



**CRA MEETING  
ZEPHYRHILLS, FLORIDA**

**Monday, June 23, 2025  
5:00 PM**

Please join the GoToMeeting  
from your computer, tablet or smartphone:

<https://meet.goto.com/855960693>

or dial in using your phone:

**+1 (646) 749-3122- Access Code: 855-960-693**

(Please mute your phone unless you wish to speak on a specific item)

**Zephyrhills  
City Hall**

**Council  
Chambers**

Call to Order — Commissioner Steven F. Spina, PhD

Roll Call — City Clerk Ricardo Quiñones

1. CITIZEN COMMENTS
2. BUSINESS ITEMS
  - 2.1 Clock Plaza Redesign Scope of Services
    1. Zephyrhills Main Street Plaza\_CSG Scope\_04-23-2025 (1)
  - 2.2 Zephyrhills Parks and Recreation Master Plan Phase II
    1. 2025-04-29 Zephyrhills PRMP\_Phase II\_LR (2)
3. CRA DIRECTOR'S REPORT
4. MAIN STREET ACTIVITY REPORT

**ADJOURN**

**\* PLEASE NOTE: This is a Public Meeting. Should any interested party seek to appeal any decisionmade by the Council with respect to any matter considered at such meeting or hearing, he or she will need a record of the proceedings, and that, for such purpose, he or she may need to ensure that a verbatim record of the proceeding is made, which record includes the testimony and evidence upon which the appeal is to be based. F.S. 286.0105. If you are a person with a disability which requires reasonable accommodation in order to participate in this meeting, please contact the City Clerk at 813/780-0000 at least 48 hours prior to the public hearing. A.D.A. and F.S. 286.26.**

## **BUSINESS ITEMS 2.1**

### Clock Plaza Redesign Scope of Services

**Issue:**

The CRA Board of Commissioners review and approve the scope of services with GAI to redesign the Clock Plaza in downtown.

**Background:**

The redesign of Clock Plaza is in the approved FY2024/2025 budget. This scope from GAI/ CSG envisions the plaza's future to better serve the city and residents' needs. The scope includes design development of three (3) concept plans, then development of a final plan with a series of 3D renderings. The final plan will include all program elements and their locations on the site, along with the necessary infrastructure and a final estimate of probable cost.

The team will conduct a community meeting at Clock Plaza to gather input from the community about the plaza design alternatives and programming. GAI/CSG will present the findings to the CRA Board for final approval. Total Cost \$72,800.

**Attachment(s):**

1. Zephyrhills Main Street Plaza\_CSG Scope\_04-23-2025 (1)

**Fiscal Impact:**

Funding for the redesign of Clock Plaza is included in the FY 2024/2025 approved budget.

**Staff Recommendation:**

Staff recommends approval of the scope of services with GAI/CSG in the amount of \$72,800.

April 23, 2025

GAI Project No. R221018.09

Ms. Gail Hamilton  
CRA Director  
5335 8th Street  
Zephyrhills, Florida 33542

## **Proposal for City of Zephyrhills Main Street Plaza Concept Design**

Dear Ms. Hamilton:

GAI Consultants' Community Solutions Group ("GAI" or "CSG") is pleased to submit this Proposal to the City of Zephyrhills ("Client") for the concept design of the City's Main Street Plaza, also known as Clock Plaza. This proposal reflects the anticipated Scope and related costs for services to be provided based on GAI's understanding of the project and the Terms and Conditions defined by the existing Professional Service Contract Citywide for CRA, Planning, and Public Works dated November 14, 2022.

### **Project Understanding**

The Main Street Plaza is a half-acre public plaza located on Main Street. CSG understands that the City is looking for concept design alternatives to envision the plaza's future and better serve the city and its residents' needs. This scope of work outlines the task of creating a concept plan design. Services for Design development, construction documentation, Civil Engineering, and Architecture Design are not included in this scope of work. The Scope Limit of Work is provided in Exhibit A.

### **Scope of Work**

Based on our understanding of the project requirements/criteria provided to date by the Client, CSG will perform the following described Scope of Services:

#### **Task 1 – Project Initiation**

- Project Initiation Meeting (Virtual): CSG will attend a virtual meeting with the Client and the project team to kick off the project. CSG anticipates that the agenda for the meeting will include project goals and objectives, schedule, milestones, team responsibilities, preliminary program, and design intent
- Site Visit and Initial Visioning Session: CSG will visit the site to document the plaza's and its surroundings' existing conditions. Following the site visit CSG will conduct a visioning session with City staff.
- Site Opportunities: CSG will produce a Presentation with the site/area opportunities and initial design intent.

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## Task 2 – Concept Design

Under this task, CSG will take the ideas from the City’s visioning session and site opportunities presentation and prepare concept plan alternatives, a final plan, and a series of 3D renderings. This task will run concurrently with Task 3: Community Meeting.

- Concept Plan: will prepare up to three (3) Conceptual Plans for the project site, indicating the placement of program elements identified by the City, and input from the Community. CSG will complete preliminary estimates of probable cost for each of the Conceptual Master Plans.
- Final Plan: Based upon comments received from the City and the Community, CSG will prepare a Final Master Plan for the project, indicating all program elements and their locations on the site, along with necessary infrastructure. CSG will complete a final estimate of probable cost for the project.
- Plan Graphics and Renderings: Throughout the Concept/Schematic sub-task, CSG will produce a series of 2d and 3d digital renderings of the plaza design, which includes:
  - Prepare one (1) Illustrative Final Master Plan Rendering
  - Prepare up to one (1) birds-eye view and two (2) street-level view renderings for each concept plan.

Additional concept plan alternatives, renderings, or videos will be considered additional services.

*Deliverables: Concept Plans, Final Plan, Graphics, and Renderings*

## Task 3 – Community and CRA Meetings

CSG proposes one (1) community meeting at the plaza to gather input from the community about the plaza design alternatives and programming. The event will be designed as an open house where participants can go and review the content at their own pace, and one (1) CRA Workshops Meeting to present the plan alternatives and community input to the CRA/Council. During this task, CSG will:

- Create printed and digital invitations with the meeting information. The city will be responsible for advertising the meeting.
- Create all the materials and participatory activities for the Community Meeting and CRA Workshop. The participatory exercises will be delivered in print format.
- CSG will create a digital version of the community meeting activities to gather additional input from those community meetings unable to attend the in-person meeting.
- Attend, facilitate, and document the meetings.
- Develop a presentation with the meeting’s input and takeaways.

Preparing and facilitating additional workshops or meetings will be considered additional services.

*Deliverables: Meeting Materials, Summary Presentation with Community Meeting Input*

**Task 4: Meetings and Project Coordination**

Throughout the project’s delivery, CSG will attend regular and special project coordination and review meetings with the Client. CSG anticipates the project’s lifespan to be five (5) months. Any meetings beyond the ones estimated below will be considered additional services.

- Project Initiation Meeting (Virtual): CSG will attend a virtual meeting with the Client to confirm the project scope, objectives, schedule, and deliverables.
- Project Progress Meetings: Four (4) virtual project progress meetings will occur throughout the project to review deliverables and/or to check on the project’s progress.
- Client Review Meetings: CSG will attend progress meetings with the Client to present the progress and final deliverables of the above items.

*Deliverable: Meeting Agendas and Notes Memo.*

**Schedule**

GAI will begin work upon receipt of a copy of this Proposal, executed and authorized below. GAI will endeavor to complete its Scope of Services within the timeframe of the Client’s schedule to complete the project, subject to excused delay occasioned by factors beyond GAI’s reasonable control.

**Compensation**

Compensation for services rendered by GAI will be paid in a lump sum or on an hourly basis, as indicated below.

Tasks	Description	Term	Fee
1	Project Initiation and Site Visit	Lump Sum	\$12,800
2	Concept Design	Lump Sum	\$36,000
3	Community Meeting	Lump Sum	\$17,000
4	Meetings and Project Coordination	Hourly	\$6,000
	Reimbursable Expenses	Direct	\$1,000
	Total Fee		\$72,800

## Reimbursable Expenses

Reimbursable expenses may include in-house and out-of-house project costs required to perform and deliver design documents, expenses related to out-of-town travel for project meetings, permit phase services, and construction phase services such as postage, courier services, overnight deliveries, mileage, rental cars, and meals. General reproduction for progress prints and permit submittals is not anticipated. Reimbursable expenses will be invoiced separately on an actual cost basis.

