



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: July 21, 2026
AGENDA ITEM: ID#26-0782
CASE: FLD2026-05010
REQUEST: Flexible Development approval for Social and Community Centers, the Carlouel Beach & Yacht Club (accessory outdoor amenities - tennis courts, pool area and overnight cabanas) in the Institutional (I) and Preservation (P) Districts as a Comprehensive Infill Redevelopment Project for the property located at 1091 Eldorado Avenue. The buildings do not exceed 50 feet in height and 59 on-site parking spaces are proposed. Requested is flexibility for the use, reduced off-street parking for the site based on a parking demand study, and reduced landscape buffers along the property lines through a Comprehensive Landscape Program. (Community Development Code Sections 2-1204.A, 3-1401.C, and 3-1202.G)

GENERAL DATA:

Agent..... Brian Aungst, Jr., Macfarlane, Ferguson & McMullen, P.A.
Owners..... Carlouel Yacht Club, Inc.
Location..... East side of Eldorado Avenue, approximately 376 feet northwest of Mandalay Avenue.
Property Size..... 2.9 acres
Future Land Use..... Institutional (I) District; Preservation (P) District
Zoning..... Institutional (I) District; Preservation (P) District
Special Area Plan..... N/A
Adjacent Zoning... *North:* Low Density Residential (LDR) District; Preservation (P) District
South: Low Medium Density Residential (LMDR) District
East: Preservation (P) District
West: Institutional (I) District; Low Medium Density Residential (LMDR) District
Existing Land Use..... Social and Community Centers
Proposed Land Use..... Social and Community Centers

BACKGROUND:**Location and Existing Conditions:**

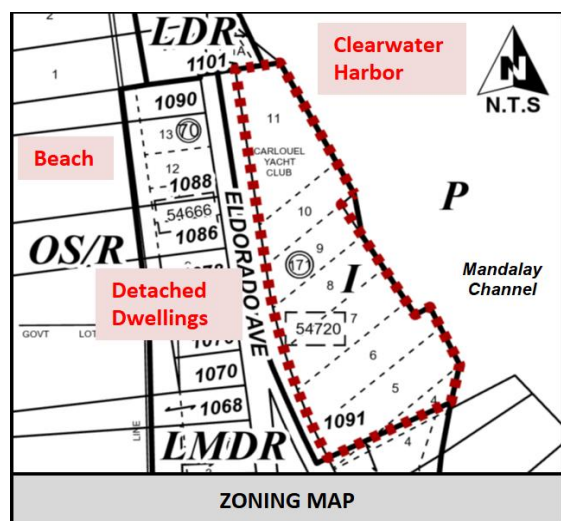
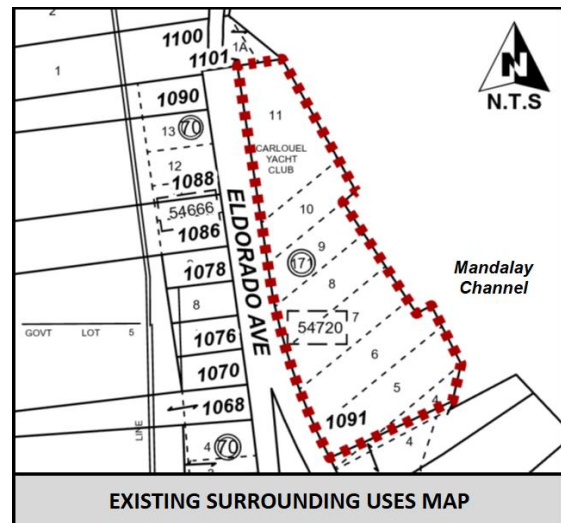
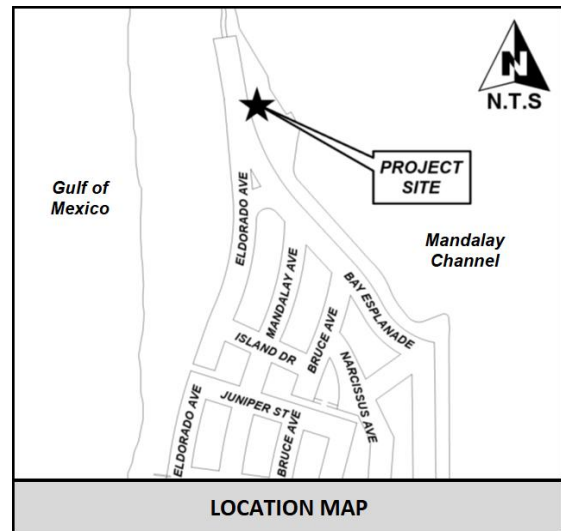
The 2.9-acre project site is located on the east side of Eldorado Avenue, approximately 376 feet northwest of Mandalay Avenue. The project site is comprised of one parcel with a frontage of approximately 700 feet along Eldorado Avenue and 660 feet of waterfront property along Clearwater Harbor. There are approximately 31 existing off-street parking spaces on site.

The project site is located within the Institutional (I) and Preservation (P) Zoning Districts with Institutional (I) and Preservation (P) future land use designations. The site contains the Carlouel Beach & Yacht Club ("Club"), an established working waterfront social and community center that has operated on Clearwater Harbor since 1934, providing boating, recreational, and social amenities to its members. The immediate vicinity is characterized by detached dwellings.

Site History:

A review of public records reveals a history of approved variances granted by the City's Development Code Adjustment Board, which existed prior to 1999. These variances allowed for the reconfiguration and expansion of the yacht club over time. The approved variances acknowledged the constraints of the parcel. The following summarizes the history of Community Development Board (CDB) approvals related to renovations and expansions of original structures and buildings, as well as modifications and expansions of the associated commercial dock facilities on the subject property.

