



HISTORIC PRESERVATION BOARD STAFF REPORT

142 S. Ocean Boulevard

Meeting	File No.	Application Type
September 4, 2024	2024-145	Certificate of Appropriateness and Level 1 Site Plan Modification

REQUEST

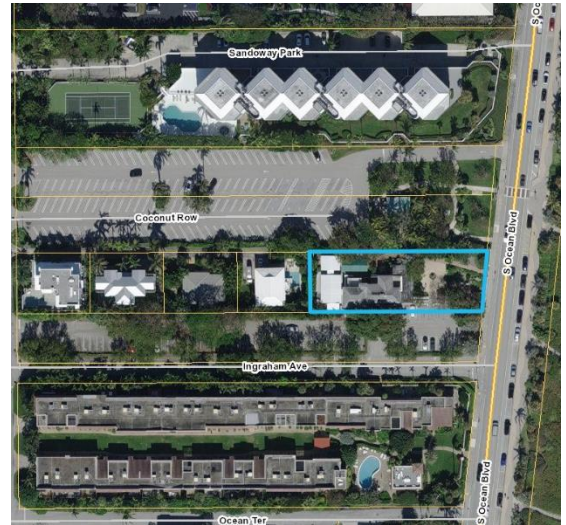
The item before the Board is consideration of a Certificate of Appropriateness and Level 1 Site Plan Modification (2024-145) for exterior improvements to the existing contributing structure located at **142 S. Ocean Boulevard – Sandoway Discovery Center, Individually designated to the Local and National register of Historic Places.**

GENERAL DATA

Agent: Susan Russo
Applicant: Sandoway Discovery Center
Owner: Palm Beach County
Location: 142 S. Ocean Boulevard
PCN: 12-43-46-16-22-024-0010
Property Size: 0.3538 acres
Zoning: Community Facilities (CF)
Historic District: Individually Designated
Land Use: Medium Density (MD)
Adjacent Zoning:

- OS – Open Space (North)
- RM – Medium Density Residential (West)
- OS – Open Space (South)
- OS – Open Space (East)

Existing Land Use: Museum
Proposed Land Use: Museum



BACKGROUND AND PROJECT DESCRIPTION

The subject property is located at 142 S. Ocean Boulevard, which is at the northwest corner of South Ocean Boulevard and Ingham Avenue. The site is occupied by The Sandoway Discovery Center which is located within the circa 1936 Resort Colonial structure. The structure is one of the last remaining Resort Colonial houses in Delray Beach and the architect of record was Samuel Ogren, Sr., Delray Beach’s first registered architect. The home was rehabilitated under the Secretary of the Interiors Standards for Rehabilitation and opened to the public as a nature center in 1998.

In the 1980s, a front porch was approved on the east elevation forward of the original front façade of the structure.

Project Planner: Michelle Hewett, Planner, hewettm@mydelraybeach.com Katherina Paliwoda, Historic Planner, paliwodak@mydelraybeach.com	Review Dates: September 4, 2024	Attachments: 1. Plans 2. Justification Statements 3. Photographs 4. Color and Materials
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Then at its meeting of October 1, 2003, the Historic Preservation Board (HPB) approved a Certificate of Appropriateness (COA) and Class III Site Plan Modification for the construction of a second-story addition, a variance to reduce the side setback, and the construction of a garden shed.

At its meeting of June 7, 2017, the HPB approved COA and Class I Site Plan Modification (2017-145) for the construction of a new 20' x 30' concrete slab and an 8' white canvas canopy structure along the north side of the property adjacent to the Sandoway Public Parking lot. The request was part of an overall plan to improve functions and facilities operations for the Sandoway Discovery Center. The 20' x 30' covered area serves as a shaded staging area for fieldtrip goers.

