

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

DATE: November 14, 2019 **FILE:** 19-DPS-45

TO: Planning and Development Board

VIA: Leslie A. Del Monte, Planning Manager

FROM: Alexandra Guerrero, Principal Planner

SUBJECT: Florida Conference Association of Seventh-Day Adventists, requests a Special Exception, Design, and Site Plan for an approximate 11,000 sq. ft. School (grades 9-12) accessory to a Place of Worship, and with an accessory parking garage (Broward Academy).

REQUEST

Special Exception, Design, and Site Plan for an approximate 11,000 sq. ft. School (grades 9-12) accessory to a Place of Worship, and with an accessory parking garage (Broward Academy).

RECOMMENDATION

Special Exception: Approval, with the following conditions:

- a. Student capacity shall not exceed 150 students at any time;
- b. Grades shall be limited to 9th through 12th;
- c. Applicant shall market exclusively to Hollywood residents including Royal Poinciana, Parkside, and Hollywood Lakes neighborhoods for a minimum of four weeks prior to any marketing for student enrollment to the public-at-large. This marketing shall include a combination of presentation to the civic associations, "open house", flyers, advertising, and community newspapers;
- d. Deliveries shall be coordinated as to not interfere with student arrival or dismissal shifts;
- e. The Applicant on behalf of itself, successors, and/or designee shall annually submit, prior to October 1st, a copy of the Benchmark Day Enrollment Report or equivalent and/or subsequent document;
- f. The Applicant on behalf of itself, its successors, and/or designee, shall submit to the Planning Division or subsequent Division/Department an annual Compliance Report no later than December 1st, showing compliance with all conditions of this approval. The Applicant acknowledges, should any

violations of the conditions be determined, the City will pursue any and all remedies, including, but not limited to, Code Enforcement (the City will seek fines in the amount of \$1,000 per day for first violations and up to \$5,000 per day for repeat violations) and/or an injunction to prohibit the continuing violation(s), subject to Applicant's rights to notice and right to cure under the law;

- g. Parking for special events (for the purposes of this section, special events shall mean any time parents or other visitors and invitees are attending the school for other than pick-up and drop-off purposes) shall be provided and coordinated in the following manner:
 - 1. Special events for the school shall be independent of each other and only one event can take place at any given time;
 - 2. Special events during school hours shall be limited to one grade level. Multi-grade events shall be limited to non-school hours. A Special Event Permit pursuant to Chapter 102 of the Hollywood Code of Ordinances shall be required for all events. The school shall comply with all requirements and/or conditions set forth in the Special Event Permit, which includes but not limited to, off-site parking, police details, etc.;
- h. The Public Safety Director or his/her designee shall have the ability to mandate police detail for arrival and dismissal shifts as deemed necessary;
- i. Any modification to the Traffic Operations Plan or School Circulation functions shall be approved in writing by the City's Traffic Engineer or his/her designee;
- j. School buses shall not be stored on the premises nor in violation of City Code;

Design: Approval.

Site Plan: Approval, if the Special Exception and Design are granted and with the following conditions:

- a. A Unity of Title or Unity of Control, in a form acceptable to the City Attorney, be submitted prior to the issuance of permits and recorded in the Broward County Public Records, by the City of Hollywood, prior to the issuance of Certificate of Occupancy (C/O) or Certificate of Completion (C/C).
- b. The Applicant continue to work with the City and CRA on all streetscape improvements, including hardscapes, landscaping, and lighting details during permitting.

REQUEST

The Applicant requests a Special Exception, Design, and Site Plan for an approximate 11,000 sq. ft. School (grades 9-12) accessory to a Place of Worship, and with an accessory parking garage (Broward Academy). The subject property encompasses an existing place of worship with associated parking just west of the existing structure. The property is just over an acre, with a Land Use of Regional Activity Center (RAC) and a Zoning designation of Federal Highway Medium-High Intensity Mixed-Use District (FH-2).

