

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

DATE: February 11, 2024 **FILES:** 23-JDP-86a & 23-JDP-86b

TO: Planning and Development Board

VIA: Anand Balram, Planning Manager

FROM: Cameron Palmer AICP, MCIP-I, Principal Planner

SUBJECT: Recommend approval of Design and Site Plan requests for a mixed-use development including restaurant, commercial, and office uses, as well as 620 multifamily residential units; as part of a Rezoning process for a future Planned Development (PD) Zoning District.

REQUEST: Recommend approval of Design and Site Plan requests for a mixed-use development including approximately: 8,900 sq. ft. of restaurant and commercial uses; 16,800 sq. ft. of office uses; 620 multifamily residential units; and associated parking and storm water management areas as part of a Rezoning process for a future Planned Development (PD) Zoning District.

RECOMMENDATION:

The Planning and Development Board, acting as the Local Planning Agency, forward a recommendation of approval to the City Commission for the following:

Recommend Approval of the Site Plan, with the following conditions:

1. The applicant is to work with Staff with regards to: the locating of four (4) gateway features; the location of monumentation or Public Art; and location of programable open spaces to the satisfaction of the Director of Development Services, prior to applying for a Building Permit.

BACKGROUND:

The subject property comprises of approximately 22 net acres of land located at the northwest corner of the intersection of Pembroke Road and Park Road in the City. The site was historically used as a landfill and is adjacent to a city-owned Public Works facility and consequently was designated a Brownfield through the Brownfield Redevelopment Act by the City Commission on July 13, 2011. The Applicant, Park Road Developments LLC, was the successful respondent of a City of Hollywood issued a Request for Proposals in 2018 for remediation and redevelopment of the subject property. The Applicant and the City entered into a Public/Private Partnership ("P3") agreement to redevelop and reprogram the site into an asset for the City. The lands were previously designated as Utilities (UTL) and Open Space and Recreation (OSR) and have since been redesignated to High (50) Residential (HRES) and General Business (GBUS) through a small-scale land use plan amendment (File No. 23-L-86/ PC 24-7) adopted on first reading on September 4, 2024, with a second reading scheduled for February 2025.

The subject site is currently zoned 'Government Use' (GU). This request is associated with a companion petition (City File No. 23-ZJ-86) which is being brought forward in tandem to this request to establish the underlying Planned Development zoning district as well as the Master Development Plan.

As a result of the site contamination 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 on a new vision for the Park Road area to fruition.

REQUEST

The site plan requests before the Board include 2 areas and phases of development, to the south there are proposed commercial and office uses comprising of 11.8 acres (23-JP-86a) and to the north there are proposed residential uses comprising of 16.7 acres (23-JP-86b). The proposed Site Plans contemplate 618 multifamily units, 35,000 square feet of general retail and 45,000 square feet of general office use (the "Project").

The applicant is proposing to develop a service station with associated convenience store on the southeast portion of the parcel, a drive through restaurant with outdoor seating areas, connected to the northern parcel by an internal private roadway. The northern parcel will accommodate residential uses, open space areas, and surface parking central to the site. The 618 units will be spread across five 5-story buildings and will include a larger 4-story parkade that will have architectural treatment on all facades. Between the north and south uses will be 3 water management facilities, two of which will be dry retention ponds doubling as passive open space and one wet retention pond. The location and configuration of the water management features enable an interconnected system to support effective water filtration and drainage in light of the site's past contamination.

The development will have five public road access points: a) Pembroke Road from the south, b) Two access points from South Park Road on the east, and c) Two access points from Hillcrest Drive on the north.

The applicant is proposing 2 main phases of development, Phase A will be the southern commercial parcel and Phase B will be the northern residential parcel. Each phase will likely have sub phasing contingent on the construction phasing plans and market conditions. It is the applicant's intent that the common areas, roadways, and access points to the southern parcel (Phase A) will be developed first alongside the commercial parcels.

The maximum height proposed is 59', whereas 100 feet is permitted. The requested site plans include a minimum setback of 15 feet, as permitted by the Park Road PD zoning district's adopted modified zoning standards.

The applicant has provided that monumentation, gateway features and exact sizing of programable open spaces are to be determined at the Building Permitting phase. This has been addressed by way of a condition on the site plan approval.