## Assumptions and Understandings

GAI's Scope of Services, Schedule and Compensation as set forth above have been prepared on the basis of the following assumptions and understandings:

1. Access to the project site(s) or other land upon which GAI is to conduct any field work will be available to GAI personnel in a timely manner.
2. All exploration locations will be marked and cleared by the Client for the existence of buried utility/piping structures.
3. Client has provided all its requirements for GAI's scope of services and all criteria and/or specifications that GAI should utilize at the time this Proposal is authorized. This includes any requirement for any statement of professional opinion or certification.
4. Client has provided all available information pertinent to GAI's scope of services, including previous reports/drawings; utility information; topo information, etc. at the time this Proposal is authorized. Unless otherwise noted, GAI may rely upon such information.
5. Client will give GAI prompt notice whenever it observes or otherwise becomes aware of any development that affects the scope or timing of GAI's performance.
6. Client will examine and provide comments and/or decisions with respect to any GAI interim or final deliverables within a period mutually agreed upon.
7. Any of Client's other consultant(s)/contractor(s) will cooperate and coordinate with GAI in a timely and efficient manner.
8. GAI's proposed compensation and schedule are based on receipt of authorization to proceed within thirty (30) calendar days of the date of this Proposal. GAI reserves the right to adjust its compensation if authorization to proceed is not received within thirty (30) calendar days.

## Items not included in the scope.

- Architectural services for preparing preliminary floor plans and elevations of the proposed architectural facilities for the park.
- Detailed Design and Construction Documents
- Geotechnical Services

Planning | Urban Design  
Landscape Architecture  
Economics | Real Estate

Sincerely,  
**Community Solutions Group,  
a GAI Consultants, Inc.  
Service Group**

Jon Templin  
Landscape Architecture Manager

Donald Wishart, PLA  
Director  
Landscape Architecture

Attachment:

Exhibit A – Scope Limit of Work

REQUESTED AND AUTHORIZED BY:

**City of Zephyrhills, FL**

BY:

PRINTED  
NAME:

TITLE:

DATE:

## EXHIBIT A Project Limit of Work



## **BUSINESS ITEMS 2.2**

### Zephyrhills Parks and Recreation Master Plan Phase II

**Issue:**

CRA staff presents the draft of Phase II of the Parks and Recreation Master Plan for the CRA Board review and input before the final plan will be presented.

**Background:**

The Parks and Recreational Master Plan Phase II DRAFT document for the CRA Board review. This document provides the vision for parks and provides specific recommendations for the improvement of the existing park system and guidance to meet recreation needs identified within the community. This is the draft document of the Phase II, for any input or comments before the final document is presented for final approval.

**Attachment(s):**

1. 2025-04-29 Zephyrhills PRMP\_Phase II\_LR (2)

**Fiscal Impact:**

N/A

**Staff Recommendation:**

Staff recommends the CRA Board review and provide any comments or input before final adoption of Phase II of the Zephyrhills Parks and Recreation Master Plan.



Zephyrhills, FL

# Parks and Recreation Master Plan

PHASE II

Master Plan



Prepared for:



Zephyrhills City Hall  
5335 8th Street, Second Floor  
Zephyrhills, FL 33542

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CRA Director  
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Prepared by:



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Andrea Penuela, PLA - Senior Landscape Architect

Hannah Hollinger – Senior Project Analyst

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Our mission is to provide clean and safe parks, facilities, open spaces, and leisure activities for the citizens and visitors of Zephyrhills.

- CITY OF ZEPHYRHILLS PARKS & RECREATION MISSION STATEMENT

# Introduction

The City of Zephyrhills Parks and Recreation Master Plan provides a blueprint for the improvement and enhancement of the park system. This Master Plan has been developed in multiple phases. The previous phase, completed in 2024, provides a review of existing conditions and public engagement that forms the foundation of the Master Plan. The existing conditions review provided a baseline understanding of the existing inventory of parks and facilities within the system, planning context, and programming preliminary market research. Additionally, public engagement including public workshops and a statistically-valid survey provided an understanding of the recreation needs and desires expressed by the community.

This Phase synthesizes that information to build a vision for parks and provide specific recommendations for the improvement of the existing park system and guidance to meet recreation needs. Recommendations are built on a framework developed to specifically suit the needs of Zephyrhills considering development patterns, availability of land, expressed needs and desires, and future growth. Furthermore, an implementation strategy including Capital Improvement Planning and timeframes has been developed to provide guidance throughout the implementation process.

**TABLE 1. ZEPHYRHILLS PARKS LEGEND**

PARK ID	ZEPHYRHILLS PARKS
1	Clock Plaza
2	Depot Park
3	Gunner Paw Park
4	Hercules Park
5	Krusen Park & Zephyrhills Skate Park
6	Ellis Harrold Park (formerly Lincoln Heights )
7	Shepard Park
8	Sarah Vande Berg Tennis & Wellness Center
9	Transplant Park
10	Veterans Memorial Park
11	YMCA
12	Zephyrhills Community Venue
13	Zephyr Park
14	Zephyrhills Golf Course

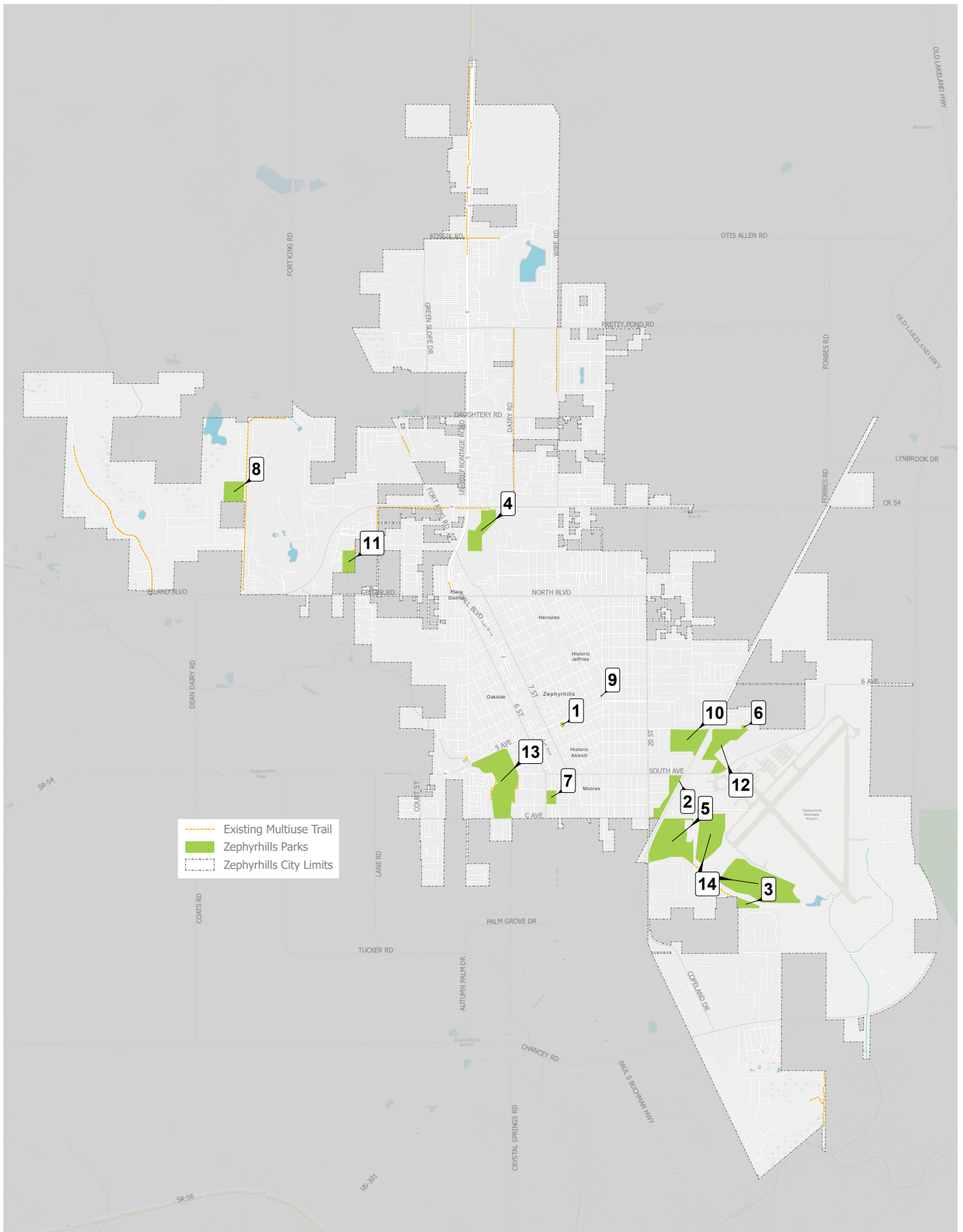


FIGURE 1. CITY OF ZEPHYRHILLS PARKS





# 01.

# Parks as a System

Based on an understanding of the existing conditions of individual parks, the following section builds an understanding of how these parks work together as a system to provide for the recreational needs of the community. A Level of Service (LOS) analysis helps determine the current service provided as well as gaps in service. LOS may be analyzed through various lenses for a robust understanding of system functioning. Acreage LOS measures the number of park acres available to residents as a ratio of total population to determine capacity needs within the system. Geographic LOS examines the geographic distribution of parks within the City and whether residents are able to reach parks within a close distance from their residence. Finally, Quality LOS determines the functional service provided by existing parks by evaluating current park condition available to park users within a determined walkshed.

