



HISTORIC RESOURCES PRESERVATION BOARD REPORT

HRPB Project Number 23-00100211: Consideration of a Certificate of Appropriateness (COA) for construction of a new accessory dwelling unit at 118 South J Street. The subject property is a contributing resource to the Southeast Lucerne Historic District and is located in the Medium Density Multi-Family Residential (MF-30) Zoning District.

Meeting Date: February 14, 2024

Property Owner: Brock V. Featherstone

Applicant: Edel Travieso

Address: 118 South J Street

PCN: 38-43-44-21-15-049-0080

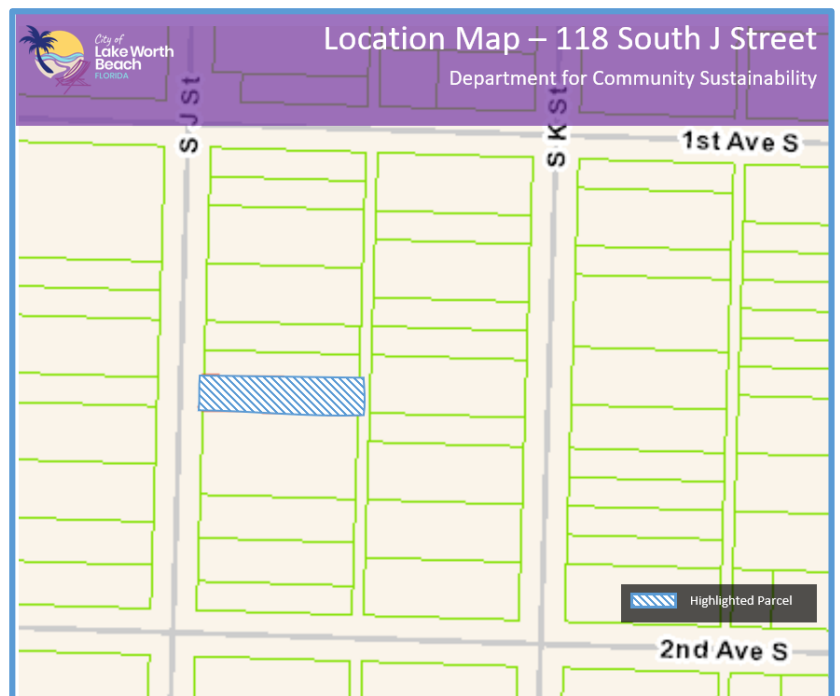
Lot Size: 0.077 ac / 3,375 sf

General Location: East side of South J Street between 2nd Avenue South and 1st Avenue South

Existing Land Use: Single-Family Residential

Current Future Land Use Designation: High Density Residential (HDR)

Zoning District: Medium Density Multi-Family Residential (MF-30)



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. Due to unpermitted work to the property and insufficient site plan information, staff was unable to conduct a full zoning review and the application is not consistent with multiple requirements of the City's Land Development Regulations, including but not limited to side setbacks, total impermeable surface coverage, front yard landscaping, off-street parking requirements, and total accessory structure area requirements. The proposed structure's design is mostly consistent with the Historic Preservation Design Guidelines requirements. **Therefore, staff recommends approval of the proposed design with conditions.**

PROJECT DESCRIPTION

The property owner, Brock V. Featherstone, is requesting a Certificate of Appropriateness for construction of a new structure for use as an accessory dwelling unit at 118 South J Street. The subject property is located on the east side of South J Street between 2nd Avenue South and 1st Avenue South. The property is in the Medium Density Multi-Family Residential (MF-30) zoning district and has a future land use of High Density Residential (HDR).

PUBLIC COMMENT

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

PROPERTY DEVELOPMENT HISTORY

The principal and accessory structure (garage) at 118 South J Street were constructed in 1925; the accessory structure was demolished in 1969 to build an accessory dwelling unit, but the proposed dwelling unit was never built. The existing single-family principal structure was built in the Wood Frame Vernacular style.

