

HOUSING ELEMENT

INTRODUCTION

The purpose of the Housing Element is to quantify housing needs, identify deficiencies in housing supply, locate substandard and blighted areas, and develop policies to correct existing housing deficiencies. The City of Keystone Heights has not previously experienced substantial growth in population or housing supply and is not projected to experience substantial growth within the 2025 planning horizon. Recent annexations into the City have increased the area of the City by 28.38 acres; combined with lands changed to Residential Land Use in 2006, approximately 51 acres have been designated for residential land use in the past three years. The annexations are a result of the availability of central water and wastewater service within the City limits. The provision of these central services is anticipated to draw population from the rural areas of unincorporated Clay County and Bradford County that lie adjacent to the City.

While the City designated a Community Redevelopment Area pursuant to Chapter 163, Part III, Florida Statutes in 2006, the blight identified is related to non-residential uses within the City.

The Housing Element examines the characteristics and conditions of the existing housing stock in the City in order to assess the physical condition of the housing stock and the affordability of housing at its 2000 rent and price levels. Future housing needs are projected and analyzed by type, tenure, rent, and price. These needs are then compared to forecasts based upon current market conditions to anticipate deficiencies, as well as problems associated with over-supply of certain types of units.

Existing Conditions

Data on existing housing conditions was obtained from the 2000 Census of Population and Housing as summarized by the Florida Housing Data Clearinghouse. This source provides the most complete set of data available.

Housing Units by Type, Tenure and Age

The City is dominated by single family dwelling units, with fewer than 2 percent of all residential units being multi-family units. Mobile homes represented 4 percent of the total housing stock in 2000.

In 2000 there were a total of 540 non-seasonal residential units within the City limits and 12 seasonal /vacant units for a total of 552 residential units. Of these, 523 were single family, 7 were multi-family/duplex units and 22 were mobile homes. Eighteen of the residential units in the City were found to be substandard. Of the non-seasonal units, thirty one, or 5.7 % were vacant in 2000.

The number of housing units in the City has increased by 27 units between 1990 and 2000. During this time the population has increased from 1,315 to 1,349. The average household size in 1990 was 2.22 persons per household; in 2000 the average household size increased to 2.65. The household size increase experienced between 1990 and 2000 is in part explained by the growth in the surrounding planning area. The City of Keystone Heights is influenced by this growth. It can be deduced that more families are moving into the area and into the City.

TABLE 1
2000 HOUSING UNITS BY TYPE

Type	Units	Percent Total Units
Single Family	523	94.7 %
Multi-Family	7	1.3%
Mobile Home	22	4.0 %
TOTAL	552	100%

TABLE 2
2005 HOUSING UNITS BY TENURE

	Quantity	Percent Total Units
Owner Occupied	434	83 %
Renter	90	17 %

Homeownership within the City, at 83 %, was higher than the statewide average of 70.3% in 2005.

Thirty one (31) percent of the housing in the City was constructed before 1960; just under 16 percent has been constructed since 1990. The total number of housing units in the City was 591 in 2011.

TABLE 3
HOUSING UNITS BY AGE

Age	Units	Percent Total Units
1939 or earlier	37	29 %
1940-1949	34	
1950-1959	102	
1960-1969	71	12 %
1970-1979	121	21 %
1980-1989	99	16.7 %
1990-1994	50	14.8 %
1995-2000	38	
2000-2010	39	6.5%

In comparing the type, tenure and age of housing in the City to that of the County it is noted that while almost 95 percent of the housing units in the City are single family, in the much larger unincorporated County, single family residential units represent just over 70 % of the total housing units. In the City prior to 2005, multi-family units could only be served with individual wastewater package treatment plants; this severely limited the construction of multi-family units. The availability of central wastewater services is anticipated to change the mix of housing types in the future; in 2009 the City approved a subdivision with 128 multi-family townhouse units.

Housing Development 2000-2010

The City has issued 39 building permits between 2000 and 2010. All permits issued have been for single family dwellings. These additions increase the inventory of single family homes within the City to 591 at the end of 2010.

Special Needs and Mobile Home Housing Inventory

There are no group homes, subsidized housing complexes or mobile home parks within the City limits. Individual mobile homes are located on quarter acre lots in the Southwest area of

the City, between Nightingale Street and Pecan Street. There are no farmworker housing units within the City.

