



PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

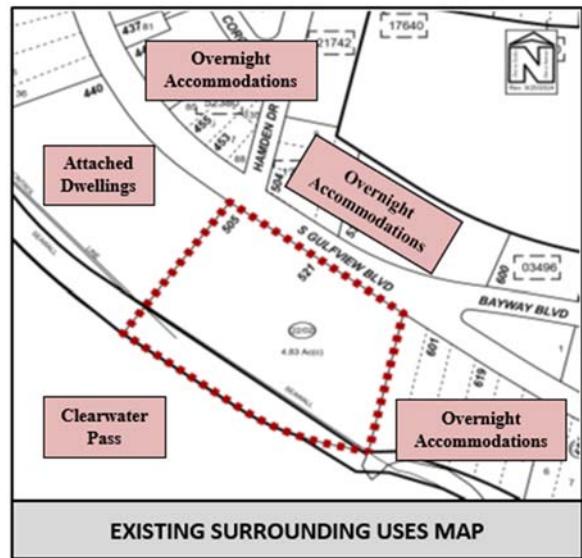
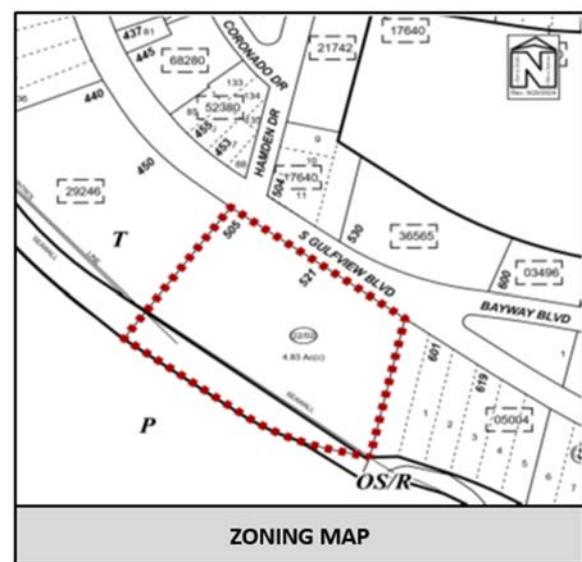
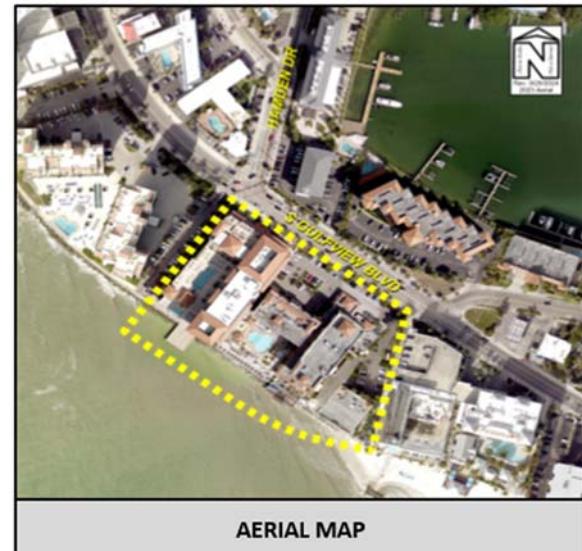
MEETING DATE:	August 19, 2025
AGENDA ITEM:	ID#25-0713
CASE:	FLD2024-08018A/TDR2025-03001
REQUEST:	Flexible Development approval to add five overnight accommodation units as part of the proposed 394 overnight accommodation units in the Tourist (T) zoning district and the South Beach/ Clearwater Pass Character District of Beach by Design located at 521 S. Gulfview Boulevard. The additional units will be accommodated through interior renovations and no exterior work is proposed. The building does not exceed 100 feet in height and includes 585 off-street parking spaces. (Community Development Code Section 2-803.K., Article 4, Division 14, and Beach by Design).
GENERAL DATA:	
<i>Agent</i>	Brian J. Aungst, Jr., Macfarlane Ferguson & McMullen
<i>Owners</i>	Owners (receiving site): Decade Gulfcoast Hotel Partners Limited Partnership & JK Gulfview, LLC; Owners (sending site): Mannion Brothers, LLC
<i>Location</i>	South side of S. Gulfview Boulevard at the intersection of Hamden Drive.
<i>Property Size</i>	4.9 acres, 3.91 acres upland (receiving site); 0.29 acres, 0.22 acres upland (sending site)
<i>Future Land Use</i>	Resort Facilities High (RFH), (receiving site); Residential High, (sending site)
<i>Zoning</i>	Tourist (T) District (receiving site); High Density Residential (HDR) District (sending site)
<i>Special Area Plan</i>	Beach by Design (South Beach/Clearwater Pass District)
<i>Adjacent Zoning...</i>	<i>North</i> : Tourist (T) <i>South</i> : Preservation (P) <i>East</i> : Tourist (T) <i>West</i> : Tourist (T)
<i>Existing Land Use</i>	Overnight Accommodations (389)
<i>Proposed Land Use</i>	Overnight Accommodations (394)

