



PARKS & RECREATION MASTER PLAN





TABLE OF CONTENTS

Executive Summary.....4

Planning Process Summary 5

Recommendations 6

Chapter One: Introduction of the Planning Context.....9

Purpose of this Plan 9

Parks and Recreation Overview 9

Methodology of this Planning Process..... 12

Chapter Two: What We Want – Our Community, Trends, and Identified Needs.....13

Demographic Profile..... 13

Introduction..... 13

Sources 13

Population 14

Age..... 15

Trends Analysis 16

Introduction 16

Estimated Local Participation 16

Recreation Expenditures 19

Chapter Two: What We Want – Our Community, Trends, and Identified Needs.....20

Community and Stakeholder Input.....20

Random Invitation Community Needs Assessment Survey Summary22

 Introduction and Methodology..... 22

 Summary of Selected Findings 25

Social Pinpoint26

 Introduction and Methodology..... 26

Recurring Themes 27

Chapter Three: What We Have Here – Our Parks, Beaches, Trails, and Facilities.....28

Parks and Facilities Inventory and Assessment28

 Step 1: Inventory – What Do We Have? 28

 Step 2: Assessment and Analysis - How Are We Doing? 29

 Park Scoring and Classification Overview 32

 Indoor Facilities 35

 LOS Analysis..... 36

 Park Classifications..... 40

 Trails Assessment..... 42

Chapter Four: How Are We Getting It Done – Operations, Maintenance, and Administration.....44

Maintenance and Operations Analysis44

 Maintenance Standards and Appropriate Service Levels ...44

Engagement Summary44

City of Palm Coast - Analysis of Park Maintenance and Athletic Fields Operations 45

Flagler County - Analysis of Park Maintenance and Operations 47

Organizational Analysis 49

 Organizational Assessment..... 49

 Recreation Programming Analysis 50

 Financial Analysis..... 53

Chapter Five: Recommendations and Action Plans.....54

Recommendations 54

 Goal 1: Invest in Current Infrastructure and Address Aging Facilities..... 52

 Goal 2: Improve and Enhance Programming and Outreach..... 55

 Goal 3: Improve Organizational Operations 57

 Goal 4: Increase Financial Opportunities..... 58

Chapter Six: Action Plan and Prioritization.....60

Chapter Seven: Implementation Guidelines and Strategies.....74



EXECUTIVE SUMMARY

The purpose of the Parks & Recreation Master Plan is to provide the City of Palm Coast and Flagler County Government with a comprehensive analysis on current and future parks and recreation facilities. This will guide the City of Palm Coast and Flagler County Government in delivering the highest quality parks and recreation experiences for the entire Flagler County Community through collaboration and comprehensive planning. This plan provides an assessment of the City of Palm Coast and Flagler County parks and recreation system through an evaluation of the parks, recreation programs, open space, trails, beaches, facilities, and amenities. The plan also provides a roadmap for ensuring an appropriate balance of facilities and amenities throughout the community for the next 10 years.

PLANNING PROCESS SUMMARY

BerryDunn, along with Miller-Legg, and RRC Associates, worked with the staff and residents of the City and the County in developing this Master Plan. The process was inclusive of members of the community, and the public was given many opportunities to participate through focus groups, stakeholder meetings, public meetings and workshops, leadership interviews, an invitation survey,

and an open link survey. A Level of Service (LOS) analysis, operational and maintenance analysis and funding analysis were also conducted. An Action Plan was developed to assist the City and the County in meeting the community's expressed needs and desires.

THE MASTER PLANNING PROCESS CONSISTED OF THE FOLLOWING STEPS:



PHASE 1 | DATA COLLECTION

- Confirm goals
- Develop work plan
- Facilitate kick off meeting
- Demographics analysis



PHASE 2 | ENGAGEMENT

- Develop strategy
- Social pinpoint site
- Engagement staff
- Focus group
- Stakeholder meetings
- Statistically valid survey
- Engagement feedback summary



PHASE 3 | ANALYSIS

- Park and open space inventory and analysis
- Facility inventory and analysis
- Organizational and maintenance assessment
- Visioning workshop
- Prototypical park design criteria
- Financial and cost of analysis alternatives



PHASE 4 | ACTION PLAN

- Estimate of probable construction costs
- Action plan and implementation strategies workshop
- Draft parks and recreation facilities system plan



PHASE 5 | PUBLIC PRESENTATION & FINAL REPORT PLAN

- Final parks and recreation facilities system master plan

Figure 1: Master Planning Process

RECOMMENDATIONS

The following recommendations are made based on the entirety of the master planning process which was inclusive of members of the community. The public was given many opportunities to participate through focus groups, stakeholder meetings, public meetings, an invitation and open link survey, and an interactive website (Social Pinpoint). A LOS analysis and operations and maintenance analysis were also conducted.

This section describes ways to enhance the LOS and the quality of life with improvement through updated parks, services, facilities, programs, and amenities, a dedication to customer service, improved programming and service

delivery, organizational efficiencies, and increased financial opportunities.

The following goals, objectives, and action items for the recommendations are drawn from the public input, inventory, LOS analysis, findings feedback, and all of the information gathered during the master planning process. The primary focus is maintaining, sustaining, and improving the City of Palm Coast and Flagler County’s parks, facilities, programs, and services.

GOAL 1 Invest in Current Infrastructure and Address Aging Facilities

GOAL 2 Improve and Enhance Programming and Outreach

GOAL 3 Improve Organizational Operations

GOAL 4 Increase Financial Opportunities



GOAL 1

Invest in Current Infrastructure and Address Aging Facilities

OBJECTIVE 1.1 Maintain existing facilities, parks, trails, beaches, and open spaces.

OBJECTIVE 1.2 Renovate and replace outdated or failing facilities, amenities, parks, trails, beaches, and open spaces.

OBJECTIVE 1.3 Expand open space and parks

OBJECTIVE 1.4 Explore opportunities to add trails for walking and bicycling.

OBJECTIVE 1.5 Develop additional outdoor recreational facilities and amenities.

OBJECTIVE 1.6 Provide improved signage to make it easier for citizens and visitors to find and use parks, facilities, beaches, and trails.

OBJECTIVE 1.7 Explore opportunities for nontraditional sports/activities.

OBJECTIVE 1.8 Develop new amenities at existing parks based on level of service analysis.

OBJECTIVE 1.9 Add indoor recreation space.


OBJECTIVE 1.10 Upgrade comfort, convenience, and customer service amenities to existing facilities.

OBJECTIVE 1.11 Create park identity in existing and new parks.

OBJECTIVE 1.12 Address current and future needs for athletic fields.

OBJECTIVE 1.13 Gather feedback and data on facility utilization.

OBJECTIVE 1.14 Monitor ADA access to parks, trails, beaches, and facilities.



GOAL 2
Improve and Enhance Programming and Outreach

OBJECTIVE 2.1 Improve departmental marketing and communication.

OBJECTIVE 2.2 Utilize technology to improve customer service and efficiencies.

OBJECTIVE 2.3 Explore opportunities for nontraditional recreation opportunities.

OBJECTIVE 2.4 Continue to grow programs and services accessible to citizens of all abilities.

OBJECTIVE 2.5 Continue to address recreational programming and activity needs of the community.

OBJECTIVE 2.6 Enhance special event programming.

OBJECTIVE 2.7 Partner with other service providers, when possible, to develop programs and service to meet demand and trends.

OBJECTIVE 2.8 Gather feedback and data on program participation.



GOAL 3
Improve Organizational Operations

OBJECTIVE 3.1 Staff appropriately to meet current demand and maintain established quality of service.

OBJECTIVE 3.2 Reexamine and document departmental policies, procedures, and processes.

OBJECTIVE 3.3 Review current operating agreements, and how they can benefit and maximize potential for each Department.



GOAL 4
Increase Financial Opportunities

OBJECTIVE 4.1 Explore additional funding through the pursuit of grant and philanthropic opportunities.

OBJECTIVE 4.2 Explore developing and implementing cost recovery and pricing philosophy and practice.





Finally, ten priority actions were identified and presented for the master plan:

TOP TEN PRIORITY ACTIONS:

Actions	Lead Organization
<p>1.1.A</p> <p>Address low scoring components and amenities from the GRASP Atlas.</p>	<p>Both City and County</p>
<p>1.1.C</p> <p>Develop a staffing plan as recommended in the maintenance analysis.</p>	<p>Both City and County</p>
<p>1.1.F</p> <p>Maintenance projects and annual maintenance needs should be funded on a regular schedule.</p>	<p>Both City and County</p>
<p>1.2.C</p> <p>Develop park specific master plan for renovations from the GRASP Atlas.</p>	<p>Both City and County</p>
<p>1.3.B</p> <p>Work with developers to include park lands for residents.</p>	<p>Both City and County</p>
<p>1.4.A</p> <p>Continue working with the City of Palm Coast and other municipalities to develop and expand bicycle paths and walking trails.</p>	<p>County</p>

Actions	Lead Organization
<p>1.5.C</p> <p>Develop non-traditional sports and outdoor adventure amenities at existing and new parks.</p>	<p>Both City and County</p>
<p>2.4.A</p> <p>As opportunities arise and facilities become available, develop, and implement additional programs for people with special and unique needs.</p>	<p>City</p>
<p>3.14.A</p> <p>As parks, beaches, trails, and facility upgrades are implemented, ensure staffing levels are maintained to meet current performance standards.</p>	<p>Both City and County</p>
<p>4.4.B</p> <p>Additional funding opportunities that should be explored are Land and Water Conservation Funds, and Transportation Funds available from Federal and/or State governments.</p>	<p>Both City and County</p>

PURPOSE OF THIS PLAN

The purpose of the Parks & Recreation Master Plan is to provide the City of Palm Coast and Flagler County Government with a comprehensive analysis on current and future parks and recreation facilities. This will guide the City of Palm Coast and Flagler County Government in delivering the highest quality parks and recreation experiences for the entire Flagler County Community through collaboration and comprehensive planning. This plan provides an assessment of the City of Palm Coast and Flagler County parks and recreation system through an evaluation of the parks, recreation programs, open space, trails, beaches, facilities, and amenities. The plan also provides a roadmap for ensuring an appropriate balance of facilities and amenities throughout the community for the next 10 years. Goals, objectives, and actionable strategies have been developed to guide the City and County's system-wide approach for providing facilities and services. The plan will be used as a resource for future development and redevelopment of the City and County's parks and recreational facilities, as well as a resource to enhance environmental resiliency, environmental and eco-tourism, and sports tourism in the City and County. This Parks & Recreation Master Plan can be incorporated into the City of Palm Coast and Flagler County's next Comprehensive Plan updates and future Five-Year Capital Improvement Plans.

PARKS AND RECREATION OVERVIEW

The City of Palm Coast, located in Flagler County on the northeast coast of Florida, is situated halfway between St. Augustine and Daytona Beach and about 70 miles from both the Jacksonville and Orlando metropolitan area. Palm Coast's Interstate 95 Exit 284 (at State Road 100) is the closest I-95 exit to the beach from Maine to Miami. Palm Coast covers approximately 96 square miles and is situated on 70 miles of saltwater and freshwater canals and the Intracoastal Waterway, providing residents with abundant fishing and boating opportunities.

The City of Palm Coast is one of Florida's newest cities; incorporated in 1999. Although not born as a city until 1999, Palm Coast was conceived in 1969 when ITT Corporation bought several thousand acres of land in Flagler County to develop a massive retirement community. Over the next several years, a resort hotel, marina, tennis center, and 4 golf courses were built. Palm Coast is a full-service City government servicing approximately 93,000 residents and 37,000 households. The City Council and City Manager often refer to Palm Coast as the "young city with old bones."

Palm Coast provides its residents with 13 City parks, a tennis center/recreation center, a golf course, a swimming pool, sports complex, community center, the Stage at Town Center, and more than 130+ miles of connecting multiuse pathways for walking, running and bicycling. Parks and other recreation amenities are open seven days a week, usually from morning to night. In 2022, the Parks & Recreation Department produced and assisted with 21 community special events and served over 63,000 residents in 368 various programs.



MISSION STATEMENT

We strive to make Palm Coast a great place to live, visit, and recreate! Our staff is dedicated to bringing the citizens of Palm Coast quality parks and recreation experiences and to improving the quality of life through facilities and programs.



VISION

To enhance community, so that everyone feels welcome!

The Parks staff are dedicated to providing residents of Palm Coast quality parks and recreation experiences and improving quality of life for residents and visitors through facilities and programs.

PRIMARY FUNCTIONS INCLUDE:

- Maintaining and managing approximately 1,010 acres of park and recreation lands, providing valuable active and passive recreation spaces
- Maintaining and operating 13 parks
- Maintaining approximately 130 +/- miles of multiuse pathways
- Providing recreational opportunities to over 63,000 residents in 368 various programs at 4 recreation facilities
- Managing a central Reservation System whereby residents and guests register for programs, and request and schedule use of City park facilities for special events, sports leagues, and family events
- Supporting 54,465 round of golf at Palm Harbor Gold Course
- Producing and supporting 21 local events such as Egg'Stravaganza, Movies in the Park, Food Truck Tuesdays, Memorial Day, and Veterans Day
- Partnering with the Palm Coast Historical Society to operate the Palm Coast Historical Society Museum
- Performing in-house services, such as custodial, building maintenance and athletic field and ground maintenance of all City parks and facilities
- Providing regular facilities assessments of all City parks

Flagler County is one of 67 counties in Florida and was established in 1917. The County is named after American industrialist Henry Flagler and was created from portions of neighboring Volusia and St. Johns counties. Flagler County covers 571 square miles, 85% within City limits and remaining 15% as unincorporated. The population in unincorporated Flagler County is approximately 27,669.

The Flagler County Parks and Recreation Division provides exceptional services and facilities essential to enhancing the quality of life of all Flagler County citizens while preserving natural and historic areas.

The Parks and Recreation Division concentrates on optimizing those leisure activities that directly contributes to the overall happiness, well-being, and quality of life in Flagler County. Parks and Recreation strives to provide opportunities, within the constraints of available resources, for quality parks, sports programs, natural preserves, facilities, and services. Specific activities and attractions include nature walks, historic sites, a museum, boating, fishing, camping, observing wildlife in its natural habitat or direct participation in more active recreational sports activities (courts, ball fields, etc.).

The division works in cooperation with the municipalities in the county, other organizations and agencies, such as the St. Johns River Water Management District, Florida Department of Environmental Protection, Flagler Audubon Society and the Florida Fish and Wildlife Conservation Commission to protect and promote our precious natural resources.

PRIMARY FUNCTIONS INCLUDE:

- Maintaining and managing approximately 6,400 acres of park land and preserves, protecting valuable pristine land and wildlife
- Maintaining seven boat ramps and three canoe/kayak launches
- Maintaining approximately 71,000 square feet of wooden boardwalks and docks which promote fishing, hiking, and wildlife observation
- Maintaining approximately 50 +/- miles of trails (13 miles of equestrian trails, 37 miles hiking/biking trails) which meander through diverse terrain
- Providing approximately 9,100 historical and informational tours annually at the Princess Place Lodge
- Contributing and supporting local events such as the Creekside Festival and Native American Festival at Princess Place Preserve and the County Youth Fair and Cracker Day at the Flagler County Recreation Area
- Performing in-house services, such as custodial, building maintenance and ground maintenance of all County park facilities
- Providing ongoing facilities assessments of all County parks

METHODOLOGY OF THIS PLANNING PROCESS

BerryDunn, along with Miller-Legg, and RRC Associates, worked with the staff and residents of the City and the County in developing this Master Plan. The process was inclusive of members of the community, and the public was given many opportunities to participate through focus groups, stakeholder meetings, public meetings and workshops, leadership interviews, an invitation survey, and an open link survey. A Level of Service (LOS) analysis,

operational and maintenance analysis and funding analysis were also conducted. An Action Plan was developed to assist the City and the County in meeting the community’s expressed needs and desires.

The master planning process consisted of the following steps:

THE MASTER PLANNING PROCESS CONSISTED OF THE FOLLOWING STEPS:



PHASE 1 | DATA COLLECTION

- Confirm goals
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- Demographics analysis



PHASE 2 | ENGAGEMENT

- Develop strategy
- Social pinpoint site
- Engagement staff
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PHASE 3 | ANALYSIS

- Park and open space inventory and analysis
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Figure 2: Master Planning Process

DEMOGRAPHIC PROFILE

Introduction

The City of Palm Coast and Flagler County, FL Parks and Recreation demographic profile was developed to provide an analysis of household and economic data in both the City and County, helping to understand the historical and projected changes that may impact the community. The demographic analysis provides insight into the potential market for the area’s recreation services and programs by highlighting where and how the area may change.



Sources

Data points throughout this report including population, age distribution, income, race/ethnicity, and other household characteristics were sourced from Esri Business Analyst in February 2023. At the time of this report, Esri’s primary source for demographic information was the 2020 Census with estimates generated in July 2022. According to their website, Esri Business Analyst is “a solution that applies Geographic Information Systems (GIS) to extensive demographic, consumer spending, and business data to deliver on-demand analysis.”

The full Demographics and Trends Report was provided as a staff document.

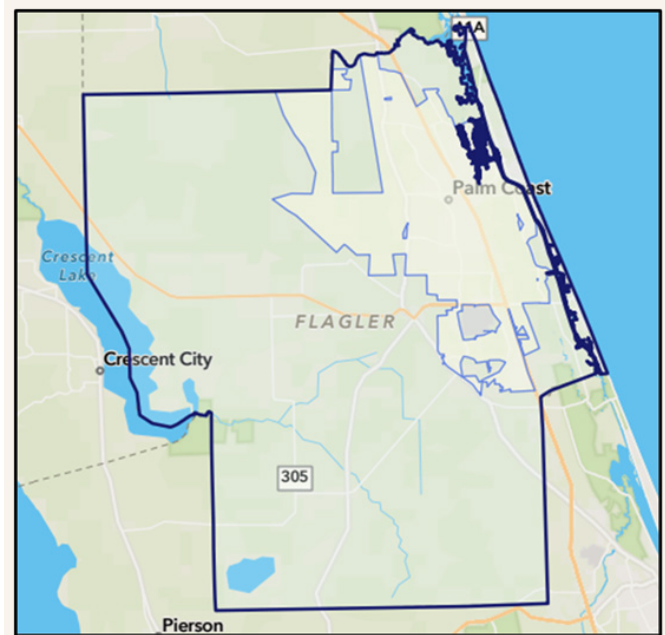


Figure 3: City of Palm Coast and Flagler County, Geographic Boundaries

Population

Flagler County, Florida is made up of five municipalities including the towns of Marineland and Beverley Beach and the cities of Flagler Beach, Bunnell, and Palm Coast. The City of Palm Coast is the most populated municipality with an estimated 2022 population of 92,812. The average compound annual growth rate for Palm Coast and Flagler

County between 2010 and 2022 was 3.6%. The estimated 2027 population for Palm Coast is 99,853 residents and unincorporated Flagler County is an estimated 27,669 residents. The average estimated growth rate between 2022 and 2027 is 1.4%.

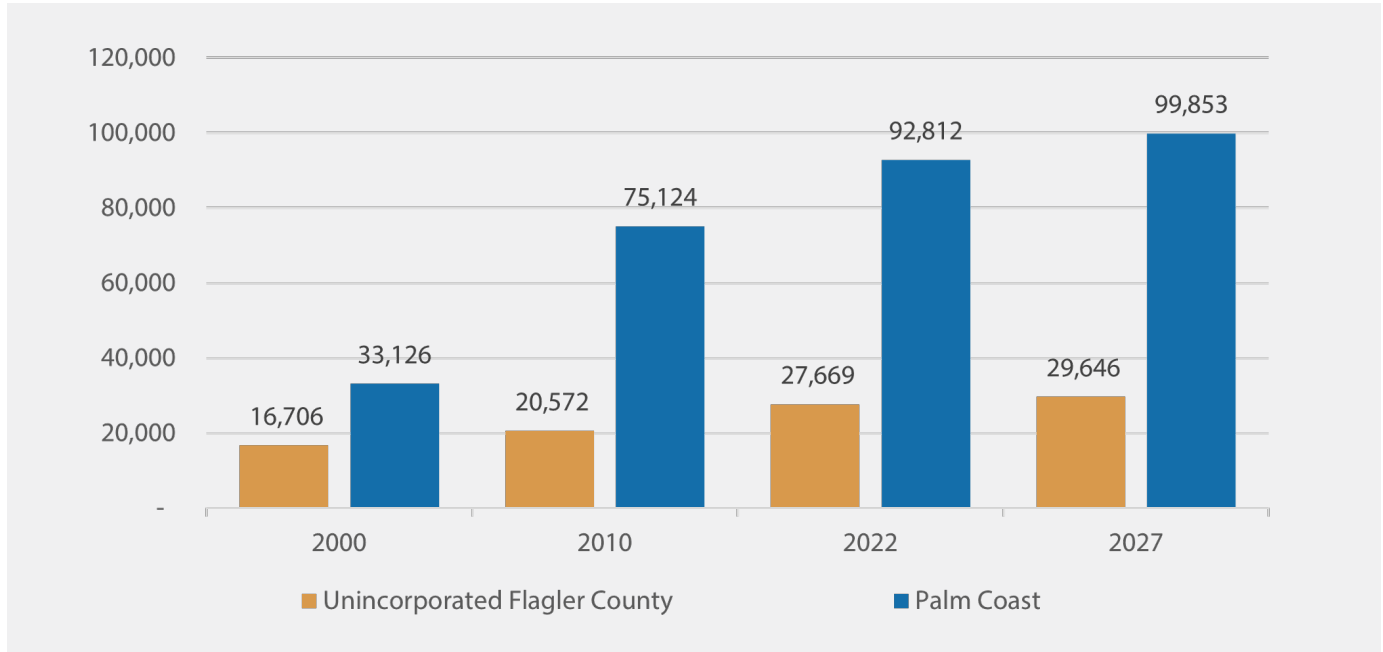


Figure 4: Historical and Projected Population Growth, City of Palm Coast and Flagler County, 2000 Through 2027
 Source: Esri Business Analyst, 2023



Age

Between 2010 and 2022, the County and City experienced the greatest average growth in residents 75 to 84 years (+2.5%) and residents 65 to 74 years (+2.36%). During the same time, residents ages 45 to 54 declined by an average

of 1.6%. The growth of area residents 75 to 84 years is estimated to continue in 2027 with an expected average increase of 2.9%. Area residents 55 to 64 are estimated to decline the most with a 1.1% decrease.

