



DEVELOPMENT SERVICES

BUILDING | HISTORIC PRESERVATION | PLANNING & ZONING
100 NW 1ST AVENUE, DELRAY BEACH, FLORIDA 33444
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HISTORIC PRESERVATION BOARD STAFF REPORT

143 South Swinton Avenue

Meeting

October 6, 2021

File No.

2020-179

Application Type

Certificate of Appropriateness

REQUEST

The item before the Board is consideration of a Certificate of Appropriateness, (2019-227) request for the reconstruction of the roof and repairs to exterior walls of an existing contributing structure on the property located at **143 South Swinton Avenue, Old School Square Historic District.**

GENERAL DATA

Agent: Jaime Mayo – Nigel Development, Inc.

Owner: Nigel Development, Inc.

Location: 143 South Swinton Avenue

PCN: 12-43-46-16-B4-070-0090

Property Size: 0.30 Acres

Historic District: Old School Square Historic District

LUM: OMU (Other Mixed Use)

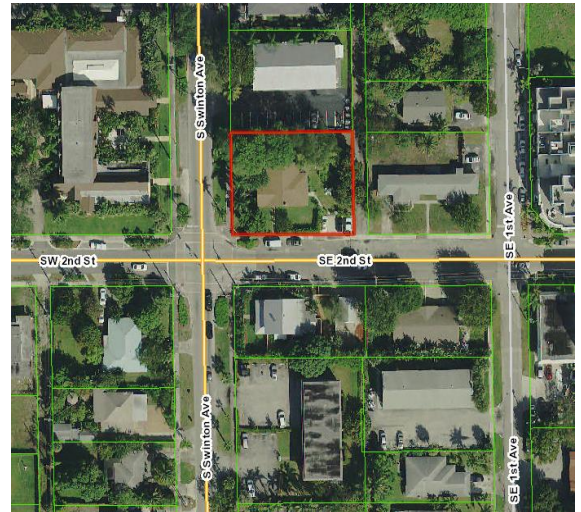
Zoning: OSSHAD (Old School Square Historic Arts District)

Adjacent Zoning:

- OSSHAD (North)
- OSSHAD (East)
- RM - Multiple-Family Residential (South)
- CF - Community Facilities (West)

Existing Land Use: Residential

Proposed Land Use: Commercial



BACKGROUND AND PROJECT DESCRIPTION

The subject 0.30-acre property is located on the northeast corner of South Swinton Avenue and SE 2nd Street. The property consists of Lots 9 and 10, Block 70, of the Amended Plat of Sundry and Cromers Subdivision, is located within the Locally and Nationally Registered Old School Square Historic District (OSSHD) and is zoned Old School Square Historic Arts District (OSSHAD). The property contains a 1-story Bungalow style residential structure, built in 1917, and is classified as contributing to the OSSHD. The 1,571 sq. ft. structure was built as single-family residence and was originally owned by John S. and Elizabeth C. Sundry.

On December 4, 2018, the City Commission approved an In-Lieu of Parking Fee Request in the amount of \$10,140 for 1 parking space for the HNM Office, proposed to be located at the subject property. Conditions of approval included that the full payment for the In-Lieu of Parking Fee be paid upon issuance of a building permit and that the applicant construct 3 additional on-street parking spaces adjacent to the subject property within the Swinton Avenue and SE 2nd Street rights-of-way.

Project Planners:

Katherina Paliwoda, Planner
Michelle Hoyland, Principal Planner
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HoylandM@mydelraybeach.com

143 South Swinton Avenue - COA

Review Dates:

HPB: October 6, 2021

Attachments:

1. Architectural and Structural Plans
2. Structural Engineer Report
3. Justification Statement & Photos

Then at its meeting of February 6, 2019 the HPB board denied the request for a Class V Site Plan, Landscape Plan, Certificate of Appropriateness, Waiver, and Variance requests for:

- Conversion of the existing single-family residence to office;
- Construction of a 1-story 2,789 square foot addition;
- Construction of an 8-space parking lot and landscape improvements;
- Waiver request to increase the width of the building that is facing the street; and,
- Variance requests to reduce the interior side setback and to reduce the width of the landscape islands at the end of a parking row.

Subsequently, the applicant appealed HPB's denial of the request to the City Commission. The requests were heard by the City Commission at its April 2, 2019, meeting and ultimately denied.

The applicant revised the proposal submitted a new COA (2019-227) on June 20, 2019. At its meeting of August 7, 2019, the board approved the request for:

- Conversion of the existing 1,571 sq. ft., 1- story single-family residence to office;
- Construction of a 1-story, 2,826 sq. ft. addition;
- Construction of an 8-space parking lot and landscape improvements;
- Variances to reduce the terminal landscape island widths at NE & SE corners of property from the required 9' to 5'5" and 6'5".