Then, at its meeting of December 16, 2020, the HPB approved a COA and Class II Site Plan Modification for the installation of a new 4' deep touch tank with 24"x36" viewing windows on the sides with an 8' white canopy to the rear of the existing, individually designated structure. The proposal also included the relocation of the door and the replacement and reconfiguration to the stairs located on the rear elevation of the structure. The stairs and door were administratively approved as is permitted through the COA process.

In August of 2023 an administrative approval was given for white aluminum fencing and gates, primarily around the east and north portions of the property.

The subject request is for the installation of windows in place of the screened openings on the existing front porch, replacement of the existing shingle roofing, widening of the existing concrete entrance walkway with new wood guardrails, and installation of a new double door entry set of French doors where the single-entry door exists. The request is now before the board.

REVIEW AND ANALYSIS

Pursuant to Land Development Regulation (LDR) Section 2.4.10(A)(1)(a), Level 1. Level 1 Site Plan applications include improvements or modifications to existing development that do not increase building square footage and are generally limited to landscaping, hardscaping, architectural elevations, materials, and colors.

The request is for a Level 1 Site Plan modification, for exterior improvements to the existing contributing structure. The request will maintain the existing building square footage for the enclosure of the existing screen porch and widen an existing concrete walkway.

Pursuant to Land Development Regulation (LDR) Section 2.4.10(A)(3)(a), formal findings are not required for Level 1 Site Plan applications.

Pursuant to Land Development Regulation (LDR) Section 2.4.10(A)(3)(d), Architectural Elevations, including modifications to existing building facades, require an overall determination of consistency with the objectives and standards of Section 4.6.18, Architectural Elevations and Aesthetics, and any adopted architectural design guidelines and standards, as applicable.

Pursuant to Land Development Regulation (LDR) Section 2.4.12(A)(5), prior to approval, a finding must be made that any Certificate of Appropriateness is consistent with Historic Preservation purposes pursuant to Objective HPE 1.4 of the Historic Preservation Element of the Comprehensive Plan; the provisions of Section 4.5.1; the Delray Beach Historic Preservation Design Guidelines; and, the Secretary of the Interior's Standards for Rehabilitation.

ZONING AND USE REVIEW

Pursuant to LDR Section 4.4.21(B) – Community Facilities (CF) Principal Uses:

The existing museum use is considered a community use, which is a permitted Principal use within the CF zoning district. There is no proposed change to the existing use with these modifications.

LDR SECTION 4.5.1

HISTORIC PRESERVATION: DESIGNATED DISTRICTS, SITES, AND BUILDINGS

Pursuant to LDR Section 4.5.1(E), Development Standards, all new development or exterior improvements on individually designated historic properties and/or properties located within historic districts shall, comply with the goals, objectives, and policies of the Comprehensive Plan, the Delray Beach Historic Preservation Design Guidelines, the Secretary of the Interior's Standards for Rehabilitation, and the Development Standards of this Section.

Pursuant to LDR Section 4.5.1(E)(2) – Major and Minor Development.

The subject application is considered "Minor Development" as it involves "the construction, reconstruction, or alteration of a building less than 25 percent of the existing floor area, and all appurtenances".

Pursuant to LDR Section 4.5.1(E)(3) – Buildings, Structures, Appurtenances and Parking: Buildings, structures, appurtenances and parking shall only be moved, reconstructed, altered, or maintained, in accordance with this chapter, in a manner that will preserve the historical and architectural character of the building, structure, site, or district:

Appurtenances: Appurtenances include, but are not limited to, stone walls, fences, light fixtures, steps, paving, sidewalks, signs, and accessory structures.

The proposal includes alterations to the existing concrete entry walkway. The walkway is to be widened in order to accommodate a new set of double French entry doors, replacing the single-entry door. Additionally, there is an existing guardrail to be removed and replaced to match with the same materials and colors as existing for the walkway.

Pursuant to LDR Section 4.5.1(E)(4) – Alterations: in considering proposals for alterations to the exterior of historic buildings and structures and in applying development and preservation standards, the documented, original design of the building may be considered, among other factors.