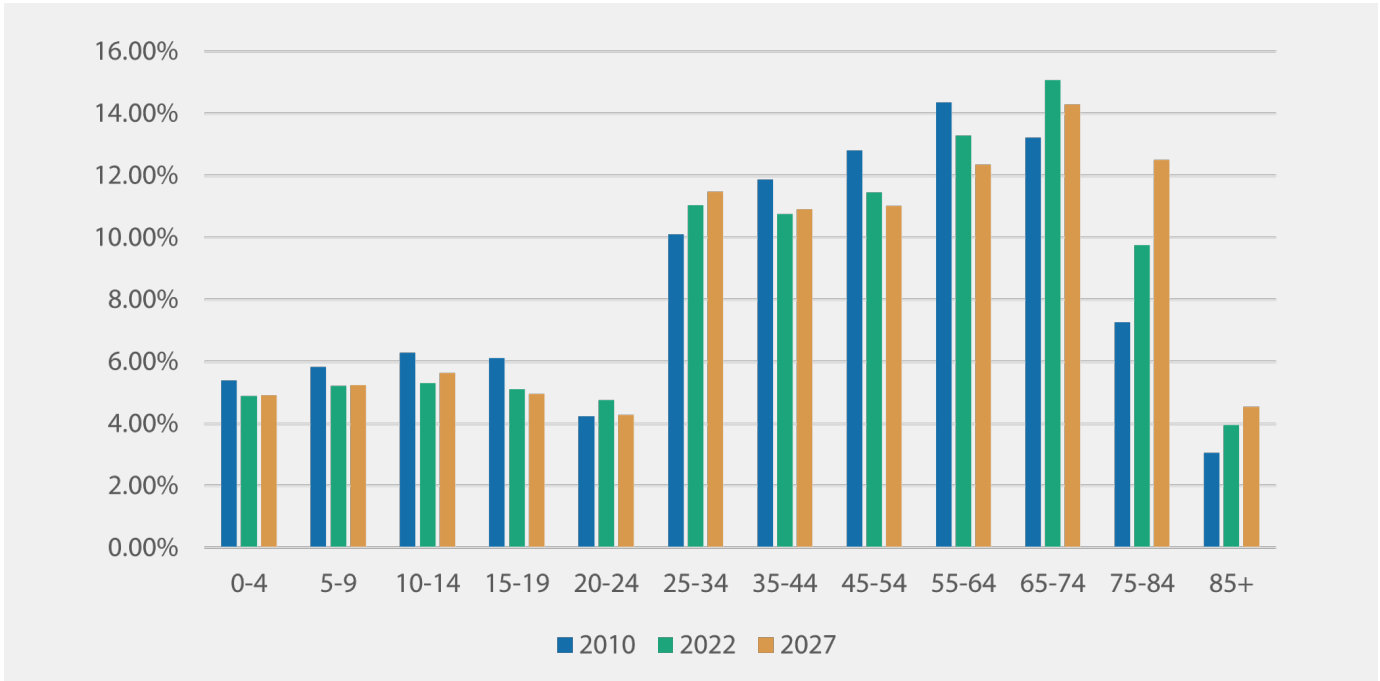


Figure 5: Age Distribution Change, City of Palm Coast, 2010 Through 2027
Source: Esri Business Analyst, 2023

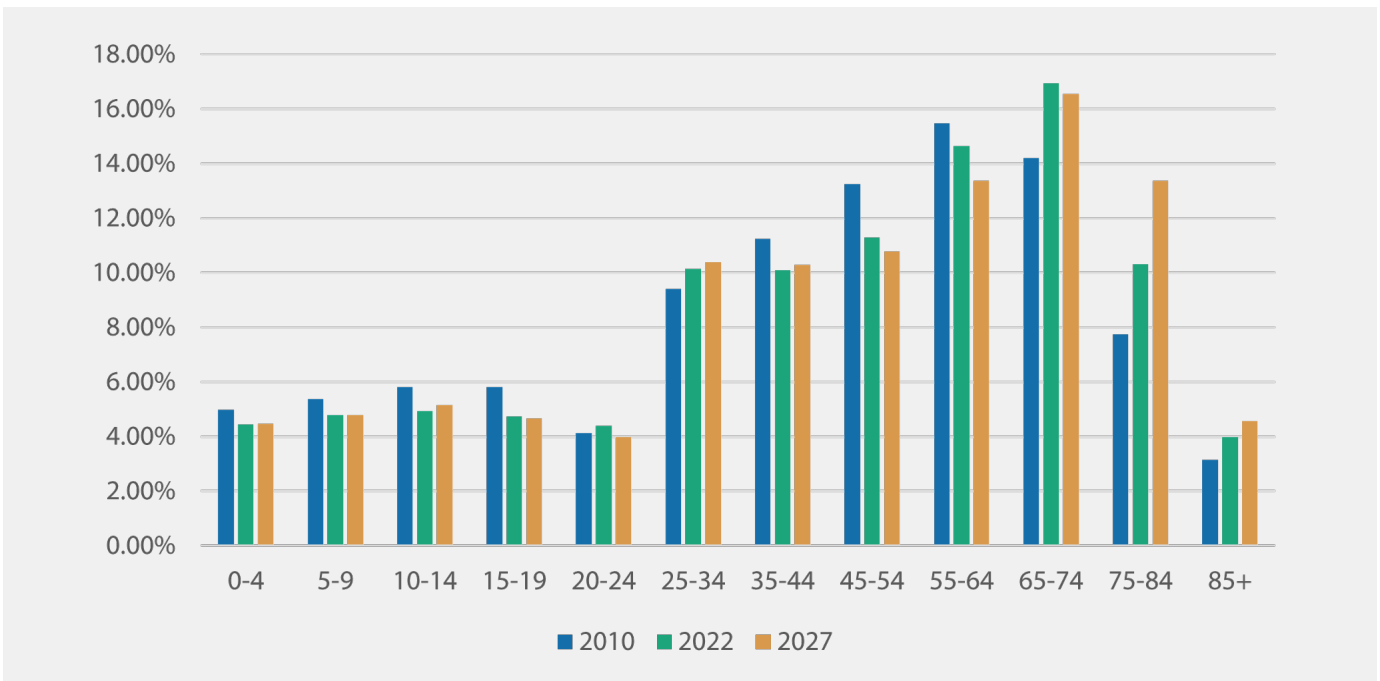


Figure 6: Age Distribution Change, Flagler County, 2010 Through 2027
Source: Esri Business Analyst, 2023

TRENDS ANALYSIS

Introduction

The following sections summarize regional and national trends that are relevant to the City of Palm Coast and Flagler County.

The information contained in this report can be used by staff when planning new programs, considering additions to parks and new park amenities, and creating the annual budget and capital improvement plan. Understanding trends can also help an organization reach new audiences. Trends can also help determine where to direct additional data collection efforts within an organization.

A wide variety of sources were used in gathering information for this report, including:

- American College of Sports Medicine (ACSM)
- American Council on Exercise (ACE)
- Forbes
- Harris Poll Results/The Stagwell Group
- Impacts Experience
- National Recreation and Park Association (NRPA)
- The Aspen Institute
- The Learning Resource Network (LERN)

- The New York Times
- The Society of Health and Physical Educators (SHAPE America)
- The Outdoor Industry Association
- USA Pickleball website

Estimated Local Participation

This section highlights participation in fitness activities, outdoor recreation, and sports teams for adults 25 and older in the area compared to the state. Activity participation and consumer behavior are based on a specific methodology and survey data to make up what Esri terms "Market Potential Index."

In 2022, the most popular fitness activities across the City, County, and State included walking for exercise (33.1% adult participation average), swimming (15.5% adult participation average), and weightlifting (11.6% adult participation average).

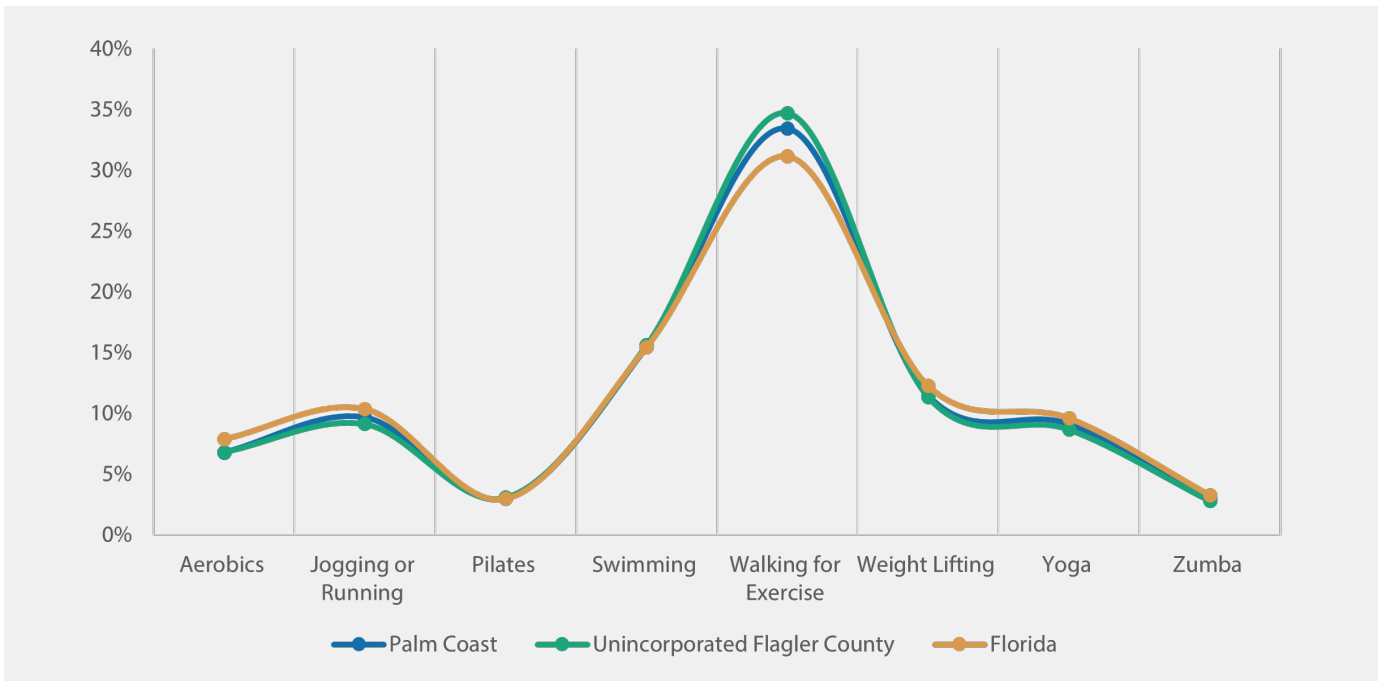


Figure 7: Adult Participation in Fitness Activities

Golf was by far the most popular sport across the board, with an adult participation average of 9.1%. Basketball followed behind with an average of 5.6%.

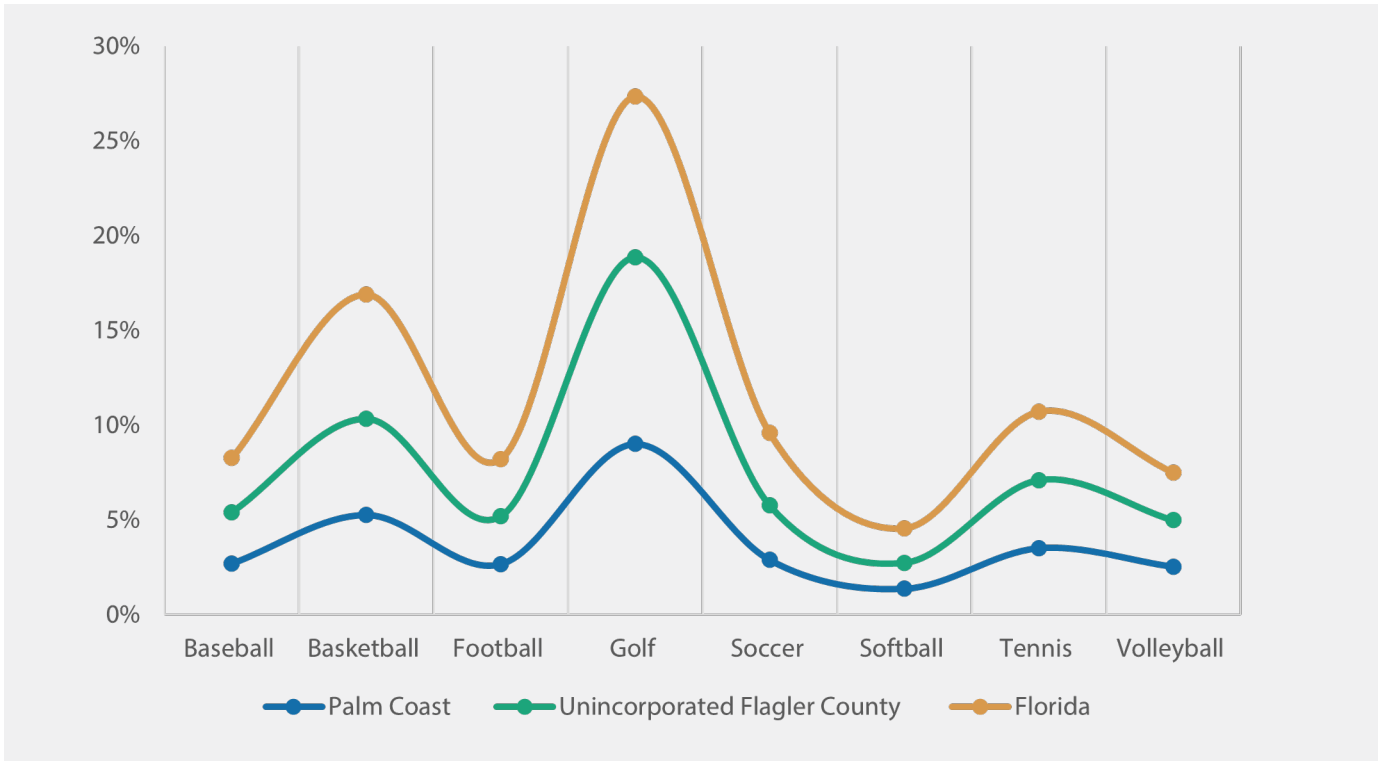


Figure 8: Adult Participation in Sports

The most popular outdoor recreation activities included hiking (15.1%), freshwater fishing (11.9%), and road bicycling (11.4%).

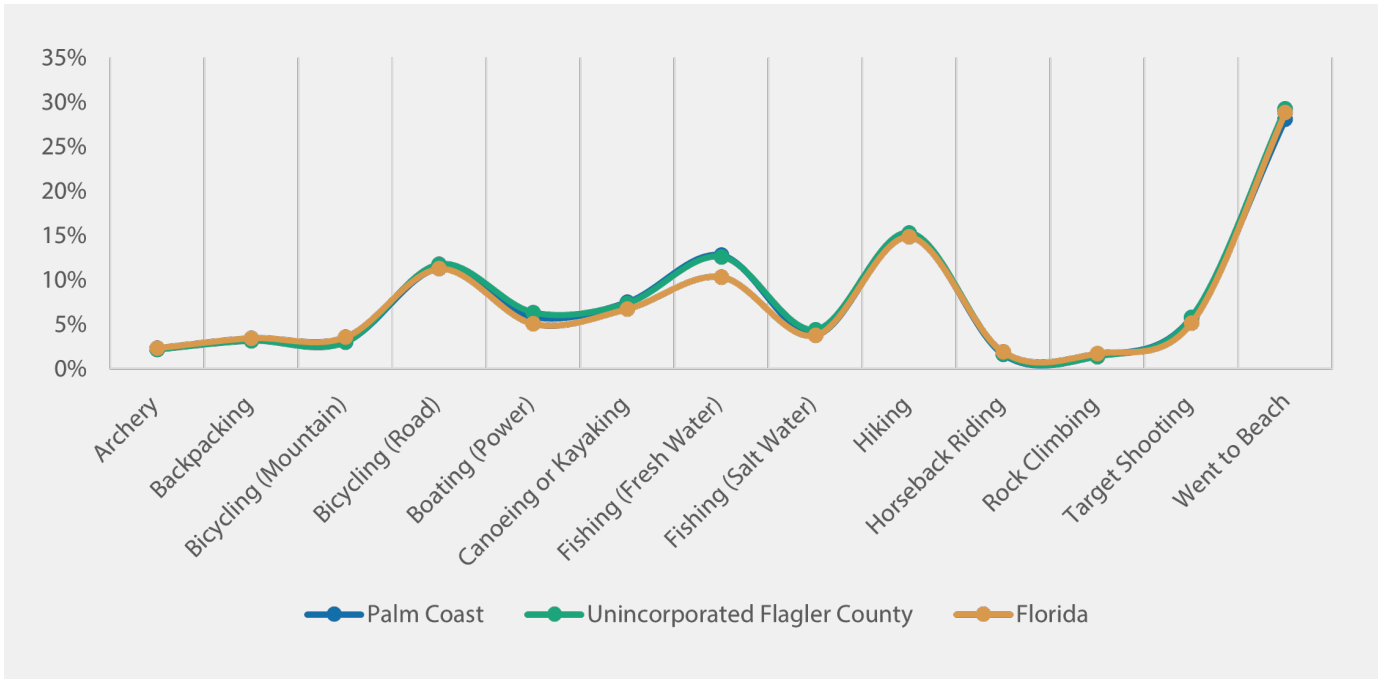


Figure 9: Adult Participation in Outdoor Recreation Activities

The most popular leisure activities among adults included visiting a zoo (10.4%), attending a live theater show (9.2%), and participating in an adult education course (8.8%).

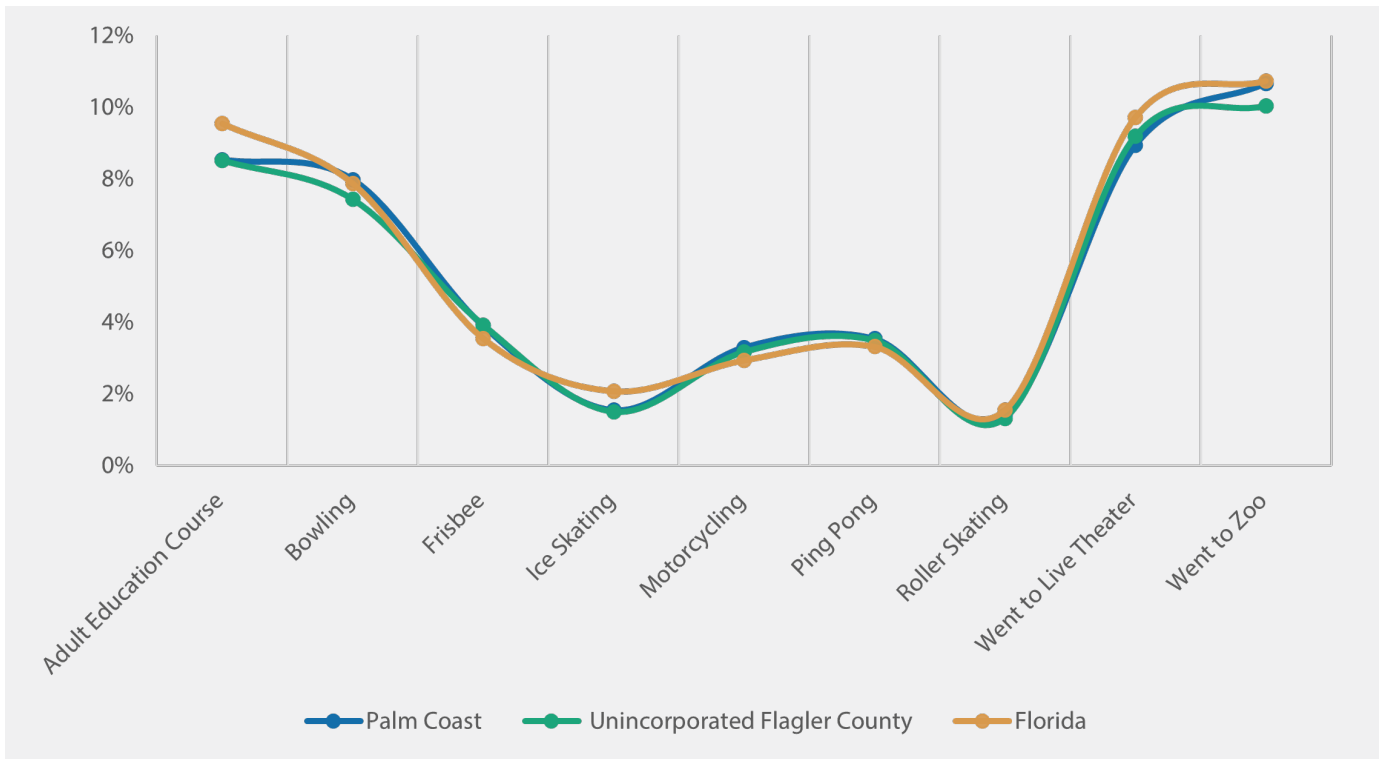


Figure 10: Adult Participation in Leisure Activities



Recreation Expenditures

It was estimated that in 2022, the average expenditure on membership fees for social, recreation, and/or health clubs was an estimated \$248.86 per County resident and \$233.74 per City resident which results in a total of over \$12 million in total expenditures. Expenses for sports, recreation, and

exercise equipment totaled over \$9.3 million with an average of \$184.92 per County resident. Additional information regarding average and total amounts spent on fees for participant sports, recreational lessons, tickets to parks or museums, and bicycles are detailed in the tables below.

	Palm Coast	Flagler County	Florida
Membership Fees- Social/Recreation/Health Clubs	\$233.74	\$248.86	\$253.91
Fees for Participant Sports Excluding Trips	\$116.50	\$125.77	\$124.51
Tickets to Parks or Museums	\$31.51	\$33.57	\$35.55
Fees for Recreational Lessons	\$116.46	\$122.36	\$134.73
Sports/Rec/Exercise Equipment	\$172.41	\$184.92	\$187.29
Bicycles	\$27.70	\$30.38	\$31.52
Admission to Sports Events Excluding Trips	\$59.98	\$63.14	\$64.13
Camping Equipment	\$18.30	\$19.33	\$22.44
Hunting & Fishing Equipment	\$50.56	\$53.36	\$49.98
Other Sports Equipment	\$8.82	\$10.09	\$8.51
Water Sports Equipment	\$7.07	\$7.67	\$7.56

Table 1: Estimated Average Recreational Expenditures, 2022

	Palm Coast	Unincorporated Flagler County*	Florida
Membership Fees- Social/Recreation/Health Clubs	\$8,831,009	\$3,777,115	\$2,224,459,344
Fees for Participant Sports Excluding Trips	\$4,401,663	\$1,970,465	\$1,090,786,688
Tickets to Parks or Museums	\$1,190,539	\$510,125	\$311,463,938
Fees for Recreational Lessons	\$4,400,122	\$1,798,827	\$1,180,389,658
Sports/Rec/Exercise Equipment	\$6,514,097	\$2,854,726	\$1,640,817,800
Bicycles	\$1,046,713	\$1,539,029	\$276,123,429
Admission to Sports Events Excluding Trips	\$2,266,229	\$3,199,050	\$561,864,711
Camping Equipment	\$691,538	\$979,099	\$196,593,659
Hunting & Fishing Equipment	\$1,910,267	\$2,703,184	\$437,837,148
Other Sports Equipment	\$333,126	\$511,181	\$74,522,563
Water Sports Equipment	\$266,977	\$388,463	\$66,253,933

Table 2: Estimated Total Recreational Expenditures, 2022

COMMUNITY AND STAKEHOLDER INPUT

Public engagement was held in February of 2023 at various locations within the City of Palm Coast and Flagler County. There was a total of eight focus group meetings, 18 leadership interviews, and an open public meeting. A total of 102 people participated in the week of engagement. In addition, a Strengths, Weaknesses, Opportunities and Threats (SWOT) survey was distributed to City and County parks and recreation staff, and a meeting was held to

present the results and validate the responses. A total of 54 staff participated in the process.