On March 30, 2023, the project manager met with Historic Preservation staff to discuss construction of a new accessory dwelling unit. On December 29, 2023, the project manager provided an incomplete submittal; a site data table, a streetscape, elevations of principal structure were not provided. Inconsistencies have also been noted in the site plan and in the dimensions provided for the new ADU. The architectural plans, survey, and photographs of the site are included as **Attachment A**.

The project was placed on the HRPB agenda for February 14, 2024, for design review of the proposed ADU. Compliance with all Land Development Regulations is conditioned to be resolved at permitting.

Code Compliance: On January 26, 2024, the property was cited by the Code Compliance Division for work without permits, included replacement and/or addition of windows, doors, fencing, wood decking, a shed, pavers, as well as removal of front landscaping (Code Case #24-158). Unpermitted work must be addressed and come to compliance with the LDRs prior to permit approval of the proposed accessory dwelling unit.

ANALYSIS

Consistency with the Comprehensive Plan

The subject site has a Future Land Use (FLU) designation of High Density Residential (HDR). Per policy 1.1.1.4, the High Density Residential is *"is intended to permit development of multi-family structures. Multi-family structures are those that contain three or more principal dwelling units, each for occupancy by one family or household."*

Analysis: While the High Density Residential is primarily intended to permit the development of multi-family structures, one of the implementing districts is the Medium Density Multi-Family Residential zoning district (MF-30), which is intended to

permit the development of multi-family structures as well as one-family and two-family structures. The existing structure at 118 South J Street is a single-family house with a proposed accessory dwelling unit.

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

Medium Density Multi-Family Residential (MF-30): Per LDR Section 23.3-11(a), *The "MF-30 medium-density multiple-family residential district" is intended to permit development of multiple-family structures. It is also intended to permit development of one-family and two-family structures. Provision is made for a variety of dwelling unit types in multiple-family structures on lots which meet minimum lot size requirements for multiple-family structures. Permitted dwelling unit types could include efficiency, one-bedroom, two-bedroom and larger types. Provision is also made for a limited number of nonresidential uses for the convenience of residents. These nonresidential uses are compatible by reason of their nature and limited frequency of occurrence with an overall residential character. The "MF-30 medium-density multiple-family residential district" implements the "high-density multiple-family residential" land use category of the Lake Worth Comprehensive Plan.*

Per LDR Section 23.3-13, one single-family structure and a separate accessory dwelling unit may be established on a platted lot of record in the MF-30 zoning district. The property at 118 South J Street is a platted lot of record, and has the density to allow two dwelling units on the property. Therefore, the property is permitted by right to have a single-family residential structure with an accessory dwelling unit.

The subject property has a number of existing non-conformities (unrelated to the work without permit), including lot size, lot width, side setbacks, and maximum wall height at side setback, but those will not be affected or expanded by the proposed project. Any non-conformities that were created or expanded by work without permits shall be resolved prior to permit issuance for the proposed ADU.

Due to unpermitted work to the property and insufficient site plan information, staff was unable to conduct a full zoning review. Based on the information available to staff, the application is not consistent with multiple requirements of the City’s Land Development Regulations, including but not limited to side setbacks, total impermeable surface coverage, front yard landscaping, off-street parking requirements, and total accessory structure area requirements. Formal and complete review for compliance with the City’s Land Development Regulations, including landscaping, will be conducted at building permit review.