BACKGROUND:**Location and Existing Conditions:**

521 S. Gulfview Boulevard (receiving site) is located along the south side of S. Gulfview Boulevard where it intersects with Hamden Drive, with approximately 467 feet of frontage along S. Gulfview Boulevard. The receiving property consists of 4.83 acres, including 0.92 acres of submerged lands and 3.91 acres of developed uplands. The subject property is within the Tourist (T) District with an underlying Resort Facilities High (RFH) future land use designation, and is located within the South Beach/Clearwater Pass District of *Beach by Design*.

The site at 521 S. Gulfview Boulevard is occupied by two existing resorts, the Holiday Inn, constructed in 1970, and the Edge, constructed in 2017, containing a total of 389 overnight accommodations units and accessory amenities such as pools, restaurants, ballroom and conference rooms. There are 585 existing off-street parking spaces provided in a five-floor parking garage, located at the base of the Edge building, and surface lots. The surrounding area includes overnight accommodations, retail, outdoor recreation/entertainment, restaurant and attached dwelling uses. S. Gulfview Boulevard has largely been improved as envisioned by *Beach by Design*.

887 S. Gulfview Boulevard (sourcing site) is located along the southeastern side of S. Gulfview Boulevard, with approximately 62 feet of frontage along S. Gulfview Boulevard. The sending property consists of 0.29 acres, including 0.07 acres of non-developable land and approximately 0.22 acres of developed uplands. This property is currently developed with a detached dwelling. The subject property is within the High Density Residential (HDR) District with an underlying Residential High (RH) future land use designation. The property is also located within the South Beach/Clearwater Pass District of *Beach by Design*. The special area plan envisions the redevelopment of this area primarily with overnight accommodations, attached dwelling uses, and retail/commercial and mixed-use developments.



Site History:

The following is a summary of the prior activity on the 521 S. Gulfview property:

Date	Case No.	Approving Body	Request	Status
January 18, 2005	FLD2004-04025 /TDR2004-09011 (Holiday Inn)	CDB	Termination of nonconforming density of 289-rooms and Transfer of Development Rights (TDR) for 2-units from 850 Bayway Boulevard	Constructed, TDR2004-09011 never actualized
December 28, 2005	FLD2004-04025, amended (Holiday Inn)	Community Development Coordinator	Minor amendment for revised roof plan, architectural detailing, building elevations, sidewalk, foundation landscaping and elimination of second story covered walkway	Constructed
April 5, 2006	FLD2004-04025, amended (Holiday Inn)	Community Development Coordinator	Minor amendment to convert 52 hotel units to 39 residential units	Constructed
May 15, 2007	FLD2007-03008 (Holiday Inn)	CDB	Addition of 6,144 square foot conference center	Constructed
January 21, 2014	FLD2013-11038 (Edge Hotel)	CDB	Approval of 314 hotel units	Constructed
June 19, 2014	HDA2014-04002	City Council	Hotel Development Agreement for 30 hotel units from the Hotel Density Reserve through Beach by Design, increasing units from 314 hotel units to 344 hotel units	Constructed
September 16, 2014	FLD2014-06019	CDB	Amend prior approval (FLD2013-11038) to incorporate an additional 30 hotel units consistent with HDA2014-04002	Constructed
January 20, 2015	FLD2014-11028 (Edge Hotel)	CDB	Approval of 4,400 square foot dock	Constructed
September 20, 2022	FLD2014-11028A	CDB	Amendment adding 2,050 square feet to prior approved dock	Constructed
November 22, 2024	FLD2024-08018 / TDR2024-08001/ TDR2024-08002 (Holiday Inn)	CDB	Approval to add 45 overnight accommodation units via TDRs from 152-188 Brightwater Drive and 830 Bayway Boulevard	Approved

Code Compliance Analysis:

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

Development Proposal:

The scope of the proposed project is to transfer three dwelling units (five overnight accommodation units) to the subject property at 521 S. Gulfview Boulevard via a Transfer of Development Rights. No changes to the exterior of the building or site are proposed since the five transferred hotel units will be accommodated through future interior renovations of existing units.

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:

Goal QP 3 Support the on-going transformation of the Downtown and Clearwater Beach Activity Centers as high intensity, walkable, and attractive regional centers for living, working, shopping, and entertainment.

Objective QP 3.3 Continue to use Beach by Design: A Preliminary Design for Clearwater Beach and Design Guidelines (Beach by Design) to guide development, redevelopment, and placemaking on Clearwater Beach.

Goal QP 5 Plan and regulate land use and development in the city to protect public health and safety and promote high quality development.

Objective QP 5.3 Continue to promote redevelopment and infill development that is consistent and compatible with the surrounding properties.

Policy QP 5.3.5 Continue to allow the transfer of development rights (TDRs), consistent with the CDC, between properties to help facilitate redevelopment within special area and redevelopment plans, or to protect historical structures or environmentally sensitive lands outside of special area plans.

Policy QP 5.10.1 Continue to recognize tourism as a substantial economic base and support the enhancement of tourism throughout the city.

Beach by Design: Special Area Plan Governing Clearwater Beach:

In 2001, the city demonstrated through the creation of the special area plan, *Beach by Design*, that it recognizes the need for pedestrian-friendly development to create a vibrant active resort and waterfront destination serving tourists and locals alike. It is understood that a broad range of uses including hotels and motels, condominiums, retail sales and service, and restaurants contribute to the creation of the unique character and atmosphere that is Clearwater Beach. As indicated above, the site is in the South Beach/Clearwater Pass District of *Beach by Design* which is envisioned to be an area of strategic revitalization and renovation in response to improving conditions on the balance of Clearwater Beach.

In short, *Beach by Design* supports an increase in density through Transfer of Development Rights (TDRs) and/or allocation of units from the Hotel Density Reserve. The project will not involve any new exterior construction, therefore the requirements, beyond Section A. Density, of the Design Guidelines of *Beach by Design* are not applicable. Furthermore, the Design Guidelines of *Beach by Design* provide that "Any issue not addressed in [the] Design Guidelines shall be governed by the requirements of the Community Development Code." Therefore, the hierarchy of applicability is as follows:

- The Design Guidelines supersede the requirements of the Community Development Code.
- The Community Development Code applies to development within the South Beach/Clearwater Pass District when not in conflict with either the development parameters of the South Beach/Clearwater Pass District and/or the Design Guidelines of *Beach by Design*.

Overall, the proposal will further the trend of quality redevelopment and/or improvements of properties along S. Gulfview Boulevard and supports the envisioned character of the South Beach/Clearwater Pass District.

