

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

DATE: August 4, 2026 **FILE:** 25-JVZ-16

TO: Planning and Development Board

VIA: Cameron Palmer, Assistant Director, Chief Planner

FROM: Umar Javed, Planner III

SUBJECT: Recommended approval of a request to rezone the property generally located at 4100 N. Hills Drive and distributed along N. 56th Avenue, N. 46th Avenue, N. 40th Avenue, Keyser Avenue and Greens Road from Country Club (CC) to Planned Development (PD), with modifications, and establish The Club at Emerald Hills Planned Development Master Plan.

REQUEST: RECOMMENDATION FOR THE REZONING OF 166.2 ACRES FROM THE CC (COUNTRY CLUB) ZONING DISTRICT TO THE PD (PLANNED DEVELOPMENT) ZONING DISTRICT FOR THE PROPERTIES GENERALLY LOCATED AT 4100 N HILLS DRIVE AND ESTABLISHING THE PLANNED DEVELOPMENT MASTER PLAN FOR THE SUBJECT PROPERTY INCLUDING VARIANCES RELATED TO SECTION 4.15 E. 3. D. REQUIREMENTS FOR BUILDING SETBACKS, AND MODIFICATIONS TO THE PARKING REQUIREMENTS PURSUANT TO SECTION 4.15 E. 6.; AND AMENDING THE CITY'S ZONING MAP TO REFLECT THE CHANGE IN ZONING DESIGNATION

RECOMMENDATION:

The Planning and Development Board, acting as the Local Planning Agency, forward a recommendation the City Commission for the following, subject to Attachment H, Conditions of Approval:

1. Rezoning

Approval of the rezoning from Country Club (CC) to Planned Development (PD).

- a. Prior to the issuance of Building Permits, the applicant shall submit a Covenant in lieu of a Unity of Title, in a form acceptable to the City Attorney, which provides for the project to be developed and operated pursuant to a plan of development as reflected on the companion Site Plan requests. The applicant shall also provide satisfactory legal documentation, certified by the Department, demonstrating unified control of the entire Planned Development District in accordance with Section 4.15 of the ZLDR. The Covenant shall be recorded in the Broward County Public Records by the City of Hollywood before the issuance of a Certificate of Occupancy (C/O) or Certificate

of Completion (C/C).

1. Prior to the issuance of a building permit, the applicant shall submit agreements, covenants, and/or sureties, in a form acceptable to the City, to ensure ongoing compliance and maintenance of private areas. Successors in title shall be bound by these commitments, and any common open space managed by an association or nonprofit shall comply with Florida law.
2. Variance
Approval of the reduction of the internal and external street building setbacks from to 15', whereas 25' is required to public Right of Ways, if the rezoning is approved.
3. Master Development Plan Guidelines
Approval of The Club at Emerald Hills PD Plan and Development Guidelines, dated June 9, 2026, if rezoning is granted with the following modifications:
 - a. Modifications to the parking requirements pursuant to Section 4.15(6), subject to the final parking standard, supporting operational plan, and conditions approved by the City Commission.

BACKGROUND:

The subject property is The Club at Emerald Hills, an established private golf course and country club generally located south of North Hills Drive, north of Sheridan Street, east of N. 56th Avenue and west of N. Park Road. The property encompasses approximately 166.16 acres and is interwoven with the established Emerald Hills residential community. The existing golf course and clubhouse date to approximately 1968-1970. The course was established in 1969 and subsequently redesigned in 1989. The property remains primarily developed with an 18-hole golf course, clubhouse, lakes, golf course support facilities, internal cart paths, and related recreational improvements.

The current Country Club (CC) zoning district predates the residential future land use designations applicable to portions of the property. The CC district principally accommodates the existing golf course and country club and does not provide a comprehensive framework for implementing the approved residential land use designations, coordinating the geographically dispersed development areas, or establishing project-specific development standards for the property as a whole.

In 2022, First Eagle Management, LLC submitted a Comprehensive Plan amendment application under City File No. 22-L-80. The amendment involved six noncontiguous development parcels distributed along the golf course perimeter, totaling approximately 36.8 gross acres and 33.0 net acres. The request changed the Future Land Use designation of five parcels from Open Space and Recreation (OSR) to Low-Medium (10) Residential (LMRES) and one parcel to Low (5)

Residential (LRES), allowing a maximum of 360 dwelling units while preserving the balance of the golf course property for continued recreational use.

