



City of Hallandale Beach Planning and Zoning Board Agenda Cover Memo

Applicant :	Pegasus Florida Inc. % Gulfstream Park Racing Association	Meeting Date:	September 25, 2013	
Project Name:	Pegasus Park	Project Address:	901 S. Federal Highway	
Application #:	76-13-DB	Application Type:	Major Development Review	
Planning District:	Gulfstream	Quasi Judicial: <i>(Enter X in box)</i>	YES	NO
			X	
Parcel Size:	Village at Gulfstream Park LAC is 60.8 acres of the total 200 acres of Gulfstream Park in Hallandale Beach and 53.68 acres in Aventura)	Public Hearing: <i>(Enter X in box)</i>	YES	NO
			X	
Existing Zoning :	Planned Local Activity Center (PLAC) District			
Existing Use:	Parking lot for Village at Gulfstream Park Local Activity Center and Gulfstream Park Racing and Casino			
Proposed Use:	Pegasus Park within the Village at Gulfstream Park			
Comprehensive Plan Future Land Use Designation:	Local Activity Center	Surrounding Land Use:		
		N: Gulfstream Promenade/ General Commercial S: Vacant (Gulfstream ownership in Aventura) E: Gulfstream Park Racing and Casino W: Federal Highway/Commercial/City Hall/ Library/Post Office		
Surrounding Zoning:		Strategic Plan Priority Area:		
N: CCB (City Central Business) District S: Business and Medical Office in the City of Aventura E: CR-A Commercial Recreation W: CF, Community Facilities/B-L, Business Limited; PRD, Planned Redevelopment Overlay District/PDD, Planned Development Overlay District		Livable Community <input checked="" type="checkbox"/>		
		Excellence in Government <input type="checkbox"/>		
		Environmental Sustainability <input type="checkbox"/>		
		Economic Development <input checked="" type="checkbox"/>		
Sponsor Name:	Althea Jefferson, Planning Manager	Prepared By:	Christy Dominguez, Principal Planner	

REQUEST

The Applicant, Pegasus Florida Inc. % Gulfstream Park Racing Association, is requesting the Planning and Zoning Board consider and recommend approval of the subject application #76-13-DB for Major Development Plan review pursuant to Section 32-179(g) (2) for Phase 3, Pegasus Park, of the Village at Gulfstream Park. Phase 3 is proposed to be located in the northwestern portion of the property generally located at 901 South Federal Highway. The applicant also requests the Board recommend approval of proposed revisions to the Master Plan and Design Guidelines for the Village at Gulfstream Park to allow Pegasus Park.

STAFF SUMMARY

Background

On November 6, 2006 the City Commission approved the Development Order (DO) for the Village at Gulfstream Park Development of Regional Impact (DRI) which provides for a maximum development program of 750,000 square feet of commercial use, 140,000 square feet of office space, 1,500 high-rise residential units, 500 room hotel and 2,500 seat cinema. The Commission also approved Application # 07-06-DB by the developer, Forest City, for Major Development Plan approval of Phase 1 of the project, consisting of 355,814 square feet of retail and 75,000 square feet of office space for a total of 430,814 square feet in gross floor area. In addition, the Commission approved the Master Plan and Design Guidelines for the Village at Gulfstream Park. The Development Agreement between the City and Developer was also approved on the same date.

On February 4, 2009, the City Commission approved Application # 08-93-DB by Forest City for Major Development Plan approval for Phase 2 of the project consisting of 60,447 square feet of retail for a combined Phase 1 and 2 office/retail total of 491,261 square feet.

On December 7, 2011, the City Commission approved amendments to the Voluntary Regional Transportation Mitigation Agreement and the Declaration of Restrictive Covenants for Affordable Housing enacted in April 2007. The adopted Development Order is pending to be modified to be consistent with the modifications to the Mitigation Agreement and the Affordable Housing Covenants approved by Commission in December 2011, as well as other changes to the Development Order proposed by the applicant. Also pending by the applicant is amending the terms of the Development Agreement with the City approved by the City Commission in November 2006.

