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EVALUATION AND APPRAISAL REPORT  
FOR THE  
INDIAN RIVER COUNTY  
COMPREHENSIVE PLAN

RECREATION AND OPEN  
SPACE ELEMENT  
*DRAFT*

2008

INDIAN RIVER COUNTY  
COMMUNITY DEVELOPMENT DEPARTMENT  
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VERO BEACH, FLORIDA

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## Attachments:

1. Recreation and Open Space Element Goal, Objectives, and Policies
2. Maps (Revised Figure 10.1, 10.2, 10.4, and 10.5)
3. Five Year Capital Improvements Plan
4. IRC Recreation Department, All Program Evaluation Matrix

APPENDIX A, Conditions at the Time of Last Major Plan Update (1995/96) and Existing Conditions (2005)

## **INTRODUCTION**

The purpose of this section of the Evaluation and Appraisal Report is to assess the success or failure of the Recreation and Open Space Element of the Comprehensive Plan. This assessment examines changes in recreation and open space conditions within the County, evaluates the achievement of objectives, and identifies changes in state requirements affecting the Recreation and Open Space Element. Based on this evaluation and appraisal, the Recreation and Open Space Element may need to be updated and revised. This assessment contains the following components:

- Recreation and Open Space Conditions at the Time of Last Major Plan Update (March, 1998)
- Existing Recreation and Open Space Conditions
- Analysis of Recreation and Open Space Conditions Within the County
- Identification of Major Issues Related To Recreation and Open Space
- Evaluation of Recreation and Open Space Element Objective Achievement
- Assessment of Recreation and Open Space Element Policy Implementation
- Identification of Future Actions
- Identification of Anticipated Amendments

## **CONDITIONS AT THE TIME OF THE LAST MAJOR PLAN UPDATE (1998)**

The summary of recreation and open space conditions that existed within the County in 1995/96 is provided in Appendix A. These data will enable the County to compare changes in recreation and open space conditions over time and make appropriate revisions to the Recreation and Open Space Element as needed.

The last major update of the Recreation and Open Space Element was completed in 1998. That update described conditions and facilities that existed in the years 1995/96. These data, shown in Appendix A, must be compared to data that are more recent to assess changes in recreation and open space conditions from 1995/96 to the present.

## **Parks and Recreation**

At the time of the last major plan update, recreation programs and facilities in Indian River County were shared between the County and the municipalities in the County. This approach prevented unnecessary and inefficient duplication.

### **Park Categories**

Nationally and locally, parks are classified by type. The various park categories are listed and described below.

**Regional Park (Urban District Park)** - designed to serve large numbers of residents. Facilities may include water, electricity, softball fields, foot trails, playground equipment, and public golf courses.

**Community Park** - designed to serve the needs of residents living in a particular community.

**Neighborhood Park** – designed to serve fewer people and have a more limited service area than community parks, but provide many of the same facilities as a community park.

**Specialty Park (River/Lake Park)** - designed primarily for a specific purpose such as swimming, boating or camping. Locations are contiguous to, or encompass, natural resources.

**Beach Park** - designed to provide beach access, parking, and other facilities. Locations are contiguous to the ocean.

### **County Parks**

In 1995, there were 56 public parks in the County. Of those parks, 23 were located in the unincorporated County. Of the unincorporated County's 23 parks, four were neighborhood parks, three were community parks, and one was an urban district park/regional park. In addition, there were 15 specialty (river, lake, and beach) parks. Beach parks comprised approximately 192 acres, while river parks consisted of 164 acres. The total amount of parkland in the unincorporated county in 1995 was 1,240 acres. Of those 1,240 acres, only 140 acres were located in the south county area (south of S.R. 60).

At the time of the last major plan update, Indian River County had financially contributed to capital improvements for some of the municipalities' parks, even though those parks were located within the physical boundaries of the municipalities. As of 1996, the County had paid approximately 50% of the cost of developing the Barber Street Complex in the City of Sebastian, and had paid approximately 50% of the cost of the City of Fellsmere's park and recreation improvements. These improvements included lights, trails, and concession stands.

A similar situation existed in the south county area at the 16th Street ball fields. Although located in the City of Vero Beach, the land is County-owned.

### Municipal Parks

In 1995, the City of Vero Beach had 15 municipal parks, most being ten acres or less in size. At that time, Riverside Park was Vero Beach's largest park at 54 acres.

The City of Sebastian had ten municipal parks in 1995. Six were community parks, while four were neighborhood parks. With the exception of two 13-acre parks, all parks were five acres or less in size.

The five parks within the City of Fellsmere were all community parks, and they were six acres or less in size.

### Beach, River, and Lake Parks

At the time of the last major comprehensive plan update, there were 356 acres of beach, river, or lake parks in the entire county. Of those 356 acres, 192 acres were beachfront parks, while 164 acres were riverfront or lakefront parks. In 1995, there were 17 boat ramps and 3 canoe launch areas within the unincorporated county.

Beach parks are special types of recreational facilities that provide beach access, parking, showers, and other facilities. In 1995, Indian River County's 22 miles of Atlantic coastline had many access sites to public beaches. At that time, Indian River County maintained five (5) public beach parks, while the City of Vero Beach operated and maintained four beachfront parks within its city limits. In addition to the nine developed beachfront parks, there were approximately 35 other access sites that lead to public beaches. While many access points contained some form of parking facilities, some did not. Most of those beach access points were found in the unincorporated areas of the Barrier Island.

Like beach parks, lake and river parks are special recreation facilities. At the time of the last major plan update, the County maintained eleven (11) parks located on rivers, lakes, or the Indian River Lagoon. While not owned by the County, one additional river/lake park was located in the County in 1995. This was the Sebastian Inlet State Recreation Area, a facility owned and operated by the State of Florida.

### School Recreation Facilities

At the time of the last major plan update, there were 18 public schools within the County. The schools occupied 480 acres of land and included various recreation facilities. While no formal interlocal agreement for joint use of the school's recreational facilities existed between the County and the School District of Indian River County (SDIRC), many school facilities were used for various non-school recreation activities, including little league baseball, basketball leagues, group meetings, recreational classes, workshops, and day camps.

### Private Recreation Facilities

In 1995, private recreational facilities and housing developments in the county provided recreational opportunities for their clients and residents, respectively. For example, a number of privately owned health clubs, marinas, and tennis clubs were open to the general public. Additionally, many privately owned recreation facilities, specifically swimming pools accessory to residential developments and private golf courses, were available exclusively to members.

### Recreation Activities and Programs

In 1995, programs and activities at both Indian River County and City of Vero Beach parks were operated primarily by one entity. That entity was the Indian River County/City of Vero Beach Recreation Department. Funded by Indian River County and the City of Vero Beach, as well as user and registration fees, that department provided recreation services and programs throughout the County. The Cities of Sebastian and Fellsmere also made minor financial and in-kind contributions to the budget of the recreation department.

At the time of the last major plan update, the County also financially supported the North County Recreation and the Gifford Recreation organizations. Those organizations provided recreation services to north county and Gifford residents, respectively.