It is noted that the existing screened front porch was constructed in the 1980's as a later addition to the 1936 residence. The subject request is for the installation of windows in place of the existing screened openings, a new entry door, replacement of the existing shingle roofing, and alteration of the of the existing entry walkway including new guardrails. to an individually designated structure. The original design of the existing structure has been considered with respect to improvements and it is noted that the existing structure remains in its original form.

Pursuant to LDR Section 4.5.1(E)(5) - Standards and Guidelines: a historic site, building, structure, improvement, or appurtenance within a historic district shall only be altered, restored, preserved, repaired, relocated, demolished, or otherwise changed in accordance with the Secretary of the Interior's Standards for Rehabilitation, and the Delray Beach Historic Preservation Design Guidelines, as amended from time to time.

SECRETARY OF THE INTERIOR'S STANDARDS

Standard 1

A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

Standard 2

The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

Standard 3

Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

Standard 4

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

Standard 5

Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.

Standard 6

Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

Standard 7

Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

Standard 8

Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

Standard 9

New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

Standard 10

New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Standard 1, 2, 5, 9 and 10 are applicable. The proposal involves the installation of windows in place of the existing screened porch openings on the front façade (east side) of the structure. The request also includes replacement of the existing shingle roofing, the widening of the existing concrete entry walkway, replacement of the existing guardrails, and installation of new double entry French doors replacing the single entry door. With regards to **Standard 1**, the existing use as a museum will remain.

Regarding **Standard 2** the proposal does not include alterations that affect the historic character of the property given the existing front porch is a later addition and not original to the 1936 structure. When the front porch was constructed, it included the use of wood siding to ensure compatibility with the design of the existing structure. The proposal involves removal of the existing wood siding around the base of the porch and installation of Hardie plank siding, which will match the profile and color of the existing wood siding. The applicant has indicated that the existing wood siding is susceptible to rot given its proximity to the ocean. Per the Secretary of the Interior’s Guidelines the use of composite materials is not typically considered an appropriate approach when replacing original wood elements. Typically, when the use of non-authentic materials is proposed, the most appropriate application would be its use on non-original portions of historic structures and in this case the front porch is a later addition.

WOOD: CLAPBOARD, WEATHERBOARD, SHINGLES, AND OTHER FUNCTIONAL AND DECORATIVE ELEMENTS	
RECOMMENDED	NOT RECOMMENDED
<p>Repairing wood by patching, splicing, consolidating, or otherwise reinforcing the wood using recognized conservation methods. Repair may include the limited replacement in kind or with a compatible substitute material of those extensively deteriorated or missing components of wood features when there are surviving prototypes, such as brackets, molding, or sections of siding.</p>	<p>Removing wood that could be stabilized, repaired, and conserved, or using untested consolidants and unskilled personnel, potentially causing further damage to historic materials.</p> <p>Replacing an entire wood feature, such as a cornice or balustrade, when repair of the wood and limited replacement of deteriorated or missing components is feasible.</p>
<p>Replacing in kind an entire wood feature that is too deteriorated to repair (if the overall form and detailing are still evident) using physical evidence as a model to reproduce the feature or when the replacement can be based on historic documentation. Examples of such wood features include a cornice, entablature, or a balustrade. If using wood is not feasible, then a compatible substitute material may be considered.</p>	<p>Removing a wood feature that is unrepairable and not replacing it, or replacing it with a new feature that does not match.</p> <p>Using substitute material for the replacement that does not convey the same appearance of the surviving components of the wood feature.</p>
<p>Replacing a deteriorated wood feature or wood siding on a <i>primary or other highly-visible</i> elevation with a new matching wood feature.</p>	<p>Replacing a deteriorated wood feature or wood siding on a <i>primary or other highly-visible elevation</i> with a composite substitute material.</p>