Today, the Applicant request to incorporate a high school that is associated with the Existing Place of Worship. This is achieved by having the majority of the school functions on the second floor of the existing building as that space is not utilized in its entirety today. To accommodate parking for both uses the Applicant is also constructing a new garage just west of the building which will accommodate approximately 130 parking spaces; the garage will also include a small retail component on the ground floor and a basketball court on the rooftop. Pedestrian connectivity is provided accommodating the students that will park in the garage to have easy access to the school. In addition the Applicant has worked with Engineering regarding the pick-up and drop-off functions for the site.

The design of the proposed garage is contemporary, using simple rectilinear lines and a mesh screening that adds rhythm throughout while adding interest to the façade. At the ground floor aluminum storefront is proposed allowing for an inviting relationship between the sidewalk and the garage/retail space. The landscape plan incorporates an array of native trees, palms, and shrubs while improving the streetscape along Federal Highway and Van Buren Street. The Applicant has worked with Staff to ensure that all applicable regulations are met, and has worked with Engineering to ensure that vehicular circulation is adequate. Development of this site is consistent with the vision for Federal Highway and meets all regulations in the Zoning and Land Use Regulations.

Owner/Applicant:	Florida Conference Association of Seventh-Day Adventists
Address/Location:	1808 Van Buren Street
Net Area of Property:	57,369 sq. ft. (1.32 acres)
Land Use:	Regional Activity Center (RAC)
Zoning:	Federal Highway Medium-High Intensity Mixed-Use District (FH-2)
Existing Use of Land:	Place of Worship/Vacant

ADJACENT LAND USE

North:	Regional Activity Center (RAC)
South:	Regional Activity Center (RAC)
East:	Regional Activity Center (RAC)
West:	Regional Activity Center (RAC)

ADJACENT ZONING

North:	Young Circle Mixed-Use District (YC)
South:	Federal Highway Medium-High Intensity Mixed-Use District (FH-2)
East:	Federal Highway Medium-High Intensity Mixed-Use District (FH-2)
West:	Federal Highway Medium-High Intensity Mixed-Use District (FH-2)

CONSISTENCY WITH THE COMPREHENSIVE PLAN

Located within the Regional Activity Center (RAC), the subject site is surrounded by commercial, single family residential, multi-family residential, and institutional uses. 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*. Redevelopment of this site will expand the mixture of uses in the area; serving the adjacent community as well as the region.

Objective 4: *Maintain and enhance neighborhoods, business, utilities, industrial and tourist areas that are not blighted.*

CONSISTENCY WITH THE CITY-WIDE MASTER PLAN

The project is located in Sub-Area 2, defined by the Intracoastal Waterway to the east, Dixie Highway to the west, Sheridan Street to the north, and Pembroke Road to the south. This area includes the residential neighborhoods of Parkside, Royal Poinciana and Hollywood Lakes. 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 City-Wide Master Plan recognizes the need for a mix of uses along the corridors. The proposed project is consistent with the 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.46: *Place emphasis on redevelopment along the major highway corridors; SR 7, US 1, Dixie Highway, Hollywood Boulevard and A-1-A by limiting expansion of residential areas, and deepening industrial and commercial zones to increase tax revenues.*

APPLICABLE CRITERIA

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

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

ANALYSIS: The property is located within the Regional Activity Center and is surrounded by a mix of uses. The goal of the Land Use Plan is to promote and attract uses that will enhance and improve locations which include neighborhood uses. The proposed project provides an educational facility for the surrounding area. As stated by the Applicant, "...The proposed use is consistent with the Comprehensive Plan's discussion of Permitted uses in the Area Designated

Regional Activity Center, whose major purposes are to facilitate multi-use and mixed-use development, encourage mass transit, reduce the need for automobile travel, provide incentives for quality development, and give definition to the urban form.”

FINDING: Consistent.

