



City of Hallandale Beach Planning and Zoning Board Agenda Cover Memo

Applicant :	Pegasus Condo 1 Inc./ Gulfstream Park Racing Association Inc.	Meeting Date:	May 28, 2014	
Project Name:	Gulfstream Park Tower	Project Address:	901 S. Federal Highway	
Application #:	75-14-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:	Village at Gulfstream Park Local Activity Center			
Proposed Use:	182 unit Residential multifamily high rise building over the existing North Parking Garage			
Comprehensive Plan Future Land Use Designation:	Local Activity Center	Surrounding Land Use:		
Surrounding Zoning:		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		
		Strategic Plan Priority Area:		
		Strategic Plan Priority Area: <i>(Enter X in box)</i>		
		Cohesive Visual Appeal	<input checked="" type="checkbox"/>	
		Civil & Respectful Government	<input type="checkbox"/>	
		Create Local Jobs	<input checked="" type="checkbox"/>	
		Economic Development	<input checked="" type="checkbox"/>	
		Improve City Infrastructures	<input type="checkbox"/>	
		Improve Safety, Security & Comfort of Residents	<input type="checkbox"/>	
		Operational Excellence	<input type="checkbox"/>	
		Quality of Life	<input checked="" type="checkbox"/>	
		Vibrant Destination	<input checked="" type="checkbox"/>	
Sponsor Name:	Althea Jefferson, AICP, Planning Manager	Prepared By:	Christy Dominguez, Principal Planner	

REQUEST

The Applicant, Pegasus Condo 1, Inc. %, is requesting the Planning and Zoning Board to consider and recommend approval of the subject application #75-14-DB for Major Development Plan review pursuant to Section 32-179(i)(j) and Section 32-782 for Phase 4, Gulfstream Park Tower. Phase 4 is proposed to be located over the existing north parking garage of the Village at Gulfstream Park, generally located at 901 South Federal Highway.

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. The amendments to the Development Order does not need Planning and Zoning Board action and will be presented directly to the City Commission when ready.

On November 20, 2013, the City Commission approved the Major Development Plan for Phase 3, Pegasus Park. In addition, the Commission approved revisions to the Master Plan and the Design Guidelines for the Village at Gulfstream Park.

On January 22, 2014, the City Commission approved an Amended and Restated Development Agreement which amended the terms of the original Development Agreement with the City approved by the City Commission in November 2006.

Why Action is Necessary

Pursuant to Section 32-179 (i) (j) development in the PLAC zoning district requires that all phases of development within the PLAC submit and receive approval of a major development plan. All development phases must be consistent with the PLAC district conceptual plans and design guidelines and processed by the City in accordance with the provisions of Article V of the

Zoning and Land Development Code, Section 32-782, development review procedures. Pursuant to the Article, Planning and Zoning Board review is required for major development applications.

Analysis

Development Details

The applicant has submitted site development plans of the Village at Gulfstream Park (VGP) and documents depicting:

1. An existing five story garage with 557 parking spaces.
2. A proposed 21 story residential multi-family building with 182 residential units to be built over the existing five-story parking garage for a total of 26 stories with an overall height of 281'-10". (A maximum of 30 stories or 380 feet is allowed in PLAC District.)
3. The roof top of the garage will be finished as the recreation deck for the proposed residential building with two swimming pools, landscaping and other recreational amenities.
4. The building consists of 20 studios, 60 one bedroom units, 59 two bedroom units, and 43 three bedroom units for a total of 182 units.
5. The studios are 675 square feet in floor area. The one bedroom units range from 1,330 to 1,380 square feet; the two bedroom units range from 1,330 to 1,400 square feet; the three bedroom units range from 1,550 to 1,900 square feet.
6. The tower building will be setback 107.2 feet from South Federal Highway, the front property line.
7. Fifty nine (59) trees for credit are proposed (44 trees are required for the project area).
8. An updated Parking Evaluation Study of the approved shared parking arrangement for the overall Gulfstream site, including the existing racetrack, clubhouse, casino, the VGP commercial development, Pegasus Park and the proposed residential building. According to the Study, the proposed residential development will generate a requirement of 403 additional parking spaces.
9. Five thousand two hundred thirty one (5,231) parking spaces are proposed for the overall Gulfstream Park, the existing VGP development and the proposed tower. (4,855 spaces are required according to the Parking Study).
10. An impact evaluation/concurrency statement is provided, as required by Section 32-788, which includes an analysis of the proposal's impact on water, sewer, traffic and other public services.
11. A Traffic Statement as to the impacts of the proposal at the VGP.

