



MEMORANDUM DATE: November 2, 2021

AGENDA DATE: November 9, 2021

TO: Chair and Members of the Historic Resources Preservation Board

RE: **1120 South Lakeside Drive**

FROM: Anne Greening, Senior Preservation Planner
Yeneneh Terefe, Preservation Planner
Department for Community Sustainability

TITLE: **HRPB Project Number 22-00100370:** Consideration of a Certificate of Appropriateness (COA) for the demolition of an existing structure and construction of a new ± 6,145 square foot single-family residence located at **1120 South Lakeside Drive**; PCN #38-43-44-27-01-051-0021. The subject property is located in the Single Family Residential (SFR) zoning district and is a non-contributing property in the South Palm Park Local Historic District. The future land use is Single Family Residential (SFR).

OWNER: LWB Development, LLC
924 South Lakeside Drive
Lake Worth Beach, FL 33460

PROJECT MANAGER: Wes Blackman
CWB Associates
241 Columbia Drive
Lake Worth Beach, FL 33460

PROPERTY DEVELOPMENT HISTORY:

In 1951, Lake Worth Architect Edgar S. Wortman designed a Masonry Minimal Traditional residence for Mr. and Mrs. T. R. Middleton at 1130 South Lakeside Drive. The design of the property was progressive for its time, featuring a sprawling and open floor plan with indoor and outdoor living areas, a recreation room with a built-in bar facility, and a one-hundred-gallon solar heated water cistern.

According to documentation within the City's property files, the building remained relatively unaltered until 1973, when subsequent property owners, Mr. and Mrs. VanBeck, commissioned a major renovation and residential additions. The renovation, designed by Lake Worth civil engineer Earl Martin, included the removal of many architectural features that once characterized the structure, including the removal of the concrete tile gable roofs and the installation of a pent roof with asphalt shingles. The additions included a family room, bedroom, two bathrooms, and a den to the rear of the house. Following these renovations, the property owners acquired the neighboring 50-foot wide parcel to the north (part of the

parcel that is now 1120 South Lakeside Drive), creating a unified lot with 150 linear feet of frontage along South Lakeside Drive.

Due to the substantial alterations to the property, the structure was given a noncontributing designation status when the South Palm Park Local Historic District was surveyed. At the March 11, 2020 HRPB meeting, the Board approved a COA (HRPB #20-00100030) for the demolition of the single-family structure in a phased plan due to the property owner's intent of developing the property as two (2) separate lots. On October 8, 2020, staff issued an administratively approved plat exemption and parcel split (#20-01200001) for the property that permitted the creation of two (2) 75-foot wide lots. On July 14, 2021, the HRPB approved a COA (HRPB #20-00100273) for the first phase of the development, which included construction of a new $\pm 7,328$ square foot structure at 1130 South Lakeside Drive. The current application is for demolition of the remaining structure and development of the second 75-foot wide lot at 1120 South Lakeside Drive.

PROJECT DESCRIPTION:

The property owner, LWB Development LLC, is requesting approval for the demolition of the remaining portion of the existing structure and construction of a new single-family residence. The subject property is a 75-foot wide lot located on the east side of South Lakeside Drive between 11th Avenue South and 12th Avenue South. A survey of the property is included as **Attachment A**. Current photos of the site are included as **Attachment B**. The parcel is located in the Single Family Residential (SFR) zoning district and retains a Future Land Use (FLU) designation of Single Family Residential (SFR).