| Development Standard | | Medium Density Multi-Family Residential (MF-30) | Provided |
|------------------------------|-------|---|--|
| Lot Size (min) | | 5,000 sf | 3375 sf* |
| Lot Width (min) | | 50' | 25'* |
| Density | | 30 du/ac X 0.77 ac = 2 du | 2 du |
| Principal Structure Setbacks | Front | 20' | 29.4' |
| | Rear | 13.5' | 63.1' |
| | Side | 3' | 2.7'* |
| New Structure Setbacks | Front | n/a | n/a |
| | Rear | 5' | Unable to accurately calculate due to site plan issues |

| | | | |
|---|------|---|---|
| | Side | 3' | 2.8' |
| Impermeable Surface Coverage (max) | | 65% | Unable to accurately calculate due to site plan issues and work without permits |
| Structure Coverage (max) | | 45% | Unable to accurately calculate due to site plan issues and work without permits |
| Habitable Floor Area | | 60% of principal | 57% |
| Minimum Unit Size | | 400 sf | 446 sf |
| Distance Between Buildings on The Same Lot | | 10' | Unable to accurately calculate due to site plan issues |
| Front Yard | | 75% permeable & landscaped | Unable to accurately calculate due to work without permits |
| Building Height (max) | | Principal: 30' Accessory: 24' | Principal: 17.44' Accessory: 12.06' |
| Maximum Wall Height at Side Setback (new structure) | | 22' @ 3' setback up to 26' @ 5' setback | 8' @ 2.8' setback |
| Floor Area Ratio (FAR) (max) | | 0.75 | 0.364 |
| Parking | | Single-family on lot less than 50' wide: 1 space Accessory dwelling unit: 1 space Total: 2 spaces | Unable to accurately calculate due to site plan issues |

* Existing nonconformities

Consistency with the Land Development Regulations – Secondary (Accessory) Dwelling Unit

Section 23.4-1 Secondary (Accessory Dwelling Unit) Design Standards for Accessory Dwelling Unit: All secondary dwelling units shall conform to the following standards:

- 1) Existing development on lot. A single-family dwelling must currently exist on the lot or will be constructed in conjunction with the secondary unit.

Analysis: Yes, currently there is an existing single-family residential structure

- 2) Number of secondary units per parcel. Only one (1) secondary dwelling unit shall be allowed for each parcel.

Analysis: The applicant is proposing only one secondary dwelling unit.

- 3) 3) Unit size:

- (a) The habitable floor area for secondary units shall not exceed sixty (60) percent of the habitable floor area of the primary residence with a maximum unit size of 1,000 sf unless a waiver is granted to this subsection for the purpose of providing affordable / workforce housing, or to allow for an accommodation for accessibility. However, in no case shall a waiver related to these purposes allow the size of the secondary dwelling unit to exceed the size of the principal structure. See Section 23.2-27. And

Analysis: The proposed habitable floor area is 57 percent of the habitable floor area of the primary residence, which is less than the allowed maximum sixty (60) percent.

- (b) The minimum unit size shall be a minimum of four hundred (400) square feet for an efficiency, six hundred (600) square feet for 1 bedroom, seven-hundred and fifty (750) square feet for 2 bedrooms, and nine hundred (900) square feet for 3 bedrooms.

Analysis: The proposed accessory dwelling unit is a 446-square foot efficiency/studio, exceeding the required minimum of four hundred (400) square feet.

- 4) Accessory Structure/s Maximum Total Area. The total area of all accessory structures for properties with both detached accessory structure/s and a secondary dwelling unit shall not exceed 60% of the total area of the primary building, including any attached structures having a roof.

Analysis: The total area of all accessory structures on the property (proposed ADU and shed added without permits) is 61 percent of the total area of the primary building, including any attached structures having a roof. Therefore, the ADU will have to be decreased in size or the shed will have to be removed prior to permit approval.

- 5) Setbacks for detached secondary dwelling units. The side-yard setback for detached single story structures containing a secondary dwelling unit shall not be less than three (3) feet. The rear-yard setback for detached single story structures containing a secondary dwelling unit shall not be less than five (5) feet. Secondary units higher than one (1) story shall provide side yard setbacks of five (5) feet and rear yard setbacks of ten (10) feet. If any portion of a secondary dwelling unit is located in front of the main building, then the front and side yard setbacks shall be the same as a main building in the zoning district. The distance between buildings on the same lot must be a minimum of ten (10) feet. Secondary dwelling units are not eligible for variances or waivers for setbacks or minimum building separation.