## IN THIS CHAPTER

- + Acreage LOS
- + Geographic LOS
- + Quality LOS

# Acreage Level of Service

## Recommendations

According to the Recreation and Open Space Element of the City’s adopted Comprehensive Plan, an acreage-based level of service (LOS) standard is in place for “Local Parks”, which are described as a combination of neighborhood parks and community parks provided by the City. This standard requires that the City provide 4 acres of local parks per 1,000 persons.

The current LOS measurement includes all City parks with the exception of Zephyrhills Golf Course and the Zephyrhills Community Venue which are both not open for daily public use. Based on these calculations, the City is currently satisfying its LOS requirements. Population projection data demonstrates an anticipated population growth to 29,829 residents by 2050, representing a 60% increase. Maintaining the LOS standard in place would enable the City to remain in a surplus until 2050, when it will reach a deficit of 4.3 acres of local parks.

Level of Service metrics aim to measure the provision of park access to City residents. Based on limitations of public access and barriers to the implementation of

publicly accessible amenities at Sarah Vande Berg Tennis & Wellness Center, it is recommended that this property be excluded from the LOS calculation to provide a better understanding of barrier-free publicly-accessible parkland. Based on the removal of Sarah Vande Berg Tennis & Wellness Center from this calculation, the LOS would reach a deficit of 6.5 acres by 2045.

While Sarah Vande Berg Tennis & Wellness Center faces limitations to the provision of barrier-free publicly-accessible park amenities, there are opportunities to improve underutilized park land to continue to satisfy LOS requirements. The Zephyrhills Community Venue could be enhanced to provide daily access including additional amenities and providing gate access. Additionally, there may be an opportunity to reimagine the Zephyrhills Golf Course as a publicly-accessible park. Improvements to either or both of these properties would result in fulfillment of the LOS standard through 2050.

**TABLE 2. PARK LEVELS OF SERVICE FOR THE CITY OF ZEPHYRHILLS (2010-2050)**

YEAR	2010	2020	2023	2025	2030	2035	2040	2045	2050
Total Population	13,288	17,194	18,556	20,210	22,604	24,743	26,642	28,300	29,829
Acreage Needed	53.2	68.8	74.2	80.8	90.4	99.0	106.6	113.2	119.3
Acreage Provided	115.0	115.0	115.0	115.0	115.0	115.0	115.0	115.0	115.0
Surplus / Deficiency	61.8	46.2	40.8	34.2	24.6	16.0	8.4	1.8	-4.3
<b>PARK LOS STANDARD DERIVED FROM ADOPTED COMPREHENSIVE PLAN (2010): 4 ACRES PER 1,000 POPULATION</b>									
<i>SOURCE: SHIMBERG CENTER FOR HOUSING STUDIES DATA CLEARINGHOUSE (2023), ESRI (2023), PARK ACREAGE DERIVED FROM GIS DATA</i>									

# Geographic Level of Service

## Purpose

Traditionally, park planning has been guided by Level of Service standards, which focus on minimum acreage requirements and the allocation of specific park amenities based on population size. While these standards may be met in theory, they often result in park systems that are unevenly distributed, leaving many residents without adequate access. A common issue within this approach is the geographic disparity in park availability. To address this, a geographic Level of Service (LOS) framework is employed to identify and prioritize underserved areas—first by pinpointing locations with no park access, and then by recognizing areas with lower-quality parks that still fail to provide equitable service. It will ultimately help to inform future system improvements and acquisitions—ensuring that parks are equitably distributed and accessible to all residents of Zephyrhills.

## Methodology

An assessment of park accessibility in the City of Zephyrhills was conducted through a two-phase GIS-based network analysis. Both stages of the study incorporated park entry locations—identified using aerial imagery and referencing park master plans—along with the existing transportation network to determine service areas. The analysis identified sections of the city within a 10-minute walking distance from park entrances (approximately half a mile) and those within a 10-minute driving range to parks and recreation facilities (around three miles). Factors such as road hierarchy, one-way streets, and the presence or absence of sidewalks/trails were also considered, ensuring the service area reflects actual access points.

A 10-minute walk to a park is widely accepted as a reasonable distance that residents are likely willing to travel by foot, aligning with national standards in parks and recreation planning. The additional evaluation based on a 10-minute drive accounts for the city's varied development patterns, distinguishing between the more connected grid-based downtown core and the suburban-rural residential areas on the outskirts. While the downtown district is not highly urbanized, its layout fosters easier connectivity, whereas rural residential areas may necessitate longer drives to access parks.

## 10-Minute Walk

The 10-Minute Walk analysis evaluating Level of Service (LOS) included all publicly accessible city parks that are larger than pocket parks. The 10-minute service areas for each park entrance were layered to create a coverage “bubble” around each park, represented in blue. Certain parks were excluded from the study including pocket parks, i.e., Clock Plaza and Transplant Park, as well as privately operated parks that do not provide daily public access, i.e., Zephyrhills Golf Course and the Sarah Vande Berg Tennis & Wellness Center. Additionally, the analysis incorporated a 10-minute walk to the nearby Samuel Pasco Athletic Park (denoted with a blue hatch), which, although not maintained by the city, is frequently used by residents due to its close proximity to city limits.

The findings highlighted significant portions of the city where existing residents (marked in dark yellow) and potential future residential areas (marked in light yellow) lack access to a park within a 10-minute walk, particularly in the northern and western regions, sections of downtown, and the southern part of the city. While downtown is more interconnected than the outskirts, it still has gaps in walkable park access. However, the presence of HOA parks (represented in dark green) may provide temporary relief of these underserved areas by serving neighborhoods with limited park access. Lastly, some areas do not require park service (shown in gray), including commercial and industrial zones, as well as the Zephyrhills municipal airport.

These gaps will be used in the land acquisition strategy.

