

RECREATION AND OPEN SPACE ELEMENT

Introduction

The City owns and maintains recreation and open space facilities within its corporate limits. These facilities are open to the public, providing recreation opportunities for the residents of the City. The City evaluates opportunities to expand and improve its existing facilities and to acquire additional land/facilities annually through its budget process and by pursuing grants and donations.

Existing Recreation and Open Space Facilities

The City of Keystone Heights provides recreation facilities normally associated with small municipalities such as tennis courts, basketball courts and small passive parks that act as gathering places. Parks are the venue for the farmer's market and holiday festivals in the City. Unique to an inland location, the City owns and maintains a public beach providing access to Lake Geneva. Ball fields and other recreational facilities that require large tracts of land are not available to the public within the City, however the Clay County School District maintains ballfields for student use adjacent to the two public schools. The Palatka-Lake Butler State Trail parallels SR 100 within the City and provides a linear trail through the City.

The City meets the needs of its population with the facilities it offers. In nearby Clay County, Twin Lakes Park offers a baseball field, three soccer fields, two tennis courts, a playground and restroom facilities on 50 acres. Twin Lakes Park is located approximately 3 miles from the City, south on State Road 100. The trailhead for the Palatka-Lake Butler State Trail is located at Twin Lakes Park. North on SR 21, the County owns Little Rain Lake Park, a 34 acre park that is leased to the Keystone Recreation Association. Little Rain Lake Park includes football fields, baseball fields, T-Ball fields, a basketball court, tennis courts and covered pavilions.

The Mike Roess Gold Head Branch State Park is located north of the City, approximately 6 miles north of the City on State Road 21. Developed in the 1930's, Goldhead is a 2,000 acre park offering hiking and wildlife viewing and access to the Florida Trail. Access to Little Lake Johnson provide swimming, fishing and boating opportunities; full camping facilities are also available at Goldhead State Park. An eight foot wide bike trail along SR 21 connects the City core with Goldhead State Park.

In addition to the residents of the City, citizens of unincorporated Clay, Bradford, Putnam and Alachua counties that live in proximity to the City utilize recreation and open space facilities within the City.

Within the City of Keystone Heights are parks and recreation facilities operated by the City and the Florida Department of Environmental Protection, Office of Greenways and Trails. There are no private recreation providers within the City and the recreation facilities

associated with the elementary school and combination Junior High/ High School in the City are not open to the public. Table 1 lists the number of parks and recreational facilities available to the public. As shown, the table identifies the type (i.e. user based, resource based) and number of facilities provided at each park. -The table also characterizes the condition of these facilities as good, acceptable or poor. A description of each facility in Table 1 is provided. Figure 1 shows the location of the recreational facilities in the City. The facilities identified in Table 1 comprise the comprehensive system of public sites for recreation within the City.

Table 1
Recreation and Open Space within the City 2010

| Park Name & Type | Facilities | Lighting | Condition | Responsible |
|-----------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------|---------------------------------|------------------------------------------------------|------------------------------------------------------|
| Theme Park U | 1 Basketball Court 1 Tennis Court 1 Child Play Area | Y Y N | Fair Fair Good | City City City |
| Keystone Beach R | Freshwater Beach 1 Pavilion 2 Volleyball Courts Picnic Area w/ grills 1 Child Play Area Restrooms Stabilized Parking | N N N N N N Y | Poor Good Good Good Good Good Poor | City City City City City City City |
| Recreation Park U | Exercise Trail Skate Pad Dog Park Toddler BMX Picnic Area w/ grills Restrooms Gravel Parking | N N N N N N | Good Good Good Good Good Good | City City City City City City |
| Natural Park R | Large Pavilion Trails | N | Good | City |
| Leona Terry Azalea Park | Gazebo Exercise Stations | N N | Good Good | City City |
| Palatka-Lake Butler State Trail U | 10 wide trail 6.5 mile length | N | Good | FDEP/OGT |

A = User Based; R = Resource Based

Theme Park is located behind City Hall, with access from Lawrence Boulevard (SR 21), Oriole Street and Southeast Lakeview Drive. The majority of the City's active recreation facilities are located in this park. The basketball and tennis courts are lighted and are used heavily for lessons (tennis) and free play. Sharing the overall 2.48 acre site with City Hall and the Keystone Heights' Library, the park is approximately 1.86 acres in size. Parking is provided along Lawrence Boulevard as parallel parking and across SE Lakeview Drive in the parking lot for Keystone Beach. Surrounded by homes, many residents walk to Theme Park. Facilities are in fair condition; the tennis court needs to be reconstructed and the basketball court needs to be restriped. The parking area is in poor condition. The children's area is well maintained and the equipment is less than 5 years old. *Theme Park* is the site of the Farmers' Market for the City.

