



**MEMORANDUM DATE:** June 9, 2021

**AGENDA DATE:** June 16, 2021

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

**RE:** **321 North L Street**

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

**TITLE: HRPB Project Number 21-00100163:** Consideration of a Certificate of Appropriateness (COA) for the demolition of a +/- 187 square foot rear enclosed porch, construction of a new +/- 1,380 square foot addition and +/- 783 square foot accessory structure, and exterior alterations for the single-family residence at 321 North L Street; PCN #38-43-44-21-15-090-0211. The subject property is located within the Multi-Family Residential (MF-20) zoning district and is a contributing resource to the Northeast Lucerne Local Historic District.

**OWNER:** CAIN DEVELOPMENT LLC  
Mark Cain  
1 North Golfview Road #605  
Lake Worth Beach, FL 33460

**ARCHITECT:** GBH Architecture  
Geoffrey Harris  
605 North Lakeside Drive #3  
Lake Worth Beach, FL 33460

**PROPERTY DEVELOPMENT HISTORY:**

Per documentation within the City's property files, there were originally three (3) structures on the parcel; a single-family residence, a garage apartment, and a utility room constructed ca. 1925. Although no architectural drawings of the buildings are available in the City's property file, property cards from the 1940s and 1950s, included as **Attachment A**, describe the structures as being of wood frame construction. The single-family structure is described as having a continuous wall foundation, wood exterior walls, a hip roof, chimney, and wood windows. The garage apartment and utility room utilized a slab foundation, wood exterior walls, and a hip and shed roof respectively. In 1949, the City granted permission to the property owners, Ernest and Theresa Fleischman, to install a water closet and one lavatory in the utility building with the condition that the structure would not be occupied and would only be used for storage. In 1990, a permit was issued for the demolition of the garage apartment and utility shed due to a declaration of unsafe conditions issued in 1989 by the Director of Building and Zoning. City building permit records indicate the remaining structure has had minor alterations overtime including; roof replacement, mechanical upgrades, and foundation repairs. As the single-family structure

retains the majority of its character-defining features and materials representative of Wood Frame Vernacular architecture, it has a high degree of the seven aspects of historic integrity; location, setting, design, workmanship, materials, feeling, and association. Current photos of the property are included as **Attachment B**.

At the April 14, 2021 HRPB meeting, the Board reviewed conceptual plans for a new addition and accessory structure. The Board expressed concerns regarding the overall massing of the addition and its “pop-up” appearance behind the historic structure. The project architect, Geoffrey Harris, agreed to consider modulating the height of the addition to address the HRPB’s concerns.

**PROJECT DESCRIPTION:**

The property owner, Mark Cain on behalf of CAIN DEVELOPMENT LLC, is requesting approval for the following:

- Window replacement for the existing structure
- Demolition of a +/- 187 square foot rear enclosed porch for the existing structure
- Construction of a new +/- 1,380 square foot addition to the existing structure
- Construction of a new +/- 783 square accessory structure

The subject property is a 37.5’ x 135’ (5,063 square foot) platted lot of record and a half located on the west side of North L Street, between 3<sup>rd</sup> Avenue North and 4<sup>th</sup> Avenue North, in Lake Worth Beach. The property is located in the Multi-Family Residential (MF-20) zoning district and retains a Future Land Use (FLU) designation of Medium Density Residential (MDR).

The application will require the following approval:

1. **COA** for the demolition of a +/- 187 square foot rear enclosed porch, construction of a new +/- 1,380 square foot addition and +/- 783 square foot accessory structure, and exterior alterations

**STAFF RECOMMENDATION:** Staff recommends approval with conditions as provided on pages 11 and 12.

**PROPERTY DESCRIPTION:**

Owner	CAIN DEVELOPMENT LLC, Mark Cain
General Location	West side of North L Street between 3 <sup>rd</sup> Avenue North and 4 <sup>th</sup> Avenue North
PCN	38-43-44-21-15-090-0211
Zoning	Multi-Family Residential (MF-20)
Existing Land Use	Single Family Residence
Future Land Use Designation	Medium Density Residential (MDR)



