

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

DATE: November 10, 2025 **FILE:** 25-CSV-58

TO: Historic Preservation Board

VIA: Anand Balram, Assistant Director/Chief Planner

FROM: Carmen Diaz, Planner III

SUBJECT: Certificate of Appropriateness for Design for a new non-residential building, a Special Exception to build a religious building, pursuant to Section 5.3.G(2), and two Variances to reduce the required north and west building setbacks, pursuant to Section 4.1.G. located at 1434 Monroe Street within the Historic Multiple Property Resource Listing District.

REQUEST:

Special Exception: To establish a religious building in a residential zoning district RS-6 (The Mikvah)

Variance 1: To reduce the required north setback (front) from 50'-0" to 25'-0"

Variance 2: To reduce the required west setback (side) from 25'-0" to 10'-0"

Certificate of Appropriateness for Design: Construction of a new non-residential building

RECOMMENDATION:

Special Exception: Approval, with a condition:

1. A covenant running with the land that holds the City harmless against any claims arising from accidents as a result of the proposed two-way drive aisle, in a form acceptable to the City Attorney, shall be submitted prior to the issuance of a Building Permit and recorded in the Public Records of Broward County, by the City of Hollywood, prior to the issuance of a Certificate of Occupancy (C/O) or Certificate of Completion (C/C).

Variance 1: Approval

Variance 2: Approval

Certificate of Appropriateness for Design: Approval

BACKGROUND

The existing house on site was built approximately in 1949 based on BCPA information. The house was built in a Mid-Century Modern architectural style. *This period often sought to use the method of construction as a design expression.* This house is not a contributing element in the Historic District, and it does not have a Historic Site Master File. The Applicant is proposing to demolish the existing building and build a new building to accommodate the religious use.

The subject property is located within the Single-Family zoning district of RS-6 of the Zoning and Land Development Regulations. The main permitted uses are single family detached dwelling, with the following uses listed as permitted by way of special exception:

- Educational facilities,
- Places of worship,
- Meeting halls and similar nonprofit uses and
- Ham radio antennas (See Section 4.1.G).

The main permitted use and special exception uses were established by Ordinance 94-14 in April 1994. It is important to note that the American Planning Association defines a special exception as *a land use permitted by a zoning ordinance, subject to specific conditions and approval by a designated body. The intent is to allow uses that are desirable or necessary in certain districts if they can be made compatible through the imposition of reasonable conditions.* The Zoning and Land Development Regulations in Section 2.2 defines Special Exception, *a use that is not generally appropriate in a district, but would be appropriate if it is consistent with the review criteria listed for Special Exception, Section 5.3.G.*

REQUEST

The Applicant is requesting a Special Exception to allow the establishment of a religious building, used specifically for the religious use of a mikvah. The applicant describes a Mikvah as *a Jewish ritual pool used for full-body immersion to achieve spiritual purity*, often associated with religious transitions such as conversion, and traditionally used by women after menstruation or childbirth. According to the Applicant's business plan, the mikvah will feature eight baths and operate by appointment only, ensuring controlled and limited daily use.

The Applicant is requesting two variances in conjunction with the Special Exception to enable the construction of the religiously affiliated facility. First, a variance to reduce the required front setback from 50 feet to 25 feet. Second, a variance to reduce the interior side setback from 25 feet to 10 feet.

The final request is for a Certificate of Appropriateness for Design for a new one-story, approximately 2,500-square-foot building in a contemporary architectural style. In coordination with City staff, the Applicant has made several design modifications to improve compatibility with the surrounding residential context. These include increasing the number of window openings, enhancing the landscaping around the building, and relocating parking to the rear of the site to reduce its visibility from the street. The result is a structure that maintains a contemporary design while incorporating residential design elements to better integrate into the neighborhood.

Staff notes throughout the review process, staff were deliberate in balancing the applicant's proposed use as a place of worship with the established residential character of the surrounding neighborhood. Recognizing the sensitivity of introducing a religious use within a low-density residential context, staff

worked closely with the applicant to evolve the project's design from an institutional-oriented form to one that reflects the scale, massing, and architectural cues of a single-family residence.

The building's design has been purposefully articulated to read as a residential home from the public right-of-way. Parking areas have been located toward the rear of the property to minimize visual and functional impacts on adjacent properties and maintain a pedestrian-oriented streetscape. Landscaping and site features were similarly designed to reinforce this residential appearance and soften the transition between the subject property and neighboring homes.