Keystone Beach is located at the intersection of SR 21 and Lakeview Drive East. The park is approximately 2.22 acres in size and provides 530 feet of frontage (beach) on Lake Geneva. While lakes in the area have seen the water level drop significantly, Lake Geneva maintains a water level that supports the beach access and activities. As the only public beach within Clay County, Keystone Beach serves the residents of the unincorporated County as well as users from surrounding Bradford, Alachua and Putnam counties. Facilities are in good condition, however repairs to heavily used areas such as the restrooms, children's play equipment and beach are an ongoing activity for the City.

The *Recreation Park* is the newest recreation facility within the City; purchased in 2005 and improved with joint funding from a FRDAP Grant, the City has improved this park with parking and restrooms, a toddler BMX, a skate pad, exercise trail and picnic areas. This park is approximately 3.75 acres in size. Due to the recent rise in construction costs, the skate pad has not been outfitted with skate park equipment and Phase I development of the park is smaller than anticipated. Skate pad and other improvements are necessary to complete the park master plan. The City will continue to pursue additional grant funding and to allocate resources toward completion of this park.

Natural Park was created by the City in 1999 using FRDAP grant funds. Nature Park is 3.14 acres in size, offering a passive recreation facility within the heart of the Downtown. The park includes a large pavilion reflective of historical architecture in the area. Weddings and family gatherings occur in the park.

Leona Terry Azalea Park is located at the corner of SW Magnolia Ave and SW Nightingale Street. The park is 0.9 acres in size and is improved with a fitness trail and gazebo available for group events.

The portion of the *Palatka-Lake Butler State Trail* (PLB Trail) that is located within the abandoned Norfolk-Southern Rail line that lies parallel to SR 100 within the City was completed in 1998. The segments on either side of the City, extending to the Bradford County and Putnam County lines, were completed in 2008, creating the 5.2 mile trail within Clay County. The completed trail in Clay County is part of the overall 47-mile PLB Trail that will extend from the Lake Butler area to Palatka. Upon completion of the segment within

Clay County in 2008, the Florida Department of Environmental Protection took over maintenance of the trail under its Greenways and Trails program.

The portion of the PLB Trail that runs through Keystone Heights ties into an eight-foot wide, 6 mile bike path. Located adjacent to SR 21, the bike path connects the PLB Trail to Mike Roess Gold Head Branch State Park. Completed in 2009, residents and visitors alike utilize the bike path to walk, run and bicycle between the City and Gold Head Branch State Park.

Recreation and Open Space Analysis

Parks and recreation are subject to the statutory requirements for concurrency management pursuant to Section 163.3180(1), Florida Statutes. Concurrency management requires the local government to establish a level of service for parks and recreation facilities such that development approvals are not granted unless the level of service standard is maintained. Specifically, parks and recreation facilities to serve new development shall be in place or under actual construction no later than 1 year after issuance of a certificate of occupancy or its functional equivalent by the City. When land is necessary to meet the established level of service, the acreage for the necessary facilities must be dedicated or be acquired by the City prior to its issuance of a certificate of occupancy or its functional equivalent, or, alternatively, funds in the amount of the developer's fair share shall be committed no later than the local government's approval to commence construction.

Level of service standards for parks and recreation facilities are typically established on a population basis, for example requiring 2 tennis courts per 5,000 population. The facilities each community finds to be valuable can differ based on demographics, existing facilities, resources available to acquire and then maintain new facilities, and opportunities based on natural and cultural resources in the community.

