

Date: February 6, 2026

	DEVELOPMENT & NEIGHBORHOOD SERVICES STAFF REPORT AND RECOMMENDATION
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I. Project Description:

Project: Greenacres Municipal Complex –
Municipal Operations Center (MOC)

Applicant: JoNae Cromartie
Song+Associates, Inc.
1545 Centrepark Drive North
West Palm Beach, FL 33401
Authorized agent for the owners:
City of Greenacres

Request: Special Exception to allow Government Maintenance Facilities; a Major Site and Development Plan Amendment to allow a Municipal Operations Center (MOC); and a Variance to exceed the 35-foot maximum building height.



Location: 5800 Melaleuca Lane

Project Manager: Gionni Gallier, Assistant Director

II. Site Data:

Existing Use: Government

Proposed Use: Government

Parcel Control Numbers: 18-42-44-26-00-000-7110; -7100; -7070; -7040

Parcel Size: 1,246,252 square feet (28.61 acres)

Existing Future Land Use Designation: Public Institution (PI)

Existing Zoning District: Government Use (GU)

Table 1: Surrounding Land Use, Future Land Use Designation, and Zoning District:			
Direction	Existing Land Use	Future Land Use Designation	Zoning District
North	Pine Ridge South I and II	Residential-Medium Density (City RS-MD)	Residential Medium-2 (City RM-2)
	Harvest Pines	Residential-Low Density (City RS-LD)	Residential Low-3 (City RL-3)
South	Lantana Homes PUD (Unincorporated PBC)	PBC Medium Residential 5 (PBC MR 5)	PBC Residential Single (PBC RS)
	Nautica Isles West PUD	Residential-Low Density (City RS-LD)	Residential Low-3 (City RL-3)
East	Single-Family (Unincorporated PBC)	PBC Low Residential 1 (PBC LR 1)	PBC Agricultural Residential (PBC AR)
West	Pine Country	Residential-Low Density (City RS-LD)	Residential Low-1 (City RL-1)

III. Annexation/Zoning History:

The original 19.5-acre Municipal Complex was annexed into the City on August 19, 2002, as ANX-02-03 (Ordinance 2002-18). On January 6, 2003, the Future Land Use designation was changed to Public Institutional (PI), as CPA-02-03 (Ordinance 2002-19), and the zoning was changed to Government Use (GU) as ZC-02-03 (Ordinance 2002-20). The Site Plan (SP-04-04) for the City Hall and Public Works campus was subsequently approved on November 15, 2004.

In 2022, the City purchased two residential parcels at 4901 and 4977 South 56th Terrace, directly east of City Hall totaling 9.11 acres. These parcels and related enclave property were annexed into the City on April 15, 2024, as ANX-23-03 (Ordinance 2023-21). Concurrent with the annexation, the City approved CPA-24-03 (Ordinance 2024-05) to change the Future Land Use designation from Palm Beach County Low Residential, 1 du/ac (LR-1) to City Public Institution (PI), and rezoned the same from Palm Beach County Agricultural Residential (AR) to City Government Use (GU) through ZC-24-03 (Ordinance 2024-06). The site includes an existing communications tower that is governed by its separate Site Plan and Special Exception approvals.

IV. Applicable Code Provisions:

- Sections 16-171 through 16-178** pertaining to Special Exceptions
- Sections 16-196 through 16-202** pertaining to Site and Development Plans
- Sections 16-211 through 16-215** pertaining to Amendments to Approved Site Plans
- Sections 16-525 through 16-535** pertaining to the Government Use (GU) Zoning District
- Sections 16-931 through 16-997** pertaining to Sign Regulations
- Sections 16-1241 through 16-1312** pertaining to Landscaping
- Sections 16-1331 through 16-1340** pertaining to Off-Street Parking and Loading

V. Summary of Proposed Site and Development Plans Details:

The applicant’s Site and Development Plans, depict the following:

1. A total land area of 28.61 acres (1,246,252 square feet).
2. One (1) existing 26,500-sq. ft. City Hall building, One (1) existing 10,490-sq. ft Public Works building, and the proposed 39,917-sq. ft. Municipal Operations Center.
3. A total of 270 parking spaces including 12 Americans with Disabilities Act (ADA) accessible parking spaces.
4. Two (2) existing ingress and egress points on Melaleuca Lane, one (1) across from the entrance to Pine Ridge South II and one (1) at the northwest corner of the site. Includes new stabilized emergency access to South 56th Terrace.
5. Landscape Plan.
6. Architectural Plans and Elevations.
7. Photometric Plan.
8. Preliminary Engineering Plan.
9. Boundary Survey.