- On August 26, 1999, the Community Development Board (CDB) approved Flexible Standard Development application FLS 99-08-47 for the renovation and expansion of the existing building adjacent to the Eldorado Avenue frontage. The project expanded the building to 4,050 square feet and provided a front setback of 25 feet.
- On January 25, 2000, the CDB approved FLD 99-11-21 for an 80-square-foot addition consisting of a service elevator and equipment room, including a reduction of the front setback from 25 feet to 7.5 feet as part of a Comprehensive Infill Redevelopment Project. The accompanying staff report indicated that the requested setback reduction was consistent with the existing building, which is legally nonconforming with



respect to setback and is located approximately 6.6 feet from Eldorado Avenue.

- On January 21, 2003, the CDB approved FLD2002-10033 for the expansion of an existing commercial dock through the addition of one 10-foot by 250-foot floating dock for transient vessel mooring, with a reduction of the north side setback to 6 feet.
- On April 18, 2006, the CDB approved FLD2005-09094 for the expansion of an existing commercial dock through the addition of three floating docks (two 10-foot by 70-foot docks and one 10-foot by 76-foot dock) connected to the existing 10-foot by 250-foot floating dock for transient vessel mooring. The approval included a reduction in the north side setback to 3.3 feet for the floating dock addition under the provisions of Section 3-601. This approval was appealed on May 8, 2006, through case APP2006-00001, by area residents challenging the decision of the Community Development Board. On June 14, 2006, the City received a Notice of Dismissal for APP2006-00001 after the Club and the appellant resolved the issues.
- On May 21, 2024, the CDB approved FLD2024-01001, amending previously approved Flexible Development application FLD2002-10033, as amended by FLD2005-09094, to modify the existing commercial dock. The approved improvements included the removal and replacement of existing fixed docks with a main walkout and floating docks providing a total mooring capacity of 16 vessels, replacement of the existing kayak launch, and construction of a boardwalk. The approval also included reduced setbacks from the property lines, as extended into the water, of 6 feet on the northern side (no change from the existing constructed dock) and 176.2 feet on the southern side of the property for the reconstructed kayak launch.

Code Compliance Analysis:

There are no active Code Compliance cases for the subject property.

Development Proposal:

The proposal is to redevelop the Club, an existing working waterfront social and community center, including outdoor amenities and accessory overnight accommodations within the Institutional (I) District as a Comprehensive Infill Redevelopment Project. No changes within the Preservation (P) District are proposed. The project includes the demolition and replacement of the existing clubhouse with a new clubhouse (indicated as Bldg. 1 on the site plan on page 6) and the demolition and replacement of the existing cabana building with a new wellness center/cabana building containing six accessory members-only overnight cabanas (indicated as Bldg. 2 on the site plan on page 6). The proposal also includes the reconstruction and replacement of the existing lap pool area, tennis court, parking areas, and other amenity areas that support the Club's primary use as a social and community center, including a new lagoon pool. The buildings will not exceed 50 feet in height, and a total of 59 on-site parking spaces are proposed. Flexibility is requested for the renovations of the existing social and community center use, a reduction in required off-street parking based on a parking demand study, and reduced landscape buffers along the property lines through a Comprehensive Landscape Program.

Social and Community centers in the Institutional District may be approved through a Level One Flexible Standard Development request, provided they meet the standards in Community Development Code (CDC) Table 2-1203 and the flexibility criteria in Section 2-1203.R. One of the criteria in CDC Section 2-1203.R.1 states, "The parcel proposed for development does not abut any property designated as residential in the Zoning Atlas." The Club parcel abuts or is contiguous to parcels zoned Low Density Residential and Low Medium Density Residential to the north and south, respectively. Therefore, the project is being reviewed under CDC Section 2-1204.A as a Comprehensive Infill Redevelopment Project.

Additionally, the subject property has previously received Flexible Development approvals for improvements to the site. Pursuant to CDC Section 4-406, modifications to an approved Level Two development application may be processed as a minor revision only when the changes do not substantially alter the character or design of the approved project, increase its intensity, substantially change the location of structures, or otherwise exceed the thresholds established for minor revisions. Because the proposed redevelopment includes demolition and replacement of the existing clubhouse and cabanas, construction of a new clubhouse and wellness center/cabana building containing six accessory overnight units, reconfiguration of site amenities, and modifications beyond the scope of a minor revision, the request must be reviewed through the Level Two Flexible Development approval process applicable to the original approvals.

Flexibility criteria address consistency with the Comprehensive Plan and Code, as well as how the proposed project may impact surrounding properties. The proposed use must be otherwise permitted by the underlying future land use category, be compatible with adjacent land uses, and not substantially alter the essential use characteristics of the neighborhood. The use of the property as a social and community center was established in 1934, prior to the adoption of the CDC in 1999. Since that time, the Club has served as a longstanding member of the community in North Clearwater Beach, providing recreational and social opportunities through its various on-site amenities. Continuing the property's use as a social and community center is consistent with its historic function, compatible with surrounding development, and will not alter the essential character of the neighborhood.

The overall increase in building area is limited to approximately 6,000 square feet, representing a modest expansion relative to the size of the site. The Club will continue to operate in substantially the same manner as it has for decades, with the proposed overnight cabanas remaining accessory to and supportive of the principal social and community center use. Accordingly, the proposed redevelopment is not expected to result in significant adverse impacts on surrounding properties. As stated, the Club proposes to redevelop its existing facilities through the construction of a new clubhouse and a wellness center/cabana building containing six accessory overnight cabanas, along with a reconstructed tennis court, pool area, parking facilities, and related site amenities. These improvements will replace the existing clubhouse, cabanas, and recreational amenities while enhancing flood resilience and incorporating modern features. Food and beverage service will be supplemented through the provision of mobile food service elements located between the proposed pools and under the elevated clubhouse for use by the members and their guests only. The mobile food elements will be able to access the rear of the site by entering through the double-gated entry located on the north end of the surface parking lot. Temporary and mobile improvements will be removed prior to severe weather events.

The proposed clubhouse will be elevated above 18 covered parking spaces and will include a kitchen, bar, dining room, boardroom, and crow's nest. The proposed wellness center/cabana building will be elevated above enclosed storage space. Together, the proposed clubhouse, wellness center/cabana building, and existing pool amenity building will comprise a total gross floor area of 24,933 square feet. The existing pool amenity building is currently undergoing renovation and is not part of this request.