Exhibit A: Proposed New Construction – Front Elevation

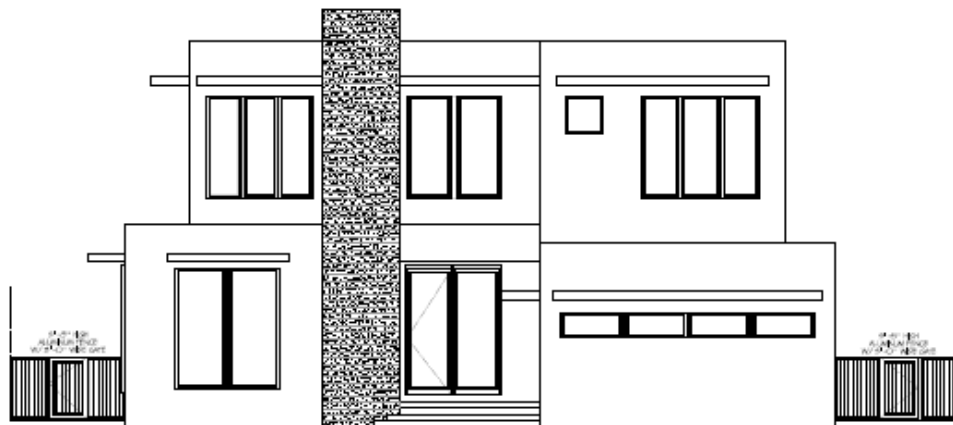
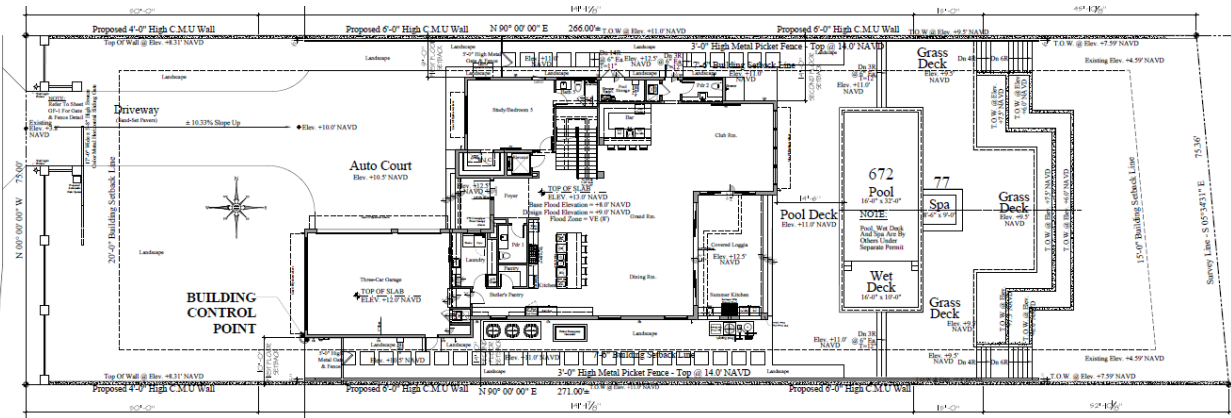