On May 23, 2023, the Planning and Development Board, acting as the Local Planning Agency, recommended approval of the land use amendment with conditions. The City Commission adopted Ordinance No. O-2024-02 on second reading on March 6, 2024. The ordinance amended the City's Future Land Use Map and carried forward two principal conditions: the Low (5) Residential parcel is restricted to two single-family dwelling units, and the clubhouse must remain tied to the operation of the golf course and remain available to golfers during course hours.

The present rezoning is the implementation step contemplated by the approved land use amendment. The request would replace the conventional Country Club zoning with a Planned Development district applicable to the entire property, adopt a unified Master Development Plan and Development Guidelines, preserve the golf course (designated Open Space & Recreation) as the central organizing feature, and provide the regulatory structure for future residential, club, lodging, recreation, open space, and supporting uses. Detailed review of individual development sites, building design, site configuration, parking, landscaping, circulation, and requested variances is provided in the companion Design, Site Plan, PD, and Variance staff report.

REQUEST

The Applicant, First Eagle Management, LLC, is requesting approval to rezone approximately 166.16 acres from Country Club (CC) to Planned Development (PD), to be known as The Club at Emerald Hills Planned Development. The request also includes approval of the PD Master Plan and Development Guidelines and amendments to the City's Zoning Map.

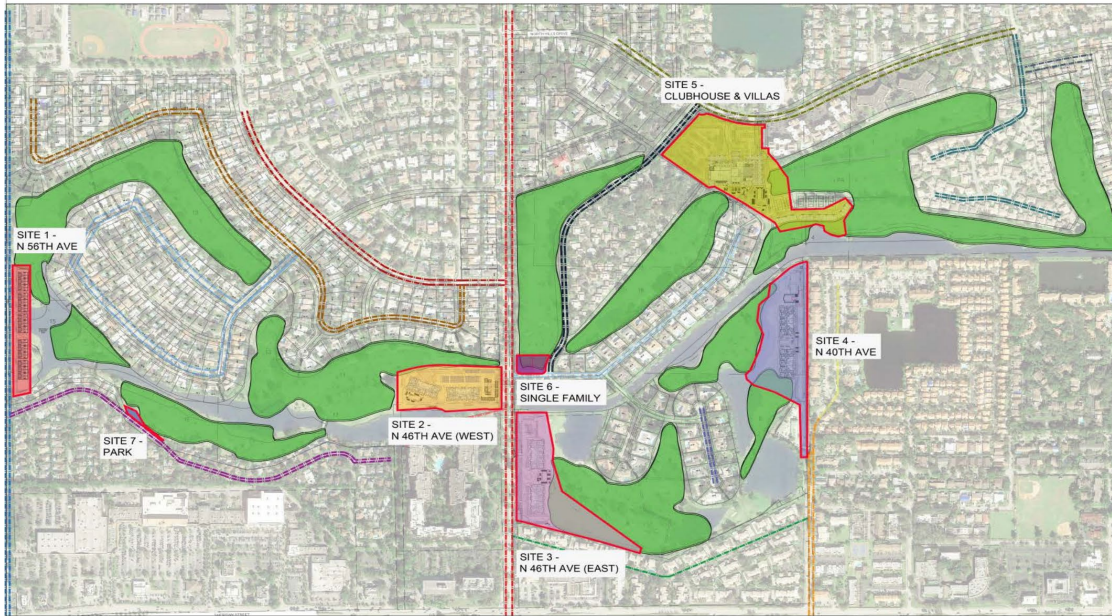
The proposed PD establishes a project-specific zoning framework governing future development throughout the property. At a policy level, the PD permits residential uses authorized by the approved Future Land Use designations; country club, golf course, lodging, recreation, and open space uses; and customary accessory uses. The PD caps residential development at the 360 dwelling units authorized by Ordinance No. O-2024-02, fixes density by the respective Future Land Use parcel, prohibits density transfers between parcels, and retains the golf course as the defining open space and recreational feature of the development.

The Development Guidelines also identify uses that are incompatible with the intended residential and recreational character of the PD, establish development and design standards, address phasing and amenity delivery, and identify limited modifications to otherwise applicable ZLDR parking and peripheral setback requirements. Unless expressly modified by the PD, the standards and procedures of the ZLDR remain applicable.

The proposed Planned Development includes site-specific requests for variances from the building setback requirements of Section 4.15(E)(3)(d) and modifications to the applicable parking requirements pursuant to Section 4.15(E)(6) of the Zoning and Land Development Regulations. These requests are not being evaluated or approved through the present rezoning application. Instead, the setback variances and parking modifications are being sought and

reviewed concurrently through the related Design, Site Plan, Planned Development, and Variance application, City File No. 25-DPJV-16. Approval of the present rezoning application, City File No. 25-Z-16, would amend the City's Official Zoning Map to reflect the Planned Development zoning designation but would not, by itself, constitute approval of the associated variances or parking modifications.