A new surface parking lot containing 41 parking spaces is proposed along the southern frontage of Eldorado Avenue. To provide a covered arrival and drop-off area, the applicant is also seeking a concurrent license agreement through a separate process with the City of Clearwater for a porte-cochere extending into the Eldorado Avenue right-of-way, which would connect to the northern end of the clubhouse.

As discussed above, the proposed cabanas as an accessory overnight member benefit are proposed to be located within the wellness center/cabana building. Article 3, Division 2 of the CDC addresses accessory uses and accessory structures, the definitions for which are located in Article 8. An accessory use is defined as a use that: 1) is subordinate to and serves a principal use; 2) is subordinate in area, extent, and purpose to the principal use served; 3) contributes to the comfort, convenience, or necessities of the users or occupants of the principal use; and 4) is located on the same lot as the principal use. Section 3-203 further states that accessory uses shall not cumulatively exceed 25 percent of the gross floor area of the principal use. The proposed overnight units contain a gross floor area of 2,785 square feet, representing 12.6 percent of the gross floor area of the principal use, consistent with the definition of accessory uses.

Based on the CDC requirement of five parking spaces per 1,000 square feet of gross floor area (GFA) for social and community centers, the proposed development would require a minimum of 125 off-street parking spaces. The applicant is requesting a reduction in the required parking based on a parking demand study. For comparison, the Institute of Transportation Engineers (ITE) Parking Generation Manual (6th Edition) recommends 2.32 parking spaces per 1,000 square feet of GFA for a recreational community center, resulting in a parking demand of approximately 58 spaces. The proposed development includes 59 off-street parking spaces, which exceeds the ITE-based demand estimate. Additionally, approximately 30 on-street parking spaces are available along Eldorado Avenue adjacent to the site. The applicant also notes that the facility is accessible by boat, bicycle, and pedestrian connections, which may further reduce parking demand.

The proposed building setbacks include a west front setback of zero at the porte-cochere and 12 feet to building, side setbacks of 27 feet (north) and 330 feet (south), and an east rear setback of 8 feet. Proposed paved-area setbacks include a west front setback of 12 feet, side setbacks of 10 feet (north and south), and an east rear setback of zero. Site amenities, including seating, tables, food service areas, and gathering spaces, will be provided throughout the site, primarily along the east waterfront boundary. Fire and solid waste service access will be provided via the northernmost driveway.

The proposed reductions to landscape buffers along property lines require approval as a Comprehensive Landscape Program. This includes 44 proposed trees and palms, 19 preserved trees and palms, 1,092 proposed shrubs and 983 proposed ground covers within landscape buffers along all property boundaries and interior to the site. The program includes landscape improvements that exceed the minimum code requirements, such as enhanced plant materials, increased planting density, and increased plant height that demonstrate an overall landscape treatment superior to the minimum standards. The proposed landscaping improvements to the subject property will enhance the functionality and visual quality of the overall project area, better define the site boundaries, and strengthen the presence of the site entrances along Eldorado Avenue. Collectively, these enhancements will significantly improve the overall appearance of the site and contribute positively to the surrounding area.

The site plan shows the layout of the University of North Carolina at Chapel Hill. Bldg. 1 is a large yellow-shaded building in the upper left. Bldg. 2 is a yellow-shaded building in the lower right. A large blue-shaded area in the center represents the existing lap pool to be remodeled. A new lagoon pool is shown in the lower right, and a new tennis court is located in the lower right. A new parking area is shown in the lower right. The plan includes various annotations such as 'MATCHLINE (SEE PREVIOUS SHEET)', 'MATCHLINE (SEE NEXT SHEET)', and 'FUTURE DOCKS BY OTHERS (TYPICAL)'. A scale bar and north arrow are located in the upper right corner.

Bldg. 1

Existing lap pool to be remodeled

ing pool building to remain

Bldg. 2

New lagoon pool

New tennis court

New parking area

[illegible]

West Elevation – Clubhouse Building (Bldg. 1)



West Elevation – Cabana Building (Bldg. 2)



ANALYSIS:**Comprehensive Plan:**

The proposal is supported by applicable Goals, Objectives and/or Policies of the City's Comprehensive Plan as follows:

Future Land Use Plan Element:

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|---------------------------|--|
| <i>Objective QP 1.1</i> | Ensure programs and investments are designed to support the long-term livability, sustainability, attractiveness, and safety of existing neighborhoods. |
| <i>Objective QP 1.2</i> | Guide development and public investment in neighborhoods to preserve community character and promote strategic infill development and redevelopment. |
| <i>Objective QP 2.1</i> | Support opportunities for corridor planning and mixed-use or neighborhood scale development. |
| <i>Objective QP 2.1.3</i> | Advocate for mixed-use development that includes a combination of compatible land uses having functional interrelationships and design and building human-scale active, attractive designs that encourage walking, cycling and the use of transit. |
| <i>Objective QP 2.3</i> | Protect and preserve the character of the neighborhoods and corridors. |

Community Development Code (CDC) Section 1-103. Purpose, Intent, Objectives:

The proposal is supported by the general purpose, intent and basic planning objectives of this Code as follows:

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|---------------------------|---|
| <i>Section 1-103.B.1.</i> | Allowing property owners to enhance the value of their property through innovative and creative redevelopment. |
| <i>Section 1-103.B.2.</i> | Ensuring that development and redevelopment will not have a negative impact on the value of surrounding properties and wherever practicable promoting development and redevelopment which will enhance the value of surrounding properties. |
| <i>Section 1-103.B.3.</i> | Strengthening the city's economy and increasing its tax base as a whole. |
| <i>Section 1-103.C.</i> | It is the further purpose of this Development Code to promote economic development, neighborhood revitalization, and regional cooperation to sustain efforts through which development will protect regionally significant water and other environmental resources. |
| <i>Section 1-103.D.</i> | It is the further purpose of this Development Code to make the beautification of the city a matter of the highest priority and to require that existing and future uses and structures in the city are attractive and well-maintained to the maximum extent permitted by law. |

Community Development Code Section 2-1201.1 and 2-1501.1 – Maximum Development Potential

The development property has a future land use designation of Institutional (I) and Preservation (P). The Institutional (I) designation allows a maximum Impervious Surface Ratio (ISR) of 0.85 where 0.64 is proposed and Floor Area Ratio (FAR) of 0.65 where 0.20 is proposed. The Preservation (P) designation allows a maximum ISR of 0.20 and FAR of 0.10. Since the Preservation portion of the site is water with approved dock area, the ISR and FAR are not applicable.