Exhibit B: Proposed New Construction – Site Plan

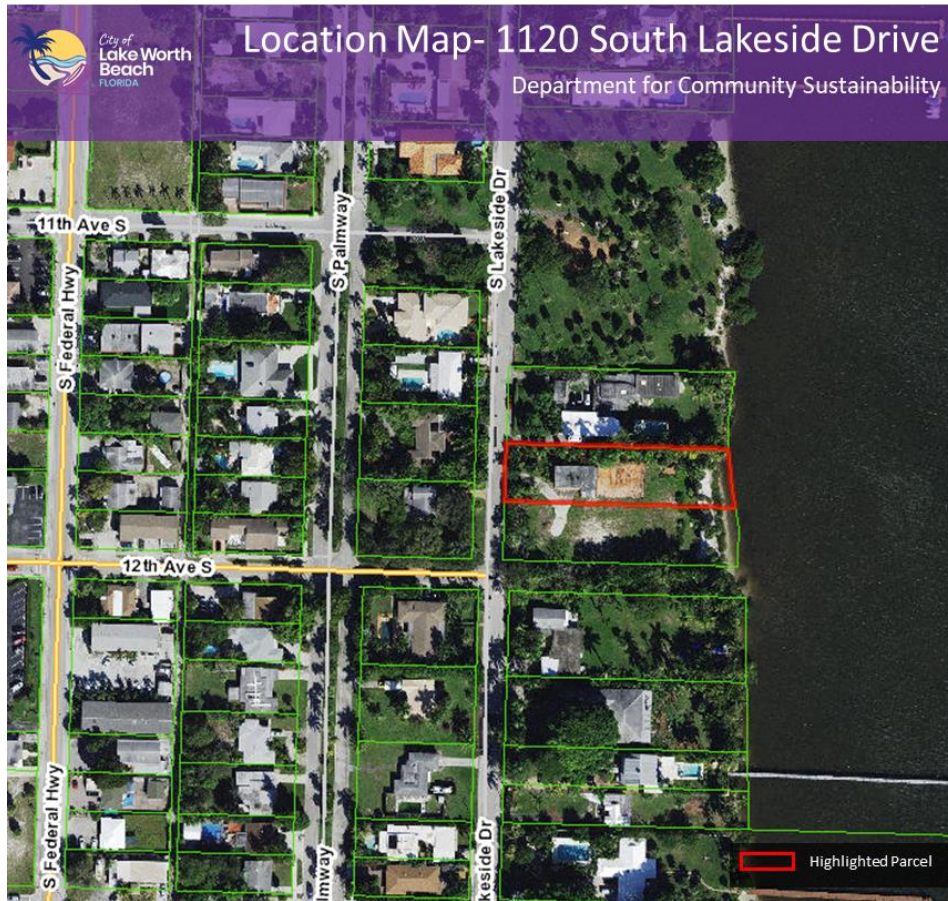


STAFF RECOMMENDATION: Staff is recommending that the HRPB discuss the compatibility of the fill and fencing along the side property lines. The fence proposed exceeds the maximum height permitted in the fence requirements. Terracing or sloping the proposed fill with complementary landscaping would provide for a more compatible development pattern to the existing single-family homes to the north and south of the property. An alternate recommendation is to reduce the total volume of fill on the property and just raise the structure. This would be consistent with the draft FEMA map floodplain requirements that have been proposed, but not adopted. Staff is recommending approval with conditions as provided on pages 12 and 13 except for the fill and fencing as proposed.

PROPERTY DESCRIPTION:

Owner	LWB Development, LLC
General Location	East side of South Lakeside Drive between 11 th Avenue South and 12 th Avenue South
PCN	38-43-44-27-01-051-0021
Zoning	Single Family Residential (SFR)
Existing Land Use	Vacant
Future Land Use Designation	Single Family Residential (SFR)

LOCATION MAP:



Consistency with the Comprehensive Plan

The subject is located in the Single Family Residential Future Land Use (FLU) designation. Per Policy 1.1.1.2 in the City's Comprehensive Plan, the FLU designation allows for a maximum density of 7 dwelling units per acre. The purpose of the Single-Family Residential designation is to permit the development of single-family structures designed for occupancy by one family or household. As the proposed structure is a single-family residence and has a proposed density of fewer than 7 units per acre, it is consistent with the intent of the Single-Family Residential designation.

The proposed single-family structure 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. The project's architectural design complements the City's appearance as consistent with Objective 3.2.4.

ZONING ANALYSIS:

Development Standard		Required	Provided
Lot Area (min)		5,000	±22,030 ¹
Lot Width (min)		50'	75'
Max. Density (units per acre)		7 du	1 du
Building Setbacks	Front	50'	60'
	Rear	15'	90'
	Side	10% lot width (7.5')	9'
Accessory Structure Setbacks	Front	50'	175'
	Rear	5'	60'
	Side	10% lot width	15'
Maximum Impermeable Surface	Entire lot	50%	44%
	Building	30%	20%
	Front Yard	75% or 900 sf impermeable	78%
Max Building Height		30' primary, 24' garage	27'10" top of parapet ² , 13'6" top of garage
Maximum Wall Height at Side Setback		18' @5' setback 23' @ 10' setback with additional 1' setback for up to 30' height maximum	12' top of flat roof @ 9' setback 26'4" top of flat roof @ 14' setback
Max Floor Area Ratio (FAR)		0.45	0.29
Parking		2 spaces	3 spaces
Fence Height		6' along the side property line and 4' along front property line as measured from the natural grade	Proposed fence is measured from proposed grade, not natural grade as required by LDR Section 23.4-4(d). ³

- 1) lot area based on survey provided by applicant
- 2) top of elevator shaft measures 30'4" high; this is allowed per LDR Section 23.1-12 Definitions: Building Height.
- 3) Condition of approval proposed to revise fence height to comply with maximum fence height from the natural grade and revised fill plan at building permit. Sloping or terracing of side yards shall likely be required. If terracing is preferred, the Florida building code requires that a maximum rise of 30" is permitted per 36" of width, but a 24" rise is recommended. Reduction of the total fill is recommended.