PROJECT DATA

Owner:	City of Hollywood
Applicant:	Park Road Developments, LLC
Address/Location:	Generally located on the north-west corner of South Park Road and Pembroke Road, south of Hillcrest Drive
Net Size of Property:	22.1 net acres
Land Use:	High (50) Residential (HRES) and General Business (GBUS)
Zoning:	Government Use (GU)
Proposed Zoning:	Planned Development (PD)
Present Use of Land:	Vacant
Year Built:	Not Applicable

ADJACENT LAND USE-

North:	High (50) Residential (HRES)
South:	Pembroke Park
East:	General Business (GBUS) and Medium (16) Residential
West:	Industrial (IND) & Open Space and Recreation

ADJACENT ZONING

North:	Government Use (GU), Hospital District (HD) & Multiple Family District (RM-25)
South:	Pembroke Park
East:	Multiple Family District (RM-25) & Trailer Park District (TD) & Low Intensity Industrial and Manufacturing District (IM-1)
West:	Planned Unit Development (PUD) & Low Intensity Industrial and Manufacturing District (IM-1) & Office District (O-1)

CONSISTENCY WITH THE COMPREHENSIVE PLAN

The proposed project is located in the High (50) Residential (HRES) and General Business (GBUS) designations. 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. The purpose of the Land Use element is to describe appropriate locations for future land uses and outlines the policies regulating their location and development. The Land Use Element takes into consideration factors affecting current development trends. The proposed site plans are 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 subject lands are located in Sub-Area 6, defined by I-95 to the east, Washington Street to the north, Pembroke Road to the south and 52nd Avenue to the west. This area includes the residential neighborhoods of Liberia/Oakwood Hills, North Central and South Central. The proposed site plan requests are consistent with the City-Wide Master Plan, based upon the following Guiding Principles and Policies.

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

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.*

CONSISTENCY WITH MASTER DEVELOPMENT PLAN

In addition to the standards outlined in section 4.15 of the Zoning and Land Development Regulations as it pertains to a Master Development Plan, the Park Road Master Development Plan includes Master Plan Development Guidelines that were adopted with the companion PD rezoning request. The Master Plan Development Guidelines outlines information such as proposed land uses, density, setbacks, open space areas, minimum parking requirements, design guidelines, architectural guidelines, and public amenities.

The intent of PD zoning is to allow for development with greater flexibility by removing some of the detailed restrictions of conventional zoning to permit uses that support a predominantly residential area by providing local neighborhood shopping and service needs. Planned Developments are to design land uses in a manner that mixes compatible uses designed as integral, harmonious parts of the Planned Development appropriately buffered and screened from residential uses (whether within or outside the Planned Development) to protect them from unsightliness, noise, odors and other characteristics incompatible with residential uses. Businesses should be pedestrian oriented and accessible to walkways and bicycle paths. Typically, zoning standards in a Planned Development district combine, mix or average development regulations of the surrounding neighborhoods and in doing so create

zoning standards and design guidelines tailored to the specific needs of an urban mixed-use proposal.

It is noted that the Master Plan Development Guidelines are intended to form part of this PD zoning district and shall guide all future development within the Master Development Plan. Any request to modify (major or minor) or change the Master Development Plan or Site Plans approved at the time of PD adoption must align with the Development Guidelines of the PD zoning district and the Zoning and Land Development Regulations (ZLDR) standards in effect, unless expressly stated in the PD zoning regulations and Master Development Plan Development Guidelines.

Site plans in of itself are not the mechanisms to establish the standards of the Planned Development District and future modifications, alterations may be subject to variance requests, special exceptions, and recommendations of the Planning and Development Board and final approval by the City Commission.

The Park Rd PD zoning district has the following zoning standards in relation to the proposed site plans:

	PD Requirement	Proposed
Density	38 du/acre	630 units (38 du/ac)
Height	100 feet	Max 59'1"
Setbacks from ROW	15 feet	15 feet
Open Space (%)	25%	36.1%(residential) 44.3% (non-residential)
Density	630 units	620 units
Commercial Uses	35,000 square feet	35,000 square feet
Office Uses	45,000 square feet	45,000 square feet
Vehicle Use Area (VUA)	25%	25%
Parking Supply -Residential	.5/unit + 1 space per 5 units	1,151
Loading Supply – Residential	1 per building 10' x 25'	5
Parking Supply – Commercial	1/250 SF	25
Parking Supply – Restaurant	1/150 SF	19
Parking Supply – Office	1/300 SF	56
Loading Supply – Commercial	1 per building 10' x 25'	5
Programable Open Spaces		
Passive Parkland	0.55 acres min.	0.55 ac
Linear Parkland	0.12 acres min.	0.12 ac
Trails & Walking Paths	0.42 acres min.	0.42 ac

Accordingly, the proposed site plans conform to the standards of the Park Road Planned Development zoning district.

