STAFF REPORT

Community Planning and Preservation Commission
Certificate of Appropriateness Request

For Public Hearing and Executive Action on October 8, 2019 beginning at 2:00 p.m. in the Main Auditorium at the Sunshine Center, 330 Fifth Street North, St. Petersburg, Florida

According to Planning and Development Services Department records, no Commissioner resides or has a place of business within 2,000 feet of the subject property. All other possible conflicts should be declared upon the announcement of the item.

Case No.: 19-90200048
Address: 801 28th Avenue North
Legal Description: FLORIDA HEIGHTS LOT 86
Parcel ID No.: 07-31-17-28332-000-0860
Date of Construction: 1928-1929
Local Landmark: Grace Lutheran Church (19-90300007)
Owner: LTD FAMILY TRUST LLC
Agent: Jason Sanchez, Developer-Contractor
Request: Alteration and addition to a local historic landmark
Historical Context and Significance

The building located at 801 28th Avenue North ("the subject property") was constructed in 1928-1929; its footprint was altered by later additions constructed beginning in the 1930s including a rear addition and a large classroom addition to the west. Following the submission of an owner-initiated application, the Community Planning and Preservation Commission (CPPC) voted unanimously to recommend the subject property’s designation to the St. Petersburg Register of Historic Places on September 10, 2019. This recommendation supported staff’s recommendation that the original sanctuary building was historically significant under criteria A, E and F in the areas of Architecture, Community Planning and Development, and Religion. The application will be heard by City Council for final decision on October 3, 2019.

Project Description and Review

Project Description

The application for historic designation (Appendix A) considers only the original 1928-1929 sanctuary, and not the later twentieth-century additions, which had been removed prior to the application’s submission and therefore not reviewed for effects under a Certificate of Appropriateness (COA). The COA application being considered herein proposes exterior changes associated with the subject property’s rehabilitation and adaptive reuse as a single-family residence. In general, the application proposes the following:

- Rehabilitation/reconstruction of the west and north elevations, where additions have been removed that were non-historic to the subject property as designated;
- Replacement of the non-historic dual-action doors at the south façade’s primary entrance with wooden doors salvaged from one of the removed additions;
- Replacement of the existing asphalt shingle roofing with clay barrel tile, which historic documentation confirms was the original material in this location;
- Construction of a pool, patio, and pergola at the north end of the property ("rear yard");
- Construction of a patio and awning at the west side of the property ("interior side yard"); and
- Construction of a two-story addition to be appended to the north elevation of the building, containing a two-car, alley-facing garage at ground level and living space above.

Appendix B contains existing and proposed site plans and elevations.

General Criteria for Granting Certificates of Appropriateness and Staff Findings

1. The effect of the proposed work on the landmark or the property upon which such work is to be done.

The proposed work includes rehabilitation of the historic sanctuary and the construction of additional living and outdoor recreational spaces to the rear and interior side yard. Staff’s recommendations include modifications to the new addition, but staff otherwise finds the proposed project to respect the subject property’s character-defining features while accommodating the property’s new use. The proposal is found to be generally appropriate under this criterion.

2. The relationship between such work and other structures on the landmark site or other property in the historic district.

The original sanctuary is the only element of the historic Grace Lutheran Church being designated as case 19-90300007. The footprint’s expansion is confined to the interior side yard and rear of the property, in
locations that are neither highly visible nor historically significant as part of the overall site’s historic significance. The proposal is found to be appropriate under this criterion.

3. The extent to which the historic, architectural, or archaeological significance, architectural style, design, arrangement, texture and materials of the local landmark or the property will be affected.

The historic and character-defining features of the subject property will largely be restored or left untouched. The proposed reintroduction of clay barrel tile as a roofing material will have a positive effect on the subject property by restoring a historic material that is closely associated with the building’s Mission Revival architectural style. New walls are to match existing stucco material. Comments concerning the scale of the proposed new addition are found below, but the proposed work on the existing sanctuary is found to be appropriate under this criterion.