On February 16, 2023, an open, public workshop was held at the Palm Coast Recreation Center to present the results of the public engagement meetings and to receive feedback and validation from the public. The workshop was attended by 32 community members, as well as elected officials, City leadership, and staff from various departments.

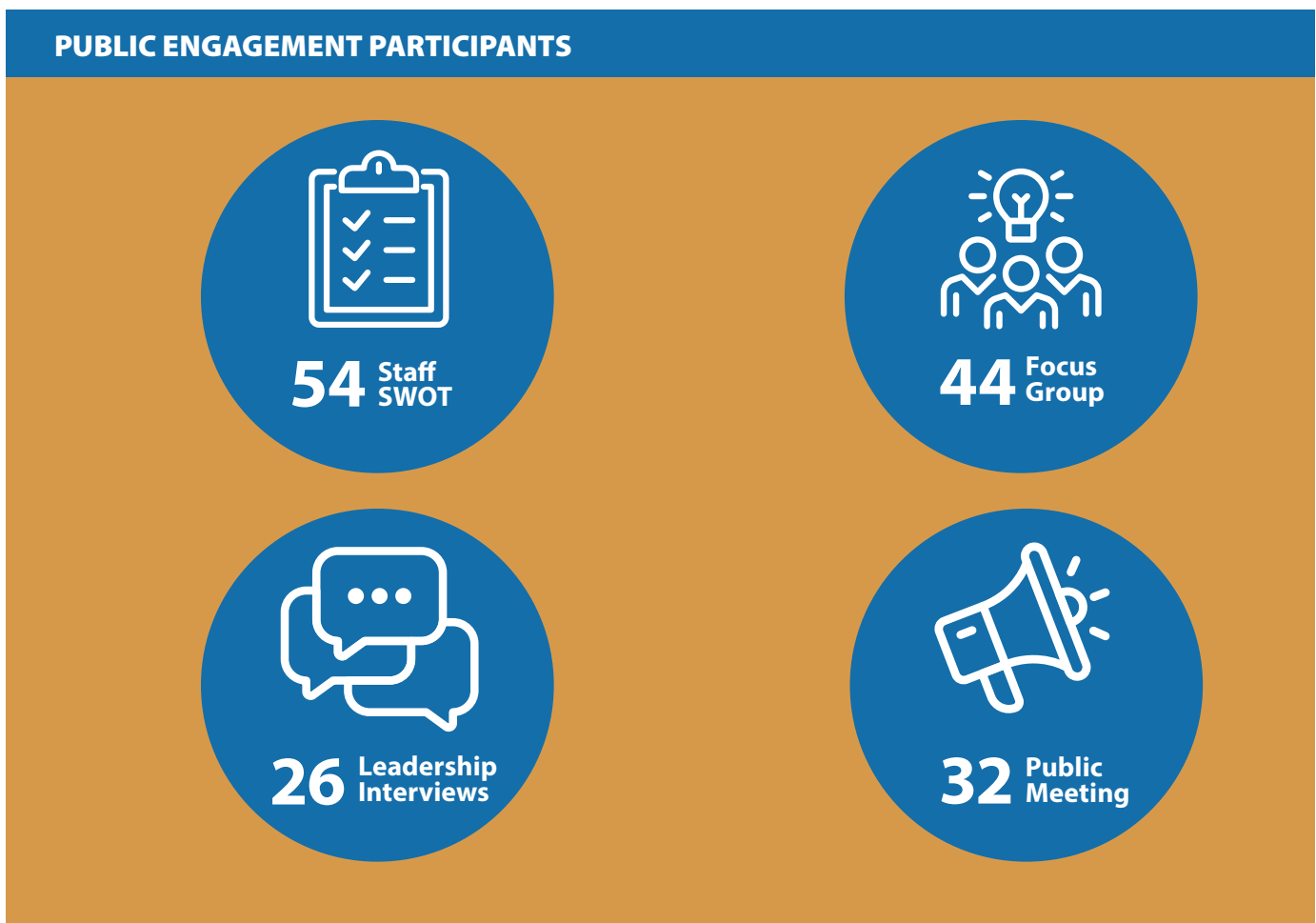


Figure 11: Public Engagement Participants

Several questions were asked of the participants, ranging from strengths and weaknesses, to programs, to amenities. The majority of participants rate the quality of customer service provided by the City and County parks and recreation staff as excellent or very good. Participants were also asked about community values and priorities. A list of selected comments follows; however, a full summary was provided as a staff document.

The top 10 recurring themes from the engagement week were:

- The Department provides a good variety of recreation programming for all ages.
- There is a desire to focus on conservation and wildlife protection.
- There is plenty of access to diverse parks and trails.
- There are not enough comfort and convenience amenities.
- Parking is an issue that needs to be improved.
- The western area of the County and teenagers are underserved.
- Additional access to the water with kayak launches would be great.
- Cleanliness of the parks needs to be addressed.
- Work needs to be done to close the age gap in programming.
- Overall, the Department is good at seeking feedback from the community to improve its performance.

DURING THE NEXT FIVE YEARS, WHAT SHOULD THE PRIORITIES BE FOR THE PARKS AND RECREATION DEPARTMENTS?

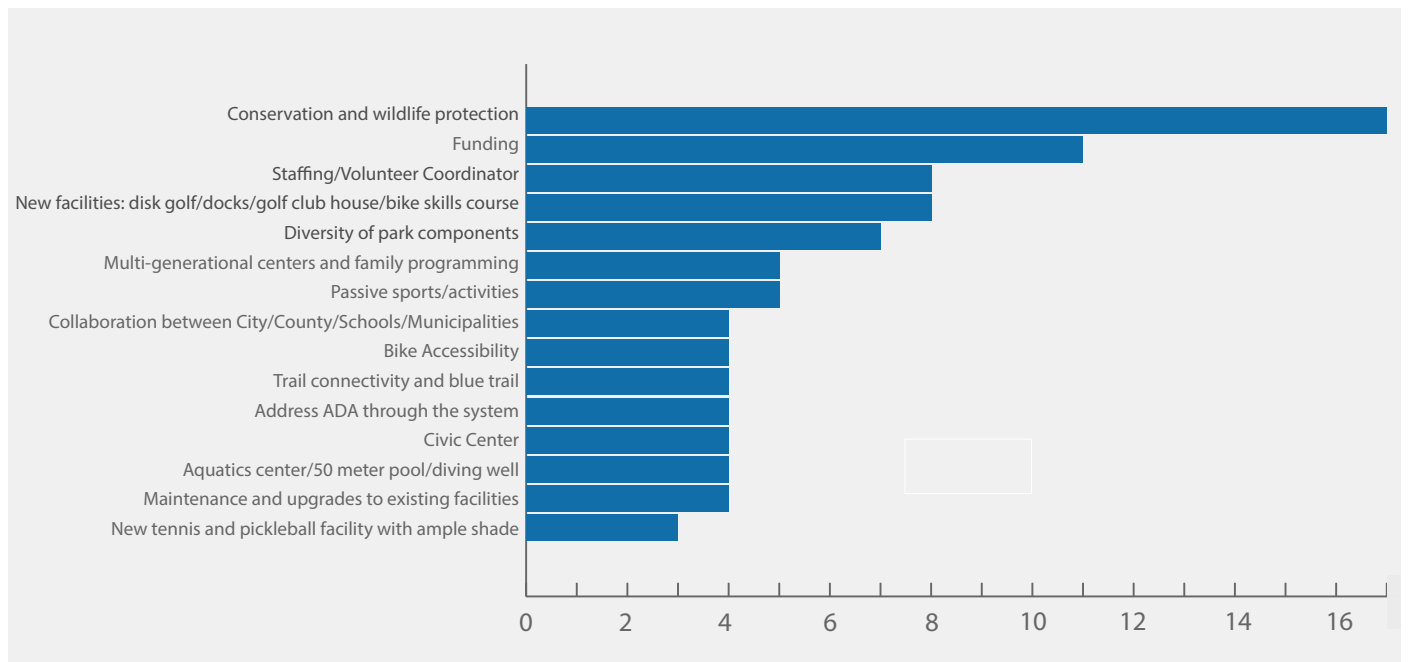


Figure 12: Priorities for the Parks and Recreation Departments During the Next Five Years

Elected officials and administrators from the City of Palm Coast and Flagler County were interviewed in one-on-one sessions with the consultant team project manager.

Topics from the interviews included key issues, desired outcomes, key roles, and top priorities. The following are the top summaries from the interviews.

Key Issues (Top Five)	Key Outcomes Desired (Top Six)
<ul style="list-style-type: none"> • Update/upgrade existing facilities/parks • Need to be using a multigenerational approach • Aquatics (water park, boat launch) • Location of parks and amenities • Funding and budgeting 	<ul style="list-style-type: none"> • Financial planning/budgeting/funding sources • Park and facility improvements • Park future planning • Aquatics improvements • National recognition • Community partnerships
Key Roles of the City/County (Top Five)	Key Priorities (Top Five)
<ul style="list-style-type: none"> • Providing diverse facilities and programs • Building community partnerships • Being a community leader and attracting tourism • Providing dedicated community space • Successfully managing the budget to provide the most for the community 	<ul style="list-style-type: none"> • Upgrading and maintaining trails and facilities • Expansion of parks, programs, and amenities • Listening to the community • Connecting existing trail systems and expanding • Funding, budgeting, and generating revenue

RANDOM INVITATION COMMUNITY NEEDS ASSESSMENT SURVEY SUMMARY

Introduction and Methodology

The purpose of this survey was to gather public feedback on City of Palm Coast and Flagler County parks open space, beaches, trails, and recreation facilities, services, and programs. This survey research effort and subsequent analysis were designed and conducted to assist the City and County in developing a joint Parks and Recreation Master Plan regarding existing and potential future facilities and services.

The survey was conducted using three primary methods: 1) a mail-back survey, 2) an online, invitation-only web survey to further encourage response from those residents already within the defined invitation sample, and 3) an open link online survey for members of the public who were not

part of the invitation sample. The analysis herein primarily focuses on responses from the invitation sample. However, open link responses are additionally analyzed and discussed in a separate section of the report, highlighting similarities from the invitation sample.

A total of 4,500 surveys were mailed to a random sample of Palm Coast and Flagler County residents in March of 2023, 471 completed responses were received. The margin of error for the statistically valid responses is approximately +/- 4.5 percentage points calculated for questions at 50 percent response. The open link survey received an additional 1085 completed responses for a total of 1,556 responses.

RESEARCH METHODS

Statistically Valid Survey (Invitation Survey)

Paper surveys were mailed to a systemic random sample of residential addresses in the city of Palm Coast and Flagler County with the option to complete online through a password protected website one response per household.

Open Link Survey

Later, the online survey was made available to all city of Palm Coast and Flagler County stakeholders, including non county residents (e.g., commuters, residents of nearby communities).



1,556
TOTAL SURVEYS

4,500 Surveys Mailed

4,315 Postcards Delivered

471 Invitation Surveys Completed
(+/- 4.5% Margin of Error)

1,085 Open Link Surveys
Completed

Figure 13: Research Methods



Survey responses were collected throughout the County, with a larger share of respondents from Area 2, which is the largest area indicated on the map.

	Invite	Open Link	Overall
Area 1	16%	14%	15%
Area 2	42%	42%	42%
Area 3	20%	24%	23%
Area 4	18%	15%	14%
Not sure/don't know	5%	3%	4%
Outside of Flagler County		1%	1%
n=	412	1,119	1,531

Palm Coast/Flagler County
Parks Master Plan - Geographic Areas

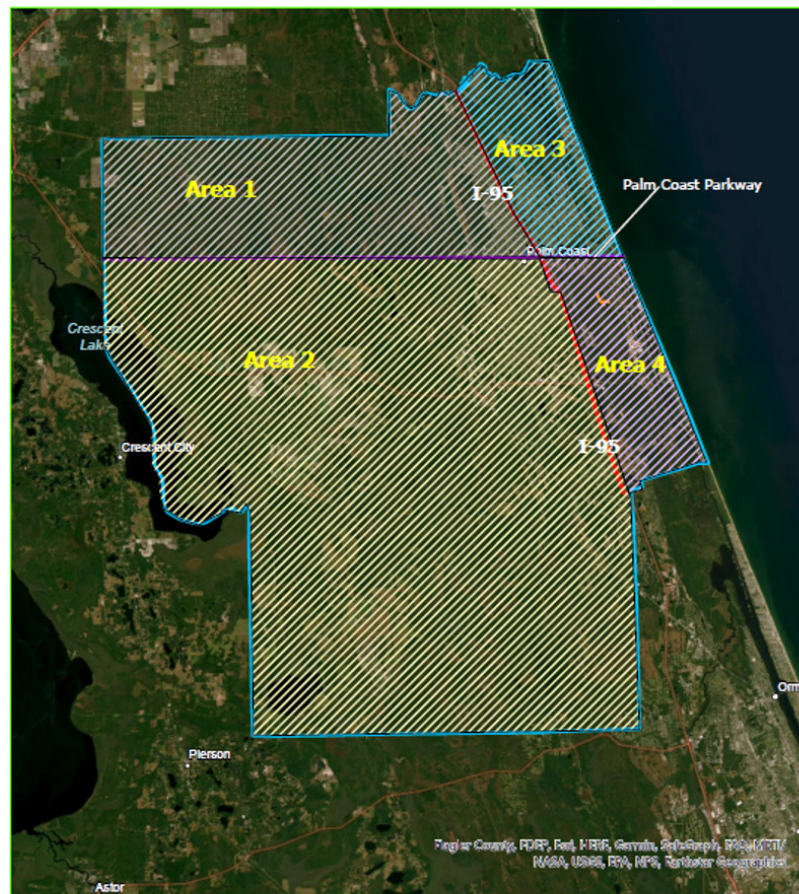


Figure 14: Resident Location

Summary of Selected Findings

This section provides a brief overview of some of the key findings in the survey. The summary focuses primarily on the statistically valid invitation sample.

A full copy of the Final Survey Report and Open-ended Responses were provided as a staff document.

SUMMARY OF FINDINGS



MOST FREQUENTLY USED FACILITIES

- Beaches, parks, trails and pathways are the most frequently used facilities.
- About a quarter of respondents use them at least once a week.



TOP AMENITIES USED WHEN VISITING A PARK OR RECREATION FACILITY

- Nature walkways
- Restrooms
- Boardwalk/overlook pier
- Trails
- Ocean based recreation



TOP AREAS FOR GREATEST IMPROVEMENT

- Parks and open spaces
- Walkways and trails
- Nature preserves and reserves
- Amenities at parks



TOP COMPONENTS THAT WOULD INCREASE USAGE

- Improved communication
- Additional lighting
- Additional facilities/amenities
- More shade
- Better condition maintenance



TOP PRIORITIES NEXT FIVE YEARS

- Improve existing facilities/amenities
- Additional trails/pathways
- Nature based recreation
- More senior programs
- Add more parks

Figure 15: Summary of Key Survey Findings

SOCIAL PINPOINT

Introduction and Methodology

Social Pinpoint is an online engagement tool BerryDunn uses to gather community feedback. With assistance from the City of Palm Coast (City) and Flagler County (County) staff, BerryDunn customized the site for the master planning process with a new project logo (POP – Planning Our Parks initiative), the City and County color palettes, and community photos.

The site was rolled out on February 26, 2023 and was left open for comment through April 16, 2023. The site included a prominent video of City Manager Denise Bevan and County Administrator Heidi Petito briefly explaining the planning process and encouraging residents to participate on the site via the following mediums:

- **A BUDGET TOOL:** Site visitors were provided \$200 and were asked to allocate their funds according to the importance of each of the following facilities/amenities:
 - » Aquatic center with 50-meter pool
 - » Convention center
 - » Disc golf course
 - » Golf course clubhouse with food service
 - » Kayak launch
 - » Indoor sports complex (fitness, basketball, volleyball)
 - » Outdoor athletic complex (softball, baseball, soccer, football)
 - » Pickleball courts
 - » Trail connectivity

- **AN IDEAS WALL:** This wall sought feedback regarding the following items:
 - » Parks and trails
 - » Programs I love!
 - » Suggestions
 - » What’s missing?
 - » Indoor recreation facilities
 - » Beaches
- **A MAPPING TOOL:** Site visitors were provided a map of the County and were asked to provide feedback regarding the following:
 - » Challenges
 - » Favorite place
 - » Strengths
 - » Suggestions
- **A TRAIL SYSTEM FORUM:** Site visitors were asked about access barriers to County trails.

Three of the four tools (Ideas Wall, Mapping Tool, and the Trail System Forum) allowed people to view the sentiments of others and to either “vote up or vote down” ideas. The Budgeting Tool was private and did not allow people to see how others felt regarding budget priorities. The site also included links to both City and County social media outlets. The full Social Pinpoint Summary Report was provided as a staff document.



Figure 16: Planning Our Parks Social Pinpoint

RECURRING THEMES



Figure 17: Social Pinpoint Online Engagement

Recurring themes were identified using a number of tools: review of existing plans and documents, focus groups, stakeholder meetings, a community needs assessment survey, inventory, and LOS analysis, and community workshops. The information gathered from these sources was evaluated, and the recommendations were developed that address these recurring themes:

- Maintaining and make upgrades to existing parks, benches, facilities, and amenities
- Additional access to the water (kayak launches and fishing piers)
- Developing a new athletic complex
- Adding additional restrooms: along trails, athletic fields, and playgrounds
- Developing more rectangle and diamond fields
- Preserving open space, beaches, conservation lands, wildlife, and heritage sites
- Developing new facilities and amenities: disc golf, bike parks, lighting, and shade
- Continuing current and developing new collaborations: County, Municipalities, and School Districts
- Developing additional trail connectivity and expanding our current system
- Improving communication about offerings, existing facilities, and activities
- Developing additional programs: seniors, adults, teens, after school, outdoor recreation

What We Have Here – Our Parks, Beaches, Trails, and Facilities

PARKS AND FACILITIES INVENTORY AND ASSESSMENT

Step 1: Inventory – What Do We Have?

In February 2023, the consultant team used a mobile audit tool (the full GRASP Atlas was provided as a staff document) in each park and facility to count and score the function and quality of:

- Components – things you go to a park to use, examples: playgrounds, tennis courts, picnic shelters
- Modifiers – things that enhance comfort and convenience, examples: shade, drinking fountains, restrooms

Evaluators assigned a quality value (between 0 and 3) to each park site, component, and modifier, allowing the comparison of sites and analysis of the overall LOS provided by the park system. Photos depict various examples and conditions from those visits.



Parks Assessment Overview

Observations based on park and facility visits include the following:

CITY OF PALM COAST

- Some very nice parks with a wide variety of opportunities
- A variety of trail access points and wayfinding
 - » Trails are heavily used
- Some parks could be refreshed or updated
- Several undeveloped properties with limited access

FLAGLER COUNTY AND OTHER PROVIDERS

- A wide variety of parks and facilities
 - » Natural areas and preserves
 - » Rural parks
 - » Beach access and dune walkovers
 - » Active recreation
- Trailhead standards could be improved or broadened
- Americans with Disabilities Act (ADA) access improvements needed
- Deferred maintenance needed at some of the more rural locations

Step 2: Assessment and Analysis - How Are We Doing?

Component Scoring

The GIS database is a valuable tool for sorting and queries.

Overall, component scoring is slightly different than the national GRASP® database regarding percentages of 1’s, 2’s, and 3’s. System components are likely to score “2” at nearly 90% and components are less likely to be scored a “3” which could signify fewer signature or special components across the system.

Palm Coast / Flagler Dataset			
Neighborhood		Community	
Scores	%	Scores	%
0	3%	0	0%
1	5%	1	5%
2	89%	2	91%
3	4%	3	4%
National Dataset			
0	2%	0	2%
1	8%	1	10%
2	82%	2	78%
3	7%	3	9%

Table 3: Component Score Breakdown vs. National Dataset Table

The yellow highlight indicates areas that appear to be different than the national data. The data can be isolated for specific components, such as playgrounds, as shown in the following table. All playgrounds are listed with park location, quantity, and quality scores in this case.

The following table is an example of data that can be highlighted or isolated within the dataset. In this case all playgrounds are listed. The table includes the park name, playground type, quantity, neighborhood score, community score, and site visit notes. The table is color coded to represent Palm Coast playgrounds, Flagler County playgrounds, and other provider playgrounds.



