



MEMORANDUM DATE: October 7, 2020

AGENDA DATE: October 14, 2020

TO: Chair and Members of the Historic Resources Preservation Board

RE: **31 South Golfview Unit #13**

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

TITLE: **HRPB Project Number 20-00100189:** Consideration of a Certificate of Appropriateness (COA) for accordion shutter installation for the condominium unit located at 31 South Golfview Road #13; 38-43-44-27-36-001-0130. The subject property is a contributing resource to the South Palm Park Local Historic District and is located in the Medium Density Multi-Family Residential (MF-30) Zoning District.

OWNER: Janice Keough
31 South Golfview Road #13
Lake Worth Beach, FL 33460

PROPERTY DEVELOPMENT HISTORY:

The subject property at 31 South Golfview Road is a 16-unit condominium building. In total, the Gulfstream Condominium complex is comprised of three buildings; the subject building, an identical building constructed in a mirrored configuration on the south side of 1st Avenue South, and a larger 7-story condominium building located directly north of the subject building. The subject building, known as the Hampshire Building, was designed by Lake Worth Architect Arthur Weeks, and construction on it began in June of 1947. The building is designed in a mid-century style with Colonial Revival elements and still retains most of its original features. Character defining features of the building include its "L" shape design, louvered doors, Colonial Revival door surrounds, wrought iron stair railings, flat roof with a parapet, and concrete masonry construction with a stucco finish.

The original architectural plans for the complex are available in the City's property files, included as **Attachment A**. Based on these plans, few exterior alterations have occurred over time. The architectural plans indicate that the original windows specified were steel casements. Overall, the building retains a high degree of historic integrity of location, setting, materials, and design.

In July of 2015, the HRPB granted approval under COA#15-00100118 for the Hampshire Building to replace the existing steel casement windows in that structure with new white aluminum single-hung windows with divided light patterns to replicate the configuration of the original casements.

Shuttering Systems:

The Hampshire Building (31 South Golfview Road) and the Statler Building (101 South Golfview Road) both utilized metal roller awning shutters that are original and visually enhance the structures. However, one unit in each structure received approval for accordion shutters in the years 2000 and 2007. These approvals took place before the adoption of the City’s Historic Preservation Guidelines, which provide a guide for appropriate shuttering systems in historic structures. Both the Hampshire and the Statler Building have piecemeal product replacements. As a result, there is a mix of original and replacement windows as well as original shutters and replacement shutters that have created an inconsistent appearance. Approving additional accordion shutters that will not be used by all units, could exacerbate this issue.

PROJECT DESCRIPTION:

The property owner, Janice Keough, is requesting a Certificate of Appropriateness (COA) for accordion shutter installation. The subject property is located at the northwest corner of South Golfview Road and 1st Avenue South. The property is located in the Medium Density Multi-Family Residential (MF-30) Zoning District and retains a Future Land Use (FLU) designation of Downtown Mixed Use (DMU).

If approved, the subject application would allow installation of Bertha aluminum impact accordion shutters in white over the existing openings on unit #13. At the Board’s discretion, this proposal can set a precedence for future requests related to shuttering of units of the Hampshire and Statler Buildings. In other words, other units in these two buildings could request accordion shutters administratively without Board approval.

The application will require the following approval:

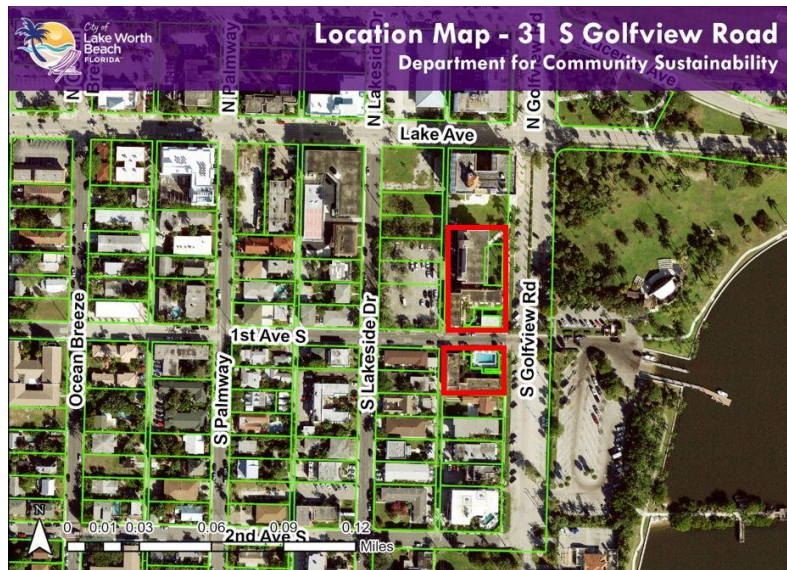
1. **Certificate of Appropriateness (COA)** for accordion shutter installation.