4. Whether the denial of a Certificate of Appropriateness would deprive the property owner of reasonable beneficial use of his or her property.

No information concerning this criterion has been provided by the applicant.

5. Whether the plans may be reasonably carried out by the applicant.

Given the redevelopment that the applicant has already begun at the site, it does appear that they are able to carry out the proposed project.

6. A COA for a noncontributing structure in a historic district shall be reviewed to determine whether the proposed work would negatively impact a contributing structure or the historic integrity of the district. Approval of a COA shall include any conditions necessary to mitigate or eliminate negative impacts.

This criterion is not applicable to the proposed rehabilitation of the subject property, an individual local historic landmark.

Additional Guidelines for Alterations

1. A local landmark should 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.

Although the subject property is being adaptively reused, the proposed project will have a carefully-limited effect on the subject property’s exterior. Staff finds the project appropriate under this criterion.

2. The distinguishing historic qualities or character of a building, structure, or site and its environment shall be preserved. The removal or alteration of any historic material or distinctive architectural features shall be avoided when reasonable.

Staff finds the proposal to be appropriate under this criterion. Proposed changes are sensitively-designed to limit their visual impact.

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 without sufficient documentary evidence, shall not be undertaken.

Overall, staff finds the proposal to be appropriate under this criterion. The proposed addition is set to the building’s rear in such a way as to distinguish it from the historic sanctuary, yet it incorporates historic features of the subject property’s original style.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved, as appropriate.

Since later additions were removed prior to designation and only the original sanctuary remains at the subject property, this criterion is not relevant.

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

Staff finds the proposal to be appropriate under this criterion.

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, texture, and other visual qualities and, where reasonable, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

Staff finds the proposal to be appropriate under this criterion. The application states that historic features will be retained and repaired.

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.

The application states that no such work will be undertaken.

8. Significant archaeological resources affected by a project shall be protected and preserved if designated pursuant to this section. If such resources must be disturbed, mitigation measures shall be undertaken.

The subject property is not within an identified architectural area.

Additional Guidelines for New Construction

In approving or denying applications for a COA for new construction (which includes additions to an existing structure), the Commission and the POD shall also use the following additional guidelines:

1. The height and scale of the proposed new construction shall be visually compatible with contributing resources in the district.

The proposed addition’s overall height is smaller than the gable peak of the historic sanctuary and is therefore considered appropriate. The proposed addition will expand the footprint as shown in Table 1. The addition’s most dramatic impact with regards to scale will be to extend the building’s length. However, given the location at the rear of the property, staff finds the proposed addition’s scale to be appropriate under this criterion. The proposed addition’s footprint is shown highlighted in Figure 1.

Table 1: Scale impact of proposed rear addition to subject property

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<thead>
<tr>
<th></th>
<th>Length</th>
<th>Width</th>
<th>Footprint</th>
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<tbody>
<tr>
<td>Existing sanctuary</td>
<td>68.0’</td>
<td>35.5’</td>
<td>2,458 sf</td>
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<tr>
<td>Proposed Addition</td>
<td>29.7’</td>
<td>20.7’</td>
<td>649 sf</td>
</tr>
<tr>
<td>Total</td>
<td>97.7’</td>
<td>41.5’</td>
<td>3,107 sf</td>
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<tr>
<td>Impact</td>
<td>29.7’ (44%) increase</td>
<td>6’ (17%) increase</td>
<td>649 sf (26%) increase</td>
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</table>

Figures are estimates based on site plan provided as part of COA application 19-90200048.
2. The relationship of the width of the new construction to the height of the front elevation shall be visually compatible with contributing resources in the district.

The proposed addition’s roof peak is below that of the historic sanctuary and of its ornamental bell tower, as shown below.
3. The relationship of the width of the windows to the height of the windows in the new construction shall be visually compatible with contributing resources in the district.

The proposed windows at the addition are shown to feature strong vertical orientation, as do the existing historic windows. Staff finds the proposed window openings to be proportionally appropriate.