Figure 18: Playground Example Photos

Map ID	Park / Location	Component	Quantity	Neighborhood Score	Community Score Shade	Shade	Observations
PC001	Belle Terre Park and Frieda Zamba Pool	Playground, Local	1	2	2	Y	
PC035	Indian Trails Sports Complex	Playground, Local	1	1	1		Minimal and undersized for property
PC042	James F. Holland Memorial Park	Playground, Destination	1	2	2		Large diverse set. In need of some repairs. Could be easy three with due repairs
PC061	Palm Coast Community Center and Park	Playground, Local	1	3	3		Beautiful old growth trees and nice play set. Modern, accessible, safety fenced, with restrooms
PC076	Ralph Carter Park	Playground, Destination	1	2	2	Y	
PC085	Seminole Woods Park	Playground, Local	1	2	2	Y	
PC088	St. Joe Walkway and Linear Park	Playground, Local	1	2	2		
PC102	Waterfront Park and Children's Memorial Garden	Playground, Local	1	2	2	Y	
FC026	Bings Landing	Playground, Local	1	2	2		
FC051	Espanola Community Center	Playground, Local	1	2	2		
FC076	Hammock Community Center Outdoor	Playground, Local	1	2	2		
FC081	Haw Creek Community Center Outdoor	Playground, Local	1	2	2		
FC093	Herschel King Park	Playground, Local	1	2	2		

Map ID	Park / Location	Component	Quantity	Neighborhood Score	Community Score Shade	Shade	Observations
FC101	Hidden Trails Park and Community Center	Playground, Local	1	2	2		
FC134	Moody Homestead Park	Playground, Local	1	2	2		
FC145	Old Dixie Park	Playground, Local	1	2	2		
FC150	Pellicer Community Center Outdoor	Playground, Local	1	2	2		
FC186	Shell Bluff Park	Playground, Local	1	2	2		
FC207	Wadsworth Park	Playground, Local	1	1	1		Small tot lot
FC279	Wadsworth Park	Playground, Local	1	1	1		Small considering park
FC044	Custer Park	Playground, Local	1	1	1		Swings only
FC048	Edward Johnson Park	Playground, Local	1	2	2		Dirty
FC321	Flagler County Housing Authority Park	Playground, Local	1	1	1		Minimal
FC105	Joanne B. King Park	Playground, Local	1	1	1		Aged
FC197	N. Palmetto Park	Playground, Local	1	1	1		Small tot lot with minimal access
FC192	Silver Lake Park	Playground, Local	1	1	1		Minimal
FC223	Washington Oaks Gardens State Park	Playground, Local	1	2	2		
FC232	Wickline Park	Playground, Local	1	2	2		

Table 4: Component Data Example Table

Park Scoring and Classification Overview

Park scoring measures how the parks and components serve residents and users. These scores often make the most sense when compared within the same classification, i.e., when comparing one neighborhood park to another neighborhood park. It may be reasonable that there is a wide range of scores within a category. Still, it may also be an opportunity to re-evaluate a park's particular classification based on the service to the community or neighborhood it serves.

In addition to locating components, the assessment includes quality, function, condition, and modifiers. Cumulative scores most directly reflect the number and quality of components. The availability of modifiers such as restrooms, drinking fountains, seating, parking, and shade also impact park scores. Higher scores reflect more and better recreation opportunities than lower scores. There is no ultimate or perfect score.

We see a great variety in scores among the different classifications in the following tables. This likely means that some adjustments may need to be made to park categories to closely match these parks' services and public expectations. Find additional information and tables in the appendix related to park and indoor facility scoring.

UNDERSTANDING THE SCORES

Each park has a GRASP® Neighborhood Score and a GRASP® Community Score. The biggest difference in these two scores is that the Neighborhood Score is focused on component diversity and the Community Score also considers the quantity of each component. An example of this might be a park that has a number of different components including a playground, a picnic shelter, a basketball court and four tennis courts. The GRASP® Neighborhood Score would reflect that users have access to 4 different components. The GRASP® Community Score recognizes the 4 unique component types but also factors in the fact that there are 4 tennis courts. In this case the park would score higher in GRASP® Community Score than in GRASP® Neighborhood Score.



City of Palm Coast

James F. Holland Memorial Park contributes a great deal to the overall LOS of the community. Belle Terre Park (and Frieda Zamba Pool) and Indian Trails Sports Complex also provide significant quality recreation opportunities. Town Center Community Center, Wild Oaks Park and Palm Coast Park DRI are likely misclassified as Community Parks.

Ralph Carter and Seminole Woods Neighborhood Parks are high scoring neighborhood parks. They align closely with Palm Coast Community Center and Park and perhaps need to all be in the same class of park based on component offerings. The remaining parks in this classification do not seem to fit the neighborhood park role.

The tennis center and golf course fit the special facility model well. The future Cultural Arts Center may also fall into this category upon completion.

St. Joe Walkway and Linear Park offer more active park components and is more comparable to other neighborhood parks. Long Creek fit a possible preserve classification while others are more undeveloped properties currently.

Consider the following adjustments to the classification system to align more closely with park offerings.

City of Palm Coast				
Park / Location	Neighborhood Score	Community Score	Total Components	Proposed Classification / Type
James F Holland Memorial Park	139	237	39	Community Park
Belle Terre Park and Frieda Zamba Pool	60	134	23	Community Park
Waterfront Park and Childrens Memorial Garden	55	81	14	Neighborhood Park
Palm Coast Community Center and Park	65	65	7	Neighborhood Park
Ralph Carter Park	55	62	10	Neighborhood Park
Seminole Woods Park	49	49	7	Neighborhood Park
Town Center Central Park	41	41	7	Neighborhood Park
St. Joes Walkway and Linear Park	65	82	15	Passive Park
Heroes Park	14	19	3	Passive Park
Hidden Lakes Park	13	13	2	Passive Park
Town Center Pocket Park	4	4	1	Passive Park
Longs Landing Park	48	53	10	Preserve
Bird of Paradise Nature Preserve	18	18	3	Preserve
Long Creek	4	4	1	Preserve
Palm Coast Tennis Center	28	216	25	Sports Complex/Park
Indian Trails Sports Complex	43	115	22	Sports Complex/Park
Palm Harbor Golf Course	24	24	4	Sports Complex/Park
Pine Lakes Multipurpose Trail	9	9	1	Trail Access
Wild Oaks Park	7	7	2	Trail Access
Cypress Knoll Park	4	4	1	Undeveloped
Indian Trails Park	4	4	1	Undeveloped
Matanzas Woods Park	4	4	1	Undeveloped
Palm Coast Park DRI	4	4	1	Undeveloped
Canoe and Kayak Launch	2	2	0	Undeveloped
Town Center Cultural Arts Center	2	2	0	Undeveloped

Figure 19: Possible Classification Adjustments for City of Palm Coast

Flagler County

Facilities currently in Park Classification offer a wide range of recreation opportunities. It may be more informative to group parks based more on comparison of size, use and number of components. Grouping larger parks such as Wadsworth Park and Flagler County Recreation Area together seems logical.

A common entry across the County is a small indoor facility and a surrounding park. Parks in this category are all pretty similar. Some parks have been updated with current

features while others need updating. Hammock, Hidden Trails, and Espanola are representative of this class.

Large expansive areas such as Princess Place and Graham Swamp have some development and park or more active components. These areas are similar but may vary in overall score based on the number of components offered at a specific site.

Consider the following adjustments to the classification system to align more closely with park offerings.

Flagler County			
Park / Location	Neighborhood Score	Community Score	Classification / Type
Wadsworth Park	113	208	County Park
Flagler County Recreational Area	46	113	County Park
Old Dixie Park	62	72	County Park
Bings Landing	50	65	County Park
Herschel King Park	50	58	County Park
Princess Place Preserve	106	110	Preserve
Shell Bluff Park	79	86	Preserve
Graham Swamp	46	50	Preserve
Betty Steflik Preserve	38	38	Preserve
River to Sea Preserve	35	35	Preserve
Haw Creek Preserve	34	34	Preserve
Bulow and Sweetbottom	6	6	Preserve
Hammock Community Center Outdoor	50	74	Rural Community Park
Hidden Trails Park and Community Center	43	46	Rural Community Park
Moody Homestead Park	31	31	Rural Community Park
Espanola Community Center	26	26	Rural Community Park
Haw Creek Community Center Outdoor	24	24	Rural Community Park
Pellicer Community Center Outdoor	24	24	Rural Community Park
Carver Park	7	9	Rural Community Park
St Johns Community Center Outdoor	9	9	Rural Community Park
Bull Creek Campground	19	19	Special Use Facility
A1A Tennis Courts	8	18	Special Use Facility
Moody Boat Launch	24	34	Boat Ramp/Water Access
Lake Disston Boat Ramp	8	8	Boat Ramp/Water Access
Lehigh Greenway Rail Trail	40	40	Trail
Malacompra Park	38	38	Beach Park
Bay Drive Park	36	36	Beach Park
Jungle Hut Park	29	29	Beach Park
Old Salt Park	14	14	Beach Park
Varn Park	14	14	Beach Park
Flagler County Visitor Eco-Discovery Center	6	6	Undeveloped

Figure 20: Possible Classification Adjustments for Flagler County

A number of other providers have parks throughout the County. They have been divided between State Park properties and other parks. Wickline and Joanne B. King Park provide the greatest service to residents. Sliver Lake Park is less developed and tends more towards a preserve. Lower scoring parks in this classification are in need of significant updates or upgrades to provide intended service levels.



Indoor Facilities

Similar to parks and outdoor facilities, indoor spaces also receive an overall score. It indicates how the facility may serve residents and users. The great variety in offerings of indoor facilities often make the most sense when compared within the type of facility, i.e., when comparing one rural community center to another community center. It may be reasonable that there is a wide range of scores within a category. In Palm Coast the Palm Coast Community Center offers a variety of spaces and programming opportunities. In contrast, Flagler County has a number of small community centers across the County. They generally offer smaller indoor spaces with more limited opportunities.

Indoor facility/Location	GRASP Indoor Score
Palm Coast Community Center	65
Cypress Knoll Golf Course Club House	29
Palm Harbor Golf Course Club House	19
Belle Terre Fitness	14
Flagler County Fairgrounds	14
Princess Place Lodge	14
The Legacy Lodge	14
Pine Lakes Golf Course Clubhouse	14
Hammock Community Center	13
Haw Creek Community Center	13
St. Johns Community Center	13
Carver Recreation Center	10
UF Extension Auditorium	10
Espanola Community Center	9
Hidden Trails Community Center	9
Princess Place Island House	9
Linear Park Classroom	9
Palm Coast Aquatics Center	9
Palm Coast Historical Society Museum	7
Flagler Beach Library	4

Figure 21: Indoor Scores

LOS Analysis

What is LOS, and why do we use it?

- LOS measures how a system provides residents access to parks, open spaces, trails, and facilities. It indicates the ability of people to connect with the outdoors and nature and pursue active lifestyles with implications for health and wellness, the local economy, and quality of life. LOS for a park and recreation system tends to mirror community values, reflective of peoples' connection to their communities. It is also useful in benchmarking current conditions and directing future planning efforts. The service offered by a park or a component is a function of two main variables: location and ease of access.

What Is GRASP®?

- GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country as a measure of LOS. With GRASP®, information from the inventory combined with GIS software produces analytic maps and data called Perspectives that show the distribution and quality of these services.

What Do Perspectives Do for Us?

- Perspectives can be maps or other analyses incorporating statistics, diagrams, tables, and charts that provide benchmarks or insights useful in determining community success in delivering services. The inventory performed with the GRASP®-IT tool provides details of what is available at any given location, and GIS analysis measures user access. People use various ways of reaching a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. In GRASP® Perspectives, there are two distinct types of service areas for examining the park system to account for this variability:

1. **3-MILE ACCESS PERSPECTIVE:** Uses a travel distance of three miles to each component and gives a premium for areas within 1-mile and a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by automobile.
2. **1-MILE ACCESS PERSPECTIVE:** Uses a travel distance of one-mile to each component and gives a premium

for areas within a ten-minute walk. It is intended to account for users traveling from home or elsewhere to a park or facility, most likely by long walk, bike, or automobile.

3. **WALKABLE ACCESS PERSPECTIVE:** Uses a travel distance of ½ mile, a suitable distance for a 10 minute walk.
 - Combining the service area for each component and the assigned GRASP® score into one overlay creates a shaded "heat" map representing the cumulative value of all components. This allows the LOS to be measured for any resident/user or location within the study area. The darker the shade of orange, the higher the LOS. Further discussion on Perspectives and other GRASP® terminology is found in the appendix.

NOTES

- » Proximity relates to access. A component within a given distance of a location is considered "accessible". "Access" in this analysis does not refer to access as defined in the ADA.
- » Service areas use "Esri Service Areas to calculate the area that can be reached within a specified travel time or travel distance along a street network based on travel mode." See the following link for additional information on drive-time and walk-time analysis. [Create Drive-Time Areas—ArcGIS Online | Documentation](#).
- » The LOS value at a particular location is the cumulative value of all components accessible to that location.

Proximity, Access, and Pedestrian Barriers

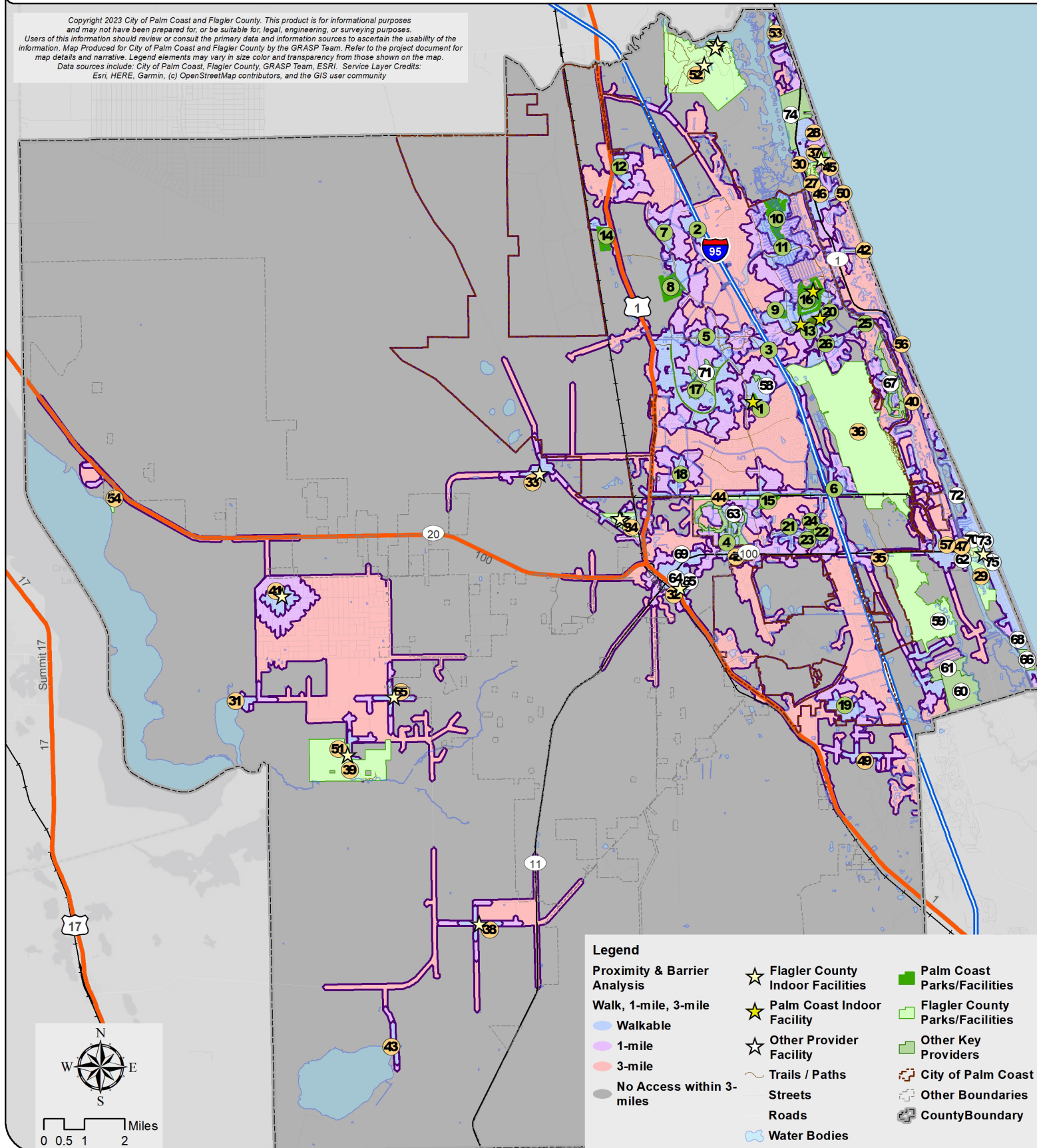
- Pedestrian barriers such as highways, major streets, railroads, and natural features like rivers significantly impact walkable access. Utilizing Esri drive-time and walk-time analysis, zones are created by identified barriers. Common distances used in this analysis include a 10-minute walk, a 1-mile drive, and a 3-mile drive. Each area is shown in the following map in different colors.

Proximity & Barrier Analysis

Palm Coast/Flagler County, Florida



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- ### Locations
- | | |
|--|---|
| Palm Coast Parks | Other Parks |
| 1 Belle Terre Park & Frieda Zamba Pool | 58 Belle Terre Swim & Racquet Club |
| 2 Bird of Paradise Nature Preserve | 59 Bulow & Sweetbottom |
| 3 Canoe & Kayak Launch | 60 Bulow Creek State Park |
| 4 Cypress Knoll Park | 61 Bulow Plantation Ruins Historic State Park |
| 5 Heroes Park | 62 Custer Park |
| 6 Hidden Lakes Park | 63 Cypress Knoll Golf Course |
| 7 Indian Trails Park | 64 Edward Johnson Park |
| 8 Indian Trails Sports Complex | 65 Flagler County Housing Authority Park |
| 9 James F Holland Memorial Park | 66 Gamble Rogers Recreation Area |
| 10 Long Creek | 67 Memorial State Recreation Area |
| 11 Longs Landing Park | 68 Grand Haven Golf Course |
| 12 Matanzas Woods Park | 69 Irma Parker Preserve |
| 13 Palm Coast Community Center & Park | 70 Joanne B. King Park |
| 14 Palm Coast Park DRI | 71 N. Palmetto Park |
| 15 Palm Coast Tennis Center | 72 Pine Lakes Golf Course |
| 16 Palm Harbor Golf Course | 73 Silver Lake Park |
| 17 Pine Lakes Multipurpose Trail | 74 Veterans Park |
| 18 Ralph Carter Park | 75 Washington Oaks Gardens State Park |
| 19 Seminole Woods Park | 76 Wickline Park |
| 20 St. Joes Walkway & Linear Park | |
| 21 Town Center Central Park | |
| 22 Town Center Community Center | |
| 23 Town Center Cultural Arts Center | |
| 24 Town Center Pocket Park | |
| 25 Waterfront Park & Childrens Memorial Garden | |
| 26 Wild Oaks Park | |
| 27 A1A Tennis Courts | |
| 28 Bay Drive Park | |
| 29 Betty Steflik Preserve | |
| 30 Bings Landing | |
| 31 Bull Creek Campground | |
| 32 Carver Park | |
| 33 Espanola Community Center | |
| 34 Flagler County Recreational Area | |
| 35 Flagler County Visitor Eco-Discovery Center | |
| 36 Graham Swamp | |
| 37 Hammock Community Center | |
| 38 Haw Creek Community Center | |
| 39 Haw Creek Preserve | |
| 40 Herschel King Park | |
| 41 Hidden Trails Park & Community Center | |
| 42 Jungle Hut Park | |
| 43 Lake Disston Boat Ramp | |
| 44 Lehigh Greenway Rail Trail | |
| 45 Malacompra Park | |
| 46 Malacompra Trail Park | |
| 47 Moody Boat Launch | |
| 48 Moody Homestead Park | |
| 49 Old Dixie Park | |
| 50 Old Salt Park | |
| 51 Pellicer Community Center | |
| 52 Princess Place Preserve | |
| 53 River to Sea Preserve | |
| 54 Shell Bluff Park | |
| 55 St Johns Community Center | |
| 56 Varn Park | |
| 57 Wadsworth Park | |

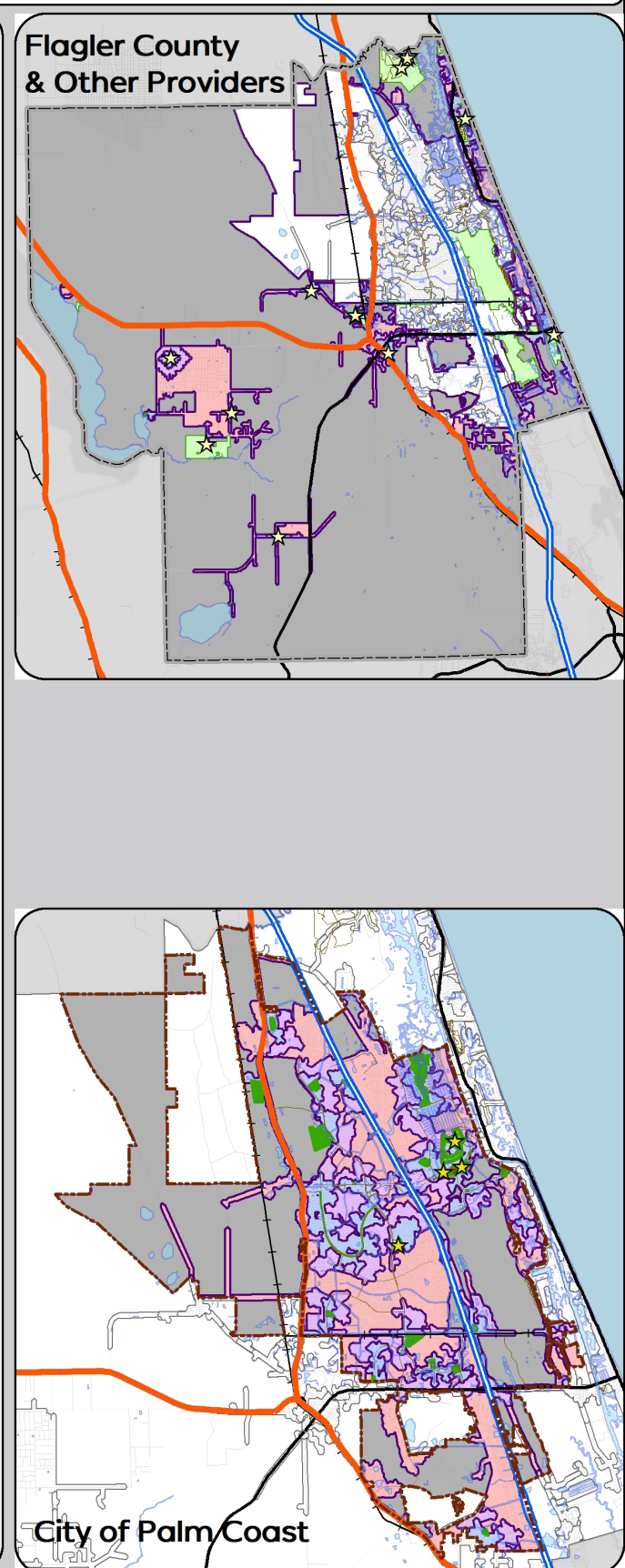


Figure 22: Proximity Overview

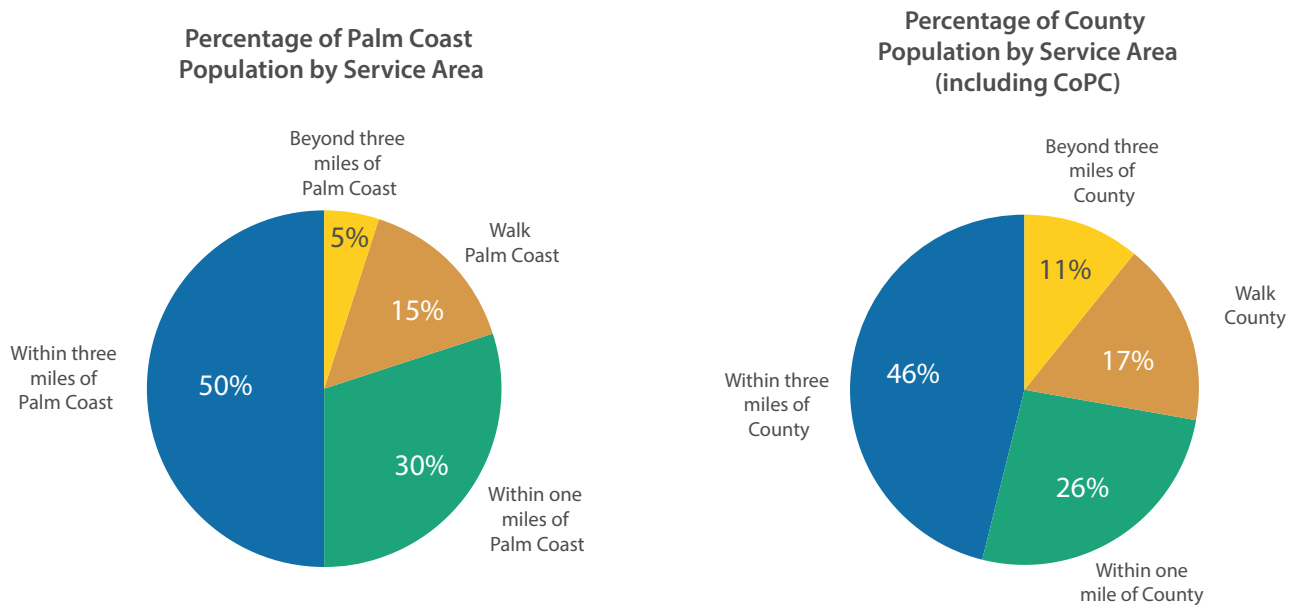


Figure 23: Proximity Analysis Demographic Summaries

GIS analysis also allows the overlaying US Census data on these different service areas to show population percentages. Both City of Palm Coast and the entire Flagler County statistics are presented in the following charts. While walkable access is low for both the City and County, overall analysis shows that 95% of City residents and nearly 90% of all County residents have access to a recreation opportunity within a three-mile drive or less.