SUMMARY OF FINDINGS:

DESIGN

The proposed architectural elements create a design that is non-intrusive while establishing a strong design tone for the future opportunities of the Park Road development. Furthermore, the design uses landscaping to enhance the property and soften the transition between the building and its context. The landscape plan incorporates an array of native trees, palms, and shrubs while improving the streetscape. The buildings meets all building and parking setbacks.

Analysis of Criteria and Findings for Design as stated in the City of Hollywood's Zoning and Land Development Regulations, Article 5.

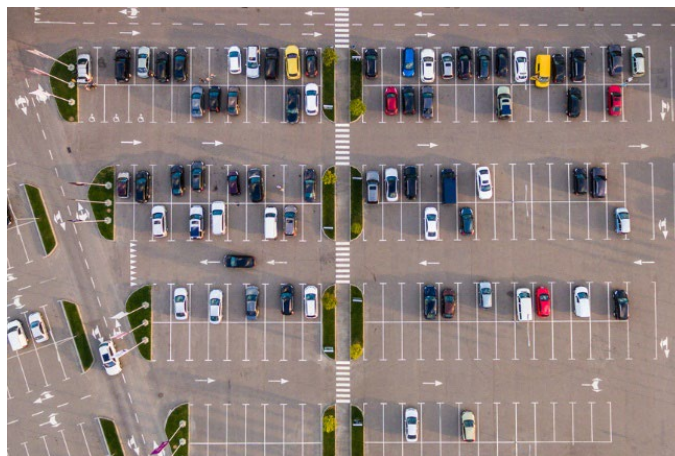
CRITERIA 1: *Architectural and Design components.* Architecture refers to the architectural elements of exterior building surfaces. Architectural details should be commensurate with the building mass. Design of the building(s) shall consider aesthetics and functionality, including the relationship of the pedestrian with the built environment. The design should consider architectural elements that are characteristic of the surrounding neighborhood.

ANALYSIS: The architectural details contemplated within the elevations, landscape schematics and site plan are commensurate with the building mass and contemplates a design that is within the scale of the surrounding Hillcrest community while providing for substantially enhanced aesthetics and lush landscaping. The proposed residential architectural design represent a robust enhancement to the area by providing for multifamily uses with clean lines and modern elegance near an area that is primarily composed of truck parking and similar industrial uses. The applicant has provided an acceptable level of articulation, building projections and attachments, visual interest, and materiality with regards to the residential architectural design.

With respect to the commercial aspect of the proposed project, the applicant has proposed a fuel station and convenience store at the southeast corner of the site. With this regard, the applicant has met the minimum requirements with regards to the design of the proposed commercial uses. Staff notes, that the intent of the PD zoning district could be greater achieved through a more pedestrian focussed approach to the location of the buildings. Throughout the Technical Advisory Committee review, Staff provided precedent developments (see image below) and discussion on the relocating of the convenience store element to the corner of the parcel to encourage pedestiranization and a strong planning principles.



Further, with respect to the site design of the residential component, staff has requested additional connectivity within the proposed residential surface parking area within the site to accommodate bicycle and pedestrian movement. The following is concept that was provided to the applicant as part of the Technical Advisory Committee review that would achieve a higher level of connectivity through surface parking areas, as intended within a Planned Development district:



FINDING: Consistent. Staff is recommending applicant continue to work with staff to better the bicycle connectivity and pedestrian movements throughout the site throughout the permitting process.

CRITERIA 2: *Compatibility.* The harmonious relationship between existing architectural language and composition and proposed construction, including how each building along the street relates to the whole and the

pattern created with adjacent structures, and the surrounding neighborhood; and with the established and adopted vision for the area.