The applicant had received an interior demolition permit (19-181201) in November of 2019 in preparation for construction of the approved plan. Upon removal of the interior wall surfaces, the applicant found that the existing roof and interior walls were in poor condition as vertical supports were missing from the roof trusses, there are sections of the roof being supported by pieces of trim wood, and there are no vertical supports surrounding the enclosed porch and some exterior walls creating an extremely unsafe situation, which jeopardizes the structural integrity of the building. On March 2, 2020, the applicant coordinated a site visit with the Development Services Director, Chief Building Inspector, and City Historic Preservation Planners to review the existing condition of the structure. The applicant was advised that reconstruction of the roof and associated structural improvements would require review by the Historic Preservation Board. The applicant submitted a COA for reconstruction of the roof and structural wall members and the COA is now before the board for review.

REVIEW AND ANALYSIS

Pursuant to Land Development Regulation (LDR) Section 2.4.6(H)(5), prior to approval, a finding must be made that any Certificate of Appropriateness which is to be approved is consistent with Historic Preservation purposes pursuant to Objective 1.4 of the Historic Preservation Element of the Comprehensive Plan and specifically with provisions of Section 4.5.1, the Delray Beach Historic Preservation Design Guidelines, and the Secretary of the Interior's Standards for Rehabilitation.

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.

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.

Standards 1, 2, 3, 5, and 6 apply to the subject request. The existing structure was approved to be converted from residential to commercial use and was determined to be an appropriate adaptive reuse for the structure with HPB's approval of COA (2019-227) on June 20, 2019. The subject request is for the reconstruction of the existing roof and to repair the interior walls and structural beams. The alterations will consist of utilizing existing materials that are in good condition, as well as using like-in-kind materials, so the historic character of the structure will be retained.

In regard to Standard #6, which states:

"That 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."

The photographic evidence shown in the submittal depicts interior wooden beams located on the roof and interior walls of the structure that are missing and/or beyond repair. In addition, it is very important to note the vertical structural beams throughout the interior are different lengths dispersed randomly throughout the interior making it very difficult to comprehend how the structure has remained stable for the last one hundred years. It is evidenced in the photographs, that vertical truss supports are completely missing and there are 2" x 4" or tongue-in-groove pieces of wood that are propping up the roof. When observing the roof from the exterior, a visible sag is noted across the roofline. The applicant proposes to remove the entire roof, repair/replace sections of walls (one wall at a time) and construct a new roof.

The applicant proposes to reuse existing tongue-in-groove wood roof decking as well as materials from existing floor decking throughout the reconstruction of the roof. The proposed structural plans contain documentation on the existing roof and interior so that the reconstructed roof will be constructed to match the original with respect to size, slope, design, etc. Interior walls will also be repaired with wood beams being removed and replaced as needed. The exterior shingles will be replaced where needed (as was approved with COA 2019-227) including the varying shingle pattern that exists between the wall and gable shingles.

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(E)(2) shall be determined by utilizing criteria in (a)-(m), noted 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(E)(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.**

It is noted, that with approval of COA 2019-227 the proposal was found to be in compliance with the Visual Compatibility Standards. An analysis of the proposal with respect to the Visual Compatibility Standards has been completed and the following standards are applicable:

- **Height**
The height of the structure will not change and will remain as existing and as approved by HPB via COA 2019-227.
- **Relationship of Materials, Texture, and Color**
The proposal is for replacement/reconstruction of the existing roof structure. The roof will be reconstructed in the same style with similar materials as the original, including a dimensional shingle roof. The exterior walls will be repaired or replaced wall-by-wall and exterior materials will be utilized as approved with COA 2019-227, which includes replication of the two different shingle patterns between the walls and gable sections. Interior wall sections such as studs, will be retained and new support members will be “sistered” onto existing. New corner columns will be installed, and existing foundation piers will be wrapped or encased with new concrete sections and support wall sections to ensure structural stability of the building.
- **Roof Shapes**
The roof profile and pitch will not be modified beyond what exists. The goal of the request is to preserve the historic character of the structure through a careful reconstruction of the roof and sections of some of the exterior walls. The shape of the existing roof will be retained, with matching slopes and height to ensure consistency and visual compatibility with existing conditions and the Bungalow style of the building.

According to the National Park Service Preservation Brief 4 on Roofing for Historic Buildings:

During some periods in the history of architecture, the roof imparts much of the architectural character. It defines the style and contributes to the building's aesthetics. The hipped roofs of Georgian architecture, the turrets of Queen Anne, the Mansard roofs, and the graceful slopes of the Shingle Style and Bungalow designs are examples of the use of roofing as a major design feature.

But no matter how decorative the patterning or how compelling the form, the roof is a highly vulnerable element of a shelter that will inevitably fail. A poor roof will permit the accelerated deterioration of historic building materials—masonry, wood, plaster, paint—and will cause general disintegration of the basic structure. Although such action is desirable as soon as a failure is discovered, temporary patching methods should be carefully chosen to prevent inadvertent damage to sound or historic roofing materials and related features. Before any repair work is performed, the historic value of the materials used on the roof should be understood. Then a complete internal and external inspection of the roof should be planned to determine all the causes of failure and to identify the alternatives for repair or replacement of the roofing.