Table 2: Proposed Site Data:			
Area:	Square Footage:	Acreage:	Percent:
Building Coverage	76,907	1.765	6.2%
Site Impervious Area (excluding building coverage)	218,865	5.024	17.6%
Site Landscape Area	950,480	21.820	76.2%
<i>Total</i>	1,246,252	28.61	100%

VI. Staff Analysis:

The applicant is requesting approval of a Special Exception (SE-25-02) and a Major Site and Development Plan Amendment (SP-04-04A) for Government Maintenance Facilities in the Government Use (GU) zoning district to expand the Greenacres Municipal Complex with a new Municipal Operations Center (MOC). The proposal incorporates approximately 9.11 acres of adjacent land into the existing Municipal Complex, resulting in a total campus area of approximately 28.61 acres, and includes development of a new 39,917-square-foot MOC building with associated fueling, car wash, maintenance, and fire training functions. The MOC will serve as the City’s primary emergency management facility, consolidating emergency operations, training, and supporting municipal services in an integrated campus with the existing City Hall, Public Works facilities, central stormwater lake and perimeter walking trail. Development within the GU district is required to be consistent with sound planning and design principles and to provide adequate separation and buffering from the surroundings. The Site and Development Plan layout places the MOC within the interior of the Municipal Complex, east of Public Works and south of Harvest Pines.

The amended Site Plan provides a total of 270 parking spaces, including 12 designated for Americans with Disabilities Act (ADA) accessible parking. The design provides ingress and egress through the two (2) existing access points on Melaleuca Lane, one (1) across from the entrance to Pine Ridge South II and one (1) at the northwest corner of the site. Also, the plan introduces a new stabilized emergency access to South 56th Terrace. The building architecture is designed to be compatible with the existing Municipal Complex structures, using complementary colors, materials, and textures, and the landscape and lighting plans have been prepared to meet the City Code requirements. The project also includes Art in Public Places (AIPP) elements through a memorial plaza located near the primary entrance to the MOC. The plaza is designed to feature integrated seating, landscaped areas, and flagpoles and is designed to integrate seamlessly with the surrounding pedestrian circulation and landscape of the campus. Overall, the MOC project is intended to enhance the City’s emergency preparedness and municipal operations by consolidating critical functions on one campus. A Variance (BA-25-01) request was approved on February 12, 2026, by the Planning and Zoning Board, allowing the proposed 50-foot building height in lieu of the 35-foot maximum height permitted in the GU zoning district.

The Development Review Committee (DRC) reviewed this application and recommended approval subject to the comments noted herein and the conditions of approval listed below.

Standards for Site and Development Plans and Staff Findings:

1. Minimum Lot Requirement: The project’s lot area of 28.61 acres **is consistent** with the required sound planning principles.
2. Maximum Building Coverage: Building coverage of 6.2% **is consistent** with the required sound planning principles.
3. Minimum Yard Requirements: The proposed building setbacks **are consistent** with the required sound planning principles and appropriate safety standards.
4. Height Restrictions: The GU zoning district allows a maximum building height of 35 feet. The proposed MOC building height of 50 feet **does not exceed** the allowable height of 50’ based on the approved Variance (BA-25-01).
5. Off-Street Parking & Loading: The shared parking study provided indicates that 270

