysis: The new mechanical equipment for the new structure, as shown on the site plan, shall be outside the required setbacks and will not be visible from the public right-of-way.

- (c) New mechanical systems shall not damage, destroy or compromise the physical integrity of the structure and shall be installed so as to cause the least damage, invasion or visual obstruction to the structure's building materials, or to its significant historic, cultural or architectural features.

Analysis: This requirement is not applicable to this project.

- (14) The site should take into account the compatibility of parking facilities, utility and service areas, walkways and appurtenances. These should be designated with the overall environment in mind and should be in keeping visually with related buildings and structures.

Analysis: The site plan includes two garage spaces and two open parking spaces, all accessed from the alley. Additionally, as allowed in LDR Section 23.4-10 for mixed-use zoning districts, the applicant is utilizing two on-street parking spaces to meet the total off-street parking requirement.

Consistency with the Historic Preservation Design Guidelines

The City's Historic Preservation Design Guidelines provide standards and recommendations for new additions and new construction within historic districts. New structures on properties with existing historic structures should be differentiated from, yet compatible with, the historic structure. The Minimal Traditional architectural style is covered as a primary style in the Lake Worth Beach Historic Preservation Design Guidelines, and that chapter is included in this report as **Attachment C**.

Analysis: The proposed new structure is designed with materials and detailing that are somewhat consistent with the Wood Frame Minimal Traditional architectural style. While the applicant has sought to differentiate the new structure from the historic structure through different wall material and roofing, staff contends that these features detract from the new structure's ability to appropriately convey a Wood Frame Minimal Traditional design.

The structure is proposed to have a smooth stucco exterior wall finish. As described in the previous section, smooth stucco is not a typical wall finish for Wood Frame Minimal Traditional architecture. Staff recommends siding (or stucco to imitate siding) as an exterior wall finish, which can be differentiated from the historic structure by using a narrower or wider lap siding than that of the principal structure. The siding could be used across the entire structure, or, at minimum, could be used on the first story, with banding separating the siding of the first story from the stucco wall finish of the second story.

The design also proposes to use metal roofing on the new structure. Standing seam or 5V-Crimp roofing is atypical for Wood Frame Minimal Traditional architecture, historically had asphalt shingle or metal shingle roofing. Furthermore, 5V crimp and standing seam metal roofs typically are not allowed within the City's historic districts. Staff recommends that the roofing material be revised to use a dimensional asphalt shingle.

The fenestration design includes one-over-one single hung windows and 6-panel doors. The first floors of the north and west elevation have large areas of blank façade, which correlates with the garage spaces on the first floor. Staff recommends adding windows or faux shutters (non-operable shutters attached to the exterior wall to give the appearance of window openings) to these elevations to add visual interest and break up the expanses of blank walls.

For increased detailing and visual interest on all elevations of the structure, staff also recommends that the applicant incorporate decorative shutters around the windows, multi-light muntin designs on the windows, and/or doors with glazing. If shutters are used, they should be appropriately proportioned to match the window sizes. Simple, Colonial Revival-style detailing was also common around doors and entryways on Minimal Traditional houses, and could bring additional visual interest to the proposed design.

CONCLUSION AND CONDITIONS

The application is consistent with the City's Land Development Regulations, with the exception of the total impermeable surface coverage. The proposed structure's design is somewhat consistent with the Historic Preservation Design Guidelines requirements. Staff contends that removal of some of the impermeable surface, as well as alterations to the proposed exterior wall finish and roofing material, as well as additional windows or shutters on the west and north elevations will bring the structure into compliance with the Design Guidelines and LDRs. Therefore, staff recommends approval of the application with the conditions outlined below.

Conditions of Approval:

1. The exterior wall surface shall be revised to use lap siding or stucco to imitate siding.
2. The roof shall be revised to use dimensional asphalt shingles.
3. The applicant shall add windows and/or faux shutters (non-operable shutters attached to the exterior wall to give the appearance of window openings) to the north and west elevations of the first to break up the expanses of blank walls.
4. The applicant shall add decorative shutters, multi-light windows, and/or glazed doors to increase visual interest. If shutters are used, they shall be appropriately proportioned to match the window sizes.
5. The windows and doors shall be compatible with the Wood Frame Minimal Traditional architectural style, subject to Staff review at permitting.
6. All divided light patterns shall be created utilizing exterior raised applied muntins. Exterior flat muntins or “grids between the glass” shall not be used.
7. All glazing shall be clear, non-reflective and without tint. Low-E (low emissivity) is allowed but the glass shall have a minimum 60% visible light transmittance (VLT) measured from the center of glazing. Glass tints or any other glass treatments shall not be combined with the Low-E coating to further diminish the VLT of the glass.
8. The windows shall be recessed a minimum of two inches (2”) in the wall, and shall not be installed flush with the exterior wall.
9. Impermeable surfaces shall be reduced to comply with the 60% maximum impermeable surface requirement.
10. All improved surfaces shall be set back a minimum of 1’-0” from property lines to allow for adequate water runoff within the property boundary.
11. All mechanical equipment shall be located outside of required setbacks.
12. Formal and complete review for compliance with the City’s Land Development Regulations will be conducted at site plan review and building permit review.
13. In addition to a Landscape Plan, a tree survey and disposition plan shall also be required at building permit. Trees that are removed must be replaced on site and/or mitigated, and a tree removal permit shall be required. Landscaping shall be reviewed for compliance with the City’s landscape requirements at building permit.

BOARD POTENTIAL MOTION:

I MOVE TO **APPROVE** HRPB Project Number 23-00100129 with staff-recommended conditions for construction of a new structure, to be used as a garage, office, and dwelling unit, at **122 North L Street**, based upon the competent substantial evidence in the staff report and pursuant to the City of Lake Worth Beach Land Development Regulations and Historic Preservation requirements.

I MOVE TO **DENY** HRPB Project Number 23-00100129 for a Certificate of Appropriateness (COA) construction of a new structure, to be used as a garage, office, and dwelling unit, at **122 North L Street**, because the applicant has not established by competent substantial evidence that the application complies with the City of Lake Worth Beach Land Development Regulation and Historic Preservation requirements.

ATTACHMENTS

- A. Plans, Survey, and Photos
- B. Declaration of Unsafe Conditions
- C. Minimal Traditional Design Guidelines
- D. Applicant’s Justification Statement