Historically Significant Housing

The City will work through its Heritage Commission to undertake a historic and archaeological survey of structures and archaeological features within the City in 2011. The results will be utilized to determine protection measures and incentives for the preservation of historical and archaeological resources. The City has not previously documented historically significant housing within its jurisdiction.

Physical Characteristics / Condition

Substandard Housing is defined as units lacking complete kitchen or plumbing facilities, those without heating and those that are occupied by greater than 1 person per room (overcrowded). In addition, the structural condition is used to identify substandard units in need of rehabilitation/replacement.

For the purpose of assessing the condition of housing in the City, the following criteria were applied:

	Fair to Good Condition	Substandard Condition
Foundation	No apparent defects	<ul style="list-style-type: none"> ■ Substantial sagging and leaning ■ Lacking foundation (walls on ground) ■ Eroded or cracked piers ■ Giving way
Roof	Shows some sign of wear One or fewer rotted eaves Slight sagging	<ul style="list-style-type: none"> ■ Substantial sagging ■ Open hole ■ Caving in ■ Rotted or missing material
Walls / Chimney	Chipped paint Hairline cracks Wood lacking paint or other protection Missing or rotted material over small area	<ul style="list-style-type: none"> ■ Holes, cracks, rotted material over a large area ■ Leaning out of plumb
Doors / Windows	Cracked window Slight damage to screen	<ul style="list-style-type: none"> ■ Few doors, windows or screens or few in good condition ■ No windows or doors in good condition
Other	Gutters and downspouts broken or missing Porch slightly damaged	<ul style="list-style-type: none"> ■ Inadequate original construction (huts, sheds, etc.) ■ Combination of several minor defects

Mobile Homes	Tied down in good condition	<ul style="list-style-type: none"> ■ Damaged siding or roof such as rusting, torn or missing material ■ Beyond repair
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In 2000, twenty units, or 3.9 percent of all units, were determined to have greater than 1.01 persons per room, 4 units had no heating fuel and two units did not have complete plumbing facilities. All units within the City had kitchen facilities in 2000. Only 6 units within the City are substandard for reasons other than overcrowding with no units identified as substandard on the basis of structural condition.

There has been little change in the character of housing the City since 1990. With Keystone Lake forming the center of the City, housing in the four quadrants of the City can be described as follows:

1. North Keystone Heights

This area is north of State Highway 100 and includes land on both sides of State Highway 21. Residential vacant land on the east side of SR 21 is located behind commercial strip uses that front the state highway. Access to approximately 40 acres of vacant residential land in a single parcel is located between commercial uses. In this area of the City, developed residential uses are located at the far western City limits along SR 100 with access provided from SR 100 and local streets originating in Clay County. Homes on the west side of SR 21 are oriented to Lake Brooklyn. Most of the homes are well maintained and have been built along the shores of Lake Brooklyn. Residential uses in this area are served by paved roads that continue into unincorporated Clay County.

2. Northwest Keystone Heights

This area lies south of SR 100 and is bordered on the north and west by the Clay Electric Cooperative headquarters, ~~and~~ on the south by the City Limit and on the east by Orchid Avenue. The neighborhood contains 111 homes. It is a mix of residential building types within eight square blocks and is the location of the 22 mobile homes within the City. This neighborhood includes the senior / junior high school of Keystone Heights. The homes in this neighborhood are small single family dwellings with one, two and three bedrooms. There are vacant lots interspersed throughout the neighborhood allowing for more growth. Some of the vacant lots are owned by adjacent home owners for additional yard space.

The City annexed almost 14 acres of vacant land into this area in 2008; the vacant land is in a single parcel located on the western limits of the City.

3. Southeast Keystone Heights

This neighborhood lies south of State Highway 100; its western limit is Orchid Avenue. The area lies north of Jasmine Avenue and includes all the area east to Lake Geneva. This area contains the oldest housing and the Central Business District of Keystone Heights. There are a total of 1,340 dwelling units. The land uses are a mixture of residential, institutional and commercial retail and services. The eastern limit of this neighborhood has several vacant lots. There are several home occupational uses and other homes have been renovated to accommodate small businesses.

