

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

DATE: November 14, 2023 **FILE:** 23-DPS-03

TO: Planning and Development Board

VIA: Anand Balram, Planning Manager

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

SUBJECT: Special Exception, Design and Site Plan Review for the New Police Headquarters and accompanying communication tower at 401 S. Park Road

REQUEST:

Special Exception, Design and Site Plan Review for a 98,899-squarefoot, 3-story public facility (Police Headquarters) and accompanying communication tower (401 S. Park Road).

RECOMMENDATION:

Forward a recommendation to the City Commission as follows:

Special Exception: Approval.

Design: Approval, if Special Exception is approved.

Site Plan: Approval, if the Design is granted.

REQUEST

The Applicant is proposing a non-residential civic development requiring Special Exception, Design and Site Plan approval for a 98,899-squarefoot facility. The subject property is zoned Government Use (GU) and has a land use designation of 'Parks and Open Space' on the Future Land Use Map. The property is approximately 3.675 acres in area with frontages onto South Park Road to the west and Entrada Drive to the east and is located immediately south of the existing Police Headquarters facility.

The proposed 3-story facility is 57 feet in height with the supporting communication tower at 264 feet in height. The proposal includes a 4-level parking garage (this portion of the design is under an alternate agreement that would reduce the scope of the garage to 3 levels, if required) that houses 366 parking spaces located to the south (interior) of the site. The public entrance is located along South Park Road at the intersection of a new proposed service road. The proposed development has three vehicular access

points: (1) from South Park Road, (2) the new proposed service roadway, and (3) an emergency access from Entrada Drive.

Architectural elements of the facility include a contemporary civic design with richly detailed precast concrete exterior using Art Deco design cues to maintain a human scale to the building. The main public entrance is marked by a large two-story public lobby, which is easily identifiable from the street public parking. Furthermore, the design uses landscaping to enhance the property and soften the transition between the building and its context. Wherever possible, existing mature plantings (trees) are maintained and integrated into the design.

The Applicant has worked with Staff to ensure that all applicable regulations are met and has worked extensively with the Engineering Division to ensure that vehicular circulation is adequate. Development of this site enhances the neighborhood, encourages redevelopment of the area, and provides a model for development within the community.

BACKGROUND

The proposed development is located on lands zoned for Government Use within the Parks and Open Space Land Use designation within the City's policy framework and designated Recreation and Open Space on the BrowardNext County Land Use Plan. To enable this development, the City has undergone the process of amending the Comprehensive Plan to align with the Broward Next Plan in enabling civic uses within lands designated open space and recreation. This amendment was adopted by the City Commission on September 20, 2023 and was subsequently transmitted to the State for review. Upon the State's completion of its review, the text amendment will be submitted to Broward County for recertification.

The purpose of the Government Use (GU) zoning district is to accommodate lands owned, leased, or operated by a governmental agency. The GU zone has fewer zoning controls with regards to height, setback, and densities than traditional districts. The purpose of these zoning controls is to permit a greater amount of flexibility by removing some of the detailed restrictions of conventional zoning. Notably the primary zoning control for the GU zone requires any building or use to receive a Special Exception when adjacent to single family, RM-9, RM-18 or RM-25 zoning districts. It is important to note that the Supplemental Use Regulations of Section 4.22(D) of the Zoning and Land Development Regulations, is understood to be applicable to communication tower uses where such use is the primary use of the property and not in scenarios such as the proposed development where the communication tower is an accessory use to the police headquarters.

The overarching intent of the GU zone is to enable the removal of barriers and restrictions for developments that directly uphold the public interest. Furthermore, through the application of the Special Exception process, developments within the GU zone adjacent to single family dwellings (such as this project) are subject to increased oversight and public comment to ensure impacts to adjacent lands are mitigated.

PROJECT INFORMATION

Owner/Applicant: City of Hollywood
Address/Location: 401 S. Park Road
Net Size of Property: 160,106 (3.675 acres)
Land Use: Parks and Open Space
Zoning: Government Use (GU)
Present Use of Land: Open and Recreation Space (ORS)
Year Built: 1968 (Broward County Property Appraiser)

Gross Floor Area: 98,899 sq. ft.
Parking: 366 spaces

ADJACENT LAND USE

North: General Business (GBUS)
South: Medium (16) Residential (MRES)
East: Low (5) Residential (LRES)
West: General Business (GBUS)

ADJACENT ZONING

North: Commercial (C-2)
South: Trailer Park District (TD)
East: Residential (RS-2)
West: Commercial (C-2)

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 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: *Increase participation and promote the expansion of cultural and educational programs.*

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

The proposed development and use are consistent with the above policies by promoting the best use of land, while taking into consideration the surrounding properties and making the necessary improvements in order to help mitigate any possible impacts which may occur.

