



MEMORANDUM DATE: September 2, 2020

AGENDA DATE: September 9, 2020

TO: Chair and Members of the Historic Resources Preservation Board

RE: **814 North Ocean Breeze**

FROM: Jordan Hodges, Senior Preservation Coordinator
Abraham Fogel, Preservation Planner
Department for Community Sustainability

TITLE: **HRPB Project Number 20-00100171:** Consideration of a Certificate of Appropriateness (COA) for roof replacement for the property located at **814 North Ocean Breeze**; PCN#38-43-44-21-15-232-0040. The subject property is a noncontributing resource to the Northeast Lucerne Local Historic District and is located within the Single-Family (SF-R) Zoning District.

OWNER: Hillary Broder
814 North Ocean Breeze
Lake Worth Beach, FL 33460

PROPERTY DEVELOPMENT HISTORY:

The structure was constructed c. 1947 in a Masonry Minimal Traditional architectural style. The original architectural drawings are located within the City's property files and are included in this report as **Attachment A**. The plans, produced by General Contractor F.F. Menninger, illustrate conflicting conditions. The plan and section drawings depict a building of masonry construction, while the elevation drawings feature elements more commonly utilized in stick framed buildings; such as wood lap siding, wood frame window surrounds, and a metal shingle roof with decorative rounded ridge caps. As evident in the current photos included as **Attachment F**, the building was erected using masonry construction and the plan was flipped to where the projecting front bay is located on the south end of the structure. During the immediate post-war era, it was relatively common for buildings to be constructed based on the availability of construction materials. The architectural plans were likely purposefully arranged to accommodate either frame or masonry construction.

In 1951, a carport was constructed on the north side of the property. The carport was later enclosed in 1988 to create a garage. A Property Card from 1955 indicates the exterior finish as stucco and the roofing material is listed as tile. In 1967, a building permit was approved to replace the roof with the current cement tile. City permit records indicate the structure had alterations over time, including permits for rear additions, installation of a swimming pool, electrical upgrades, and fencing.

HISTORIC CLASSIFICATION:

The 2002 Designation Report for the Northeast Local Historic District classifies the property as a noncontributing resource. In 2017, Northeast Lucerne was resurveyed utilizing a Florida Department of State Historic Preservation Small-Matching Grant, grant number S1729. After the completion of this survey, the property located at 814 North Ocean Breeze was deemed as eligible for reclassification as a contributing resource. Changing the design of a character-defining feature such as the flat white concrete tiles may jeopardize the structure’s eligibility to be reclassified as a contributing resource.

Incentives for Contributing Resources

The City, in conjunction with Palm Beach County, offers a 10-year Ad Valorem Property Tax Abatement, which applies to qualifying rehabilitation projects for contributing historic properties. The Florida Building Code also offers flexible provisions for contributing historic structures when permitting modifications. Contributing resources are also eligible for an exception from the Florida Building Code that allows substantial improvements and/or alterations to not meet the current flood-resistant construction requirements. The property located at 814 North Ocean Breeze, currently has a required Base Flood Elevation (BFE) of 9 feet. As a noncontributing resource, future additions and substantial improvements must comply with the current BFE requirements.

PROJECT DESCRIPTION:

The property owner, Hillary Broder, is requesting a Certificate of Appropriateness to replace the existing flat white concrete tile roof with new concrete tiles in a simulated barrel tile profile with a terracotta finish. The subject property is located on the east side of North Ocean Breeze, between 8th Avenue North and 9th Avenue North. The property is located in the Single-Family Residential (SF-R) Zoning District and retains a Future Land Use (FLU) designation of Single-Family Residential (SFR).

The application will require the following approval:

1. **Certificate of Appropriateness (COA)** for roof replacement.

STAFF RECOMMENDATION:

As the request is not in compliance with the Lake Worth Beach Historic Preservation Design Guidelines criteria on roof replacement for historic structures, Staff is not recommending approval of the application as submitted. The HRPB, as tasked in the LDR Sec. 23.2-7(C)(7), shall review the request and supporting exhibits to determine if a Certificate of Appropriateness for roof replacement to the noncontributing resource may be granted.