Figure 1: Proposed Planned Development Master Plan



PROPOSED PD FRAMEWORK

Total PD Area	Approximately 166.16 acres
Existing Zoning	Country Club (CC)
Proposed Zoning	Planned Development (PD)
Future Land Use	Open Space and Recreation (OSR), Low-Medium (10) Residential (LMRES), and Low (5) Residential (LRES)
Maximum Residential Development	360 dwelling units, as authorized by Ordinance No. O-2024-02
Primary Uses	Residential, country club, golf course, lodging, recreation, and open space
Development Controls	PD Master Plan, Development Guidelines, applicable ZLDR standards, and companion site plan approvals
Golf Course	Continued operation and preservation as the central recreational and open space component of the PD
Phasing	Phased implementation with the golf course, clubhouse, core amenities, and neighborhood park delivered in coordination with residential development

The proposed zoning framework is intentionally broader than the companion site plan approvals. The adopted PD will establish the governing uses, maximum development capacity, phasing commitments, broad circulation and open space framework, and project-specific standards. Subsequent development and modification requests remain subject to the PD documents, the applicable ZLDR, and the City's development review procedures.

PROJECT DATA

Owner:	First Eagle Management LLC
Applicant:	PPG Development LLC
Address/Location:	4100 N. Hills Drive, 2900 N. 40th Avenue, Keyser Avenue and Greens Road; generally south of North Hills Drive, north of Sheridan Street, east of N. 56th Avenue and west of N. Park Road
Net Size of Property:	Approximately 166.16 acres
Land Use:	Open Space and Recreation (OSR) and Low-Medium Residential Uses (LMRES)
Existing Zoning:	Country Club (CC)
Proposed Zoning:	Planned Development (PD)
Present Use of Land:	Golf course, clubhouse, lakes, recreational facilities and related support uses
Year Built:	Approximately 1968-1970

ADJACENT LAND USE

North:	Low (5) Residential (LRES), High (50) Residential (HRES), Low-Medium (10) Residential (LMRES)
South:	Medium (16) Residential (MRES), High (50) Residential, Low-Medium (10) Residential (LMRES)
East:	High (50) Residential (HRES), Low-Medium (10) Residential (LMRES), Low-Medium (20) Residential (LMRES), Medium (16) Residential (MRES)
West:	Low-Medium (10) Residential (LMRES), Medium (16) Residential (MRES), Community Facility (COMFAC), Open Space and Recreation (OSR)

ADJACENT ZONING

North:	Residential Single Family (RS-7), Low Density Multiple Family (RM-25)
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North:	Residential Single Family (RS-7), Low Density Multiple Family (RM-25)
South:	Low-Medium Density Multiple Family (RM-9), Medium Density Multiple Family (RM-12), Medium-High Density Multiple Family (RM-18)
East:	Low-Medium Density Multiple Family (RM-9), Low Density Multiple Family (RM-25), Residential Single Family (RS-7)
West:	Low Density Multiple Family (RM-25), Residential Single Family (RS-7)

CONSISTENCY WITH THE COMPREHENSIVE PLAN

The City Commission previously determined through Ordinance No. O-2024-02 that residential development on the six amendment parcels is consistent with the City's Comprehensive Plan, the Broward County Land Use Plan, and the applicable administrative rules. The present rezoning does not expand the residential entitlement established by the land use amendment. Instead, it implements the adopted Future Land Use designations through a coordinated Planned Development district while retaining the remaining golf course lands under the Open Space and Recreation designation.

The proposed PD is consistent with the following Comprehensive Plan goals, objectives, and policies:

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)*

The rezoning advances these policies by applying the previously approved residential designations through a comprehensive zoning framework rather than through isolated conventional zoning districts. The PD preserves the golf course, limits overall density to the Comprehensive Plan entitlement, fixes density to the designated parcels, establishes compatibility and buffering standards, coordinates public facilities through phased development review, and provides a mechanism for maintaining recreational amenities and open space over time.

The proposed PD implements these principles by concentrating new residential development within the areas previously designated for residential use, maintaining the golf course as the predominant land use, and establishing project-specific standards intended to respond to the scale and character of adjacent neighborhoods. The detailed design and compatibility of the companion development requests are evaluated separately in the Design, Site Plan, PD, and Variance staff report (City File: 25-DPJV-16).