While the interior has been configured to accommodate the operational needs for a religious use, based on the proposed design of the exterior, with some investment the interior could be reverted to a single-family home. The building retains a layout and structure that could be reasonably adapted in the future for single-family residential use or another compatible low-intensity purpose, thereby preserving long-term flexibility and investment value within the neighborhood.

SITE INFORMATION

Owner/Applicant:	Shloime Nelken and Chaya Posner
Address/Location:	1434 Monroe Street
Net Size of Property:	10,915 sq. ft. (0.25 Acres)
Land Use:	Low Residential (LRES)
Zoning:	Single-Family Residential (RS-6)
Existing Use of Land:	Residential

ADJACENT LAND USE

North:	Low Residential (LRES)
South:	Low Residential (LRES)
East:	Low Residential (LRES)
West:	Low Residential (LRES)

ADJACENT ZONING

North:	Single Family Residential (RS-6)
South:	Single Family Residential (RS-6)
East:	Single Family Residential (RS-6)
West:	Single Family Residential (RS-6)

CONSISTENCY WITH THE COMPREHENSIVE PLAN

Within the Comprehensive Plan, the primary 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 the land owners to maximize the use of their property.*

The proposed design is consistent with the scale and massing of the adjacent neighborhood, while allowing the Applicant to maximize the area of his/her property.

In addition, the City's Comprehensive Plan recognizes that within residential areas, a variety of complementary and supportive uses are permitted, including dwelling units, hotels, motels, and transient lodgings, as well as community facilities such as schools, day care centers, churches, clinics, nursing

homes, rehabilitation centers, governmental facilities, libraries, and civic centers. The relevant policy states:

“The following uses are allowed within residential areas to the degree and extent permitted by the applicable zoning regulations: ...

5. Community facilities designed to serve the residential area such as schools, day care centers, churches, clinics, nursing homes, rehabilitation centers, governmental administration, police and fire protection facilities, libraries, civic centers, hospitals, and cemeteries.”

CONSISTENCY WITH THE CITY-WIDE MASTER PLAN:

The proposed Special Exception is 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.*

APPLICABLE CRITERIA

Analysis of Criteria and Findings for Special Exception to establish a religious building as stated in the City of Hollywood’s Zoning and Land Development Regulations, Article 5.3(G)(2)

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

ANALYSIS: The Land Use Element of the City’s Comprehensive Plan is intended to promote a balanced distribution of land uses that enhances the quality and character of residential, commercial, resort, and natural areas, while also allowing property owners to reasonably maximize the use of their land. As a small-scale religious facility located within walking distance of nearby residential areas, the project serves as a neighborhood religious use that complements the surrounding development pattern. The mix of residential and low intensity religious use in Hollywood Lakes enhances local convenience and strengthens community identity. Accordingly, the proposal is consistent with the intent and guiding principles of the Comprehensive Plan.

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 use requires approval of a Special Exception because religious facilities are not permitted by right within single-family residential zoning districts. While the district is primarily residential, Special Exception can include a mix of supporting uses that contribute to the needs of the broader community.

In the Hollywood Lakes area, there are other religious buildings such as the Chabad at 1350 Harrison Street or the Romanian Baptist Church at 1542 Harrison Street. The proposed mikvah use will operate by appointment only, with a maximum of eight users per day, ensuring a low-intensity, controlled use. Given the transitional character of the area and the limited scale of the operation, the proposed Special Exception is compatible with the surrounding land use pattern and consistent with the evolving mix of residential and supportive community uses in the vicinity.

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: As previously noted, the Applicant is providing five off-street parking spaces, all of which will be located at the rear of the building to minimize visual impact and maintain a residential streetscape. The Division of Engineering, Transportation, and Mobility has also determined that a traffic study was not required due to the size of the building and the proposed operations. Although the proposed mikvah is a non-traditional place of worship, the City's Zoning and Land Development Regulations specify parking standards for places of worship, which provide the most comparable basis for determining parking requirements. Pursuant to this standard, parking is calculated based on the area of the largest assembly or gathering space. The applicant's largest interior room measures approximately 216 square feet, which equates to a parking requirement of four (4) spaces under the applicable formula. The applicant is providing five (5) parking spaces, thereby exceeding the minimum requirement. Based on this interpretation, and consistent with the intent of the Code, the proposed parking supply satisfies the requirement and is appropriate for the size, intensity, and function of the proposed religious use. The proposed site plan includes a dedicated parking area that meets this requirement. In addition, sidewalks and pedestrian pathways will connect the parking area to the main entrance, ensuring safe and accessible pedestrian circulation throughout the site.

