MEMO DATE: October 15, 2018
AGENDA DATE: November 1, 2018
TO: City of Largo Planning Board
FROM: Katrina Lunan-Gordon (Case Planner)
SUBJECT/CASE: C2D18-004 – 13600 ICOT BLVD ACTIVE RECREATION FACILITY

INTRODUCTION:
The applicant, Robert Pergolizzi, Agent, is requesting approval for a Class II (Conditional) Use for the property located at 13600 Icot Boulevard (PID#: 04-30-16-77515-000-2200) to allow an active recreation facility approximately 7.52 acres, in conjunction with the proposed office and retail mixed-use redevelopment project for the site. The property has a Future Land Use classification of Industrial Limited (IL) with a Mixed-Use Overlay per the Icot Center Development of Regional Impact Master Plan.

PURPOSE AND INTENT:
Pursuant to Table 6-1, the requested use, “Active Recreation Facilities (Golf Courses, Pools)” is conditionally allowed in the IL land use classification; and according to Section 6.1.2 of the Comprehensive Development Code (CDC), an application for a Conditional Use shall be reviewed in accordance to Section 4.2 and receive Planning Board approval.

In addition, the subject property is undergoing a Level II Full Scale Review to construct a mixed-use development. As per the submitted narrative summary, the applicant intends to have a “top golf” style driving range with 42,740 square feet of retail/restaurant in conjunction with the 56,780 square feet of existing office space. The mix of uses coincides with the Mixed-Use Overlay for the ICOT Center Development of Regional Impact (DRI) Master Plan attached. In addition, the proposed development will undergo a full scale site plan review by the Development Review Committee (DRC). Thereafter, an issuance of a Development Order (DO) is required prior to project commencement.

Upon the submittal of a site plan for DRC review and approval, the applicant shall meet the following conditions per Section 4.2.6: Scope of Conditional Use Approval:

1) This conditional use approval must be obtained before the applicant receives final site plan approval, building permit approval, or other development order or permit approval that would authorize development in furtherance of the conditional use;
2) The conditional use approval shall become invalid if the applicant does not receive a building permit for the work requiring the conditional use within two (2) years from the effective date of the conditional use approval; and
3) The conditional use approval is valid only for the site plan approved as part of the application. After the conditional use is approved, the Development Controls Officer (DCO) may approve minor modifications to the approved site plan, if necessary, to accommodate any regulatory requirements or site conditions subsequently revealed during the permitting review process.
The applicant hereby is requesting approval of a Class II (Conditional Use) to allow an active recreation facility, such as a golf style range approximately 7.52 acres to be established on the subject property classified as an Industrial Limited (IL) future land use.

**APPLICABLE CDC CHAPTERS/SECTIONS:**

1) Chapter 4: Hearing Procedures, Section 4.2: Level III, Conditional Use Review; and  
2) Chapter 6: Allowable Uses

**APPLICANT INFORMATION:**

<table>
<thead>
<tr>
<th>NAME/TITLE:</th>
<th>Robert Pergolizzi, AICP/PTP</th>
</tr>
</thead>
<tbody>
<tr>
<td>COMPANY:</td>
<td>Gulf Coast Consulting, Inc.</td>
</tr>
<tr>
<td>ADDRESS:</td>
<td>13825 Icot Boulevard, Suite 605</td>
</tr>
<tr>
<td>CITY/STATE/ZIP CODE:</td>
<td>Clearwater, FL 33760</td>
</tr>
<tr>
<td>APPLICANT’S STATUS:</td>
<td>Agent</td>
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</tbody>
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**SITE INFORMATION:**

| ADDRESS:           | 13600 Icot Boulevard |
| LOCATION:          | North of Ulmerton Road; West of Icot Boulevard |
| PARCEL ID NUMBERS: | 04-30-16-77515-000-2200) |
| LOT SIZE:          | 21.23 acres (924,778.8 square feet) |
| EXISTING LAND USE: | General Office |
| FUTURE LAND USE:   | Industrial Limited (IL) |