SUMMARY OF FINDINGS:

Analysis of Criteria and Findings for Rezoning as stated in the City of Hollywood Zoning and Land Development Regulations, Article 5.4 (G) (4) (a) (b):

A. That the petition for a change of zoning does not meet any one of the following criteria whereby the request would be considered contract or spot zoning:

CRITERIA 1: The petition for a change of zoning district will not result in spot zoning or contract zoning.

ANALYSIS: The request applies to an approximately 166-acre property under a unified Planned Development framework and implements Future Land Use designations adopted through Ordinance No. O-2024-02. The proposed PD is not a small, isolated zoning district unrelated to its surroundings; it encompasses the existing golf course, clubhouse, recreational facilities, and approved residential development parcels as a coordinated whole. The proposed standards are based on the Comprehensive Plan, the physical characteristics of the property, and compatibility with surrounding development rather than an agreement to confer a private benefit unrelated to legitimate planning considerations.

FINDING: Consistent

CRITERIA 2: The proposed change is consistent with, and in furtherance of, the Goals, Objectives and Policies of the City's Comprehensive Plan.

ANALYSIS: The City Commission previously approved the applicable LRES and LMRES Future Land Use designations and retained OSR on the balance of the golf course property. The PD

limits residential development to the 360-unit Comprehensive Plan entitlement, prohibits transfer of density between the designated parcels, preserves the golf course and clubhouse functions, and establishes standards for infrastructure, open space, circulation, buffering, and phased implementation. The rezoning therefore implements and furthers the adopted Comprehensive Plan.

FINDING: Consistent

CRITERIA 3: Conditions have substantially changed from the date the present zoning district classification was placed on the property, making passage of the proposed change necessary.

ANALYSIS: The existing CC zoning was established before the 2024 Future Land Use Map amendment and does not implement the residential uses now permitted on portions of the property. Ordinance No. O-2024-02 changed the policy framework for the six development parcels while preserving the remainder of the property for recreation and open space. A PD district is necessary to reconcile the multiple Future Land Use designations, coordinate the noncontiguous development areas, maintain the golf course, and establish unified project-specific standards.

FINDING: Consistent

CRITERIA 4: The proposed change will not adversely influence living conditions in the neighborhood.

ANALYSIS: The PD retains the golf course as the predominant use and open space system, directs new development to the residentially designated parcels, establishes maximum density limits, requires phased delivery of core recreational amenities, and includes standards addressing separation, landscaping, lighting, pedestrian circulation, and long-term maintenance. The applicant also proposes compact development nodes along the golf course perimeter rather than conversion of the golf course as a whole. These controls, together with detailed site plan review, are intended to minimize adverse impacts and protect surrounding residential conditions.

FINDING: Consistent

CRITERIA 5: The proposed change is compatible with development within the same district and neighborhood.

ANALYSIS: The property is surrounded primarily by established single-family and multiple-family residential development interspersed with the golf course. The proposed PD authorizes

residential and recreational uses consistent with that context, retains the golf course and clubhouse, and provides development standards derived from adjacent residential conditions. The Master Plan and Development Guidelines establish a coordinated framework for building placement, height transitions, buffers, circulation, and landscape treatment. Detailed compatibility findings for the individual development sites are provided in the companion staff report.

FINDING: Consistent

REZONING FINDING

Based on the analysis above, Staff finds the request to rezone the subject property from Country Club (CC) to Planned Development (PD) satisfies the applicable criteria of Section 5.3.K.2 of the ZLDR and does not constitute spot zoning or contract zoning.

PLANNED DEVELOPMENT ZONING DISTRICT MINIMUM REQUIREMENTS

Section 4.15 of the ZLDR requires a request to rezone property to Planned Development to be accompanied by a Master Development Plan and to satisfy minimum standards related to land area, unified control, Comprehensive Plan consistency, density, development standards, circulation, utilities, resource conservation, and future implementation. The following table summarizes Staff's review of the principal requirements.