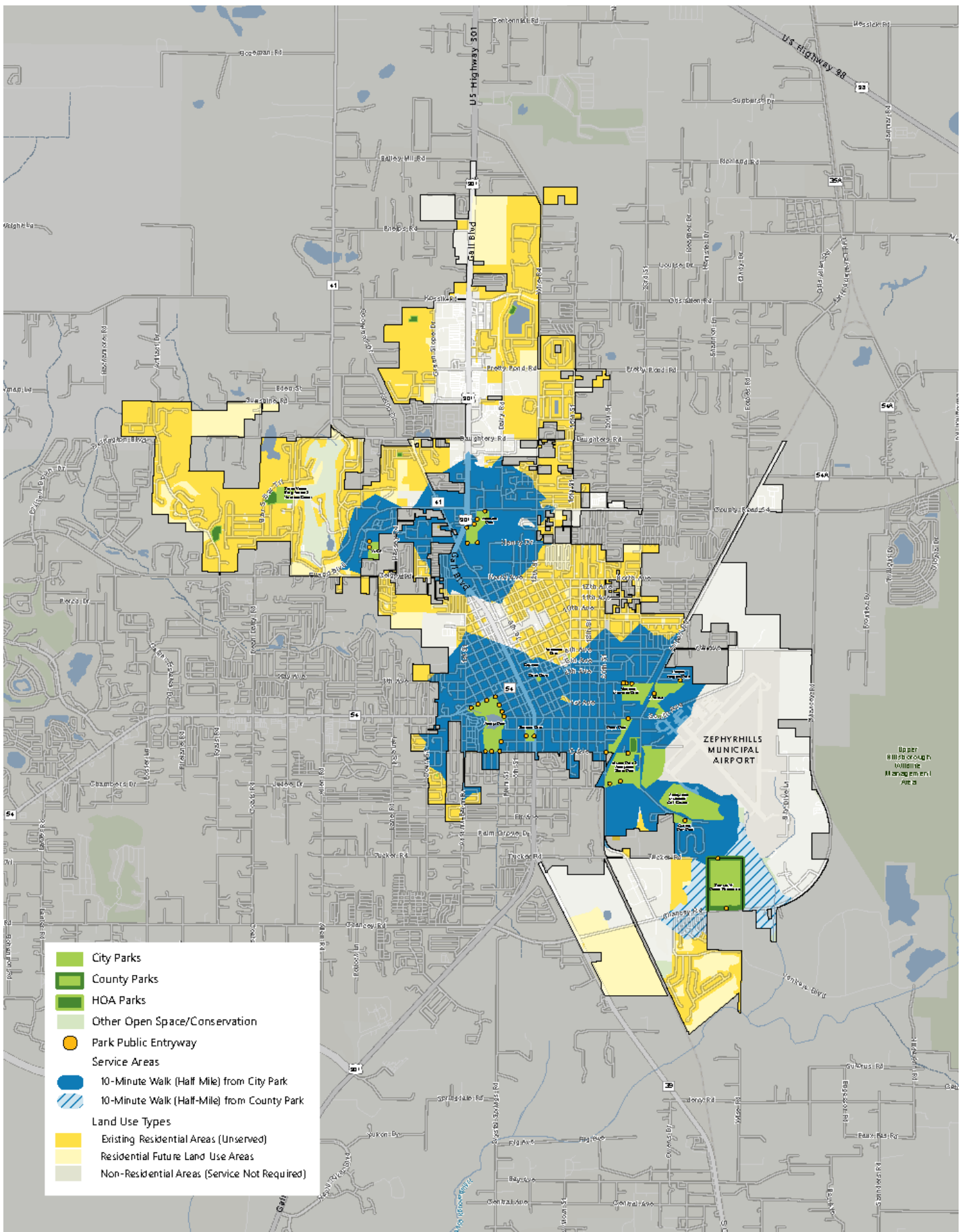


FIGURE 2. ZEPHYRHILLS PARKS 10-MINUTE WALKSHED

## 10-Minute Drive

The 10-Minute Drive analysis assessing Level of Service (LOS) considered all publicly accessible city parks that are larger in scale and provide amenities that serve not just individual neighborhoods but the broader community. These parks include Hercules Park, Krusen Park, Veterans Memorial Park, Zephyrhills Community Venue, and Zephyr Park.

To illustrate accessibility, the 10-minute service areas for each park entrance were layered to create a coverage “bubble” around each park, represented in blue, complementing existing 10-minute walk access. Privately operated parks that do not provide daily public access—Zephyrhills Golf Course and the Sarah Vande Berg Tennis & Wellness Center—were excluded from the analysis.

Findings indicate significant portions of the city where residents (marked in dark yellow) and potential future residential areas (marked in light yellow) lack access to a park within a 10-minute drive, with the western region of the city being particularly underserved. The presence of HOA parks (represented in dark green) may help mitigate these gaps by providing local recreational space for those western neighborhoods with limited park access. Additionally, some areas—such as commercial and industrial zones, along with Zephyrhills Municipal Airport—do not require park service and are represented in gray.

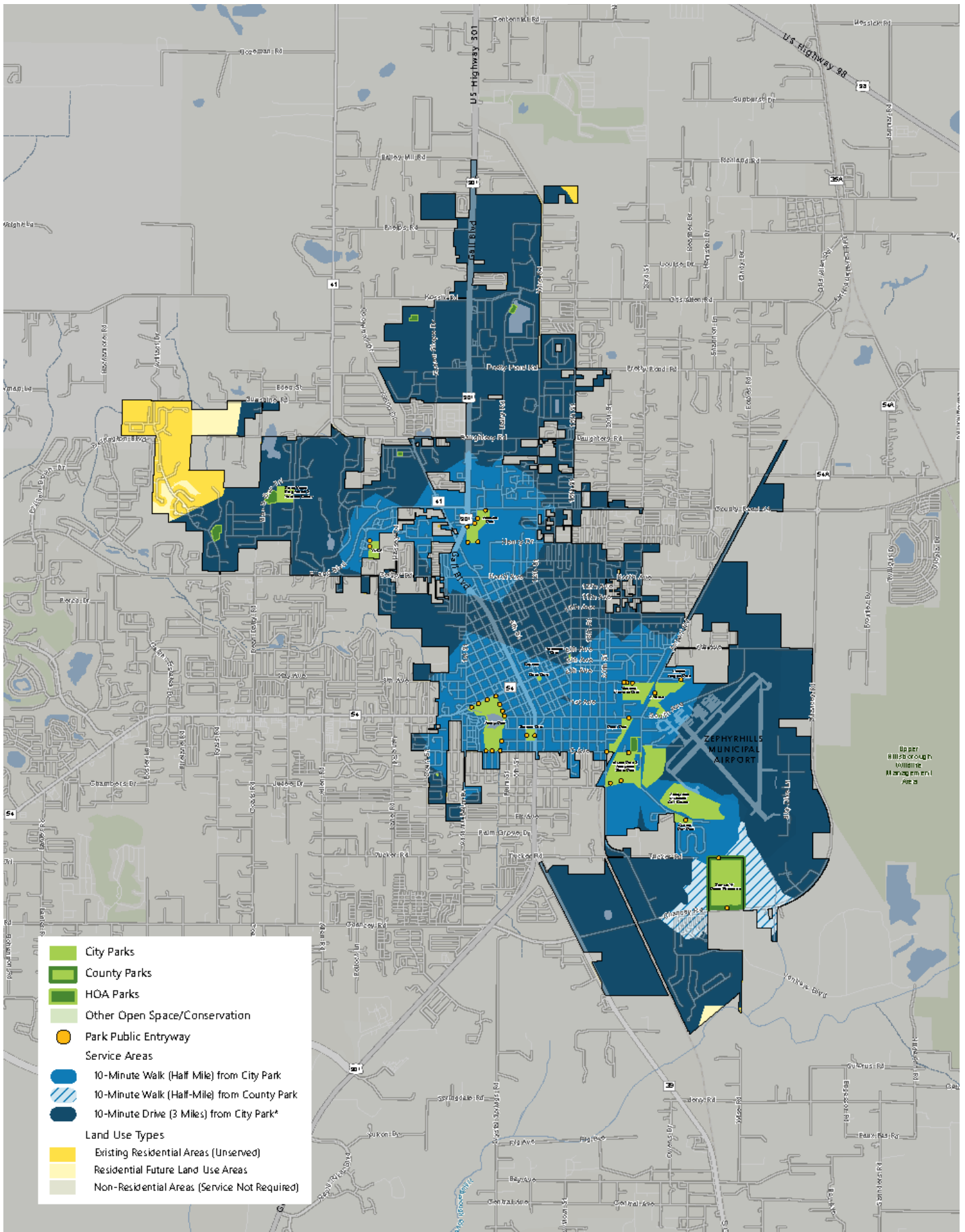


FIGURE 3. ZEPHYRHILLS PARKS 10-MINUTE DRIVESHED

# Quality Level of Service

## Park Scores

As a result of the park evaluations, the following park scores have been developed. Each park score is composed of an Asset Score, reflecting the conditions of the individual park assets, and the Design & Ambiance score providing a holistic overview of the user experience. The final park score represents the average of both of these scores.

### Asset Score

The GIS inventory gathered information on existing amenities such as courts, fields, and playgrounds as well as supporting infrastructure such as lights and benches. Items were individually rated as Exceeds Expectations (3), Meets Expectations (2), Below Expectations (1), or Functionally Obsolete (0).

### Design and Ambiance Score

The Design and Ambiance evaluation is designed to provide insight into user experience of each park site and provide context for current usage and factors contributing to that usage. Evaluation consisted of field notes evaluating park ambiance, functionality, safety and comfort, and accessibility. Following this evaluation, observations were converted into scores to provide a comparative tool for user experience following the same scale as the GIS inventory. Park types and site constraints were taken into consideration in assigning scores for these categories.

#### Function

The following factors were considered to determine a park's function.

- First Impression - is the park welcoming?
- Comfort - is there sufficient shade? places to sit?
- Things to Do - are there a variety of recreational amenities present?

- Functionality - are amenities used per their intended use? does the park have regular users?
- Circulation Patterns - are there clear pathways and identifying wayfinding?
- Inclusivity - does the park provide amenities for all ages and abilities? are amenities ADA compliant?
- Sociability - does the park provide spaces for gathering and socializing?
- Sense of Place - does the park feel like a city park?
- Infrastructure - are there any overarching structural issues i.e. sidewalk buckling, drainage issues, etc?

#### Accessibility

- Pedestrian Access - can pedestrians/cyclists safely reach the park?
- Daily Park Access - is the park open for daily use?
- Clear and Marked Entrances - are park entries marked?
- ADA Accessibility - does the park meet ADA requirements?