### **SITE ANALYSIS:**

#### **Surrounding Properties**

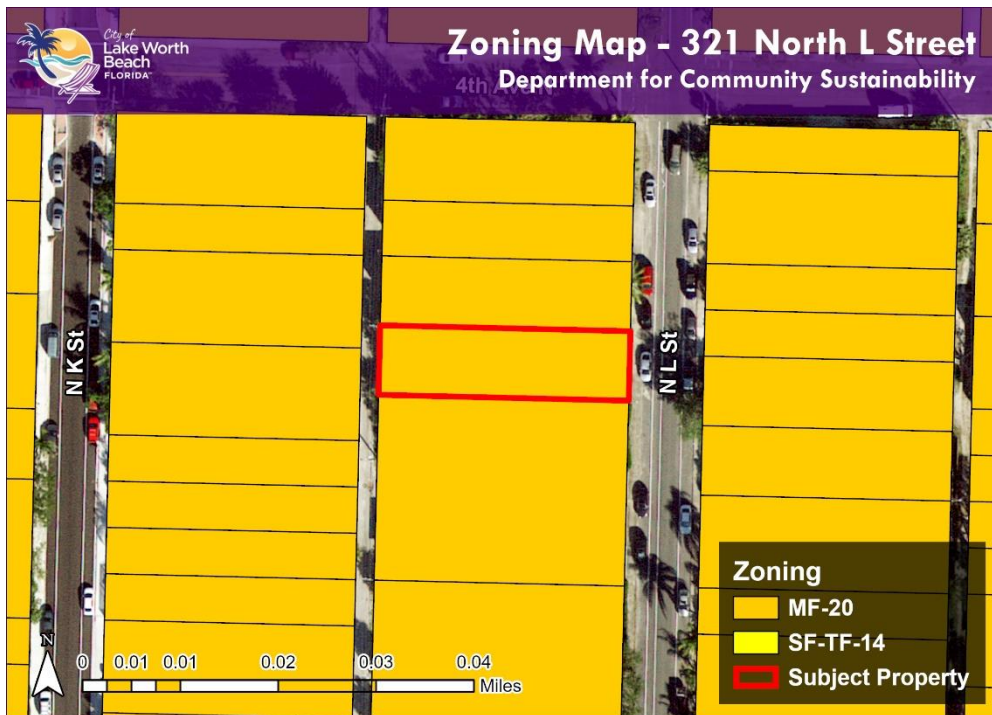
The site is surrounded by similar structures with similar Zoning and FLU designations, and thus, are found to be compatible with the existing and proposed residential use on the subject site. The following summarizes the nature of the surrounding properties adjacent to the subject site:

**NORTH:** Immediately north of the subject site is 325 North L Street, a single-family structure and rear 2-unit structure. This parcel contains a FLU designation of MDR and a zoning designation of MF-20.

**SOUTH:** Immediately south of the subject is 315 North L Street, a single-family structure and rear accessory dwelling unit. This parcel contains a FLU designation of MDR and a zoning designation of MF-20.

**EAST:** East of the subject site across the rear alley is 322 North K Street, a single-family residence. This parcel contains a FLU designation of MDR and a zoning designation of MF-20.

**WEST:** West of the subject site across North L Street is 322 North L Street, a multi-family structure. This parcel contains a FLU designation of MDR and a zoning designation of MF-20.



**Consistency with the Comprehensive Plan**

The subject property is located in the Medium-Density Residential Future Land Use (FLU) designation. Per Policy 1.1.1.3 in the City’s Comprehensive, the FLU designation allows for a maximum density of 30 per acre. The proposed density for the project is 9 units per acre. As the proposed development has a density of less than 30 units per acre, it is consistent with the intent of the Medium Density Multi-Family Residential designation.

The project also encourages architectural design that complements the City’s appearance, consistent with Objective 3.2.4.

**LAND DEVELOPMENT CODE REQUIREMENTS:**

Land Development Code Requirements		
Code References	23.3-10 (MF-20); 23.4-10 (Off-street parking)	
	Required	Existing/Proposed
Lot Area	5,000 sf.	5,063 sf.
Lot Width	50’-0”	37’-6” (existing nonconformity)
Building Height	30’-0” (2 stories)	22’-4”
Wall Height	Lots less than 50 ft. in width: 14 ft. wall height at 3’-0” setback up to 18 ft. wall height at 5’-0” setback	18’-0” Top of Wall
Setback - Front	20’-0”	18’-0” (existing nonconformity)