Regarding Standard 5, the proposal involves the installation of new single pane glass windows in place of the existing screened-in porch openings and closing up some of the screened openings on the north elevation. The new windows will be white framed aluminum with clear, non-reflective, non-tinted, (no-Low-e) glass. It is important to note that given the historic nature of the structure, the windows are not required to meet the requirements of the Florida Building Code as it relates to Energy efficiency. Given the porch is a later addition, is not original to the historic structure, and that the proposed windows will be compatible with the size of the existing screened openings, the proposal is expected to be consistent with the construction techniques and finishes utilized in the 1980’s design of the front porch. Additionally, the existing roof is proposed to be replaced with the same material and color as it exists today. There is an existing single-entry door into the front porch, which will be altered with the installation of two new French doors. It is noted that the existing concrete walkway is proposed to be widened to accommodate the double entry doors, along with wood guardrails. While the addition of the double French doors alters the existing appearance of the structure, it is part of the 1980’s porch, which is not original to the structure.

Regarding **Standards 9 and 10**, there are no concerns with the proposed alterations given that the front porch was not part of the design of the original 1936 structure, rather it is the 1980’s front porch that is proposed for alteration. The alterations continue to ensure differentiation between the original

structure and the later front porch addition, are not expected to destroy historic materials, and are compatible with the massing and scale of existing/original architectural features.

It is also important to note that the original porch is still intact behind the existing screened porch. Its configuration is proposed to be retained, should the exterior 1980's porch be removed in the future.

The board will need to make a determination that the proposal is in compliance with the Secretary of the Interior's Standards.

Pursuant to LDR Section 4.5.1(E)(7) – Visual Compatibility Standards: new construction and all improvements to both contributing and noncontributing buildings, structures, and appurtenances thereto within a designated historic district or on an individually designated property shall be visually compatible. In addition to the Zoning District Regulations, the Historic Preservation Board shall apply the visual compatibility standards provided for in this Section with regard to height, width, mass, scale, façade, openings, rhythm, material, color, texture, roof shape, direction, and other criteria set forth elsewhere in Section 4.5.1. Visual compatibility for minor and major development as referenced in Section 4.5.1(2) shall be determined by utilizing criteria contained in (a)-(m) below.

- a. Height:** The height of proposed buildings or modifications shall be visually compatible in comparison or relation to the height of existing structures and buildings in a historic district for all major and minor development. For major development, visual compatibility with respect to the height of residential structures, as defined by 4.5.1(2)(a), shall also be determined through application of the Building Height Plane.
- b. Front Facade Proportion:** The front facade of each building or structure shall be visually compatible with and be in direct relationship to the width of the building and to the height of the front elevation of other existing structures and buildings within the subject historic district.
- c. Proportion of Openings (Windows and Doors):** The openings of any building within a historic district shall be visually compatible with the openings exemplified by prevailing historic architectural styles of similar buildings within the district. The relationship of the width of windows and doors to the height of windows and doors among buildings shall be visually compatible within the subject historic district.
- d. Rhythm of Solids to Voids:** The relationship of solids to voids of a building or structure shall be visually compatible with existing historic buildings or structures within the subject historic district for all development, with particular attention paid to the front facades.
- e. Rhythm of Buildings on Streets:** The relationship of buildings to open space between them and adjoining buildings shall be visually compatible with the relationship between existing historic buildings or structures within the subject historic district.
- f. Rhythm of Entrance and/or Porch Projections:** The relationship of entrances and porch projections to the sidewalks of a building shall be visually compatible with existing architectural styles of entrances and porch projections on existing historic buildings and structures within the subject historic district for all development.
- g. Relationship of Materials, Texture, and Color:** The relationship of materials, texture, and color of the facade of a building and/or hardscaping shall be visually compatible with the predominant materials used in the historic buildings and structures within the subject historic district.