#### Safety

- Visibility - does the park provide a reasonable line of sight to all amenities from parking lot/entry points?
- Hazards - are there any safety hazards present?
- Stewardship - are there regular park users? community organizations?

TABLE 3. PARK SCORES MATRIX

PARK NAME	Clock Plaza	Depot Park	Gunnar Paw Park	Hercules Park*	Krusen Park	Ellis Harrold Park	Shepard Park	SVB**	Transplant Park	Veterans Memorial Park	YMCA	Zephyrhills Community Venue	Zephyr Park	Zephyrhills Golf Course**
<b>PARK SCORE</b>	1.9	1.7	1.8	3.0	1.8	2.0	1.3	-	1.7	1.7	1.8	1.2	1.9	-
<b>ASSET SCORE</b>	2.0	1.7	1.8	3.0	1.6	2.3	1.1	-	1.5	1.5	1.8	1.5	1.8	-
Active Amenities	-	0.5	1.5		1.5	2	0		-	-	1	-	2.2	
Passive Amenities	2	1.5	-		1.5	2	-		-	-	-	2	2	
Buildings	2	2.5	2		1.6	-	1.3		-	1	2	-	2	
Sports Courts	-	-	-		1	2	1		-	-	-	-	1	
Sports Fields	-	-	-		1.6	-	-		-	-	-	-	-	
Furnishings	2	1.9	-		2	-	-		2	1.5	2	1	1.9	
Signage	-	2	2		2	3	2		1	2	2		1.7	
<b>DESIGN &amp; AMBIANCE SCORE</b>	1.9	1.8	1.9	-	1.9	1.8	1.4	-	1.8	2.0	1.8	0.9	2.0	-
<b>FUNCTION</b>	2.0	2.1	1.6	-	1.8	1.6	1.1	-	1.7	1.9	1.8	0.7	2.0	-
First Impression	2	3	2		2	2	1		2	2	1	1	2	
Comfort	3	2	1		2	1	2		2	2	2	0	3	
Things to Do	2	2	2		3	2	1		2	1	2	1	3	
Functionality	2	2	1		2	2	0		2	2	2	0	2	
Circulation Patterns	2	2	1		1	1	0		1	2	2	0	2	
Inclusivity	2	2	2		1	1	1		1	2	2	0	2	
Sociability	2	2	2		2	2	2		2	2	2	2	2	
Sense of Place	2	3	2		2	2	2		2	2	2	0	2	
Infrastructure	1	1	1		1	1	1		1	2	1	2	0	
<b>ACCESSIBILITY</b>	2.25	2	2	-	2	1.75	1.5	-	1.75	2	1.5	0	2	-
Pedestrian Access	2	2	2		2	2	2		2	2	1	0	2	
Daily Park Access	2	2	2		2	2	2		2	2	2	0	2	
Clear and Marked Entrances	3	2	2		2	2	1		2	2	1	0	2	
ADA Accessibility	2	2	2		2	1	1		1	2	2	0	2	
<b>SAFETY</b>	1.3	1.3	2	-	2	2	1.7	-	2	2	2	2	2	-
Visibility	2	1	2		2	2	2		2	2	2	2	2	
Hazards	1	1	2		2	2	1		2	2	2	2	2	
Stewardship	1	2	2		2	2	2		2	2	2	2	2	
<b>* UNDER CONSTRUCTION, NO SITE VISIT PERFORMED, ALL NEW AMENITIES, ** OPERATED PRIVATELY</b>														

## Quality Level of Service

Utilizing the park scores, the Level of Service can be observed through the lens of the quality of recreation spaces accessible within close proximity to Zephyrhills residents. This process superimposes park scores on Geographic LOS service areas to approximate the quality of service provided to geographic areas of the City. In this analysis, higher scores are layered over lower scores with the assumption that if a resident lives within overlapping service areas, they will have access to and choose to visit the park with better quality services. This tool serves to understand the condition recreation opportunities provided and guide prioritization for improvement of existing parks.

This overlay is based on the Geographic LOS - 10 minute walk and therefore excludes pocket parks, i.e. Clock Plaza and Transplant Park, and privately-operated parks which do not provide daily public access, i.e. Zephyrhills Golf Course and Sarah Vande Berg Tennis & Wellness Center. Additionally, Samuel Pasco Athletic Park is not maintained by the City and is shown as providing an unscored service area.

Based on this analysis, improvements to Shepard Park have could have the greatest impact in providing high quality service to the surrounding community who call this park their only close-to-home park. Improvements may reduce distance traveled to a park for these residents and increase utilization rates.

**TABLE 4. PARKS CONTRIBUTING TO QUALITY LOS**

ZEPHYRHILLS PARKS	PARK SCORE
Depot Park	1.7
Gunner Paw Park	1.8
Hercules Park	3.0
Krusen Park & Zephyrhills Skate Park	1.8
Ellis Harrold Park (formerly Lincoln Heights )	2.0
Shepard Park	1.3
Veterans Memorial Park	1.7
YMCA	1.8
Zephyrhills Community Venue	1.2
Zephyr Park	1.9

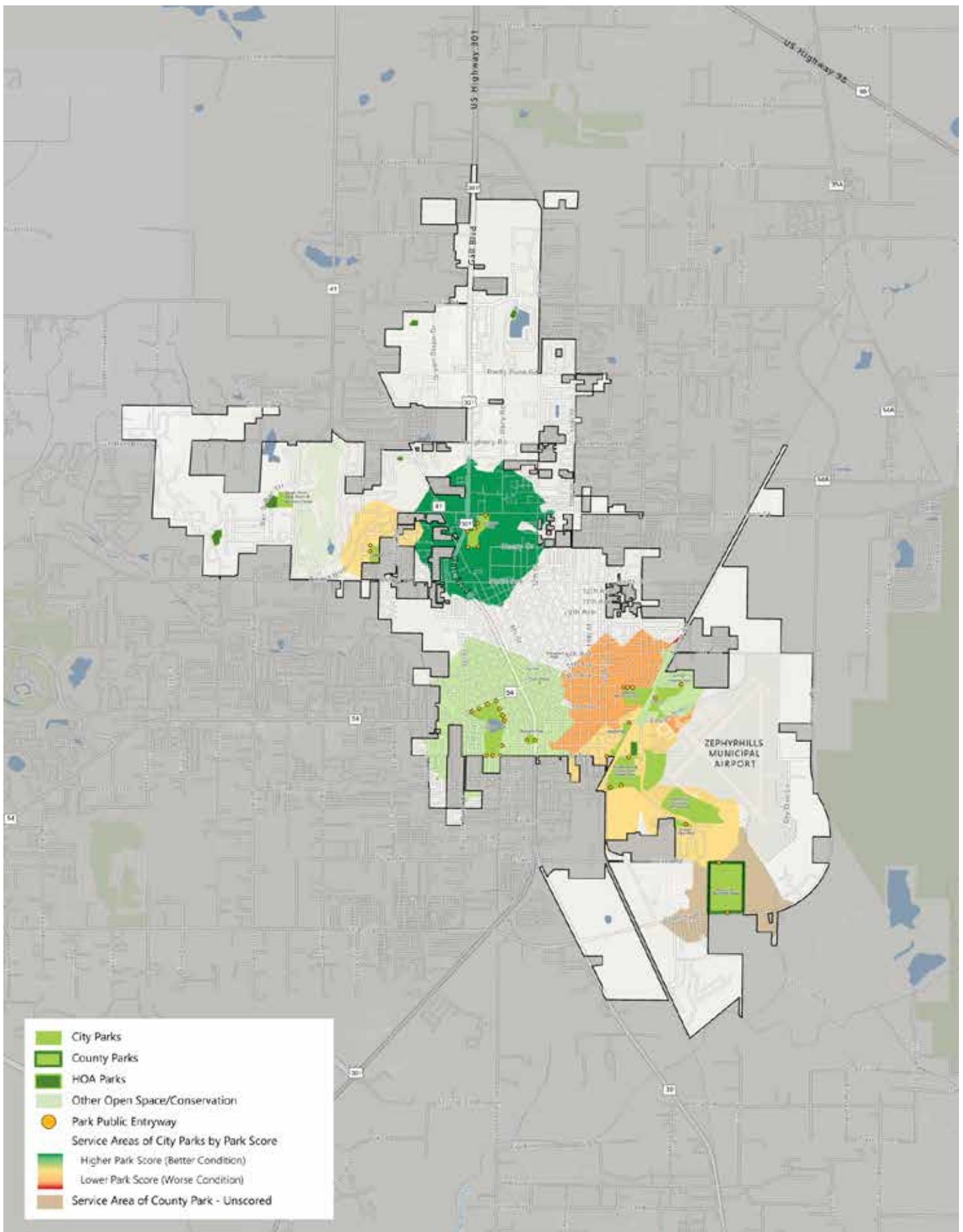


FIGURE 4. ZEPHYRHILLS PARKS QUALITY OF SERVICE





# 02. Vision

The foundation of the Vision comes from an understanding of the current conditions of the Zephyrhills park system in conjunction with community identified issues and needs. Guiding Principles provide a blueprint for future decisions regarding parks and recreation within the City. Given the current organizational structure of Parks and Recreation within the City and future goals of expansion for the provision of recreation programming, these have been divided into Guiding Principles based on the existing system *Today* and Guiding Principles that can guide the system into the *Future*.