Setback - Side	North: 3'-8" (10% of lot width, 1 story) South: 3'-8" (10% of lot width, 1 story) North: 5'-0" (Minimum for 2 stories) South: 5'-0" (Minimum for 2 stories)	<u>House</u> North: 12.8' <b>South: 2.9'</b> <b>(existing nonconformity)</b> <u>Addition</u> North: 5'-2" South: 5'-0" <u>Accessory Structure</u> North: 5'-0" South: 16'-10"
Setback - Rear	13'-6" (10% of lot depth) 5 ft. for accessory structures	House: 61'-0" Addition: 52'-6" Accessory: 10'-0"
Impermeable Surface Total <sup>(1)</sup>	60.0% total (3,038 sf.)	41.93% (2,123 sf.)
Front Yard Impermeable	900 square feet or 75% pervious and landscaped	80.00% (540 sf.)
Maximum Building Coverage <sup>(1)</sup>	40.0% maximum (2,025 sf.)	38.00% (1,924 sf.)
Accessory Structure Limitation	40% of the principal structure area or 1,000 square feet, whichever is less (982 sf. based on new total sf)	37.42% (783 sf.)
Density/Number of Units	1 dwelling unit	1 dwelling unit (existing)
Floor Area Ratio <sup>(1)</sup>	0.55 (2,785 sf.) maximum	0.46 (2,331 sf.)
Living Area	800 sf. minimum	2,673 sf.
Parking	2 spaces	3 spaces
Parking Dimensions	9'x18' perpendicular or angled off street 9'x28' perpendicular or angled off alley 9'x22' parallel	9'x28' perpendicular off alley

(1)- Medium lot (lots 5,000 square feet to 7,499 square feet)

The proposed addition and new accessory structure are consistent with all site data requirements in the City's zoning code. The application, as proposed, meets the minimum off-street parking requirements and complies with all impermeable surface requirements, building coverage allotments, floor area ratio, and required building setbacks. A survey of the existing parcel is included as **Attachment C**. The proposed site plan and architectural drawings are included as **Attachment D**. A landscape plan was also provided in the application, and the proposal will also need to comply with the City's landscape requirements, which will be reviewed at permitting.

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### **Existing Non-Conformities – Buildings and Structures**

The existing historic structure has legal non-conforming setbacks that do not comply with minimum setback requirements provided within Section 23.3-10 of the Lake Worth Beach Land Development Regulations. Pursuant to LDR Section 23.5-3(d), Non-conforming buildings and structures:

- 1. Nonconforming buildings and structures may be enlarged, expanded or extended subject to these LDRs, including minimum site area and dimensions of the district in which the building or structure is located. No such building or structure, however, shall be enlarged or altered in any way so as to increase its nonconformity. Such building or structure, or portion thereof, may be altered to decrease its nonconformity, except as hereafter provided.*

The proposed addition and accessory structure comply with current zoning requirements and do not increase the existing non-conforming setbacks of the existing structure.

### **Existing Non-Conformities – Lots of Record**

The existing property is a nonconforming lot of record that does not comply with the minimum lot area and lot width provided within Section 23.3-11 of the Lake Worth Beach Land Development Regulations. Pursuant to LDR Section 23.5-3(c), Nonconforming lots of record:

*A nonconforming lot of record is a platted lot which by width, depth, area, dimension or location does not meet current standards set forth in these LDRs. In any zoning district in which single-family dwelling units are permitted, notwithstanding limitations imposed by other provisions of these LDRs, a single-family dwelling unit and customary accessory buildings may be erected on any single nonconforming lot of record so platted on or before January 5, 1976.*

The subject property was platted prior to January 5, 1976. Therefore, single-family development and a customary accessory building is permitted. The proposed second story of the accessory structure will therefore be limited in use as accessory living space for the single-family residence. The detached living space will not be licensed to rent independent of the residence as an accessory dwelling unit (ADU) is not permitted for the parcel.

### **HISTORIC PRESERVATION ANALYSIS:**

#### **Certificate of Appropriateness**

The scope of this COA application includes replacement of the existing wood double-hung windows with new aluminum impact single-hung windows with clear glass which conform to the original opening sizes. As proposed, the rear enclosed porch will be demolished and replaced with a new two-story rear addition designed with façade elements borrowed from Frame Vernacular architecture. Additionally, a new two-story garage with accessory living space is proposed for the rear of the lot.

All additions and 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.

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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 proposal includes a significant two-story addition to the structure and the construction of a new two-story rear accessory structure. The rear addition poses a substantial change to the visual massing of the building. The existing contributing resource is single story and was constructed with a linear shot-gun plan. The addition is placed to the rear of the building and designed with compatible façade elements and fenestration patterns. The proposed accessory structure, while two stories in height, will likely be minimally visible from North L Street.

- 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 work will not have a direct visual effect on the surrounding properties within the district. It is staff's analysis that the proposal will likely not adversely affect neighboring structures within the 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 addition will alter the historic design and arrangement of the building. The resource was designed as a modest, linear, single-story residence, as was typical of Frame Vernacular buildings throughout the 1920s. While there are two-story Frame Vernacular buildings within the historic districts, they were generally erected in a simple box form with a single side gable or hip roof unlike the complex roofline that is proposed. However, the addition's height and width are mitigated by the placement of the addition to the rear of the existing structure.