Community Development Code Section 2-1204 Flexible Development Standards

As previously noted, approval of a Comprehensive Infill Redevelopment Project in the Institutional (I) District is requested. The proposed site improvements are not located within the portion of the site zoned Preservation (P). The Comprehensive Infill Redevelopment Project provisions do not establish specific development standards, such as minimum lot area, lot width, setbacks, or height, and provide that minimum off-street parking shall be determined by the Community Development Coordinator based on the specific use and/or the Institute of Transportation Engineers (ITE) Parking Generation Manual. For comparison, the Community Development Code (CDC) requires a minimum of five parking spaces per 1,000 square feet of gross floor area for social and community centers in the Institutional District. The site conditions are as follows:

DEVELOPMENT STANDARDS	LEVEL TWO COMPREHENSIVE INFILL REDEVELOPMENT PROJECT (CIRP) CDC Table 2-1204 & TYPICAL SOCIAL AND COMMUNITY CENTERS (SCC) STANDARDS	PROPOSED/EXISTING
<i>Minimum Lot Area</i>	CIRP: Not specified SSC: 20,000 square feet	2.9 acres
<i>Minimum Lot Width</i>	CIRP: Not specified SSC: 100	700 feet (Eldorado Avenue) 660 feet (waterfront, Clearwater Harbor)
<i>Maximum Height</i>	CIRP: Not specified SSC: 50 feet	50 feet
<i>Minimum Off-Street Parking</i>	CIRP: Determined by the Community Development Coordinator based on specific use and/or ITE manual. SSC: 5 spaces/1,000 GFA	59 off-street parking spaces
<i>Setbacks (in feet)</i>	CIRP: Not specified SSC: Front: 15 – 25 feet Side: 10 feet Rear: 15 – 20 feet	Setbacks to buildings: Front: zero feet (west) Sides: 27 feet (north) and 145 feet (south) Rear: 8 feet (east) Setbacks to paved areas: Front: 12 feet (west) Side: 10 feet (north and south), Rear: zero (east)

Community Development Code Section 2-1204.A – Comprehensive Infill Redevelopment Project Flexibility Criteria

DEVELOPMENT STANDARD	COMPLIANCE WITH STANDARD
<i>Section 2-1204.A.1</i> <i>The development or redevelopment is otherwise impractical without deviations from the use and/or development standards set forth in this zoning district;</i>	The proposed redevelopment is impractical without deviations from the development standards of the Institutional zoning district. While the existing social and community center use is permitted within the district, the property's adjacency to residentially designated properties necessitate approval as a Comprehensive Infill

	Redevelopment Project in order to continue and improve the existing use. In addition, the site's physical constraints limit the amount of parking that can be provided on-site. The proposed redevelopment includes 59 parking spaces and relies on the flexibility afforded through the Comprehensive Infill Redevelopment Project process. Accordingly, the requested deviations are necessary to facilitate redevelopment of the property while maintaining its longstanding use as a social and community center.
<i>Section 2-1204.A.2</i> <i>The development or redevelopment will be consistent with the goals and policies of the Comprehensive Plan, as well as with the general purpose, intent and basic planning objectives of this Code, and with the intent and purpose of this zoning district;</i>	The project is consistent with the goals and policies of the Comprehensive Plan, the purpose and intent of the Community Development Code, and the intent of the Institutional zoning district. The project will allow the Club to continue operating as a social and community center by offering new mobile elements and upgrades to existing facilities while remaining compatible with the surrounding neighborhood. The proposed modernization of some existing facilities improve compliance with current floodplain management requirements, support Club members and guests, and preserve the character of the area by allowing the Club to continue serving as a benefit to the community without adversely impacting adjacent residential properties. The proposed improvements have been substantially driven by the need to address the requirements applicable to development and redevelopment within flood hazard areas, including the elevation of structures and site improvements to improve long-term resiliency. The temporary and mobile improvements can be removed prior to severe weather events.
<i>Section 2-1204.A.3</i> <i>The development or redevelopment will not impede the normal and orderly development and improvement of surrounding properties;</i>	The proposed project will not impede the normal and orderly development or improvement of surrounding properties. Rather, it is expected to support and enhance development in the surrounding area by replacing aging facilities with modern, code-compliant structures while incorporating mobile elements that are compatible with the site's intended function. The project will improve the property's functionality, safety, and long-term viability, which is anticipated to have a positive influence on surrounding properties and contribute to the continued orderly development of the area.
<i>Section 2-1204.A.4</i> Adjoining properties will not suffer substantial detriment as a result of the proposed development;	Adjoining properties will not suffer substantial detriment as a result of the proposed redevelopment. The majority of the redevelopment will continue to be located on the northern portion of the site and will be buffered from adjacent properties by existing and proposed structures, including the