Since the City of Vero Beach had maintained an extensive recreation program that also served south county residents, the need for the County to establish a separate recreation program for the south county area did not exist in 1995. As part of its policy of making City recreation services available to south county residents, however, the Board of County Commissioners made annual contributions to the City of Vero Beach's recreation program.

### Bicycle, Trail, and Pedestrian Facilities

In 1996, approximately 124 miles of the county's thoroughfare plan roadways had a combined outside lane/paved shoulder width of at least fourteen feet. These wide outside lanes and paved shoulders acted as on-road bikeways, serving residents for both transportation and recreational purposes. On-road bikeways near parks, playgrounds, conservation lands, downtowns, and shopping areas provided for casual and short-trip biking to reach recreational destinations and for day-rides, touring, and fitness-biking. In addition, 43 miles of roadways contained adjacent sidewalks. Only a few off-road bike/ped facilities or trails existed in 1996. Those trails included the Oslo River Conservation Area trail, the Charles Park fitness trail, the Riverside Park trail, and the Sebastian Buffer Preserve trail. Such trails provided opportunities for hiking, jogging, wildlife-adventure, and sight-seeing.

## **Open Space**

Open space can be categorized as being any one of three different types. These are corridor open space, utilitarian open space, and pastoral open space. A brief explanation of each type of open space follows:

Corridor Open Space These are rights-of-way or easements which accommodate traffic or utility facilities; they are linear in nature; and they are difficult to quantify.

Utilitarian Open Space These are areas that are used for productive purposes from which monetary benefits accrue. Utilitarian open space includes: agricultural lands, pasture lands, forestry lands, and mining areas. Generally, utilitarian open space is privately owned. In Indian River County, there is a substantial amount of utilitarian open space.

Pastoral Open Space These are areas set aside for conservation, natural resource protection, or passive use purposes; they often include environmentally sensitive areas.

In 1995, there were approximately 68,239 acres of publicly owned open space in the county. The largest publicly owned open space areas in the County were the St. Johns River upper basin, the Sebastian Inlet State Park, and the Pelican Island National Wildlife Refuge. By the end of 1995, approximately \$930,000.00 of a \$26 million environmental lands acquisition bond had been expended for the purchase of environmentally important land. Privately owned land and 182,000 acres of agricultural land also provided significant open space acreage in the County.

## **Level of Service Standards**

With adoption of the Comprehensive Plan in 1990, the County established Level of Service (LOS) standards for various types of parks in different geographical locations. In 1995, the County's adopted parkland LOS standards were:

<b><u>Park Type</u></b>	<b><u>Acres per 1000 Persons</u></b>
Community, South	3.00
Community, North	3.00
Urban	5.00
Specialty, Beach	1.50
Specialty, River/Lake	1.50

The following table shows service population size and available park acreage based on the above standards and the best estimates of the 1995 unincorporated functional County population. Functional population is the resident population plus the seasonal population.

<u>PARK TYPE</u>	<u>ACRES/1000 PERSONS</u>	<u>UNINCORP. CO. FUNCTIONAL</u>	<u>DEMAND</u>	<u>1995 ACRES</u>	<u>SURPLUS</u>
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		POPULATION	ACRES		ACRES
Community, South	3.00	56,431	169	140	-29
Community, North	3.00	24,645	74	100	26
Urban	5.00	81,076	405	644	239
Specialty, Beach	1.50	81,076	122	192	70
Specialty, River/Lake	1.50	81,076	122	164	42
Total			892	1,240	348

As structured, the Comprehensive Plan contains an estimate not only of the county’s resident population, but also an estimate of the county’s functional population. The functional population is the resident population plus the seasonal population. The functional population is the largest population that would be expected to use County services and facilities on a given day.

As indicated in the above table, the County had sufficient parkland in all categories, except for the south county community park category, to meet the Comprehensive Plan's parkland LOS standards at the time of the last major plan update. Since there was sufficient parkland countywide, the last EAR recommended revising the park LOS standards to reflect the entire unincorporated area, rather than portions of the unincorporated county.

**EXISTING CONDITIONS**

In Appendix A, the most recent recreation and open space conditions and population information are provided under the existing conditions section of the corresponding matrix. The information for existing recreation and open space conditions will be compared to the conditions at the time of the last major plan update to assess changes in recreation and open space conditions within the County.

**Parks and Recreation**

Since the time of the last major plan update, Indian River County and the municipalities in the county have altered the arrangement of providing recreation programs and facilities in the County. Each jurisdiction now provides recreation programs and facilities within its own jurisdiction.

**County Parks**

In 2005, there were 70 public parks in the County. Of those parks, 27 were located in the unincorporated County. At this time, the classification of park types is different from the 1995 classification. Currently, any parks that attract countywide residents are classified as regional parks/specialty parks. With the new classification, the unincorporated county parks consist of 7 neighborhood parks, 1 community park, and 19 regional parks or specialty parks (beach, river or lake access parks). According to the Indian River County Public Works Department, the 70

parks comprise approximately 1,528 acres. Currently, only 160 acres of parkland are located south of S.R. 60.

Within its service area, the county has prepared master plans for two of its regional parks as well as the county fairgrounds. These regional park master plans are for the South County Regional Park and for the North County Regional park. With respect to the North County Regional Park Master Plan, the only improvement not completed as of this time is the “Lazy River”. With respect to the South County Regional Park Master Plan, the improvements not completed as of this time are a new playground, parking renovations, picnic shelters, a multi-purpose facility, and additional restroom facilities. The location of the county parks are shown on Figure 10.1 (attachment 2).

Since 1995, the county has made several improvements to its park and recreational facilities, including the fairgrounds. Among the improvements made to the fairgrounds were construction of a 20,000 sq. ft. Agricultural Exposition building, construction of a 20,000 sq. ft. open air agricultural pavilion, construction of perimeter fencing, and others.

Since 1998, all new county park and recreation facilities have been constructed to be handicapped accessible and barrier free with no access constraints. Also since 1998, the county retrofitted all of its existing parks and recreational facilities to ensure that the facilities are handicapped accessible.

#### Municipal Parks

In 2005, the City of Vero Beach had 20 parks. Riverside Park remains the largest park and now contains 71 acres. In addition, the City of Vero Beach has 4 beach parks and 13 beach access points. Overall, the City of Vero Beach has approximately 230 acres of parkland and open space, including almost 3 acres of beach access. Currently, the City of Vero Beach has six undeveloped areas, totaling about 4 acres, designated for future parkland. The parks within the City of Vero Beach range in size from less than 1 acre to 71 acres.

Currently, the City of Sebastian has 13 parks, totaling about 287 acres. Besides its 13 parks, the City of Sebastian has seven undeveloped areas, totaling about 80 acres, that are designated as future parkland. The parks within the City of Sebastian range in size from less than 1 acre to 33 acres.

There are 7 parks, that total roughly 18 acres, within the City of Fellsmere.