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:

Section 1-103.B.1. Allowing property owners to enhance the value of their property through innovative and creative redevelopment.

Section 1-103.B.2. 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.

Section 1-103.B.3. Strengthening the city's economy and increasing its tax base as a whole.

Section 1-103.E.5. Preserve the natural resources and aesthetic character of the community for both the resident and tourist population consistent with the city's economic underpinnings.

The proposed additional rooms will be created by the division of existing larger rooms into five smaller rooms and no additional floor area or site improvements are proposed. With the future development, there will be an improvement for the property through the provision of additional units to meet the tourist hotel room demand on Clearwater Beach. There is currently an excess of parking on site, which will serve as a vital resource to this property as well as other area properties to address the shortage of parking on Clearwater Beach. At a parking ratio of 1.2 spaces for every new overnight accommodation unit, a total of six additional parking spaces are required for the additional hotel units. Based on prior approved parking ratios, and including the additional spaces required for the proposed units, a total of 473 parking spaces are required. The existing number of off-site parking spaces is 585 parking spaces, which includes valet spaces and 12 ADA spaces, which is 112 spaces in excess of the requirements. This will serve as a vital resource to this property as well as other area properties to address the shortage of parking on Clearwater Beach.

It is anticipated that the future development proposal will not have a negative impact on the surrounding properties and the increased number of rooms may enhance the value of the subject property, thereby positively impacting the value of the surrounding properties.

Community Development Code Section 2-801.1 – Maximum Development Potential

This receiving site has a future land use designation of Resort Facilities High (RFH) where the base density for overnight accommodations is 50 units per acre or 30 dwelling units. Therefore, the 4.83-acre site, with 3.91 acres upland, yields 195 overnight accommodation units or 117 dwelling units. Consistent with Beach by Design and the prior approvals, the maximum number has been expanded to 389 overnight accommodation units. The proposed Transfer of Development Rights (TDR) enables an additional five overnight accommodations units to be added to the existing hotels at 521 S. Gulfview Boulevard.

Calculation of the remaining development potential of the sending site at 887 South Gulfview Boulevard:

The sending site comprises 0.29 acres, 0.22 acres upland, and is located within the High Density Residential (HDR) zoning district, with an underlying future land use designation of Residential High (RH). A portion of the site lies within the Open Space/Recreation (OS/R) zoning district with a Water future land use designation. This portion, totaling 0.07 acres, has no development potential and is considered non-buildable. The remaining 0.22 acres constitute the buildable area of the property.

Pursuant to the conditions outlined in case TDR2021-08005, the sending site retained three additional dwelling units (equivalent to five overnight accommodation units). Following the transfer of development rights under the current TDR case, the sending site will retain one dwelling unit, which will correspond to the existing single-family residence on the parcel.

The existing Impervious Surface Ratio (ISR) will not be impacted by the project and will remain unchanged. The project is consistent with the requirements of this section.

CDC Table 2-803 and Section 2-803.K. – Flexible Development

As noted, the proposal for the conversion of existing rooms will have no impact upon the impervious surface ratio, minimum lot area/width, maximum building height or setback requirements and remains consistent with these requirements based on prior approvals or as noted in this report.

CDC 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 use of the additional overnight accommodation units is in harmony with the scale, bulk, coverage, density and character of adjacent properties in which it is located as there is no proposed change to the exterior of the property.
<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 use of units will not hinder or discourage the development or use of adjacent land and buildings. Rather, it is incorporated into an existing developed property. There currently is an excess of parking spaces based on the provision of 585 spaces in the existing parking garage.
<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>	Proposed is a limited increase of the density of overnight accommodations on the property, through the future conversion of existing hotel units on the property, which will not affect the health or safety of persons residing or working in the area.
<i>Section 3-914.A.4. The proposed development is designed to minimize traffic congestion.</i>	The additional five hotel units will generate minimal additional traffic to the site. Further, the availability of the existing number of parking spaces go beyond the parking requirements which may reduce any traffic congestion as visitors will not need to continue driving around searching for parking.
<i>Section 3-914.A.5. The proposed development is consistent with the</i>	The increase of the available density of hotel units allows for the intensification of the existing hotels which complies with the vision of <i>Beach by Design</i> . When the interior changes are

