

City of Gainesville

Inter-Office Communication
Planning & Development Services Department
 Phone: 334-5022 Fax: 334-2648 Station #11

Date: August 21, 2008

To: Historic Preservation Board

From: D. Henrichs, Historic Preservation Planner

Subject: Petition 40COA-08HPB. 412 N.W. 4th Avenue. Demolish a contributing residential structure in the Pleasant Street Historic District. Community Redevelopment Agency, Owner.

RECOMMENDATION

Staff recommends **APPROVAL with Conditions** of the application provided the applicant complies with staff recommendations.

EXPLANATION

The principal residence is listed as a 1930 contributing structure to the Pleasant Street Historic District; however on the historic district nomination it is listed as a 1903 residence. The proposal is to demolish the structure.

The recommendation is based on the following findings:

- An architectural report by Jay Reeves concerning the condition of the structure.
- An engineering report by Tom Sputo concerning the structural integrity of the structure.
- A historic significance report by Melanie Barr.

Section 30-112 of the Land Development Code governs regulated work items under the jurisdiction of the Historic Preservation Board (HPB). To implement this section of the Code, the Historic Preservation Board has developed the following design guidelines based on the Secretary of Interior's *Standards for Rehabilitation*, which describe appropriate activities in the historic districts.

Section 30-112 (d) (6) c and d state:

- c. Demolition. A decision by the historic preservation board approving or denying a certificate of appropriateness for the demolition of buildings, structures or objects other than those in the Pleasant Street Historic District shall be guided by:
 1. The historic or architectural significance of the building, structure or object;

2. The importance of the building, structure or object to the ambience of a district;
 3. The difficulty or the impossibility of reproducing such a building, structure or object because of its design, texture, material, detail or unique location;
 4. Whether the building, structure or object is one of the last remaining examples of its kind in the neighborhood, the county or the region;
 5. Whether there are definite plans for reuse of the property if the proposed demolition is carried out, and what the effect of those plans on the character of the surrounding area would be;
 6. Whether reasonable measures can be taken to save the building, structure or object from collapse; and
 7. Whether the building, structure or object is capable of earning reasonable economic return on its value.
- d. Demolition in Pleasant Street Historic District. A decision by the historic preservation board approving or denying a certificate of appropriateness for the demolition of buildings, structures, or objects in the Pleasant Street Historic District shall be guided by:
1. The significance of the property. Significance concerns historic or architectural aspects of the building, structure, or object. A property shall be considered to be significant if it meets one the following criteria:
 - i. The property is located on an important street and within a cluster of historic buildings. Cluster of historic buildings is defined by the presence of three historic buildings adjacent to each other on the same block as the property proposed for demolition, either on the same side of the street, across the street, or on adjacent side street of the block containing the property. Important streets is defined as NW 2nd, 3rd, or 4th Street, NW 2nd, 3rd, or 4th Avenue, NW 4th or 6th Place, the 200--600 block of NW 1st Street, the 200--400 block of NW 7th Avenue, and the 300 block of NW 5th Avenue.
 - ii. The property is located on an important street or within a cluster of historic buildings, and meets one of the following criteria:
 - (A) It maintains its basic plan; additions, if any, were made to non-prominent elevations and porches were not enclosed.
 - (B) Its features are unique and there are few remaining occupied buildings of its type in the neighborhood.
 - (C) It is associated with an important person based on

original ownership documentation contained in the nomination of Pleasant Street to the National Register of Historic Places.

- iii. The property is not on an important street and not within a cluster of historic buildings, but it has been evaluated for its architectural quality and structural condition and merits preservation.

The recommendation is further based on the following findings as stated in the **HISTORIC PRESERVATION REHABILITATION AND DESIGN GUIDELINES**, based on the Secretary of Interior Standards for Rehabilitation which has become the authoritative guidelines for rehabilitation.

- *Demolition of significant buildings, outbuildings, and individual features conflicts with the Secretary of Interior Standards for Rehabilitation, Standard 2 and 4.*
- *Demolition alters the essential character and integrity of a building and the district in which it is located in violation of Standard 2.*

DEMOLITION

Applicable Secretary Standards

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

Demolition is an important issue in historic districts. The main reasons for demolition are institutional and commercial expansion, and condemnation by cities, principally due to fire damage and deterioration.

Demolition exerts a negative impact on historic districts. In many historic districts, zoning, land-use regulations, and market conditions, compatible new construction is often not feasible. Furthermore, eliminating a building from a streetscape leaves a conspicuous void, or the replacement is usually insensitive to the existing historic context.