	clubhouse, pool amenity building, wellness center/cabana building, mobile elements, and perimeter landscape buffers. The overall increase in building area is limited to approximately 6,000 square feet, representing a modest increase relative to the size of the site. The Club will continue to operate in substantially the same manner as it has for decades, with the proposed overnight cabanas remaining accessory to and supportive of the principal social and community center use. As a result, the redevelopment is not expected to create substantial adverse impacts on surrounding properties.
<i>Section 2-1204.A.5.a. The proposed use shall otherwise be permitted by the underlying future land use category, be compatible with adjacent land uses, will not substantially alter the essential use characteristics of the neighborhood; and shall demonstrate compliance with one or more of the following objectives:</i> <i>a. The proposed use is permitted in this zoning district as a minimum standard, flexible standard or flexible development use;</i> <i>b. The proposed use would be a significant economic contributor to the city's economic base by diversifying the local economy or by creating jobs;</i> <i>c. The development proposal accommodates the expansion or</i>	a. The proposed use is permitted by the underlying future land use category, is compatible with adjacent land uses, and will not substantially alter the essential use characteristics of the neighborhood. The principal use of the site as a social and community center is a permitted flexible standard development use within the Institutional zoning district. The proposed accessory use, consisting of six overnight units within the wellness center/cabana building, is subordinate to and supportive of the principal use. These accommodations function as an amenity to the social and community center and do not alter the fundamental character of the site. The application is being processed as a Comprehensive Infill Redevelopment Project due to the site's proximity to residentially designated properties, pursuant to CDC Section 2-1204. b. The proposed redevelopment will allow the continued operation and modernization of an established community institution that contributes to the local economy and provides employment opportunities. The Club has served as an important community asset for decades and contributes to the desirability of Clearwater Beach and the surrounding neighborhood. The proposed redevelopment will allow the facility to continue operating in this capacity and maintain its ongoing economic contribution to the City. c. The proposed development facilitates the expansion and redevelopment of an established economic contributor within the City. The Club has been a social, recreational, and

<i>redevelopment of an existing economic contributor;</i> <i>d. The proposed use provides for the provision of affordable housing;</i> <i>e. The proposed use provides for development or redevelopment in an area that is characterized by other similar development and where a land use plan amendment and rezoning would result in a spot land use or zoning designation; or</i> <i>f. The proposed use provides for the development of a new, and/or preservation of a working waterfront use.</i>	community gathering place and continues to provide economic and community benefits. The project includes the addition of mobile onsite amenities designed to enhance the property's functionality while maintaining resilience. These mobile elements can be removed in advance of severe weather events. d. Not applicable. e. The proposed redevelopment is compatible with the existing pattern of development in the surrounding area. The property has long operated as an established private club and community gathering place, and the proposed redevelopment represents a modernization and enhancement of that longstanding use rather than the introduction of a new or incompatible land use. The project incorporates enhanced landscape buffers, improved site aesthetics, and upgraded landscaping that minimize potential impacts on adjacent properties while enhancing the visual character of the area. Functional spaces further improve the site's operational efficiency and resiliency. Collectively, these improvements are consistent with the character of surrounding development, support the orderly redevelopment of the property, and reinforce compatibility with neighboring uses without creating an isolated or inconsistent land use or zoning designation. f. The proposed redevelopment preserves and enhances an existing working waterfront use. The Carluel Beach & Yacht Club has long operated as a water-dependent recreational and social facility that provides direct access to Clearwater Harbor through its slips and associated boating amenities. The proposed redevelopment maintains the property's established working waterfront function while modernizing the existing clubhouse and supporting facilities, improving operational efficiency, and enhancing resilience through compliance with current floodplain management requirements. The project preserves the site's longstanding relationship with the waterfront, supports continued boating and marine-related activities, and ensures the long-term viability of this established working waterfront use without introducing a new or incompatible land use.
<i>Section 2-1204.A.6</i> <i>Flexibility with regard to use, lot width, required setbacks, height and off-street parking are justified based on demonstrated compliance with all of the following design objectives:</i>	

<i>a. The proposed development will not impede the normal and orderly development and improvement of the surrounding properties for uses permitted in this zoning district;</i> <i>b. The proposed development complies with applicable design guidelines adopted by the city;</i> <i>c. The design, scale and intensity of the proposed development supports the established or emerging character of an area;</i> <i>d. In order to form a cohesive, visually interesting and attractive appearance, the proposed development incorporates a substantial number of the following design elements:</i> • <i>Changes in horizontal building planes;</i> • <i>Use of architectural details such as columns, cornices, stringcourses pilasters, porticos, balconies, railings, awnings, etc.;</i> • <i>Variety in materials, colors and textures;</i> • <i>Distinctive fenestration patterns;</i> • <i>Building setbacks; and</i> • <i>Distinctive roof forms.</i> <i>e. The proposed development provides for appropriate buffers, enhanced landscape design and appropriate distances between buildings.</i>	a. The proposed redevelopment will not impede the normal and orderly development and improvement of surrounding properties for uses permitted in this zoning district. Instead, the project is expected to support surrounding development by improving site conditions and increasing the availability of on-site parking. b. The aesthetic elements of the development comply with the requirements of Section 2-1204.A.6.d. below. c. The proposed redevelopment is consistent with the established character of the North Clearwater Beach neighborhood. The increase in building area is modest relative to the size of the site and maintains compatibility with the existing development pattern. The redevelopment also responds to modern floodplain management requirements through the elevation of structures and improved site design, ensuring the long-term viability of the Club while maintaining neighborhood character. d. The proposed architecture incorporates several of the listed design elements, including porticos, railings, varied materials, colors and textures, and distinctive roof forms, creating a cohesive and visually attractive development. e. The proposed redevelopment improves the existing site layout through enhanced buffering, landscaping, and site design. Redevelopment of the property will bring portions of the site into greater conformance with current landscaping and buffering standards while improving overall site functionality and resiliency.
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Community Development Code Section 3-1202.G.– Comprehensive Landscaping Program Criteria