GRASP® Perspectives build on this analysis and create a more detailed look at distribution and equitable access by incorporating not only proximity to parks/facilities, but also the quantity and quality of offerings at each. Based on these findings, additional and more specific analysis was done in the following sections.

Neighborhood (drive-to/bike-to) Access to Outdoor Recreation

Perspectives examine neighborhood or three-mile access to recreation opportunities. Darker gradient areas on the following images indicate higher quality recreation components based on an overlay of different service areas. Premiums are applied for walkable and one-mile access in this analysis. The following analyses show that Palm Coast and Flagler County have good distribution of parks and facilities. While there are vast areas of gray, or no service, throughout the County, in general the orange areas cover a significant portion of residential areas in the City and County.

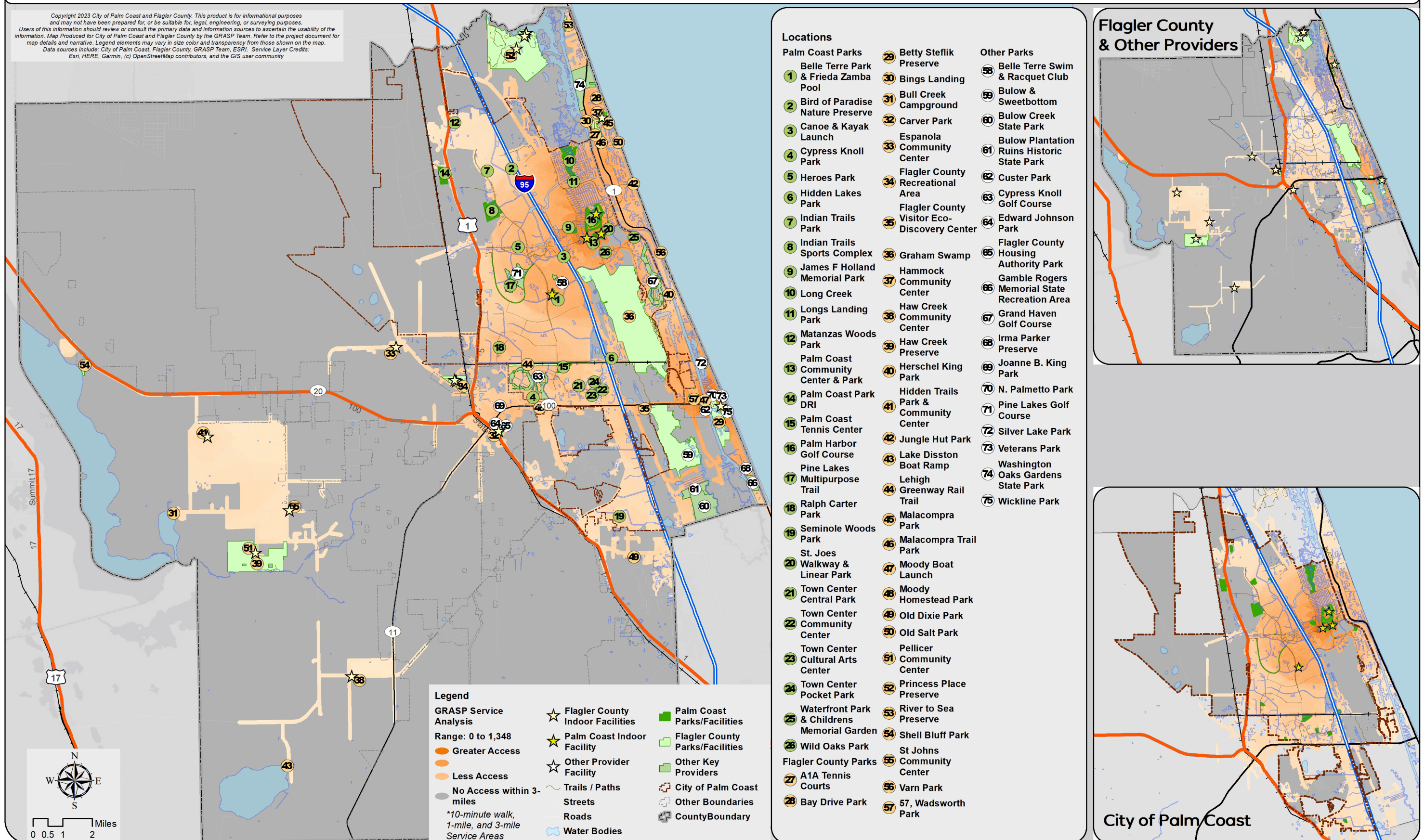
In the following map, analyses are shown for Flagler County and other providers (upper right), City of Palm Coast (lower right), and a composite of all providers (large left). These different looks allow comparison based on service provider and also emphasize the importance of collaboration amongst all providers in offering service and access across the region.

GRASP® Access Analysis: Neighborhood (Drive-to/bike-to*) Access to Outdoor Recreation Opportunities

Palm Coast/Flagler County, Florida

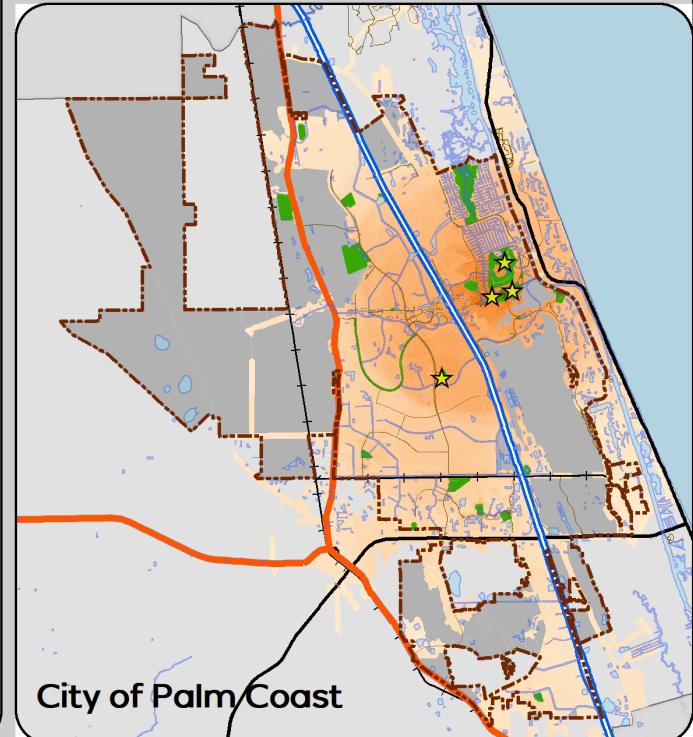
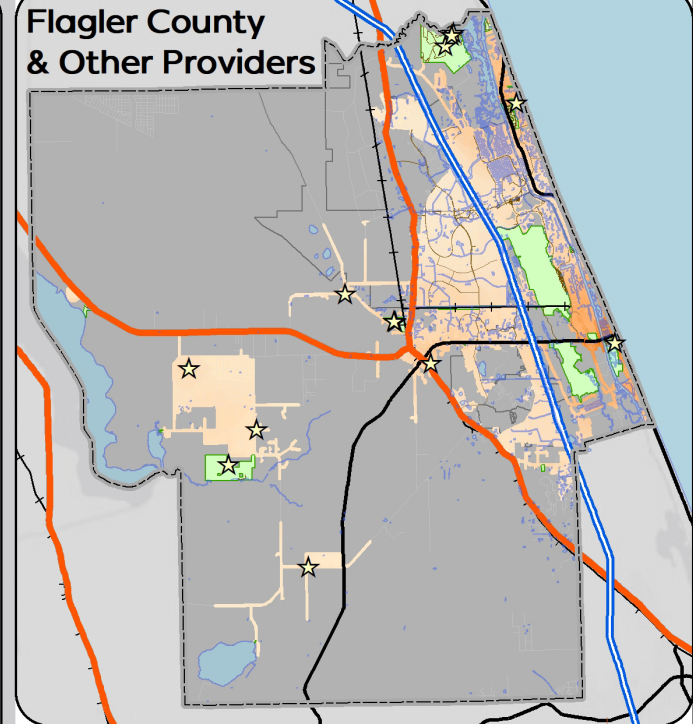


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Locations

- | | |
|--|---|
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| 8 Indian Trails Sports Complex | 65 Flagler County Housing Authority Park |
| 9 James F Holland Memorial Park | 66 Gamble Rogers Memorial State Recreation Area |
| 10 Long Creek | 67 Grand Haven Golf Course |
| 11 Longs Landing Park | 68 Irma Parker Preserve |
| 12 Matanzas Woods Park | 69 Joanne B. King Park |
| 13 Palm Coast Community Center & Park | 70 N. Palmetto Park |
| 14 Palm Coast Park DRI | 71 Pine Lakes Golf Course |
| 15 Palm Coast Tennis Center | 72 Silver Lake Park |
| 16 Palm Harbor Golf Course | 73 Veterans Park |
| 17 Pine Lakes Multipurpose Trail | 74 Washington Oaks Gardens State Park |
| 18 Ralph Carter Park | 75 Wickline Park |
| 19 Seminole Woods Park | |
| 20 St. Joes Walkway & Linear Park | |
| 21 Town Center Central Park | |
| 22 Town Center Community Center | |
| 23 Town Center Cultural Arts Center | |
| 24 Town Center Pocket Park | |
| 25 Waterfront Park & Childrens Memorial Garden | |
| 26 Wild Oaks Park | |
| Flagler County Parks | |
| 27 A1A Tennis Courts | |
| 28 Bay Drive Park | |
| 29 Betty Steflik Preserve | |
| 30 Bings Landing | |
| 31 Bull Creek Campground | |
| 32 Carver Park | |
| 33 Espanola Community Center | |
| 34 Flagler County Recreational Area | |
| 35 Flagler County Visitor Eco-Discovery Center | |
| 36 Graham Swamp | |
| 37 Hammock Community Center | |
| 38 Haw Creek Community Center | |
| 39 Haw Creek Preserve | |
| 40 Herschel King Park | |
| 41 Hidden Trails Park & Community Center | |
| 42 Jungle Hut Park | |
| 43 Lake Disston Boat Ramp | |
| 44 Lehigh Greenway Rail Trail | |
| 45 Malacompra Park | |
| 46 Malacompra Trail Park | |
| 47 Moody Boat Launch | |
| 48 Moody Homestead Park | |
| 49 Old Dixie Park | |
| 50 Old Salt Park | |
| 51 Pellicer Community Center | |
| 52 Princess Place Preserve | |
| 53 River to Sea Preserve | |
| 54 Shell Bluff Park | |
| 55 St Johns Community Center | |
| 56 Varn Park | |
| 57 57, Wadsworth Park | |



Legend

GRASP Service Analysis
 Range: 0 to 1,348
 Greater Access
 Less Access
 No Access within 3-miles

*10-minute walk, 1-mile, and 3-mile Service Areas

☆ Flagler County Indoor Facilities
 ☆ Palm Coast Indoor Facility
 ☆ Other Provider Facility

Trails / Paths
 Streets
 Roads
 Water Bodies

■ Palm Coast Parks/Facilities
 ■ Flagler County Parks/Facilities
 ■ Other Key Providers
 City of Palm Coast
 Other Boundaries
 County Boundary

Figure 24: Neighborhood (Three-mile) Access to Outdoor Recreation

Park Classifications

The Nature of Classification Systems

Park classification systems are commonly utilized by park and recreation agencies. Most park and recreation agencies organize lands and facilities into various classes, types, categories or other schemes as a planning and management tool. However, once established, classification schemes are rarely modified and over time may lose effectiveness as a tool due to changing values of an agency or a community. Purposes for classifying lands and facilities into different categories include:

- Definition of categories of need for land and facilities and identifying potential acquisitions to meet those needs
- Establishment of policies and strategies for land acquisition, including exactions, easements, leases, and other strategies in addition to fee-simple purchase

- Establishment of benchmarks and goals for providing services and measure the results of efforts towards meeting these
- Determination of policies and strategies for management and operation of lands and facilities

In 1995, the National Park and Recreation Association published the following classification table. At the time it represented the most recent thinking on classification and Standards for parklands and facilities. NRPA has since moved in the direction of GIS mapping of Park and Recreation Lands and exploring the addition of facilities as a GIS attribute that can be mapped. The GRASP® methodology is one example of a GIS driven, component-based system that may be used for both classification and LOS analysis.

Parks Open Space and Pathways Classifications			
Classification	General description	Location	Size criteria
Mini park	Used to address limited isolated or unique recreational needs	Less than 1/4 mile distance in residential setting	Between 2500 square feet and one acre in size
Neighborhood park	Neighborhood park remains the basic unit of the park system and serves as the recreational and social focus of the neighborhood focus is on informal activity and passive recreation	Up to 1/2 miles distance and uninterrupted by non-residential roads and other physical barriers	5 acres is considered minimum size 5 to 10 acres is considered optimal
School park	Depending on circumstances combining parks with school sites can fulfill the space requirements for other classes or parks such as neighborhood community sports parks complex and specialties use	Determined by location of school district property	Variable depends on function
Community park	Serves broader purpose than neighborhood park focuses on meeting community based recreation needs as well as preserving unique landscapes and open spaces	Determined by the quality and suitability of the site usually serves two or more neighborhoods within the three mile distance	As needed to accommodate desires uses, usually between 30 and 50 acres
Large urban park	Large urban parks serve a broader purpose than community parks and are used when community and neighborhoods parks are not adequate to serve the needs of the community focuses on meeting community based recreational needs as well as preserving unique landscapes and open spaces	Determined by the quality and suitability of the site, usually serves the entire community.	As needed to accommodate desire needs usually a minimum of 50 acres with 75 or more acres being optimal

Parks Open Space and Pathways Classifications			
Classification	General description	Location	Size criteria
Natural resource areas	Land set aside for preservation of significant natural resources remnant and landscapes open space and visual aesthetics or buffering	Resource availability and opportunity	Variable
Greenways	Effectively tie the park system components together to form a continuous park environment	Resource availability and opportunity	Variable
Sports Complex	Consolidates heavily programmed athletic fields and associated facilities to larger and fewer sites	strategically located throughout community wide facilities	Determined by projected demand usually a minimum of 25 acres with 40 to 80 being optimal
Special use park	Covers a broad range of Parks and Recreation facilities oriented toward a single purpose use	Variable dependent on specific use	Variable
Private park and recreation facility	Park and recreation facilities that are privately owned yet contribute to the public park and recreation system	Variable dependent on specific use	Variable

Figure 25: NRPA Parks and Open Spaces Classifications (1995)

A good classification system should address such a variety of purposes in ordering park facilities. Classifications must be clear, straightforward, and understandable, especially to agency administrators and staff. Often, classifications systems are adopted that are ambiguous or use conflicting criteria for defining individual classes of lands and facilities. One example might be a classification system based on both parcel size and the uses that occur within a parcel.

Planners and administrators often try to do too many things at once within a single scheme. Classifications that state “a neighborhood park is 10 acres or less”, and simultaneously define parks with a sports field as Community Parks create conflicts. Consider a site that is located in a residential area on 20 or 30 acres that is part wooded area and part developed park, with a playground intended for use by the neighborhood but not much else. This site would be considered a neighborhood park based on use but a community park based on size. An exception must be made to the standard in order to assign it to one classification or the other.

That same park might have a large lawn area that is used for soccer games. The combination of size and use would place it in the community park category, but everyone considers it a neighborhood park because of where it is located

and the people it serves. Again, an exception is made to the standard. Or a new classification is created to address the unique situation. Over time, other unique situations occur, and before long there are too many classifications and/or exceptions and the classification system become unwieldy. The ambiguity and number of exceptions that the classification scheme creates degrades its effectiveness as a planning tool. Ultimately such a scheme comes to be seen as arbitrary as it is not defensible as a means of justifying decisions.

A common failing of classification systems is that they tend to be used on a parcel basis rather than a land-use basis. Often, a large parcel is owned within which a wide and diverse set of uses is contained, and there is no single classification that encompasses the full range of purposes the parcel addresses. So, a classification is chosen from among the possible choices, but it is not able to describe all of the functions of that parcel. The alternative would be to develop a new classification that fits the parcel, but over time this would lead to too many classifications and become unwieldy and less useful for its original purposes.

Classifications are of relatively little importance to the general public. A visitor chooses to visit a particular park or facility for the amenities it contains, not based on its classification. The classification, if included in the name of the park or facility, may suggest to the potential visitor what

amenities it contains, but the choice to visit is still based on the amenities that are actually found there regardless of name or classification. Classifications are only of value for internal use by an agency.

Another useful classification system is to apply it on a land-use basis rather than a parcel basis. To do this, first list the various types of uses found within the agency's lands and facilities. Sort these into helpful categories that have relevance to the planning, operation, and management of the assets. For example, if neighborhood parks are to be managed differently than Community Parks, a clear and understandable definition of what uses constitute a neighborhood park should be developed.

Once the categories are defined, all of the land and facilities owned and managed by an agency should be evaluated to identify which parts of them fall within each of the various classifications. This should be done on a real basis rather than a parcel basis. This means that a neighborhood park may be defined by boundaries that reflect the use, and these boundaries may not necessarily coincide with parcel boundaries (though often they will). These boundaries can be drawn in a GIS system and stored on separate layers from the parcel boundaries. By creating a new layer in the GIS with classifications based on functions, the classification system can be used more effectively to measure and manage the assets of the agency.

Trails Assessment

The Palm Coast/Flagler County Parks and Recreation Master Plan Trail Assessment assesses various features that contribute to the comfort and convenience of trail users, such as trail ID signage, seating, restrooms, and more. Each trail was scored in four categories: evaluation of comfort and convenience features, trailhead design and ambiance, neighborhood score, and community score. The document also includes detailed assessments of nineteen trails in Palm Coast/Flagler County and an overall trail map and inventory process. The following is a summary of the assessment.

- **OVERALL CONNECTIVITY:** The trail system boasts an impressive length, spanning over 125 miles and accommodating a variety of outdoor activities, including biking, hiking, and horseback riding. These trails are thoughtfully interconnected, allowing users to explore a vast network that extends to multiple parks and recreational areas. Along the way, users will find numerous amenities such as restrooms, seating areas, bicycle maintenance stations, picnic areas, and shelters, enhancing the overall experience. Furthermore, these trails blend with native Florida habitats, including pine flatwoods, hardwood hammocks, and salt marshes, providing a truly immersive outdoor adventure.



- **OVERALL AMBIANCE:** The ambiance of these trails is nothing short of enchanting. Offering a diverse range of trail types, including scenic multipurpose trails, primitive trails, and connected sidewalks, there is something to suit every preference. The trails are well-maintained, ensuring a pleasant and safe experience for all users. Lush and diverse vegetation lines the paths, and users can explore preserved natural areas and conservation lands along the way. The presence of user comfort amenities further enhances the overall ambiance.
- **WAYFINDING:** Navigating these trails is made easy with a variety of wayfinding signage. From trailhead maps to trailhead information signs, trail markers, and mileage markers, users can stay on track and make the most of their journey. However, it's worth noting that some of the signage is aging, and the QR scan Trek It Out links need to be fixed. Directional signs between trails are scarce, and there is a limited presence of "you are here" location maps and overall trail maps within the trails themselves. Fortunately, online resources like Trek it and Blueways are available to provide additional guidance.
- **SIGNAGE:** While the trail system excels in wayfinding, there is room for improvement in informational signage. Informational signs about local flora, fauna, historical landmarks, and cultural significance are relatively scarce and primarily located at trailheads. However, warning and emergency contact information are thoughtfully placed at trailheads for user safety. The signage also exhibits a variety of appearances, though some structures show signs of aging.
- **AMENITIES:** Amenities along these trails cater to user convenience and comfort. Trailhead restrooms are well-maintained and boast a concise appearance. Water fountains can be found at trailheads, although they are less frequent along the trails. Rest areas are thoughtfully distributed throughout the trails, featuring benches and receptacles for users to take breaks. Shaded picnic areas provide a welcoming spot for outdoor meals and trailhead bike racks and bicycle maintenance areas accommodate cyclists. Additionally, designated pet waste stations contribute to the overall cleanliness of the trails.
- **TRAIL CROSSINGS:** For safety, marked crosswalks are typically provided at trail crossings. In certain areas, pedestrian crossing signals enhance safety further. However, the presence of high-visibility signage and warning devices for pedestrians, cyclists, and vehicular users is limited, and some crosswalks show signs of aging. Additionally, there is a need for more substantial traffic calming measures near trail crossings to ensure the safety of all users.