Demolition of significant buildings, outbuildings, and individual features conflicts with Standards 2 and 4. Demolition alters the essential character and integrity of a building and the district in which it is located in violation of Standard 2. Standard 4 recommends the retention of significant later additions to historic buildings.

In some instances demolition may be appropriate and may even enhance a historic district, building, or site. Non-historic buildings whose designs are not in character with its surroundings can be removed with no negative impact. Likewise, under certain circumstances, non-historic or nonsignificant components of a building complex can be removed. There are several factors to consider in the removal of such components. These include whether the components are secondary structures; lack historical, engineering, or architectural significance; do not comprise a major portion of a historical site; or the

absence of persuasive evidence to show that retention of the components is not technically or economically feasible.

Demolition of non-significant additions may also be appropriate. Demolition may be undertaken if the addition is less than fifty years old, does not exhibit stylistic details or fine workmanship or materials, was added after the period of significance of the building or district; is so deteriorated it would require reconstruction; or obscures earlier significant features.

Avoid demolition of significant outbuildings and additions. Carriage houses and garages can be significant components of building complexes. Many buildings in a district have had additions, new ornaments, storefronts, porches, windows, wings, and additional stories. These changes might have gained significance in their own right and should be retained under Standard 4. Assessing significance of later additions requires careful professional review and should be done on a case-by case-basis.

Recommended

1. Identify, retain, and preserve buildings which are important in defining the overall historic character of a historic district or neighborhood.
2. Retain the historic relationship between buildings and landscape and streetscape features.
3. Remove non-significant buildings, additions, or site features which detract from the historic character of a site or the surrounding district or neighborhood.

Not Recommended

1. Removing buildings which are important in defining the overall historic character of a district or neighborhood so that the character is diminished.
2. Removing historic buildings thus destroying the historic relationship between buildings, features and open space.
3. Removing a historic building in a complex, a building feature, or significant later addition which is important in defining the historic character of a site or the surrounding district or neighborhood.

Staff Approval Guidelines

Staff can approve demolition requests meeting the following conditions:

Selective removal on non-contributing additions, features, or materials that have obscured historic elements;

The structures are shown to be non-contributing axillary structures, garages or carports.

Board Approval Guidelines

Historic or contributing structures in an advanced state of deterioration can be demolished if evidence is presented showing that rehabilitation is unfeasible.

Compatible with Conditions.

A decision to demolish a structure is guided by the structure's significance, its ambiance to the historic district, and is one of the last remaining examples of its kind in the neighborhood. This structure has historical significance to the neighborhood going back to its original ownership of freed slaves first settling in Gainesville. The contributing structure, for this reason, represents the built environment of primarily residential community with a few churches and commercial buildings with the majority of the buildings built between 1875 and 1935.

The district is the oldest African-American neighborhood in conjunction with an equally historic traditionally white neighborhood associated with the downtown. Initially most of the houses in this area of the district were small one room wood frame vernacular structures and this is no exception. It grew with additions as the families grew in size. Wood frame vernacular houses on brick or concrete piers represent the largest category of buildings in the historic district, therefore it is not the last remaining examples of its kind in the neighborhood, however the loss of three houses in two blocks does represent an erosion of the architectural heritage and lost of the ethnic and social history. This valuable history became the City of Gainesville's initiative to create the Pleasant Street Historic District.

The Community Redevelopment Agency has been charged with the protection of the houses in the Model Block Project (See map) since 2002/2003 when it was created. The structures have suffered from Demolition by Neglect, a term that is used in preservation when an owner deliberately neglects the property and in the case of these three structures, which have been subjected to water infiltration and termites which have deteriorated the houses beyond conventional rehabilitation methods, building codes and finances. In 2002, these houses could have been rehabilitated. The main condition that accelerated the deterioration process was failed roofing material and water infiltration that could have been economically corrected. At the point, no reasonable measures can be taken to save the building from collapse.

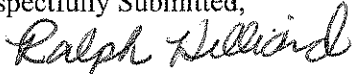
Another guide is the "difficulty or the impossibility of reproducing the structure because of its design, texture, material, detail or unique location". This building is a simple vernacular structure and has no uniqueness of material or location that can not be duplicated.

The final guide is "whether there are definite plans for reuse of the property if the proposed demolition is carried out, and what the effect of those plans on the character of the surrounding area would be". With this guide, it is important for the revitalization of new compatible construction in the historic district to continue to occur as originally created in the Model Block Plan.

