



MEMORANDUM DATE: May 5, 2021

AGENDA DATE: May 12, 2021

TO: Chair and Members of the Historic Resources Preservation Board

RE: **222 South Lakeside Drive**

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

TITLE: **HRPB Project Number 21-00100083:** Consideration of a Certificate of Appropriateness (COA) for the installation of a bronze metal panel roof for the property located at **222 South Lakeside Drive**; PCN #38-43-44-21-15-101-0030. The subject property is a contributing resource within the South Palm Park Local Historic District and is located within the Low-Density Multifamily Residential (MF-20) Zoning District.

OWNER: Ian Finlayson
222 South Lakeside Drive
Lake Worth Beach, FL 33460

AGENT: Tim Hunt
Operations Director, Cherry Roofing
3901 SW 40th Ave
West Park, FL 33023

PROPERTY DEVELOPMENT HISTORY:

The structure located at 222 South Lakeside Drive was constructed in 1939 in a Frame Minimal Traditional style with elements of Colonial Revival architecture. The original building permit application and architectural drawings are available in the City's property files, and are included in this report as **Attachment A**. The drawings illustrate a building of frame construction with an asymmetrical front façade, wood lap siding, wood double-hung windows, an integral carport, and a metal shingle roof. A property card from 1944 also describes the roof as having metal shingles. In 1969, the carport was enclosed and converted into a garage and a new carport was constructed in front of the residence. City permit records indicate the structure has had other alterations over time, including the replacement of the original wood windows with jalousie windows and the replacement of the original metal shingle roof with asphalt shingles. Overall, the building maintains a moderate degree of the seven aspects of historic integrity: location, setting, design, workmanship, materials, feeling, and association, due to the alterations.

PROJECT DESCRIPTION:

The property owner, Ian Finlayson, is requesting a Certificate of Appropriateness for installation of a metal panel roof system with a bronze finish. The subject property is located on the east side of Lakeside Drive, between 2nd Avenue South and 3rd Avenue South. The property is located in the Low-Density Multifamily Residential (MF-20) Zoning District and has a Future Land Use (FLU) designation of Medium Density Residential (MDR).

The application will require the following approval:

1. **Certificate of Appropriateness (COA)** for the installation of a metal panel roof system with a bronze finish

PROJECT BACKGROUND:

In December of 2020, building permit application #20-3740 was submitted by the applicant’s contractor for replacement of an asphalt shingle roof with a new metal panel roof system. Historic Preservation staff failed the application as the submittal packet did not include a Certificate of Appropriateness application and product specifications. On December 30, 2020, Abraham Fogel, Preservation Planner for the City of Lake Worth Beach, began email correspondence with the roofing company regarding the requested metal roof product. Mr. Fogel indicated that staff could only approve a metal panel roof option where the panel system had a “mill finish” and where the ribs or seams of the panel system were no more than one inch (1”) in height. On January 4, 2021, Mr. Fogel received a resubmittal with a product sheet illustrating the profile of the metal seams, indicating that they would equal one inch (1”) in height. The email correspondence between Mr. Fogel and the project contractor’s representative are included as **Attachment B**. Mr. Fogel issued administrative COA#21-00100003 on January 4th, with the conditions that the metal roof panels have a “mill finish” and that the seams shall not exceed one inch in height. The administratively issued COA (#21-00100003) for the project is included as **Attachment C**.

Work commenced on the project and a final inspection was performed by a Building Division representative on March 1, 2021. The project did not pass final inspection as the roof was installed with a bronze finish as opposed to the mill finish as conditioned in the COA. As staff could not approve a revision to the COA for the bronze finish (See Historic Preservation Analysis, pages 3 to 7), the project contractor brought the item to the HRPB as a conceptual review at the March 10, 2021 regular meeting. The Board did not grant staff the authority to approve alternate metal roof finishes during the meeting and the applicant was advised to return to the HRPB with a formal item. The applicant’s have submitted a justification statement for their request, included in this report as **Attachment D**. Photos of the installed bronze metal panel roof are included as **Attachment E**.