Table 1: PD Zoning District Requirements

REQUIREMENT	CODE INTENT	STAFF ANALYSIS	FINDING
Minimum Area	A PD must contain at least 10 acres.	The proposed PD contains approximately 166.16 acres.	Consistent
Unified Control	The PD must be under unified control.	The Applicant states the PD will remain under unified control. A condition requires a Unity of Control, covenant, or other instrument acceptable to the City Attorney to address ownership, operation, maintenance, and successors in title.	Consistent, subject to condition
Permitted Uses	Uses must be consistent with the Comprehensive Plan.	Residential uses are limited to the LRES and LMRES parcels; the golf course, clubhouse, recreation, and open space uses are consistent with OSR. The final Guidelines must resolve contradictory accessory and prohibited-use entries before adoption.	Consistent, subject to condition
Residential Density	The total number of dwelling units may not exceed the Comprehensive Plan entitlement.	The PD allows a maximum of 360 dwelling units, fixes density by Future Land Use parcel, rounds fractional density down, and prohibits density transfers.	Consistent

REQUIREMENT	CODE INTENT	STAFF ANALYSIS	FINDING
Peripheral Setbacks	The PD must provide peripheral setback standards; modifications may be approved through the PD.	The Development Guidelines provide perimeter and building transition standards and identify specific modifications for parking facilities, shade structures, and corner-side setbacks.	Consistent with requested modifications
Parking and Loading	Parking and loading must comply with the ZLDR unless modified by the PD.	The PD establishes use-specific parking standards and proposes a modified golf course/clubhouse methodology. Final parking language must be cleaned and confirmed in the adopted Guidelines.	Consistent, subject to condition
Utilities	Utility systems are required to be coordinated and installed in accordance with applicable standards, including underground installation where required.	The Applicant commits to underground utility systems and identifies phased force-main and lift-station improvements, subject to final Utilities and Engineering review.	Consistent
Access and Circulation	Each development area must have adequate access and coordinated internal circulation.	Each development parcel has access to an existing public street. Internal circulation is provided within the development parcels, with interparcel travel using the established public street network, sidewalks, golf cart paths, and trails.	Consistent
Resource Conservation	Development should incorporate conservation measures, stormwater management, and reclaimed water where feasible.	The PD retains the golf course and lakes as the principal open space and stormwater framework, incorporates native and drought-tolerant landscaping, requires mitigation of wetland impacts, and provides for reclaimed water where determined feasible.	Consistent
Master Development Plan	A complete Master Development Plan must establish land uses, development intensity, circulation, utilities, natural features, and community facilities.	The submitted Master Plan and Development Guidelines address the overall land use framework, access and circulation, phasing, open space, amenities, natural features, infrastructure, density, uses, and development standards. Final technical and editorial corrections are required before City Commission.	Consistent, subject to condition
Future Development and Modifications	Future development must conform to the PD; modifications are governed by Section 4.15.G.	Section 9.1 of the Guidelines requires future development to conform to the Master Plan and Guidelines and establishes procedures for administrative and legislative modifications.	Consistent

APPLICABLE CRITERIA

ANALYSIS OF VARIANCE CRITERIA

The following analysis applies the variance criteria of Article 5, Section 5.3.F to each site-specific setback request. Criterion 5 is not applicable because none of the requested variances is necessary to comply with State or Federal law. The parking modification is separately evaluated under the PD provisions and is not included in this variance analysis.

Variance 1 - Site A Parking Setback

REQUEST: Reduce the required 25-foot peripheral landscaped setback for the Site A parking/drive area along N. 56th Avenue to five feet.

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 variance maintains the setback regulation's basic intent by retaining a landscaped separation and streetscape edge while allowing the compact townhouse arrangement to remain outside the golf-course area. The five-foot dimension is limited and therefore requires enhanced landscape and decorative edge treatment, unobstructed sight triangles, and final Engineering approval.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The townhouse scale is compatible with the surrounding residential area. With the required landscape treatment, gate/bypass revisions, and operational controls, the reduced parking setback is not anticipated to create a material adverse impact.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request implements the approved residential land use, retains the golf course as open space, and supports coordinated infill development under the PD framework.

FINDING: Consistent.

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

ANALYSIS: The relief is tied to the narrow geometry of the development parcel between N. 56th Avenue and the retained golf-course edge, rather than solely to financial considerations. Reconfiguring the site to provide the full 25 feet would materially affect the approved unit arrangement and encroach further into the golf-course/open-space framework.

FINDING: 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.

FINDING: Not applicable.

Variance 2 - Site B Covered-Parking Setback

REQUEST: reduce the required 25-foot peripheral setback for covered parking at Site B to 20 feet.

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 five-foot reduction preserves a substantial 20-foot landscaped separation containing the cart/pedestrian path and allows the covered-parking element to function with the residential site plan. The intent of buffering parking from the perimeter is maintained.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The three-story buildings, landscape buffer, golf-course edge, and limited extent of relief provide compatibility with adjacent uses. Final screening and lighting controls are required.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request supports the approved LMRES development while maintaining open space, pedestrian connectivity, and the golf-course framework.