<i>community character of the immediate vicinity.</i>	constructed, there will be little effect to the community character of this character district of Clearwater Beach.
<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 future project will blend in with the existing hotels in the area and the conversion will minimize adverse visual and acoustic impacts on adjacent properties. The proposed art mural on the west facing elevation of the property will add to the beautification of the area.

CDC, Article 4, Division 14. Transfer of Development Rights

Section 4-1402 of the Community Development Code provides that units are freely transferrable but that the use of the units must be approved by the Community Development Board as a Level Two approval in accordance with the criteria outlined in Section 4-1403. The proposed Transfer of Development Rights meets these criteria.

RECOMMENDATION

The Development Review Committee (DRC) reviewed the application and supporting materials at the DRC meeting of May 1, 2025 and July 3, 2025. 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 4.83-acre site is located on the south side of S. Gulfview Boulevard at the intersection with Hamden Drive.
2. The subject property is comprised of one parcel with a frontage of approximately 467 feet along S. Gulfview Boulevard.
3. The subject property is located within the Tourist (T) District with a corresponding underlying future land use designation of Resort Facilities High (RFH).
4. The subject property is located in the South Beach / Clearwater Pass District of *Beach by Design*.
5. The proposal is to add a total of five hotel units to the property through a transfer of development rights from one parcel: three dwelling units (five overnight accommodation units) from 887 S. Gulfview Boulevard.
6. The property has excess parking which can accommodate the proposed units.
7. There are no proposed exterior changes to the site or building.
8. There are no active Code Compliance cases for the subject property.

Recommended Conclusions of Law

1. The proposal is consistent with the maximum development potential set forth in the City's Comprehensive Plan and CDC Section 2-801.1.
2. The proposal is consistent with the Tourist Flexible Development Standards pursuant to CDC Table 2-803, CDC Section 2-803.K., and the criteria for the Transfer of Development Rights pursuant to CDC Sections 4-1402 and 1403.
3. The proposal is consistent with the South Beach/Clearwater Pass District of *Beach by Design*.
4. The proposal is consistent with the Design Guidelines of *Beach by Design*.
5. The application is consistent with the requirement for the submittal of substantial competent evidence pursuant to CDC Section 4-206.D.4.
6. The proposal is consistent with CDC Section 3-914.A (General Standards for Level Two Approvals).

Based on the above recommended findings of fact and conclusions of law, the Planning and Development Department recommends **APPROVAL** of application FLD2024-08018A/TDR2025-03001, 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 August 19, 2026, unless time extensions are granted pursuant to CDC Section 4-407.

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

2. Acknowledge that each condition of approval will be met with any applicable permit submittal subject to any applicable timing requirements to the satisfaction of City Staff.
3. All state or federal permits shall be obtained for the subject property prior to the commencement of development as defined under Fla. Stat. § 380.04.
4. Prior to the issuance of any permits utilizing the transferred development rights ("TDRs"), evidence of recording of the special warranty deed conveying the development rights shall be submitted to Planning Staff pursuant to CDC Section 4-1403.G.1. and a Flexible Development approval for use of the TDRs on the receiving site shall be obtained.

Prepared by Planning and Development Department Staff:



Austen Dole, Planner II

ATTACHMENTS: Resume, Photographs

Austen Dole
100 South Myrtle Avenue
Clearwater, Florida 33756
727-444-8767
Austen.dole@myclearwater.com

PROFESSIONAL EXPERIENCE

- **Planning and Development,**
City of Clearwater, Fl. October 2024 – 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. Conduct zoning reviews and provide follow up on building permits and business tax receipts.