- spaces including 12 ADA accessible spaces will be sufficient to **meet** the parking demand.
6. Landscaping: The landscaping plan **complies** with the intent of the landscape code requirements. (See Landscaping Plans)
 7. Lighting: The photometric plan **complies** with the applicable City Code requirements for lighting. All lighting must be dark-sky compliant. (See Photometric Plans)
 8. Sign Regulations: Signs on-site **meet** the required applicable City Code requirements. (See Sign Plan on Sheet A-951)
 9. Utilities: The proposed water, sanitary sewer, and drainage systems **meet** preliminary engineering and City Code requirements, subject to final approval of an Engineering Permit and prior to the issuance of a Building Permit.
 10. Concurrency: Project **meets** traffic concurrency. Water and Sewer service and capacity **are available** to serve the site.
 11. Comprehensive Plan: The proposed development **is consistent** with the Public Institutional Future Land Use Map designation, and the proposed Floor Area Ratio of 0.062 **is consistent** with the allowable FAR range of .10 to .35 in the GU zoning district.
 12. Color Scheme: The color of the building **shall be** in accordance with the approved Site and Development Plans.
 13. Site and Building Design: The project layout and architectural design **comply** with the Site and Building Design requirements of the Code and the Government Use zoning district.

VII. Special Exception Criteria and Findings of Fact:

1. **The proposed use complies with all relevant goals, objectives, policies and other applicable requirements of the city's Comprehensive Plan and provisions of the City Code;**

Finding: The proposed expansion of the Municipal Complex complies with the relevant elements of the City of Greenacres Comprehensive Plan and aligns with its goals, objectives, and policies. The project supports public safety and emergency management by consolidating emergency operations and support functions in a hardened essential facility and promotes efficient land use by expanding the existing Municipal Complex rather than developing a new site elsewhere.

2. **Ingress and egress to the property and proposed structures thereon with particular reference to automotive and pedestrian safety and convenience, efficient traffic flow and control, and access in case of fire or catastrophe will not be adversely affected by the proposed special exception;**

Finding: The site provides adequate ingress and egress through the two (2) existing access points on Melaleuca Lane, one (1) across from the entrance to Pine Ridge South II and one (1) at the northwest corner of the site. The site also includes a new stabilized emergency access to

South 56th Terrace to the east. Staff, including the City's traffic engineering consultant, have reviewed the plan with respect to automobiles, pedestrians, and fire safety, traffic flow, and control, and have confirmed compliance with all applicable City Code requirements.

3. Off-street parking and loading are well-designed to meet operational needs;

Finding: Off-street parking and loading facilities are designed to accommodate the combined parking demand of the expanded Municipal Complex as a unified campus. The shared parking study provided indicates that 270 spaces are sufficient to meet the parking demand when factoring in the operational overlap where employees from existing City buildings will utilize the new facility and are already accommodated by the current parking supply and additionally a good portion of the additional GFA is allocated to maintenance and support functions that are utilized by the same employees who occupy the surrounding facilities.

4. Refuse and service areas are appropriately located and designed, with attention to safety, accessibility, and aesthetic compatibility;

Finding: The City's franchise hauler will serve the site for all refuse collection. The dumpster and recycling provisions meet all City Code requirements and will not adversely affect public health and safety.

5. The proposed use must not introduce nuisance factors detrimental to adjacent and nearby properties and the city as a whole. Nuisance factors shall include, but not necessarily be limited to, noise, odor, smoke, glare, electrical interference and/or mechanical vibrations;

Finding: The proposed expansion is located internal to the Municipal Complex, over 200 feet from the nearest residential properties and separated by the existing lakes, the Lake Worth Drainage District canal, and landscape buffers. All site elements have been designed to prevent any nuisance or adverse effects. Maintenance activities will occur indoors or within the secured yard. Exterior lighting will meet the City's photometric standards, be dark sky compliant, and minimize glare and spillover.

6. The location, availability and compatibility of utilities for the requested use will not adversely affect public health and safety;

Finding: The project will be fully served by underground utilities, including water and sewer services provided by the Palm Beach County Water Utilities Department. All required utility connections are available on-site, and the project meets the Level of Service (LOS) standards established in the City's Comprehensive Plan.

7. The screening and buffering of the requested use are consistent with the intent of the zoning requirements relative to type, dimension and character;

Finding: The proposed landscaping complies with the City's landscape requirements, and existing vegetation within the north and east portions of the expansion area will be preserved to maintain a dense visual buffer. Additional canopy trees and continuous hedges are provided along the property boundaries. These buffers, in combination with the large building setbacks and the intervening lake or canal, provide adequate screening and buffering.