FINDING: Consistent.

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

ANALYSIS: The request is associated with the parcel geometry, circulation, and required parking layout within a geographically constrained development node. It is not based on a request to increase density or intensity.

FINDING: 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.

FINDING: Not applicable.

Variance 3 - Site C Covered-Parking Setback

REQUEST: reduce the required 25-foot peripheral setback for covered parking at Site C to 15 feet.

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 proposed 15-foot setback retains a functional landscape buffer and permits covered parking to be integrated with the four-story residential buildings. Enhanced screening and final dimensioning are necessary to maintain the regulation's visual and spatial intent.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The parking structures are accessory to a residential use and are set within a coordinated landscaped site. The remaining buffer, building orientation, and golf-course/lake separation reduce potential impacts.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request furthers the approved residential land-use pattern and coordinated PD development while maintaining the major open-space system.

FINDING: Consistent.

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

ANALYSIS: The relief is associated with the shape of the designated development parcel and the need to coordinate buildings, parking, access, amenities, and the retained golf-course edge. No additional units are created by the request.

FINDING: 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.

FINDING: Not applicable.

Variance 4 - Site E Keyser Avenue Parking Setback

REQUEST: reduce the required 25-foot peripheral parking setback along Keyser Avenue at Site E to five feet.

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 five-foot setback is the greatest reduction requested and must be accompanied by a continuous, high-quality landscape and decorative edge treatment. Subject to those safeguards, the setback can preserve a defined streetscape edge while accommodating the valet-controlled parking and circulation system.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: Site E is a club and mixed-use campus rather than a conventional surface-parking lot. Compatibility depends on landscape screening, exclusive managed operations, lighting controls, and safe separation from pedestrians and nearby residences.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request supports redevelopment of the clubhouse, retention of the golf course, and delivery of the PD's principal recreation and amenity center.

FINDING: Consistent.

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

ANALYSIS: The reduction is associated with the existing clubhouse/golf-course context, the constrained site boundary, and the need to accommodate multiple club, residential, lodging, recreation, loading, cart, and valet functions without expanding into the retained golf-course area. The request does not increase the approved density.

FINDING: 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.

FINDING: Not applicable.

Variance 5 - Site E N. Hills Drive Parking Setback

REQUEST: reduce the required 25-foot peripheral parking setback along N. Hills Drive at Site E to 20 feet.

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 limited five-foot reduction retains a 20-foot entry and landscape zone and supports the clubhouse arrival sequence. The intent of providing separation from the external street is substantially maintained.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The N. Hills Drive frontage is the principal clubhouse entrance. Landscape, signage, walls, lighting, roundabout access, ADA routes, and valet circulation must be integrated to avoid adverse visual or operational effects.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request facilitates the clubhouse and recreational anchor anticipated by the PD and the LUPA condition tying the clubhouse to golf-course operations.

FINDING: Consistent.

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

ANALYSIS: The relief is limited and responds to the existing entrance geometry and coordinated mixed-use site plan. It is not based on an economic hardship or a request for additional development capacity.

FINDING: 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.

FINDING: Not applicable.

Variance 6 - Site F N. 46th Avenue Building Setback

REQUEST: reduce the required 25-foot peripheral building setback along N. 46th Avenue at Site F to 15 feet.

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 15-foot setback remains consistent with a residential streetscape and allows two detached homes on the parcel authorized by the LUPA. Final house placement, architecture, landscape, and driveway design must maintain the functional intent of the setback.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The two-lot program is lower in intensity than the multifamily portions of the PD and is compatible with surrounding single-family development. Separate Design Review will address final massing and privacy.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request implements the Low (5) Residential parcel exactly as conditioned by Ordinance No. O-2024-02, with no more than two dwelling units.

FINDING: Consistent.

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

ANALYSIS: The parcel is constrained by multiple street frontages and an irregular relationship to Keyser Avenue and Casper Court. Applying 25-foot setbacks to each frontage would significantly limit otherwise code-consistent single-family development. The need is not economic in nature.

FINDING: 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.

FINDING: Not applicable.

Variance 7 - Site F Keyser Avenue Corner-Side Setback

REQUEST: reduce the 25-foot peripheral/corner-side building setback along Keyser Avenue at Site F to 15 feet, while retaining the 25-foot condition along Casper Court.