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: As previously stated, the proposed mikvah use is for private bathing or showering associated with a religious ceremony. Each bath is used individually, with only one person occupying a bath or shower at a time, ensuring a quiet and discreet operation. The nature of the use generates minimal noise and activity, contributing to compatibility with the surrounding residential environment. The requested variances related to building setbacks are not expected to negatively impact the neighborhood. While the Special Exception standards require stricter setbacks, the proposed structure complies with the standard setbacks permitted for new single-family homes. In addition, City staff recommended enhanced landscaping around the building and throughout the site to further soften the

building's appearance, improve buffering, and enhance integration with the neighborhood.

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 reasons 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 proposed use will be located within a newly constructed building, allowing for careful consideration of the height, orientation, and placement to ensure it is not detrimental to the health, safety, or welfare of the surrounding community. The one-story design, residential scale, and thoughtful site layout contribute to neighborhood compatibility. Furthermore, the proposed interior and exterior improvements are expected to enhance the value of the property and provide a positive contribution to the surrounding neighborhood through quality design and appropriate site development.

FINDING: Consistent.

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

ANALYSIS: The subject parcel is of sufficient shape and size to accommodate the proposed mikvah. The requested variances will permit the construction of a one-story building designed to house the ritual baths and support related services for the community.

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 religious facility is a use which is allowed only by Special Exception. A Special Exception is defined as a use not generally appropriate in a district but would be appropriate if it is consistent with the review criteria listed for Special Exceptions. As the RS-6 Zoning District allows these facilities to be approved by Special Exception, and institutional uses are allowed within the General Business Land Use the use is appropriate at this location. The proposed use and Site Plan meet all other Zoning requirements regarding parking, landscaping, and adequate buffering. Therefore, the proposed use is consistent with the criteria.

FINDING: Consistent.

Analysis of Criteria and Findings for Variances as stated in the City of Hollywood Zoning and Land Development Regulations, Article 5.5.J.1

Variance 1: To reduce the required setback on the north side from 50'-0" to 25'-0" pursuant to Section 4.1.G

Variance 2: To reduce the required setback on the west side from 25'-0" to 10'-0" pursuant to Section 4.1.G

CRITERIA 1: That the requested Variance maintains the basic intent and purpose of the subject regulations, particularly as it affects the stability and appearance of the city.

ANALYSIS: The new design remains compatible with the surrounding neighborhood and upholds the basic intent of the setback regulations. The south façade, which fronts a cross street, is subject to a 10-foot setback requirement. However, both the existing rear building and deck currently encroach into this setback and are legally non-conforming. The proposal seeks to follow this existing non-conforming setback by reconstructing the ground-floor deck and extending the third-floor balcony in alignment with the previous footprint. This approach preserves the established spatial relationship of the building to its surroundings and ensures consistency with adjacent properties.

FINDING: Variance 1 and Variance 2 are consistent

CRITERIA 2: That the requested Variance is otherwise compatible with the surrounding land uses and would not be detrimental to the community.

ANALYSIS: The proposed setbacks on the north (front) and west (side interior) property lines meet what would typically be required for a new single-family residence. The front setback meets the minimum requirement, while the side interior setback is more generous than that required for a single-family dwelling. As such, the proposed variances are consistent with and compatible with the character of the surrounding neighborhood.

These increased setback requirements apply only to new buildings developed under a Special Exception in single-family zoning districts. For comparison, a typical single-family house in the same zoning district would only require a 25-foot front setback and a 7.5-foot interior side setback minimum. The requested variances would bring the proposed building's setbacks closer to those required for standard residential development and are intended to promote better compatibility with the surrounding neighborhood character.

FINDING: Variance 1 and Variance 2 are consistent

CRITERIA 3: That the requested Variance is consistent with and in furtherance of the Goals, Objectives and Policies of the adopted Comprehensive Plan, as amended from time to time.

ANALYSIS: The requested variance supports the development of the property as a religious institution, aligning with the Comprehensive Plan's goals of fostering community use, promoting reinvestment, and revitalizing underutilized sites. Although the proposal does not meet the setbacks required for a Special Exception, it adheres to the setback standards applicable to single-family residences in the RS-6 zoning district. Approving the variance would encourage reinvestment and activate a currently underutilized site, consistent with the Comprehensive Plan's emphasis on neighborhood revitalization, adaptive reuse, and reinvestment in established communities.

FINDING: Variance 1 and Variance 2 are consistent

CRITERIA 4: That the need for requested Variance is not economically based or self-imposed.