Apart from the above overall assessment summary of the trails, each trail was evaluated in four categories: Evaluation of Comfort and Convenience, Evaluation of Trails Design and Ambiance, Neighborhood score, and Community score. An overall score was then determined. The top three highest-scoring trails were Lehigh Trail, Intracoastal Waterway Trail, and Linear Park Trails.

These trails scored higher because of their overall ambiance and multitude of amenities. The lowest-scoring trails were A1A Scenic Loop, Pine Lakes Parkway, and Palm Harbor Parkway. These trails scored low due to the need for pedestrian crossing improvements, need for directional signage, and lower amenities throughout the paths.

Trail Name	Total Score
13. Lehigh Trail	40
1. Intracoastal Waterway Trail	29
6. Linear Park	29
5. St. Joe Walkway	26
15. Haw Creek Preserve	26
16. Princess Place Preserve	26
12. Graham Swamp Trail	25
18. Shell Bluff	25
11. Graham Swamp Preserve Trail	23
10. Betty Steflik Preserve Trail	22
14. Mala Compra Greenway Trail	22
19. Bella Vista Trail System	21
7. Long Creek Nature Preserve	20
17. River to Sea Preserve	20
8. Hidden Lake Trail	18
2. Palm Coast Park US-1 Trail	13
3. Palm Harbor Parkway	11
4. Pine Lakes Parkway	11
9. A1A Scenic Loop	9

Table 5: Trails Ranked from High to Low

MAINTENANCE AND OPERATIONS ANALYSIS

Maintenance Standards and Appropriate Service Levels

The BerryDunn team was charged with conducting a review of existing park maintenance and athletic field practices and an analysis of staffing structures in relation to community expectations and industry “best practices.” The review consisted of staff interviews, ride-a-longs with staff, site visits, review of operations manuals, budgets, and policies. Multiple meetings were held with staff leadership to discuss assumptions related to metrics for identified tasks, the key park maintenance operations issues and potential solutions identified, and the appropriate service levels for parks and athletic fields maintenance and operations. Recommendations for maintenance efficiencies and staffing levels for parks and athletic fields are included in this report.

ENGAGEMENT SUMMARY

BerryDunn staff met with City of Palm Coast and Flagler County parks and athletic field maintenance staff on separate occasions to determine what challenges they are facing at various facilities, as well as what changes should be prioritized.

TOP PRIORITIES FROM CITY STAFF WERE:

- Supervisor training and development
- Development of athletic field rest and rehabilitation schedule and plan
- Add additional staff
- Assign a maintenance staff member to the tennis facility
- Install automatic locking and unlocking gates

TOP PRIORITIES FROM COUNTY STAFF WERE:

- Improve pay and benefits
- Hire additional staff
- Acquire additional equipment



CITY OF PALM COAST - ANALYSIS OF PARK MAINTENANCE AND ATHLETIC FIELDS OPERATIONS

This study focused on general park maintenance and athletic field maintenance.

A list of tasks and required frequencies needed to properly maintain the City’s parks and athletic fields was developed as part of this process. Steps included interviews with staff, review of documentation including job descriptions, participation and reservation records, daily/weekly/monthly/annual tasks, special events, and special requests provided by staff and thorough inspections of the parks, athletic fields, maintenance shops, and equipment. The BerryDunn team also participated in ride-a-longs with staff to better understand the complete operation of both areas.

The quantity and type of park and athletic field maintenance equipment available to the staff seems appropriate for the number of staff, the size of the organization and the number and frequency of tasks required to maintain parks and athletic fields. Continually updating and replacing equipment will need to continue.

The City has a very large footprint consisting of over 90 square miles. Staff drive a total of 56.58 miles when driving shortest distance from park to park including leaving and returning to public works. Total of 17 stops averaging 3.3 miles between stops.

The staff maintain the grounds and amenities at 13 different parks, trails, and facilities.

The following athletic fields and amenities are currently maintained:

- Eight Soccer/Lacrosse/Flag Football Fields
- Four Baseball Fields (66'/90', 46'/60')
- Four Softball Fields
- 213 parking spaces
- Electronic score boards for four baseball fields
- Bleachers and players benches
- Goals available; various sizes
- Bases and pitchers' mounds provided
- Covered player dugouts for baseball, softball
- Two concession stands
- Water fountains
- Three restroom buildings
- Playground

The following new tasks are anticipated to begin soon (not included in current maintenance analysis):

- Lehigh Trailhead – dog park, community garden, parking lot
- Expanding current tennis center additional landscaping
- Opening a new Kayak launch at water park
- Eight acres of additional athletic fields

The required tasks were placed into a matrix and analyzed to determine the appropriate number of FTE equivalent positions required to maintain the parks and athletic fields at levels deemed acceptable by staff and the community.

General park maintenance and athletic field maintenance currently has the following 24 FTE positions:

- Park maintenance has 14 FT staff:
 - » One lead, 11 groundskeepers, and two grounds maintenance staff
- Two supervisors
- Athletic field maintenance has eight (including the lead FT staff

Assumption that 24 FTE positions (includes two supervisors) are currently maintaining parks, trails, and athletic fields.

The Operations and Maintenance projections were based on the following information:

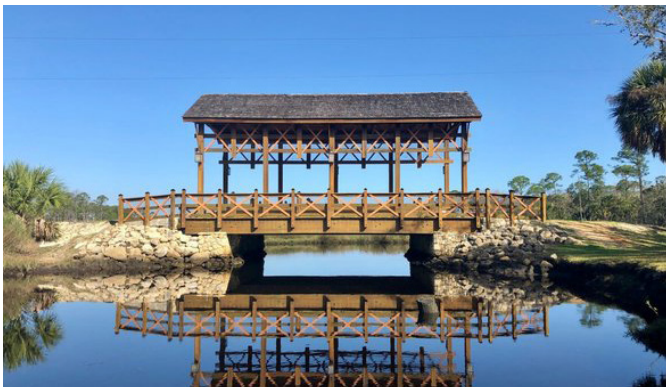
- Rate of pay used for study is \$28.05 per hour including benefits
- Five hours of prep time weekly for each current FTE position
- About 3.75 hours of travel weekly for each current FTE position

The following information shows the recommended number of FTE positions, annual staffing costs inclusive of benefits, consumables, utilities, and annual operating funding needed for maintaining the parks, trails and athletic fields at levels deemed acceptable by staff and the community based on industry best practices and the consultant teams experience.

- **Recommended number of FTE positions (30.14)**
- **Annual staffing costs inclusive of benefits (\$1,758,70)**
- **Consumables (\$652,588)**
- **Funding required for annual parks, trails, and athletic field parks maintenance and operations (\$2,411,294)**

Conclusions related to Parks, Trails, and Athletic Fields and Operations and Maintenance Analysis

Overall, the parks, trails, and athletic fields maintenance staff operate well in maintaining the parks, trails, athletic fields, and associated amenities. The supervisors and staff work hard to meet the ever-changing needs related to the parks, trails, and athletic fields. The current staffing level is insufficient to continually maintain the parks, trails, and athletic fields at levels deemed acceptable by staff and the community. Justification for nine new FTEs exists. The City should consider adding three new FTEs and reassess in a year.



Recommendations to improve Parks, Trails, and Athletic Fields Operations and Maintenance

Provide additional supervisor training as both the Parks and Trails and Recreation supervisors are in relatively new roles:

- Supervisors need to continue to regularly observe staff in the “field”
- Add one new FTE position for park maintenance
- Add one new FTE position for athletic field maintenance
- Add one new FTE position at the tennis facility for maintenance
- The City should consider adding the three new FTEs above and reassess in a year
- Consider contracting with outside organizations to refurbish athletic fields on a regular schedule to improve playability conditions of fields
- Schedule regular time for rest and rehabilitation of athletic fields during the growing season on a regular basis – 6 weeks minimum per field annually
- Update landscaping areas to make them more efficient to maintain, consider contracting this work to bring these areas back to acceptable standards, and then have staff maintain
- Address vandalism through addition of cameras, police patrols, etc.; 5,840 hours, the equivalent of almost three FTE employees annually are spent cleaning up vandalism
- Implement efficiencies such as adding rolling trash carts that contain supplies in parks that have multiple trash cans along walkways. 12,629 hours, the equivalent of almost six FTE employees annually are spent on trash pickup. This recommendation would increase efficiency and help prevent the spillage of waste materials on the walking paths that leave stains and require additional maintenance

FLAGLER COUNTY - ANALYSIS OF PARK MAINTENANCE AND OPERATIONS

This study focused on general park maintenance.

A list of tasks and required frequencies that are needed to properly maintain Flagler County parks was developed as part of this process. Steps included interviews with staff; review of documentation, including job descriptions, daily/weekly/monthly/annual tasks, special events, and special requests provided by staff; and thorough inspections of the parks, trailheads, maintenance areas, and equipment. The BerryDunn team also participated in ride-alongs with staff to better understand the complete operation of parks maintenance.

The quantity and type of park maintenance equipment available to the staff seems appropriate for the number of staff, the size of the organization, and the number and frequency of tasks required to maintain parks and trailheads. A few additional pieces of equipment needed were identified and are listed in the recommendations. Equipment will need to be continuously updated and replaced.

The County has a very large footprint consisting of over 571 square miles. Within those 571 square miles, the staff maintain the parks and amenities at 28 different parks, trailheads, and facilities. The following graphic shows the variety of amenities and facilities maintained:



Figure 26: Amenities and Facilities Maintained

The required tasks for maintaining facilities were placed into a matrix and analyzed to determine the appropriate number of FTE positions required to maintain the parks and athletic fields at levels deemed acceptable by staff and the community.

General park maintenance currently has:

- 20 FTE positions:
 - » 1 Park and Recreation Manager
 - » 2 Chief of Trades
 - » 17 Maintenance Trade Workers
- 17 maintenance trade workers currently complete the tasks required related to parks, trails, and associated amenities within the County.
- Additionally, the County has five park rangers (park rangers do not typically complete maintenance tasks and were not included in this analysis).
- Cleaning of restrooms is a contracted service and is not included in this analysis.
- Burn tracking is another task that County staff completes that was not included in this analysis.
- This analysis did not include metrics for other duties as assigned.

Assumption that 20 FTE positions are currently maintaining parks, trailheads, and associated amenities.

The Operations and Maintenance projections were based on the following information provided by County staff:

- Rate of pay used for study is \$17.13 per hour (average of trades workers I, II, III); not including benefits
- 2.5 hours prep time weekly for each current FTE position
- 10 hours of travel weekly for each current FTE position

The following information shows the recommended number of FTE positions, annual staffing costs (exclusive of benefits), including consumables, utilities, and annual operating funding needed for maintaining the parks, trailheads, and associated amenities at levels deemed acceptable by staff and the community, considering the assumptions outlined above, and based on industry best practices and the consultant team’s experience.

- **Recommended number of FTE positions (31.87)**
- **Annual staffing costs inclusive of benefits (\$1,135,200)**
- **Consumables (\$543,128)**
- **Funding required for annual parks, trailheads, and associated amenities maintenance and operations (\$1,678,332)**

Conclusions related to Parks and Trails Operations and Maintenance Analysis

Overall, the parks and trails maintenance staff operate at a high level in maintaining the parks, trails, and associated amenities. The current staffing level is insufficient to continually maintain the parks, trails, and associated amenities at levels deemed acceptable by staff and the community. Justification for 14 new FTEs exists. The County should consider adding three new FTEs as soon as possible, develop a plan to add the additional 11 recommended positions, and reassess each year.

Recommendations to improve Parks, Trails, and Associated Amenities Operations and Maintenance

- Supervisors should continue to regularly observe staff “in the field”
- Add three new FTE Maintenance trade workers for park maintenance
- The County should consider developing a plan to add an additional 11 new FTEs in the future

The County staff requested that the projections for staffing also be shown with a 5.3% pay increase, which increases projected operating costs to \$60,166.

The following information shows the recommended number of FTE positions, annual staffing costs (exclusive of benefits), including consumables, utilities, and annual operating funding needed for maintaining the parks, trailheads, and associated amenities at levels deemed acceptable by staff and the community, considering the assumptions outlined above, and based on industry best practices and the consultant team’s experience.

- **Recommended number of FTE positions (31.87)**
- **Annual staffing costs inclusive of benefits (\$1,195,365)**
- **Consumables (\$543,128)**
- **Funding required for annual parks, trailheads and associated amenities maintenance and operations (\$1,738,498)**



ORGANIZATIONAL ANALYSIS

Organizational Assessment

BerryDunn broadly assessed the organizational and management structure of the City of Palm of Palm Coast and Flagler County Department of Parks and Recreation and staffing to determine effectiveness and efficiency in meeting current and future departmental responsibilities as related to the community's needs. The assessment – including input from staff interviews, community and key stakeholder engagement, and LOS analysis, along with the consultant's expertise – has identified several areas for operational enhancement.

These key organizational issues identified and observed as areas for improvement include:

- Address deferred maintenance and the aging infrastructure.
- Address wayfinding and signage at parks, trails, and facilities.
- Address staffing for maintenance to meet current and future demands for services.
- Address staffing for facilities operations and programming to meet future demand for use of future facilities.
- Continue to use a mixed-method approach to marketing and communication of services, programs, and activities.
- Continue to build the **Explore, Connect, Play** brand and identity for City of Palm Coast and Flagler County should consider adopting the same brand.
- Increase community relations.

Detailed actions to address these areas of improvements can be found in Section V, Recommendations and Actions.

Staffing Analysis

BerryDunn broadly assessed the management structure and staffing levels of the Parks and Recreation Departments to determine effectiveness and efficiency in meeting current and future departmental responsibilities as related to the community's needs. Observations and staff feedback were taken into account to determine if the departments had the right mix of staffing in the right places within the department.

The staffing analysis process included the observations and assessments from:

- Community input
- Community satisfaction rates
- Staff focus group
- Facility tours
- Observations of quality of maintenance
- SWOT Analysis

Staffing Considerations

After considering all of the organizational observations and staffing assessments, the consultant team has determined that there is an adequate number of staff to operate its current system with the right mix of staff in the right places within the departments. However, focus group participants and survey respondents saw the need for better maintenance and upkeep of facilities and amenities, as well as improved customer service and communication. To address these issues, the addition of parks maintenance positions would allow for better response to maintenance issues and allow the department to schedule and preform preventative maintenance and projects.

One hurdle the departments must deal with is getting an appropriate pool of qualified applicants for open positions. This is a national issue and reflects the changing workforce of both the Millennial and Baby Boomer Generations. Additionally, the Covid-19 pandemic created a void in the available workforce. Increases in minimum wages has not seemed to help with recruitment or retention of staff. To combat this trend, organizations need to be willing to allow for flexible scheduling, allowing for remote workplaces, part-time and "gig" positions, and second career applicants.

To operate more effectively in the future and to implement the recommendations from the Master Plan, the departments will need to hire additional positions to supplement existing staff. This will ensure that staffing resource levels can maintain existing and new facilities at or above acceptable standards as the Master Plan is implemented.

Recreation Programming Analysis

Program Development

Understanding core services in the delivery of parks and recreation services will allow the City of Palm Coast and Flagler County to improve upon those areas while developing strategies to assist in the delivery of other services. The basis of determining core services should come from the vision and mission developed by the City and County, and what brings the greatest community benefit in balance with the competencies of the departments, current trends and the market.

The departments should pursue program development around the priorities identified by customer feedback, program evaluation process, and research. The following criteria should be examined when developing new programs:

- **NEED:** Outgrowth of a current popular program, or enough demonstrated demand to successfully support a minimal start (one class for instance)
- **BUDGET:** Accounting for all costs and anticipated (conservative) revenues should meet cost recovery target established by the Department
- **LOCATION:** Appropriate, available, and within budget
- **INSTRUCTOR:** Qualified, available, and within budget
- **MATERIALS AND SUPPLIES:** Available and within budget
- **MARKETING EFFORT:** Adequate and timely opportunity to reach intended market, within budget (either existing marketing budget or as part of new program budget)

Further research into what types of programming would be successful needs to be done. Successful programs utilize continuous creative assessments, research, and planning.

The departments have a process that evaluates the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to current programs. Maintaining the current registration data and evaluation process will help to assure success.

Moreover, new leisure and recreation trends may drive different needs. It is very easy to focus on programs that have worked for a number of years, especially if they are still drawing enough interested participants to justify the programs' continuation. Starting new programs, based on community demand and/or trends, can be risky due to the inability to predict their success. If the program interest seems great, as with those identified in the citizen survey, then the programs should be expanded. Available space may hinder new or expanded opportunities in some cases.

Using historical participation levels to determine program popularity and participant feedback can be helpful in deciding if programs should be continued. In addition, utilizing citizen surveys and participant feedback, and researching trends in park and recreational programming are useful tools in determining future programming needs and desires. Sources for trends information include:

- Florida Recreation and Parks Association Workshops and Conferences
- National Recreation and Parks Association
- International Health, Racquet, and Sports Associations
- Parks and Recreation Trade Publications
- Outdoor Recreation Publications



Programs and Activities

Palm Coast offers a variety of recreational programming relative to the facilities available. In FY22 the City offered programs for adults, seniors, teens, youth and special events. There were 27 new programs during the year, a growth from the previous year. Total attendance for the year grew by almost 40 percent to 63,280. In addition to regular programming the City hosts several special events throughout the year. One of those events was the Soccer College Showcase one each for boys and girls. They were held at Indian Trails Sports Complex in August 2022. The boys’ event had 68 teams come, while the girls’ event had 57 teams. The City estimated the overall economic impact from the two events brought an estimated \$2.6 million to Palm Coast.

When survey respondents were asked how many different programs that they had participated in over the last year? Over half (52%) of invite survey respondents who have participated in a program offered, indicated they had participated in 2-3 programs over the past 12 months.

We also asked survey respondents to rate the quality of the programs in which they participated. Ratings for the quality of programs were similar for both the Invitation and the Open Link respondents both rating them as Good with Invite (55%) and open Link (60%).

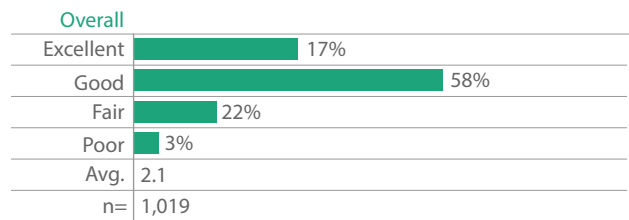
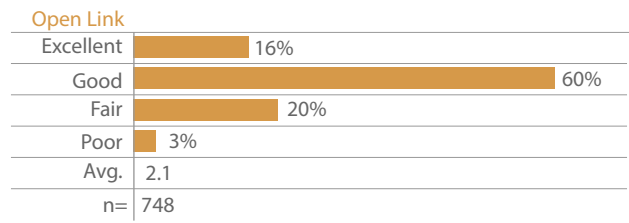
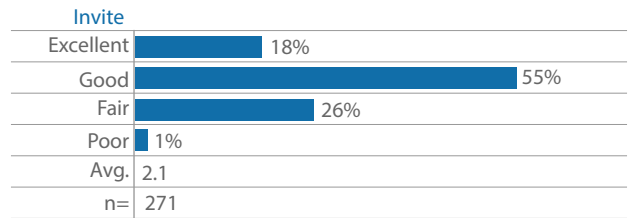
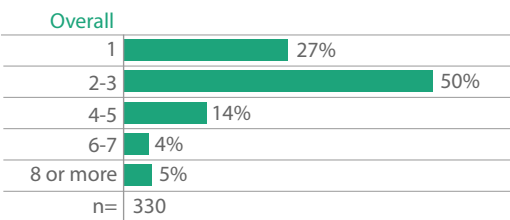
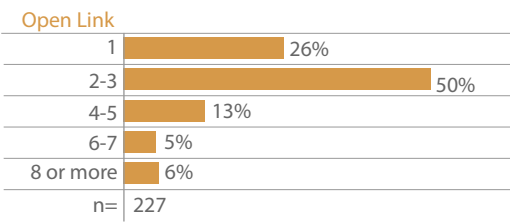
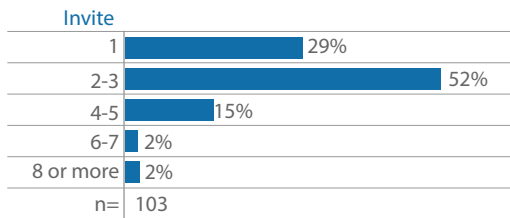
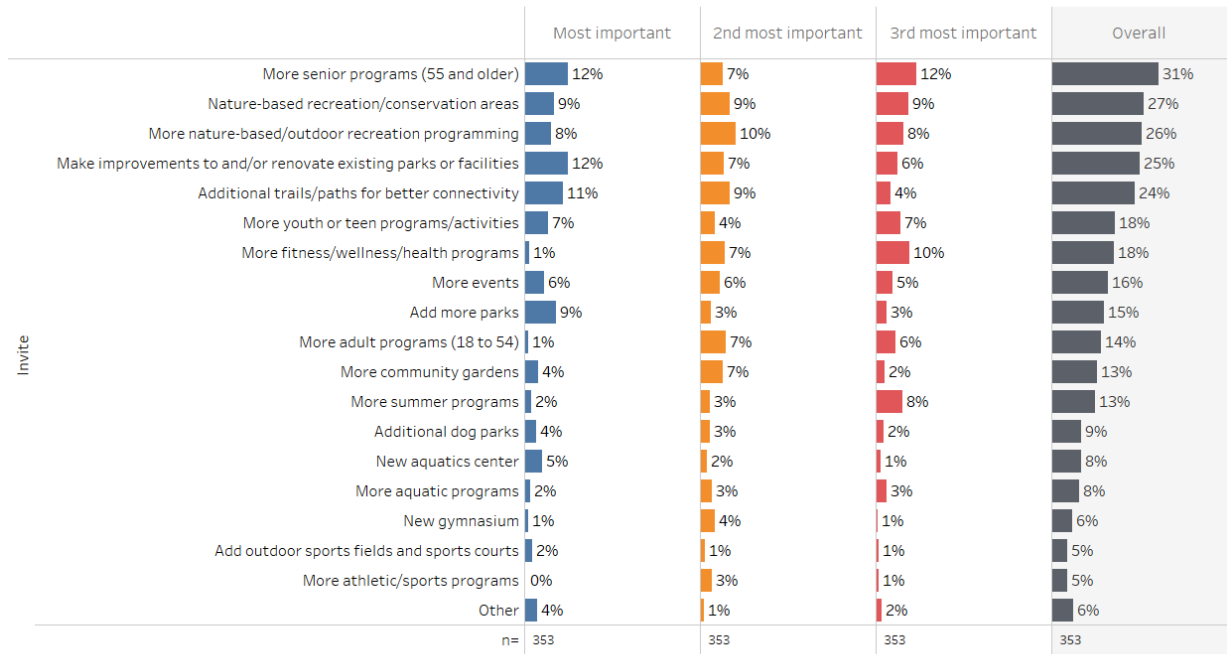


Figure 27: Program Participation Over the Last 12 Months

Figure 28: Quality of Programs



Please select the top three highest priority items for you and your household.