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 15-foot corner-side condition maintains a residential side-yard relationship and allows a reasonable building envelope on the irregular corner parcel. Final Design Review must confirm sight distance, landscaping, and building orientation.

FINDING: Consistent, subject to conditions.

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

ANALYSIS: The reduced setback remains compatible with the surrounding single-family context because the use is limited to a detached dwelling with a maximum two-story/30-foot scale.

FINDING: Consistent, subject to conditions.

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, the applicable Neighborhood Plan, and other similar plans adopted by the City.

ANALYSIS: The request supports implementation of the approved Low (5) Residential designation and the LUPA limitation to two detached dwellings.

FINDING: Consistent.

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

ANALYSIS: The relief is attributable to the parcel's multiple frontages and irregular geometry and is the minimum identified to create a practical building envelope without reducing the required Casper Court condition.

FINDING: 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.

FINDING: Not applicable.

ANALYSIS OF DESIGN CRITERIA

CRITERIA 1: Architectural and Design Components

Architecture refers to the architectural elements of exterior building surfaces. Architectural details should be commensurate with building mass. Design shall consider aesthetics and functionality, including the pedestrian relationship with the built environment and characteristics of the surrounding neighborhood.

ANALYSIS: Sites A through E establish a coordinated contemporary architectural vocabulary using rectilinear forms, flat roofs, glazing, balconies, deep overhangs, stone-textured and stucco panels, and restrained neutral materials. The townhouses use two-story residential forms and integrated garages, while the multifamily buildings use articulated balcony bands and changes in wall plane to reduce mass. Site E creates a distinctive clubhouse/residential anchor and carries related materials into the villas. Site G provides a small support structure. Site P is primarily landscape and furnishing design. Final architectural plans for the Site F homes were not submitted and must be reviewed separately before building permits.

FINDING: Consistent, subject to conditions.

CRITERIA 2: Compatibility

The harmonious relationship between existing architectural language and composition and proposed construction, including how each building relates to adjacent structures, the surrounding neighborhood, and the established vision for the area.

ANALYSIS: The project distributes lower-rise and medium-rise residential forms around the golf-course perimeter rather than concentrating development in one location. Site A and Site F provide the lowest scale near single-family areas; Sites B through D use three- and four-story buildings; Site E concentrates the greatest height at the existing clubhouse location. Golf-course, lake, landscape, and setback areas provide transitions. Compatibility remains dependent on final landscape buffers, lighting, court operations, parking management, and the separate review of Site F architecture.

FINDING: Consistent, subject to conditions.

CRITERIA 3: Scale and Massing

Buildings shall be proportionate in scale and consistent with surrounding structures and the adopted vision. Building geometries shall reflect a legible composition in relation to length, width, height, lot coverage, and context.

ANALYSIS: The submitted plans use building articulation, balconies, roof projections, material changes, and separated buildings to break down the overall mass. The multifamily buildings are set within large development parcels and oriented toward internal open space, lakes, and the golf course. Site E uses a podium-like clubhouse base and differentiated residential levels to organize the six-story mass. The PD includes a height-transition standard based on separation from existing fee-simple single-family property. Final plans must confirm all heights and transition measurements.

FINDING: Consistent, subject to conditions.

CRITERIA 4: Landscaping

Landscaped areas should contain a variety of native and compatible plant types and be integrated with buildings and paved areas. Existing mature trees and significant plants should be preserved where feasible.

ANALYSIS: Conceptual plans and renderings show substantial perimeter and internal landscaping, but final signed landscape plans remain essential. Landscape treatment is particularly important at the reduced setback areas, around surface parking and covered parking, at recreation courts, the Site B lift station, service/loading facilities, Site P, and the clubhouse entries. Final tree disposition, mitigation, irrigation, sight-distance, and photometric coordination are conditions of approval.

FINDING: Consistent, subject to conditions.

MASTER DEVELOPMENT PLAN

The Master Development Plan and Development Guidelines are intended to be adopted as exhibits to the rezoning ordinance and will function as the governing zoning framework for the property. The documents establish the permitted and prohibited uses, overall residential cap, density allocation rules, broad phasing and amenity commitments, circulation framework, landscape and lighting principles, parking standards, dimensional standards, and procedures for future development and modification.