## IN THIS CHAPTER

- + Guiding Principles

KEY OUTCOME

Prioritizing the maintenance and improvement of existing parks will ensure that a consistent high-quality standard is provided at all parks throughout the City.

## Maintain and Improve Existing

### Objectives

- Balance new growth with continued maintenance and improvement of existing City parks.
- Provide standardized high-quality parks throughout the City.

### Implementation Strategies

- Improve existing parks to meet newly established Site Equity Standards by implementing Park Recommendations.
- Replace and renovate amenities and furnishings nearing the end of their useful life cycle.
- Maintain GIS-asset inventory for future tracking.
- Implement Zephyr Park Master Plan.
- Incorporate Sustainability Guidelines into park enhancements.
- Consider the possibility of converting the Zephyrhill Golf Course into a community park.

PARKS AND RECREATION TODAY  
WHAT CAN WE DO WITH WHAT WE HAVE?

KEY OUTCOME

Providing safe and comfortable pathways both to parks and within parks will remove barriers to park use, widen transportation choices, and enhance livability.

## Improve Walkability and Connectivity

### Objectives

- Provide ADA accessible parking and pathways to all park amenities.
- Ensure connectivity between amenities to remove barriers to use.
- Provide safe crossings into parks from residential.
- Expand opportunities for walking, running, and biking throughout the City.

### Implementation Strategies

- Conduct ADA Transition Plan to identify ADA improvements needed within parks.
- Expand sidewalk network within parks to suitably connect park amenities and provide walking loops.
- Identify and implement pedestrian crossing locations and interventions connecting parks to adjacent residential uses.
- Determine and evaluate potential trails throughout the City.
- Support other City-led trail projects such as the From Based Code Greenway and CRA trail efforts.

KEY OUTCOME

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Enhancing user experience and comfort will increase the functionality of parks enhancing their general appeal and increasing usage.

---

## Enhance User Experience and Comfort

### Objectives

- Create comfortable parks that encourage visitors to linger and return.
- Support feelings of safety within parks and discourage undesired and nuisance activity.

### Implementation Strategies

- Preserve existing tree canopy of healthy large trees.
- Provide tree canopy along pedestrian paths, parking lots, and near park amenities to increase shade cover.
- Address shade through shade structures as appropriate.
- Improve existing parking areas including restriping, signage, additional lighting, and shade tree canopy.
- Provide area lighting at all parks to enhance natural surveillance and expand functional park hours to provide park use opportunities on cool Florida evenings.
- Incorporate CPTED Design Guidelines into park enhancements.

PARKS AND RECREATION TODAY  
WHAT CAN WE DO WITH WHAT WE HAVE?

KEY OUTCOME

An integrated communication strategy will ensure residents are aware of park offerings and enhance transparency.

## Communicate Offerings

### Objectives

- Establish consistent visual branding throughout parks to enhance awareness of park offerings.
- Reach City residents through clear and constant communication of offerings.

### Implementation Strategies

- Develop a park system brand and implement standardized signage and wayfinding throughout the park system.
- Improve and expand communication strategies to include broad coverage including email, social media, and text messages along with traditional forms of communication.

KEY OUTCOME

A proactive approach to the provision of park services in the face of growth will ensure that the park system will continue to meet the demands of both new and existing residents.

## Deliver Park Services

### Objectives

- Strive to provide all residents of Zephyrhills with park access within a 10-minute walk.
- Provide park amenities to respond to residents' changing needs and desires.
- Supply nature-based recreation opportunities to allow residents to experience nature and foster stewardship for the natural environment.

### Implementation Strategies

- Implement Park Recommendations to incorporate new park amenities.
- Utilize existing vacant land, collaborate with partners, such as developers and Pasco County, and/or acquire land to develop parks in key locations as determined through the Level of Service Vision Map.
- Incorporate Sustainability Guidelines into park enhancements.

KEY OUTCOME

---

Increasing program offerings will meet the expressed need of community residents and enhance access to healthy lifestyles.

---

## Increase Program Offerings

### Objectives

- Support and promote youth and teen programs.
- Support and promote disability-friendly program offerings.
- Provide team sports and athletic programs.
- Increase access to aquatics programs.
- Grow adult/senior programming.

### Implementation Strategies

- Leverage existing partnerships with Pasco County and YMCA to meet recreation needs.
- Follow guidance of Provide Recreation Places: Buildings and Facilities and Expand Operations.

KEY OUTCOME

---

Recreation facilities will support expanded program offerings and help to meet the recreational needs of the community.

---

## Provide Recreation Places: Buildings and Facilities

### Objectives

- Provide public indoor sports courts/ gymnasium.
- Provide aquatics.
- Provide recreation center.

### Implementation Strategies

- Consider improvements to the YMCA facility.
- Determine future of Alice Hall Community Center.
- Partner with Pasco County to develop and operate a recreation center including indoor gymnasium and aquatics.

KEY OUTCOME

Expanding Operations will support additional functions to be provided by the parks system beyond those currently available to enhance quality of life within Zephyrhills.

## Expand Operations

### Objectives

- Create a dedicated parks and recreation department.
- Maintain and expand City partnerships.
- Establish dedicated funding sources for department operations.

### Implementation Strategies

- Develop Operations & Maintenance Master Plan to understand staffing and funding needs.
- Develop partnership strategy to provide recreation within the City. Consider existing partners such as the YMCA and Pasco County.
- Explore new funding mechanisms, such as dedicated sales tax or user fees.
- Develop fee structure approach and philosophy.





# 03.

## Recommendations and Implementation

The Vision results in a series of recommendations that bridge the gap between the existing conditions of the park system and the aspirational goals determined through the vision. Recommendations include policy changes to create equitable park experiences, site-specific recommendations, and a land acquisition strategy as well as recommendations for other projects to guide future expansion of recreational programming. Implementation is based on the Capital Improvement Plan which provides planning costs and timeframes for the execution of projects outlined in this plan.

### **IN THIS CHAPTER**

- + Site Equity Standards
- + Sustainability Guidelines
- + Crime Prevention Through Environmental Design (CPTED) Guidelines
- + Site-Specific Recommendations
- + Land Acquisition Strategy
- + Capital Improvement Plan

# Site Equity Standards

Establishing Site Equity Standards seeks to provide equitable access to recreational opportunities throughout the City of Zephyrhills. These Site Equity Standards provide a baseline for the minimum size of each park, geographic distribution, and amenities that each close-to-home park must include in order to meet the Level of Service. Site Equity Standards provide baseline expectations for all parks and guide recommendations for the enhancements to existing parks and provide guidance for new parks. For infill parks, land availability may limit size compliance but should aim to incorporate park elements.

## Requirements

### Size

Min. 2 acres

### Geographic LOS

½-mile (10-minute walk)

### Elements

- Standard Zephyrhills Park Signage
- Walking loop/trails with canopy shade and seating
- Min. 0.25 acre Unprogrammed Open Space
- Play area
  
- Sports Court or Sports Field  
Type determined based on parcel size and site-specific public engagement needs
- Picnic Pavilion(s) and Tables
- Area Lighting
- Crosswalks from surrounding residential areas
- Bike rack
- Designated ADA Parking

## Design Considerations

- Engage neighborhood in park planning process to determine specific amenities desired by residents
- Provide periodic bench seating along primary pathways and walking loops.
- Preserve unprogrammed space within park and maintain some passive uses.
- Position play areas away from sports courts near parking, but away from streets. Provide fencing when play areas abut vehicular traffic.
- Place sport lighting away from surrounding residential areas.
  
- Incorporate seating, picnic areas, and pavilions near play areas to provide gathering spaces (e.g., pavilion, outdoor stage, grouped picnic tables/benches) and weather protection.
- Provide landscape buffers against adjacent residential property to separate public and private property.



FIGURE 5. SAMPLE PARK LAYOUT FOLLOWING SITE EQUITY STANDARDS

## Sustainability Guidelines



Sustainability is a broad term aiming to develop current management practices that meet today's needs while protecting resources for the enjoyment of future generations. While sustainability is generally associated with environmental stewardship, these management practices also help protect economic resources and promote healthy communities.