Staff recommends **APPROVAL with Condition** of the application provided the applicant complies with staff recommendations to deconstruct the structure and recycle building materials into the remaining Model Block historic residence at 419 N.W. 4th Avenue or into the community. Staff recommends that the structure be photo documented according to the National Park Service, Bulletin 16A, *How to Complete the National Registration Form* and that the Community Redevelopment Agency's actions comply with the City of Gainesville's Codes and Building Department requirements. In addition to the above requirements and in accordance with the Land Development Code Section 30-112(d)(6)c5, staff recommends a Certificate of Appropriateness (COA) and plans from the Community Redevelopment Agency (CRA) for development of the vacant lot be submitted within one year of the issuance of this COA. This is to insure redevelopment of N.W. 4th Avenue and the revitalization of the neighborhood as was initially envisioned by the Model Block Project.

Staff further recommends that a letter from the Community Redevelopment Agency or the National Trust for Historic Preservation prior to the issuance of the COA that the demolition of three structures on the Model Block Project does not jeopardize the funding source of the Inner City Venture Fund from the National Trust for Historic Preservation.

Respectfully Submitted,

A handwritten signature in cursive script that reads "Ralph Hilliard".

Ralph Hilliard
Planning Manager

JAY REEVES & ASSOCIATES INC.

ARCHITECTURE & DESIGN
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 GAINESVILLE, FLORIDA 32601
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 Office #: 352-371-3205
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**Conditions Report for Model Block Houses Located at:
 412, 419, 502, 508
 N.W. 4th Ave**

The house located at 412 N.W. 4th Avenue is known as Model Block "C", located beside Model Block "B" & "D". This house was originally documented in 2003-2004 with renovation documents completed. In the time that has passed the rear wing, comprising over fifty percent (50%) of the house, has had complete structural failure with roof and floor collapsing.

The house located at 419 N.W. 4th Avenue was not originally documented for renovation. This structure is larger than most, and in fair condition except for the rear additions that are in collapse.

The house at 502 N.W. 4th Avenue is in poor condition with the roof of the rear wing having been open to the elements for the last five years. The front and rear porches are in collapse. The foundation piers are in failure and building collapse is imminent. This structure must be moved to city property to be renovated. This will compromise the historic value.

The final house located at 508 N.W. 4th Avenue has had many changes including large additions at the rear wing, a concrete block room replacing the original front porch. Very little original historic fabric is evident. The roof has one open gable and two leaking valleys at the rear. The interiors exhibit active termites, the extent of which may be throughout. This house will also need to be moved to city property prior to rehabilitation.

The purpose of this study is to determine the viability of the remaining houses for rehabilitation or to determine if replacement is the best option.

The most recently completed Model Block "D" demonstrated the difficulty in doing an economically viable rehabilitation when the structures are in an advanced state of decay. Model Block "D" cost an average of \$220 per square foot, could not be brought into code compliance as the building code requires, and retained about 60% of the original building frame with none of this visible. For all practical purposes this structure is a recreation and essentially the same as a compatible designed new structure at a significantly higher price.

This report will offer an evaluation, statement of significance, and recommendation for rehabilitation or replacement.

➤ **Santa Fe House: 502 N.W. 4th Ave**

Exterior Shell - The front porch and rear porch are both collapsed. In the rear wing the roof is open to the elements, causing heavy damage.

Front Section- Appears to be small cottage with extension added to east. Exterior is badly weathered; siding, windows and doors will need replacement. Roof rafters are 2"x 4", 24" on center with weathered ends, floor system near collapse where rear wing meets front section, due to heavy water damage. Rear wall of original front section is assumed to be rotted due to open roof above. Likely all floor joist that meet rear wall are rotted at that ends. Foundations are near collapse, and

the chimney is completely collapsed. Interior damage is unknown due to dangerous conditions and over nailed boarding. Foundation piers are all near complete failure, though they would be replaced where the structure is to be moved.

Given the size of the original structure that could be saved and moved, a 12-foot by 30-foot, two room section (348 square foot) has minimal rehabilitation value. To rehabilitate this structure after moving would amount to 75% replacement meaning it would need to meet all current building codes, meaning the entire roof would require reframing and existing framing would require supplementation. The architectural character of this structure is typical of the neighborhood and demonstrates no unique features or elements.

Salvage value for this structure may include floor joist and studs, brick, and little else. Our recommendation is for demolition and salvage of any viable materials.