The PD Guidelines establish a limited land use framework centered on residential, country club, lodging, recreation, and open space uses. To maintain compatibility with the surrounding residential community, the Guidelines prohibit main uses that could introduce incompatible commercial, institutional, automotive, medical, or industrial activity, including smoke shops; plant nurseries and garden centers; schools and places of worship; service stations; automotive sales and repair; retail sales, including consignment, thrift, and pawn shops; professional and medical offices; pain management clinics; substance abuse and rehabilitation centers; assembly and manufacturing; wholesale and warehousing; outdoor storage; funeral homes and crematoriums; hospital hospitality houses; pet care and veterinary offices; boarding and rooming houses; and uses first permitted within the C-3, C-4, and C-5 Districts. Day care facilities and car wash or detailing uses are also prohibited as principal uses, although the Guidelines separately allow them as accessory uses when associated with a permitted principal use. These restrictions ensure that future development remains consistent with the intended residential and recreational character of the Planned Development.

The companion site plans do not independently establish the zoning standards of the PD. If the companion development applications are materially revised prior to final action, the Applicant must update the Master Plan and Development Guidelines so the ordinance exhibits remain consistent with the development being considered. Future development remains subject to separate site plan approval and must comply with the adopted PD documents and the ZLDR where not modified.

Table 2: Emerald Hills PD Zoning District Standards – Proposed

	Site A Townhouses	Site B Garden Apts	Site C Midrise Apts	Site D Midrise Apts	Site E Mixed-Use
Site area	108,951 SF NET: 2.5 Ac GROSS: 3.4 Ac	222,324 SF NET: 5.10 Ac GROSS: 5.4 Ac	311,219 SF NET: 7.14 Ac GROSS: 7.9 Ac	314,918 SF NET: 7.23 Ac GROSS: 8.0 Ac	451,003 SF NET: 10.4 Ac GROSS: 11.1 Ac
Max. gross density	10 du/ac	10 du/ac	10 du/ac	10 du/ac	10 du/ac
Max. no. units	34	54	79	80	111
Min. lot area	2,000 sf	N/A	N/A	N/A	N/A
Min. lot depth	100 feet	N/A	N/A	N/A	N/A
Max. lot coverage (impervious area)	70%	75%	50%	50%	80%
Min. street setback ¹	25 feet	50 feet	50 feet	50 feet	100 feet
Min. side setback ²	15' ad. to RS-7 15' adj. to RM-9	15 feet	50 feet	15 feet	15 feet
Min. rear setback ²	10 feet	10 feet	20 feet	10 feet	10 feet
Max. Building Height (Stories/Feet)	3 stories / 35'-0"	3 stories/ 40'-0"	4 stories/ 50'-0"	4 stories/ 50'-0"	Clubhouse 80'-0"
Min. Unit size	2,000 sf	1,000 sf	1,000 sf	1,000 sf	750 sf
Min. Building separation	Per Florida Building Code, Broward Amendments				
Yard Encroachments	Per §4.23 unless noted below				

SUMMARY OF STAFF FINDINGS

1. The rezoning implements the Future Land Use designations approved through Ordinance No. O-2024-02 and is compliant with the 360-unit residential entitlement established by the Comprehensive Plan.
2. The proposed PD provides a unified regulatory framework for a large, geographically dispersed property containing multiple Future Land Use designations and an existing golf course and clubhouse.
3. The request is consistent with applicable Comprehensive Plan and City-Wide Master Plan policies supporting compatibility, housing choice, preservation of residential neighborhoods, and protection of private recreational open space.
4. The request satisfies the rezoning criteria of Section 5.3.K.2 and does not constitute spot or contract zoning.
5. The proposed PD satisfies the principal requirements of Section 4.15, subject to final legal documentation establishing unified control and final correction of the Master Plan and Development Guidelines.
6. Detailed findings regarding individual development sites, architecture, parking, landscaping, circulation, and variances are provided in the companion Design, Site Plan, PD, and Variance staff report.

CONDITIONS OF APPROVAL

The recommended conditions of approval are provided in Attachment H and are incorporated into this report by reference.

RECOMMENDATION

Staff recommends that the Planning and Development Board forward a recommendation of approval to the City Commission for the rezoning of the subject property from Country Club (CC) to Planned Development (PD), approval of The Club at Emerald Hills PD Master Plan and Development Guidelines, and consideration of the requested PD parking modification, subject to Attachment G, Conditions of Approval.

ATTACHMENTS:

Attachment A: Application Package

Attachment B: Land Use and Zoning Map

Attachment C: The Club at Emerald Hills PD Master Plan and Development Guidelines, dated June 9, 2026

Attachment D: Land Use Plan Amendment Staff Report, City File No. 22-L-80

Attachment E: Ordinance No. O-2024-02

Attachment F: Community Outreach Package

Attachment G: Conditions of Approval