Interdepartmental Review

The Development Review Committee met to discuss the project. The original Phase 4 plans submitted by the applicant contained the approved Pegasus/Dragon statue adding a flume boat ride in an amusement park setting. Among the comments from staff regarding the proposal, the applicant was advised that 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. The revised proposal for the tower was reviewed by staff and had no objections with the Major Development application.

Comprehensive Plan Considerations

The Future Land Use designation of the subject property is Local Activity Center. Staff finds that the proposed multifamily building is consistent with the City's Comprehensive Plan; specifically, the purpose of the Local Activity Center land use category is to encourage compact, mixed use development comprised of such uses as commercial, office, employment, recreation and open space, hotel and residential. The proposed multifamily use is permitted under the land use category of the Gulfstream Local Activity Center. Additionally, the proposal is within the approved density/intensity of the Gulfstream Local Activity Center and will further the policies and objectives of the City's Comprehensive Plan.

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. These include, but are not limited to, multi-family residential, office, retail and commercial uses such as 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 182 unit residential high rise building in 21 stories over the existing five-story north parking garage. The proposed 182 units are permitted per the vested development program for VGP, which allows up to 1,500 residential units.

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

The Study was most recently updated in April 2014 for the subject application utilizing new data of parking observations and aerial photography conducted in March 2013 in connection with the application for Pegasus Park. The Study reflects the parking demand for the combined Gulfstream Park racetrack and casino operations, the temporary barns, Pegasus Park and the VGP is 4,452 spaces.

3. Section 32-455(b)(3) relative to multi-family residential uses requires 1.75 spaces for every efficiency or one bedroom unit; 2.0 spaces for every 2 bedroom unit; 2.5 spaces for every 3 bedroom unit; 3.0 spaces for over 3 bedrooms; plus an additional 10% of the total number required for guest parking.

The building consists of 20 studios, 60 one bedroom units, 59 two bedroom units, and 43 three bedroom units.

Based on the above, the parking required for the residential use is 403 parking spaces, as follows:

20 Studios X 1.75	= 35 spaces
60 One Bedroom units X 1.75	= 105 spaces
59 Two Bedroom units X 2.0	= 118 spaces
<u>43 Three Bedroom units X 2.5</u>	<u>= 108 spaces</u>
182 units Subtotal	= 366 spaces
10% Guest Parking	= <u>37 spaces</u>
	Total = 403 parking spaces

The proposed 182 units require 403 spaces based on the City's present parking requirements for multi-family uses.

A total of 4,855 parking spaces is required for the existing uses and the proposed residential building. There are 5,231 parking spaces available on site for Gulfstream Park, the existing development in the VGP and the residential tower. Therefore, a surplus of 376 spaces will exist after development of the Gulfstream Park Tower.

Review of Application Criteria

Article V, Section 32-787 specifies the following criteria shall be utilized in the review and evaluation of applications for Major Development Review approval:

1. Natural Environment

Gulfstream Park Tower will be built over the existing five-story north parking garage of VGP located south of Crate and Barrel in the Village at Gulfstream Park.

2. Open Space

Open space in the VGP will not change. The recreational deck of the building on the 6th level, as well as the entryway to the building fronting on Federal Highway, 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. According to the updated Parking Study 4,855 parking spaces are needed for the combined racetrack, casino operations, the VGP and the proposed residential tower and 5,231 spaces are provided, a surplus of 376 spaces.