4. Southwest Keystone Heights

This neighborhood lies south of Jasmine Avenue, east of Orchid Avenue and extends southward and eastward to Lake Geneva. This area contains 253 housing units. It has the most recently constructed housing in Keystone Heights. Many of the original platted lots are only 50 feet in width and as a result larger homes are situated on double lots. Many of the houses along Lake Geneva are heavily wooded. This area includes many older homes and a few duplexes. New growth is occurring throughout the neighborhood on the remaining vacant lots.

Housing Affordability

The affordability of housing through the state of Florida is an issue that affects the City of Keystone Heights and Clay County. The availability of affordable housing within the urban service area of the City to meet the needs of the City's population can serve to limit urban sprawl that could otherwise result if affordable housing is not available.

This section identifies the 2000 rent levels within the City and analyzes the housing affordability among renters using the widely accepted standard that for housing to be considered affordable, housing costs should not exceed 30 percent of income.

2000 Rent Levels

Table 4 provides information from the 2000 Census on the monthly rent levels in the City for occupied units for which rent has been specified.

TABLE 4
2000 SPECIFIED RENTER-OCCUPIED HOUSING UNITS

Rent (monthly)	Units	Percent Total Units
Less than \$200	4	4.3 %
\$200-\$299	6	6.5 %
\$300-\$499	22	23.9 %
\$500-\$749	44	47.8%
\$750-\$999	14	15.2 %
\$1000 - \$1499	0	0
\$1500 or more	0	0
No cash rent	2	2.1 %
TOTAL	92	100 %

The monthly rent in 2000 within the City compares favorably to the County for rents below \$499 per month: 34.7 % of the rental units in the City rented for \$499 or less compared to 18 % within the unincorporated County. The median rent in the City in 2000 was \$563 per month, compared with \$641 statewide. For monthly rents between \$500 and \$999, the percentage of units in this range is almost the same in the City as in the unincorporated County (63 % compared to 65 %).

The value of specified owner-occupied units in 2000 are lower than those in the unincorporated County as a whole, with over 73 percent of the owner-occupied units in the City valued at less than \$99,000; this compares to 42 % in the County. In 2000, 24.9 percent of owner occupied units in the City were valued between \$100,000 and \$199,999 compared to over 47 percent of the units in the unincorporated County.

In the neighboring Keystone Heights Planning District of Clay County, the value of owner-occupied housing is comparable to the values within the City when analyzing all units less than \$199,000. While 54 % of the owner-occupied units in the Keystone Heights Planning District were valued at less than \$99,000 in 2000 compared to 73.3 percent in the City, all units valued less than \$199,999 represent 94 percent of the owner-occupied units in the Keystone Heights Planning District and 98 percent of the units in the City.

TABLE 5
VALUE OF SPECIFIED
OWNER-OCCUPIED HOUSING UNITS

Value		Units	Percent Total Units
	Less than \$50,000	39	10.2 %
	\$50,000 to \$99,000	241	63.1 %
	\$100,000 to \$149,999	81	21.2 %
	\$150,000 to \$199,999	14	3.7 %
	\$200,000 to \$299,000	7	1.8 %
	\$300,000 to \$499,000	0	0
	\$500,000 to \$999,999	0	0
	Greater than \$1,000,000	0	0
TOTAL		382	100 %

A monthly cost burden can be calculated for owner occupied units in the City. The monthly cost is based on the mortgage and selected monthly costs associated with home ownership.

TABLE 6
MONTHLY COST OF OWNER-OCCUPIED UNITS, 2000

Monthly Cost		Units	Percent Total Units
	Less than \$300	0	0
	\$300 to \$499	14	3.7 %
	\$500 to \$699	63	16.5 %
	\$700 to \$999	97	25.4 %
	\$1000 to \$1499	33	8.6 %
	\$1500 to \$1999	14	3.7 %
	Greater than \$2000	0	0
	Not Mortgaged	161	42.1 %
TOTAL		382	100 %

Based on the rents and monthly cost of owner-occupied units within the City, a rent or cost to income ratio can be calculated. Within the City, over 40 percent of the owner-occupied units

are not mortgaged. These units are recognized in the number of owner-occupied units in the cost to income ratios of less than 20 percent burden identified in Table 8 below.