Analysis: The proposed accessory dwelling unit meets the rear-yard setback requirements, and will be able to meet the minimum of ten (10) feet distance between the principal structure and the proposed accessory dwelling unit. However, the proposed ADU encroaches slightly into the required 3-foot side setbacks. The plans provided by the applicant incorrectly measure from the center of the exterior walls rather than the outside of the exterior walls; because of this error, the proposed ADU encroaches slightly over 2 inches into each side setback. The applicant will have to slightly reduce the proposed ADU size to meet side setbacks at permit.

- 6) In zoning districts where secondary dwelling units are currently permitted, a waiver of land development regulations related to the construction of an accessory dwelling unit may be granted as part of a certificate of appropriateness to allow for the conversion of a contributing accessory structure in a designated historic district or landmark accessory structure to a secondary dwelling unit, or to allow for a larger newly constructed secondary dwelling unit in support of preservation of all sides of a contributing or landmark principal structure. See applicable waiver sections 23.2-27 and 23.5-4 of these LDRs.

Analysis: Not Applicable

- 7) Secondary dwelling units shall comply with the more restrictive of either the requirements in this section or the regulating zoning district unless otherwise stated.

Analysis: Not Applicable

- 8) Design. The design of the secondary unit shall relate to the design of the primary residence by use of the similar exterior wall materials, window types, door and window trims, roofing materials and roof pitch, and shall be compatible in architectural style.

Analysis: The existing principal structure was built in the Wood Frame Vernacular style; the proposed ADU is designed in the Mission Revival style. While these two styles are characterized by different exterior wall materials, roof shapes, and decorative architectural features, Lake Worth Beach does have a historic development pattern that reflects this combination of styles. Properties such as 310 North Federal Highway, where the principal structure was built in the Wood Frame Vernacular style in 1922 and the rear accessory structure was built in the Mission Revival

style in 1926, exemplify this development pattern. Therefore, staff contends that the proposed combination of styles is contextually appropriate for the property.

- 9) Minimum housing code. All secondary dwelling units shall meet the city's established minimum housing code requirements.

Analysis: The proposed accessory dwelling unit will be reviewed for compliance with the City's minimum housing code at building permit.

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 one (1) story tall and is visually compatible with the existing one (1) story principal structure on the property. The proposed 1-story height is also compatible with the height of other residential buildings on the 100 block of South J Street.

- (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.

- (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 mostly compatible in width and to architecturally related buildings (Mission Revival architectural style) in the Southeast Lucerne Historic District except for the for the full-light window on elevation C.

- (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 118 South J St, there is not a traditional "front façade." The east, west, and south elevations largely avoid large expanses of blank façade. The north elevation has large areas of blank façade. Staff recommends

changing the full-light on elevation C to a three-over-one single hung window to match other proposed window and adding windows or faux shutters (non-operable shutters attached to the exterior wall to give the appearance of window openings) on to elevation D to add visual interest and break up the expanse of a blank wall.

- (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 towards the alley. The surrounding buildings have a variety of entrance and porch configurations; an alley facing 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 textured stucco exterior wall finish. This is a common exterior wall material in the Southeast Lucerne Historic District and does differentiate the new structure from the historic structure, it is also a typical wall finish for Mission Revival architectural style.

- (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 flat roof with parapets. Flat roofs are appropriate roofing material for Mission Revival architecture style.

- (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 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 one (1) story principal structure. The building is similar in height and massing to the existing principal structure, as well as existing 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 successfully incorporates Mission Revival architectural design elements, with the exception of the full-light window on elevation C. Staff recommends that the applicants revise the fixed window to use a single-hung window to match the windows on the rest of the structure, or add muntins to the proposed fixed window to imitate the rest of the single-hung windows.

