

**CITY OF HOLLYWOOD, FLORIDA  
DEPARTMENT OF DEVELOPMENT SERVICES  
DIVISION OF PLANNING AND URBAN DESIGN**

**DATE:** September 10, 2024 **FILE:** 24-L-58

**TO:** Planning and Development Board

**VIA:** Anand Balram, Planning Manager

**FROM:** Cameron Palmer, Principal Planner/Supervisor, Development Planning

**SUBJECT:** An amendment to the City’s Comprehensive Plan to change the Land Use designation from Open Space and Recreation (OSR) to High (50) Residential (HRES) and Commercial Recreation; amending the City’s Future Land Use Map to reflect the changes of 23.7 acres generally located south of 400 Entrada Drive and including the northwest corner of Pembroke Road and the FDOT railway.

**REQUEST:**

A City in partnership with PPG GCF Orangebrook Owner LLC amendment to the Comprehensive Plan to change the land use designation of approximately 16.6 acres of land from the from Open Space & Recreation (OSR) to the High (50) Residential (HRES) and 7.1 acres from the Open Space & Recreation (OSR) to) designation to the Commercial Recreation designation; amending the Future Land Use Map to reflect the change within the property at 400 Entrada Drive.

**RECOMMENDATION:**

Staff finds the proposed land use change to be consistent with Article 1 of the Broward County Administrative Rules Document, Broward County Land Use Plan, the City Wide Master Plan and the City’s Comprehensive Plan. Staff recommends the Planning and Development Board, acting as the Local Planning Agency, forward this petition to the City Commission with a recommendation of ***approval.***

**BACKGROUND**

As part of the General Obligation Bond approved by voters in 2019, one of the key projects in the Parks, Open Space, Recreational, and Cultural Facilities category was the revitalization of the Orangebrook Golf and Country Club. The project included the following enhancements:

- Renovation of 36 holes of golf, including an 18-hole championship course and an 18-hole Par 3 course, with an upgraded putting/chipping area, 9 illuminated holes for evening play, and a driving range.
- Construction of a new 15,000 sq. ft. multi-use clubhouse.
- Creation of an ADA-accessible nature preserve path within the course, designed to support wildlife habitat and biodiversity, suitable for walking, jogging, and biking.
- Improvements to course drainage and water retention capacity.
- Development of a new cart barn, maintenance building, course restrooms, starter shack, and cart paths.

- Installation of a parking lot and entryway signage.

These improvements were originally estimated to cost taxpayers \$24.7 million. However, after soliciting proposals, the City opted for a public-private partnership (P3) to complete the golf facilities improvements described in the General Obligation Bond project without using any taxpayer funds from the bond. Rather, the City is contributing a long-term lease of approximately 16 acres of land at the southeastern edge of the golf course for residential development, the reason for the requested land use plan amendment, and a smaller parcel for the construction of a resort hotel adjacent to the new clubhouse. This amendment preserves 36 holes of golf and other recreational uses on over 90% of the approximately 260-acre site.

The subject site is also a designated Brownfield, requiring extensive remediation works due to the previous use of a landfill. As a result, the redevelopment of these lands has proven to be cost prohibitive and untimely for either the City or the private sector to undertake independently. Consequently, the Public-Private Partnership (P3) agreement was established, enabling both parties to collaborate in bringing a new vision for the Orangebrook golfcourse. The realization of this vision is a multi-step process that will involve a Land Use Plan Amendment, which is the basis of this request, to both the City and County Comprehensive Plans and associated Future Land Use Maps.

It is important to note that at the time of this application the City's Comprehensive Plan did not have a Commercial Recreation land use category. To enable this LUPA request, the City is undertaking a comprehensive plan text amendment (the companion item to this request) that will establish a new land use designation on the property, 'Commercial Recreation'. Accordingly, the companion text amendment (24-L-58b) is being brought forward on September 10<sup>th</sup> 2024 as a precursor amendment. That item will also be petitioned by the City and ultimately will enable the construction of a new clubhouse on the site.

After the land use designations are established, the applicant will submit a request to rezone the property from its current zoning districts to a new zone that permits the development. Following this step, the applicant will submit individual design and site plan requests to specify the locations of the buildings and their intended uses on the property.