There are 557 spaces in the garage. Based on the City's Code, 403 spaces are required for the proposed residential use. According to the applicant, 403 spaces on the third thru fifth levels of the parking garage will be reserved for residents of the tower. The balance, (154 parking spaces) on the first and second levels of the garage will be available for public parking.

4. Access Control

No changes are proposed to driveway connections points to South Federal Highway and Hallandale Beach Boulevard or to existing entries and exits to the parking garage. Access to the tower will be from Seabiscuit Trail and the existing perimeter road west of the parking garage. A porte-cochere is planned to be added to the west façade to serve pedestrian and vehicular traffic, and for drop off to the tower.

5. Public Transportation

Broward County, Miami-Dade County and the City shuttle bus services South Federal Highway and Hallandale Beach Boulevard. There are three bus stops and shelter locations along South Federal Highway. In addition, a Transit Superstop was built in connection with the approvals of the Village at Gulfstream Park.

6. Community Services

According to the Impact Evaluation Statement, the Phase 4 development will generate about 666 pounds/.31 tons per day of solid waste. The City operates its own solid waste removal system. All refuse is taken to the Choice Recycling Facility for processing and disposal. The City's Sanitation Division will service the project as required by Code.

7. Drainage

Storm water must be retained on site. Drainage calculations will be required at time of permitting. The applicant will be required to comply with DPEP regulations and City criteria to retain a 5-year 1-hour storm on site.

8. Building and Other Structures

The proposed Phase 4 development will consist of a 182 units residential condominium building with 182 units to be built over the existing 5 story North Parking Garage for a total height of 26 stories.

9. Concurrency Evaluation

The Village at Gulfstream Park project was reviewed through the Development of Regional Impact (DRI) process and the Development Order was 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 4, Gulfstream Park Tower, are a subset of the overall project impacts. The developer has submitted an Impact Evaluation Report for Phase 4 as required by Section 32-788. that the report addresses each issue, including water, sewer, solid waste, drainage, and transportation. The anticipated impacts of Phase 4 on the various public services are 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 proposed residential building is 45,500 gallons per day. There is sufficient capacity to maintain this development. The developer will be required to pay the City approximately \$185,112.93 in water impact fees as required by Section 30-247 through Section 30-260 of the Code of Ordinances.

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 proposed residential building is 45,500 gallons per day. There is sufficient capacity to maintain this development. The developer will be required to pay the City approximately \$233,024.79 in water impact fees.

Water and wastewater impact fees are estimates and are payable per Section 30-253, when the building permit is issued or when a request for capacity is made.

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 applicant has provided an updated Traffic Impact Statement addressing the impact of Phase 4, the Gulfstream Park Tower. The anticipated trip generation associated with the proposed tower is 568 net daily trips and 98 gross PM peak hour trips which equates to 50 net PM peak hour trips.

Phases 1 through 4 cumulative development generates 1,831 gross PM peak hour trips, which equate to 936 net new PM Peak Hour trips as summarized below:

<u>Gross PM Trips</u>	<u>Net New PM Peak Hr. Trips</u>
3,582	1,800 <i>Total Project Trips Allowed</i>
(1,831)	(936) <i>Phases 1 thru 4 Trips</i>
1,751	864 <i>Balance of Trips Allowed for Future Development</i>

According to the Amended Transportation Agreement approved by the Broward County Commission and the City Commission, payment of \$454.24 per PM peak hour trip must be paid to the County to mitigate off-site mitigation impacts. The payment due to the County based on the 98 PM trips generated by the tower is \$44,515.52.

Section 32-794, "Traffic and Transportation Facilities" requires the developer to mitigate for traffic and transportation impacts as a result of the development per the Hallandale Beach 2030 Transportation Master Plan. According to the Amended and Restated Development Agreement for the Village at Gulfstream Park, the Developer agreed, in lieu of this payment, to pay up to One Million dollars (\$1,000,000) for the capital cost of constructing a transit station on the FEC railway in the event one is approved in the City for the Tri-Rail Coastal Link. Therefore, no payment to the City for Traffic Capacity Cost Fee is due at this time based on the Amended Development Agreement, Section 10(C).