The proposed new construction project is consistent with all site data requirements in the City's land development regulations except for the fence height due to the volume of fill proposed. Fence and wall height are required to be measured from the natural grade of the property. Therefore, staff has drafted a condition of approval clarifying that review and approval of fencing height shall occur at building permit. Terracing or sloping the proposed fill with complementary landscaping would provide for a more compatible site development design with the existing single-family homes to the north and south of the property. An alternate recommendation is to reduce the total volume of fill on the property and just raise the structure. This would be consistent with the draft FEMA map requirements that have been proposed, but not adopted. The application also meets the minimum off-street parking requirements and complies

with all impermeable surface requirements, building coverage allotments, floor area ratio, and required building setbacks. Formal and complete review for compliance with the City's Land Development Regulations, including landscaping, will be conducted at building permit review. The proposed landscape plan does not meet City requirements. The proposed site plan, architectural drawings, and landscape plan are included in this report as **Attachment C**.

HISTORIC PRESERVATION ANALYSIS:

The proposed single-family residence is designed in a contemporary style with elements of Mid-Century Modern architecture. The Mid-Century Modern architectural style gained popularity in the United States in the 1950s. Elements such as angled and flat rooflines, projecting sills or eyebrows, and the use of multiple wall materials are all character-defining features of the style. The Mid-Century Modern 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 D**.

All new construction within a designated historic district shall be visually compatible. New buildings should take their design cues from the surrounding existing structures, using traditional or contemporary design standards and elements that relate to existing structures that surround them and within the historic district as a whole. Building design styles, whether contemporary or traditional, should be visually compatible with the existing structures in the district. The visual compatibility criteria for new construction within the city's historic districts is located in Section 23.5-4(k)(3)(A) in the LDRs. Staff has reviewed the criteria and provided an analysis in the section below. The applicant has also submitted a Justification Statement and has provided answers to the demolition and new construction criteria, provided in this report as **Attachment E**.

Section 23.5-4(k)(3)(A) – Additional Guidelines for New Construction

In approving or denying applications for certificates of appropriateness for new construction, 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 height of the building is taller than the height of most nearby buildings, but is similar to the height of the approved structure that will be constructed on the adjacent property (1130 South Lakeside Drive). Due to an increase in the Base Flood Elevation requirements for structures in flood-prone areas, the habitable living space for this residence is required to be at 13' NAVD (North American Vertical Datum), which is significantly higher than what was required for neighboring historic structures on lots fronting the Intracoastal Waterway. The impact of the additional FEMA-required height on the surrounding neighborhood is somewhat mitigated with the 50' front setback requirement for these larger waterfront lots. Terracing or sloping the proposed fill with complementary landscaping would provide for a more compatible site development design with the existing single-family homes to the north and south of the property. An alternate recommendation is to reduce the total volume of fill on the property and just raise the structure. This would be consistent with the draft FEMA map floodplain requirements that have been proposed, but not adopted.

(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 width of the front elevation is in scale with the surrounding properties. The height of the front elevation is taller than many of the surrounding properties, but is in harmony with other two-story properties nearby, including the property directly to the south.

(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 proposal is new construction and not a landmarked or contributing building, but the openings are appropriately sized and in harmony with visually related buildings in the South Palm Park Historic District. Like other homes in the surrounding area, the proposed new construction has an integrated garage at the front of the structure.

(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: The front (west) elevation largely avoids expanses of black façade, and the relationship of solids to voids is in harmony with neighboring buildings.

(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. The proposed structure is set back an additional 10 feet from the front property line to help accommodate the increased building height due to base flood elevation requirements.

(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 front entrance and porch towards the center of the front (west) elevation, which is in harmony with most other nearby buildings. The garage also projects out from the façade, which is common among surrounding buildings.

(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 proposed building will utilize a smooth stucco wall texture and porcelain tile on the elevator shaft. Smooth stucco is common within the South Palm Park Historic District.

(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 building utilizes a flat roof with a short parapet, which is a compatible roof type for many architectural styles within the South Palm Park Local 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, excluding the issues of fence height and fill. Terracing or sloping the proposed fill with complementary landscaping would provide for a more compatible site development to the existing single-family homes to the north and south of the property. The fencing and landscaping as proposed do not meet LDR requirements. Therefore, staff has proposed a condition of approval to address these concerns at building permit.

(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 proposed building are more substantial than most neighboring properties, but are still generally appropriate for the surrounding neighborhood. The building also utilizes a significant amount of glazing, overhangs, and a prominent elevator shaft to add visual interest and increase visual compatibility.

(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 applicant has provided a streetscape showing the building in relation to those to either side of it. The building's height and massing are more substantial than most neighboring properties, but the building utilizes a staggered façade on the front elevation and has an increased front setback to help reduce its visual impact. Additionally, the building's height and massing are in harmony with that of the structure directly south of the proposed new construction.