DEVELOPMENT STANDARD	COMPLIANCE WITH STANDARD
<i>Section 3-1202.G.1.a. or b. Architectural Theme.</i> <i>a. The landscaping in a comprehensive landscape program shall be designed as a part of the architectural theme of the principal buildings proposed or developed on the parcel proposed for development; or</i> <i>b. The design, character, location and/or materials of the landscape treatment proposed in the comprehensive landscape program shall be demonstrably more attractive than landscaping otherwise permitted on the parcel proposed for development under the minimum landscape standards.</i>	The proposed Comprehensive Landscape Plan has been designed as an integral part of the architectural theme and functional character of the development. The landscaping complements the architectural character of the yacht club and its waterfront setting while preserving important open views between the clubhouse and adjacent waterfront areas, which are a defining element of the site's design. The plan also maximizes planting opportunities, particularly within the western buffer where available space is limited by required separation distances between shade trees and adjacent hardscape. The proposed modifications maintain the overall visual identity and design character of the property while providing a substantial increase in shade tree canopy and enhancing landscape improvements along the western property boundary and elsewhere on the site perimeter.
<i>Section 3-1202.G.2. Lighting.</i> <i>Any lighting proposed as a part of a comprehensive landscape program is automatically controlled so that the lighting is turned off when the business is closed.</i>	No landscape lighting is proposed as part of the Comprehensive Landscaping Program application. The requested modifications to the eastern and western landscape buffers will not result in increased lighting impacts to adjacent properties or the surrounding area. Should landscape lighting be proposed in the future, it will be reviewed under separate permits and will be designed to comply with applicable code requirements, including automatic controls that turn the lighting off when the business is closed.
<i>Section 3-1202.G.3. Community Character.</i> <i>The landscape treatment proposed in the comprehensive landscape program will enhance the community character of the City of Clearwater.</i>	The proposed Comprehensive Landscape Program enhances the community character of the City of Clearwater by improving the site's landscaping while reinforcing its waterfront identity. The western landscape buffer introduces oak trees where feasible, increasing canopy, pedestrian comfort, and environmental benefits over the existing palm-dominated buffer. Along the eastern perimeter, the plan preserves open views between the yacht club and the waterfront, supporting the coastal and marine character of Clearwater Beach while enhancing the site's overall landscape quality.
<i>Section 3-1202.G.4. Property Values.</i> <i>The landscape treatment proposed in the comprehensive landscape program will have a beneficial impact on the value of property in the immediate vicinity of the parcel proposed for development.</i>	The proposed Comprehensive Landscape Program will have a beneficial impact on the value of surrounding properties by preserving waterfront views and visual access to the slips, which contribute to the area's aesthetic appeal and character. The plan also enhances perimeter landscaping through expanded buffers, increased plant material, and additional shade tree canopy along the western property boundary, providing greater long-term visual, environmental, and property value benefits than the existing palm-dominated landscape.

<i>Section 3-1202.G.5. Special Area or Scenic Corridor Plan.</i> <i>The landscape treatment proposed in the comprehensive landscape program is consistent with any special area or scenic corridor plan which the City of Clearwater has prepared and adopted for the area in which the parcel proposed for development is located.</i>	The property is not subject to a Special Area or Scenic Corridor Plan
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Community Development Code Section 3-914. General Applicability Standards

The proposal supports the General Applicability standards of this Code as follows.

GENERAL APPLICABILITY STANDARDS	FINDINGS
<i>Section 3-914.A.1. The proposed development of the land will be in harmony with the scale, bulk, coverage, density and character of adjacent properties in which it is located.</i>	The proposed redevelopment is consistent with the existing scale, bulk, coverage, density, and character of the surrounding area. The Club has operated on the site since 1934 and has historically functioned in harmony with adjacent properties and the surrounding neighborhood. The proposed improvements primarily modernize and replace existing facilities while maintaining the site's established character and overall intensity of use. The redevelopment has been substantially driven by the need to comply with current Floodplain Management Ordinance requirements applicable to development within flood hazard areas and to improve the long-term resiliency of the property. The redevelopment does not result in a significant increase in density or intensity. The proposed overnight cabanas are accessory to the Club's principal use as a social and community center and are intended to serve members and guests utilizing the facility. The accommodations remain subordinate in area, extent, and purpose to the principal use, contribute to the convenience and enjoyment of Club patrons, and are located on the same property as the principal use. As such, the proposed development will continue to be compatible with adjacent properties and remain in harmony with the character of the surrounding area.
<i>Section 3-914.A.2. The proposed development will not hinder or discourage development and use of adjacent land and buildings or significantly impair the value thereof.</i>	The proposed redevelopment will not hinder or discourage the development and use of adjacent land and buildings, nor will it significantly impair their value. The Club has long been an established and recognizable community asset within Clearwater Beach, contributing to the desirability and character of the surrounding area. The proposed improvements will modernize and enhance the existing facilities while maintaining the site's longstanding use and compatibility with neighboring properties.

	By reinvesting in the property and improving its functionality, resiliency, and appearance, the redevelopment is expected to support continued investment in the surrounding area and may positively influence adjacent property values. As such, the proposed development is not anticipated to adversely affect nearby properties and is consistent with the continued use and development of surrounding lands. Further, the adjacent properties are already developed with detached dwellings, and the redevelopment will not impede their continued use or enjoyment.
<i>Section 3-914.A.3. The proposed development will not adversely affect the health or safety of persons residing or working in the neighborhood.</i>	The proposed redevelopment will not adversely affect the health or safety of persons residing or working in the neighborhood. The property has long operated as a social and community center without creating adverse impacts, and the proposed improvements will not significantly change the site's established use or intensity. The proposed overnight cabanas are accessory to the Club's principal use and are intended for members and their guests. The redevelopment also incorporates safety and resiliency enhancements, including elevating structures to meet current floodplain management requirements, a mobile food kitchen that can be removed prior to storm events, and increased clearance beneath architectural elements extending over Eldorado Avenue to improve safety for passing vehicles. Therefore, the proposed development is not expected to adversely affect the health, safety, or welfare of the surrounding neighborhood.
<i>Section 3-914.A.4. The proposed development is designed to minimize traffic congestion.</i>	The proposed redevelopment is designed to minimize traffic congestion by increasing the amount of on-site parking and improving site access. While the applicant is requesting flexibility from the off-street parking requirements, the development will provide 59 on-site parking spaces, supplemented by approximately 30 on-street parking spaces adjacent to the property and 14 slips. The proposed improvements are expected to accommodate parking demand more efficiently than the existing site while also providing alternative modes of access, including boat, bicycle, and pedestrian access. As a result, the redevelopment is not anticipated to create significant traffic impacts and is designed to minimize congestion within the surrounding area.
<i>Section 3-914.A.5. The proposed development is consistent with the community character of the immediate vicinity.</i>	The proposed redevelopment is consistent with the community character of the immediate vicinity. The Club is a defining feature of the North Clearwater Beach community and has served as a social and recreational gathering place for decades. The redevelopment will allow the property to