Schools - Based on the current student generation rate adopted by the Broward County School Board, the proposed 182 unit building generates less than .5 student. Fractions less than .5 do not count, therefore, this project does not generate any students. As a condition of the County land use approval for the Village at Gulfstream Park, however, the developer was required to pay County school impact fees.

According to the Development Order for the Village at Gulfstream Park and a Declaration of Restrictive Covenants to enable legal enforcement, payment by the developer in the amount of Two Million dollars (\$2,000,000) to the School Board of Broward County for school improvements within the City of Hallandale Beach is required prior to the issuance of the first certificate of occupancy for a residential structure within the project. The developer is presently discussing this commitment with the School Board. Any modification to the Covenants will also require City Commission approval.

10. Energy Conservation/ Green Building

Section 32-787(k), the City's Green Building Program, requires residential buildings of 50 units or greater to obtain a green building certification from a recognized environmental rating agency accepted by the City. Since the building will have 182 units, the standard applies. Thus, green building certification is required, and the applicant has agreed to this requirement.

11. Affordable Housing

According to the Amended Affordable Housing Restrictive Covenants, the applicant is required to provide for 225 affordable/ workforce housing units, which is equivalent to 15% of the 1,500 residential units approved per the Development Order. Consistent with the Covenants that have been approved by the Broward County Commission and the City Commission, a contribution of \$5,000 per unit for 15% of the proposed units, is required, as shown below:

$$\begin{aligned} 15\% \text{ of } 182 \text{ residential units} &= 27.3 \text{ units} \\ 27.3 \text{ units} \times \$5,000 &= \$136,500 \end{aligned}$$

Based on the 182 units proposed, the applicant will be required to contribute \$136,500 to the City's affordable housing program. Such funds are to be used to facilitate the creation of low income (i.e. 80% of area median income) housing in the neighborhoods within the City.

12. PLAC 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 Guidelines were recently revised in connection with the approvals of Pegasus Park to address design principles of public art, placement and scale of significant sculptures, and artist created elements other than buildings in the VGP.

The proposed tower has been designed in an architectural style that is similar to buildings within the VGP. In addition, the façade is integrated with the existing parking garage in a cohesive design.

13. Financial Impact

The project's anticipated value at build-out is \$92 million. It is expected the proposed development will generate approximately \$522,863.60 in real estate taxes. Approximately \$496,720.42 of the tax revenue will go to the CRA.

The estimated building permit fees to the City is approximately \$600,000 based on the project's estimated construction cost of \$55 million.

Staff Recommendations

Staff has conducted a comprehensive analysis of the application for the Gulfstream Park Tower (Phase 4) of the Village at Gulfstream Park and finds that the proposal meets the general requirements for Major Development Review approval relative to concurrency and code requirements.

The proposal is also consistent with the purpose and intent of the PLAC District which seeks to promote development that balances a mix of land uses that includes residential, retail, office, recreation, entertainment, and associated employment opportunities in an urban center. Moreover, the proposal is within the approved development program per the Development Order and Development Agreement for the Village at Gulfstream Park.

PROPOSED ACTION:

Staff recommends the Planning and Zoning Board **recommend approval** to the City Commission of Application #75-14-DB, the Major Development Plan for the Gulfstream Park Tower, subject to the following conditions:

1. The project shall be designed and constructed to comply with Section 32-787(k) and obtain a Green Building certification from a recognized environmental agency.
2. Payment to the City of approximately \$185,112.93 water impact fee.
3. Payment to the City of approximately \$233,024.79 sewer impact fee.
4. Payment to the City of \$136,500 contribution per the Amended Affordable Housing Restrictive Covenants.
5. Payment to the Broward County School Board of Two Million dollars (\$2,000,000) prior to the issuance of the first certificate of occupancy for the building, unless this commitment is modified and approved by the Broward County School Board, Broward County Commission and the City Commission.

ATTACHMENT(S):

Exhibit 1- Aerial Map

Exhibit 2- Location Map
Exhibit 3- Applicant's Letter and Backup Information
Exhibit 4- Survey/Site Plan