<table>
<thead>
<tr>
<th>Existing Land Use and FLUM of Adjacent Properties</th>
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<tbody>
<tr>
<td>Adjacent to</td>
</tr>
<tr>
<td>---</td>
</tr>
<tr>
<td>North (portion thereof is located in Unincorporated Pinellas County)</td>
</tr>
<tr>
<td>South (across from Ulmerton Road located in Unincorporated Pinellas County)</td>
</tr>
<tr>
<td>East (across from Icot Boulevard)</td>
</tr>
<tr>
<td>West (Unincorporated Pinellas County)</td>
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</tbody>
</table>

**PRIOR CITY CASES RELEVANT TO SUBJECT PROPERTY:**

1) A5-21-00: Annexation agreement  
2) SPR117-023: Request for a Full Scale Review to construct a mixed-use development

**COMPREHENSIVE DEVELOPMENT CODE REQUIREMENTS:**

A. **Similar Impacts:** The impacts of the development subject to the conditional use approval may not exceed the maximum impacts which would result from an allowable use on the same site.  
The proposed Active Recreation Facility (“top golf” style driving range use) may be allowed on a parcel with an Industrial Limited (IL) land use classification, subject to the performance standards of the IL land use classification, including:  
i. Provisions must be made for the containment and mitigation of noise, dust, noxious odors, outdoor
activities, and unsightly views.

ii. Outdoor activities are allowed only if approved as part of the site plan review process.

iii. All outdoor activities are limited to no more than fifty (50) percent of the total site area, excluding all area that is required for buffers, parking and vehicular access.

The proposed use will occupy 7.52 acres or 327,571.2 square feet, less than 36% of the total site area, and will not exceed the maximum impacts allowed within the IL land use classification.

B. Compatibility: Conditional uses will be evaluated to determine whether adequate measures have been made to ensure compatibility.

Section 4.2 Compatibility Review of the CDC:

1) Preservation or improvement of neighborhood character – The site is in an area that is predominately industrial and commercial uses, however there are neighboring residential uses to the west. The proposed use will not result in a change of the neighborhood character as the operational hours will limit any interference. The expected hours of operation are: Monday – Thursday: 10am – 10pm; Friday – Saturday: 10am – 11pm; and Sunday 12pm – 10pm.

2) Identification and mitigation of traffic impacts – According to the ITE Trip Generation Rates- 9th Edition, a golf driving range, typically generates 50 trips on a PM peak period rate per 40 tee positions. The applicant anticipates the golf driving range peak times will occur during the evenings and weekends, which are off peak times for offices. The trips generated by the golf driving range will mostly be during off peak periods and should not negatively impact the level of service on Ulmerton Road.

3) Identification and resolution of potential land use conflicts – Typical land use conflicts between existing and proposed uses involve air, noise, stormwater runoff, access, safety, and privacy. The proposed use will have limited hours of operation as stated in the narrative summary enclosed that will not significantly impact the adjacent properties. The expected hours of operation are: Monday – Thursday: 10am – 10pm; Friday – Saturday: 10am – 11pm; and Sunday 12pm – 10pm.

C. Buffer requirements: Minimum buffer requirements shall be determined by the minimum buffer standards of the land use classification of the site or the least restrictive land use classification of the proposed use, whichever is more intense.

Landscape buffers are required between parcels with different land use intensities. According to Table 10-3: Landscape Buffer Type by Use and Location and Table 10-4: Minimum Buffer Standards of the CDC, the minimum buffer width required to the west residential land use and northern portion thereof is 30-50 feet for the proposed “commercial general, heavy”. The proposed landscape buffers will be reviewed and approved by staff during the site plan review process. An additional landscape buffering may be required as a result of this aforementioned conditional use.

D. Impervious surfaces: The impervious surface ratio (ISR) shall not exceed the maximum allowed for the land use designation of the site.