- h. **Roof Shapes:** The roof shape, including type and slope, of a building or structure shall be visually compatible with the roof shape of existing historic buildings or structures within the subject historic district. The roof shape shall be consistent with the architectural style of the building.
- i. **Walls of Continuity:** Walls, fences, evergreen landscape masses, or building facades, shall form cohesive walls of enclosure along a street to ensure visual compatibility with historic buildings or structures within the subject historic district and the structure to which it is visually related.
- j. **Scale of a Building:** The size of a building and the building mass in relation to open spaces, windows, door openings, balconies, porches, and lot size shall be visually compatible with the building size and mass of historic buildings and structures within a historic district for all development. To determine whether the scale of a building is appropriate, the following shall apply for major development only:
 - a. For buildings wider than sixty percent (60%) of the lot width, a portion of the front façade must be setback a minimum of seven (7) additional feet from the front setback line:
 - b. For buildings deeper than fifty percent (50%) of the lot depth, a portion of each side façade, which is greater than one story high, must be setback a minimum of five (5) additional feet from the side setback line:
- k. **Directional Expression of Front Elevation:** A building shall be visually compatible with the buildings, structures, and sites within a historic district for all development with regard to its directional character, whether vertical or horizontal.
- l. **Architectural Style:** All major and minor development shall consist of only one (1) architectural style per structure or property and not introduce elements definitive of another style.
- m. **Additions to individually designated properties and contributing structures in all historic districts:** Visual compatibility shall be accomplished as follows:
 - 1. Additions shall be located to the rear or least public side of a building and be as inconspicuous as possible.
 - 2. Additions or accessory structures shall not be located in front of the established front wall plane of a historic building.
 - 3. Characteristic features of the original building shall not be destroyed or obscured.
 - 4. Additions shall be designed and constructed so that the basic form and character of the historic building will remain intact if the addition is ever removed.
 - 5. Additions shall not introduce a new architectural style, mimic too closely the style of the existing building nor replicate the original design but shall be coherent in design with the existing building.
 - 6. Additions shall be secondary and subordinate to the main mass of the historic building and shall not overwhelm the original building.

With respect to **Height** and **Roof Shapes**, there are no proposed modifications to the overall height of existing front porch, and the same material and color is to be used for the roofing, thus there is no concern with it having a negative effect upon those aspects of the existing structure.

Regarding the **Rhythm of entrance and/or porch projections** and **Front Façade proportions**, the proposal is not anticipated to affect the architectural appearance of the porch and maintains the appearance of a porch. It is important to note that the current front porch was approved in the 1980s, allowing an original front porch to remain in its original configuration, behind the newer front porch. The current request includes interior modifications, where the original porch columns/frame are to remain along with the porch's glass pattern, which is to be consistent with what is currently there.

Regarding the **Relationship of Materials and Color**, the proposed shingle roofing, guardrails for the walkway, and window/door materials/colors are to match the existing porch/structure. The proposed windows are to be white aluminum with clear no tint (no low-e), non-reflective glass. The windows are proposed to be fixed single pane glass, so they will emulate the appearance of the existing screens within the porch. Regarding the Hardie-plank siding proposed around the porch enclosure, there is some concern with the use of composite materials as the original structure contains wood siding and that the porch exists on the front façade. However, given that the front porch was a later addition, the board could make a determination that the composite material is appropriate for use since it will be the same size and profile as existing. The applicant has indicated the conditions of the site, particularly its proximity to seawater, makes it difficult to maintain the wood siding. Thus, the Hardie-plank has been requested for longevity purposes. Consideration could be given to the amount of Hardie-plank siding proposed and the particular elevations affected, such as the front versus the side interior.

ARCHITECTURAL ELEVATIONS

Pursuant to Land Development Regulation (LDR) Section 2.4.10(A)(3)(d), Findings. Architectural Elevations, including modifications to existing building facades, require an overall determination of consistency with the objectives and standards of Section 4.6.18, Architectural Elevations and Aesthetics, and any adopted architectural design guidelines and standards, as applicable.