As briefly mentioned in the background section earlier in the report, the applicant was working to rehabilitate the structure to convert the residential building to a commercial office. It was through the interior demolition phase that it was discovered that there was a lack of structural and vertical support systems for the roof and some of the exterior walls throughout the building. The applicant has indicated and provided photographic documentation that the roof has sustained irreparable damage and would need to be reconstructed.

According to the Secretary of the Interior Standards of Restoration - Replace Extensively Deteriorated Features from the Restoration Period (page 166) - In Restoration, replacing an entire feature from the restoration period, such as a porch, that is too deteriorated to repair may be appropriate. Together with documentary evidence, the form and detailing of the historic feature should be used as a model for the replacement. Using the same kind of material is preferred; however, compatible substitute material may be considered. New work may be unobtrusively dated to guide future research and treatment.

BUILDING EXTERIOR

RECOMMENDED	NOT RECOMMENDED
Reconstructing a non-surviving building to depict the documented historic appearance. Although the use of the original building materials (such as masonry, wood, and architectural metals) is preferable, substitute materials may be used as long as they recreate the historic appearance.	Reconstructing features that cannot be documented historically or for which existing documentation is inadequate. Using substitute materials that do not convey the appearance of the historic building.
Recreating the documented design of exterior features, such as the roof form and its coverings, architectural detailing, windows, entrances and porches, steps and doors, and their historic spatial relationships and proportions.	Omitting a documented exterior feature, or rebuilding a feature but altering its historic design. Using inappropriate designs or materials that do not convey the historic appearance.
Reproducing the appearance of historic paint colors and finishes based on documentary and physical evidence.	Using paint colors that cannot be documented through research and investigation or using other undocumented finishes.
Installing exterior electrical and telephone cables underground or in the least obtrusive location possible, unless they can be documented as having been aboveground historically.	Attaching exterior electrical and telephone cables to the principal elevations of the reconstructed building, unless they can be documented as having been there historically.
Using signage to identify the building as a contemporary recreation.	Failing to explain that the building is a reconstruction, thereby confusing the public's understanding of the property.

The applicant has submitted a justification statement and photographs of the existing conditions, which are attached. There is photographic evidence attached to document that the roof and portions of the exterior walls have been deteriorated, missing structural components, and are beyond repair. Thus, replacement is eminent to ensure preservation of the historic structure. The proposal includes utilizing existing materials to repair and replace the roof and portions of the exterior walls. Additionally, new like-in-kind materials will also be utilized.

ROOFS	
RECOMMENDED	NOT RECOMMENDED
Alterations and Additions for a New Use	
Installing mechanical and service equipment on the roof (such as heating and air-conditioning units, elevator housing, or solar panels) when required for a new use so that they are inconspicuous on the site and from the public right-of-way and do not damage or obscure character-defining historic features.	Installing roof-top mechanical or service equipment so that it damages or obscures character-defining roof features or is conspicuous on the site or from the public right-of-way.
Designing rooftop additions, elevator or stair towers, decks or terraces, dormers, or skylights when required by a new or continuing use so that they are inconspicuous and minimally visible on the site and from the public right-of-way and do not damage or obscure character-defining historic features.	Changing a character-defining roof form, or damaging or destroying character-defining roofing material as a result of an incompatible rooftop addition or improperly-installed or highly-visible mechanical equipment.
Installing a green roof or other roof landscaping, railings, or furnishings that are not visible on the site or from the public right-of-way and do not damage the roof structure.	Installing a green roof or other roof landscaping, railings, or furnishings that are visible on the site and from the public right-of-way.

It is noted, that while the applicant has documented that the roof is beyond repair and that there are sections of walls that need to be repaired to ensure structural stability, it is not their intent to remove all portions of the existing structure. The request is not a demolition, nor is this proposal considered a complete historic Reconstruction. The request is for replacement of the entire roof and repairing sections of walls where structural members are missing. Should the scope of the project change beyond this description, the applicant will need to return to the Historic Preservation Board to modify the request accordingly.

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 involves the reconstruction of a roof and structural beams on the interior of existing, contributing, one-story commercial structure within the subject property. With respect to the adjacent land uses, the property is in an area surrounded by mixed-use, commercial, and residential uses. The proposal can be found to be consistent with the

requirements of the Comprehensive Plan and provided the conditions of approval are addressed, the request will be considered to be consistent with the provisions of LDR Section 4.5.1 relating to historic sites and districts as well as the “Delray Beach Historic Preservation Design Guidelines”.

ALTERNATIVE ACTIONS

- A. Continue with direction.
- B. Approve Certificate of Appropriateness, (2020-179) request for **143 South Swinton Avenue, Old School Square Historic District**, 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, (2020-179) request for **143 South Swinton Avenue, Old School Square Historic District**, 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 condition(s):
- D. Deny Certificate of Appropriateness (2020-179), request for **143 South Swinton Avenue, Old School Square Historic District Historic District**, 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

☒ Courtesy Notices are not applicable to this request

☒ Public Notices are not required for this request.
☒ Agenda was posted on (9/29/21), 5 working days prior to meeting.