The maximum impervious surface ratio (ISR) for the land use classification is 0.85. During preliminary development review committee, the proposed development will decrease the ISR due to the driving range eliminating a large unused parking area and adding areas of open space using pervious materials. Therefore, the maximum ISR of 0.85 will not be exceeded.

E. Mixed-use developments: If a proposed mixed-use development includes one or more conditional uses, the entire development shall be reviewed as a conditional use.

This provision is not applicable to this proposal.

F. Restrictions:

1) Minimum lot area – A minimum lot area of fifteen thousand (15,000) square feet shall be required for all non-residential conditional uses.

The subject property is approximately 21.23 acres and meets the minimum lot area for a Class II (Conditional) Use.
2) Acreage limitations – A land use amendment shall be required for parcels larger than three acres in size on Residential, CRD, ROR, or R/OG land use designations, and larger than five acres on Commercial or Industrial land use designations, in accordance with the Pinellas Countywide Plan Rules.

The subject site is approximately 21.23 acres, per Section 2.3.3.9 of the Pinellas Countywide Plan Rules, the proposed active recreation facility (i.e. Golf courses, driving ranges, miniature golf) use is permitted as a Commercial Recreation use. Additionally, the other proposed uses including retail/commercial/mixed-use and offices are allowed in accordance with the ICOT Center Development of Regional Impact (DRI) Master Plan, Map H, Land Use Schedule. Therefore, no Future Land Use Amendment is necessary for the site.

3) Prohibited locations – Non-residential conditional use developments are not allowed on local or minor collector roads.

The proposed use is located on a highway road classification (Ulmerton Road).

PUBLIC NOTIFICATION REQUIREMENTS:

MAILED WRITTEN NOTIFICATION: October 6, 2018
PUBLISHED NEWSPAPER NOTIFICATION: October 19, 2018
POSTED PROPERTY NOTICE: October 29, 2018

STAFF RECOMMENDATION:

Staff recommends approval of the proposed Class II (Conditional) Use to allow an Active Recreation Facility. Staff finds the project meets the requirements of Section 4.2 of the CDC and is compatible with the property’s Industrial Limited (IL) Future Land Use Map classification in conjunction with the proposed office and retail mixed-use redevelopment project for the site.

SUGGESTED MOTIONS FOR THE PLANNING BOARD:

I MOVE TO APPROVE C2D18-004 – 13600 ICOT BLVD ACTIVE RECREATION FACILITY, FINDING THE PROPOSED CLASS II (CONDITIONAL) USE MEETS THE REQUIREMENTS OF SECTION 4.2 OF THE COMPREHENSIVE DEVELOPMENT CODE, SUBJECT TO COMPLIANCE WITH STAFF RECOMMENDATIONS.

I MOVE TO APPROVE WITH CONDITIONS C2D18-004 – 13600 ICOT BLVD ACTIVE RECREATION FACILITY, FINDING THE PROPOSED CLASS II (CONDITIONAL) USE MEETS THE REQUIREMENTS OF SECTION 4.2 OF THE COMPREHENSIVE DEVELOPMENT CODE, SUBJECT TO COMPLIANCE WITH STAFF RECOMMENDATIONS AND THE FOLLOWING ADDITIONAL CONDITIONS: <LIST CONDITIONS FOR APPROVAL>

I MOVE TO DENY C2D18-004 – 13600 ICOT BLVD ACTIVE RECREATION FACILITY, FINDING THE PROPOSED CLASS II (CONDITIONAL) USE DOES NOT MEET THE REQUIREMENTS OF SECTION 4.2 OF THE COMPREHENSIVE DEVELOPMENT CODE.