Why Action is Necessary

Pursuant to Section 32-179 (g) (2) development in PLAC zoning district requires that a conceptual site plan be provided illustrating the general layout of streets, open space, parking areas, buildings and any temporary uses or structures. According to the provision, the concept plan may be revised consistent with the approved design guidelines through the Major Development review process. According to Article V of the Zoning and Land Development Code, Planning and Zoning Board review is required for major development applications.

Analysis

Development Details

The applicant has submitted the following:

1. Site/development plans of Pegasus Park improvements including a proposed 110 feet high statue of Pegasus Horse standing over a Dragon in a 5.32 acre park setting.
2. A 500 square feet restroom facility building with vertical siding walls and shingle roof.
3. A revised Concept /Master Plan of the Village at Gulfstream Park (VGP) including the location of the Park, revised street geometry, parking layout and landscape modifications.
4. An impact evaluation/concurrency statement as required by Section 32-788 which includes an analysis of the proposal's impact on water, sewer, traffic and other public

services.

5. An updated Parking Study of the approved shared parking arrangement for the overall Gulfstream site, including the existing racetrack, clubhouse, casino, VGP commercial development and the proposed Pegasus Park. According to the Study, the proposed Pegasus Park would generate a requirement of 22 additional parking spaces.
6. A traffic statement as to the impacts of the development of the Pegasus Park at the VGP.

Interdepartmental Review

The Development Review Committee met several times on the project. The original Phase 3 plans submitted by the applicant contained the Pegasus/Dragon statue in an amusement park setting containing a 200+ person domed interactive experience theater under the statues, horse stables, a pony ride trail, and future carnival type facilities such as, a Ferris Wheel, carousel, flume boat rides in the fountain and other undefined amusement facilities. Among the comments from staff regarding the proposal, the applicant was advised that while the theater was permitted as the project is vested for a 2,500 seat cinema, the City's Comprehensive Plan Gulfstream Local Activity Center does not provide an intensity of use for the commercial recreational uses; as such, a Comprehensive Plan amendment would be required. Also, neither the Development Order nor Development Agreement provide for commercial recreational uses. Further, neither the Master Plan nor the Design Guidelines for the project included the proposed development; therefore, amendments to such documents would also be required.

Subsequent to staff's comments, the applicant revised the proposal to eliminate all amusement/recreational uses, including the cinema under the statue. The revised proposal was also reviewed by staff and had no objections with the Major Development application. However, the applicant was advised the Master Plan and Design Guidelines for the Village at Gulfstream Park would need to be updated to incorporate the proposal. Staff also expressed concerns with the building finishes of the restroom facility for Pegasus Park as are inconsistent with the adopted Guidelines and recommended be revised to match other buildings at Village at Gulfstream Park.

Applicable Codes and Ordinances

1. The subject property is zoned Planned Local Activity Center (PLAC) district. The uses permitted in PLAC district are uses consistent with or customary to mixed use urban centers including but not limited to multi-family residential, office, retail and commercial uses including cinemas, nightclubs, café/restaurants, hotels, accessory parking, urban plazas and open space.

The Development Order for the Village at Gulfstream Park (VGP) DRI was approved for 750,000 square feet of gross leasable area (GLA) of retail, 140,000 square feet gross floor area (GFA) of office, 500 hotel rooms, 1,500 residential units and a 2,500 seat cinema. To date, 409,737 square feet of retail and 81,524 square feet of office have been built at VGP.

The subject application is for a 110 feet high statue of the Pegasus Horse in a 5.62 park setting and restroom facilities. The proposal does not affect the remaining vested development program for VGP.

2. Pursuant to Section 32-179 (g) (2) a conceptual site plan is required illustrating the general layout of streets, open space, parking areas, buildings and any temporary uses or structures. According to the provision, the conceptual plan may be revised consistent with the approved design guidelines through the development review process.