4. The relationship of solids and voids (which is the pattern or rhythm created by wall recesses, projections, and openings) in the front facade of a building shall be visually compatible with contributing resources in the district.

The historic sanctuary is front-gabled and features a symmetrical façade anchored by a broad, centered entryway. At the side elevations, arched windows are more or less centered between evenly-spaced buttresses, creating a consistent rhythm that visually breaks down the relatively long wall plane, which stretches 68 feet. The proposed addition features window and door openings that are largely centered within their wall planes or the bays created by buttresses and other architectural elements, as shown below.
5. The relationship of the new construction to open space between it and adjoining buildings shall be visually compatible with contributing resources in the district.

Because the subject property is an individual local historic landmark, this criterion is not relevant to the proposal.

6. The relationship of the entrance and porch projections, and balconies to sidewalks of the new construction shall be visually compatible with contributing resources in the district.

There are two proposed outdoor areas to the north and west of the subject property’s existing footprint. Each is accessed via French doors featuring horizontal muntins and sheltered by a pergola or awning. The subject property’s historic use as a church did not warrant outdoor patios or these types of wide, glazed doors, but staff finds their location and design overall to be compatible with the Mission Revival style of the subject property. Further, newly-created openings are proposed in locations that have already been altered by the construction and more recent removal of non-historic additions, thus minimizing the proposal’s impact on historic integrity with regards to this criterion.

7. The relationship of the materials and texture of the facade of the new construction shall be visually compatible with the predominant materials used in contributing resources in the district.

The proposed addition appears to use materials that closely reference the existing building. Per the application:

- New walls: painted cementitious coating texture to match existing.
- New windows: vinyl, low-E insulated glass.
- New & replacement roofing: clay barrel tile @ 8:12 incline.
- New details & sills: painted built-up stucco & painted cementitious coated rigid foam with urethane coating.

Staff recommends that approval be conditioned upon administrative approval of certain window details, including recessing new units within the wall plane to match existing windows, and the use of three-dimensional exterior muntins, or “simulated divided lights.”
8. *The roof shape of the new construction shall be visually compatible with contributing resources in the district.*

Staff’s most considerable concern with the proposed addition is caused by the roof structure enclosing the interior stairway connecting the historic sanctuary and proposed addition (Figure 6). As shown below, this roofline is visible from the front of the building, creating what staff finds to be an overly-complex connection between the original and new portions of the building.

The creation of an interior stairway would eliminate the need for this element of the proposed addition’s roofline, as well as for the staggered arched windows discussed in Criterion 4 of this section.

![Figure 6: Proposed addition and stairway](image)

Ideally, the addition would be sited entirely behind the existing building in order to minimize its visual impact and maintain the subject property’s overall symmetry. However, staff understand that some challenges are presented by the subject property’s adaptive reuse from a church building to a single-family residence, which are addressed by the addition’s proposed location. Specifically, the addition’s off-center location will allow the subject property to satisfy parking requirements for new single-family construction by providing garage space at its lower level, while still providing a “back yard” outdoor area.

![Figure 7: Proposed façade with stairway roofline highlighted](image)
9. **Appurtenances of the new construction such as walls, gates and fences, vegetation and landscape features, shall, if necessary,** form cohesive walls of enclosures along a street, **to ensure visual compatibility of the new construction with contributing resources in the district.**

This criterion is not relevant to the individual local historic landmark.

10. **The mass of the new construction in relation to open spaces, the windows, door openings, porches and balconies shall be visually compatible with contributing resources in the district.**

Staff considers the proposal to feature appropriate massing. The roof pitch is proposed to match the existing building and feature a lower peak than that of the original sanctuary.