#### Beach, River, and Lake Parks

Since the time of the last major plan update, the amount of parkland adjacent to natural water bodies in the County has not changed. Consequently, 356 acres of waterfront land remain classified as beach, river, or lake parkland. Currently, Indian River County and the City of Vero Beach operate and maintain nine public beaches and approximately 35 beach access sites. Both

the county and City of Vero Beach provide lifeguards and ocean rescue operations at their respective beach parks.

In 2005, there were 13 river parks and lake parks in the unincorporated County. The Sebastian Inlet State Recreation Area continues to serve as a river/lake park for Indian River County. Since 1995, the county has built the C.R. 510 causeway boat launch facilities and the north Sebastian canoe launch facility. In 2005, there were 18 boat ramps and 4 canoe launch areas within the unincorporated county area.

#### School Recreation Facilities

Currently, the School District of Indian River County (SDIRC) operates 21 public schools within the County. The schools occupy 549 acres of land, and many include recreation facilities. While the County and the SDIRC do not have a formal interlocal agreement that provides for public use of school recreation facilities, there is public use of various recreational facilities at school sites.

Below is the list of recreational facilities within the Indian River County School District.

- Basketball/Volleyball/Tennis Courts	58
- Baseball Fields	13
- Football/Soccer Fields	20
- Softball Fields	5

#### Private Recreation Facilities

Privately owned recreational facilities, such as tennis clubs, swimming pools, and golf courses, continue to provide a range of recreational opportunities in the County. Many residential developments also provide recreational amenities to their residents.

#### Recreation Activities and Programs

At present, programs and activities at County and municipal parks are operated separately. Throughout the county, the Indian River County Recreation Department provides, operates, and publicizes recreational programs and facilities for use by County residents and visitors.

Within the County, a variety of recreational activities are available for residents of all ages. For example, shuffleboard and bocce ball are provided for the older population. Playground equipment, jungle gyms, a splash pad, and a skate park are available for a younger crowd. Additionally, trails for walking, open fields for soccer, and piers for fishing provide further outdoor recreation options.

Overall, the County Recreation Department provides diversified recreational opportunities supervised by professional staff in modern facilities. As structured, the county's recreational program supplements recreational programs provided by private non-profit or for-profit

providers. Generally, county programs are free to children of very low and low income families. Because the county provided recreation programs usually cost less than programs provided by private for-profit providers, the county recreational programs are more suitable for very low and low income individuals. Since very low and low income individuals generally cannot afford programs provided by private providers, the county's programs do not compete with private recreation providers.

Due to limited resources, the county provides only CORE recreational programs. CORE programs are those programs that keep resources, staff, and/or funding focused on the primary activities that the Indian River County Recreation Department must support. Determining if a program or service is CORE involves an evaluation based on the following criteria.

- It is a program that must be provided because of an external regulation, law, and other regulatory requirement. It is not viewed as optional by the department. Depending on the program, the County may not have to provide the program, but the county must ensure that the program is provided.
- It is a direct service to the public
- If the County Recreation Department is in a cutback or reduction situation, the program would be preserved at the cost of all other services or programs.
- It serves a significant number of people.
- It is an activity, program, or service that the majority of current customers or users perceive as necessary and important.
- It generates a reasonable revenue yield and/or a reasonable user participation rate.

Each year, every individual program and facility that the recreation department operates is evaluated to identify the CORE and non-CORE programs. Overall, the more of the above criteria that a program or facility meets, the more likely it is considered CORE to the department. A list of current CORE and non-CORE programs is provided on attachment 4.

On average, the Recreation Department provides 142 recreation programs per year. The following is an example of the type of recreation programs provided by the county recreation department.

- Instructional – Self Defense, Senior Aerobics
- Special Events – Winter Fest, Daddy/Daughter Dance, Screen on the Green, State Special Olympics, Aquatic Championships
- Athletics – Youth Sports: Football, Baseball, Basketball, Sports Tournaments
- Athletics – Adult Sports: Softball, Volleyball, Sports Tournaments
- Camps – Summer Traditional Youth, Summer Youth Athletic Specialty Camps
- Aquatic – Public Swimming Pools and Beaches, Swim Lessons, Aquanautics, Junior Lifeguard

Generally, Indian River County Recreation Department program delivery is directly affected by the type and location of facilities, including those that are county owned or controlled and/or leased. Program delivery is also influenced by available financial resources and the delivery of

programs by not-for-profit groups and organizations like the Indian River Soccer Association. The following indicates the geographical distribution of recreation programs.

#### South of S.R. 60

- Youth

The majority of CORE youth sports programs are offered at facilities south of SR 60. These programs include football, cheerleading and baseball. Youth basketball programs are provided at school sites. Growth of this program is limited due to lack of county facilities and accessibility to school facilities. Since there is a lack of county facilities west of 43<sup>rd</sup> Avenue no programs are offered in that area.

- Adult

Most adult outdoor softball programs are also south of S.R. 60.

- Aquatics

There are no county operated pool facilities south of S.R. 60. While the City of Vero Beach operates Leisure Square, a facility that accommodates city and county residents south of S.R. 60, there is a differential fee structure for county residents at the facility.

#### North of S.R. 60

- Youth

When available, the indoor fairgrounds facility offers youth basketball leagues as part of a county-wide schedule which relies heavily on the use of school sites. While youth baseball is played at the North County Regional Park, Hobart field is also used as needed for youth baseball.

- Adult

Softball sports leagues now operate at the North County Regional Park sports fields.

- Aquatics

The Gifford and the North County Aquatic Centers serve the residents in the central and north county areas with a wide range of programs.

#### Recreation Program Sign-up and Facility Reservation

To utilize the county's recreation programs, applicants must sign up for programs and pay appropriate fees. To sign up for a recreation program, applicants must come to the recreation

department in person. Also, to reserve park facilities, such as large pavilions in Hobart Park, clients must go to that park office in person to make the reservation.

Bicycle, Trail, and Pedestrian Facilities

In 2006, approximately 200.44 miles of the county’s thoroughfare plan roadways had bikelanes (a combined outside lane/paved shoulder width of at least fourteen feet). In addition, 101.84 miles of roadways contained an adjacent sidewalk. Currently, a CR 512 sidewalk/bikepath and an Oslo Road bikepath are under construction as part of improvements to these roadways.

In addition to the facilities that were available prior to 1996, a boardwalk trail to the Pelican Island National Wildlife Refuge observation tower; a trail at Kitchen Station along C.R. 512; and a trail on Old Winter Beach Road now exist. Current efforts to increase recreational opportunities along major transportation corridors include adding sidewalks, bikelanes or shared-use paths along Aviation Blvd., 66<sup>th</sup> Avenue and CR 510.

In 2006, the Indian River County MPO developed a Greenways Plan to identify greenway trails and additional off-road bicycle and pedestrian corridors that could connect major destinations in the Vero Beach/Central County area. These projects will be located along railroad, canal, airport, and other publicly owned rights-of-way.