PROPERTY DESCRIPTION

Owner	Hillary Broder
General Location	East side of North Ocean Breeze, between 8 th Avenue North and 9 th Avenue North
PCN	38-43-44-21-15-232-0040
Zoning	Single-Family Residential (SF-R)

Existing Land Use	Single-Family
Future Land Use Designation	Single-Family Residential (SFR)



Consistency with the Comprehensive Plan

The proposed project is not consistent with Goal 1.4 of the Comprehensive Plan, which encourages preservation and rehabilitation of historic resources, since the character-defining flat white concrete tile roof will be removed and replaced with alternate concrete tiles in a simulated barrel tile profile with a terracotta finish. The proposed project is also not in compliance with Policy 3.4.2.1 requires that properties of special value for historic, architectural, cultural, or aesthetic reasons be restored and preserved through the enforcement of the City’s Historic Preservation Ordinance to the extent feasible. Per the City’s Historic Preservation Ordinance (LDR Sec. 23.5-4), the Lake Worth Beach Historic Preservation Design Guidelines, and the Secretary of Interior Standards for Rehabilitation, the replacement of features should be substantiated by documentary, physical, or pictorial evidence. The existing flat white concrete tile roof can be replicated utilizing modern roofing materials that match its appearance.



Existing Roof
 Flat White Concrete Tile



Proposed Roof
 Simulated Concrete
 Barrel Tiles in Terracotta

HISTORIC PRESERVATION ANALYSIS:

Historic Preservation Design Guidelines

The City's Historic Preservation Design Guidelines provide a guide for compatible roof replacement for historic structures within the historic districts. Replacement products for historic structures should match the original features in design, color, texture, and other visual qualities and, where possible, materials. Pages 205 and 206 of the City's Historic Preservation Design Guidelines, included as **Attachment B**, provide a guide for roof replacement. Examples are provided of *successful, less successful, and unsuccessful* replacement:



Review

The National Park Service and Secretary of the Interior's Standards have specific criteria regarding replacement of historic materials. Specifically, Standards 2, 3, 5, and 6 apply in this situation:

Standard 2 - The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.

Standard 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.

Standard 5 - Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

Standard 6 - Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.

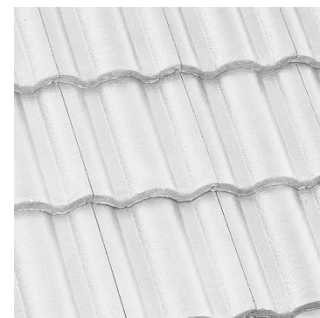
According to the Secretary of the Interior's Standards and the City of Lake Worth Beach Design Guidelines, distinctive materials that characterize a property shall be preserved, or replaced in-kind. If a distinctive feature must be replaced, the new feature should match the old in design, color, texture, and materials where possible. The roof material is an important character-defining feature of a historic property. Flat white concrete tiles that replicate historic tile profiles and dimensions are still in production today, and could be utilized as the replacement roofing material.

It is the analysis of Staff that the proposed change to a simulated barrel tile in terracotta could negatively affect the character-defining feature of the property. The Masonry Minimal Traditional style of architecture primarily used flat white concrete tiles as a roofing material, and occasionally used an asbestos shingle, asphalt shingle, or rolled roofing. The Historic Preservation Architectural Style Section for Minimal Traditional Structures is included as **Attachment C**. Utilizing concrete simulated barrel tiles in terracotta on a Masonry Minimal Traditional structure is a significant departure in profile, design, and color. Masonry residential structures throughout Lake Worth Beach were designed with an emphasis placed on horizontality. The buildings are typically linear in appearance, often one story, and utilized horizontal details in windows and doors. The roofing materials for these buildings continued this theme, with thick concrete tiles laid in horizontal rows creating a visually stepped appearance towards the high point of the roof. The proposed concrete tiles in terracotta have a profile, color, and design that replicates barrel tiles which are appropriate for Mission Revival and Mediterranean Revival structures.

