FORWARD PINELLAS STAFF ANALYSIS

APPLICATION NO.:	Case CW 26-12
STAFF:	Emma Wennick, Program Planner
APPLICANT:	Pinellas County
PROPERTY SIZE:	2.69 acres m.o.l.
CURRENT COUNTYWIDE PLAN MAP CATEGORY:	Residential Rural and Scenic Non-Commercial Corridor
PROPOSED COUNTYWIDE PLAN MAP CATEGORY:	Public/Semi-Public and Scenic Non-Commercial Corridor
CURRENT LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	Pinellas County – Residential Rural
PROPOSED LOCAL FUTURE LAND USE PLAN MAP CATEGORY:	Pinellas County – Institutional
LOCATION / PARCEL ID:	2577 Keystone Rd / 09-27-16-00000-230-0600

BACKGROUND SUMMARY:
The proposed amendment, submitted by Pinellas County, requests a Countywide Plan Map amendment for approximately 2.69 acres located at 2577 Keystone Road in unincorporated Tarpon Springs from Residential Rural and Scenic/Noncommercial Corridor to Public/Semi-Public and Scenic/Noncommercial Corridor. The subject property is currently developed with a community assembly building, and the applicant proposes to redevelop the site with a slightly larger building, associated parking and stormwater improvements, and the removal of the existing driveway connection to Keystone Road. The proposed Public/Semi-Public designation would recognize the institutional use, while the Scenic/Noncommercial Corridor designation would be reclassified from Rural/Open Space to Mixed Use to maintain consistency with the proposed use and surrounding development pattern. Per the applicant, a companion local zoning amendment would limit the property to a community assembly use with accessory storage and establish additional development standards intended to maintain compatibility with surrounding properties and the Keystone Road corridor.

STAFF RECOMMENDATION:
Staff recommends approval of the proposed map amendment to change the Countywide Plan Map classification from Residential Rural to Public/Semi-Public for the property at 2577 Keystone Road, subject to amendment of the Scenic/Noncommercial Corridor Submap to change the subclassification from Rural/Open Space to Mixed Use along the portion adjacent to the subject property.

PLANNERS ADVISORY COMMITTEE RECOMMENDATION:
At its August 31, 2026 meeting, the Planners Advisory Committee voted 17-0 to recommend approval of this amendment.

LOCAL GOVERNMENT COUNCIL/COMMISSION ACTION:
Pinellas County held a public hearing on the local future land use map amendment on June 16, 2026. The Board of County Commissioners approved the amendment unanimously, with no public comments, written objections, or letters of support received.

CURRENT PROPERTY INFORMATION:

Property Use(s):	Community assembly
Site Features:	The northern portion is within Pinellas County's Lake Tarpon Floodplain; however, the proposed concept plan shows the main building outside of the floodplain boundaries.

PLANNING CONSIDERATIONS:
When considering this application, the following general site conditions, planning concepts, and other facts should be noted:

1. The proposed Public/Semi-Public designation would accommodate the existing community assembly use and support the redevelopment of a community-serving institutional building on a site located along a four-lane divided arterial roadway.

2. The companion local zoning amendment and Conditional Overlay would limit the development intensity and establish additional setbacks, landscaping, height, access, and use restrictions that would help maintain compatibility with surrounding residential and institutional uses.

3. The proposed amendment would reclassify the Scenic/Noncommercial Corridor from Rural/Open Space to Mixed Use, extending the existing Mixed Use node at the intersection of Keystone Road and East Lake Street and providing development limitations intended to maintain compatibility with the surrounding area.

RELEVANT COUNTYWIDE CONSIDERATIONS:
The proposed amendment to the Countywide Plan Map is a legislative decision. The standards for the current and proposed Countywide Plan Map categories are summarized below:

	Current Countywide Plan Map Category: Residential Rural	**Proposed Countywide Plan Map Category** Public/Semi-Public
Purpose:	Intended to depict areas that are now developed, or appropriate to be developed, in a rural, very low-density residential manner; and to recognize such areas as primarily well-suited for residential and agricultural uses that are consistent with the rural, exurban, non-intensive qualities and natural resources of these areas.	Intended to recognize institutional, and transportation/utility uses that serve the community or region, especially larger facilities having acreage exceeding the thresholds established in other plan categories, which are consistent with the need, character, and scale of such uses relative to the surrounding uses, transportation facilities, and natural resource features, and may include residential as part of the mix of uses.
Permitted Uses:	Residential; Residential Equivalent; Vacation Rental pursuant to the provisions of Section 509.242(1)(c), Florida Statutes; Accessory Dwelling Unit; Public Educational Facility; Recreation/Open Space; Community Garden; Agricultural-Light; Agricultural. Ancillary Nonresidential; Transportation/Utility are subject to a three-acre maximum. Institutional (except Public Educational Facilities which are not subject to this threshold, pursuant to the provisions of Section 6.5.4.2) are subject to a five-acre maximum.	Institutional; Transportation/Utility; Residential; Residential Equivalent; Vacation Rental pursuant to the provisions of Section 509.242(1)(c), Florida Statutes; Storage/Warehouse/Distribution-Light; Storage/Warehouse/ Distribution-Heavy; Recreation/Open Space; Community Garden; Agricultural-Light; Ancillary Nonresidential.
Max. Density:	0.5 units per acre	12.5 units per acre
Max. Floor Area Ratio (FAR):	0.30	Institutional uses shall not exceed 0.65 (except for hospital uses

		which shall not exceed an FAR of 1.0 within any single jurisdiction) / Transportation/utility uses shall not exceed an FAR of 0.70
Max. Impervious Surface Ratio (ISR):	0.60	Institutional uses shall not exceed 0.85 / Transportation/utility uses shall not exceed 0.90