8. Signs and proposed exterior lighting are provided with reference to glare, traffic safety and economic effect, and compatibility and harmony with properties in the district;

Finding: Signage provided is limited to municipal identification and wayfinding and meets the requirements of the City's Code. The provided Photometric Plan shows the exterior lighting

meets the City Code requirements and all fixtures are required to be dark-sky compliant.

9. The requested use meets the required yards and other open space;

Finding: In the GU zoning district, setbacks are based on good planning and design principles rather than fixed numbers. The combination of large building setbacks, generous landscape buffers, preserved vegetation, and the lake/trail system satisfies the intent of yard and open space criteria.

10. Proposed use is generally compatible with adjacent properties, the surrounding district, and the overall character of the community, considering architectural style, scale, density, land use, hours of operation, and other factors that may be used to measure compatibility;

Finding: The proposal is compatible with the adjacent properties, the surrounding district, and the overall civic character of the Municipal Complex. The new building is set more than 200 feet from the nearest homes and is further separated by the existing lake, Lake Worth Drainage District canal, together with preserved and supplemental landscaping that provides effective screening. Based on the setbacks, buffers, and operating characteristics, the use will function compatibly with surrounding properties.

11. The proposed use will be in the best interests of the city, the convenience of the community, the public welfare, and be a substantial improvement to the property in the immediate vicinity;

Finding: The proposed project enhances public safety, governmental efficiency, and the long-term functionality of City-owned property, thereby serving the public welfare and the community's convenience. The MOC and associated maintenance functions at the site strengthens the City's emergency preparedness, allowing coordinated emergency response from a hardened essential facility. Consolidating at the Municipal Complex improves operational efficiency, reduces response times, and avoids the need for separate sites across the City.

12. The change suggested is not out-of-scale with the needs of the neighborhood or the City;

Finding: The proposed expansion of the Municipal Complex is appropriately scaled to meet the operational needs of the City's departments. The facility represents the minimum size necessary to support ongoing and future municipal functions without exceeding the character or needs of the surrounding community.

13. The requested use and structure is consistent with any special requirements set out in the Schedule of District Regulations for the particular use and structure involved;

Finding: There are no special requirements set out beyond the general Special Exception criteria, all of which are satisfied as outlined above.

VIII. Variance Findings of Fact:

The Planning and Zoning Board shall have the power to authorize a variance from the provisions of the Zoning Code. To be granted a variance from the Zoning Code, the applicant must meet the six specific criteria listed in the Code. The following is a list of those criteria and an analysis of whether the subject variance request meets the criterion.

Summary of Variance Criteria:

Based on the following analysis, the subject variance **complies** with the variance criteria.

Specific Criteria Findings:

- 1. That special conditions and circumstances exist which are peculiar to the land, structure, or building involved and not applicable to other lands, or structures in the same district.**

Finding: Special conditions exist that are peculiar to this property and the proposed essential-facility program. The municipal complex is being expanded to consolidate multiple City functions, departments, and operations on a single property. The site contains physical constraints including the existing lakes and preservation of significant existing vegetation limit the feasible building footprint and placement for the expansion. MOC facilities typically require higher floor heights for infrastructure such as elevated command rooms, which is a special circumstance of this type of use not shared by regular offices.

- 2. That special conditions and circumstances do not result from the actions of the applicant.**

Finding: The limited developable area is driven by existing site features including the lake, tree preservation areas, and existing buildings that must remain in place. These constraints were not created by the applicant, in addition, the City has assembled adjacent property to formally expand the Municipal Complex and accommodate the project. The need to house emergency operations, training, and supporting municipal maintenance functions within a consolidated facility drives the building program and the need for the Variance.

- 3. That granting the variance request will not confer on the applicant any special privilege that is denied by this chapter to the other lands, buildings, or structures in the same zoning district.**

Finding: Granting the variance as requested will not confer any special privilege that is denied to other lands, buildings, or structures in the same zoning district. The variance is requested to allow the reasonable development of an essential public safety facility in a manner consistent with the intent of the GU district and the City's Public Institutional future land use designation. The 35-foot height limit does not fully account for the operational requirements of a Municipal Operations Center and the additional height is limited to what is necessary to accommodate the MOC program while maintaining compatibility with surrounding uses through substantial setbacks, existing and proposed landscape buffering, and the site's interior placement within the Municipal Complex.