STAFF RECOMMENDATION:

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

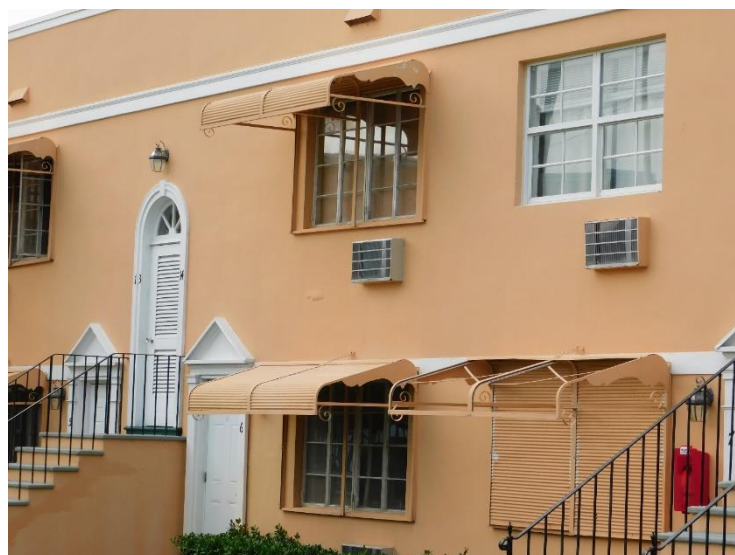
PROPERTY DESCRIPTION

Owner	Janice Keough
General Location	Northwest corner of South Golfview Road and 1 st Avenue South
PCN	38-43-44-27-36-001-0130
Zoning	Medium Density Multi-Family Residential (MF-30)
Existing Land Use	Residential
Future Land Use Designation	Downtown Mixed Use (DMU)



Consistency with the Comprehensive Plan

The proposed project is not consistent with Goal 1.4 of the Comprehensive Plan, which encourages preservation and rehabilitation of historic resources, since accordion shutters are very intrusive and cannot be stored out of sight when not in use. The proposed project is also not in compliance with Policy 3.4.2.1 requires that properties of special value for historic, architectural, cultural, or aesthetic reasons be restored and preserved through the enforcement of the City’s Historic Preservation Ordinance to the extent feasible. Per the City’s Historic Preservation Ordinance (LDR Sec. 23.5-4), the Lake Worth Beach Historic Preservation Design Guidelines, and the Secretary of Interior Standards for Rehabilitation, exterior alterations should be substantiated by documentary, physical, or pictorial evidence. The proposed accordion shutters are not appropriate and do not replicate the original roller awning shuttering system utilized in the structure.



31 South Golfview Road
Original Roller Awning Shutters

HISTORIC PRESERVATION ANALYSIS:

Historic Preservation Design Guidelines

Pages 220 of the City’s Historic Preservation Design Guidelines, included as **Attachment B**, provides a guide for appropriate hurricane protection for historic structures within the historic districts. Storm protection for buildings is essential, particularly when securing openings and vulnerable building components from possible damage due to wind, debris, and water infiltration. This is especially true of historic resources which often consist of unique and irreplaceable building materials. Per the Design Guidelines, **accordion shutters are not appropriate when visible from the street. This shuttering system utilizes permanent tracks that detract from the appearance of the structure’s openings.** Accordion shutters, while practical and easy to operate, permanently alter the visual characteristics of a building. Their frames fully encompass a window surround and project from building’s façade. Unlike removable panels or screens, accordion shutters are permanent fixtures to a building that significantly alter its appearance year-round. Due to these unfavorable characteristics, accordion shutters are only allowed administratively when they are not visible from a public street, or when alternative shuttering systems are not practical; such as window openings on the upper floors of a high-rise, or when the openings are too large for a removable panel or alternate system to be effective.

Administratively, Staff can approve a variety of shuttering systems. Removable shuttering systems such as metal corrugated panels, clear Lexan panels, and fabric screens without permanent tracks can be removed when not in use and do not permanently impact the exterior appearance of a structure. When appropriate for the structure’s architectural style, impact colonial and Bahama shutters may be utilized as they replicate historic shuttering systems.