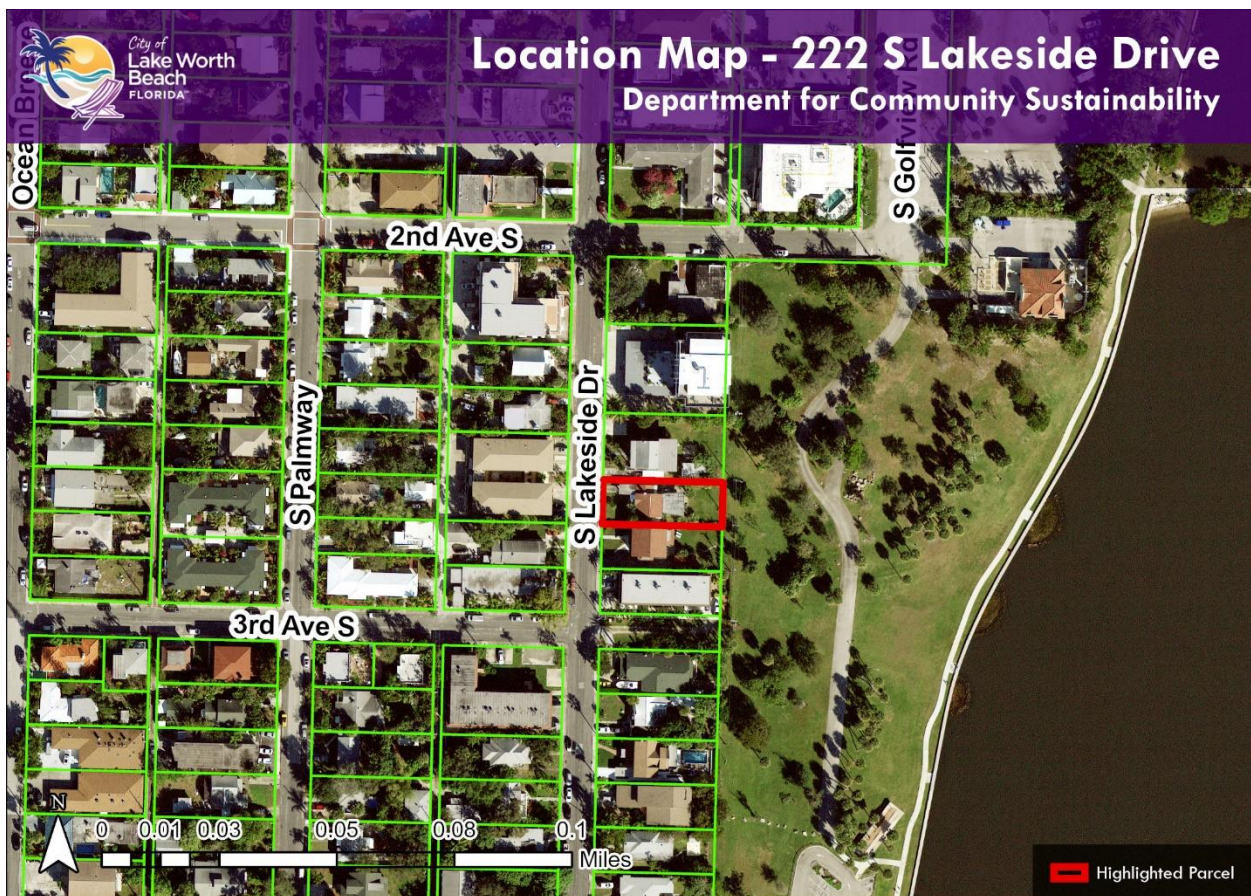
STAFF RECOMMENDATION:

As the request is not in compliance with the Lake Worth Beach Historic Preservation Design Guidelines criteria roof replacement and HRPB precedent regarding metal roof finishes, staff is not recommending approval of the application as submitted.

PROPERTY DESCRIPTION:

Owner	Ian Finlayson
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General Location	East side of South Lakeside Drive between 2 nd Avenue South and 3 rd Avenue South
PCN	38-43-44-21-15-101-0030
Zoning	Low Density Multi-Family Residential (MF-20)
Existing Land Use	Single-Family Residence
Future Land Use Designation	Medium Density Residential (MDR)



Consistency with the Comprehensive Plan

The proposed project is 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 contributing resource at 222 South Lakeside Drive

originally had a metal shingle roof. Historic examples of metal shingles from the same period and style of construction have mill finishes.

HISTORIC PRESERVATION ANALYSIS:

Historic Preservation Design Guidelines Analysis:

The City's Historic Preservation Design Guidelines provide a guide for compatible roof replacement for structures within the historic districts based off of the structure's architectural style. Replacement products for historic structures should match the original features in design, color, texture, and other visual qualities and, where possible, materials. Pages 133 and 139 of the City's Historic Preservation Design Guidelines, included as **Attachment F**, provide a guide for compatible roof types for Frame Minimal Traditional structures (Please note that the Minimal Tradition section describes both types of Minimal Traditional construction, Frame and Masonry).

Per the Design Guidelines, Frame Minimal Traditional structures almost exclusively utilized metal shingle roofs. Documentation within the City's property files indicate that this structure was originally designed with a metal shingle roof. These roofs were simple to install and were utilized on economically designed buildings, and the surviving examples of metal shingle roofs from this period on structures in Lake Worth Beach feature a grey, or mill finish. A natural metal finish has reflective qualities, which assist in keeping houses cool as the metal reflected sunlight. Staff has been unable to find documentation that metal shingles of alternate finishes were utilized locally on Frame Minimal Traditional resources. Pictured below is a metal shingle roof in a mill finish.