- A. 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:** The plans are 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:** As discussed in the Design Guidelines Analysis, pages 9 and 10 of this report, the proposed addition generally respects the historic fabric and integrity of the existing resource by connecting to the very rear of the structure. However, staff has remaining concerns regarding the directional character of the addition and its overall massing. Regarding the proposed accessory structure, it is designed in a manner that replicates the design of many other two-story rear garage structures throughout the districts. The neighboring properties to the north and south have rear accessory structures. Therefore, the proposal is consistent with historic development in the area.

- 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 building is a contributing resource which was designed as a Frame Vernacular building. The City's collection of Frame Vernacular buildings is generally single-story linear buildings with simple hip and gable rooflines. The addition utilizes a two-story design placed to the rear of the building. The proposal utilizes characteristic traits of the style that are utilized in the fenestration patterns, detailing, and material choices.

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 is proposed for the use of property.

- 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 applicant is proposing to replace the existing wood double-hung windows in the historic structure with new 1/1 impact single hung windows, which are compliant with the Design Guidelines. A small enclosed porch to the rear of the structure is proposed to be demolished to accommodate the addition.



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

**Staff Analysis:** The majority of the neighboring properties are low single-story structures, but the property to the north, 325 North L Street, does have a detached two-story garage apartment structure to the rear of the property in visual proximity to the proposed two-story addition.

- 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:** The applicant is proposing to replace the existing windows with new aluminum impact single-hung windows with clear glass that conform to the original 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

**Staff Analysis:** Not applicable, the applicant has not requested less expensive replacement products.

- (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:** The proposed windows are aluminum impact single-hung windows. New wood double-hung windows are not readily available with an impact rating and would likely result in a cost increase greater than 25% of the current proposal.

### **Historic Preservation Design Guidelines Analysis**

#### **Demolition**

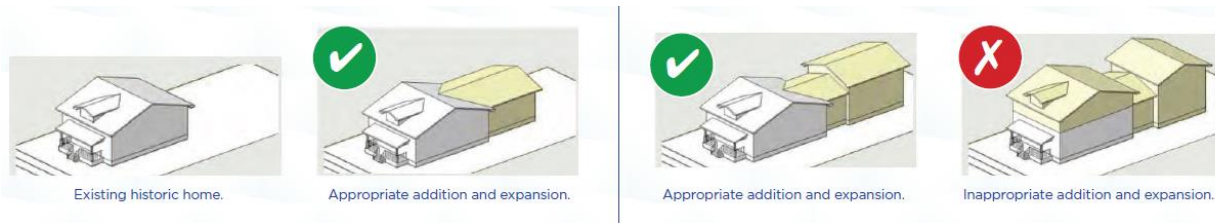
**Staff Analysis:** The proposal includes demolishing the rear enclosed porch. Although original architectural drawings are not available, the 1940s property card labels the area as a screened porch. Rear screen porches are typical features of Frame Vernacular homes which were typically enclosed with windows overtime, as the current configuration. Per Secretary of Interior (SOI) Standard #4,

*“Most properties change over time; those changes that have acquired significance in their own right shall be retained and preserved.”*

The rear enclosed porch was constructed more than 50 years ago in a manner that was indicative of its time of construction and complimentary to the 1920s Wood Frame Vernacular residence. The porch is to the rear of the structure and not visible from North L Street. Staff recommends that the Board discuss SOI Standard #4 and determine if the rear enclosed porch can be demolished.

### Addition

The residence at 321 North L Street was constructed circa 1925, and per the property appraiser’s cards from the 1940s and 1950s and a visual inspection by staff during a site visit, the property maintains the majority of its character-defining features and historic building materials. The Lake Worth Beach Historic Preservation Design Guidelines provides guidance and recommendations when planning additions to historic structures. This portion of the Design Guidelines, New Additions to Historic Buildings, is included in this report as **Attachment E**. A graphic from page 211 of this section is provided below.



**Staff Analysis:** The proposed addition generally respects the historic fabric and integrity of the existing resource by connecting to the very rear of the structure. The addition is connected to the historic structure via an extension of the existing hip roof. The fenestration on the front of the addition provides the appearance of a one and a half story addition, with the projecting dormer window situated low on the roofline over the proposed secondary side entry. The new side entry mimics the existing front entry, utilizing a glazed door and a similar sized single hung window under a covered porch roof. The rear façade features an expansive two-story porch with compatible wood picket railings. The design of the siding material (cementitious lap siding), window and fenestration patterns, and other related wood or wood-look detailing is generally compatible with the Frame Vernacular architectural style. Staff defers to the Board to determine if the massing concerns discussed in the conceptual plan review have been addressed.