In general, sustainability recommendations in parks aim to accomplish the following goals:

1. Protect existing natural resources and habitats
2. Efficiently manage park resources for best environmental, economic, and cultural outcomes
3. Provide opportunities for nature-based recreation and environmental education

## Natural Resource Management

### Protect and Manage Wildlife

Natural areas can be great assets for communities, but it is important that these are managed and protected to preserve biodiversity while fostering positive relationships between people and the natural world.

Strategies:

- Control and manage invasive species
- Promote activities that lead to habitat creation and conservation
- Manage human-wildlife interaction
- Protect species in need of conservation

### Preserve Native Vegetation

Preserving and promoting native canopy and vegetation helps protect natural processes occurring within parks land and take advantage of green spaces to provide ecological services to the community. This protection also reflects cost savings for the system by reducing the need for landscape maintenance and irrigation costs, erosion control, and cost of non-natural shade structures.

Strategies:

- Plant drought tolerant Florida-friendly vegetation
- Preserve/Increase tree canopy



## Park Infrastructure

### Implement Green infrastructure

Green infrastructure strategies help manage stormwater runoff and reduce flooding while improving water quality. When implemented, these soft engineering practices are resilient systems with strong opportunities for public engagement and education.

Strategies:

- Manage stormwater through Low Impact Development (LID) practices, including bioswales and permeable paving
- Limit additional hardscape to prevent additional runoff

### Implement Environmentally Friendly Building Practices

Environmentally friendly building practices reduce energy costs that improve both the environmental and economic impact of facilities on the system.

Strategies:

- Upgrade to LED lighting and low-flow plumbing fixtures
- Replace older inefficient structures with upgraded construction

### Leverage technology

Technological applications for parks increase efficiencies and provide access to new sustainability practices.

Strategies:

- Install vehicle charging stations and solar systems
- Utilize rain sensors and smart controls for irrigation systems



## Community Stewardship

### Promote healthy activities in nature

Promoting healthy activities in nature helps create stewardship towards the natural world while providing residents with wellness opportunities and promoting healthy living.

Strategies:

- Increase accessibility to and opportunities for walking and biking to and within parks
- Promote nature-based recreation opportunities.

### Provide public engagement and education activities

Public engagement can be an inexpensive way of influencing residents to develop a sense of stewardship for natural land and processes while encouraging sustainable practices beyond the Parks & Recreation System.

Strategies:

- Offer environmental education opportunities
- Set up educational kiosks and interpretative signage

### Reduce landfill waste

Reducing landfill waste reduces energy-intensive transportation of waste to landfills and eliminates hazardous and toxic chemicals leaching into soil and groundwater. Promoting this practice has the effect of extending the practice beyond the Parks & Recreation System while reducing maintenance costs associated with litter pick-up.

Strategies:

- Promote recycling and provide recycling stations
- Reduce the use of plastic bottles through water filling stations

# Crime Prevention Through Environmental Design (CPTED) Guidelines

Crime Protection Through Environmental Design (CPTED, pronounced “sep-ted”) is an approach to reducing crime through the design and management of the built environment. CPTED strategies aim to reduce targeting of victims, deter offender decisions preceding criminal acts, and build a sense of community among residents to reduce opportunities for crime and fear of crime.



## Natural access control

Natural access control aims to reduce opportunities for crime by restricting access to a site creating defensible entry points that provide safe entry for users of the space, while dissuading criminal activity. Access control uses design to clearly differentiate between public and private space and controls flow of users through lighting and landscape.

### Recommendations:

- Clearly marked entry points
- Fences where necessary – Restrict number of entry points into an amenity
- Lockable gates & Building locks – Reduce access into specific areas/after-hours
- Strategic lighting – Lead users to specific entry points and prevent use of undesired amenities after hours

## Natural surveillance

Natural surveillance focuses on creating clear unobstructed views to prevent crime. By increasing visibility, there is less opportunity for criminals to hide and engage in undesired activities. This strategy also reduces ambush points, or areas where criminals can hide and attack a victim.

### Recommendations:

- Group like activities together – Allow observation into surrounding facilities, causing intruders to stand out
- 2’ – 6’ rule – Maintain landscape cleared above 2’ and below 6’ to allow visibility and surveillance
- Right plant, right place – Plant and maintain landscape to allow visibility
- Lighting – Avoid lighting that will create glare or low-light spots



## Territoriality

Territoriality relies on developing a sense of ownership by park users. This empowers community members to challenge/report intruders and increase surveillance into the facility. This strategy causes intruders to stand out and deters criminal activity.

### Recommendations:

- Celebrated entry – Define a facility and create a clear boundary/sense of entry
- Encourage volunteer partnerships – Encourage a sense of ownership within the community
- Materiality – Provide cohesive design throughout the park that defines park vs. non-park boundary
- Buffer/separate private non-facility property – Define the territory as a public amenity and encourage use of the space

## Maintenance

A well-maintained space reinforces the idea that someone is observing and caring for a space. Observing and repairing vandalism dissuades repeat vandalism while maintaining lighting and landscape ensures natural surveillance.

### Recommendations:

- Maintain landscape and lighting – Ensure natural surveillance
- Repair vandalism – Reinforce sense of ownership and perception of surveillance
- Select durable items – Prevent vandalism and reduce maintenance costs

# Park Specific Recommendations

The following recommendations provide site-specific guidance for existing Zephyrhills Parks following the vision laid out through the Guiding Principles.



## **Clock Plaza**

### Maintain and Improve Existing

- Bandstand renovation
- Hardscape improvements
- Dumpster relocation and screening

### Communicate Offerings

- Park signage



## **Depot Park**

### Maintain and Improve Existing

- Replace playground structure
- Provide sports court

### Improve Walkability and Connectivity

- Provide crosswalk along Blue Jay Ave
- Add connections to picnic tables and replace surface
- Restripe parking lot by playground and provide ADA parking and connection
- Provide bike rack near playground

### Enhance User Experience and Comfort

- Provide lighting along pathways

### Communicate Offerings

- Park signage



## **Gunnar Paw Park**

### Maintain and Improve Existing

- Replace playground equipment and expand fenced in area
- Add dog park equipment and seating

### Improve Walkability and Connectivity

- Provide bike rack

### Enhance User Experience and Comfort

- Parking lot - shade trees and lighting

### Communicate Offerings

- Park signage



### Hercules Park

- Newly renovated;  
no recommendations



### Krusen Park & Zephyrhills Skate Park

Maintain and Improve Existing/  
Provide Recreation Places

- Site-Specific Master Plan to include:
  - Optimized field re-locations
  - Connecting loop walk
  - Potential Community Center & Aquatics
  - Enhanced parking and lighting
  - Event lawn
  - Additional play areas



### Ellis Harrold Park (formerly Lincoln Heights Park)

Maintain and Improve Existing

- Replace playground equipment
- Improve Walkability and Connectivity

- Sidewalk connection
- Bike rack

Communicate Offerings

- Park signage



### Shepard Park

#### Maintain and Improve Existing

- Land Acquisition
- Site-Specific Master Plan
- Site-Specific Master Plan Implementation
  - Replace sports court
  - Add playground
  - Walking loop
  - Picnic pavilion(s)

#### Communicate Offerings

- Park signage



### Sarah Vande Berg Tennis and Wellness Center

- No recommendations



### Transplant Park

#### Maintain and Improve Existing

- Interior sidewalk
- Little Free Library

#### Communicate Offerings

- Park signage



### **Veteran’s Memorial Park**

#### Maintain and Improve Existing

- Add play area
- Add sports court or field

#### Enhance User Experience and Comfort

- Parking lot: re-stripe, wheel stops, lighting, shade trees
- Replace crape myrtles

#### Communicate Offerings

- Park signage



### **YMCA**

#### Maintain and Improve Existing

- Replace playground and surfacing
- Add picnic area
- Provide walking loop

#### Enhance User Experience and Comfort

- Provide lighting along pathways

#### Communicate Offerings

- Park signage



### **Zephyrhills Community Venue**

#### Maintain and Improve Existing

- Site-Specific Master Plan
- Site-Specific Master Plan Implementation
  - Formal parking lot
  - Event Lawn
  - Walking loop
  - Shade trees
  - Connection with Ellis Harrold Park
  - Periodic bench seating
  - Picnic area
  - Lighting

#### Communicate Offerings

- Park signage



## **Zephyr Park**

### Maintain and Improve Existing

- Implement Master Plan

### Communicate Offerings

- Park Signage



## **Zephyrhills Golf Course**

### Maintain and Improve Existing

- Evaluate the long term viability of the Zephyrhills Golf Course and consider converting it to park space

### Communicate Offerings

- Park signage

# Other Projects

Additionally, the following recommendations provide systemwide improvements and are not tied to specific park sites.