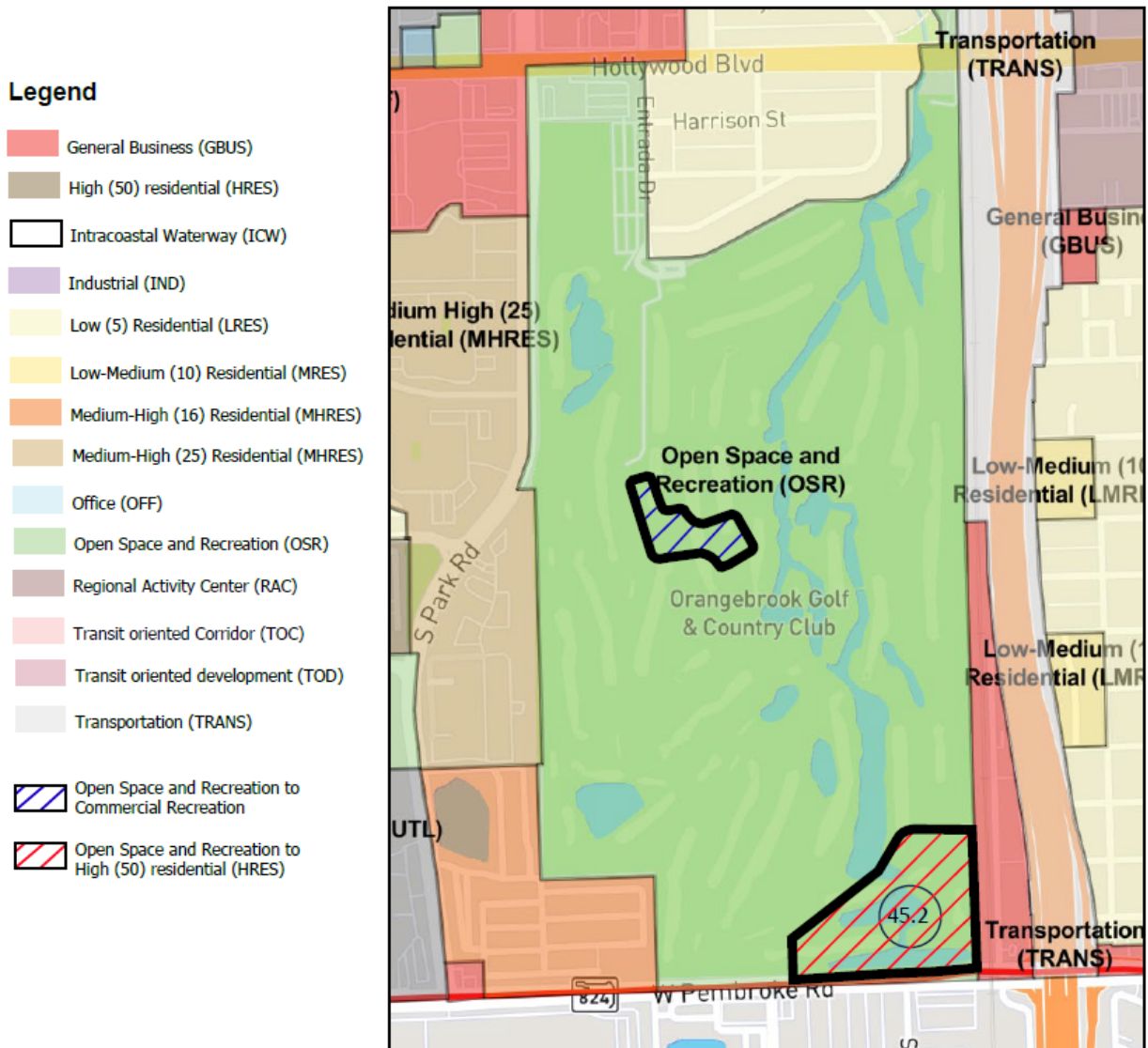
## **REQUEST**

The request is to amend the Land Use element of the City's Comprehensive Plan Element to change the land use designations of 2 parcels from 'Open Space & Recreation' (OSR) to 'High (50) Residential' (HRES) land use designation and the newly established 'Commercial Recreation' designation. The subject properties are located within the existing parcel of the Orangebrook golf course and comprises of two parcels totaling 23.7 gross acres and 22.2 net acres, generally located at 400 Entrada Drive and including lands generally north of Pembroke Road, west of the Florida Department of Transportation railway, south of the terminus of Entrada Drive, and east of South Park Road. The property is currently occupied by the city run golf course, Orangebrook Golf & Country Club.

The requested text amendment pertains to 2 parcels within the greater Orangebrook golf course property, the parcel subject to the re-designation to Commercial Recreation is 7.2 acres in size and is located in the central portion of the property, as seen in Figure 1. The second parcel, totaling 16.6 acres, subject to the re-designation to High (50) Residential will be located at the southeastern limit of the property and will front Pembroke Road. The precise boundaries of the proposed redesignations will be

established by the ALTA survey prepared by Langan Engineering and Environmental Services, LLC dated 05/10/24 (see Attachment 1).