Demographics

The population projection for the City indicates an increase in population of 117 between 2009 and 2025. Much of the population increase is projected to occur in the over 65 age group during this period. This causes the demographics to shift slightly over the planning period, with population aged 0-19 and 50-64 staying the same through 2025 while the age group between 20 and 49 decreases and the age group of 65 and up increases. The shift only represents a very small number of persons, with the age group between 20 and 49 losing 16 persons and the age group over 65 increasing by 94 persons.

As the City continues to invest in recreation and open space facilities the changing demographics will be considered when determining priorities.

Table 2
Population Projection
2008- 2025

| Keystone Heights | Permanent Population |
|-------------------------|-----------------------------|
| 2009 | 1,408 |
| 2025 | 1,462 |

Recreational Standards

The Florida Department of Environmental Protection (FDEP), Division of Recreation and Parks, updated the Statewide Comprehensive Outdoor Recreation Plan (SCORP) in 2000 as part of the federal requirements associated with participation in the Federal Land and Water Conservation Fund. Also known as *Outdoor Recreation in Florida 2000*, the *2000 SCORP* is used by many local governments as a benchmark in recreation planning, but it is important to note that the document addresses needs at a large, regional and statewide scale first. The level of service standards are generally applicable to areas with greater population than the City.

The use guidelines established in the *2000 SCORP* are significantly higher than the standards applicable in 1987. The change reflects an acknowledgement of the importance of recreation and physical activity for good health and psychological well-being.

While the City should look to standards established by the *2000 SCORP* as a guide to establishing its level of service standards, the current inventory of recreation and open space facilities and the lack of vacant land within the City limits also influences the City’s decisions with regard to future facilities and open space.

As noted in the *2000 SCORP*, outdoor recreation activities can be described as activity-based or user-oriented. The provision of user-oriented outdoor recreation is limited only by the funds and available land to construct the desired facility while resource based outdoor recreation is dictated by the availability of the supporting natural or cultural resource. In Keystone Heights, the public beach on Lake Geneva and Natural Park are resource-based facilities because they depend on the natural and cultural resource being located within the City; the other recreation facilities offered within the City are a function of available land and financial resources.

Resource-based Facilities

Resource-based facilities are dependent on the availability of the resource within a jurisdiction; the only public freshwater beach in Clay County is located in the City and the historic resource preserved by Natural Park represent the two resource based facilities in the City. The *2000 SCORP* identifies two site guidelines for freshwater beaches: one based on linear feet of beach per population and one based on overall square footage per population. A standard based on population is identified for beach access with parking; this standard

recommends 0.5 acres per 1,000 population. Keystone Beach provides 530 linear feet of frontage on Lake Geneva and is 2.22 acres in size. Application of the standard for beach access with parking indicates that the 2.22 acre site would serve a population of 4,400. The City's 2009 population is estimated at 1,409 and projected to be 1,462 in 2025.

For Natural Park, the use guideline established as a linear trail standard that does not apply to the City's facility. Picnicking is a resource-based activity included in the 2000 SCORP; the standard established is one area per 5,000 population (minimum). Natural Park is 3.14 acres in size and contains multiple picnic tables/areas. This park exceeds the picnic standard established by the 2000 SCORP for the City's projected population through 2025.

User-based Facilities

The standard for user-based facilities identified in the SCORP 2000 are provided in Table R-3 so that an analysis of the sufficiency of existing facilities to meet the needs of the future population can be assessed in the following sections. Standards for facilities that the City may consider as additional facilities in the future are noted to guide future decision-making.

Table 3
User-based Outdoor Recreation Facilities
Population Guidelines

| Facility | Guideline | |
|------------------------------|----------------------|---------------------|
| | Minimum | Median |
| Basketball Court | 1 court / 500 pop | 1 court / 5,000 pop |
| Equipped Play Area (Tot Lot) | 1 area / 500 pop | 1 area / 10,000 pop |
| Urban Jogging/ Hiking Trail | 1 trail / 10,000 pop | 1 trail/ 15,000 pop |
| Shuffleboard Court | 1 court / 1,000 pop | 1 court / 6,000 pop |
| Tennis | 1 court / 1,067 pop | 1 court / 2,000 pop |
| Racquetball / Handball Court | 1 court / 2,500 pop | 1 court/ 10,000 pop |