Pursuant to LDR Section 4.6.18(A), Minimum requirements.

- (1) The requirements contained in this Section are minimum aesthetic standards for all site development, buildings, structures, or alterations except for single family development.
- (2) It is required that all site development, structures, buildings, or alterations to same, show proper design concepts, express honest design construction, and be appropriate to surroundings.

Pursuant to LDR Section 4.6.18(E), Criteria for board action. The following criteria shall be considered, by the Site Plan Review and Appearance Board or Historic Preservation Board, in the review of plans for building permits. If the following criteria are not met, the application shall be disapproved.

- (1) The plan or the proposed structure is in conformity with good taste, good design, and in general, contributes to the image of the City as a place of beauty, spaciousness, harmony, taste, fitness, broad vistas, and high quality.
- (2) The proposed structure, or project, is in its exterior design and appearance of quality such as not to cause the nature of the local environment or evolving environment to materially depreciate in appearance and value.
- (3) The proposed structure, or project, is in harmony with the proposed developments in the general area, with the Comprehensive Plan, and with the supplemental criteria which may be set forth for the Board from time to time.

There is no concern with the overall proposed project, and it is intended to be in conformity with the existing structure. The board will need to make a determination that the proposal meets the required criteria for board action as listed above.

COMPREHENSIVE PLAN

Pursuant to the Historic Preservation Element (HPE), Objective 1.4, Historic Preservation Planning: Implement appropriate and compatible design and planning strategies for historic sites and properties within historic districts.

The objective shall be met through continued adherence to the City’s Historic Preservation Ordinance and, where applicable, to architectural design guidelines through the following policies:

HPE Policy 1.4.1 - Continue to require that the Historic Preservation Board make findings that any land use or development application for a historic structure, site or within a historic district, is consistent with the provisions of the Secretary of the Interior’s Standards for Rehabilitation, the Land Development Regulations, and Delray Beach Historic Preservation Design Guidelines.

The development proposal is for the enclosure of the existing front porch and widening of the existing concrete walkway to the existing contributing structure. With respect to the adjacent land uses, the property is in an area surrounded by a mix of residential, and open space. The board will need to make a determination that the proposal is consistent with the requirements of the Comprehensive Plan, and the provisions of LDR Section 4.5.1 relating to historic sites and districts as well as the “Delray Beach Historic Preservation Design Guidelines” and the Secretary of the Interior’s Guidelines for Rehabilitation.

ALTERNATIVE ACTIONS

- A. Move to continue with direction.
- B. Approve Certificate of Appropriateness and Level 1 Site Plan Modification (2024-145), for the property located at **142 S. Ocean Boulevard, Individually listed to the Local and National Registers of Historic Places**, by finding that the request and approval thereof is consistent with the Comprehensive Plan and meets the criteria set forth in the Land Development Regulations.
- C. Approve Certificate of Appropriateness and Level 1 Site Plan Modification (2024-145), for the property located at **142 S. Ocean Boulevard, Individually listed to the Local and National Registers of Historic Places**, by finding that the request and approval thereof is consistent with the Comprehensive Plan and meets the criteria set forth in the Land Development Regulations, subject to the following conditions:
- D. Deny Certificate of Appropriateness and Level 1 Site Plan Modification (2024-145), for the property located at **142 S. Ocean Boulevard, Individually listed to the Local and National Registers of Historic Places**, by finding that the request is inconsistent with the Comprehensive Plan and does not meet the criteria set forth in the Land Development Regulations.

PUBLIC AND COURTESY NOTICES	
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<input checked="" type="checkbox"/> Courtesy Notices are not applicable to this request	<input checked="" type="checkbox"/> Public Notices are not required for this request. <input checked="" type="checkbox"/> Agenda was posted on (8/27/24), 5 working days prior to the meeting.
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