Almost 24 percent of renters in the City have a rent burden greater than 30% ; over 50 percent have a burden of less than 20 %. In number of units, this represents only 22 of the rental units in the City. Table 7 identifies that for owner-occupied units, 13.9 percent have a cost burden greater than 30 percent and 70 percent have a cost burden of less than 20 percent.

The rent to income ratio in 2000 within the City can be compared to that in the adjacent unincorporated County (Keystone Heights Planning District); 51 percent of the renter households in the City have a cost burden of less than 20 % while only 41 % of the renters in the unincorporated County experience this ratio of rent to income. In the City, 23.9 % of renters have a burden of greater than 30% ; this compares to 18.8 percent of the renters in the adjacent County. This comparison shows that there are a greater percentage of renters with a low or relatively high cost burden in the City than in the County where a greater percentage (40 percent versus 25 percent) of the renters have a burden between 20 and 30 percent.

A high percentage of the rental units in both the unincorporated County and City are either single family homes or mobile homes and not multi-family units; in the County’s Keystone Heights Planning District there were only 87 multi-family units in the entire district and only 7 multi-family units in the City in 2000. The lack of multi-family units to rent in the City contributes to concentration of renters at the low and relatively high end of the rent burden scale. The addition of new multi-family or single family attached units to the housing stock may change this pattern but as new structures, they are likely to command rent in the higher range.

TABLE 7
RENT TO INCOME RATIO, 2000

Cost Burden	Units	Percent Total Units
Less than 20%	47	51 %
20 % to 24 %	14	15.2 %
25 % to 29 %	7	7.6 %
30 % to 34 %	6	6.5 %
35% or more	16	17.4 %
Not Computed	2	2.2 %
TOTAL	92	100 %

TABLE 8
COST TO INCOME RATIO, 2000

Cost Burden		Units	Percent Total Units
	Less than 20%	269	70.4 %
	20 % to 24 %	32	8.4 %
	25 % to 29 %	29	7.6 %
	30 % to 34 %	12	3.1 %
	35% or more	40	10.5 %
	Not Computed	0	0
TOTAL		382	100 %

The cost to income ratio for owner-occupied housing in the City is more favorable than the ratio in the adjacent unincorporated County where 62 percent of the owner-occupied households are under a burden of less than 20 percent of income and 13.2 percent have a burden greater than 30 %.

Thirty percent of the City's households (158) were headed by a person age 65 or older in 2005. This is slightly higher than the state as a whole where 27 percent of households are headed by a person age 65 or older. Of these senior households, 90.5 percent own their own homes. Thirty-four senior households pay more than 30 percent of their income for rent or mortgage costs.

FUTURE HOUSING NEEDS

Demographic Projections

Historic Population Growth

The population of the City of Keystone Heights experienced a large percentage increase between 1980 and 1990 and has exhibited very low but steady growth since 1990. While the increase between 1980 and 1990 was over 24 percent, the number of new residents was only 259 persons or an average of about 26 persons per year. The most recent increases (1990 to 2005) represent an increase of less than 5 persons per year.

TABLE 9
HISTORIC POPULATION

	City of Keystone Heights
1980 Census	1,056
1990 Census	1,315
<i>% change 1980-1990</i>	24.53%
2000 Census	1,345
<i>% change 1990-2000</i>	2.28%
2005 Estimate	1,386
<i>% change 1990-2005</i>	3.0%

The population projections utilized for the 2015 Comprehensive Plan are those prepared by the Shimberg Center for Affordable Housing. The 2000 Census population for the City was 1,345. Projected future population increases between 2010 and 2025 average approximately 3 persons per year.

TABLE 10
POPULATION ESTIMATES AND PROJECTIONS

	Population	Difference
2000 Census	1,345	
2005 Estimate	1,386	41
2010 Projection	1,413	27
2020 Projection	1,450	37
2025 Projection	1,462	12
TOTAL		117

Households by Size

The projected number of households by size is based on 2000 Census data. This information is the main factor in determining the future housing needs of the City. Overcrowding standards of at least one person per room, combined with the information on future household size, allows the City to project the future housing need by size (rooms).