Open Space

In 2007, there were approximately 100,000 acres of publicly owned open space in the county. The largest publicly owned open space areas in the County include the St. Sebastian River Preserve and the Blue Cypress and Fort Drum Marsh conservation areas. Approximately 136,896 acres of agricultural land also provide significant open space acreage in the County.

Level of Service Standard

In 1998, the County adopted a parkland Level of Service (LOS) of 4 acres per 1,000 functional population. Then, in 2005, the County revised its Level of Service and adopted a parkland LOS of 6.61 acres per 1,000 functional persons.

The following table shows the unincorporated County’s 2005 functional population, the 2005 demand for park acreage, and the number of surplus park acres based on the above referenced adopted LOS. Functional population is the resident population plus the seasonal population.

<u>ACRES/1000 PERSONS</u>	<u>UNINCORP. CO. FUNCTIONAL POPULATION</u>	<u>DEMAND ACRES</u>	<u>TOTAL ACRES</u>	<u>SURPLUS ACRES</u>
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6.61	96,680	639	1528	889
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As indicated in the above table, the County has sufficient parkland to meet the Comprehensive Plan's parkland LOS standard.

**Funding and Capital Projects**

All county capital park projects are funded by county general fund revenue, park and recreation impact fee revenue, optional sales tax revenue, federal and state grants, or developer contributions. Recreational programs are funded by Municipal Service Taxing Unit (MSTU) revenue or recreation program user fee and reservation fee. Recreation program user fees, however, are subsidized for children of very low and low income families. Also, the recreation department charges user fees for reserving county park facilities, such as the 2 large pavilions in Hobart Park.

**ANALYSIS**

Comparing recreation and open space conditions at the time of the last major plan update with existing conditions provides an indication of changes that occurred between 1995/96 and 2005/06. In evaluating recreation and open space conditions in the county, several functional components must be considered. These components include: parks and recreation facilities; open space; levels of service; funding; and capital projects.

**Parks and Recreation**

Since the last major update of the comprehensive plan, Indian River County has experienced a nearly 20% population increase and a 23% parkland increase. Thus, the amount of park and recreation space required to serve the County's residents has increased. Throughout the county, park and recreation demand is met by County and municipal park facilities, schools, and privately owned recreation facilities.

Overall, the county's park and recreation facilities are not equitably distributed between county residents north of S.R. 60 and county residents south of S.R. 60. Of the 1,528 acres of parklands in the unincorporated county, only 160 acres are located south of S.R. 60. Also, there is no park within the S.R. 60 corridor west of 43<sup>rd</sup> Avenue to serve the population that is living in that area. Therefore, not all county residents have equal access to the unincorporated county parks and facilities

Since planning is a continuous process, park master plans must be evaluated on a regular basis to ensure that they are updated and meet current needs. To keep up with changing conditions, including changes to population projections, changes to population composition, funding

availability and historic demand for recreational programs, the Recreation Department plans to update both the north and south county regional park master plans by the year 2010.

### County and Municipal Parks

Since the last major plan update, the County has acquired an additional 288 acres of parkland, representing a nearly 23% increase in total parkland acres. In the same time period, the total number of parks in the unincorporated County and in the municipalities of Vero Beach, Sebastian, and Fellsmere increased by approximately 25%.

Currently, there are 1,528 acres of parkland and many recreational facilities serving the county's population. Of those 1,528 acres, only 160 acres are located south of S.R. 60. At present, 1,002 acres of the 1,528 areas parklands are developed. In the future, the county should build additional parks in the south county area. One such park can be built in the south county initiative area where the county coordinated with developers who set aside land for a public park.

Since the time of the last major plan update, the county and municipalities have kept pace with the need for parklands. In so doing, the county has maintained its park LOS and provided park and recreational facilities for its citizens.

### Specialty (Beach, River and Lake) Parks

Two facts are important in analyzing the County's beach, river and lake parks. These are:

- All indications are that the population of the County will continue to grow. For example, the University of Florida's Bureau of Economic and Business Research projects that the County's population will increase from 130,041 in 2005 to 209,000 in 2030. That growth represents a nearly 61% population increase in 25 years;
- The amount of parkland adjacent to natural water bodies in the County has remained constant since the time of the last major plan update (356 acres). Of those 356 acres, 192 acres are beachfront parks, and 164 acres are riverfront or lakefront parks. The opportunities for acquiring additional parks adjacent to water bodies is limited.

In the past, the county and the municipalities have provided beach, river, and lake parks to accommodate the population of the county. In the future, the opportunities for acquiring additional beach, river, and lake parks will be limited. Consequently, the county will probably not be able to obtain additional access to these water bodies. For that reason, the county must ensure that the current accesses to water bodies are retained.

One of the major ongoing expenses for beach parks is providing for lifeguards and beach rescue operations. Since all of the public beach parks are located within the City of Vero Beach and the unincorporated county area, operational expenses for beach rescue operations and lifeguards are

borne by the county and the City of Vero Beach. Since beach rescue operations and lifeguards are essential health and safety services, the City of Vero Beach and the county must continue to provide these services to county residents.

### Recreation Facilities and Programs

Since the last major plan update, the most significant recreation and open space changes in the County have been the separation and restructuring of the County's and the City of Vero Beach's recreation departments.

Since 1995, there has been an increase in the total number of recreational facilities in the County. Many of these recreational facilities are provided in conjunction with schools. As a matter of fact, the majority of basketball courts, volleyball courts, baseball/softball fields and football fields within Indian River County are located adjacent to schools.

On an annual basis, the Recreation Department, through its budget process, identifies CORE recreation programs and services that must be provided to serve the county population. The most important factor for providing CORE recreational programs is funding. A list of the existing CORE and non-CORE programs is provided as attachment 4.

To more accurately determine demand for existing park and recreational programs and to identify the need for new recreational programs, the Recreation Department plans to conduct a survey of the existing recreation facility users, as well as a random survey of the entire unincorporated county population, by 2010. The results of this survey will be used to plan future capital projects and recreation programs.

In Indian River County, there are some user groups that utilize county park and recreational facilities on a long-term basis. Currently, there are no formalized agreements with most of those long term user groups. To better serve the county's population, a new policy should be established, requiring that the recreation department enter into multi-year contracts with the long term user groups utilizing the county's park and recreational facilities.

Currently, the recreation department's reservation system requires clients signing up for recreation programs or reserving park facilities to make reservations in person at the recreation department or at the park office. By developing a web based automated system which allows users to reserve park facilities or to sign up for recreational programs online, the recreation department could increase the efficiency of the parks and recreation program reservation system. For that reason, a new policy, requiring development of the web based reservation and recreation program sign up system, should be adopted.

Within the county, there are some special events that impact more than one jurisdiction. Consequently, a new policy should be established to require that the county, when appropriate, enter into agreements with municipalities for county-wide programs and for special events that impact other jurisdictions.