PLANNING BOARD ACTION:

PUBLIC HEARING DATE: November 1, 2018

RECOMMENDATION: _____ Approval (Vote __________)

_____ Approval with conditions (Vote __________)

_____ Denial (Vote __________)

____________________________________
Cheyrl Bowman, Chairperson
EXHIBIT "A"

Case #: C2D18-004
Subject: 13600 Icot Blvd Active Recreation Facility
Class 2 Conditional Use
Location: 13600 Icot Blvd
04/30/16/77515/000/2200

Subject Property
City of Largo

Scale: 1"=400'

The City of Largo Community Development Department
This map has been prepared by

By: DB
Case #: C2D18-004
Subject: 13600 Icot Blvd Active Recreation Facility
       Class 2 Conditional Use
Location: 13600 Icot Blvd
         04/30/16/77515/000/2200

Subject Property
NARRATIVE SUMMARY
ICOT CENTER
CONDITIONAL USE
13600 ICOT BLVD (LOTS 22-24)

The ICOT Center DRI Master Plan (Map H) is the document that sets limits upon development within the DRI. The ICOT Center DRI was amended in 2010 to rescind the entire DRI Development Order with the exception of the Master Development Plan, which is to be used as a guide for future development and the implementation of conversions. The Master Development Plan contains several conversion ratios among the specific land uses approved within the DRI, these were established based on traffic generation characteristics. These conversion ratios have been used interchangeably among several parcels within the ICOT Center on a “first-come-first-served basis.”

Subsequent to the rescission of the Development Order, the City of Largo amended its Comprehensive Development Code (CDC) to permit office uses in the Industrial Limited (IL) land use/zoning category as a right. All future development within the ICOT Center may proceed in accordance with the City of Largo zoning regulations, or in accordance with the vested uses and conversions contained on the Master Development Plan.

The City of Largo requested an updated Master Plan in July 2017 which is attached. There have been many previous conversions which were done through the implementation of the conversion ratios shown on the updated Master Plan.

The proposed mixed-use project on Lots 22-24 includes 56,890 SF of existing office space, and up to 42,740 SF of retail/restaurant space. The proposed Conditional Use for a “Top Golf” style driving range with 42,740 SF of retail/restaurant space is considered a conditional use by the City of Largo, since the driving range is classified as an “Active Recreational Facility” by staff.

The parcel has a Land Use designation of Industrial Limited (IL) per the CDC. The proposed uses of offices and retail space are permitted per the Master Plan, however, the proposed golf driving range with retail/restaurant space “Active Recreational Facility” was never contemplated in prior plans. This was evaluated per the following criteria in Section 4.2 of the CDC.

Similar Impacts:

The proposed “Active Recreational Facility” is similar or less intrusive than many other uses permitted in the IL category. IL permits the following uses as “Allowed Uses” per Table 6-1 of the CDC: Banks/Credit Unions, dry cleaners, outdoor flea markets, light repair shops, mechanical repair shops, produce stands/market, offices, recycling centers, large machinery rental centers, restaurants, supermarkets, telecommunication towers, warehouse shopping stores, wholesale businesses, colleges/universities, daycare centers, medical-dental laboratories, parking garages, bus transfer stations, fuel oil/propane bulk sales, contractor yards, crematories, dry cleaner plant operations, firing ranges, food
packaging plants, broadcasting facilities, manufacturing, breweries, resource recovery facilities, stables, trade shops, storage facilities, boat storage facilities.

Several of the “allowed uses” can have noise, odor and light impacts that by far exceed those of the proposed “Active Recreational Use.” The traffic impacts are expected to be primarily in the evening and weekend periods and not during typical morning and afternoon commuter peak hours. Traffic impacts are also mitigated by multiple driveway connections to ICOT Boulevard and a proposed new driveway to Ulmerton Road conceptually approved by FDOT.

Compatibility:

The site has IL Land Use and is bounded on all sides by IL land use except to the west where the existing mobile home park has RU land use and R-6 zoning in unincorporated Pinellas County. Adjacent uses include:

North – Duke Energy powerline and retention ponds with “Transportation/Utility “Land Use and Clearwater Ice Arena with IL Land use. This is another “Active Recreational Use”

South – Ulmerton Road a six-lane divided arterial. South of Ulmerton Road is CG land use and IL land use containing retail shops, light industrial and mini storage establishments.

East – To the east is ICOT Boulevard and the ICOT Retail Shoppes and Holiday Inn Express hotel as well as other offices in the ICOT Center business park.