Examples of Shuttering Systems

Review

The accordion shutter installation, as proposed, cannot be approved administratively as the shuttering system would be visible from the street. In addition, accordion shutters cannot be stored out of sight when not in use and are difficult to conceal. Staff recommends that all units in the Hampshire Building utilize a uniform removable shuttering system that can be removed when not in use.

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 installation of Bertha aluminum impact accordion shutters in white over the existing openings on unit #13 will result in a substantial change to the structure’s appearance. Accordion shutters utilize permanent tracks and cannot be stored out of sight when not in use. This will have a negative visual impact on the structure, as all units are unlikely to utilize the same shuttering system.

- 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 accordion shutter installation will have no direct physical effect on any surrounding properties within the surrounding South Palm Park Local Historic District.

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

Staff Analysis: The proposed accordion shutters are not compatible with the architectural design and detailing of the building. As an alternative, removable shuttering systems without permanent tracks can be utilized which can be removed when not in use and do not permanently impact the exterior appearance of a structure.

- 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. In addition, the Hampshire Building already has an approval to replace the existing aluminum casement windows with new white aluminum single-hung windows with divided light patterns to replicate the configuration of the original casements. This approval provides a visually-consistent option for impact protection.

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

Staff Analysis: Yes, the accordion shutter installation is feasible and could be carried out in a reasonable timeframe.

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

Staff Analysis: The City's Historic Preservation Design Guidelines provides a guide for appropriate hurricane protection for historic structures. The proposal is not in compliance with the Design Guidelines as the accordion shutters would be visible from the street and would utilize permanent tracks that detract from the appearance of the structure's openings. Therefore, the proposed accordion shutter installation does not comply with the Secretary of the Interior's Standards for Rehabilitation or the City's Land Development Regulations, Historic Preservation Ordinance, §23.5-4(k).

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

Staff Analysis: The structure's existing roller awning shuttering system will be removed. Although a permanent system, it enhances the architectural significance of the structure and be retracted when not in use in a manner that conceals its function. The proposed accordion shutters detract from the structure's appearance and are unlikely to be used consistently by every unit in the structure. The least possible adverse effect would be to utilize a removable shuttering system that can be stored out of sight when not used. Alternatively, the original roller awning shutters could remain as window replacement already began in the structure with impact products.

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

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

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

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

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

Staff Analysis: The proposed accordion shutter installation requires removal of the existing roller awning shutters. This original shuttering system represents the original qualities or character of the building and enhances its mid-century style.

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

Staff Analysis: No, the proposed accordion shutters are not compatible with neighboring properties. Although accordion shutters are widely utilized in the neighboring 7-story structure, the City's Historic Preservation Design Guidelines clearly outline the use of accordion shutters is not appropriate when visible from the street. Staff strongly recommends that the Board consider the negative visual impact of allowing a permanent shuttering system (accordion shutters) that will not be installed consistently throughout all units.

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

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

Staff Analysis: Not applicable to this project.

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

Staff Analysis: Not applicable to this project.

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

Staff Analysis: Not applicable to this project.

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

Staff Analysis: Not applicable to this project.

PUBLIC COMMENT:

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

CONCLUSION:

The proposed installation of Bertha aluminum impact accordion shutters in white over the existing openings on unit #13 will result in a substantial change to the structure's appearance. As the request is not in compliance with the Lake Worth Beach Historic Preservation Design Guidelines criteria for shuttering systems for historic structures, Staff is not recommending approval of the application as submitted. The HRPB, as tasked in the LDR Sec. 23.2-7(C)(7), shall review the request and supporting exhibits to determine if a Certificate of Appropriateness for the accordion shutter installation for the contributing resource may be granted.

POTENTIAL MOTION:

I MOVE TO **APPROVE** HRPB Project Number 20-00100189 for a Certificate of Appropriateness (COA) for accordion shutter installation for the condominium unit located at **31 South Golfview Road #13**, based upon the competent substantial evidence in the staff report and pursuant to the City of Lake Worth Beach Land Development Regulations and Historic Preservation requirements.

I MOVE TO **DENY** HRPB Project Number 20-00100189 for a Certificate of Appropriateness (COA) 20-00100189 for a Certificate of Appropriateness (COA) for accordion shutter installation for the condominium unit located at **31 South Golfview Road #13**, 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. Historic Preservation Design Guidelines – Hurricane Protection (Excerpt)
- C. Current Photos
- D. Product Information – Accordion Shutters