Staff does have some remaining concerns regarding the height and width of the proposed addition’s roofline. The roof design is very broad when compared to the narrow width of the historic structure. Although the addition is set to the rear of the structure, the two-story addition will be readily visible from North L Street.

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### Accessory Structure

**Staff Analysis:** The proposed accessory structure is designed in a manner that replicates the design of many other two-story rear garage structures through out the districts. The design utilizes a simple two-story massing with a hip roof with overhanging eaves. An exterior staircase provides access to the second-story living area and integral porch. The garage entry is placed to the rear of the building, providing vehicular access from the alley. The two-story addition will likely obscure visibility of the garage when viewed from North L Street. The accessory structure does feature some long expanses of blank façade, specifically on the north and south first floor elevations. This could be broken up by addition fenestration. Additionally, the design could utilize a smooth stucco first floor and a lap siding on the second floor to increase visual interest and to further delineate garage space from habitable space when viewed from the exterior.

### **PUBLIC COMMENT:**

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

### **CONCLUSION:**

It is the analysis of staff that the proposed addition and accessory structure are generally consistent with the City's Historic Preservation Ordinance and the Lake Worth Beach Historic Preservation Design Guidelines. Should the Board determine that the demolition of the rear enclosed porch is warranted for the construction of the addition and that the massing of the addition addressed compatibility concerns that were discussed during the concept plan review, staff recommends approval with conditions listed below.

### **Conditions of Approval**

1. All proposed exterior entry doors shall be compatible with the Wood Frame Vernacular architectural style, and shall be subject to staff review at permitting.
2. The windows shall be recessed a minimum of two inches (2") in the wall, and shall not be installed flush with the exterior wall.
3. The existing wood window trim, sills, and mullions shall remain or be replaced in-kind matching in profile, dimension, and design. The windows on the addition and accessory structure shall utilize historically-compatible window and sills details that replicate the existing elements created out of wood or wood-look material, subject to staff review at permitting.
4. Pairs and triplets of windows shall utilize a minimum four inch (4") wide mullion. If aluminum structural mulls are used, the exterior shall be encased in a cementitious or similar wood-look material to replicate a historic wood mullion.
5. If divided-light patterns on windows and doors are utilized, they shall be created utilizing exterior raised applied triangular muntins. Exterior flat muntins or "grills between the glass" shall not be permitted.
6. The windows shall utilize glazing that is clear, non-reflective, and without tint. Low-E (low emissivity) is allowed but the glass shall have a minimum 70% 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.
7. The doors may utilize clear glass, frosted, obscure glass, or glass with a Low-E coating (70% minimum VLT). Tinted, highly reflective, grey, colored, etched, or leaded glass shall not be used.

8. The post, beam, and railing details shall be constructed out of wood or a wood-look material and shall be compatible with the Wood Frame Vernacular architectural style and shall be subject to Staff review at permitting.
9. The garage door shall utilize a recessed panel design subject to staff review at permitting.
10. Detailed square footage calculations shall be submitted to indicate the project complies with the building lot coverage maximum and floor area ratio (FAR), subject to staff review at permitting.
11. The porches shall not be enclosed in the future as the project maximizes the allowable floor area ratio (FAR).
12. All improved surfaces shall be setback a minimum of 1'-0" from property lines to allow for adequate water runoff within the property boundary.
13. The accessory structure shall not be utilized as an accessory dwelling unit (ADU).
14. The accessory structure shall not have kitchen facilities as defined in the City's Land Development Regulations. Future alterations that would lead to the conversion of the structure to an accessory dwelling unit (ADU) shall be prohibited. The accessory structure shall function as an extension of and subordinate to the single-family use.
15. The accessory structure shall not be granted an additional utility meter from the Public Utilities Department and shall not be issued a rental license from the Lake Worth Beach Business License Division.
16. Staff *recommends* additional fenestration be added to the north and south elevations of the rear garage structure. Additionally, the accessory structure could utilize a smooth stucco first floor and a lap siding on the second floor.

I MOVE TO **APPROVE** HRPB Project Number 21-00100163, with staff recommended conditions of approval for a Certificate of Appropriateness (COA) for exterior alterations, an addition, and the construction of a new accessory structure for the single-family residence located at **321 North 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 21-00100163, a Certificate of Appropriateness (COA) for exterior alterations, an addition, and the construction of a new accessory structure for the single-family residence located at **321 North 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 Photos
- C. Property Survey
- D. Proposed Architectural Plans
- E. LWBHPDG Additions to Historic Buildings