### *Adequate Facilities*

Generally, park areas should consist of facilities that are appropriate for the intended population to be served. As a guide, the National Recreation and Park Association (NRPA) has established park and recreation standards to be used as:

- a national expression of minimum acceptable facilities for the citizens of urban and rural communities
- guidance to determine land requirements for various kinds of parkland recreation areas and facilities
- a basis for relating recreational needs to spatial analysis within a community-wide system of parks and open space areas
- a means to justify the need for parks and open space within the overall land-use pattern of a region or community

The purpose of these guidelines is to present park and recreation space standards that are applicable nationwide for planning, acquiring, and developing park, recreation, and open space lands. These standards should be viewed as guidelines and should be interpreted according to the particular situation to which they are applied and specific local needs. Since each locality has different demographics, local characteristics should be considered when determining what standard is appropriate.

Based on the National Recreation and Park Association guidelines and the 2005 countywide functional population of approximately 130,000, the table below provides an indication of the number of facilities needed within the county. As the table indicates, the County needs 26 basketball courts, 26 volleyball courts, 26 baseball/softball fields, 6 football fields, 13 soccer fields, and 65 tennis courts. Since one 18-hole golf course is recommended for every 50,000 people, three golf courses would meet that minimum need. Overall, the NPRA guidelines recommend that a community have one public swimming pool per 20,000 population, thus requiring seven pools to meet that standard for Indian River County's 2005 functional population.

<b>Activity/Facility</b>	<b>Unit/pop.</b>	<b>Units needed</b> <i>based on 130,000 pop</i>	<b>Units Provided</b> <b>2005</b>	<b>Provider of Facilities</b>
Basketball	1 per 5,000	26	51	Schools/public
Tennis	1 per 2,000	65	101+	Schools/public/private*
Volleyball	1 per 5,000	26	50+	Schools/public/private*
Baseball/Softball	1 per 5,000	26	27	Schools/public
Football	1 per 20,000	6	5	Schools/public
Golf (18 hole)	1 per 50,000	3	20	public/private*
Swimming Pools	1 per 20,000	7	10+	public/private*
Soccer Fields	1 per 10,000	13	16**	School/Public/Private

\* Private facilities which are open to the public for a fee

\*\* 16 individual layouts, however, the soccer association counts them as 11 fields

With the exception of football fields, Indian River County has sufficient recreation facilities to meet the minimum guidelines suggested by NRPA. Since the county usually builds multi-purpose fields that can be used for several different activities, football fields can also be used as soccer fields, and volleyball courts may also be used for tennis or basketball courts.

According to the Introductory Element of the Indian River County Comprehensive Plan, the median age of the County's population in 2005 was 47, with approximately 16% of the population at school age (6 -19 years). Given that demographic makeup, five football fields are most likely sufficient for Indian River County's 2005 population.

Although some school recreation facilities may have use restrictions, school recreation facilities that are open to the public can supplement other recreational facilities and increase the community's recreational opportunities. Currently, no formal agreements between the School District of Indian River County and the county exist for use of school recreation facilities. To ensure access to school recreation facilities, a formal interlocal agreement between the County and the School District is essential. For that reason, a new policy should be established to require that the county enter into an agreement with the school district, regarding use of school recreation facilities.

In addition to schools, private facilities offer a range of recreational activities within the County. Privately owned, but publicly available, recreational facilities include tennis courts, golf courses, health clubs, and other facilities. Some privately owned recreational facilities are not open to the general public, but still provide abundant recreational opportunities in Indian River County.

#### Bicycle, Trail, and Pedestrian Facilities

Since the time of the last major plan update there has been a significant increase in the supply of bicycle and pedestrian facilities. This is evident from the 61% increase (76 miles) in the miles of on-road bikelanes between 1995 and 2005.

While additional bikelanes have increased the opportunities for fast-biking, tour-biking, fitness biking, and utility biking, such bike lanes are continuous on only a few roadways in the county. Also, some of these bikelanes do not connect to major bike/ped attractions like playgrounds, parks, schools, employment centers, shopping areas, etc. Overall, the increasing speed and higher volume of adjacent traffic, the increase in heavy or oversize vehicles on the adjacent roadways, poor intersection geometry, few dedicated crossings for pedestrians, and high crash rates cause unsafe biking conditions, discouraging residents from active use of biking as a source of recreation, as a means to a healthy lifestyle, and as a mode of transportation. The Evaluation and Appraisal Report of the Transportation Element of the Comprehensive Plan discusses

bike/ped services in the county in further detail and provides appropriate recommendations.

Since 1994, the county has seen an increase of 136% (57 miles) in the number of miles of new sidewalks. Most of the sidewalks provide walking access to new residential developments along state roads and along county roads. These new sidewalk improvements have increased pedestrian access to destinations such as schools, parks, playgrounds, libraries, local stores, coffee shops, restaurants, and other destinations, resulting in increased pedestrian activity.

One way that the county is addressing bicycle and pedestrian issues is through development of North, Central, and South County Greenways Plans. Through these plans, the county will identify opportunities for off road, non-motorized travel on facilities such as abandoned rail corridors, public rights of way, and canal easements. The first of these plans, the Central Indian River County Greenways Plan, was adopted by the MPO in 2006. That plan identifies a number of off-road alternatives for non-motorized travel. The highest priority alternative, the Airport/Aviation Boulevard loop, will provide a safe off-road travel alternative to several facilities, including U.S. 1, 41<sup>st</sup> Street, and 43<sup>rd</sup> Avenue.

In addition, off-road trails in conservation areas and on beaches provide opportunities for hiking, sight-seeing, wildlife adventure, and water sports. Through the MPO's Greenways Plans, the county will focus on connecting bike/ped destinations, such as recreational centers, conservation lands, wildlife sanctuaries, and the beaches in the county, through on-road bikelanes, off-road walkways, and off-road trails. Through these bike/ped connections, such destinations are expected to gain popularity.

### **Open Space**

Since the time of the last major plan update, the amount of publicly owned or publicly controlled open space in Indian River County has increased by 46% (31,761 acres), from approximately 68,239 acres in 1995 to approximately 100,000 acres in 2005.

Typically, the amount of open space declines as land is developed. Conversely, the need for public open space becomes even more important as more development occurs. Within the county's Urban Service Area (USA), open space areas are being lost as development occurs on previously undeveloped tracts of land.

Not only does open space enhance the aesthetics of an area; it can also define a community's character. For example, corridor open spaces can enhance the image and character of the County. The County can also utilize the open spaces of road rights-of-way, drainage district rights-of-way, and utility rights-of-way as open space corridors.

Equally important is pastoral open space. Often, larger areas of pastoral open space, such as the St. John's Marsh and the Pelican Island National Wildlife Refuge, are under public ownership. As publicly owned lands, these areas will remain undeveloped and serve open space functions in perpetuity. Privately owned pastoral open space areas, however, are subject to the threat of

development. In recent years, however, the County has obtained an additional 31,761 acres of open space that is reserved as conservation land.

Unlike corridor and pastoral open spaces, utilitarian open space is land used for productive, usually monetary purposes. These areas are subject to development with changing circumstances. One common example of that is the conversion of agricultural land within the Urban Service Area (USA) to urban uses. Within development projects, retention ponds, buffer areas, upland set-asides, and required yard areas serve as open space. Like the publicly owned pastoral areas, these areas can be expected to remain indefinitely.