Source: *Outdoor Recreation in Florida 2000, FDEP, 2001*

An analysis of existing user-based recreation facilities identifies areas where current facilities do not meet the minimum and/or median standard identified in the 2000 SCORP for the current year (2009). Facilities that fail to meet the minimum level of service standard may meet the median standard:

Table 4
Existing User-Based Recreation Facilities
Included in 2000 SCORP
2009 Level Of Service

| Facility | Inventory | 2009 Level of Service ¹ | Meets Minimum Standard | Meets Median Standard |
|-----------------------------|------------------|-------------------------------------------|-------------------------------|------------------------------|
| Basketball Court | 1 | 1 per 1,408 population | no | yes |
| Equipped Play Area | 2 | 1 per 704 population | no | yes |
| Urban Jogging/ Hiking Trail | 1 | 1 per 1,408 population | yes | yes |
| Tennis | 2 | 1 per 704 population | yes | yes |

¹ 2009 Population of 1,408

In addition to the types of facilities listed in the 2000 SCORP, the City owns and maintains the following facilities:

Table 5
Existing User-Based Recreation Facilities
Not Included in 2000 SCORP
2009 Level Of Service

| Facility | Inventory | 2009 Level of Service ¹ |
|----------------------------|------------------|-------------------------------------------|
| Volleyball Courts | 2 | 1 per 704 population |
| Dog Park | 1 | 1 per 1,408 population |
| Covered Picnic (Pavilions) | 2 | 1 per 704 population |

¹ 2009 Population of 1,408

The City adopted level of service standards in its 2001 Comprehensive Plan in 1991. These standards were reviewed during the preparation of the 2007 Evaluation and Appraisal Report and the deletion of a level of service standard for swimming pools was recommended. The City does not provide a public pool and has determined that it will not be able to provide this type of recreation facility within the 2025 planning period.

In addition to recreation facilities, the 2000 SCORP includes guidelines for parks by type. Neighborhood Parks are described as walk-to parks located along streets where people can walk or bicycle without encountering heavy traffic. Neighborhood parks include play structures, court games, tennis courts, volleyball courts, open areas and landscaping. These parks should be located within one-half mile of the population intended to be served and should be provided at a standard of 2 acres for each 1,000 population. Neighborhood Parks within the City are Theme Park, Keystone Beach, and Recreation Park. There are 7.83 acres of neighborhood park acreage within the City. At a level of service standard of 2 acres per

1,000 population, the neighborhood parks within the City will serve a population of 3,915, more than double the City's population.

Community Parks generally serve two or more neighborhoods and serve a population of up to 5,000. Community parks are intended to be large in scale; the minimum size is 20 acres. No community parks are located within the City, however two community parks and one state park are located near the City limits. Twin Lakes Park offers a baseball field, three soccer fields., two tennis courts, a playground and restroom facilities on 50 acres. Twin Lakes Park is located approximately 3 miles from the City, south on State Road 100. In addition to the facilities listed, Twin Lakes Park operates as the trail head in Clay County for the Palatka-Lake Butler Trail. A second community park, Little Rain Lake Park ,is located north on SR 21. A 34 acre park that is leased to the Keystone Recreation Association, Little Rain Lake Park includes 2 football fields, 6 baseball fields, 2 T-Ball fields, 1 basketball court, 2 tennis courts and 4 covered pavilions. The community parks provided by Clay County are not included in the City's inventory of facilities and the City does not provide community park facilities. The City has not established a level of service standard for community parks.

Mike Roess Gold Head Branch State Park is located approximately 6 miles north of the City on State Road 21. Developed in the 1930's, Goldhead is a 2,000 acre park offering hiking and wildlife viewing and access to the Florida Trail. Access to Little Lake Johnson provides swimming, fishing and boating opportunities. Full camping facilities and cabins are also available at Goldhead State Park.

Level of Service Standards

The balance to be struck for a City the size of Keystone Heights is one between the desires of the population and elected officials to provide sufficient recreation and open space to enhance the quality of life for its residents and the funding available to maintain and increase the existing inventory. Once acquired, recreation and open space facilities require continual maintenance and repair. Each new facility under consideration carries with it ongoing maintenance costs that must be considered.