	continue serving its established role while modernizing facilities and improving resiliency in response to current floodplain management requirements. The project will maintain the existing social and community center use, and the six overnight cabanas will remain accessory to that principal use. As a result, the redevelopment will not alter the character of the property or the surrounding area and will remain compatible with the established community character.
<i>Section 3-914.A.6. The design of the proposed development minimizes adverse effects, including visual, acoustic and olfactory and hours of operation impacts on adjacent properties.</i>	The proposed redevelopment has been designed to minimize adverse impacts on adjacent properties, including visual, acoustic, olfactory, and operational impacts. The applicant has assembled an experienced design team to revitalize the site while maintaining compatibility with the surrounding neighborhood. The majority of the redevelopment will remain concentrated on the northern portion of the property, consistent with the existing site layout. In addition, enhanced landscaping, buffering, and modern building design will help minimize visual impacts on adjacent properties. Because the project primarily replaces and modernizes existing facilities rather than introducing a new or more intensive use, the redevelopment is not expected to create significant adverse impacts and will remain compatible with the surrounding area.

RECOMMENDATION

The Development Review Committee (DRC) reviewed the application and supporting materials at the DRC meeting of June 4, 2026. The Planning and Development Department, having reviewed all materials submitted by the applicant and the requirements of the Community Development Code, recommends the following findings of facts and conclusions of law.

Recommended Findings of Fact

1. The 2.9-acre project site is located on the east side of Eldorado Avenue, approximately 376 feet northwest of Mandalay Avenue.
2. The project area is located within the Institutional (I) and Preservation (P) District with Institutional (I) and Preservation (P) future land use designations.
3. The project is comprised of one parcel with a frontage of approximately 700 feet along Eldorado Avenue and 660 feet along Clearwater Harbor.
4. The proposed setbacks to the buildings include a west front setback of zero, side setbacks of 27 feet (north) and 330 feet (south), and an east rear setback of 8 feet. The proposed setbacks to paved areas include a west front setback of 12 feet, side setbacks of 10 feet (north and south), and an east rear setback of zero.
5. The proposal includes an Impervious Surface Ratio (ISR) of 0.64 and a Floor Area Ratio (FAR) of 0.20
6. The proposal includes 59 on-site off-street parking spaces.

7. The proposed site landscaping includes the preservation of existing vegetation and the installation of trees and shrubs for the Comprehensive Landscaping Program.
8. The building materials and design of the proposed project create a form which maintains community character of the surrounding vicinity.
9. There are no active Code Compliance cases.

Recommended Conclusions of Law

1. The development proposal is consistent with the applicable components of the City's Comprehensive Plan.
2. The development proposal is consistent with the maximum development potential set forth in CDC Section 2-1201.1 and 2-1501.1.
3. The development is consistent with the Flexible Development Standards pursuant to CDC Table 2-1204.
4. The development is consistent with the Flexibility Criteria pursuant to Section 2-1204.A.
5. The development is consistent with the Flexibility Criteria pursuant to Section 3-1202.G for a Comprehensive Landscape Project.
6. The development proposal is consistent with the General Standards for Level One and Two Approvals pursuant to CDC Section 3-914.A.

Based on the above recommended findings of fact and conclusions of law, the Planning and Development Department recommends **APPROVAL** of application FLD2026-05010, subject to the following conditions:

Conditions of Approval

General/Miscellaneous Conditions

1. An application for a building construction permit shall be submitted no later than July 21, 2027, unless time extensions are granted pursuant to CDC Section 4-407.
2. A business tax receipt shall be obtained and maintained in order for businesses to operate.
3. All applicable state or federal permits shall be obtained for the subject project prior to the commencement of development as defined under Fla. Stat. § 380.04.
4. The project must remain generally consistent with the site plans and elevations approved by the Community Development Board.
5. Acknowledge that each condition of approval will be met with any applicable permit submittal subject to any applicable timing requirement to the satisfaction of City Staff.

Solid Waste

6. Coordination of the location of the solid waste containers and the trash handling areas, pursuant to CDC Section 3-204G., shall be subject to the satisfaction of Solid Waste and Public Works staff.
7. Solid waste containers and trash handling areas shall be screened by a 6 foot high solid masonry wall and 6 foot high opaque metal gates. A minimum 3 foot wide planting area shall be provided in front of the enclosure, with minimum 3 foot high shrubs installed 36 inches on center.

General Engineering

8. All irrigation systems shall be connected to the city reclaimed water system where available per Clearwater Code of Ordinances, Article IX., Reclaimed Water System, Section 32.376 to the satisfaction of Public Works (Engineering) Staff.
9. Right-of-way permits shall be obtained for all work within the City's right-of-way to the satisfaction of Public Works (Engineering) Staff.

Timing Conditions - Prior to Issuance of Permit, Excluding Demolition and Clearing and Grubbing or the Provision of Fill***Traffic Engineering***

10. All sub-standard sidewalks and sidewalk ramps adjacent to or a part of the project shall be shown on plans to be improved to meet the requirement of Local, State and/or Federal standards including A.D.A. requirements (truncated domes per FDOT Index #304) to the satisfaction of Engineering Staff.
11. The provision of fill, the fit, finish, materials, installation methodology of any sidewalks to be placed in any right-of-way be coordinated with and approved by Engineering Staff.