Since the time of the last major plan update, the county has acquired a significant amount of environmental land. As detailed in the Conservation Element and Conservation element's EAR, the county will, based on the availability of funds, continue to acquire and preserve environmental lands in the future.

### **Level of Service Standards**

In 2005, an impact fee study that assessed park needs was conducted. That study established a LOS standard of 6.61 acres per 1,000 permanent residents plus weighted seasonal population for unincorporated Indian River County. The current standard is based on the existing 1,528 acres of parkland and the unincorporated county functional population of 96,680. This translates to a demand of 639 acres and a surplus of 889 acres. Therefore, 6.61 is an appropriate standard.

Often, residents and tourists use parks within several different jurisdictions. In Indian River County, this means that municipal parks serve County residents as well as municipal residents, and that County parks serve municipal residents as well as County residents. This makes it difficult to determine the population to be served by each jurisdiction. The adopted level of service standard, however, is based on the unincorporated area functional population and the unincorporated area parkland acreage.

### **Population Projections**

The principal determinant of future park and recreation needs is the projected future population. As population increases, there is a need for more parklands and recreational facilities. In the Introductory Element of the County's Comprehensive Plan, there are projections of not only the resident population of the County, but also the functional population of the County. The functional population is the resident population plus the seasonal population.

While not a major tourist area, Indian River County can be expected to attract an increasing number of tourists and an increasing seasonal population in the coming years. Some of the factors contributing to the growth of tourism are the ideal winter climate; access to beaches, water facilities, and other recreation facilities; and proximity to other major attractions in the state.

The seasonal population used in the development of the comprehensive plan is not intended to provide an enumeration or total count of persons who visit Indian River County throughout any given year, but rather to provide an estimate of the potential peak season population. Overall, the projected population determines future needs for parks and recreation facilities.

<b>Functional Population Projections for Unincorporated Indian River County</b>					
	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
<b>Resident</b>	98,114	110,073	119,164	128,056	135,375
<b>Seasonal</b>	14,198	15,505	16,582	17,768	18,790
<b>Functional (Total)</b>	112,312	125,578	135,748	145,824	154,165

*Source: Indian River County Planning Department*

With the current LOS standard of 6.61 acres of parkland per each 1,000 functional population, the current inventory of 1,528 acres of parkland is sufficient to meet the 1,019 acres of parkland needed to accommodate demand from the projected 2030 unincorporated county functional population of 154,165.

Since the time of last major plan update, most of the growth in the county has occurred and is still occurring in the south county area between 20<sup>th</sup> Avenue and 58<sup>th</sup> Avenue, in the west county/SR 60 area between 58<sup>th</sup> Avenue and 98<sup>th</sup> Avenue, in the central county area between 49<sup>th</sup> Street and 65<sup>th</sup> Street, and in the north county area, including Vero Lake Estates and the C.R. 510 Corridor.

Even though there are sufficient parklands within the county to serve the overall unincorporated county population, the county’s geographical distribution of the parkland is not equitable. Of the 1,528 acres of parkland, only 160 acres are located south of S.R. 60, an area where a large percentage of the unincorporated county population live. As shown on attached figure 10.5, a 5 mile park service area radius around county parks does not cover the west portion of the urbanized area of the county along S.R. 60. Consequently, there is a need for county parks in the western urbanized area of the county near S.R. 60, and in the area south of S.R. 60.

**Funding and Capital Projects**

Until 2005, the county’s recreation capital and operations needs were funded by county general fund revenue, optional sales tax revenue, Florida Recreation Development Assistance (FRDAP) grants, or other grants. In 2005, the county adopted a new recreation impact fee to partly fund park acquisition and construction. To offset the cost of acquiring parkland, the county has acquired parkland from development projects, including Pointe West, the South County Initiative, Liberty Park and others.

In the future, the County plans to use park impact fee revenue, optional sales tax revenue, and grants to build a multi-purpose recreation facility at the South County Park. The county has also applied for and received a grant to improve the Oslo Road boat ramp. The current list of 5-year parks and recreation capital projects is attached (attachment 3).

In the future, most of the capital needs will be funded by recreation impact fees, grants, and optional sales tax revenue, while general funds revenue and user fees will be used for operational expenditures. Going forward, however, the Recreation Department should re-evaluate its user fees for recreational programs to ensure that costs are fully recovered. Due to a recent decrease in general fund revenue, the Recreation Department should also evaluate other funding options, such as facility naming rights, beach and park concessions, and others.

### **EFFECTS OF STATUTORY AND RULE CHANGES**

Local government comprehensive plans must be consistent with State and Regional growth management requirements such as Chapter 163, F.S., the State Comprehensive Plan, Rule 9J-5, F.A.C, and the applicable strategic regional policy plan. As stated in Subsection 163.3191(1), F.S., the EAR is the "principal process for updating local comprehensive plans to reflect changes in state policy and growth management." Therefore, this EAR includes an analysis of the effects of statutory and rule changes affecting the Recreation and Open Space Element.

#### Consistency with Rule 9J-5, F.A.C

Section 9J-5.014, F.A.C., previously provided the minimum requirements for the Recreation and Open Space Element, but that section was recently removed from the Florida Administrative Code. Therefore, there is no conflict between the Recreation and Open Space Element and Rule 9J-5, F.A.C.

#### Consistency with State Comprehensive Plan

The Recreation and Open Space Element of the Indian River County comprehensive plan is consistent with the State plan.

#### Consistency with Strategic Regional Policy Plan

The Recreation and Open Space Element of the Indian River County comprehensive plan is consistent with the Treasure Coast Strategic Regional Policy Plan.

#### Consistency with Ch. 163, Part II, F.S.

The Recreation and Open Space Element of the Indian River County comprehensive plan is consistent with Ch. 163, Part II.

## **IDENTIFICATION OF MAJOR ISSUES**

Since park users are not bound by jurisdictional boundaries, one issue is the coordination of park and recreational activities between the county and municipalities. Other issues relate to funding for the purchase of parkland for community parks in the western portion of the urbanized area of the county and the area south of S.R. 60, and for capital projects for improving existing parklands.

## **EVALUATION OF OBJECTIVES**

This section contains an evaluation of the achievement of the Recreation and Open Space Element's objectives. Since the time of the last major plan update, Objectives 1, 3, 4, 5, 6, 7, 8, 10, and 11 were achieved, Objectives 2 and 9 were not achieved. The goals, objectives, and policies of the recreation and open space element are attached (attachment 1).

Under each objective, those policies associated with the objective were assessed to identify those that were implemented and those that were not implemented. Also, each policy was assessed to determine if it was implemented and if it directly or indirectly contributed to meeting the corresponding objective. Then, each policy was assessed to determine if it should be maintained, revised, or deleted and the reason for revision or deletion.

### **OBJECTIVE 1 Adequate Parklands and Recreation Facilities**

Through 2003, adopted recreation levels of service will be maintained to ensure that adequate parklands and recreation facilities are available for use.

