



**MEMORANDUM DATE:** September 8, 2021

**AGENDA DATE:** September 15, 2021

**TO:** Chair and Members of the Historic Resources Preservation Board

**RE:** **518 South L Street**

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

**TITLE:** **HRPB Project Number 21-00100076:** Consideration of a Certificate of Appropriateness (COA) for window replacement for the property located at **518 South L Street**; PCN #38-43-44-21-15-167-0070. The subject property is a contributing resource to the Southeast Lucerne Local Historic District and is located in the Single-Family Residential (SF-R) zoning district.

**OWNER:** Madeleine Burnside  
518 South L Street  
Lake Worth Beach, FL 33460

**PROPERTY DEVELOPMENT HISTORY:**

Documentation available in the structure's property file indicates that the building was constructed circa 1925 in a Mission Revival architectural style. Although the original architectural drawings are not available, property cards from 1944 and 1956 (included as **Attachment A**) indicate that the property was originally developed with a two-family structure and rear garage. The two-family structure and garage utilized frame construction with a stucco exterior, a flat roof, and wood windows. In 1981, a major renovation was completed that included interior renovations, window replacement with awning windows, a new stucco application, and roof replacement. That same year, the rear garage was demolished due to structural concerns. In 2001, four (4) awning windows on the front façade were replaced with single-hung windows. Front door replacement was completed in 2008. City permit records indicate the structure had additional improvements, including the installation of a solar energy system, reconstruction of the rear staircase, new French doors on the south elevation, and fence installation. Due to the substantial and insensitive alterations over time, the structure has a moderate to low degree of integrity of setting, materials, design, location, workmanship, feeling, and association. Photos of the existing property are included as **Attachment B**.

**PROJECT BACKGROUND:**

On October 7, 2020, a Code Compliance Case (#20-2325) was initiated for window replacement that began without a building permit or historic preservation approval. On October 21, 2020, Historic Preservation staff received building permit application #20-3247 for partial window replacement. Staff disapproved the request, as the building permit application did not include a COA Application, keyed photos of each opening, or glass specifications. In late December of 2020, staff exchanged several emails

with the property owner regarding options for administrative review and HRPB review. As the windows were already installed, the property owner opted for HRPB review. Staff continued communication in January, March, and July of 2021, until a complete application for HRPB review was provided. The scope of work was amended to include replacement of all windows rather than three (3) windows, as initially submitted, since none of the installed windows received a building permit or historic preservation approval. The item was scheduled for the next available hearing in September, as the August meeting was canceled. The window replacement plan, product information, and glass specifications are included as **Attachment C**.

**PROJECT DESCRIPTION:**

The property owner, Madeline Burnside, is requesting a COA for window replacement for the property located at 518 South L Street. The subject property is located on the east side of South L Street, between 5<sup>th</sup> Avenue South and 6<sup>th</sup> Avenue South in Lake Worth Beach. The subject property is located within the Single-Family Residential (SF-R) zoning district and retains a Future Land Use (FLU) designation of Single Family Residential (SFR).

If approved, the subject application would allow the unpermitted windows to remain. The proposed products are Lawson aluminum impact single-hung windows with a grey tinted Low-E coating.

The application will require the following approval:

1. **COA** for window replacement

**STAFF RECOMMENDATION:**

As the request is not in compliance with the Lake Worth Beach Historic Preservation Ordinance and the Historic Preservation Design Guidelines criteria on window replacement, staff is recommending denial of the application because the proposed glazing of the windows is tinted and has a visible light transmittance that is below the 60% minimum.