(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: Although the design of the structure is modern in nature, it does incorporate elements of the Mid-Century Modern style and is visually compatible with other buildings in the historical district.

(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 new construction project on a vacant property.

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

Analysis: In the submitted site plan, all mechanical equipment is placed outside the required side setbacks and in some cases is also screened from view. The mechanical equipment will not be visible from South Lakeside Drive.

(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 the new construction project on a vacant property.

(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 proposal includes a landscape plan, which is part of the architectural drawings in **Attachment C**. The garage is side-loaded to the south and the garage bays face north rather than towards the street, obscuring the garage's prominence. The proposed site design is generally compatible with the surrounding neighborhood, excluding the previously mentioned issues with fence height at the side property lines. If approved by the Board, staff has included a condition that final site plan review and approval will occur at building permit.

Section 23.5-4(k)(4)(A) – Additional Requirements for Demolitions

All requests for demolition shall require a certificate of appropriateness. No certificate of appropriateness for demolition of a landmark or contributing property shall be issued by the HRPB unless the applicant has demonstrated that no other feasible alternative to demolition can be found. In making its decision to issue

or deny a certificate of appropriateness to demolish, in whole or in part, a landmark building or structure, the HRPB shall, at a minimum, consider the following additional decision-making criteria and guidelines:

(1) Is the structure of such interest or quality that it would reasonably fulfill criteria for designation as a landmark on the National Register of Historic Places?

Analysis: The existing structure is a non-contributing structure to the South Palm Park Historic District and is not of great interest or quality. Furthermore, the remaining structure is only a part of the non-contributing structure, as much of the structure has been demolished previously (per HRPB #20-00100030).

(2) Is the structure of such design, texture, craftsmanship, size, scale, detail, unique location or material that it could be reproduced only with great difficulty or economically unreasonable expense?

Analysis: The remaining structure could be reproduced utilizing modern building materials.

(3) Is the structure one of the few remaining examples of its kind in the city?

Analysis: No, there are several single-family structures throughout the City that underwent significant renovations in the 1970s.

(4) Would retaining the structure promote the general welfare of the city by providing an opportunity to study local history, architecture and design or by developing an understanding of the importance and value of a particular culture or heritage?

Analysis: The design of the remaining structure is not notable and would not necessarily provide an exemplary opportunity to study local history or design.

(5) Does the permit application propose simultaneous demolition and new construction? If new construction is proposed, will it be compatible with its surroundings (as defined above) and, if so, what effect will those plans have on the character of the surrounding sites or district?

Analysis: Yes, the application proposes simultaneous demolition and new construction. The proposed new construction is compatible with its surroundings, as established in this report.

(6) Would granting the certificate of appropriateness for demolition result in an irreparable loss to the city of a significant historic resource?

Analysis: Staff's analysis is that the demolition of the structure would not result in an irreparable loss of a significant historic resource. The remaining structure is non-contributing and does not display examples of fine craftsmanship.

(7) Are there definite plans for the immediate reuse of the property if the proposed demolition is carried out, and what effect will those plans have on the architectural, historic, archeological or environmental character of the surrounding area or district?

Analysis: Yes, plans for new construction are part of the proposed demolition application. Compatible new construction on this site can further enhance the architectural diversity of the South Palm Park Local Historic District.

(8) Is the building or structure capable of earning reasonable economic return on its value?

Analysis: Staff defers to the Applicant.

(9) Would denial of demolition result in an unreasonable economic hardship for the property owner?

Analysis: Staff defers to the Applicant.

(10) Does the building or structure contribute significantly to the historic character of a designated historic district and to the overall ensemble of buildings within the designated historic district?

Analysis: The existing structure is a non-contributing resource within the South Palm Park Historic District and staff contends that in its current state, the building does not contribute to the historic character of the district.

(11) Has demolition of the designated building or structure been ordered by an appropriate public agency because of unsafe conditions?

Analysis: No, the structure has not been ordered to be demolished.

(12) Have reasonable measures been taken to save the building from further deterioration, collapse, arson, vandalism or neglect?

Analysis: It appears that reasonable measures have been taken to secure the property.