11. **The new construction shall be visually compatible with contributing resources in the district in its orientation, flow, and directional character, whether this is the vertical, horizontal, or static character.**

Staff finds the proposal to be generally appropriate with respect to this criterion, with several exceptions, including the staggered windows and ascending roofline at the interior stairway discussed under Criterion 8 of this section, and the proposed buttresses flanking the garage doors at the north elevation. Highlighted below, these buttresses are placed at opposing angles from those found historically at the subject property. Staff does not find them to be an appropriate reference to the historic architecture and suggests they be rotated or removed.

![Figure 8: North (rear) elevation with buttresses highlighted](image)

12. **New construction shall not destroy historic materials that characterize the local landmark or contributing property to a local landmark district. The new construction 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 local landmark and its environment, or the local landmark district.**

The proposal generally confines exterior changes to the locations of non-historic additions which have since been removed, therefore limiting material damage. The proposed addition is enclosed by a roof form which mirrors that of the historic building yet is distinct and visually subordinate.
13. New construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the local landmark and its environment would be unimpaired.

As noted above, because the addition is proposed to be affixed at the location of previous alterations, the addition’s construction, and theoretical future removal, will have minimal impact on the landmark.

Additional Guidelines for the Preservation of Local Historic Landmarks Containing Historic Streetscape Elements

Hexagonal concrete block sidewalks and granite curbs are present at the subject property. As a local historic landmark, these elements must be preserved per the Streetscape Preservation, Traditional section of City Code, 16.40.130.

Staff Recommendation

Based on a determination of general consistency with Chapter 16, City Code of Ordinances, staff recommends that the Community Planning and Preservation Commission approve the Certificate of Appropriateness request for rehabilitation of Grace Lutheran Church, an individually-listed local historic landmark per the proposal included in COA application 19-90200048 with the following conditions:

1. The portion of the addition enclosing the stairway between the existing building and proposed addition be modified to eliminate the ascending roof plane and arched windows at the west elevation, as discussed above and subject to administrative approval;
2. Buttresses at the north elevation of the proposed addition be rotated to more appropriately reference the historic building, or be eliminated;
3. New windows and doors be recessed within wall planes to maintain the texture established by those historically present;
4. Windows and doors will feature three-dimensional, exterior muntins.
Appendix A:

Application No. 19-90200048
CERTIFICATE OF
APPROPRIATENESS

APPLICATION

All applications are to be filled out completely and correctly. The application shall be submitted to the City of St. Petersburg’s Planning and Development Services Department, located on the 8th floor of the Municipal Services Building, One Fourth Street North, St. Petersburg, Florida. Laura Duvekot, Historic Preservationist II, (727) 892-5451 or Laura.Duvekot@stpete.org

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<tr>
<th>GENERAL INFORMATION</th>
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<tr>
<td>Property Address</td>
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<tr>
<td>Church of the Beatitudes</td>
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<td>Historic District / Landmark Name</td>
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<td>LTD FAMILY TRUST LLC</td>
<td>18 - 4001089</td>
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<td>Owner's Name</td>
<td>3812 N Tampa St Tampa Fl 33603</td>
</tr>
<tr>
<td>Owner's Address, City, State, Zip Code</td>
<td>Property Owner's Daytime Phone No.</td>
</tr>
<tr>
<td>Jason Sanchez - Developer - Contractor</td>
<td>727-580-5550</td>
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<tr>
<td>Authorized Representative (Name &amp; Title), if applicable</td>
<td>Owner's Email</td>
</tr>
<tr>
<td>12385 74th Ave N, Seminole Fl 33772</td>
<td>727-580-5550</td>
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<tr>
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<td>Mechanical (e.g. solar)</td>
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AUTHORIZATION

By signing this application, the applicant affirms that all information contained within this application packet has been read and that the information on this application represents an accurate description of the proposed work. The applicant certifies that the project described in this application, as detailed by the plans and specifications enclosed, will be constructed in exact accordance with aforesaid plans and specifications. Further, the applicant agrees to conform to all conditions of approval. It is understood that approval of this application by the Community Planning and Preservation Commission in no way constitutes approval of a building permit or other required City permit approvals. Filing an application does not guarantee approval.