West – To the west is an existing mobile home park with RU land use and R-6 zoning in unincorporated Pinellas County.

Buffers/Noise/Light:

The proposed driving range is buffered by a 45 foot wide drainage easement on the western boundary of the site. A landscape buffer will also be provided, and the driving range area will include high mast supported netting. The retail building area will be oriented away from the adjacent mobile home park and will be located on the southern end of the property near Ulmerton Road. Light shields will be used to direct light away from the mobile home park and towards the driving range. Noise will be compliant with the Noise ordinance decibel readings per Section 11-116 of the CDC.

Site Area/Impervious Surface/Parking/Traffic:

The site is 21.23 acres and far exceeds the minimum lot area requirement of 15,000 SF. The maximum ISR of 0.85 will not be exceeded. Actually, the amount of impervious surface will be reduced by eliminating a large unused parking areas and introducing areas of open space or partially pervious materials for the driving range.
Parking Requirements are based on a minimum 2.5 spaces/1,000 SF of office space, and 2.5 spaces/1000 SF retail space. The minimum parking requirement per the CDC is:

<table>
<thead>
<tr>
<th>Size</th>
<th>Parking Spaces</th>
</tr>
</thead>
<tbody>
<tr>
<td>56,890 SF office</td>
<td>142 parking spaces</td>
</tr>
<tr>
<td>42,740 SF retail</td>
<td>107 parking spaces</td>
</tr>
<tr>
<td>TOTAL</td>
<td>249 parking spaces</td>
</tr>
</tbody>
</table>

The site currently contains over 1,300 parking spaces most of which are unused. After redevelopment the project site would contain over 600 parking spaces which provides ample parking to accommodate the multiple uses including the golf driving range facility. It is important to note the golf driving range peak times would be evening and weekend which are times the offices are not used.

A detailed traffic analysis will be required by FDOT for evaluating traffic impact to Ulmerton Road and operations of the proposed driveway. However, for the purposes of this Conditional Use application the estimated daily and peak hour trip generation is shown below:

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Size</th>
<th>ITE LUC</th>
<th>Daily Trips</th>
<th>AM Peak Trips</th>
<th>PM Peak Trips</th>
</tr>
</thead>
<tbody>
<tr>
<td>Office</td>
<td>56,890 SF</td>
<td>710</td>
<td>554</td>
<td>66 (56/10)</td>
<td>66 (10/56)</td>
</tr>
<tr>
<td>Retail</td>
<td>42,740 SF</td>
<td>820</td>
<td>1,613</td>
<td>40 (25/15)</td>
<td>163 (78/85)</td>
</tr>
<tr>
<td>Driving Range</td>
<td>40 tee positions</td>
<td>432</td>
<td>544</td>
<td>16 (10/6)</td>
<td>50 (22/28)</td>
</tr>
<tr>
<td>TOTAL</td>
<td></td>
<td></td>
<td>2,711</td>
<td>122 (91/31)</td>
<td>279 (119/169)</td>
</tr>
</tbody>
</table>

The adjacent segment of Ulmerton Road is currently operating at LOS C carrying 45,600 vehicles per day AADT according to the Forward Pinellas 2017 Level of Service Report. There is excess capacity available to support the redevelopment of the site.

Days and Hours of Operation:

The offices have standard daytime hours Mondays – Fridays 8AM – 5PM. The driving range and retail space would operate seven (7) days a week. Expected hours of operation are:

- Monday- Thursday: 10 AM – 10 PM
- Friday -- Saturday: 10 AM – 11 PM
- Sunday: 12 Noon – 10 PM

CONCLUSION

The 21.23 acre site is severely underutilized and can be a contributing factor to the economic success of the City of Largo. Office space within the existing offices will remain, and the transformation of unused parking lot area to a golf driving range with retail and restaurant space can improve the site appearance and utility. The impervious surface will be reduced, parking area will be reduced, open space will be increased, appropriate buffers will be provided, and traffic impact can be accommodated.