The City has evaluated the needs of its current population and the effect changing demographics may have on the need for additional facilities or changes to the focus of existing facilities. The City has determined that it will continue not to provide recreational ball fields normally found in community parks within its boundaries. These facilities require acreage that is not available as vacant land in the City and the acquisition of developed property for these facilities is not considered financially feasible.

For the 5 year and 10 year planning horizons of 2016 and 2021 and throughout the 2025 planning horizon of the comprehensive plan the City has established facility and neighborhood park level of service standards to address the needs of its citizens.

Facility Level of Service

The City has adopted a level of service for recreation facilities based on the standards recommended in the 2000 SCORP, the availability of land and resources for additional facilities, and the level of service provided by existing facilities:

Table 6
Recreation Facility Level of Service
2009- 2025

| Facility | Level of Service |
|-----------------------------|--------------------------------|
| Freshwater Beach | 0.5 acres per 1,000 population |
| Basketball Court | 1 per 2,000 population |
| Equipped Play Area | 1 per 1,000 population |
| Urban Jogging/ Hiking Trail | 1 per 5,000 population |
| Tennis | 1 per 2,000 population |
| Volleyball Courts | 1 per 1,000 population |
| Dog Park | 1 per 2,000 population |
| Covered Picnic (Pavilions) | 1 per 1,000 population |

Neighborhood Park Level of Service

The City encourages outdoor recreation and physical activity in its fine neighborhood parks. Well maintained, shaded by mature trees and located within walking distance of the residents of the City, Theme Park, Keystone Beach and Recreation Park offer a variety of recreational and outdoor opportunities. The acreage within these existing parks is sufficient to meet the recommended level of service for neighborhood parks identified in the 2000 SCORP. The City has adopted the level of service standard of 4.5 acres per 1,000 population.

Open Space Level of Service

The City recognizes the value of passive open space within its downtown; Natural Park and Leona Terry Azalea Park provide public gathering space for picnics and the appreciation of nature. Together, these two parks represent 4.04 acres of open space within the City.

Natural Park is an undisturbed area in the heart of downtown that serves as open space readily available to the public on foot, bicycle or by car. The City establishes a level of service standard of 2.5 acres per 1,000 population for open space in recognition of the quality of life this park and open space in general brings to the citizen’s of the City.

Needs Analysis

The purpose of the needs analysis is to relate existing and future recreation demand to existing facilities (supply) with a measure (standard) that indicates whether additional facilities are needed to meet the standard established.

Recreational supply and demand analysis is projected for the 10-year planning period in five year increments. The analysis quantifies the need for recreational facilities and open space in the base year and subsequent years during the planning period. The need in the second five year period was calculated based on the assumption that all recreational facilities and open space required in the previous five years were acquired and constructed.

Table 7
Existing Needs Analysis

| Facility | 2009 Inventory | Adopted Level of Service | 2009 LOS ¹ |
|------------------------------|----------------|--------------------------|-----------------------|
| Neighborhood Parks | | | |
| Theme Park | 6.42 acres | 3.5 ac / 1,000 pop | 4.55 ac/ 1,000 pop |
| Keystone Beach | | | |
| Recreation Park | | | |
| Recreation Facilities | | | |
| Freshwater Beach | 2.22 ac | 0.5 ac / 1,000 pop | 1.57 ac / 1,000 pop |
| Basketball Court | 1 | 1 / 2,000 pop | 1.42 / 2,000 pop |
| Equipped Play Area | 2 | 1 / 1,000 pop | 1.42 / 1,000 pop |
| Urban Jogging/ Hiking Trail | 1 | 1 / 5,000 pop | 3.55 / 5,000 pop |
| Tennis | 2 | 1 / 2,000 pop | 2.84/ 2,000 pop |
| Volleyball Courts | 2 | 1 / 1,000 pop | 1.42 / 1,000 pop |
| Dog Park | 1 | 1 / 2,000 pop | 1.42 / 2,000 pop |
| Covered Picnic (Pavilions) | 2 | 1 / 1,000 pop | 1.42 / 1,000 pop |
| Open Space | | | |
| Natural Park | 4.04 acres | 2.5 ac / 1,000 pop | 2.86 ac / 1,000 pop |
| Leona Terry Azalea Park | | | |