TABLE 11
PROJECTED HOUSEHOLD SIZE

Household Size	Number of Households						
	2005	2007	2010	2015	2020	2025	Increase
1 to 2 persons	268	271	276	279	290	299	31
3 to 4 persons	195	198	200	202	207	212	17
5 persons or more	58	57	58	59	61	63	5
TOTAL	521	526	534	542	558	574	53

Source: 2000 U.S. Census of Population and Housing
Florida Housing Data Clearinghouse, 2009

Households by Income

The 2000 Census identified a median household income of \$39,519 in 1999 dollars.

TABLE 12
HOUSEHOLD INCOME

Household Income	1999	% of total
Less than \$10,000	31	6.2%
\$10,000 to \$14,999	23	4.6%
\$15,000 to \$24,999	55	10.9%
\$25,000 to \$34,999	102	20.3%
\$35,000 to \$49,999	95	18.9%
\$50,000 to \$74,999	117	23.3%
\$75,000 to \$99,999	38	7.6%
\$100,000 to \$149,999	30	6 %
\$150,000 to \$199,999	3	0.6%
\$200,000 or more	9	1.8%

Source: 2000 U.S. Census of Population and Housing
Florida Housing Data Clearinghouse, 2009

Household Size

The household size within the City in 2005 was 2.64. Household size is projected to decrease through the planning period to 2.54.

TABLE 13
HOUSEHOLD SIZE
1990-2025

Year	Household Size
1990	2.22
2000	2.64
2010	2.64
2020	2.59
2025	2.54

Vacant and Seasonal Households

The basis for the housing unit needs projection for the City is the estimates and projections of households presented above. The household projections are converted into housing units through assumptions concerning vacant housing. Vacancies consist of year round units that are unoccupied as well as all units held for occasional use (both year-round and non-year round units). Occasional use vacancies are the seasonal housing within a community.

Within a well functioning housing market, the vacancy rate of rental units ranges from five (5) to eight (8) percent and the vacancy rate of for-sale units ranges from three (3) to five (5) percent. At these vacancy rates there are sufficient opportunities and choices among those seeking housing and competition among those supplying housing. Based on the number of dwelling units in 2010 (591) and the number of projected households for 2010, the vacancy rate in the City in 2010 was 10 percent. The housing market in 2010 cannot be viewed as representative, so the 2000 average vacancy rate for rental and for-sale units of 5.7 percent is utilized for the long range planning accomplished in this element. Seasonal units are projected to remain at 2 percent of the total units.

The housing unit projections below have been developed from the population projections, projected number of units by household size and the maintenance of vacancy and seasonal units at the percent of the total units experienced in 2000.

TABLE 14
HOUSING UNIT NEED PROJECTION

Year	Occupied	Vacant	Seasonal	Total
2005	521	19	12	552
2007	526	19	12	557
2010	534	19	12	565
2015	542	20	12	574
2020	558	21	12	591
2025	574	22	12	608

There were 552 housing units in the City in 2000. The City has issued no permits for demolition or removal of units between 2000 and 2010. New construction within the City limits has provided 39 units since 2000, increasing the available units in 2010 to 591; the need for additional housing units between 2009 and 2025 is 17.

Housing Needs

There were 591 housing units in the City in 2010, 562 were single family, 7 were multi-family and 22 were mobile homes. Of the multi-family units (2 or more units in a single building), all 7 were duplexes. There are no multi-family structures with greater than 2 units per building in the City in 2009; this is a function of the lack of availability of central wastewater treatment within the City limits. With the availability of central services and the annexation of lands of sufficient size to accommodate new, subdivision development, multi-family units are anticipated to comprise a larger percentage of the total residential units within the City.

Because of the lack of central services in the area, development within the City represents the only opportunity for multi-family development within the surrounding unincorporated areas of Clay, Bradford and Putnam Counties. The number of mobile homes within the City has not changed in the last 20 years and is not anticipated to change through the 2025 planning horizon. Single family units comprised 95 percent of the housing units in the City in 2000; multi-family units comprise 1.2 percent of the total. In unincorporated Clay County single family units represent 70 percent of the total units, multi-family units are 10 percent of the total and mobile homes represent 20 percent of the total. It is reasonable to project an increase in the percentage that multi-family units represent of the total residential units in the City at the end of the planning period to five percent.