**PROPERTY DESCRIPTION:**

Owner	Madeleine Burnside
General Location	East side of South L Street, between 5 <sup>th</sup> Avenue South and 6 <sup>th</sup> Avenue South
PCN	38-43-44-21-15-167-0070
Zoning	Single-Family Residential (SF-R)
Existing Land Use	Single Family Residence
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 Compressive Plan, which encourages preservation and rehabilitation of historic resources. Policy 3.4.2.1 insists 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 missing features should be substantiated by documentary, physical, or pictorial evidence. The current proposal is not substantiated by evidence that the products proposed are compatible with the architectural style of the structure or current regulations. The photo below provides evidence of the structure’s window configuration in 2002, after replacement of the original windows with awning windows:

*Photo of 518 South L Street provided in the 2002 Florida Master Site File*



**HISTORIC PRESERVATION ANALYSIS:**

**Historic Preservation Design Guidelines**

The City’s Historic Preservation Design Guidelines provide a guide for compatible window replacement for historic structures within the historic districts. Windows are amongst the most important character-defining architectural features, but they are also one of the most commonly replaced features of a building. Replacement products for historic structures should match the original features in design, color, texture, and other visual qualities and, where possible, materials.

The window replacement, as proposed, utilizes single-hung windows in every opening. Based on the Design Guidelines, an applicant may propose an architecturally compatible alternative for window replacement. The Mission Revival architectural style section of the Design Guidelines, included as **Attachment D**, provides examples of common window types. Staff contends that the proposal is not *most successful* in replicating the original windows. Architecturally compatible alternatives are appropriate when none of the original windows remain and there is no architectural or photographic evidence of their design. As an example, the property located at 331 South Federal Highway no longer had any of its original casement windows in the enclosed front porch. There was also no architectural or photographic evidence of the original windows in that area of the structure. But due to the size and location of the openings and the functionality of the room, staff was able to utilize the Historic Preservation Design Guidelines to recommend a compatible window replacement for the building’s architectural style.

***Example: 331 South Federal Highway***

*Before: Mixture of original wood double-hung windows and replacement awning windows*



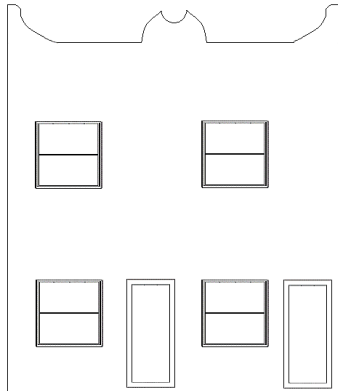
***Example: 331 South Federal Highway***

*After: Aluminum Single-Hung and Horizontal Rollers Replacement Windows*



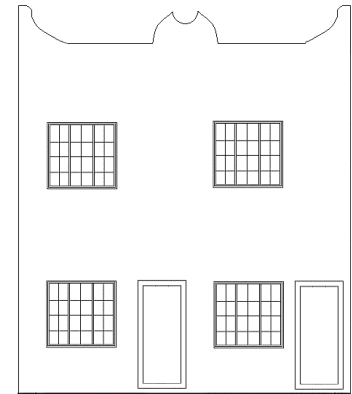
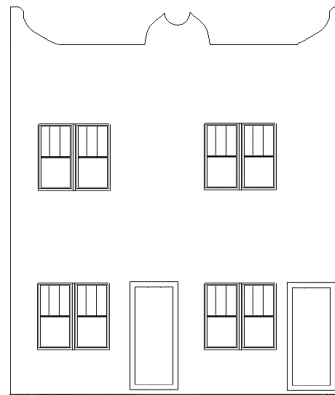
Administratively, staff could approve single-hung windows with or without decorative light patterns on the top sash for the majority of windows. The front façade features horizontally-oriented single-hung windows that are atypical for Mission Revival structures. Staff recommends that the four (4) windows on the front façade match the north and south elevation’s configuration of paired openings separated by a mullion. Alternatively, a triplet of casement windows or horizontal rollers (equal thirds configuration) with decorative light patterns could be replicated as this was a common configuration for Mission Revival structures, depicted on the next page:

**Proposed Window Replacement**  
*Utilizes horizontally-oriented  
single-hung windows*



**Staff Recommended Options**

Utilizes paired single-hung windows separated by a mullion or a triplet of casement windows/horizontal rollers (equal thirds configuration)



As discussed in the property development history, the openings on the front façade received approval in 2001. Therefore, these openings can be replaced in-kind by the property owner although it is not the *most successful* approach to replicating original windows in a Mission Revival structure.