ANALYSIS: The requested variances are not the result of an over-scaled or improperly sized design but are instead a direct response to the physical limitations and configuration of the parcel. The site's size, orientation, and relationship to adjacent properties make it challenging to achieve a functional layout that meets all dimensional standards while also maintaining appropriate parking, circulation, and architectural rhythm. Importantly, the requested relief has been evaluated not only under the variance criteria but also through the Certificate of Appropriateness for Design findings related to Integrity of Location, Design, Setting, Materials, Workmanship, and Association, as well as the City's Urban Design Guidelines. These collective reviews demonstrate that the proposed design results in a more contextually appropriate and harmonious development, consistent with the intent of the zoning district and the City's adopted design principles. Rather than representing an over-intensification, the variances allow the site to be right sized to its context, enabling redevelopment that respects the surrounding character while achieving compliance with modern functional and accessibility standards. The relief requested therefore serves a design and contextual purpose, not an economic or self-imposed one.

FINDING: Variance 1 and Variance 2 are consistent

CRITERIA 5: That the Variance is necessary to comply with state or federal law and is the minimum Variance necessary to comply with the applicable law.

ANALYSIS: Not applicable

Analysis of criteria and finding for Certificate of Appropriateness of Design as stated in the City of Hollywood's Zoning and Land Development Regulations, Article 5.5.F.1.

CRITERION: INTEGRITY OF LOCATION

ANALYSIS: Design Guidelines recommend maintaining consistent spacing and setbacks and further state new construction should be compatible with existing buildings. The

concept of scale pertains not only to the proportional relationship of building components to the human body but also to their contextual relationship with adjacent structures, the streetscape, and the broader environment. The proposed design preserves a massing that aligns with the existing structures in the area while introducing a refined, contemporary interpretation. The design contributes to an enhanced visual experience along Monroe Street.

FINDING: Consistent.

CRITERION: DESIGN

ANALYSIS: The Historic District Design Guidelines encourage new construction to be compatible with the character of the surrounding neighborhood, particularly in terms of scale, materials, texture, and color. In this context, “scale” refers both to the relationship of building elements to the human form and to their proportion within the broader streetscape and surrounding built environment. The proposed building reflects a contemporary approach to architecture, incorporating thoughtful and dynamic massing that adds visual interest while remaining sensitive to its context. The architect has intentionally designed the structure to evoke the appearance of a residence, helping it to harmonize with neighboring homes and uphold the district’s historic character.

FINDING: Consistent.

CRITERION: SETTING

ANALYSIS: As stated in the Design Guidelines, “...setting is the relationship of buildings within the Historic District and the surrounding site and neighborhood.” The proposed design demonstrates a successful compatibility between historic, modern, and contemporary architectural elements. The design is thoughtfully articulated, allowing for the inclusion of bold and interesting features without resulting in a building that feels overly intense or incompatible with the surrounding context.

FINDING: Consistent.

CRITERION: MATERIALS

ANALYSIS: Design guidelines emphasize that materials play a crucial role in preserving the fabric and historic character of any district or property. Materials selected for new construction should be compatible in quality, color, texture, finish, and dimension with those found within the historic district. The proposed design incorporates materials such as concrete, stucco, stone, and glass. This selection aligns with the material palette commonly used in contemporary buildings in the Historic Hollywood Lakes District, ensuring consistency with the area’s architectural character.

FINDING: Consistent.

CRITERION: WORKMANSHIP

ANALYSIS: The proposed design is consistent with current workmanship styles and methods and does not imitate or copy any existing style or period while complying with all regulations and it fits within the neighborhood's character.

FINDING: Consistent.

CRITERION: ASSOCIATION

ANALYSIS: Design Guidelines recommend maintaining consistent spacing and setbacks and further state new construction should be compatible with existing buildings... Within the context of historic preservation, elements of design such as massing, scale and rhythm reflect architectural style as well as the richness of the historic district. The proposed design is consistent and compatible with the surrounding areas.

FINDING: Consistent.

CONCLUSION

The proposed project is a compatible and well-designed redevelopment that fulfills the intent of the Zoning and Land Development Regulations, Comprehensive Plan, and Urban Design Guidelines. The Special Exception for a religious facility is modest in scale and operation, consistent with the residential character and community-serving uses envisioned in the Comprehensive Plan. The requested Variances are necessary to achieve a functional layout on a constrained parcel and align the project with the established residential rhythm. The Certificate of Appropriateness for Design confirms that the proposal meets the Historic District Design Guidelines in terms of scale, materials, and setting. Staff finds the request consistent with all applicable review criteria and recommends approval of the Special Exception, Variances, and Certificate of Appropriateness for Design, subject to the conditions outlined in this report.

ATTACHMENTS

ATTACHMENT A: Application Package

ATTACHMENT B: Aerial Map