TABLE 15
HOUSING PROJECTION BY TYPE

Type	2005	2010	2015	2020	2025
Single Family	523	531	534	544	556
Multi-family	7	12	18	25	30
Mobile Home	22	22	22	22	22
TOTAL	552	565	574	591	608

TABLE 16
PROJECTED NEED BY TYPE

Type	2005	2010	2015	2020	2025	TOTAL
Single Family	0	7	3	10	12	33
Multi-family	0	5	6	7	5	23
Mobile Home	0	0	0	0	0	0
TOTAL		12	9	17	17	56

Table 17 contains estimates and projections of housing need by tenure for the planning period. According to the Housing Data Clearing Housing projections, there will be a need for an additional 48 owner-occupied units and 4 rental units during the planning period (2005-2025). These estimates are for occupied units only, and do not include vacant units that may be available for occupancy by potential home buyers or renters. Information was insufficient to make a reliable estimate of the number of future vacancies by tenure.

TABLE 17
HOUSING PROJECTION BY TENURE

Tenure	2005	2010	2015	2020	2025
Owner - Occupied	434	441	450	470	482
Renter Occupied	90	92	90	91	94
TOTAL	524	533	540	561	576

TABLE 18
PROJECTED NEED BY TENURE

Tenure	2005	2010	2015	2020	2025	TOTAL
Owner - Occupied	0	7	9	20	12	48
Renter Occupied	0	2	0	0	2	4
TOTAL	0	9	9	20	14	52

Projected Cost Burdened Renter and Owner Occupied Households

In addition to type and tenure, estimates and projections of the number of cost burdened renter and owner occupied households have been developed using the 30 percent standard for the allocation of household income for housing. Cost burdened households are those that pay more than 30% of income for housing; severely cost burdened households pay greater than 50% of income for housing. In 2005, 107 (20%) of households in the City paid more than 30% of income for housing. This compares to 29% of households statewide. In 2005, 44 households (8%) paid more than 50% of income for housing.

Low income households are defined as those with income less than 80% of the area median income (AMI). The distribution of households by income within the City indicates that 34.5 percent of households in 2005 were low income households; this is projected to increase to 36 percent of households in the City in 2025.

The number of severely cost burdened households with less than 80% of the AMI is projected to increase very slightly between 2005 and 2025 for both owner-occupied and renter-occupied units. The increase in affordable housing need for owner-occupied units through 2025 is 7 and only 1 for renter occupied units. Of 342 households in the City with incomes greater than 80% AMI, 24 (7%) paid greater than 30% of income for housing and only 2 paid greater than 50% of income for housing.

Elderly households are defined as those households headed by a person age 65 or older. In 2005, there were 158 elderly households within the City (30.2 percent of all households). Just over ninety percent of the elderly households in the City own their home. Twenty two percent of elderly households in the City paid greater than 30% of income for housing in 2005.

TABLE 19
OWNER-OCCUPIED
AFFORDABLE HOUSING NEED SUMMARY

Household Income as % of AMI	2005	2010	2015	2020	2025
< 30%	14	14	14	16	17
30.01% to 50%	10	10	10	11	12
50.01% to 80%	9	9	9	10	11
TOTAL	33	33	33	37	40

TABLE 20
RENTER-OCCUPIED
AFFORDABLE HOUSING NEED SUMMARY

Household Income as % of AMI	2005	2010	2015	2020	2025
< 30%	5	5	5	5	6
30.01% to 50%	4	4	4	4	4
50.01% to 80%	0	0	0	0	0
TOTAL	9	9	9	9	9

Vacant Land

In 2008, an analysis of the Clay County Property Appraiser's vacant lands data and the City's Adopted Future Land Use Map indicates a total of **52.77 vacant** acres within the City with a Residential Land Use designation. The Mixed Use Land Use category permits residential use however there are no vacant lands with a Mixed Use land use designation within the City.