CONSISTENCY WITH THE COMPREHENSIVE PLAN

Land Use Element

This project is located in the Community Facility Land Use area which is characterized by educational, uses, hospitals, fire stations, libraries, etc. The goal of the Land Use Element is to *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*. The surrounding community has a mix of residential, office and other commercial uses.

Policy 4.5: *Maintain the City of Hollywood Zoning Map and Zoning and Development Regulations that provide for compatibility of adjacent land uses by rezoning or strengthening buffering requirements between land uses.*

Policy 2.3: *The City shall continue to expend funds to maintain existing facilities and services at their existing capacity and level-of-service.*

The goal of the Capital Improvement Element is to undertake actions necessary to adequately provide needed public facilities to all residents within the jurisdiction of the City of Hollywood in a manner which protects investments in existing facilities, and promotes orderly compact urban growth.

The proposed project achieves the Goals and Objectives outlined in the Land Use Element by redeveloping parcels in order to provide a state-of-the-art safety facility. Furthermore, as stated in the Capital Improvements Element, the proposed project will allow for a needed facility to serve the entire community within the City of Hollywood. Once completed, the Police Headquarters will provide publicly accessible spaces in and outside of the building, along with an improved level of service and visibility for.

APPLICABLE CRITERIA

Analysis of Criteria and Findings for a Special Exception as stated in the City of Hollywood Zoning and Land Development Regulations, Article 3.

CRITERIA 1: The proposed use must be consistent with the principles of the City's Comprehensive Plan;

ANALYSIS: The Comprehensive Plan's Land Use element intent is to promote a distribution of land uses that will enhance and improve the residential, business, resort, and natural communities while allowing landowners to maximize the use of their property. The comprehensive plan speaks to providing land uses that are compatible one to another. The new proposed facility is being proposed in the immediate vicinity of the existing Police Headquarters. This strengthens the police force's ability to be located in a centralized location essential to equitably serve all citizens of the City of Hollywood. Approval for the Special Exception will permit the Applicant to better meet the needs of the City's police department, improving the quality of service to its community.

FINDING: Consistent.

CRITERIA 2: The proposed use must be compatible with the existing land use pattern and designated future uses and with the existing natural environment and other real properties within the vicinity;

ANALYSIS: The proposed development is consistent with the existing and Future Land Use. The Parks and Open Space Land Use allows for uses such as governmental administration, police and fire stations. Surrounding land uses consist of low to medium residential areas which necessitate facilities as the police station being proposed. It is further noted that the proposed facility is being located south of the existing Hollywood Police Headquarters and as a result the applicant's request is in keeping with the existing character of the surrounding neighborhood. As such, the requested Special Exception is compatible with the surrounding land use pattern.

Furthermore, the proposed location of the new headquarters creates prime development potential for the remaining parcel by creating a single large parcel fronting on Hollywood Boulevard. The consolidated site, once the old headquarters building is demolished, will provide greater flexibility to bring amenities and compatible uses to the surrounding community.

FINDING: Consistent.

CRITERIA 3: That there will be provisions for safe traffic movement, both vehicular and pedestrian, both internal to the use and in the area which will serve the use;

ANALYSIS: Access to the site has been designed to ensure safe traffic movements for all users. Public access to the site is provided along the northern entrance road, with ADA accessible parking, bike racks for cyclists, and pedestrian access connected to existing pedestrian paths in the area. The staff entrance is separate from the public access area and from the service entrance, ensuring the ability for staff to access and leave the site efficiently without impacting public access to the site. All service vehicles will access the building and communications tower from the new public driveway, which connects to South Park Road and is located away from the residential neighborhood to the east. Access to the tower is located at the service entrance and is separated from pedestrian traffic.

FINDING: Consistent.

CRITERIA 4: That there are setbacks, buffering, and general amenities in order to control any adverse effects of noise, light, dust and other potential nuisances;

ANALYSIS: There are no required setbacks in the GU zone, except those imposed by the City Commission upon recommendation of the PDB and the Florida Building Code.

Landscaped stormwater retention ponds and new trees along the site perimeter have been designed to enhance the residential buffer to the east. The

headquarters building, tower and parking garage have been designed with larger setbacks than required to further separate the site from the residential condominiums across South Park Road, the golf course to the south, and future development to the north. The replacement radio tower is located towards the center of the overall site mitigating adverse effects to existing and future adjacent uses.

The new Police Headquarters building and tower are not anticipated to create noise, dust, or other potential nuisances.