- **Inspire Placemaking Collective, Consultant** January 2024 – October 2024
Orlando, Fl

Facilitated public engagement events for the City of St. Peterburg's Melrose Mercy neighborhood plan update gathering community input and fostering stakeholder collaboration.

- **Bonnie C. Landry and Associates, Consultant** January 2022 – December 2022
Stuart, Fl.

Responsible for assisting in development reviews for the City of Stuart, ensuring compliance with local regulations and standards.

- **City of Holmes Beach, Assistant City Planner** June 2020 – September 2021
Anna Maria Island, Fl.

Wrote and organized site development plans, policies and procedures. Handled daily customer service questions and responsibilities related to zoning inquiries. Reviewed permit applications daily.

- **S&ME, Staff Planner II** June 2019 – June 2020
Orlando, Fl

Assisted in the Fort Pierce Community Redevelopment Plan Update. Worked on Fort Pierce Comprehensive Plan EAR Based Amendments. Conducted Volusia Growth Management Commission Reviews. Preformed development reviews for the City of Kissimmee. Compiled due diligence reports for commercial development in Orange, Seminole, and Osceola Counties. Supported the City of Cocoa Parks and Recreation Master Plan development. Assisted in updating the City of Lake Wales Comprehensive Plan. Completed the Fining of Necessity report to expand the CRA boundary for the City of Mount Dora. Contributed to the City of Kissimmee Community Redevelopment agency GOP development.

- **Cotleur & hearing, Planning Intern** May 2018 – August 2018
Jupiter, Fl

Completed due diligence reports, site plans and submittal documents for development applications in Palm Beach County. Acqui8red permitting and application requirements for projects throughout southeast Florida. Assisted in various landscape architecture and planning tasks.

- **Center for Health and the Built Environment, Senior Research Assistant** May 2017 – May 2019
UF, Gainesville, Fl

Led a team of three (3) research assistants in coordinating and submitting grant applications for REDI designated communities throughout Florida for the Safe Routes to school grant. Developed regional strategies for Safe Routes to School in Florida, focusing on specific rural communities in need. Created Safe Routes to School Applications for Sante Fe High School and Irby Elementary (Alachua, Fl), Doctors Inlet Elementary (Middleburg, Fl), Lawtey Elementary (Lawtey, Fl).

- **AUS Bespoke Jewelry, Founder and Goldsmith**

September 2021 – Present

Founded and operate a bespoke jewelry company, designing and creating custom jewelry pieces. Managed all aspects of the business, including client consultations, design, production and marketing. Utilized skills in craftsmanship and design to produce high-quality, handmade jewelry. Took a professional hiatus from city planning to pursue my passion for bespoke jewelry and work full-time as a goldsmith. During this period, I developed my skills in business management, client relations, and creative design. Despite this career shift, I remained active in the planning field through consulting roles and continued to engage with urban planning projects. This blend of experiences has enriched my perspective, and I am now excited to transition back to the planning profession, bringing a unique, creative approach to urban development and community planning.

EDUCATION

University of Florida, Gainesville, Master of Urban and Regional Planning, May 2017 – June 2019

University of Florida, Gainesville, Bachelor's of Science, Major of Sustainability and the Built Environment, June 2014 – May 2018

AWARDS & SKILLS

AICP Student Planner Award, May 2019

Microsoft Office Suite; 3D Rendering in SketchUp; Adobe InDesign/Photoshop; Community Engagement; Public Speaking; Project Management



**Facing southwest from South Gulfview Blvd.
Receiving Site**



**Facing northwest from South Gulfview Blvd.
Receiving Site**



**Facing west from S. Gulfview Blvd.
Sending site**



**Facing west from S. Gulfview Blvd.
Sending site**

**505 & 521 South Gulfview Blvd. (receiving site)
887 South Gulfview (sending site)
FLD2024-08018A & TDR2025-03001**