- (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 consider 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: Per LDR Section 23.4-10, the property is required to provide two off-street parking spaces: one space for the single-family home and one space for the ADU. Because the subject property is located within a multi-family zoning district, the property may use on-street parking spaces that abut the frontage of the property to count towards up to 50 percent of the required off-street parking. Therefore, the property may count one (1) on-street parking space to their off-street parking requirement.

The site plan depicts three parking spaces with access from the alley, but the spaces shown do not meet the minimum parking space dimensions or the required 20' backout.

To meet the off-street parking requirements, the applicants may utilize one of the following parking configurations:

- Two (2) standard parking spaces off the alley, each with the required backout;
- One (1) on-street parking space and one (1) standard parking space off the alley with the required backout;
- OR
- One (1) on-street parking space and one (1) parallel parking space off the alley

The parking configuration will be reviewed at permitting, and must take into consideration total impermeable surface, setbacks, and the required minimum distance between the principal structure and accessory dwelling unit. If one or more standard parking spaces are proposed off the alley, the proposed ADU will have to be shifted west to accommodate the required backout.

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 Mission Revival 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 consistent with the Mission Revival architectural styles. The applicant has sought to differentiate the new structure from the historic Wood Frame Vernacular structure by selecting a Mission Revival architectural style.

While the proposed ADU uses a different architectural style than the principal structure, the development pattern of a Wood Frame Vernacular house with an accessory Mission or Mediterranean Revival structure has historic precedents in Lake Worth Beach. Therefore, staff finds the proposed architectural style to be compatible with the subject property as well as the surrounding historic district.

The structure is proposed to have a textured stucco exterior wall finish, which is a typical wall finish for Mission Revival architecture. The design also proposes to use flat roofing with parapet on the new structure which is also typical for Mission Revival architectural style.

The fenestration design includes three-over-one single hung windows, one full-light fixed window, and vertical panel doors. Staff recommends that the applicants revise the full-light fixed window to be a single-hung window to match the windows on the rest of the structure, or add muntins to the proposed fixed window to imitate the rest of the single-hung windows. The north elevation also has a large area of blank façade. Staff recommends adding windows or faux shutters (non-operable shutters attached to the exterior wall to give the appearance of window openings) to this elevation to add visual interest and break up the expanses of blank walls. Conditions of approval have been added to address these staff recommendations.

CONCLUSION AND CONDITIONS

Unpermitted work and insufficient site plan submittals prevented staff from reviewing the project for full compliance with the Land Development Regulations. Consequently, staff has added conditions of approval that the property shall resolve all code violations prior to permit submittal for the ADU, and that full compliance with the LDRs shall be required at permit.

The proposed structure's design is mostly consistent with the Historic Preservation Design Guidelines requirements; staff has added conditions of approval to eliminate expanses of blank wall and revise the fixed window design to match the rest of the structure. Therefore, staff recommends approval of the application with the conditions outlined below.

Conditions of Approval:

1. All outstanding code violations shall be resolved prior to permit application submittal for the Accessory Dwelling Unit (ADU).
2. Formal and complete review for compliance with the City's Land Development Regulations will be conducted at building permit review.
3. The applicant shall replace the full-light fixed window on elevation C with a single-hung window to match the windows on the rest of the structure, or add muntins to the proposed fixed window to imitate the rest of the single-hung windows

4. 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 elevation D to break up the expanses of blank wall.
5. The windows and doors shall be compatible with the Mission Revival 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. 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.
10. All mechanical equipment shall be located outside of required setbacks.
11. 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 23-00100211 with staff-recommended conditions for construction of a new accessory dwelling unit at **118 South J 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 23-00100211 for a Certificate of Appropriateness (COA) construction of a new accessory dwelling unit at **118 South J Street**, because [Board member please state reasons].

ATTACHMENTS

- A. Plans, Survey, and Photos
- B. Mission Revival Design Guidelines
- C. Applicant’s Justification Statement