Except for those 39.37 acres annexed in 2007 in the North Keystone Heights area and the 13.88 acres annexed in 2008 in the Northwest Keystone Heights area (53.25 acres of the total 52.77 acres of vacant land with residential potential), vacant lands with residential potential are single lots scattered throughout the City. Parcels adjacent to these scattered lots are developed so without demolition and aggregation, these scattered lots represent an opportunity for lot divisions to the minimum lot size permitted under the applicable zoning

while meeting the minimum lot size for on-site sewer applicable to newly created lots. These lot divisions represent a very limited opportunity for residential development. If each lot were developed with one residential unit, the total development potential associated with the scattered lots is 74 units. The scattered lots occur throughout the City:

TABLE 21
VACANT LOTS BY AREA

Area	Lots
North	21
Northwest	12
Southeast	8
Southwest	33

Source: Clay County Property Appraiser, 2009

The development potential associated with the 39.37 acres annexed in 2007 has been established by a rezoning to Planned Unit Development in 2009: 76 single family units and 128 townhouse units. Residential development potential associated with the 13.88 acres annexed in 2008 is calculated at the maximum development potential in the Residential Land Use category (6 du/acre):

TABLE 22
TOTAL RESIDENTIAL DEVELOPMENT POTENTIAL

Area	Acres	Residential Potential
North ¹	39.37	204
Northwest ²	13.88	83
Scattered ³	NA	74
TOTAL		361

¹ Approved Plan

² Max FLU

³ 1 unit per vacant lot

Housing Delivery Process

This section of the Housing Element analyzes the housing delivery system in Keystone Heights as a part of Clay County with regard to land, services, financing and government regulations. Since almost all housing in Keystone Heights and the County is provided by private sector developers, this analysis will focus on the constraints upon the proper functioning of the private housing market. Some of these constraints are due to governmental service delivery and environmental factors limiting the assembly of land for residential development, while other constraints are related to the capital markets that provide real estate financing.

The availability of land for private development is a crucial variable influencing the development decision-making process. Land availability is dependent upon both natural and man-made constraints as well as governmental actions taken to protect or preserve environmentally sensitive areas. With recent annexations, the shortage of vacant land for residential development experienced prior to 2006 has been alleviated and sufficient land is now available to meet the projected need for additional housing within the City.

The Clay County Utility Authority operates the central water and wastewater systems within the City; prior to 2005 the central water system was operated by a franchised private utility company and there was insufficient facility capacity to serve the City and other lands within the service area. The CCUA has upgraded the facilities and is expanding capacity in 2009 to accommodate projected demand within its service area. Central wastewater service became available in the City in 2006. The availability of central wastewater services opens the door for the provision of multi-family housing with greater than 2 units per building within the City for the first time.

The availability and terms for housing financing are key factors in residential investment and development decisions. Availability of mortgage money and the affordability of both rental and owner-occupied housing are dependent upon conditions in the capital markets. Conditions in 2009 due to the extreme recession have all but removed mortgage funds from the market. Stricter qualifications have changed access to mortgage funding, however even well-qualified purchasers find it difficult to secure financing. The lack of available funds has stalled the housing market with the inability to sell affecting the ability to purchase. The capital market in 2009 is not expected to continue and should not be the basis for a discussion of the availability of mortgage funds through the planning period. The private sector is anticipated to meet all of the projected housing need identified in this element by type, tenure, cost and rent.

Upgrading Substandard Housing

While the City designated a Community Redevelopment Area in 2006, the designation is limited to the non-residential properties in the City and those with a mixed use land use and zoning designation. Only the mixed use land use and zoning permit residential use within the CRA boundary. The CRA established its boundaries on the basis of a blight determination

based on inadequate parking/ infrastructure within the limits of the CRA, not based on the condition of structures within the boundary.

Despite 31 percent of the housing in the City having been constructed prior to the 1960's, maintenance of the housing stock is good. Structure deficiencies in housing units within the City are minimal, supporting rehabilitation and conservation instead of demolition.

With approximately one percent (six units) of the housing stock substandard for reasons other than overcrowding and none for substandard construction, the need for specific programmatic housing rehabilitation is not warranted. The existing police power and building regulations have been effective in maintaining the housing stock over time.