Historic Preservation Design Guidelines

Per the Lake Worth Beach Historic Guidelines, *“New construction can be designed utilizing the architectural language of one of the 10 defined primary styles, or an alternative yet compatible style. It is very important that new construction not hybridize the styles, borrowing pieces from one and another. This approach creates confusion and dilutes the intrinsic value of the historic structures and styles. The best approach is to choose one style of architecture, and to design a structure that utilizes the common characteristics, proportions, and materials of that style.”* The Mid-Century Modern 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 D**.

Analysis: New construction in the City’s historic districts is not limited to any particular architectural style, but staff always recommends that projects are designed solely within one architectural style. Staff contends that the new construction project, as proposed, is generally compatible with the regulations set forth in the historic preservation ordinance and that the design of the structure displays architectural features and materials that are consistent with contemporary architecture and Mid-Century Modern

detailing. Staff has included the Design Guidelines section on Mid-Century Modern architecture as **Attachment D**. The flat roof design, projecting eyebrows, wall materials, and large windows, in particular, are character-defining features of the Mid-Century Modern style present in the proposed design. The elevator shaft on the front elevation also contributes to the elements of Mid-Century Modern style, as it imitates the wide masonry chimneys that were often present on the front elevation of Mid-Century homes. The proposed home is designed as a contemporary iteration of a Mid-Century Modern home and the window placement and fenestration pattern generally avoids long expanses of blank façade facing the public right-of-way. Adding contemporary structures into historic districts creates an architectural record for present styles, which can add to the unique character and to the chronology of building styles constructed throughout the city's history.

PUBLIC COMMENT:

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

CONCLUSION:

The proposed application is consistent with the City's Land Development Regulations, and the structure's design is generally consistent with the Historic Preservation Design Guidelines requirements for new construction and site considerations. However, staff has concerns about the proposed fill, grading, and fencing as proposed. Staff recommends that the board discuss the proposed fill, especially along the side property lines, to determine if terracing, sloping or a reduction in the volume of fill would provide a more compatible site development design. The fill, grading, landscaping, and fencing will require final review and approval at building permit by the City Engineer. Board direction on the fill will impact the final conditions of approval. Staff is recommending approval with conditions provided below except for the fill and fencing as proposed.

Conditions of Approval

- 1) The adopted FEMA map at the time of building permit submittal will be the governing regulatory map.
- 2) All fencing and gate locations, heights, and materials shall comply with the height and placement requirements of LDR Sec. 23.4-4 and shall be reviewed by staff at building permit. Fence and wall height are required to be measured from the natural grade. The fence height as currently proposed is not consistent with fence requirements in the LDRs.
- 3) Fill and drainage shall be reviewed at building permit by the City Engineer and the Department of Community Sustainability for consistency with all applicable drainage and fill requirements, including the requirement that no drainage is allowed to impact/flow onto adjacent property.
- 4) The front door and bathroom windows may utilize clear glass, frosted glass, or glass with a Low-E coating (60% minimum VLT). Tinted, highly reflective, grey, colored, etched, or leaded glass shall not be used.
- 5) The windows and doors (excluding the bathroom windows and front door) shall utilize glazing that is 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.
- 6) The windows shall be recessed a minimum of two inches (2") in the wall, and shall not be installed flush with the exterior wall.
- 7) The structure shall utilize smooth stucco and porcelain tile exterior finishes.

- 8) The exact design of the windows, entry doors, and garage doors shall be reviewed by staff at permitting.
- 9) All improved surfaces shall be setback 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 behind the front façade of the structure and outside of required setbacks.
- 11) In addition to a Landscape Plan, a tree survey and disposition plan shall also be required at building permit. Landscaping shall be reviewed for compliance with the City's landscape requirements at building permit. Per comments from the City Horticulturalist, the current plans do not meet minimum tree requirements.
- 12) A permit for new construction shall be submitted concurrently with the demolition permit.

POTENTIAL MOTION:

I MOVE TO **APPROVE** HRPB Project Number 22-00100370 with staff recommended conditions for the demolition of an existing structure and construction of a new ± 6,145 square foot single-family residence located at **1120 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 22-00100370 for a Certificate of Appropriateness (COA) for the demolition of an existing structure and construction of a new ± 6,145 square foot single-family residence located at **1120 South Lakeside Drive**, 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. Survey
- B. Current Photos
- C. Architectural Plan Set
- D. Historic Design Guidelines: Mid-Century Modern
- E. Application and Justification Statement
- F. NOAs for Building Materials