- 4. The literal interpretation of the provisions of this chapter would deprive the applicant of rights commonly enjoyed by other properties in the same district under the terms of this chapter.**

Finding: Literal application of the height limit would prevent the City from constructing a fully functional emergency operations center with the clearances, equipment accommodations, and safety standards typically associated with such type of facility. Without the requested height, the City could not construct the fully functional MOC on this property as currently programmed and meet the intended public safety needs. The City must build vertically to account for the limited building envelope created by the lake, tree preservation requirements, and existing facilities. The proposed development meets all other applicable zoning and land development standards.

- 5. That the variance granted is the minimum variance that will make possible the reasonable use of the land, building or structure.**

Finding: The requested height is the minimum necessary to accommodate the MOC's

operational and safety requirements, including essential communications infrastructure, emergency response, and maintenance bays requiring additional clearance. A lesser height would compromise the building's ability to function as intended and fail to meet industry standards for emergency operations.

6. No nonconforming use of neighboring lands, structures or buildings in other districts and no permitted use of land, structures, or buildings in other districts shall be considered grounds for the issuance of a variance.

Finding: This criterion does not serve as a basis for review of this variance and will not be used as grounds for issuance of the variance.

IX. Staff Recommendation:

Approval of SE-25-02 and SP-04-04A with the following conditions:

1. The most stringent requirements of this DNS Staff Report and Recommendation, and strict compliance with the Site and Development Plans exhibits listed below, which are attached hereto and made part hereof as Exhibit "A"
 - A. SP-04-04A Municipal Complex MOC **Site Plan**, Sheets SP1 and SP2, and prepared by Michelle Duchene of JMorton Planning & Landscape Architecture
 - B. SP-04-04A Municipal Complex MOC **Landscape Plan**, Sheets LP-1 through LP10; TD1 through TD3, and prepared by Michelle Duchene of JMorton Planning & Landscape Architecture
 - C. SP-04-04A Municipal Complex MOC **Photometric Plan**, Sheets L0E and L0, and prepared by Michelle Duchene of JMorton Planning & Landscape Architecture
 - D. SP-04-04A Municipal Complex MOC **Architectural Plan**, Sheets G-100 through G-102; A-100 through A-951; LS-100 through LS-202 and prepared by Robert Castrovinci of Song & Associates
 - E. SP-04-04A Municipal Complex MOC **Civil/Engineering Plan**, Sheets C-2 through C-24, and prepared by Adam Schildmeier of WGI
2. Permits from South Florida Water Management District (SFWMD), Lake Worth Drainage District (LWDD), and Palm Beach County Land Development, as required, for the stormwater management system must be obtained prior to issuance of an Engineering Permit. (Engineering)
3. Permits from the Health Department for modifications to the water and sewer system must be obtained prior to the issuance of an Engineering Permit. (Engineering)
4. An Engineering Permit, issued by the City of Greenacres, is required prior to any sitework or construction activities outside of the proposed structures and work related to subdivision and/or development improvements taking place. The Engineering Permit must be closed out before any Certificates of Occupancy (CO) are issued for any buildings or structures. (Engineering)
5. Upon completion of all required improvements, the civil engineer of record to prepare as-built drawings for all project plans and submit the project baseline data for all relevant layers to the Development & Neighborhood Services Department. The data must be provided in one of the following formats: (a) AutoCAD DXF, (b) GIS shapefile (comprising the ESRI extensions .shp, .shx, and .dbf), or (c) Geodatabase (with the ESRI .gdb extension). The timeline for submitting the as-built plans will be determined by the City Engineer. (Planning and Engineering)