The applicant is also proposing to utilize windows with a grey tinted Low-E coating, which is not an administratively approvable option. Per the applicant's submittal packet, the proposed windows have a VTL of 49%. The requested grey tinted Low-E coating is not compliant with the current regulations of clear glass or clear glass with a Low-E coating (60% VLT). **Overall, full-view single-hung windows for every opening are an approvable option at permitting with the exception of the grey tinted Low-E coating.**

**Certificate of Appropriateness**

All 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 window replacement with new Lawson aluminum single-hung windows with a grey tinted Low-E coating does not successfully replicate historic windows.

- 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 proposed window replacement will have no direct physical effect on any surrounding properties within the Southeast Lucerne Local Historic District, although the products utilized on this proposal may detract from the district's visual appearance as a whole.

- 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 structure no longer retains its original windows. Per the regulations set forth in the Historic Preservation Design Guidelines, windows with a grey tinted Low-E coating are not appropriate for the structure's period of construction and do not comply with the glass standards.

- 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 his property.

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

**Staff Analysis:** Not applicable, the windows are already 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 proposal, as a whole, is not in compliance with the City's Historic Preservation Design Guidelines Design Guidelines, Secretary of the Interior's Standards for Rehabilitation, or the City's Land Development Regulations, Historic Preservation Ordinance (LDR Sec. 23.5-4) due to grey tinted Low-E coating that is proposed for the windows.

- 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 is designated as a contributing resource within a local historic district. The resource is a Mission Revival building, which has a distinct set of architectural characteristics. Although incompatible changes have taken place, such as the alteration of original window sizes and locations, the City has enacted Historic Preservation Design Guidelines that outline requirements that would prevent the perpetuation of these

incompatible changes in replacement products in order to bring the property further into compliance.

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:** Distinguishing original qualities that characterize the building are not being removed. The structure does not retain any of its original windows.

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

**Staff Analysis:** The proposed windows with a grey tinted Low-E coating are not allowed within the historic districts per the City's Historic Preservation Design Guidelines. Therefore, the new windows are not visually compatible with neighboring properties.

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:** Yes, the proposed window replacement will conform to the existing opening sizes.

(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

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**Staff Analysis:** Windows with applied tints and/or Low-E coatings are typically an upgrade that is more costly than windows with clear glass.

- (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:** Overall, full-view single-hung windows for every opening are an approvable option at permitting with the exception of the grey tinted Low-E coating. However, greater compatibility could be achieved by utilizing single-hung windows with or without decorative light patterns on the top sash for the majority of windows. In addition, the front façade could match the north and south elevation’s configuration of paired openings separated by a mullion. Alternatively, a triplet of casement windows could be replicated as this was a common configuration for Mission Revival structures.

- (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:** Staff defers to the applicant. The evidence presented within this report illustrates that the replacement products are not historically accurate or compatible.

**PUBLIC COMMENT:**

At the time of publication of the agenda, staff has received not received written public comment.

**CONCLUSION:**

Window replacement was completed at the property without a building permit and historic preservation approval. The installed windows have a grey tinted Low-E coating with a VLT of 49% that does comply with City’s Historic Preservation Design Guidelines. Staff recommends denial of the application and recommends that the applicant submit a revised application with new window products that can be approved administratively.

**POTENTIAL MOTION:**

I MOVE TO **APPROVE** HRPB Project Number 21-00100076 for a Certificate of Appropriateness (COA) for window replacement for the property located at **518 South 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 21-00100076 for a Certificate of Appropriateness (COA) for window replacement for the property located at **518 South L Street**, because the Applicant has not established by competent substantial evidence that the application is in compliance with the City of Lake Worth Beach Land Development Regulation and Historic Preservation requirements.



**ATTACHMENTS:**

- A. Property File Documentation
- B. Current Property Photos
- C. Window Replacement Plan and Product Information
- D. LWBHPDG – Mission Revival