NOTES: 1) It is incumbent upon the applicant to submit correct information. Any misleading, deceptive, incomplete or incorrect information may invalidate your approval.

2) To accept an agent’s signature, a notarized letter of authorization from the property owner must accompany the application.

Signature of Owner: [Signature] Date: 9/1/19

Signature of Representative: [Signature] Date: 9/1/19
Questions and Answers for Certificate of Appropriateness:

1) The existing building / Sanctuary will no longer serve as an operating church. The new use will be a single family home. The original sanctuary will remain intact. All proposed work to be done will be of minimal impact to the existing characteristics of the structure.

2) All existing historic qualities and characteristics shall be preserved. This shall include, all windows, stucco elements of the building, structural elements to the building, interior and exterior. The roof is currently shingle, and is proposed to be re-roofed with a Mediterranean barrel tile roof. This roof shall match the proposed addition of the garage and bedrooms at the rear of the existing structure / sanctuary.

3) The structure / sanctuary that is remaining will not be altered on the front or eastern side of the building. On the western side, there was an addition built on to the building sometime during the late 60’s early 70’s. This section / addition has been removed via city of st pete approval and permit. The proposed new addition coincides concisely with the existing architectural features of the sanctuary. Windows and doors in any of the new construction has been designed to match existing arches, door style and width, matching existing stucco features and texture, These features contribute and emphasize the overall appearance of the existing sanctuary.

4) The property being described does not have features that have aged with time. There is not any specific item that adds any historic presence to the existing sanctuary.

5) All distinctive features within the building such as exposed beams, wrought iron truss connectors, tongue and groove ceiling, exposed air ducts, interior veneer plaster will all remain and be continued into any new construction added to the building. At the exterior, the stucco on the existing sanctuary shall remain and any new construction will have the same texture to match the existing. New architectural features such as the pergola over the 6 light doors on the west side has been designed to match the exposed rafters on the interior. As you stand on the interior and look through the doors, all will be cohesive with old and new.

6) Since we are not removing any of the existing historical features such as windows etc we will not be replacing these features. The only repairs may be to some of the window sashes, as some will need to be repaired then repainted. All interior wood work shall remain and remain in same condition. All interior components have been well maintained over the years by the previous church congregation.

7) There will be no chemical or sandblasting done at any point during the reconstruction process.

8) As mentioned in previous answers, all historical aspects shall remain in the building and intact. We will not be disturbing any of these items.
Appendix B:

Additional Plans and Elevations
Plan Notes:
1. ORIGINAL SANCTUARY BUILDING TO REMAIN.
2. PRIOR TO DEMOLITION: SAW CUT ANY STRUCTURAL CONNECTIONS BETWEEN ORIGINAL SANCTUARY BUILDING AND ANY PORTION OF THE BUILDING TO BE REMOVED.

Existing School & Administration Building to be Removed

New Rear (Northerly - Alley) Elevation

Existing Rear (Northerly - Alley) Elevation

New Front (Southerly - 28th Avenue North) Elevation

Existing Front (Southerly - 28th Avenue North) Elevation

Exterior Specifications:
- NEW WALLS, PAINTED TO MATCH EXISTING
- NEW WINDOWS, NYLON LOW-E INSULATED GLASS
- NEW REPAIRED CLAY BARELL TILE 08:12
- F.F.E. FLOOR FINISH
Plan Notes

1.) ORIGINAL SANCTUARY BUILDING TO REMAIN.
2.) PRIOR TO DEMOLITION: SAW CUT ANY STRUCTURAL CONNECTIONS BETWEEN ORIGINAL SANCTUARY BUILDING AND ANY PORTION OF BUILDINGS TO BE REMOVED.

Exterior Specifications

-existing school & administration building to be removed

Existing Left Side (Westerly) Elevation

New Left Side (Westerly) Elevation
Appendix C:
Maps
Community Planning and Preservation Commission

Grace Lutheran Church - 801 28th Ave N

Area to be approved, shown in

Case number

19-90200048