¹ 2009 Population of 1,408

Table 8
Future Needs Analysis
2014 and 2019

| Facility | 2009 Inventory | Level of Service | 2014 LOS ¹ | 2019 LOS ² |
|------------------------------|----------------|--------------------|-----------------------|-----------------------|
| Neighborhood Parks | | | | |
| Theme Park | 7.83 acres | 4.5 ac / 1,000 pop | 5.48 ac / 1,000 pop | 5.41 ac / 1,000 pop |
| Keystone Beach | | | | |
| Recreation Park | | | | |
| Recreation Facilities | | | | |
| Freshwater Beach | 2.22 ac | 0.5 ac / 1,000 pop | 1.56 ac / 1,000 pop | 1.55/ 1,000 pop |
| Basketball Court | 1 | 1 / 2,000 pop | 1.40 / 2,000 pop | 1.38 / 1,000 pop |
| Equipped Play Area | 2 | 1 / 1,000 pop | 1.40 / 1,000 pop | 1.38 / 1,000 pop |
| Multi-purpose Field | 1 | 1 / 2,000 pop | 1.40/ 2,000 pop | 1.38 / 2,000 pop |
| Urban Jogging/ Hiking Trail | 1 | 1 / 5,000 pop | 3.55 / 5,000 pop | 3.5 / 5,000 pop |
| Tennis | 2 | 1 / 2,000 pop | 2.8/ 2,000 pop | 2.76 / 2,000 pop |
| Volleyball Courts | 2 | 1 / 1,000 pop | 1.40 / 1,000 pop | 1.38 / 1,000 pop |
| Dog Park | 1 | 1 / 2,000 pop | 1.40 / 1,000 pop | 1.38 / 1,000 pop |
| Covered Picnic (Pavilions) | 2 | 1 / 1,000 pop | 1.40 / 1,000 pop | 1.38 / 1,000 pop |
| Open Space | | | | |
| Natural Park | 4.04 ac | 2.5 ac / 1,000 pop | 2.8 ac / 1,000 pop | 2.76 ac / 1,000 pop |
| Leona Terry Azalea Park | | | | |

¹ 2014 Population of 1,428

² 2019 Population of 1,446

No additional facility needs were identified solely on the basis of projected population growth in the City.

The City annexed two parcels of land of sufficient size for development; previous annexation requests were associated with individual single family lots at the periphery of the City limits. Without a history of larger annexations, the City has not projected an increase in its

population projection through 2025 that would be attributed to the annexation of land into the City. The City will evaluate the effect of larger annexations on its future population in the next Evaluation and Appraisal Report cycle. In the interim, the City will apply the adopted level of service for Neighborhood Parks and Open Space to new developments within the City that create more than 10 lots. The application of the adopted LOS shall be made on a per dwelling unit basis by multiplying the number of units by the household size for the City. Neighborhood parks and open space created as a result of a development plan may be located within the development and limited in use to the residents of the community or lands external to the development may be provided. The City shall not be responsible for the construction of improvements or maintenance of facilities provided as a result of development unless the property is donated to the City and such responsibility is accepted.

Capital and Maintenance Costs

No capital improvement costs are associated with the maintenance of the adopted facility and neighborhood park recreation level of service standard. Maintenance costs for the existing recreation facilities are not insubstantial; these funds are budgeted annually by the City. Maintenance and periodic improvements to facilities are necessary due to everyday use; Keystone Beach will require stormwater improvements and the City's public tennis courts and basketball court are in need of improvement.

The City has used the Florida Recreation Development Assistance Program to assist in funding the development of Natural Park and Recreation Park. The City will continue to pursue funding from this and other sources to augment its resources. Continued improvements to the Recreation Park are anticipated throughout the planning period; the land was acquired by the City and improvements funded under a FRDAP Grant that outlined a phased approach to improvements over a 10 year period.

The City will provide matching funds as required to obtain grants and will fund the ongoing maintenance of facilities within its boundary.

Prioritization of Future Actions

Priorities for recreation and open space within the City are to first maintain the existing facilities in good condition such that they are safe and available to the public for use; second, for the continued improvement of Recreation Park consistent with the Master Plan for this park; and third, to pursue unforeseen opportunities if new funds/ funding sources become available. The aging of the City's population through the planning period will be recognized in the City's decision-making process when new funds or funding sources become available.