FINDING: Consistent.

CRITERIA 5: The proposed use, singularly or in combination with other Special Exceptions, must not be detrimental to the health, safety, or appearance of the neighborhood or other adjacent uses by reason of any one or more of the following: the number, area, location, height, orientation, intensity or relation to the neighborhood or other adjacent uses;

ANALYSIS: The use of the facility will not be detrimental to the health, safety, or appearance of the neighborhood. The intent of this facility is to provide better service to the community by utilizing modern technology to better serve the public.

The site and landscape design, building massing, and architectural design components, including the Radio Tower, work together to create a harmonious relationship between the existing built environment and the new police headquarters. The proposed building and garage heights are similar to the height of the existing police headquarters building.

Approval of the tower will not be detrimental or injurious to the health, safety, and general welfare of persons working or residing within its vicinity. The new tower will be engineered utilizing the latest TIA-222 engineering requirements for safety, and will be safer for the surrounding community than the aging tower that is adjacent to the existing police headquarters building.

FINDING: Consistent.

CRITERIA 6: The subject parcel must be adequate in shape and size to accommodate the proposed use.

ANALYSIS: The 3.67-acre parcel designated for the New Police Headquarters building, garage, and radio tower is adequately sized to allow for all the proposed uses. The new radio tower has been carefully integrated into the site plan of the new headquarters incorporating appropriate setbacks and buffers while maintaining adequate clearance for service access and maintenance.

The property size and building location appropriately allows for the new facility to have the necessary ingress and egress that a facility of this size and nature requires. These include access off of a new public service road, the existing South Park Road and a new emergency entrance/exit from Entrada Drive.

FINDING: Consistent.

CRITERIA 7: The proposed use will be consistent with the definition of a Special Exception and will meet the standards and criteria of the zoning classification in which such use is proposed to be located, and all other requirements for such particular use set forth elsewhere in the zoning code, or otherwise adopted by the City Commission.

ANALYSIS: A Special Exception is defined as *a use that is not generally appropriate in a district, but would be appropriate if it is consistent with the review criteria*. The Government Use District (GU) Purpose states, *any land acquired, owned or leased by the city or any other government entity/agency...has greater flexibility by removing some of the detailed restrictions of conventional zoning*. Any building or uses are required to receive additional oversight and review when adjacent to a single family, RM-9, RM-18 or RM-25 district; which in this case the property is adjacent to a single family neighborhood to the east. The proposed development underwent the review of the Technical Advisory Committee and was found compliant with all pertinent city, county, state, and federal regulations.

FINDING: Consistent.

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 proposed development offers a design that can be seen as a positive example for civic developments including several public open spaces. The main building is configured in an L-Shape screening the views of the staff parking garage and secure site areas, such as the sally court, and service functions. Along the public way, the building conveys a sense of openness with large areas of glazing intended to invite the public in and integrate natural lighting into the building. The main public entrance is marked by a large two-story public lobby, which is easily identifiable from the street public parking. A large, reconfigurable community room is situated off the main entrance. This space is intended to

host community briefings and events to create additional interactions between the neighborhood and the police.

FINDING: Consistent.

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 architectural styles and elements of the proposed development do not exhibit architectural features and styles that are insensitive and incompatible to the surrounding neighborhood. The design is not intrusive to the neighborhood and utilizes styles and elements found throughout; it introduces publicly accessible spaces to the community to establish the building as a public asset. The applicant provides that the site features, such as the landscaped stormwater retention ponds and future linear park, blend and enhance the surrounding streetscape. Building massing is consistent with the surrounding conditions and anticipates new development.

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: There are no height limits with GU Zoning; however, the new police station is consistent with surrounding buildings and will keep the similar architectural style while providing more privacy by protecting the adjacent residential district.

The applicant has worked with City staff to establish a building massing that anticipates future development to the north of the headquarters site (the existing police headquarters site). The buildings are appropriately scaled to transition from the three- and four-story commercial and multi-family residential buildings on South Park Road to the single-family residential community to the east.

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:	The proposed landscape helps articulate the property and enhance the design of the buildings. A variety of native plants and trees are proposed, along with an architectural feature of vertical hanging plants and a roof garden. The Applicant states "The single-family residential neighborhood to the east will be buffered by landscaped stormwater management retention ponds along Entrada Drive. Wherever possible, existing mature plantings (trees) are maintained and integrated into the design."
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 on August 15, 2021. Therefore, Staff recommends approval, with the conditions listed on page one of this report.

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.

ATTACHMENTS

Attachment A: Application Package
Attachment B: Land Use and Zoning Map