MEASURE - MAINTENANCE OF ADEQUATE PARKLAND LEVEL OF SERVICE (LOS).

With the current unincorporated county functional population of 96,680, 639 acres of the county parkland is needed to meet the level of service standard of 6.61 per 1000 functional population. Since the county presently has 1,528 acres of the county parkland, the plan's recreation LOS of 6.61 acres per 1000 functional population was achieved.

Objective 1 was achieved and should be retained; however, the objective's target date should be revised to correspond to the time horizon of the plan.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
1.1) The county adopts recreation LOS standards of 6.61 acres per 1,000 population	LOS adopted and maintained	X		X		X		Maintain
1.2) For LOS purposes, the county will measure parkland acres per 1,000 population by summing the total county owned	Formula used to determine LOS	X		X		X		Maintain

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
parkland acreage and dividing by the current estimate of unincorporated county permanent, plus weighted seasonal population.								
1.3) The county shall maintain its concurrency management system	Concurrency Management System maintained	X		X		X		Maintain
1.4) The county adopts the facility standards as guidelines to be used in developing parklands.	Standards used as guidelines	X		X		X		Maintain
1.5) By 1998, the county shall request that the State of Florida lease 100 acres of the Coraci/Sebastian Creek property to the county for the development of a north county park.	Done, north county recreation complex built	X		X		X		Delete
1.6) By 1998, the county shall complete a needs analysis of its recreation services.	Done	X		X		X		Revise target date

All policies under Objective 1 were implemented, and all contributed to meeting the objective. While Policy 1.5 was implemented, that policy related to acquisition of a specific property that was acquired. Consequently, the policy is no longer needed and should be deleted. Policy 1.6 should be revised to change the target date.

### New Policy

There are several new policies that should be added under this objective 1. These new policies should indicate that:

- The Recreation Department should evaluate the existing user fee structure and include full cost recovery for adult programs.
- The Recreation Department should revise its fee structure for county recreational programs and reservation of county park facilities to include a surcharge for out of county residents.
- The Recreation Department should evaluate the current per capita expenditure in the north and south areas (with S.R. 60 as a dividing line) of the county to determine the current infrastructure values, and to utilize the collected data to guide placement of needed infrastructure in each area.
- The Recreation Department should evaluate new funding options, including privatization and partnerships.
- The Recreation Department should evaluate new revenue opportunities such as facility naming rights, beach and park concessions, and others.
- The Recreation Department should evaluate the feasibility of creating a foundation to develop and receive donations for parks capital and infrastructure needs.
- The Recreation Department should continue to charge recreation impact fees to fund a portion of the park system's capital budget needs.

### **Overall Assessment of Policies**

The policies under Objective 1, with the proposed deletions and additions, are sufficient to achieve the objective. No other policies are needed.

### **OBJECTIVE 2      Parklands in the South County**

By 2020, the county will have 461 acres of parkland in the south district.

MEASURE - NUMBER OF ACRES OF PARKLAND IN THE SOUTH DISTRICT.

There are currently 160 acres of parkland in the south district. Since the last major plan update, 20 acres of parklands have been acquired in the south county.

Although this objective is not due until 2020, there has not been much progress toward achievement.

Additional parkland in the south district is an appropriate objective; therefore this objective should be retained.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
2.1) The county shall develop South County Park.	Several facilities have been built. The county plans to build a multi-purpose facility in the future.	X		X		X		Revise to indicate that by 2015 remaining improvements identified in south county master plan will be built
2.2) The county shall assess the feasibility of converting former landfill sites and wastewater reuse sites to county parks. Specific consideration will be given to the Oslo transfer station site and the old stump dump. Those sites identified as feasible for conversion shall be developed for park use.	Feasibility study not completed		X		X	X		Delete
2.3) The county shall include active recreation facilities such as baseball fields, basketball courts, tennis courts, jogging trails, and others in its future south county parks.	referenced facilities included in South County Park	X		X		X		Maintain
2.4) The county shall give parkland acquisition priority to the area near S.R. 60, west of 43 <sup>rd</sup> Avenue	No parkland near S.R. 60 west of 43 <sup>rd</sup> Avenue has been purchased as of yet. Planning division, however, is working with a developer that is proposing to dedicate 20 acres at 58 <sup>th</sup> Avenue and 12 <sup>th</sup> Street for county park lands in exchange for a TDR.		X	Obj. is not due until 2020		X		Maintain

Policy 2.1, involving development of the South County Park, was implemented and contributed to meeting the objective. Since 1995, the county built Phase II of the south county park. Phase II consists of 2 additional ballfields, a concession stand, a tennis court, a basketball court, and additional parking spaces. This policy should be revised to set a target date of 2015 for completing the remaining improvements, including a South County Park multi-purpose facility, identified in the south county regional park master plan.

Policy 2.2 calls for the county to study the feasibility of converting former landfill and wastewater reuse sites to county parks. This policy was not implemented. Although this policy has been in the county's comprehensive plan since 1990, the feasibility study was not done. Since the recreation department has no plans to do this feasibility study, the policy should be deleted.

Policy 2.3 indicates that active recreation facilities should be provided in future south county parks. This policy was implemented when facilities, such as basketball courts, volleyball courts, tennis courts, baseball fields, and children's playgrounds, were built at the South County Park. Although this policy does not directly contribute to meeting the objective of acquiring additional parkland in the south county area, it is an appropriate policy and should be maintained.

Policy 2.4 calls for the county to make the acquisition of parkland in the area near SR 60, between 43rd Avenue and 82nd Avenue, a priority. This policy should be retained.

### **Overall Assessment of Policies**

The policies under Objective 2, with the proposed deletion and revisions, are sufficient to achieve the objective. No other policies are needed.

### **OBJECTIVE 3 Parkland Development**

By 2000, the county will have developed at least 60 percent of its currently undeveloped existing park acreage.

MEASURE - ACRES OF DEVELOPED COUNTY PARKLAND AS A PERCENTAGE OF ALL COUNTY PARKLAND.

Currently 65% (1002 acres) of the county's 1,528 acres of parkland are developed (park acreage and developed park acreage include 380 acres for Sandridge Golf Course).

Objective 3 was achieved.

The objective of continuing to develop existing undeveloped parkland should be retained, but the objective's target should be changed to 65%, and target date should be revised to 2020.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
3.1) By 2000, the county will develop Treasure Shores Park.	Phase I of Treasure Shores Park developed	X		X		X		Revise to indicate that phase II of Treasure Shores Park must be developed
3.2) By 2000, The county will improve existing fairground facilities.	Some improvements made additional improvements are planned	X		X		X		Revise target date and indicate that a master plan is being developed
3.3) The county shall add facilities to existing parks.	Done	X		X		X		Maintain

All policies under Objective 3 were implemented, and all contributed to meeting the objective.

Policy 3.1, relating to the development of the Treasure Shores Park should be revised to refer to the development of Phase II of Treasure Shores Park. Although policy 3.2, involving improvements to the fairgrounds, was implemented, that policy should be maintained, since additional improvements to the fairgrounds are needed. The target date of policy 3.2 should be revised.