## **ADA Transition Plan**

The ADA Transition Plan will provide an evaluation of compliance with the Americans Disabilities Act at City parks. This Plan will provide the City with a review of existing issues and corrective actions to ensure compliance of park infrastructure.



## **Park System Brand & Wayfinding Standards**

The Park System Brand & Wayfinding Standards will create a brand specific to Zephyrhills Parks which can enhance resident awareness of park offerings. Based on this park system brand, Wayfinding Standards will be developed to provide identifiable park signage including standardized park entry signage and directional signage.



## **Operations & Maintenance Master Plan**

The Operations & Maintenance Master Plan will provide guidance to the City of Zephyrhills for the expansion and provision of recreation programs. This Plan will detail how the City can provide recreation programming through additional staffing and partnerships. The plan will outline the transition to a parks and recreation department including an understanding of operations and maintenance costs and a cost recovery philosophy and strategy.

# Land Acquisition Strategy

The Zephyrhills parks system is designed as a connected network of recreational spaces that not only address current gaps in service but also adapt to the evolving needs of the community. The Zephyrhills Parkland Acquisition Strategy Map highlights key areas where new parks can be developed in underserved locations, ensuring all residents have convenient access to a park within a 10-minute walk.

## **Priority Target Areas**

These areas have been identified as the highest priority for new parks, as current residents have minimal access to park space.

- Area A: Acquiring park space in the downtown area would significantly benefit nearby residential neighborhoods due to the interconnected street network, making access convenient. Since there is limited undeveloped City-owned property in this region, securing new land would likely be necessary.
- Area B: Located farther from the gridded downtown area, this residential zone has a large existing population lacking access to parks, along with planned future development. While some HOA parks are present, they offer limited amenities and may not fully meet community needs. As there are currently no City-owned properties available for evaluation, new land acquisition or coordination with upcoming residential development would be required.

## **Secondary Target Areas**

These areas are a lower priority for immediate park development, as they either have access to high-quality HOA parks or a smaller number of currently underserved residents. However, they should remain a consideration as new residential areas emerge.

- Area C: This area benefits from newer HOA parks, which may be sufficient for the short term. However, acquiring a city park in the future would enhance publicly accessible recreational space.
- Area D: Expected to develop as a residential mixed-use zone based on future land use plans, this area would be best served by a community park as new residents move in.

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The City of Zephyrhills aims to provide parks within a 10-minute walk of all residents.

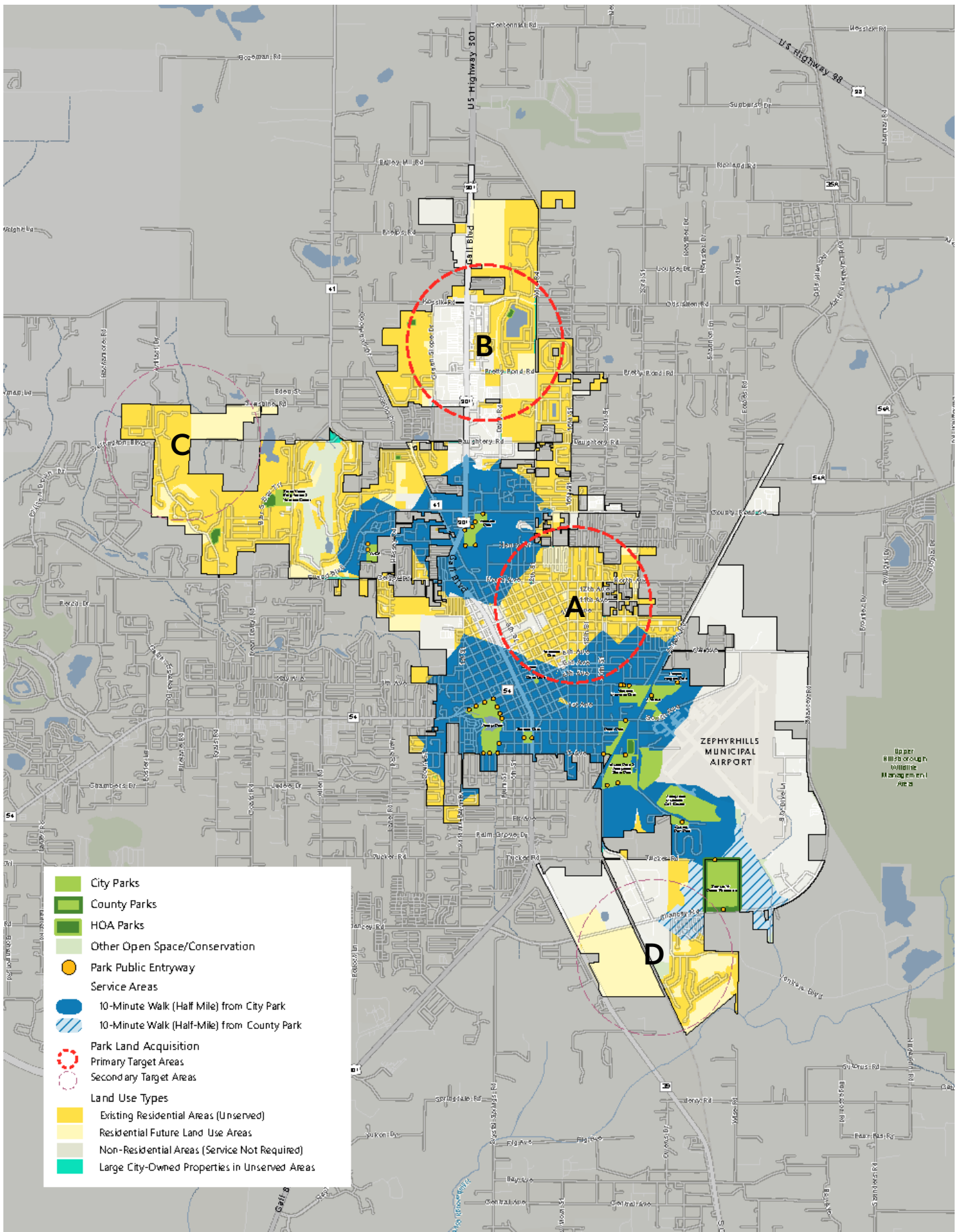


FIGURE 6. ZEPHYRHILLS PARKLAND ACQUISITION STRATEGY

FINALIZE RECOMMENDATIONS AND UPDATE

# Capital Improvement Plan

The Capital Improvements Plan (CIP) outlines the strategy to address any known deficiencies within the existing parks based on the recommendations developed within the site-specific recommendations section. These recommendations include the equitable improvement of parks through the newly established Site Equity Standards as well as enhancements specific to each site per park inventory. The CIP provides a long-range, flexible plan that accommodates existing, currently planned, and future proposed improvement projects.

The CIP captures the replacement and lifecycle costs for the park facilities so that the expenses can be prioritized and properly accounted for in requests for funding. As such, the CIP provides budgetary costs only and final implementation costs will vary. A rough order of magnitude budget has been developed for each park and can be found in the appendix.

Additionally, the following CIP summary table includes costs for other systemwide projects including the development of a strategy for the future growth in recreation programming and an eventual parks and recreation department as well as the development of future parks.

The CIP has been organized into short (0-2 years), mid (3-5 years), and long (5+ years) timeframes to help prioritize improvements. Prioritization is based on the park scores developed through the site condition assessment. Additionally, budget costs have been distributed to account for planning and engineering timeframes.

**TABLE 5. CAPITAL IMPROVEMENT PLAN SUMMARY**

PARK NAME	SHORT-TERM (0-2 YEARS)	MID-TERM (3-5 YEARS)	LONG-TERM (5+ YEARS)	UPGRADE ENHANCEMENT TOTAL
Clock Plaza				
Depot Park				
Gunnar Paw Park				
Hercules Park**				
Krusen Park & Zephyrhills Skate Park*				
Ellis Harrold Park (formerly Lincoln Heights)				
Shepard Park*				
Sarah Vande Berg Tennis & Wellness Center**				
Transplant Park				
Veterans Memorial Park				
YMCA				
Zephyrhills Community Venue*				
Zephyr Park*				
Zephyrhills Golf Course				
Other Projects				
<b>GRAND TOTAL</b>				
<b>*SITE SPECIFIC MASTER PLAN</b>				
<b>**EXCLUDED FROM PARK RECOMMENDATIONS</b>				



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