➤ **Santa Fe House: 508 N.W. 4th Ave**

Exterior Shell - Concrete block porch addition should be demolished. Half of rear wing is a lath addition. The front-end gable has a 2' roof opening, exposed to the elements; daylight is visible through the eaves. The roof is leaking at both valleys at rear wing. Original windows are gone, aluminum replacement are smaller. Original limestone piers have been replaced with CMU. Original chimney and fireplaces are missing.

Interior - All interior finishes covered over. Holes in walls reveal heavy termite (dry wood) at old original bead board and structure. Siding is in fair condition but will need later replacement. There is heavy damage to the rear where the old chimney existed. Two old interior doors exist (damaged four panels). Floor structure is fair with some water damage (water stains) where the roof leaked. Extra mid beam supports added, old floor joist + 24" on center, long spans, maxed out. Suspect post and beam at original front section heavy weathered 1x12 vertical sub siding (code-issues). Post and beam wood require new studs minimum 24" on center, roof structure 2x4 24" on center - minimal weather damage at rafter tails, very little historic fabric is exposed.

This house is typical of pleasant street construction and architectural character. Most original features have been replaced or concealed. Original bead board wall finishes exist beneath the drywall, but where exposed shows evidence of drywood termite infestation. Holes in interior walls show termite damage in studs as well. Where hard flooring exists termite droppings are evident. The majority of flooring is covered in brown carpeting concealing extent of infestation.

The original front section of this structure has a footprint of approximately 17' wide by 31' (527 sq. ft.). The rear wing is 25'x 25' (625 sq. ft.), comprised of later additions.

The original front section appears to be 1880's and of post and beam construction with 1"x12" vertical board and batten covered by later novelty siding. This post and beam construction typically lacks studs on even spacing, making code compliance difficult to impossible. Original beam connections were typically of wooden pegs.

With moving, and new foundation, porch replacement, this house will likely exceed 50% replacement value, requiring building code compliance throughout.

For an 1150 square foot structure, requiring rebuilding to current building codes, rehabilitation is not economically viable.

Recommendation - Demolition and salvage for material provided salvage is treated for termites.

➤ **Model Block House: 419 N.W. 4th Ave (2story blue house)**

The two-story house located on the south of N.W. 4th Ave, offers the best potential for rehabilitation. The rear (south) additions are in collapse and should be removed as soon as possible. The original rear building face should be boarded and tented.

There is one visible roof leak at the front (east) ridge of the hip roof; this should be covered as soon as possible. The original two-story portion of this house is in fair condition, including three

generous sized rooms on each floor and central hall both up and down with original staircase intact. The upstairs and downstairs front porches remain and are repairable. The exterior siding, original windows are repairable and intact. The size of the building (1530 sq. ft. interior + 250 sq. ft.) and its large rooms are good for rehabilitation.

The interiors still have refinishable wood flooring, no visible sign of termite infestation, original doors and windows in place. The structure will need a new bath and kitchen addition at the rear to replace the collapsed addition. The foundation piers appear to be in good condition as is the under floor structural system. The front double story porch has later CMU columns that could be replaced with wood as original. The wall structure is most likely balloon frame, circa 1908, which will require fire blocking. The structure will not exceed 50 % replacement. And therefore will not require full code compliance.

Architecturally this house appears to have the most scale and architectural significance of any of the subject properties.

Recommendation – The rear additions should be demolished and the original structure should be rehabilitated as part of the Model Block Program.

➤ **Model Block House: 412 N.W. 4th Ave (Model Block “C”)**

This house was originally studied in 2004 when it was determined that all additions to the north, approximately 60% of the structure, would need to be demolished, including the single room addition at the south east corner. This addition appears to have been moved from another site. This addition exhibits substandard construction, studs 36” on center, substandard floor joist plus the usual deterioration. The front porch is failing and appears to be an addition as well. The original (surviving) portion of the structure appears to consist of two rooms and a hall. This section demonstrates water and termite damage and is overall rough condition. The two rooms are very small and will require extensive work to rehabilitate and bring up to minimum codes. The only significant feature is a craftsman style interior archway, which should be salvaged.

Recommendation – My recommendation is for demolition, saving archway and salvage materials. Replacement with a new structure is far more economically viable considering percentage of replacement and code requirements. A new structure could be narrower so as not to encroach on neighboring structure (Model Block B).