CRITERION 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: As stated previously, the property is located within the Regional Activity Center Land Use designation which allows for mixed uses. Surrounding uses include single- and multi-family residential, as well as offices and commercial/retail uses. As such, the requested Special Exception is compatible with the surrounding land use patterns, which are transitional in nature.

FINDING: Consistent.

CRITERION 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: The Applicant has worked with Engineering to ensure that vehicular circulation is adequate and that the pick-up and drop-off operations of the school function in a manner that is safe and efficient. Pedestrian connectivity is provided accommodating the students that will park in the garage to have easy access to the school.

FINDING: Consistent.

CRITERION 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: The subject property will continue its current use as a Place of Worship while introducing a high school as an accessory use. As stated by the Applicant, “The proposed educational use proposed to be located within an existing church building, and accessory parking in a new adjacent parking garage, will observe all required setbacks, and will control all potential external effects of noise and light. No expectation exists of dust or other potential external effects.”

FINDING: Consistent.

CRITERION 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 continuation of the Place of Worship is consistent with surrounding uses and with the vision for the district. Introducing the school use and the accessory garage improves the existing functions of the site. As stated by the Applicant, "The proposed use, enclosed in an existing religious institution, and serviced by parking in a new adjacent structure, is not detrimental to the health, safety or appearance of the neighborhood or other adjacent uses for any reason."

FINDING: Consistent.

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

ANALYSIS: As mentioned the Place of Worship is existing; the footprint of the building is not changing. The Applicant is providing an accessory garage to accommodate both uses proposed, therefore making it an adequate addition to the use.

FINDING: Consistent.

CRITERION 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 school 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 FH-2 zoning district allows schools to be approved by Special Exception, and schools are allowed with the Regional Activity Center Land Use, the school is appropriate at this location. Staff has recommended several conditions to ensure adequate functionality.

FINDING: Consistent.

Analysis of Criteria and Findings for Design as stated in the City of Hollywood 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 design of the proposed garage is contemporary, using simple rectilinear lines and a mesh screening that adds rhythm throughout while adding interest to the façade. At the ground floor aluminum storefront is proposed allowing for an inviting relationship between the sidewalk and the garage/retail space. As

stated by the Applicant, “The detailing of the parking garage screen provides movement and interest that attempts to reduce the impact of the buildings massing. The garage is proposed to be screened with a series of fabric mesh wrapped panels on a hidden aluminum substructure. These panels are colored in varying shades of green and are set at different depths relative to each other to give the façade depth and articulation. The garage is lined on the ground floor with usable spaces which will have full glass store fronts that provide interest for pedestrians.”

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 Design Guidelines state new construction should differentiate itself from neighboring buildings in terms of architectural style while the scale, rhythm, height and setbacks as well as the location of windows, doors and balconies bear some relationship to neighboring buildings and maintain some resemblance of compatibility. There is no predominant architectural style along this corridor. As Federal Highway is a commercial corridor, the proposed development is consistent with the surrounding buildings in scale, massing, and placement.

As stated by the Applicant, “The project’s contemporary design provides a counter point to the existing historic church building. The project incorporates elements borrowed from the art deco and mid-century modern architecture present in the City of Hollywood such as large eyebrows, use of color and façade screening.”

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 four-story garage at approximately 45 feet in height is proportionate in scale with its surroundings. The Applicant states “The scale and massing of the proposed project is consistent with the established vision for the area as set out in the RAC zoning code currently in effect.”

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 Applicant has worked with the City Landscape Reviewer to incorporate a variety of compatible plant types and forms into the design. As stated by the Applicant, “The landscape design incorporates a majority native plant palette which has been closely coordinated with City staff to integrate with the existing infrastructure. Existing trees would need to be relocated and would likely not survive due to their current condition.” The proposed landscape helps articulate the property and enhance the design of the proposed building.

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 October 1, 2019. Therefore, staff recommends approval, if the Special Exception and Design are granted and with the conditions listed on page 1 and 2 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
Attachment C: Correspondence