**Figure 1: Proposed Amendment to the City's Future Land Use Map**



Regarding the future programming, the applicant is proposing the following future uses on the property:

- New clubhouse and 175-room resort, approximately 15,000 square feet clubhouse and 175-room resort hotel (FAR of <3.0).
- Multifamily apartment building with 750 units (45.2 du/ac)
- Publicly accessible linear park (greenway)

The proposed amendment includes golf course upgrades including a linear park that will generally follow the perimeter of the golf course while also bisecting the course and connecting the new clubhouse and hotel with the east and west side parks. The main feature of the linear park will be a recreational trail similar to the popular trail in the Plantation Preserve Golf Course and Club.

The proposed amendment will result in an increase to parkland requirement of 4.73 acres. However, it is noted, The City of Hollywood buildout population is 215,086 according to the City's certified inventory of community parks, which would require a total of 645.26 acres of community parkland to meet the Comprehensive Plan's level of service of 3.0 acres per 1000 residents. Accordingly, the City is currently in a parkland surplus of 100.97 acres. Subtracting the 4.73 acres of additional demand from this amendment, and the 2.9 acres from the previous Emerald Hills Golf Club amendment approved in 2003, the resulting surplus of community parkland at buildout is 93.34 acres.

The intent of the Land Use Plan Amendment is to enable the City to employ a financing strategy for improving and maintaining a public recreation resource ensuring it remains viable for years to come. The improvements will provide the public with championship course design, better golf course amenities including new clubhouse and a small clubhouse hotel, a multi-mile public greenway trail that will broaden the appeal and public usage of this major open space facility, and professional course management. Only 6 percent of the course acreage will be diverted for development unrelated to the golf course use in order to support and enhance the recreation and open space function of the other 94 percent. implement a development which will include a new City owned and operated Public Works Department offices and maintenance facility, as well as private residential and commercial development.

#### **SITE INFORMATION**

<b>Owner/Applicant:</b>	City of Hollywood
<b>Address/Location:</b>	400 Entrada Drive
<b>Gross/Net Size of Property:</b>	23.7/22.2 acres
<b>Land Use:</b>	Parks and Open Space
<b>Zoning:</b>	Government Use (GU)
<b>Present Use of Land:</b>	Golf Course and Country Club
<b>Year Built:</b>	1968 (Broward County Property Appraiser)

#### **ADJACENT LAND USE**

<b>North:</b>	Parks and Open Space (Orangebrook Golf & Country Club)
<b>South:</b>	Town of Pembroke Park
<b>East:</b>	General Business (GBUS)
<b>West:</b>	Parks and Open Space (Orangebrook Golf & Country Club)

#### **ADJACENT ZONING**

<b>North:</b>	Government Use (Orangebrook Golf & Country Club)
<b>South:</b>	Town of Pembroke Park
<b>East:</b>	Low/Medium Intensity Industrial and Manufacturing District (IM-2)
<b>West:</b>	Government Use (Orangebrook Golf & Country Club)

## CONSISTENCY WITH THE COMPREHENSIVE PLAN

The intent of the Land Use Element of the Comprehensive plan is to lay out a broad physical plan for the future development of the city. This is the only element describing appropriate locations for future Land Use and declares the policies regulating their location and development. The Land Use Element takes into consideration factors affecting current development trends. The proposed amendment is consistent with the following policies of the comprehensive plan:

### Land Use Element:

**Goal:** *Promote a distribution of Land Uses that will enhance and improve the residential, business, resort and natural communities while allowing land owners to maximize the use of their property.*

**Policy 1.3:** *Maintain the City Code or Zoning and Development regulations to require that all new and existing unsewered development, where practical and financially feasible, including new residential units, be connected to the sewer system.*

**Policy 3.1.6:** *Create development nodes at major intersections where opportunity exists for larger parcels to be assembled for redevelopment. (CWMP Policy 1.6)*

**Objective 3.2:** *Assist, coordinate and monitor adjacent municipalities' land development efforts along major thoroughfare corridors and, when feasible, implement plans, Capital Improvement Projects and other programs to supplement and enhance economic development, land use changes, streetscape design, and infrastructure service improvements along these corridors.*

**OBJECTIVE 4:** *Promote improved architectural and streetscape design standards, code enforcement, economic development, neighborhood planning, and public information dissemination to maintain and enhance neighborhoods, businesses, and tourist areas.*

**Policy 4.6:** *Maintain the Zoning and Development Regulations that improve requirements for drainage and stormwater management consistent with the criteria of the South Florida Water Management District, on site open space, and on site traffic flow.*