**SPUTO AND LAMMERT ENGINEERING, LLC**

STRUCTURAL ENGINEERS
10 SW 1ST AVENUE, GAINESVILLE, FL 32601
PHONE: 352-378-0448 FAX: 352-373-1331
E-MAIL: sputoandlammert@mindspring.com

19 August 2008

Jay Reeves and Associates, Inc.
Attn: Jay Reeves
725 NE 1st Street
Gainesville, Florida 32601

Re: Evaluation of Structures in Pleasant Street Neighborhood

This report represents the professional opinions of Sputo and Lammert Engineering, LLC, relating to a limited observation of exposed to view structural elements at the above referenced location. No structural calculations, testing (destructive or non-destructive), or removal of coverings (wall, floor, or roof) was done, unless specifically mentioned in this report. Due care was exercised in the performance of this inspection, but Sputo and Lammert Engineering, LLC neither makes representation nor guarantees with respect to latent deficiencies or future conditions as part of the observation or this report.

On 29 July 2008, the undersigned performed a limited visual observation related to assessment of the structural condition of 4 existing structures. The following summarizes our observations and opinions.

Santa Fe House – 502 NW 4th Ave

1. Front and rear porches have collapsed.
2. Half of roof at rear wing is open.
3. Heavy damage to rear wing.
4. Rafters undersized. 2x4 at 24" o.c.
5. Floor system near collapse where rear section meets front.
6. Foundations near collapse.
7. Chimney collapsed.
8. Extensive rot and termite damage
9. Construction does not meet building code. Over 50% replacement requires full compliance with existing codes.

Recommendation: Very little of the structure can be salvaged. Recommend demolition

Santa Fe House – 508 NW 4th Ave

1. Front gable end is exposed to weather
2. Daylight shows through eaves
3. Roof leaking at valleys
4. Extensive rot and termite damage
5. Damage at rear near old chimney
6. Floor joists spaced over 24" o.c. Allowable spans exceeded.
7. At original front section, bearing walls are 1x12 boards. Not code acceptable.
8. Rafters undersized. 2x4 at 24" o.c.
9. Construction does not meet building code. Over 50% replacement requires full compliance with existing codes.

Recommendation: Very little of the structure can be salvaged. Recommend demolition

Model Block C – 412 NW 4th Ave

1. North side addition (approx 60% of existing structure) needs to be removed due to damage and substandard construction (studs at 36" o.c., non-compliant floor framing)
2. Front porch is failing
3. Original portion of structure exhibits rot and termite damage.
4. Construction does not meet building code. Over 50% replacement requires full compliance with existing codes.

Recommendation: Very little of the structure can be salvaged. Recommend demolition

Model Block – 412 NW 4th Ave

1. South addition is nearing collapse and should be demolished.
2. Remainder of structure is salvageable, pending cost effectiveness.

Recommendation: With exception of south section, structure is salvageable.