In accordance with the above requirement, the applicant has filed a major development application that includes proposed amendments to the conceptual site plan approved by Commission for Phase 1 on November 6, 2006 and Phase 2 on February 4, 2009.

The applicant has provided an amended Concept/Master Plan which reflects the changes to the internal traffic circulation of the approved Master Plan and Pegasus Park.

3. Pursuant to Section 32-179(g)(3), a Design Guidelines (text and graphics) is required providing specific guidelines for the PLAC district governing vehicular and pedestrian circulation, landscaping, open space parking, streets, scale and massing.

The applicant has provided revisions to the adopted Design Guidelines to address the placement, massing of grand scale sculptures, such as Pegasus, and other public art in relation to existing and future development at VGP.

4. Pursuant to Section 32-179(f) (3), parking shall be as approved in the PLAC Guidelines and Major Development Plan. Shared parking is encouraged and may be approved based on the submittal of a parking study acceptable to the City.

The original Parking Study of 2006 was last updated in November 2008 in connection with the approvals of Phase 2 of VGP. The 2008 Study reflected 6,712 parking spaces were needed for the racetrack and casino operations and the VGP.

The applicant has submitted an updated Parking Study with the subject application to include Pegasus Park. According to the new Study, the parking demand for the combined Gulfstream Park racetrack and casino operations and VGP has been reduced to 4,330 spaces. The analysis also reflects Pegasus Park would generate 22 additional parking spaces, for a total anticipated need of 4,352 parking spaces for the existing uses and Pegasus Park. The applicant's proposal provides 6,001 parking spaces after reconfiguring the parking area with Pegasus Park, resulting in a surplus of 1,649 spaces.

Since the Study was conducted, the applicant has filed with the City for a building permit, currently under review, to erect 2 temporary tents on the southeast parking lot of the property to house the horses while the barns on the north side of the track are rebuilt. The temporary barns will displace approximately 602 existing parking spaces, temporarily reducing the surplus to 1,047 spaces.

Review of Application Criteria

1. Natural Environment

Pegasus Park will be built on a portion of the surface parking lot of VGP in the northwestern area of the property, east of the S. Federal Highway/ SE 3 Street entrance to Gulfstream Park.

2. Open Space

According to the landscaped plans, the 5.32 acre park area will be substantially landscaped with trees and shrubbery.

3. Circulation and Parking

Parking facilities will continue to be shared between Gulfstream racing and casino activities and the Village at Gulfstream Park (VGP). Shared parking is encouraged to permit a reduction in total required spaces in mixed use projects which typically do not have a peak parking demand at the same time or patrons that may visit a number of uses within the property. The Parking Study performed in November 2008 in connection with the approvals of Phase 2 of the VGP reflected 6,712 parking spaces were needed for the racetrack, casino operations and the VGP.

According to the applicant's updated Parking Study, 4,352 spaces are needed for the combined Gulfstream Park racetrack, casino operations, the VGP and Pegasus Park. After reconfiguring the parking area with Pegasus Park, 6,001 parking spaces are proposed.

4. Access Control

No changes are proposed to driveway connections points to South Federal Highway and Hallandale Beach Boulevard. Access to the Pegasus Park area is planned from the reshaped parking lot to the north of the proposed park. The approved Master Plan provided a future east/west connector road extending from SE 3 street alignment to Gulfstream Way. Within this parcel, a future mixed use commercial/residential complex was proposed. The proposed location of the Pegasus Park would prevent future development of the internal SE 3 street extension to Gulfstream Way. As a result, revisions to the approved Master Plan, reflecting the Pegasus Park location has been submitted by the applicant for City approval.

A 500 square feet freestanding restroom facilities building is included for Pegasus Park located along Gulfstream Way. The proposed building finish is vertical siding with shingle roof. These finishes are not consistent with the adopted Design Guidelines of other building structures in the Village at Gulfstream Park which specifies building finishes being plaster with decorative trims and true tile roofs. Therefore, staff recommends the applicant be required to revise the building finishes as specified in the Guidelines. The applicant has agreed to this requirement.