Invite Sample

Figure 29: Highest Priority

Finally, we asked survey respondents to select from a list of programs and services they would like to see offered and to identify their top 3. More senior programs was the top overall priority at 31 percent followed by more nature-

based/outdoor recreation programming (26%), more youth or teen programs/activities (18%), and more fitness/wellness/health programs (18%).

Festivals

ROLE OF FESTIVALS IN THE COMMUNITY

Both City/County-produced and co-sponsored festivals and events offer diverse cultural, historical and recreational experiences to citizens and visitors while providing a strong economic impact on the region. Hotels, restaurants, retail shops, and convenience stores all benefit from the thousands of people that attend these events. City/County-produced festivals also provide opportunities for sponsorship and booth space, which helps to promote local businesses, merchants, and non-profit organizations. Through co-sponsored events, the City and County have the opportunity to have a presence at each of them for additional outreach.

City and County-produced festivals should work to support the local community through involvement in several other ways including: input to the operations of the events themselves; direct involvement along the lines of providing opportunity for local artists/exhibitors and non-profit organizations; consideration of local businesses; and minimizing negative impact to the local community.

Festivals and special events are important to the community. Both focus group participants and survey respondents rated them very high. Survey respondents rated additional community events as either important (24%) or very important (36%).

Financial Analysis

Current Circumstances

Parks and recreation facilities, programs, and services are essential to maintaining Palm Coast and Flagler County's diverse and desirable community. However, not all facilities, programs, and services are equal. In general, the more a facility, program, or service provides a community benefit to its citizens as a whole, the more that element should be paid for by all citizens as part of the General Fund. The more a facility, program, or service provides individual benefits, the more that element should be paid for by user fees. This funding and cost recovery philosophy acknowledges the tremendous public benefits of parks and recreation to the

community. Parks and recreation services also promote and support a community's economic development, crime prevention, and community health. The City and County should seek to leverage partnerships wherever possible to help fund the facilities, programs, and services that it provides to the community.

Focus group participants and survey respondents wanted to maintain the access and affordability of programs and services. Parks and recreation staff needs to continue to work diligently to control expenses and improve revenues to maintain the access and level of affordability to which residents of Palm Coast and Flagler County, and participants of the various programs and services have become accustomed.

Potential Funding Support

Revenue enhancement was a key priority for focus groups and stakeholder participants, as well as survey respondents. The departments should continue to pursue funding strategies that provide alternative funds from the general fund:

- Explore alternative funding sources that strategically align with targeted services.
- Expand alternative funding for strategic initiatives through grants.
- Review and expand partnerships with neighborhood associations and homeowner associations.
- Explore additional community partnerships.
- Explore the opportunities for (and use of) additional sponsorships.
- Consider a bond referendum for expanded and new facilities.

The City and County should consider a bond referendum as a source of funding for new and renovated facilities that will increase patronage. Additionally, the departments should review and potentially adjust user fees.

Recommendations and Action Plans

Residents and community leaders are increasingly recognizing that parks and recreation facilities, programs, and services are essential to creating and maintaining communities where people want to live, work, play, socialize, recreate, learn, and visit. These amenities should be investments in the long-term vitality and economic sustainability of any active and desirable community. The City of Palm Coast and Flagler County are committed to providing comprehensive, high-quality parks, beaches, trails, programs, facilities, and services to the community. The following section outlines the complete list of recommendations and action plans to position both the City and County toward the future of maintaining and improving the quality of life for their residents and visitors.

RECOMMENDATIONS

The following recommendations are made based on the entirety of the master planning process which was inclusive of members of the community. The public was given many opportunities to participate through focus groups,

stakeholder meetings, public meetings, an invitation and open link survey, and an interactive website (Social Pinpoint). A LOS analysis and operations and maintenance analysis were also conducted.

This section describes ways to enhance the LOS and the quality of life with improvement through updated parks, services, facilities, programs, and amenities, a dedication to customer service, improved programming and service delivery, organizational efficiencies, and increased financial opportunities.

The following key findings were identified to focus on for both organizations:

- Facilities and amenities: improve aging infrastructure and amenities
- Level of Service
- Program and service delivery
- Organizational efficiency
- Finance

GOAL 1: INVEST IN CURRENT INFRASTRUCTURE AND ADDRESS AGING FACILITIES

Objective 1.1: Maintain existing facilities, parks, trails, beaches, and open spaces.

Maintenance of facilities and amenities should remain a top priority. The Departments should continue to monitor the condition of existing parks, trails and pathways, beaches, and facilities, as these facilities have been identified by residents as being of high importance. Providing additional staff and resources to ensure continuous maintenance of these areas should be considered. Maintenance staffing should be monitored, and seasonal staff added as needed to meet current demand for services. Regular inspections of all facilities, parks, trails, beaches, and open spaces should continue. All facilities should be inspected at a minimum of twice a year. To create consistency and accountability, the departments should develop internal plans that create maintenance standards, so City and County facilities are maintained at the same LOS.

Maintenance projects and annual maintenance needs should be funded on a regular schedule to address the aging infrastructure. Priorities for future maintenance projects for these areas should be developed and reviewed regularly. Capital improvement plans, costs, and phasing recommendations and implementation plans should be developed to address low scoring parks and amenities from the Master Plan. Use the Master Plan GRASP inventory and evaluation of amenities to develop CIP priorities to repair, replace and upgrade existing amenities in parks. Appropriate funding should be provided to address the capital improvement plans.

GOAL 1: INVEST IN CURRENT INFRASTRUCTURE AND ADDRESS AGING FACILITIES

Objective 1.2: Renovate and replace outdated or failing facilities, amenities, parks, trails, beaches, and open spaces.

Using the GRASP Atlas and park ratings to create a plan to replace outdated playgrounds, renovate outdated sport surfaces, upgrade, or replace existing restroom facilities, and address the inconsistency and aging signage in parks, trails, beaches, and open spaces. To complete this objective, the Departments should complete a deferred maintenance study that includes current cost estimates for recommended improvements. The study should also include plans for playground replacement and sports field improvements. Restrooms were a top priority from both focus group participants and survey respondents. As part of any Master Plan, permanent restroom facilities should be included and increased Wi-Fi access in parks, beaches, and on trails.

Objective 1.5: Develop additional outdoor recreational facilities and amenities.

Continue to explore expansion of existing facilities to meet demand and increase outdoor programming opportunities: additional dogs parks, additional disc golf courses, outdoor fitness gyms and bike parks to meet the needs identified in the master planning process. Facilities and amenities should be developed to ensure everyone has safe access to a recreation space within a 3-mile drive from their residence. A high priority for focus group participants, teens and survey respondents was access to outdoor adventure sports. The Department should further explore as existing parks and new opportunities are available, consider adventure sports and outdoor activities such as bike parks, pump tracks, skate bowls and parks, futsal, nature-based programs, and water sports to increase programming and attract new users.

Objective 1.3: Expand open space and parks.

A top priority of leadership interviews, survey respondents, focus groups, and other public engagement respondents was the expansion of open spaces and parks in Flagler County. Based on the LOS analysis, there are parks within a 3-mile drive of 89% of the population. While there is a community perception that additional park land is needed, a more current need and use of available funding would be to use current dollars towards replacement/upkeep. As development expands west of US-1 and traffic increases, the percentage of the population within easy access of parks will decrease. As this occurs, the County, in conjunction with Palm Coast and the other local municipalities, should re-examine the LOS in these areas.

Objective 1.6: Provide improved signage to make it easier for citizens and visitors to find and use parks, facilities, beaches, and trails.

The Departments should evaluate directional and wayfinding signage to parks, trails, and facilities on roadways, as well as wayfinding signs within parks and along trails,. Additionally, the Departments should develop signage standards for parks and update existing park signs as parks are renovated to meet the new standard. Improved wayfinding signage will contribute to a greater connectivity of parks, beaches, facilities, and trails.

Objective 1.4: Explore opportunities to add trails for walking and bicycling.

Walking and biking connectivity were identified as a high priority during the engagement process. Based on trends and demand, the County should coordinate with Palm Coast and the other municipalities to develop and expand bicycle paths and walking trails to connect neighborhoods to parks, and parks to parks. A priority list for improving and adding bike paths and walking trails should be developed and maintained.

Objective 1.7: Explore opportunities for non-traditional sports/activities.

Focus group participants, teens and survey respondents identified access to non-traditional sports/activities as a high priority. As existing parks are renovated and reimaged, and new opportunities are available, consider adding non-traditional sports/activities such as pickleball, bike parks, and disc golf as sports/activities to increase programming and attract new users. Continue to support new non-traditional sports and activities as they arise.

GOAL 1: INVEST IN CURRENT INFRASTRUCTURE AND ADDRESS AGING FACILITIES

Objective 1.8: Develop new amenities at existing parks based on LOS analysis.

Demand for usage of parks, beaches, trails, and athletic facilities continue to grow, and the Departments should look for opportunities to add new amenities to enhance the experience for users. As Palm Coast and Flagler County continues to grow, the Departments should look for opportunities to add parks and pathways in those new growth areas. Also, based on the GRASP® analysis, the Departments should look for opportunities to add new components at existing parks where the LOS is below threshold.

Objective 1.9: Add indoor recreation space.

Based on feedback from focus group participants and the survey results, there is a desire for additional indoor recreation space. The Departments should continue to explore opportunities to add additional indoor recreation space either through partnerships, purchase of an existing facility, or construction of a new recreation center.

Objective 1.10: Upgrade comfort, convenience, and customer service amenities to existing facilities.

As the Departments make upgrades to and improve existing facilities, they should explore opportunities to add shade, storage, security lighting, and other amenities at existing facilities.

Objective 1.11: Create park identity in existing and new parks.

As citizen interest grows, and demand for new and different amenities at parks are identified, the Departments should explore opportunities to add unique features, such as destination playgrounds, public art, signage, unique shelters, natural play areas, and/or climbing elements at new and existing parks.

Objective 1.12: Address current and future needs for athletic fields.

As demand warrants, explore opportunities to add rectangle and diamond fields as usage increases. To help increase field time, add sports field lighting to new facilities and improvements to lighting at existing facilities where appropriate.

Objective 1.13: Gather feedback and data on facility utilization.

To make informed decisions on updating existing facilities, as well as development of new facilities, the Departments should seek user feedback, collect usage data, and evaluate how current facilities are being used. This can be done using surveys, social media, and staff observations.

Objective 1.14: Monitor ADA access to parks, trails, beaches, and facilities.

The Department should work to make its programs and services accessible to all people of all abilities. Ongoing self-evaluation of ADA standards must be a high priority for the Departments especially in terms of access. Focus groups participants and survey respondents indicated the need for accessible playgrounds.

GOAL 2: IMPROVE AND ENHANCE PROGRAMMING AND OUTREACH

Objective 2.1: Improve departmental marketing and communication.

The Departments should continue to promote and grow the Explore, Connect, Play brand identity to help create a sense of community and awareness. As part of the identity, continue to promote and grow Palm Coast and Flagler County as a beach, water, and outdoor recreation community. Continuing to invest in parks, trails, beaches, and waterways that connect citizens and visitors to the outdoors and the water.

Flagler County currently does not have a Marketing Plan. They should work to develop one to improve awareness and communication. As part of a Marketing Plan consider multiple avenues to reach diverse users based on target markets. Also, consider investment in technology and social media. The Marketing Plan should include but not be limited to:

- Branding of the Department
- Use of social media
- Use and development of a department website
- Online program registration and facility reservation and rental

The City of Palm Coast currently utilizes a number of effective marketing tools and strategies actively promoting parks and recreation services in the community. These tools include, but are not limited to:

- The Parks & Recreation Activity Guide
- Department website
- Social media
- Email from the City

Objective 2.2: Utilize technology to improve customer service and efficiencies.

The Departments should continue to use a mixed-method approach to communicating with the public about programs, services, and opportunities. Mobile marketing is a trend of the future. Young adults engage in mobile data applications at much higher rates than adults in age brackets 30 and older. Usage rates of mobile applications demonstrate that chronologically across four major age cohorts, Millennials tend to get information more frequently using mobile devices, such as smart phones. The Departments should explore updating the “Trek It Out” QR Code or look to add another navigation app for parks and trails.

Objective 2.3: Explore opportunities for non-traditional recreation opportunities.

As identified in Goal 1, Objective 1.5, the Departments should consider non-traditional recreation such as bike parks, pickleball and disc golf for new programming opportunities. Additionally, consideration should be given to non-sports programming such as instructional programs, life skills, virtual programming, and gaming. Focus group and survey respondents identified the development of outdoor recreation programs as a top priority.

Objective 2.4: Continue to grow programs and services accessible to citizens of all abilities.

The Department should continue to evaluate current offerings for people with special needs. As opportunities arise and facilities become available, consider additional programs.



GOAL 2: IMPROVE AND ENHANCE PROGRAMMING AND OUTREACH

Objective 2.5: Continue to address recreational programming and activity needs of the community.

Palm Coast should continue to look for opportunities to expand indoor recreational programs and activities. The community would like to see additional programs for tweens, teens, people with special needs, and seniors. As new programs are developed, continue to monitor recreational trends to stay current with programming and demand. As popularity in program offerings and activities increases, continue to look for opportunities to expand programs around working hours and commuting citizens schedules. Continue to explore opportunities to produce, attract, promote, and maintain events. Continue to monitor participation and demand for family-centered recreational programs and adjust to meet the needs of the community.

Objective 2.6: Enhance special event programming.

As identified by focus groups and survey respondents, expanding opportunities, and enhancing special event programming was identified as a priority. The Departments should continue to work with neighborhoods, cultural organizations, and other service providers to explore new community and cultural events, possibly themed by the community or season of the year. The Department should continue to look for opportunities to expand community events and activities based on community demand and trends.

Objective 2.7: Partner with other service providers, when possible, to develop programs and service to meet demand and trends.

This master planning project is an example of collaboration and partnership between the City of Palm Coast and Flagler County. By undertaking the effort jointly, not only are the two agencies realizing efficiencies, but also reducing confusion for current residents. As popularity of parks, trails, beaches, program offerings and activities increase, continue to look for opportunities to expand programs, services and amenities while working with the other municipalities and other service providers within the community, and formalize these agreements in writing.

Objective 2.8: Gather feedback and data on program participation.

The Departments should continue to conduct regular facility and participation counts for programs, facilities, and services to determine usage and feasibility of continuing current programs or changing the program offerings to better utilize available resources. Program evaluations should also be conducted at the end of each program session to determine participants' level of satisfaction and direct appropriate programming changes or adjustments. Continue to use registration software as a method to record daily facility and participant use.

GOAL 3: IMPROVE ORGANIZATIONAL OPERATIONS

Objective 3.1: Staff appropriately to meet current demand and maintain established quality of service.

As parks, beaches, trails, and facility upgrades are implemented, it is important to ensure that staffing levels are adequate to maintain current performance standards. The intensity of maintenance practices required for upgraded facilities and amenities requires additional manpower be focused in this area. This would indicate the need for additional resources and most likely new maintenance positions within the Departments. It is important to evaluate staffing levels to maintain current and desired performance standards.

To get the most out of current and future staff, improve training and tailor to specific positions and job duties. Ensure that staff have adequate and appropriate tools to perform their jobs. Assess the advantages and disadvantages of using contractual services for part-time, seasonal, and instructional positions. Review the current volunteer program and look for additional opportunities to engage volunteers. Ensure the proper training is part of any volunteer position.

Objective 3.2: Re-examine and document departmental policies, procedures, and processes.

The Departments should review and update all departmental policies, procedures, and processes annually. As part of that review, the department should engage staff in the review process, and where appropriate, user surveys and feedback should be included.

Objective 3.3: Review current operating agreements, and how they can benefit and maximize potential for each Department.

The Departments should look to maximize potential usage of facilities as a key component of any joint operating agreement. Continue to work with school districts, athletic organizations, neighborhood associations, State Parks, the National Park Service, and other service providers. All existing and future agreements should be in writing and reviewed annually.

GOAL 4: INCREASE FINANCIAL OPPORTUNITIES

Objective 4.1: Explore additional funding through the pursuit of grant and philanthropic opportunities.

The Departments should consider new grant opportunities available for programming and parks, trails, beaches, and facility improvements and should continue to pursue all grant opportunities at the federal, state, regional, and local levels.

Objective 4.2: Explore developing and implementing cost recovery and pricing philosophy and practice.

Many Parks and Recreation Departments around the country have a mechanism to collect activity fees and use those fees to lower the subsidy from the general fund and grow recreational opportunities for the community.

The City of Palm Coast currently tracks its expenses and revenues (cost recovery) for programs and events. They also offer a scholarship program through CDBG, mostly for summer camp. The Department should pursue a formal resource allocation and cost recovery philosophy, model, and policy that is grounded in the values, vision, and mission of the Department. The development of a pricing method that reflects the community’s values, while generating revenues to help sustain facilities, parks, beaches, trails, programs, and services should be considered. As part of the policy, a scholarship program should be expanded and publicized to allow for inclusion and equity for all participants and families.

CHAPTER 06

Action Plan and Prioritization

The following Goals, Objectives, and Action Items for the recommendations are drawn from the public input, inventory, LOS analysis, findings feedback, and all of the information gathered during the master planning process. The primary focus is maintaining, sustaining, and improving the City of Palm Coast and Flagler County’s parks, facilities, programs, and services. Funding availability, staff buy-in, and political and community support will play significant roles in future planning efforts.

All cost estimates are in 2023 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined.

Timeframe to complete is designated as:

- Short-term (up to 3 years)
- Long-term (7-10 years)
- Mid-term (4-6 years)
- Ongoing (occurs on a continuous basis)



GOAL 1: INVEST IN CURRENT INFRASTRUCTURE AND ADDRESS AGING FACILITIES

OBJECTIVE 1.1

MAINTAIN EXISTING FACILITIES, PARKS, TRAILS, BEACHES, AND OPEN SPACES.

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.1.A Address low scoring components and amenities from the GRASP Atlas in the Master Plan inventory by upgrading, replacing, or repurposing components or amenities where appropriate.	Will vary based on projects	Both City and County	Short-Term
1.1.B Continue to use the standardized evaluation methods and instruments to measure and track the quality of maintenance of facilities and amenities that are already in place on a regular basis.	N/A	Both City and County	Ongoing
1.1.C Develop a staffing plan for future growth, providing additional staff and resources to ensure continuous maintenance in all areas as recommended in the maintenance analysis.	N/A	Both City and County	Short-Term

OBJECTIVE 1.1**MAINTAIN EXISTING FACILITIES, PARKS, TRAILS, BEACHES, AND OPEN SPACES.**

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.1.D Maintenance staffing should be monitored and adjusted as needed to meet current demand for services.	N/A	Both City and County	Ongoing
1.1.E Regular inspections should continue to monitor the condition of existing community and neighborhood parks, trails beaches, and facilities.	N/A	Both City and County	Ongoing
1.1.F Maintenance projects and annual maintenance needs should be funded on a regular schedule. Priorities for future maintenance projects should be developed and reviewed regularly.	Will vary based on projects	Both City and County	Short -Term
1.1.G Capital improvement plans, costs, and phasing recommendations and implementation plans should continue to be developed to prioritize items/projects. Appropriate funding should be provided to address the capital improvement plans.	Will vary based on projects	Both City and County	Short -Term

OBJECTIVE 1.2**RENOVATE AND REPLACE OUTDATED OR FAILING FACILITIES, AMENITIES, PARKS, TRAILS BEACHES, AND OPEN SPACES.**

1.2.A Using the GRASP Atlas and park ratings, create a plan to replace outdated playgrounds, renovate outdated sport surfaces and turf areas, and upgrade or replace existing restroom facilities, and address inconsistency and aging of signage for parks, trails, beaches, and open space.	Will vary based on location and future amenities added	Both City and County	Mid-Term/ Long-Term
1.2.B Evaluate areas of deferred maintenance and initiate a deferred maintenance study.	N/A	Both City and County	Mid-Term/ Long-Term

OBJECTIVE 1.2			
RENOVATE AND REPLACE OUTDATED OR FAILING FACILITIES, AMENITIES, PARKS, TRAILS BEACHES, AND OPEN SPACES.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.2.C Develop park specific Master Plan for renovations that include playground replacement, sport field renovations and permanent restroom facilities.	Will vary based on location and future amenities added	Both City and County	Short -Term
1.2.D Increase Wi-Fi access in parks, at beaches, and on trails.	Will vary based on timing	Both City and County	Mid-Term/ Long-Term
1.2.E Address low scoring trail components and amenities from the Trail Assessment report by upgrading, replacing, or repurposing components or amenities where appropriate.	Will vary based on projects	Both City and County	Short-Term
1.2.F Continue to expand and update signage to make it easier for users to find and use trails and trail amenities (trail ID signage, directional signage, and information kiosk).	\$325,000	Both City and County	Short-Term/ Mid-Term
1.2.G Maintain and improve existing trails and amenities.	N/A	Both City and County	Ongoing
1.2.H Improvement of trail roadway crossings.	\$915,000	Both City and County	Short-Term Mid-Term Long-Term
1.2.I Improve shade through Landscape Canopy.	\$2,475,000	Both City and County	Short-Term Mid-Term Long-Term
1.2.J Enhance security features by adding additional adequate lighting, cameras, etc. on areas of opportunities.	\$5,180,000	Both City and County	Short-Term Mid-Term Long-Term

OBJECTIVE 1.3**EXPAND OPEN SPACE AND PARKS.**

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.3.A Look for opportunities to purchase or acquire additional park land.	Will vary based on location and future amenities added	Both City and County	Mid-Term
1.3.B As development expands west of I-95 work with developers to include park lands for residents that meets both City and County recommendation for LOS.	N/A	Both City and County	Ongoing
1.3.C As the City of Palm Coast continues to annex property and expand, look for opportunities to include park land to maintain existing level of service.	Will vary based on location and future amenities added	City	Short-Term