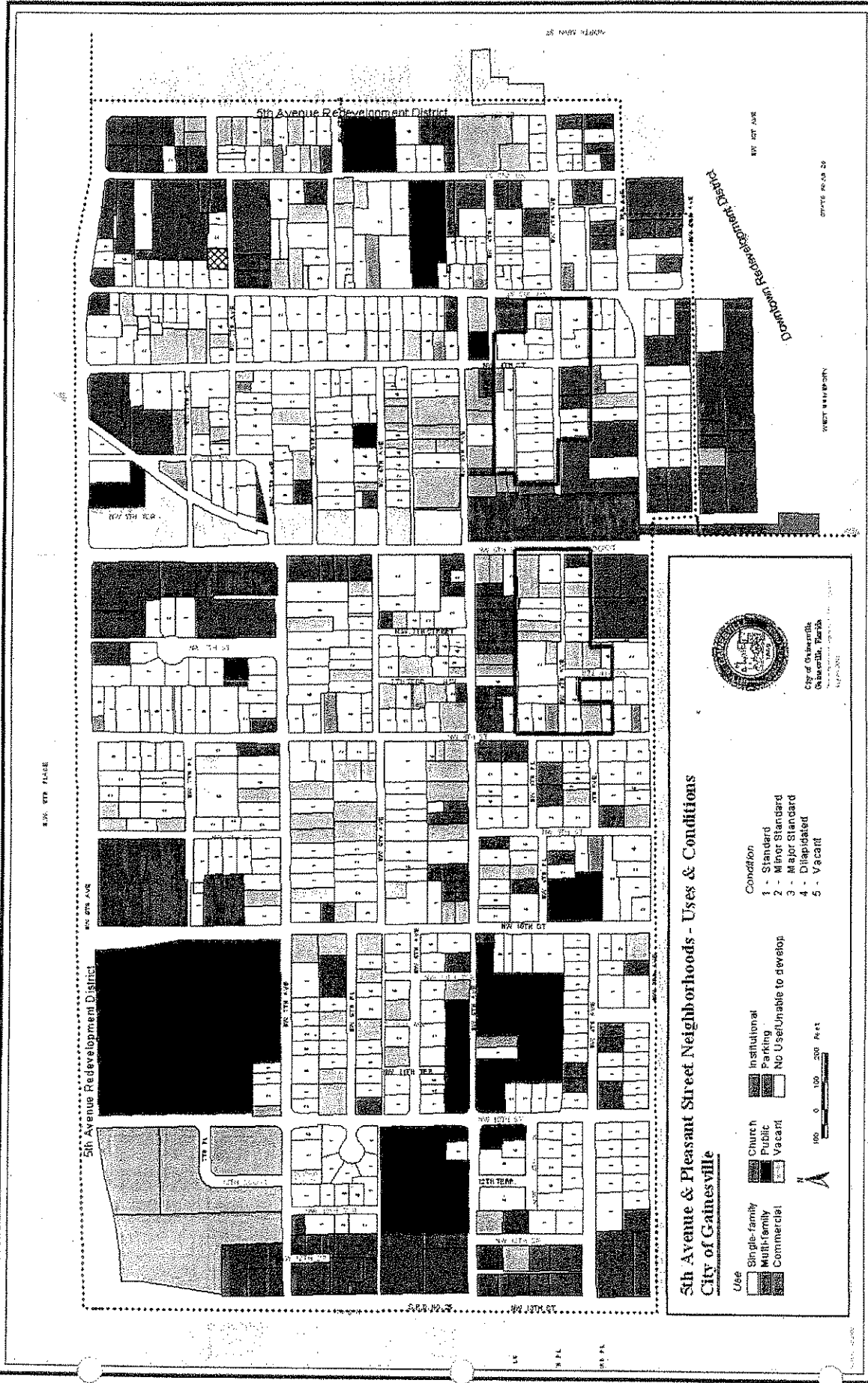
Please contact us if we can provide you with additional information.

Sincerely,

SPUTO AND LAMMERT ENGINEERING, LLC



Thomas Sputo, Ph.D., P.E.
Florida PE 39142



5th Avenue & Pleasant Street Neighborhoods - Uses & Conditions
City of Gainesville



- Condition**
- 1 - Standard
 - 2 - Minor Standard
 - 3 - Major Standard
 - 4 - Disapportioned
 - 5 - Vacant

- Use**
- Single-family
 - Multi-family
 - Commercial
 - Church
 - Public
 - Vacant
 - Institutional
 - Parking
 - NO Use/Unable to develop



City of Gainesville
 Gainesville, Florida
 352-336-2000



PLANNING AND DEVELOPMENT SERVICE DEPARTMENT APPLICATION FOR CERTIFICATE OF APPROPRIATENESS

PERMIT NO. 40 COA-OB+FB Parcel #

OFFICE USE ONLY [] Staff Approval - No Fee [] Single-Family Board Approval - \$100. [] Multi-Family Board Approval - \$500.00 Fee: \$ 100/50.00 Receipt No. [] Account No. 001-790-7920-3401 [X] Account No. 001-790-7920-1124 (Enterprise Zone)

Table with 2 columns: Name of Applicant/Agent (Please print or type), Name, Address, City, State, Phone No. (Home), Phone No. (Work), E-mail Address, Zip. Handwritten entries: JAY REEVES, 725 N.E. 157 ST., GAINESVILLE, FLORIDA, 371-3205, 32601.

A. IDENTIFICATION

Owner CITY OF GAINESVILLE Contractor Address/Zip E-mail Address Phone (Hm) (Wk) Phone (Hm) (Wk) Occupant 412 N.W. 4th Ave Agent Address/Zip 32601 Phone (Hm) (Wk) Phone (Hm) (Wk)

B. TYPE OF PROJECT

Addition Alteration [X] Demolition Relocation [X] New Building Repair Other

C. DESCRIPTION OF PROPOSED PROJECT

DEMOLISH EXISTING STRUCTURE, BUILD NEW RESIDENCE. / OR REHABILITATE STRUCTURE,

The information on this application represents an accurate description of the proposed project. It is understood that approval of this application by the Historic Preservation Board in no way constitutes approval of an "Application for Permit to Build" by the City of Gainesville Building Division.

Signatures: Owner Date Agent [Signature] Date 7-15-08

Please post this certificate and any attachments at or near the front of the building.