6. Complete drainage calculations addressing water quality and quantity in accordance with the applicable requirements must be submitted for review along with complete paving and drainage construction plans and subsurface investigation with percolation test. All required documents must be submitted with the application for Engineering Permits. (Engineering)
7. In accord with the determination of compliance with the Traffic Performance Standards by Palm Beach County Engineering, no building permits shall be issued after the build-out date of **December 31, 2030**, unless a later build-out date has been approved by the County and a copy of the approval provided to the City of Greenacres. (Planning and Building)
8. Any unused existing easements on the subject property shall be abandoned prior to the issuance of Engineering Permits. (Engineering)
9. In accordance with the requirements of the National Pollution Discharge Elimination System (NPDES), best management practices shall be used to control runoff from construction activities. An NPDES Permit shall be provided to the City, prior to any site activity, as part of the Engineering Permit. (Planning, Engineering, Building and Public Works)
10. Utilities shall be provided underground and sufficient in size to properly serve the site. Appurtenances to these systems which require above-ground installation must be effectively screened from view. If it is determined by the City that the screening does not effectively mitigate the impact, additional screening may be required. (Planning, Engineering and Building)
11. All utilities and services to the site shall be provided by entities holding valid franchise agreements with the City. (Engineering and Building)
12. All ground mounted mechanical equipment (air conditioning, backflow preventer, etc.) shall be screened from view. No equipment shall be taller than the proposed screening. If it is determined by the City that the screening does not effectively mitigate the impact, additional screening may be required. (Planning and Building)
13. A site clearing and tree removal permit shall be required prior to any clearing activities on site. This permit shall demonstrate protection of existing trees to remain. Landscaping Plan additions may be necessary to meet Code requirements if existing material is unsuitable to remain. (Planning)
14. For roofing materials, all exterior roof surfaces shall be either rated by the Cool Roof Rating Council or labeled as an Energy Star qualified roof product and be in accordance with the Florida Building Code. This excludes portions of the roof acting as a rooftop deck, green roof, or any area of a roof utilized by photovoltaic and solar equipment. Product specifications for roofing materials must be submitted and approved as part of the roofing-related Building Permit submittals.
15. All advertisements and legal addresses on insurance policies and business correspondence shall clearly state that the project is located within the “City of Greenacres”. (Planning)
16. The Site and Development Plan shall be revised as necessary and as otherwise noted herein to reflect all conditions of approval and re-submitted, prior to the issuance of Engineering Permits. (Planning, Building, Engineering and Public Works)
17. Non-compliance with any of the conditions of approval will result in withholding of the issuance of building permits and a Certificate of Occupancy. (Planning, Engineering, and Building)

18. **CITY NOTICES:**

- (1) **Development permits and orders.** As provided by subsection 166.033(6), Florida Statutes, issuance of a development permit by a municipality does not create any right on the part of an applicant to obtain a permit from a state or federal agency and does not create any liability on the part of the municipality for issuance of the permit if the applicant fails to obtain requisite approvals or fulfill the obligations imposed by a state or federal agency or undertakes actions that result in a violation of state or federal law.
- (2) **No Guarantee by City.** It is specifically understood that the City is not guaranteeing the appropriateness, efficiency, quality or legality of the use or development of the Property, including but not limited to, drainage or water/sewer plans, fire safety, or quality of construction, whether or not inspected, approved, or permitted by the City.
- (3) **Indemnification.** The Owner/Developer shall indemnify and hold the City harmless from any and all claims, demands, disputes, costs, expenses, (to include attorney's fees whether or not litigation is necessary and if necessary, both at trial and on appeal), incurred by the City as a result, directly or indirectly, of the use or development of the Property, except those claims or liabilities by or arising from gross negligence or intentional acts of the City, or its employees, contractors or agents.

PLANNING & ZONING BOARD ACTION – February 12, 2026

(BA-25-01)

The Planning and Zoning Board on a motion by Board Member Grant and seconded by Board Member Clements, voting five (5) to zero (0) approved variance BA 25-01 (Greenacres Municipal Complex – (MOC)) as presented by staff.

(SE-25-02)

The Planning and Zoning Board on a motion made by Board Member Clements and seconded by Board Member Hayes, by a vote of five (5) to zero (0) *recommended approval* of the Special Exception for Greenacres Municipal Complex – (MOC) (SE-25-02) as presented by staff.

(SP-04-04A)

The Planning and Zoning Board on a motion made by Board Member Hayes and seconded by Board Member Grant, by a vote of five (5) to zero (0) *recommended approval* of the Special Exception for Greenacres Municipal Complex – (MOC) (SE-25-02) as presented by staff.

CITY COUNCIL ACTION – March 16, 2026

(SE-25-02)

(SP-04-04A)

Attachments:

1. Proposed Site and Development Plans (SP-04-04A)