OBJECTIVE 1.4**EXPLORE OPPORTUNITIES TO ADD TRAILS FOR WALKING AND BICYCLING.**

1.4.A The County should continue working with the City of Palm Coast and other municipalities to develop and expand bicycle paths and walking trails to connect communities, neighborhoods, and parks.	Will vary based on material and construction	County	Ongoing
1.4.B Develop and maintain a priority list for improving and adding bicycle paths and walking trails guided by the Master Plan Trails Assessment Report.	Will vary based on location and future amenities added	Both City and County	Ongoing
1.4.C Look for opportunities to connect to other local and regional trail systems.	Will vary based on location and future amenities added	Both City and County	Ongoing

OBJECTIVE 1.5**DEVELOP ADDITIONAL OUTDOOR RECREATIONAL FACILITIES AND AMENITIES.**

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.5.A Continue to explore expansion of existing facilities to meet demand and increase outdoor programming opportunities: additional dog parks, disc golf courses, outdoor fitness gyms and bike parks to meet needs identified in the master planning process.	Will vary based on location and future facility or amenities added	Both City and County	Mid-Term
1.5.B Develop facilities and amenities to continue to maintain safe access to recreation space within a 3-mile drive-to residential communities.	Will vary based on location and future facility or amenities added	County	Mid-Term
1.5.C As a priority, develop non-traditional sports amenities at existing and new parks. Consider adventure sports and outdoor activities such as bike parks, pump tracks, skate bowls and parks, futsal, nature-based programs, and water sports to increase programming and attract new users.	Will vary based on location and future facility or amenities added	Both City and County	Short-Term

OBJECTIVE 1.6**PROVIDE IMPROVED SIGNAGE TO MAKE IT EASIER FOR CITIZENS AND VISITORS TO FIND AND USE PARKS, FACILITIES, BEACHES, AND TRAILS.**

1.6.A The City and County should jointly develop signage standards for parks and update existing park signs as parks are renovated to meet the new standard. Improved wayfinding signage will contribute to a greater connectivity of parks, beaches, facilities, and trails.	Will vary based on location, number, material and construction	Both City and County	Short-Term
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OBJECTIVE 1.7**EXPLORE OPPORTUNITIES FOR NON-TRADITIONAL SPORTS/ACTIVITIES.**

1.7.A As existing parks are renovated and reimagined, and new opportunities are available, consider adding non-traditional sports/activities such as pickleball, bike parks, and disc golf as sports/activities to increase programming and attract new users.	N/A	Both City and County	Short-Term
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OBJECTIVE 1.8**ADD INDOOR RECREATION SPACE.**

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.8.A Explore opportunities to add additional indoor recreation space either through partnerships, purchase of an existing facility, or construction of a new recreation center.	Will vary based on location and future facility or amenities added	City	Mid-Term

OBJECTIVE 1.9**UPGRADE COMFORT, CONVENIENCE, AND CUSTOMER SERVICE AMENITIES TO EXISTING FACILITIES.**

1.9.A Make upgrades to and improve existing facilities such as adding shade, storage, security lighting, and other amenities identified during the master planning process.	Will vary based on location and future facility or amenities added	County	On-Going
1.9.B. Develop new trail amenities at existing trails based on trail assessment report (Trash Receptacles, Seating, Water Fountain, Bicycle Maintenance Stations).	\$239,500	Both City and County	Short-Term Mid-Term Long-Term
1.9.C. Add Additional restrooms at Trails.	\$2,250,000	Both City and County	Short-Term Mid-Term Long-Term
1.9.D. Add Additional parking at Trails.	\$400,000	Both City and County	Short-Term Mid-Term Long-Term

OBJECTIVE 1.10**CREATE PARK IDENTITY IN EXISTING AND NEW PARKS.**

1.10.A Add unique features, such as destination playgrounds, public art, signage, unique shelters, natural play areas, and/or climbing elements at new and existing parks.	Will vary based on location and future facility or amenities added	Both City and County	On-Going
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OBJECTIVE 1.11			
ADDRESS CURRENT AND FUTURE NEEDS FOR ATHLETIC FIELDS.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
1.11.A Explore opportunities to add rectangle and diamond fields as usage increases and to meet demand.	Will vary based on location and future facility or amenities added	Both City and County	Mid-Term
1.11.B Add sports field lighting to new facilities and improvements to lighting at existing facilities where appropriate to increase usage and meet demand.	Will vary based on location and lighting design	City	Short-Term
OBJECTIVE 1.12			
GATHER FEEDBACK AND DATA ON FACILITY UTILIZATION.			
1.12.A Seek user feedback, collect usage data, and evaluate how current facilities are being used.	N/A	County	Short-Term and Ongoing
1.12.B Continue to seek user feedback, collect usage data, and evaluate how current facilities are being used. Share data with County to make informed decisions.	N/A	City	Short-Term and Ongoing
OBJECTIVE 1.13			
MONITOR ADA ACCESS TO PARKS, TRAILS, BEACHES, AND FACILITIES.			
1.13.A Continue to conduct self-evaluations of ADA standards to insure you are meeting the needs of the community at parks, trails, beaches and facilities.	N/A	Both City and County	Ongoing
1.13.B Continue to work to make programs and services accessible to people of all abilities.	N/A	Both City and County	Ongoing

Table 6: Goal 1: Invest in Current Infrastructure and Address Aging Facilities



GOAL 2: IMPROVE AND ENHANCE PROGRAMMING AND OUTREACH

OBJECTIVE 2.1

IMPROVE DEPARTMENTAL MARKETING AND COMMUNICATION.

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
<p>2.1.A</p> <p>City of Palm Coast should continue to promote and grow the Explore, Connect, Play brand to help create a sense of community and awareness.</p>	N/A	City	Short-Term
<p>2.1.B</p> <p>Flagler County should consider adopting the Explore, Connect, Play brand to continue to show the cooperation between the City and the County.</p>	N/A	County	Short-Term
<p>2.1.C</p> <p>As part of the brand, continue to promote the City of Palm Coast and Flagler as a beach, water, and outdoor recreation destination.</p>	N/A	Both City and County	Ongoing
<p>2.1.D</p> <p>Flagler County currently does not have a Marketing Plan. Develop a Marketing Plan that considers multiple avenues to reach diverse users based on target markets. The Marketing Plan should include:</p> <ul style="list-style-type: none"> • Branding of the Department • Use of social media • Update and modernize the department website 	N/A	County	Short-Term
<p>2.1.E</p> <p>The City of Palm Coast currently utilizes a number of effective marketing tools and strategies. The City should continue to use those tools and monitor their effectiveness.</p>	N/A	City	Ongoing

OBJECTIVE 2.2			
UTILIZE TECHNOLOGY TO IMPROVE CUSTOMER SERVICE AND EFFICIENCIES.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
2.2.A Continue to use a mixed-method approach to communicating with the public about programs, services, and opportunities.	N/A	Both City and County	Ongoing
2.2.B Update the "Trek It Out" QR code or look for another navigation app for parks and trails.	N/A	City	Short-Term
OBJECTIVE 2.3			
EXPLORE OPPORTUNITIES FOR NON-TRADITIONAL RECREATION.			
2.3.A Look for opportunities to provide non-traditional recreation programming such as instructional classes, life skills, virtual programming, self-directed programming, and eSports.	N/A	City	Short-Term
2.3.B As new programs and services are developed and implemented, continue to create a balance between passive and active recreation.	N/A	Both City and County	Ongoing
OBJECTIVE 2.4			
CONTINUE TO GROW PROGRAMS AND SERVICES ACCESSIBLE TO CITIZENS OF ALL ABILITIES.			
2.4.A Evaluate current offering for people with special and unique needs. As opportunities arise and facilities become available, develop, and implement additional programs to meet their needs.	N/A	Both City and County	Short-Term

OBJECTIVE 2.5**CONTINUE TO ADDRESS RECREATIONAL PROGRAMMING AND ACTIVITY NEEDS OF THE COMMUNITY.**

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
2.5.A The City of Palm Coast should look for opportunities to expand indoor recreational programming and activities with an emphasis toward tweens, teens, seniors, and special needs populations.	N/A	City	Ongoing
2.5.B As new programs are developed, continue to monitor recreational trends to stay current with programming and demand.	N/A	City	Ongoing
2.5.C As popularity in program offerings and activities increases, continue to look for opportunities to expand programs around working hours and commuting citizens schedules.	N/A	City	Short-Term
2.5.D Continue to monitor participation and demand for family-centered recreational programs and adjust to meet the needs of the community.	N/A	City	Short-Term

OBJECTIVE 2.6**ENHANCE SPECIAL EVENT PROGRAMMING.**

2.6.A The Departments should continue to work with neighborhoods, cultural organizations, and other service providers to explore new community and cultural events, possibly themed by the community or season of the year.	N/A	Both City and County	Ongoing
2.6.B The Departments should continue to look for opportunities to expand community events based on demand and trends.	N/A	Both City and County	Ongoing

OBJECTIVE 2.7			
PARTNER WITH OTHER SERVICE PROVIDERS, WHEN POSSIBLE, TO DEVELOP PROGRAMS AND SERVICES TO MEET DEMAND AND TRENDS.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
2.7.A Continue to build on the partnership between the City of Palm Coast and Flagler that came together to realize this joint Master Plan.	N/A	Both City and County	Ongoing
2.7.B As popularity of parks, trails, beaches, program offerings and activities increase, continue to look for opportunities to expand programs, services and amenities while working with the other municipalities and other service providers within the community, and formalize these agreements in writing.	N/A	Both City and County	Ongoing
OBJECTIVE 2.8			
GATHER FEEDBACK AND DATA ON PROGRAM PARTICIPATION.			
2.8.A The City of Palm Coast should continue to conduct regular facility and participation counts for programs, facilities, and services to determine usage and feasibility of continuing current programs or changing the program offerings to better utilize available resources.	N/A	City	Ongoing
2.8.B Flagler County should conduct regular facility and participation counts for facility usage and services to determine usage and demand to better utilize available resources and predict capacity of facilities.	N/A	County	Short-Term
2.8.C Program and facility use evaluations should also continue to be conducted at the end of each program session to determine participants' level of satisfaction and direct appropriate programming changes or adjustments.	N/A	Both City and County	Ongoing
2.8.D Continue to use registration software as a method to record daily facility and participant use.	N/A	Both City and County	Ongoing

Table 7: Goal 2: Improve and Enhance Programming and Outreach



GOAL 3: IMPROVE ORGANIZATIONAL OPERATIONS

OBJECTIVE 3.1

STAFF APPROPRIATELY TO MEET CURRENT DEMAND AND MAINTAIN ESTABLISHED QUALITY OF SERVICE.

Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
<p>3.1.A</p> <p>As parks, beaches, trails, and facility upgrades are implemented, ensure staffing levels are adequate to maintain current performance standards. This may require new positions in the Departments.</p>	N/A	Both City and County	Short-Term
<p>3.1.B</p> <p>It is important to evaluate staffing levels to maintain current and desired performance standards.</p>	N/A	Both City and County	Ongoing
<p>3.1.C</p> <p>To get the most out of current and future staff, improve training and tailor to specific positions and job duties. Ensure that staff have adequate and appropriate tools to perform their jobs.</p>	N/A	Both City and County	Short-Term
<p>3.1.D</p> <p>Review current volunteer program and look for additional volunteer opportunities.</p>	N/A	Both City and County	Short-Term
<p>3.1.E</p> <p>Assess the advantages and disadvantages of using contractual services for part-time, seasonal, and instructional positions.</p>	N/A	Both City and County	Mid-Term

OBJECTIVE 3.2			
RE-EXAMINE AND DOCUMENT DEPARTMENTAL POLICIES, PROCEDURES, AND PROCESSES.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
3.2.A The Departments should review and update all departmental policies, procedures, and processes annually.	N/A	Both City and County	Ongoing
3.2.B As part of that review, the department should engage staff in the review process, and users where appropriate.	N/A	Both City and County	Ongoing
OBJECTIVE 3.3			
REVIEW CURRENT OPERATING AGREEMENTS, AND HOW THEY CAN BENEFIT AND MAXIMIZE POTENTIAL FOR EACH DEPARTMENT.			
3.3.A Review current Joint Use Agreements to maximize potential for both the City and the County.	N/A	Both City and County	Short-Term
3.3.B Ensure all existing and future partnerships are accurately portrayed in a signed agreement and are reviewed annually.	N/A	Both City and County	Short-Term

Table 8: Goal 3: Improve Organizational Operations



GOAL 4: INCREASE FINANCIAL OPPORTUNITIES

OBJECTIVE 4.1			
EXPLORE ADDITIONAL FUNDING OPTIONS.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
4.1.A Continue to seek alternative funding sources that includes donations, sponsorships, and others.	N/A	Both City and County	Short-Term
4.1.B Communicate regularly with current sponsors and donors to ensure their continued positive relationships.	N/A	Both City and County	Ongoing

OBJECTIVE 4.2			
PURSUE GRANT AND PHILANTHROPIC OPPORTUNITIES.			
Actions	Capital Cost Estimate	Lead Organization	Timeframe to Complete
4.2.A Continue to pursue grant opportunities and philanthropic donations.	N/A	Both City and County	Ongoing
OBJECTIVE 4.3			
EXPLORE DEVELOPING AND IMPLEMENTING A COST RECOVERY AND PRICING PHILOSOPHY AND PRACTICE.			
4.3.A Consider pursuing a formal resource allocation and cost recovery philosophy, model, and policy that is grounded in the values, vision, and mission of the community.	\$45K - \$55K	Both City and County	Mid-Term
OBJECTIVE 4.4			
EXPLORE CAPITAL FUNDING OPPORTUNITIES.			
4.4.A The Department should explore the possibility of bond referendum to develop new facilities such as the Advance Road Sports Complex and a Community Recreation Center.	Will vary based on scope of project and future amenities added	Both City and County	Long-Term
4.4.B Additional opportunities that should be explored are Land and Water Conservation Funds, and Transportation Funds available from Federal and/or State governments.	Will vary based on scope of project and future amenities added	Both City and County	Short-Term
4.4.C The County should consider actions for a renewal referendum for land acquisition of environmentally sensitive and recreation lands.	Will vary based on the size and location of the lands identified	County	Short-Term
OBJECTIVE 4.5			
EXPLORE ADDITIONAL PARTNERSHIPS TO ASSIST WITH FUNDING, VOLUNTEERING, AND MARKETING.			
4.5.A Explore additional partnership opportunities to assist with funding programs, facilities, and events.	N/A	Both City and County	Ongoing
4.5.B Explore additional partnership opportunities to assist with volunteering for programs, facilities, and events.	N/A	Both City and County	Ongoing

Table 9: Goal 4: Increase Financial Opportunities

Implementation Guidelines and Strategies

The following is a listing of suggestions for successful implementation of the Parks and Recreation Master Plan.

These elements represent the commitment and discipline required to integrate the process into daily operations, now and in the future.

- The Parks and Recreation Master Plan becomes the guidepost for the Department. When decisions or responses to the community are needed, the plan becomes the reference point for decision making and whether or not new issues or responses to the community are of higher importance than what has been established as existing direction.
- The Parks and Recreation Master Plan information should be included as part of the new employee orientation program.
- Post the Executive Summary of the plan on the website and track results on the site. This will assist in providing the community with information about the Department's strategic direction and its commitment to results. It may also be helpful to print a color brochure of the Executive Summary to distribute to interested partners and community members to provide a quick snapshot of the plan.
- A staff member or team should have responsibility of being the Project Manager or "champion" of the plan's implementation to help ensure success. This champion is responsible for monitoring the plan's progress and works with other staff, City management, and other departments to effectively integrate the plan within operations.
- A staff member or team should be assigned accountability for each recommendation. The project lead will have responsibility for tracking progress of the plan.
- Regular reporting of the Parks and Recreation Master Plan's progress should occur. divide the plan into separate fiscal years and report one year at a time, as an ongoing annual work plan. Each action item for the year should include a list of strategies that support its completion. The strategies are developed prior to each year for the upcoming list of action items and are developed by the staff members involved in completing the action item. It is the project leader's responsibility to report on his/her action items, in a quarterly report. A suggestion is to enter each year's data on a spreadsheet or strategic planning software that lists the goals, objectives, action items, start dates, completion dates, and the name of the staff member responsible for the action items completion.

- At the end of the year, perform an annual review of the Parks and Recreation Master Plan and document any changes to objectives and action items to reflect changes in priorities. This process can be included at an annual review meeting in which successive years' objectives and action items are discussed as part of the annual budget process. Action items will tie into both the operating and capital budget process.
- Update major stakeholders on the plan's implementation and results on an annual basis.
- Conduct staff meetings on a quarterly or semi-annual basis to review the progress on implementation of the plan.
- Post a chart of each year's recommendations on office walls in administrative areas with a check-off column designating completion as part of a visual management program.
- If there are ideas for new strategies that arise throughout the year, include them on a written "parking lot" and review them as part of the annual just-in-time review to determine if they change or replace any existing strategies or action items.
- At the five-year mark of the plan, complete a shortened update, including repeating the statistically valid survey and demographic projections. Adjust existing recommendations as necessary.

Implementation Strategies

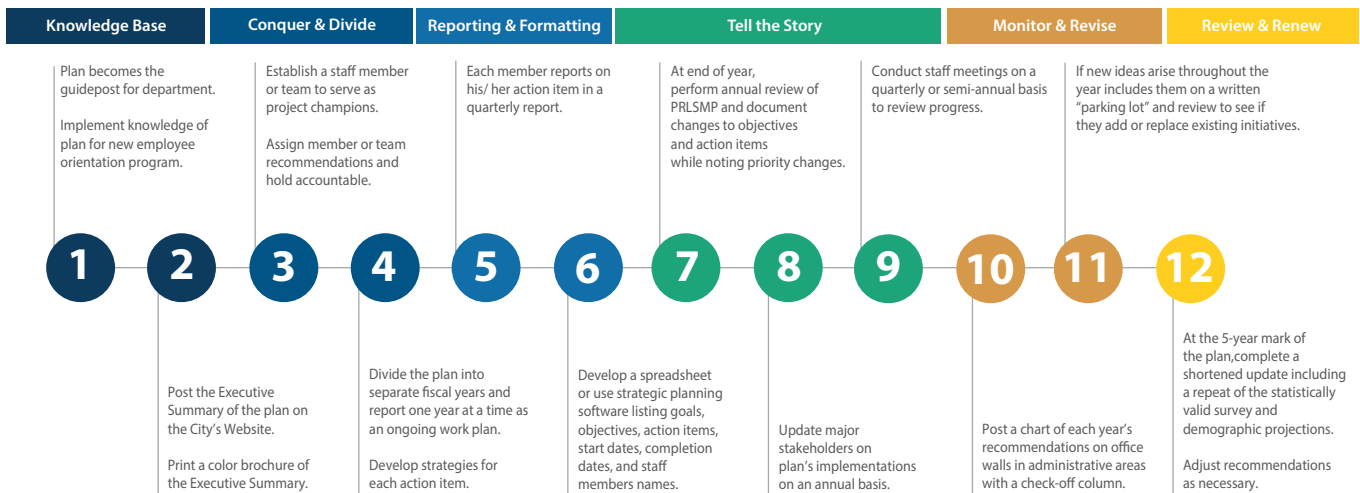
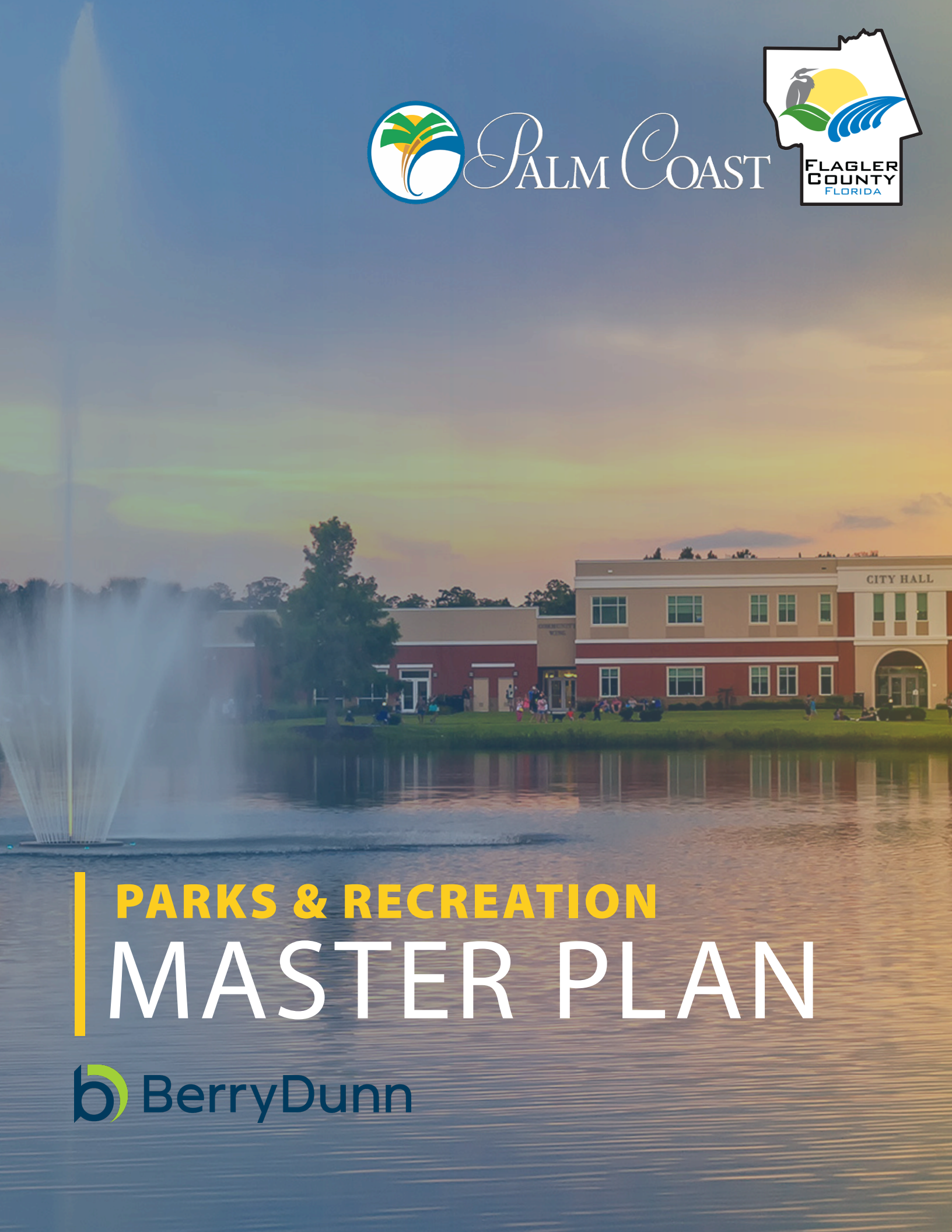


Figure 30: Implementation Strategies



PALM COAST



PARKS & RECREATION

MASTER PLAN