**OBJECTIVE 5:** *Encourage appropriate infill redevelopment in blighted areas throughout the City and economic development in blighted business and tourist areas by promoting improved architectural and streetscape design standards, code enforcement, economic development, neighborhood planning, and public information dissemination.*

**Policy 17.4:** *Assist property owners in applying for and obtaining Brownfield cleanup assistance. (CWMP Policy 3.48)*

**OBJECTIVE 6:** *Encourage multi-use areas and mixed uses concentrations of density near existing or planned major employment centers and major transportation routes in order to promote energy conservation and mass transit, preserve air quality, reduce the cost of services, encourage affordable housing, and promote economic development.*

**Policy 6.5:** Encourage the creation of zoning mixed-use and/or special-use districts to address areas of special concern. (CWMP Policy CW.17)

**Policy 7.4:** Maintain the level of service for the City's park and open space standard of 3 acres per 1000 population to assess adequacy of service.

**Objective 7:** Achieve consistency with the Broward County Land Use Plan by adopting the following goals, objectives, and policies into the City's Land Use Element, by reference, from other elements of the City's Comprehensive Plan. See Exhibit A at the end of the Land Use Element.

**Policy 7.41:** Coordinate traffic circulation with future Land Use designations as specified by the City's Land Use Plan by reviewing traffic impacts during the development review process and by coordinating with County and State Governments.

**Objective 8:** Fulfill the requirements of and achieve consistency with the Broward County Land Use Plan by adopting the following new City policies.

**Policy 8.12:** The compatibility of existing and future Land Uses shall be a primary consideration in the review and approval of amendments to the Broward County and City Land Use plans.

**Objective 17:** Promote redevelopment of Brownfield sites and necessary cleanup of contamination. (CWMP Policy 3.47)

#### **CONSISTENCY WITH THE CITY-WIDE MASTER PLAN:**

The City-Wide Master Plan is a compilation of policy priorities and recommendations designed to improve the appearance, appeal, and economic tax base of the City. It establishes a format for future direction and vision for the City.

The subject property is located in Sub-Area 6 – West Central Hollywood, which is geographically defined is defined by I-95 to the east, Pembroke Road to the south, Sheridan Street to the north and 56th Avenue to the west. This area is comprised of the residential neighborhoods of Hollywood Hills, Park East and Hillcrest The proposed request is consistent with City-Wide Master Plan based upon the following:

**Guiding Principle:** Promote the highest and best use of land in each sector of the City without compromising the goals of the surrounding community.

**Guiding Principle:** Attract and retain businesses that will increase economic opportunities for the City while enhancing the quality of life for residents.

**Policy CW.44:** Foster economic development through creative land use, zoning and development regulations, City services and City policies.

**Policy CW.50:** Identify areas where buffers can be provided between residential and commercial/industrial uses and develop incentives to spur privately financed improvements.

**Policy CW.82:** Inventory vacant land and determine the potential for additional residential development

***Policy 3.39: Support new housing and rehabilitation to replace deteriorated structures.***

## **SUMMARY OF FINDINGS**

The proposed land use amendment and ultimate development plan are consistent with the policy framework noted above. Specifically with regards to the policies of the Comprehensive Plan that speak to sensitive infill development and fostering economic partnerships to realize both the highest and best use of land, while taking into consideration the surrounding properties and existing and future residents recreational needs.

In the future phases of this project, the applicant will be required to submit design plans for the review of the Technical Advisory Committee. These reviews will ensure the configuration and development of the requested land uses will be in compliance with Federal, State, and local regulations (including the Zoning and Land Development Regulations) and that the required site and surrounding improvements are made in order to mitigate any possible negative impacts that may occur.

1. Pursuant to the policies City's Comprehensive Plan as identified, Staff finds the proposed Land Use change from Open Space & Recreation (OSR) to the High (50) Residential (HRES) and the Commercial Recreation designations, referred to as the Orangebrook LUPA, are supported by the policies of the City's Comprehensive Plan.
2. Pursuant to the policies City-Wide Master Plan Guiding Principles as identified, Staff finds the proposed Land Use change from Open Space & Recreation (OSR) to the High (50) Residential (HRES) and the Commercial Recreation designations, referred to as the Orangebrook LUPA, to be consistent with the City-Wide Master Plan.

Additional reviews will be required for the following phases of this project and will include Rezoning and Design and Site Plan applications, followed by the required City and County Building Permits to enable construction.

## **ATTACHMENTS**

- ATTACHMENT A: Application Package  
ATTACHMENT B: Land Use and Zoning Map