Although grey or mill finishes were most common amongst historic metal shingle roofing systems, there are also examples of metal panel systems from the 1920's on Mediterranean Revival and Mission Revival buildings that were designed to replicate a barrel tile. These metal panel systems were designed with a "pan and barrel" profile, with deep vertical channels and staggered rounded arches meant to simulate

stacked barrel tiles. These roofs were typically painted reddish brown to create the illusion of a clay or terracotta product. Pictured below is a surviving example in the Old Town Local Historic District.



Although the property file documentation illustrates that the original material was a shingle product, the HRPB has set the precedent in multiple decisions that frame constructed buildings from the 1920's through the 1940's (i.e. Frame Vernacular, Bungalow, and Frame Minimal Traditional) can alternately utilize vertically seamed metal panel systems (with a vertical seam no greater than 1") for roof replacement where the original roofing material is unknown or no longer exists. This is largely due to the widespread use of metal shingle products that were utilized on these types of structures, and the increased expense associated with installing a modern metal shingle product. The HRPB has only allowed metal products with a mill or grey finish for roof replacements as they most closely replicate the appearance of surviving metal shingle roofs, and as the natural mill finish is indicative to the material.

Certificate of Appropriateness

Exterior alterations to structures within a designated historic district are subject to visual compatibility criteria. The Applicant has requested approval for a metal panel system in bronze. 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 may be granted. 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 applicants have an administrative approval to replace the roof at 222 South Lakeside Drive with a new metal panel system in a mill finish. The roof that was installed utilizes the correct profile, but is finished in bronze.

- 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 South Palm Park Local Historic District, but could impact the character of the surrounding 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 Board has set the precedent that metal panel roofing systems are appropriate roofing types for Frame Minimal Traditional buildings as they were generally constructed with metal shingle roofs. Surviving metal shingle roofs throughout the districts have a mill finish. The Board has determined that in order most closely replicate the appearance of the historic metal shingles, new metal roofs shall have a traditional mill finish.

- 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 has already been installed.

- 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 compatible roofing materials and roof replacement. The original metal shingle roof for this property was removed and replaced with an asphalt shingle roof at some point in the building's history. A request for a new metal panel roofing system with a mill finish could be approved administratively, per HRPB precedent regarding frame constructed buildings which originally featured metal roofs. A request for a bronze metal roof does not fully satisfy the requirements of the Historic Preservation Design Guidelines or the Secretary of Interior Standards as the bronze finish does not replicate the finish of historically appropriate metal roofs.

- 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 original metal shingle roof was removed in the past and replaced with a dimensional asphalt shingle. Compatible alternative roofs include a dimensional asphalt shingle roof, a new metal shingle roof with a mill finish, or a metal panel system with a mill finish. The request for a bronze metal roof could pose an adverse effect to the historic structure, as historic metal roofs for this style of structure were in a mill finish. Staff has found no historic evidence that local structures utilized bronze metal roofs.

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: No historic materials are proposed to be removed or destroyed.

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

Staff Analysis: No, the installation of a bronze metal roof is atypical for structures with metal roofs within the historic districts.

Metal shingles were a commonly utilized roofing material for frame buildings in Lake Worth Beach from the early 1920's until the early 1940's, when the country's metal supply was largely being allocated towards the war effort and asphalt shingles became more prevalent. The surviving examples of metal shingles within the City on buildings from this period utilized a plain mill finish, as these shingles were generally an inexpensive roofing material that served a utilitarian purpose, not a decorative one. Requests for new metal roofing for these structures, whether it be a shingle product or panel system, are thus required to have a mill finish for administrative approval.

Although the City's Historic Preservation Ordinance and Design Guidelines do not regulate paint or asphalt shingle colors, certain materials that have a finish that is intrinsic to that material are reviewed for visual compatibility. Examples include clay barrel tiles that are utilized on Mediterranean Revival and Mission Revival structures from the 1920's, and the flat white concrete tiles that were utilized on Masonry Vernacular, Masonry Minimal Traditional, and Ranch style homes beginning in the early 1940's. The color and finish of these roofing materials became important character-defining features for the overall

architectural style. Natural mill finishes are indicative to early metal roofing in South Florida, and the architectural styles that utilized them. Staff has remaining concerns that the proposed dark bronze roof could adversely affect the character of the contributing resource and impact the integrity of the surrounding historic district.

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 and the HRPB precedent regarding metal roof finishes, 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 contributing resource may be granted.

POTENTIAL MOTIONS:

I MOVE TO **APPROVE** HRPB Project Number 21-00100083 for a Certificate of Appropriateness (COA) for roof replacement with a bronze metal panel system for the property located at **222 South Lakeside Drive**, 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 21-00100083 for a Certificate of Appropriateness (COA) roof replacement with a bronze metal panel system for the property located at **222 South Lakeside Drive**, 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. Email Correspondence between staff and applicant
- C. COA#21-00100003 222 South Lakeside Drive (administrative approval)
- D. Applicant Justification Statement
- E. Current Photos
- F. LWBHPDG Minimal Traditional