Provision of Mobile Homes, Foster Care Homes and Group Homes

The City of Keystone Heights has four percent of its housing stock in mobile homes. While this is a reduction from 8 percent in 1976, the absolute number has only dropped from 27 to 22. There are over sixty lots where zoning would allow mobile homes. Of the lots that allow mobile homes, there were 3 vacant lots in 2006. If developed with mobile homes, this would provide for a total of 25 mobile homes in the City. No barriers other than zoning exist in other areas of the City.

Presently, there are no foster care or group homes within the City limits. Park of the Palm Retirement Center abuts the City limits on the north side of SR 100; services include a group convalescent center with twenty units. Group homes could relocate in the multi-family zoned areas in the City by right. Foster care homes can be located in all single-family areas with up to six (6) foster children. Homes with greater than 6 unrelated persons while not permitted in the areas zoned for single family use, would be permitted in multi-family areas by right.

The main deterrent in locating any group facility in the City was the lack of central sewage waste treatment. With the provision of central wastewater service within the City in 2006, this impediment has been eliminated.

Provision of Farmworker Housing

Rural and farmworker housing needs are non-existent within the City.

Provision of Sites for Affordable Housing

There is only a slight increase in need projected for affordable housing within the City through 2025. The projections prepared by the Florida Housing Data Clearinghouse were based on housing costs and projected increases in housing costs in 2005. The 2009 recession has served to reduce the cost of for sale units throughout the country; these unanticipated reductions in housing costs may serve to make more housing available to low income households in the City. This change may not be realized if unemployment increases and additional households become classified as low income. Given the changing state of the

economy, it is difficult to project the need for low and moderate income housing through 2025.

One example of an approach to address even the small projected increase in need is through direct coordination with private sector and not for profit developers in the delivery of these housing units. Public-private partnerships and ‘sweat equity’ programs are also examples of locally implemented programs that can achieve successful results.

The City coordinates with the County under the State Housing Initiative Partnership (SHIP) program and is available to coordinate with the not for profit group, Clay County Habitat for Humanity, to meet the projected increase in need.

Additionally, the City can encourage the provision of affordable housing through its permitting process by deferring or eliminating permit fees, expediting permit review and approval of variances that allow accommodation of affordable housing within the City.

Government regulations can adversely affect the provision of housing in two ways: by increasing the cost to deliver housing when unnecessary regulations are applied and by reducing the value or increasing the risk of investment when inadequate protections are in place. Building codes protect the public by ensuring that construction activities produce safe and decent housing. Zoning regulation provide for coordinated growth, neighborhood stability and by regulating the use of land, size of lots and structures, provide for the general public good. Keystone Heights applies the Standard Building Code for buildings, plumbing and mechanical activities and the National Electric Code for electric work. The City’s Land Development Regulations became a unified code in 1992 that incorporates development standards, zoning regulations and design criteria.

The City permits group homes in with less than six unrelated residents in all residential districts and larger facilities are permitted in the Residential General Zoning District. These provisions allow for group homes and assisted living facilities within the City. In 2006, there were 10 vacant lots in the RG Zoning District and existing structures within this zoning district could be converted to group home use to meet demand.

Lots within the City are small, averaging 50 feet in width. Table 8 identifies that there are 33 scattered lots within the City; these lots are vested from the minimum lot size requirements for septic tanks because they were created prior to 1972; these lots create an ample supply of small lots with adequate infrastructure to address the projected need for affordable single family units.

Historic Preservation and Rehabilitation

The City, through it Heritage Commission, will undertake a survey of historical structures in 2011. The results of the survey will be used to develop appropriate incentives for the preservation of resources identified and will allow documentation of the resources within the City. Incentives will be incorporated into the City’s Land Development Regulations upon completion of the survey and an assessment of the appropriate incentives to implement.

Provision of Infrastructure

Since 1991, the City has made improvements to its infrastructure that have changed the quality of life for all of its residents and created the opportunity for a more diverse housing stock: the City utilized grant funds to pave all the unpaved roads within the City limits (with the exception of Fox Run) and worked with the Clay County Utility Authority to partner for the construction of a central wastewater treatment facility using grant and CCUA funds.

These improvements have eliminated the largest impediments to growth in the City that were cited in the 2001 Comprehensive Plan. With regard to housing, there are no infrastructure impediments within the City.