5. Concurrency Evaluation

The Village at Gulfstream Park project was reviewed through the Development of Regional Impact (DRI) process and the Order approved by the City Commission on November 6, 2006. The review process involved a number of review agencies that examine all aspects of the development including infrastructure to serve the project. As such, the overall project impacts were reviewed for concurrency issues at that time. The

proposed development impacts of Phase 3, Pegasus Park, are a subset of the overall project impacts. The developer has submitted an Impact Evaluation Report for Phase 3 as required by Section 32-788 that addresses each issue, including water, sewer, solid waste, drainage, and transportation. The anticipated impacts of Phase 3 on the various public services are diminutive as follows:

Potable Water – The Village at Gulfstream Park built to date generates a potable water demand of 155,045 gallons of water per day (gpd). The projected amount of potable water generated by the Phase 3 proposal is 10 gallons per day.

Wastewater – The Village at Gulfstream Park built to date also generates a wastewater demand of 155,045 gallons of water per day (gpd). The amount of wastewater generated by the proposal is also 10 gallons per day.

Transportation System Per the approved Development Order, the Village at Gulfstream Park development is limited to 3,582 gross trips/1,800 new PM Peak Hour trips. The City has established a monitoring system to ensure the amount is not exceeded. The Phase 1 & 2 cumulative development generates 1,733 gross trips / 925 net new PM Peak Hour trips including the recent demolition of the Cadillac Ranch Restaurant.

The applicant has provided an updated Traffic Impact Statement addressing the impact of the Pegasus Park at the Village at Gulfstream Park. Because there is no defined trip generation standard for a statue, it was determined that “regional park” land use as defined by the Institute of Transportation Engineers (ITE) would be used to determine the anticipated trip generation associated with the proposed statue in a 5.32 acre park setting. According to the ITE standard, the project will generate 27 total daily trips and less than one (1) PM Peak Hour trip.

Design Guidelines

The adopted Design Guidelines for the Village at Gulfstream Park (VGP) provide specific guidelines governing vehicular and pedestrian circulation, architectural, landscaping, building scale, massing, building placement, open space, site lighting, parking and signage and building materials. The adopted Guidelines did not contemplate statues or other types of public art of the magnitude of Pegasus. As such, staff requested and the developer has revised the adopted VGP’s Design Guidelines to address design principles of public art and its placement, massing, finishes, and scale of significant sculptures and artist created elements other than buildings, in the Village at Gulfstream Park. The revised Guidelines specifies grand scale statuary, such as Pegasus, shall have a maximum height of 125 feet and be setback a minimum distance from property lines equal to the height of the art installation. The proposed Pegasus statue is 110 feet in height and will be setback 360 feet from South Federal Highway. Staff also requested and the applicant has agreed to revise the building finishes of the restroom facilities to be consistent with other buildings and the specifications of the Design Guidelines for the VGP.

Staff Recommendations

Staff has conducted a comprehensive analysis of the application for Pegasus Park (Phase 3) of the Village at Gulfstream Park (VGP) and finds that the proposal meets the general requirements for Major Development Review approval subject to the City Commission approval of the amended Master Plan and the adopted Design Guidelines for the VGP as revised. Also, staff recommends the walls of the restroom facility building for Pegasus Park be finished in stucco or plaster and the roof be true barrel tile as other structures in the VGP.

PROPOSED ACTION:

Staff recommends the Planning and Zoning Board **recommend approval** of Application # 76-13-DB subject to the following:

1. City Commission approval of the Master Plan and Design Guidelines as revised.
2. The walls of the restroom facility building for Pegasus Park shall be finished in stucco or plaster and the roof is true barrel tile as other structures in the VGP.

ATTACHMENT(S):

Exhibit 1- Aerial Map
Exhibit 2- Location Map
Exhibit 3- Applicant's Letter
Exhibit 4- Survey/Site Plan
Exhibit 5- Revised Village at Gulfstream Park Design Guidelines