The National Park Service Preservation Brief #4 *“Roofing for Historic Buildings”* has been included as **Attachment D**. This Brief discusses the issues and options for the repair and replacement of historic roofing materials. Under the “Alternative Materials” section of the Brief, Staff would like to draw special attention to this paragraph:

“In a rehabilitation project, there may be valid reasons for replacing the roof with a material other than the original. The historic roofing may no longer be available, or the cost of obtaining specially fabricated materials may be prohibitive. But **the decision to use an alternative material should be weighed carefully against the primary concern to keep the historic character of the building**. If the roof is flat and is not visible from any elevation of the building, and if there are advantages to substituting a modern built-up composition roof for what might have been a flat metal roof, then it may make better economic and construction sense to use a modern roofing method. But **if the roof is readily visible, the alternative material should match as closely as possible the scale, texture, and coloration of the historic roofing material.**”

Although the structure is not documented as ever having a barrel tile roof, true white-glazed barrel tiles were occasionally utilized on Masonry Minimal Traditional style structures in Lake Worth Beach. The proposed tile roof in white would be a closer representation of white-glazed barrel tiles and may be considered an architecturally compatible alternative to the flat white concrete tile.



Example Roof
Simulated Concrete
Barrel Tile in White

Example: 628 North Ocean Breeze
Masonry Minimal Traditional structure with white-glazed barrel tiles

As indicated in National Park Service Preservation Brief #4 “*Roofing for Historic Buildings*”, the decision to use an alternative material should be weighed carefully against the primary concern to keep the historic character of the building. The Applicant’s Justification Statement is included as **Attachment E**. Flat white concrete tiles that replicate historic tile profiles and dimensions are still in production today, and could be utilized as the replacement roofing material. Product information for the requested “Malibu” profile tiles has also been included as **Attachment G**.

Certificate of Appropriateness

Exterior alterations to 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.

Section 23.5-4(K)(1) *General guidelines for granting certificates of appropriateness*

1. *In general*. In approving or denying applications for certificates of appropriateness, the city shall, at a minimum, consider the following general guidelines:

- A. What is the effect of the proposed work on the landmark or the property upon which such work is to be done?

Staff Analysis: The proposed concrete tiles in a simulated barrel profile in the color terracotta will result in a substantial change to the structure’s appearance. The proposal is *unsuccessful* in replicating the existing flat white concrete tiles and may jeopardize the structure’s eligibility to be reclassified as a contributing resource.

- B. What is the relationship between such work and other structures on the landmark site or other property in the historic district?

Staff Analysis: The roof replacement will have no direct physical effect on any surrounding properties within the surrounding Northeast Lucerne Local Historic District.

- C. To what extent will the historic, architectural, or archaeological significance, architectural style, design, arrangement, texture, materials and color of the landmark or the property be affected?

Staff Analysis: The proposed simulated barrel tiles in terracotta are *unsuccessful* in replicating the appearance of the existing flat white concrete tiles.

- D. Would denial of a certificate of appropriateness deprive the property owner of reasonable beneficial use of his property?

Staff Analysis: No, denial of the COA would not deprive the applicant of reasonable use of the property.

- E. Are the applicant's plans technically feasible and capable of being carried out within a reasonable time?

Staff Analysis: Yes, the roof replacement is feasible and could be carried out in a reasonable timeframe.

- F. Are the plans (i) consistent with the city's design guidelines, once adopted, or (ii) in the event the design guidelines are not adopted or do not address the relevant issue, consistent as reasonably possible with the applicable portions of the United States Secretary of the Interior's Standards for Rehabilitation then in effect?

Staff Analysis: The City's Historic Preservation Design Guidelines place significant importance on *successful* roof replacement. The proposal is not in compliance with the Design Guidelines as the replacement product does not seek to replicate the existing roof. The proposed tiles in terracotta does not comply with the Secretary of the Interior's Standards for Rehabilitation or the City's Land Development Regulations, Historic Preservation Ordinance, §23.5-4(k).

- G. What are the effects of the requested change on those elements or features of the structure which served as the basis for its designation and will the requested changes cause the least possible adverse effect on those elements or features?