ANALYSIS: The architecture for the Property promotes a harmonious relationship between the industrial uses to the west and the anticipated development by the City of its office building on the Property. In particular, the architectural language has been crafted to be within the scale of the existing uses while providing for substantially enhanced architectural framework. This architecture is consistent with the vision contemplated by the Park Road Planned Development and is an enhancement of the architecture that currently exists in the surrounding area.

FINDING: Consistent.

CRITERIA 3: *Scale/Massing.* Buildings shall be proportionate in scale, with a height which is consistent with the surrounding structures; and with the established and adopted vision for the area. Building geometries shall reflect a simple composition of basic architectural details in relation to its length, width, height lot coverage, and setting of the structure in context with adjacent buildings.

ANALYSIS: The commercial development is consistent in scale and height with the existing uses nearby. The current height for development within the Park Road PD is 100 feet and the commercial buildings do not currently exceed 39 feet. The building geometries reflect clean lines and modern elegance that present an attractive and appealing design.

FINDING: Consistent.

CRITERIA 4: *Landscaping.* Landscaped areas should contain a variety of native and other compatible plant types and forms and be carefully integrated with existing buildings and paved areas. Existing mature trees and other significant plants on the site should be preserved.

ANALYSIS: Due to the site's brownfield designated and required environmental remediation measures, conservation efforts are limited to the site perimeter (where feasible). On-site conservation is not physically possible, as environmental remediation will require the majority of site to undergo active soil management efforts.

- FINDING:** Consistent. As part of the PD Master Plan, it is envisioned that the site plans will provide net new landscaped areas due to the contamination remediation efforts. The site plans incorporate numerous landscaped areas such as a dog park, courtyard, community pools, several linear parks and substantial open space on both the commercial and residential portions of the subject property.
- CRITERIA 5:** *Design Guidelines Manual.* A Design Guidelines Manual has been adopted which contains recommended approaches to design issues and which is incorporated herein. The Board shall only approve amendments to the Design Guidelines Manual after a public hearing has been held. Public notice requirements shall be by notice in a newspaper of general paid circulation in the City with the notice appearing at least ten days in advance of the public hearing.
- ANALYSIS:** The Park Road PD has a Master Plan Development Guidelines that are consistent with the City's Urban Design Guidelines. For example, the Applicant has a horizontally mixed-use project that promotes local shopping and dining with employment and retail serving establishments near residential uses while also locating buildings to generally frame the peripheral streets.
- FINDING:** Consistent.
- CRITERIA 6:** *Neighborhood specific design review criteria.* The Planning and Development Board is authorized to approve specific design review criteria for identified neighborhoods in the city and to apply the criteria in its review of plans for design approval. The Board shall only approve Neighborhood Specific Design Review Criteria after a public hearing has been held. Public notice requirements shall be by notice in a newspaper of general paid circulation in the city with the notice appearing at least 10 days in advance of the public hearing. This process shall also apply to amendments.
- ANALYSIS:** The design and site plans are consistent with and meet the minimum requirements of the architectural and site design guidelines found in the Master Plan Development Guidelines that are consistent with the City's Urban Design Guidelines. The Park Road PD design and site plan requests include buildings that are aesthetically pleasing and well-integrated within the context of the PD and the surrounding area.
- FINDING:** Consistent.

SITE PLAN

The Technical Advisory Committee (TAC) found the proposed Site Plan compliant with all regulations as set forth in Article 6 of the Hollywood Zoning and Land Development Regulations. Therefore, Staff recommends approval.

The following standards shall be utilized by the Technical Advisory Committee and the Planning and Development Board in the review, evaluation, and approval of all required plans and exhibits:

- A. *Natural Environment.* All proposed development shall be designed in such a manner as to preserve, perpetuate and improve the existing natural character of the site. Existing trees and other landscape features shall, to the maximum extent possible, be preserved in their natural state; and additional landscape features shall be provided to enhance architectural features, to relate structural design to the site, and to conceal unattractive uses. In all instances the city's tree protection, landscaping and all other applicable regulations shall be fully complied with as minimum standards.
- B. *Open space.* Adequate landscaped open space shall be provided which meets the particular needs and demands of the proposed development and all specific zoning district requirements. Legal methods assuring the continued preservation and maintenance of required open space shall be submitted to and approved by the City Attorney. The type and distribution of all open space shall be determined by the character, intensity and anticipated residential or user composition of the proposed development.
 - 1. Passive open spaces (those areas not planned for intensive activity) shall be arranged as to enhance internal spatial relationships between proposed structures, to provide buffers between the project and adjacent less intensive uses, to facilitate pedestrian movements within the development, and to improve the overall visual quality of the site.
 - 2. Active open spaces (those areas containing activities such as playgrounds, tennis courts, swimming pools and other active recreational facilities) shall be located so as to permit easy access to all residents or users within a development. Private recreational facilities and activities within specific projects shall, wherever possible, complement, rather than duplicate, nearby public recreational activities.
- C. *Circulation and parking.* All circulation systems and parking facilities within a proposed development shall be designed and located in such a manner as to comply with the following:

1. A clearly defined vehicular circulation system shall be provided which allows free movement within the proposed development while discouraging excessive speeds. Said systems shall be separated insofar as practicable from pedestrian circulation systems. Pavement widths and access points to peripheral streets shall be provided which adequately serve the proposed development and which are compatible and functional with circulation systems outside the development.
 2. Whenever possible in proposed residential developments, living units should be located on residential streets or courts which are designed to discourage nonlocal through traffic.
 3. Off-street parking areas shall be provided which adequately accommodate maximum vehicle storage demands for the proposed project and are located and designed in such a manner so as to conveniently serve the uses to which they are accessory and not create incompatible visual relationships.
 4. Safe and efficient access to all areas of the proposed development shall be provided for emergency and service vehicles, as required by the Florida Building Code in effect in Broward County, Florida, as revised from time to time.
 5. Sidewalks shall be provided as required by the city regulations.
 6. Handicapped Accessibility shall be provided as required by all applicable regulations.
- D. *Community services and utilities.* All proposed developments shall be designed and located in such a manner as to insure the adequate provision, use and compatibility of necessary community services and utilities.
1. An adequate sanitary sewer collection system including all necessary extensions and connections, shall be provided in accordance with city standards for location and design. Where necessitated by the size of the development and/or by the unavailability of city treatment facilities, sanitary sewage treatment and disposal systems must be provided in accordance with city and state standards and regulations.
 2. An efficient solid waste collection system, including the provisions of an adequate number of properly screened local receptacles in locations which afford maximum use and collection convenience, shall be provided in accordance with all applicable city standards.
 3. A well designed internal system for fire protection, including the provisions of an adequate number of properly located fire hydrants and an efficient access arrangement for emergency fire vehicles, shall be provided to insure the safety of all persons within the project.

- E. *Building and other structures.* All buildings and structures proposed to be located within a development shall be oriented and designed in such a manner as to enhance, rather than detract from, the overall quality of the site and its immediate environment. The following guidelines shall be followed in the review and evaluation of all buildings and structures:
1. Proposed buildings and structures shall be related harmoniously to the terrain, other buildings and the surrounding neighborhood, and shall not create through their location, style, color or texture incompatible physical or visual relationships.
 2. All buildings and structures shall be designed and oriented in a manner insuring maximum privacy of residential uses and related activities both on the site being developed and property adjacent thereto.
 3. All permanent outdoor identification features which are intended to call attention to proposed projects and/or structures shall be designed and located in such a manner as to be an integral part of the total project and/or structural design and shall not exceed a size and scale necessary for the recognition from vehicles moving along adjacent streets at prescribed legal speeds.
- F. *Level of service standards.* For the purpose of the issuance of development orders and permits, the city has adopted level of service standards for public facilities and services which include roads, sanitary sewer, solid waste, drainage, potable water, and parks and recreation. All applicants are required to prove concurrency pursuant to the City's Comprehensive Plan and F.S. Chapter 163, as amended from time to time.
- G. *Other requirements.* Requirements and recommendations as provided in the city tree and landscape regulations shall be observed as will the requirements of all applicable standards and regulations.

Based on the findings noted above, Staff recommends the Planning and Zoning Board, acting as the Local Planning Agency, forward a recommendation of approval for the Design and Site Plan applications 23-JDP-86a & 23-JDP-86b, with staff recommendations outlined on page 1 of this report.

ATTACHMENTS:

Attachment A:	Application Package
Attachment B:	Master Development Plan
Attachment C:	Land Use and Zoning Map
Attachment D:	Community Outreach Package