Section 6.5.3. of the Countywide Rules provides the review criteria for amendments to the Countywide Plan Map. An analysis of these criteria are provided below:

1. **The manner in, and extent to, which the amendment is consistent with the Countywide Rules and with the Countywide Plan Strategies as implemented through the Countywide Rules.**

   Staff Analysis: The proposed amendment is consistent with the Countywide Rules and Countywide Plan Strategies because the Public/Semi-Public designation supports institutional uses that serve the surrounding community and appropriately recognizes the existing community assembly facility on the subject property. The proposed designation also reflects the property's location along Keystone Road, a four-lane divided arterial, and its relationship to surrounding institutional and non-residential uses. The companion local zoning amendment and Conditional Overlay will limit the property to a community assembly use with accessory storage and maintain a maximum FAR of 0.30 and ISR of 0.60, while also establishing increased setbacks, a maximum building height of 35 feet, restricted vehicular access, and enhanced landscaping. These conditions will limit development intensity and help ensure that the proposed use remains compatible with surrounding residential and institutional development.

   The amendment also supports Countywide Plan Strategies that encourage coordinated development, compatibility among adjacent land uses, and the provision of community-serving facilities. The proposed SNCC subclassification change from Rural/Open Space to Mixed Use will extend the existing Mixed Use subclassification approximately 300 linear feet west along Keystone Road and establish a small-scale mixed use node at the intersection of Keystone Road and East Lake Street. The proposed Mixed Use subclassification will align with the existing Mixed Use designation and office development located at the northeast corner of the intersection and will better reflect the established development pattern in this area. Based on the proposed land use designation, associated development limitations, and relationship to surrounding uses, the amendment is consistent with the Countywide Rules and the applicable Countywide Plan Strategies.

2. **Forward Pinellas has developed a multimodal accessibility index (MAX index). Proposed amendments will need to maintain a MAX score equal to or better than the Countywide Average MAX score. The current Countywide Average MAX score: 8.1; if that score is not reached, balancing criteria will be required. An**

amendment adopting or amending the Activity Center (AC), Multimodal Corridor (MMC) and Planned Redevelopment District (PRD) categories and affecting fewer than 10 acres shall be subject to the Multimodal Accessibility Index (MAX Index).

Staff Analysis: The subject property is located within a grid cell with a MAX Index score below the current Countywide Average MAX score of 8.1. However, the proposed amendment does not increase the permitted development intensity of the site because the companion local zoning amendment and Conditional Overlay limits the property to a maximum FAR of 0.30 and ISR of 0.60, consistent with the existing Residential Rural designation. Therefore, the amendment does not result in an increase in density or intensity that would trigger the MAX Index balancing criteria.

3. **If located within a Scenic/Noncommercial Corridor, the manner in, and extent to, which the amendment conforms to the criteria and standards contained in Section 6.5.4.1 of these Countywide Rules.**

   Staff Analysis: The proposed amendment conforms to the applicable Scenic/Noncommercial Corridor criteria and standards by changing the subject property's SNCC subclassification from Rural/Open Space to Mixed Use in a manner that extends an existing Mixed Use node at the intersection of Keystone Road and East Lake Street. The proposed Mixed Use subclassification will extend approximately 300 linear feet west along Keystone Road, which will encompass the full intersection and create a cohesive, small-scale mixed-use node rather than an isolated Mixed Use subclassification at a single corner. The amendment responds to the existing development pattern, including the Office designation and office complex at the northeast corner of the intersection, while maintaining the scenic and corridor-planning intent along the Keystone Road corridor.

   The proposed development will minimize potential visual and operational impacts associated with the amendment through the Conditional Overlay and site design requirements. The Conditional Overlay will restrict vehicular access to East Lake Street, require a minimum 50-foot building setback around the property, limit the FAR to 0.30 and ISR to 0.60, limit building height to 35 feet, and restrict the property to a place of worship/community assembly use. The development will also provide enhanced landscaping and buffering along the Keystone Road frontage during site plan review. These measures will maintain an appropriate scale, reduce impacts to surrounding residential properties, and preserve the scenic character and intent of the corridor. The proposed Mixed Use SNCC subclassification therefore provides an appropriate transition between the existing development pattern and the proposed community-serving institutional use.

4. **If located within a Coastal High Hazard Area, the manner in, and extent to, which the amendment conforms to the terms set forth in Section 4.2.7.**

   Staff Analysis: The amendment area is not located within the Coastal High Hazard Area.

5. **If the amendment involves the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category, the manner in, and extent to, which the amendment conforms to the purpose and requirements of the applicable category, and addresses the relevant Planning and Urban Design Principles described in Section 6.2.6 and Land Use Goal 16.0 of the Countywide Plan Strategies.**

   Staff Analysis: The amendment area does not involve the creation, expansion, contraction of, or substantive change to the Activity Center, Multimodal Corridor, or Planned Redevelopment District category.

6. **The manner in, and extent to, which the amendment significantly impacts a public educational facility or an adjoining jurisdiction.**

   Staff Analysis: The proposed amendment does not significantly impact any public educational facilities.

7. **If the amendment involves the conversion from the Employment (E), Industrial (I), or Target Employment Center (TEC) category, the extent to which the amendment area can continue to provide for target employment opportunities as evaluated and set forth in Section 6.5.4.5.**

   Staff Analysis: The amendment area does not involve the conversion of Employment, Industrial, or Target Employment Center designated land.

PUBLIC CORRESPONDENCE

The proposed Countywide Plan Map amendment was publicly advertised as required by Section 7.8.4. of the Countywide Rules. No public correspondence has been received to date.

CONCLUSION

Staff finds the proposed amendment is consistent with the Relevant Countywide Considerations found in Section 6.5.3.1 of the Countywide Rules.