Staff Analysis: The structure's existing flat white concrete tiles will be removed to allow installation of new roofing tiles. The proposed roof replacement utilizes a product that is incompatible in profile, design, and color. The least possible adverse effect would be to maintain the existing roof or propose replacement with a product that replicates the existing roof.

Section 23.5-4(K)(2) *Additional guidelines for alterations and additions.*

2. In approving or denying applications for certificates of appropriateness for alterations and additions, the city shall also consider the following additional guidelines: *Landmark and contributing structures:*

- A. Is every reasonable effort being made to provide a compatible use for a property that requires minimal alteration of the building, structure or site and its environment, or to use the property for its originally intended purpose?

Staff Analysis: Not applicable; no change to the use of the property is proposed.

- B. Are the distinguishing original qualities or character of a building, structure or site and its environment being destroyed? The removal or alteration of any historic material or distinctive architectural features shall be avoided whenever possible.

Staff Analysis: The proposed roof replacement requires removal of the existing flat white concrete tiles. Replicating the appearance of the existing roof can help maintain original qualities or character of the structure.

- C. Is the change visually compatible with the neighboring properties as viewed from a primary or secondary public street?

Staff Analysis: No, the proposed concrete tiles in terracotta are not compatible with neighboring Masonry Minimal Traditional properties. However, true white-glazed barrel tiles were occasionally utilized on Masonry Minimal Traditional style structures in Lake Worth Beach. The proposed concrete tile roof in white would be a closer representation of white-glazed barrel tiles and may be considered an architecturally compatible alternative to the flat white concrete tile.

- D. When a certificate of appropriateness is requested to replace windows or doors the HRPB or development review officer, as appropriate, may permit the property owner's original design when the city's alternative design would result in an increase in cost of twenty-five (25) percent above the owner's original cost. The owner shall be required to demonstrate to the city that:

- (1) The work to be performed will conform to the original door and window openings of the structure; and

Staff Analysis: Not applicable to this project.

- (2) That the replacement windows or doors with less expensive materials will achieve a savings in excess of twenty-five (25) percent over historically compatible materials otherwise required by these LDRs. This factor may be demonstrated by submission of a written cost estimate by the proposed provider of materials which must be verified by city staff; and

Staff Analysis: Not applicable to this project.

- (3) That the replacement windows and doors match the old in design, color, texture and, where possible, materials where the property is significant for its architectural design or construction.

Staff Analysis: Not applicable to this project.

- (4) If the applicant avails himself of this paragraph the materials used must appear to be as historically accurate as possible and in keeping with the architectural style of the structure.

Staff Analysis: Not applicable to this project.

PUBLIC COMMENT:

At the time of publication of the agenda, Staff has received no public comment.

CONCLUSION:

As the request is not in compliance with the Lake Worth Beach Historic Preservation Design Guidelines criteria roof replacement for historic structures, staff is not recommending approval of the application as submitted. The HRPB, as tasked in LDR Sec. 23.2-7(c)(7), shall review the application and supporting exhibits to determine if a Certificate of Appropriateness for roof replacement to the noncontributing resource may be granted.

POTENTIAL MOTIONS:

I MOVE TO **APPROVE** HRPB Project Number 20-00100171 for a Certificate of Appropriateness (COA) for roof replacement with new concrete simulated barrel tiles with a terracotta finish for the property located at **814 North Ocean Breeze**, 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 20-00100129 for a Certificate of Appropriateness (COA) roof replacement with new concrete simulated barrel tiles with a terracotta finish for the property located at **814 North Ocean Breeze**, because the Applicant has not established by competent substantial evidence that the request is consistent with the City of Lake Worth Beach Land Development Regulations and Historic Preservation requirements.

ATTACHMENTS:

- A. Property File Documentation
- B. Historic Preservation Design Guidelines – Minimal Traditional (Excerpt)
- C. Historic Preservation Design Guidelines – Roof Replacement (Excerpt)
- D. The National Park Service Preservation Brief #4 *“Roofing for Historic Buildings”*
- E. Applicant Justification Statement
- F. Current Photos
- G. Proposed Product Information