Stormwater

12. Per City of Clearwater Stormwater Drainage Criteria, construction plans shall show proposed lot grading including directing runoff to the designed destination to the satisfaction of Public Works (Stormwater Engineering) Staff, and said grading plan, when implemented, shall not adversely impact the adjoining properties.
13. At building permit application, drainage narrative/calculations/plans as well as additional supporting data will be required to be submitted and demonstrated complying with the City's specifications and drainage design criteria.

Environmental

14. Erosion control measures shall be shown on plan sheet(s) and provide notes detailing erosion control methods to the satisfaction of Public Works (Environmental) Staff. All silt fencing and other erosion control measures will be installed prior to commencement of site work and maintained throughout the project.

Legal

15. A Revocable License Agreement shall be executed with the City for all proposed improvements and operations to be located on City-owned property or City right-of-way prior to issuance of building permits. If such an agreement cannot be obtained, then any structure encroaching onto City-owned property or City right-of-way will be required to be removed and a Minor Revision will be required to the Site Plan and Elevations pursuant to CDC Section 4-406 prior to issuance of building permits.

Planning

16. The method for screening the mechanical equipment shall be shown on the building permit plans to the satisfaction of Planning and Development (Development Review) Staff.
17. The location and visibility of electric equipment (electric panels, boxes, and meters) shall be reviewed and, if located exterior to the building where visible from any street frontage, be shown to be painted the same color as the portion of the building to which such features are attached to the satisfaction of Planning and Development (Development Review) Staff.
18. To obtain a building construction permit, properties located in flood zones must adhere to the requirements of Florida Building Code, Pinellas County Coastal code, City flood ordinance, and FEMA requirements for construction. Permit applications must include pertinent flood zone information.
19. Prior to Building Construction Permit (BCP), all plans shall be revised to ensure consistent terminology throughout the application materials, including the use of consistent references to the temporary elements to the satisfaction of the Floodplain Administrator.
20. The accessory overnight units will be for the use of Club members and their guests only.

Land Resources

21. All landscape plan(s) shall provide a statement that shell, rock, gravel, and any similar materials are not acceptable landscape materials per CDC 3-1204.B.

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22. All landscaped areas must be covered with shrubs, ground cover, turf, three inches of organic mulch or other suitable material which permits percolation. Where mulch is used, it must be protected from washing out of the planting bed, landscape rock with a minimum size of ¾ inch to one inch in diameter shall be used to redirect stormwater gutter systems to prevent erosion. Plastic sheets / weed barrier shall not be installed under mulches.

Public Utilities

23. The contractor is to verify location of existing sanitary sewer laterals and inspect condition of pipes. If a new pipe is warranted, coordinate with the City regarding new connections and lateral abandonment processes.
24. The contractor shall exercise extreme caution when excavating in proximity to all utilities, existing utility's locations shown on the plans are not exact or guaranteed.

Timing Conditions - Prior to Issuance of Certificate of Occupancy

Engineering

25. All sod, sidewalk, curb and sprinkler damage, if any, within the right-of-way shall be repaired/ replaced prior to Engineering final inspection.

Prepared by Planning and Development Department Staff:



Ava Schmidt, Planner II

ATTACHMENTS: Resume, Photographs

Ava Schmidt
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Clearwater, Florida 33756
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ava.schmidt@myclearwater.com

PROFESSIONAL EXPERIENCE

- **Planning and Development Planner II**
City of Clearwater

April 2025 – Present

Responsible for reviewing and analyzing development applications and projects (site plans, architectural elevations, civil and landscape plans) for consistency with all applicable adopted plans, codes, and standards; conduct field studies; identify any issues for discussion and prepare planning comments as part of Development Review Committee. Specific areas of expertise include: architectural design review, comprehensive planning, green space planning, affordable housing, economic development, geographic information systems(GIS), community engagement, historic prevention, tax credits and grant funding. Conduct zoning reviews and provide follow up on building permits and business tax receipts.

- **Neighborhood Development Planner**
Famicos Foundation, Cleveland, OH

September 2021 – March 2025

Responsible for managing projects related to neighborhood revitalization, historic preservation as an expert in research, funding applications and Secretary of the Interior's standards. Also served on the city's historic design review committee to uphold the integrity of the districts in service area. Provide technical assistance and design review to private developers and Cleveland/Cuyahoga County land bank applications in accordance with city requirements, zoning, and existing neighborhood plans. Secured competitive public and private funding, including tax credits, to strengthen planning and affordable housing development. Use GIS to visualize current neighborhood trends and inform projects. Manage community engagement meetings for proposed development and planning initiatives.

- **Community Surveyor**
Cleveland City Planning – Landmarks Department, Cleveland, OH

September 2020 – August 2021

Responsible for completing over 80 historic property surveys (OHI FORMS) under the direction of Senior Planners with a focus on architectural and community significance. Collaborated with Cleveland Landmarks Commission, the City Planning Department, and the Ohio History Connection on effective ways to engage the community in historic preservation. Received training from the State Historic Preservation Office on historic research, surveys and the National Register.

- **Creating Healthy Communities Intern**
Mid-Ohio Regional Planning Commission, New Lexington, OH

August 2019 – December 2019

Responsible for supporting the creation of a country-wide Active Transportation Plan to make transportation more accessible to all (implemented DEC 2019). Consulted with city officials, public stakeholders and the private planning firm Toole Design. Developed relationships with community members through involvement in board meetings, public engagement and research.

EDUCATION

Bachelor of Science: Geography – Urban Planning & Sustainability, Ohio University, Athens, OH – 2020

PROFESSIONAL EXPERIENCE, ACTIVITIES & AWARDS

Environmental Studies Certificate, May 2020-Present



Facing east towards clubhouse at 1091 Eldorado Avenue



Facing east from Eldorado Avenue towards clubhouse and pool building (right)



Facing south from the northeast corner of the project site



Facing north towards cabana building to be removed (left) & future location of new cabana building (center)



Facing south towards the pool building at northwest corner of the project site



Facing north towards Clubhouse at Eldorado Avenue