Policy 3.3 calls for the county to add facilities to undeveloped park areas. Policy 3.3 also requires that added facilities be consistent with recreation facility guidelines and with the recreational capital improvements program. This policy should be maintained.

#### New Policy

A new policy should be added to indicate that the Recreation Department will update the north county regional park and the south county regional park master plans.

#### Overall Assessment of Policies

The policies under Objective 3, with the proposed revisions and additions, are sufficient to achieve the objective. No other policies are needed.

**OBJECTIVE 4      Access to Parklands and Recreation Facilities**

By 2004, the county will have eliminated all access constraints at county parks.

MEASURE – NUMBER OF ACCESS CONSTRAINTS AT COUNTY PARKS.

The county has retrofitted all of its parks and recreational facilities and has eliminated all access constraints. All parks and recreational facilities are now handicapped accessible.

Objective 4 was achieved.

Since the county removed access constraints in all county parks, this objective should be revised to indicate that all new parks will be handicap accessible. Also, the objective target date should be deleted.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
4.1) By 2003, the county shall retrofit all existing parks and recreation facilities to provide barrier-free access.	Done	X			X	X		Revise to indicate that all new parks provide barrier-free access
4.2) The county shall locate new park facilities in close proximity to the population to be served based upon service radius for different park types.	Done	X		X		X		Maintain but move it under another objective
4.3) The county shall provide vehicular, pedestrian, and bicycle access consistent with the Bikeway/Sidewalk Development Plan to all county owned parks in conjunction with park development.	Done	X		X		X		Maintain but move it under another objective

All policies under objective 4 were implemented, and all contributed to meeting the objective. Consistent with the requirements of Policy 4.1, all retrofitting of parks and recreation facilities to provide barrier-free access was completed, and no further action is needed. Therefore, policy 4.1 should be revised to indicate that all new parks should be built with barrier-free access.

### **Overall Assessment of Policies**

The policies under objective 4, with revisions, are sufficient to achieve the objective. No other policies are needed.

### **OBJECTIVE 5 Private Recreation Facilities**

By 2010, the county will have a coordinated public and private recreation system that meets the county's recreation demand.

**MEASURE – LEVEL OF RECREATIONAL FACILITIES PROVIDED**

Objective 5 was achieved.

Through both the public sector and private enterprise, many recreational facilities and programs are provided within the county. This objective, however, is vague and not measurable. Therefore, objective 5 should be deleted.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	IS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
5.1) The county shall not duplicate private recreation facilities	The county does not duplicate private recreation facilities	X		X			X	Delete
5.2) The county shall maintain LDRs that require PD projects to provide recreation areas and facilities.	LDRs maintained	X		X		X		Move this policy under another objective
5.3) The county shall coordinate with private recreation providers to ensure that recreation facilities are used efficiently and economically.	Not done		X		X		X	Delete

**Overall Assessment of Policies**

Objective 5 and policies 5.1 and 5.3 are vague, and cannot be measured. Therefore, Objective 5 and policies 5.1 and 5.3 under this objective should be deleted. Policy 5.2 should be moved to another objective.

**OBJECTIVE 6      Access to Natural Resources**

By 2010, the number of access points to the county’s major natural resources, including the Atlantic Ocean, Indian River Lagoon, St. Sebastian River, and freshwater lakes, will have increased by 5 from the 46 access points existing in 1996 to 51 access points.

MEASURE - NUMBER OF ACCESS POINTS IMPROVED OR CONSTRUCTED SINCE PLAN ADOPTION.

Objective 6 was achieved.

There are many access points to the county’s major natural resources; however, the objective’s focus is on access to natural water resources. Currently, there are 9 public beach parks, 35 beach access points, and 13 access points to fresh water lakes, the Indian River Lagoon, and the St. Sebastian River. Consequently, there are 57 access points to water resources. Since access to natural water resources is important, the intent of this objective should be retained. The objective, however, should be revised to clearly indicate that the county’s 57 current access points to the county’s major natural water resources should be maintained. Also, the objective’s target date should be revised to correspond to the time horizon of the plan.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
6.1) By 1999, the county shall complete improvements to the ocean side of Round Island Park	Done	X		X		X		Delete
6.2) county shall develop plans for Phase II of Treasure Shores Park.	Plans for phase II of the Treasure Shores Park is not done.		X		X	X		Maintain
6.3) The county shall study the possibility of using beachfront and riverfront lands that have been acquired through the county’s environmental lands acquisition program for public access to the county’s major natural	There is no study, however, acquired beachfront and riverfront properties were utilized for public access.	X		X		X		Revised to indicate that the county shall use acquired beachfront and riverfront properties for public access

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
resources.								
6.4) The county designates the Indian River Lagoon and the St. Sebastian River and associated coastal resources as a greenway (a.k.a. blueway).	Done	X		X		X		Maintain

All of the policies under objective 6, except for policy 6.2, were implemented, and all contributed to meeting the objective. Since policy 6.1 was completed and no further action is needed, that policy can be deleted. Policy 6.3 should be revised to indicate that the county shall use beachfront and riverfront properties acquired through the environmental lands acquisition program for public access to the county’s major natural resources.

**Overall Assessment of Policies**

The policies under Objective 6, with the proposed deletion and revision, are sufficient to achieve the objective. No other policies are needed.

**OBJECTIVE 7 Recreation Program**

Through 2004, the county will maintain a recreation program with a recreation staff that adequately serves all geographic areas of the county with a range of programs.

**MEASURE – AVAILABILITY OF COUNTY RECREATION PROGRAMS AND STAFF**

The county recreation department staff provided an average of 142 countywide recreational programs per year.

Objective 7 was achieved

The county has maintained recreation programs and staff. Since Objective 7 is an ongoing objective, the target date should be removed from the objective, and the objective should instead have an ongoing target. As written, this objective is vague. Therefore, the objective should be revised to be more specific.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
7.1) The county shall provide supervised recreation activities at all community park sites.	Provided	X		X		X		Maintain
7.2) The county shall continue to support the activities of the Indian River County/City of Vero Beach Recreation Department.	There is no more county/City of Vero Beach Recreation Department		X		X		X	Delete
7.3) The county shall allow private groups to use park areas and preclude use of those areas for recreation programs and activities provided that certain conditions are met.	Private groups use park areas	X		X		X		Maintain

Each of Objective 7's policies, except for policy 7.2, was implemented, and each contributed toward achieving the objective. Since the county/City of Vero Beach recreation department no longer exists, Policy 7.2 should be deleted.

### New Policies

Several new policies should be added under this objective. These new policies should indicate that:

- The Recreation Department should, by 2010, develop and conduct a survey to determine demand for existing recreational programs and to prioritize demand for new programs.
- The Recreation Department should annually identify CORE recreation programs, and services.
- The Recreation Department should establish an automated recreational program system which allows users to reserve park facilities; or to sign up for recreation programs online.
- The Recreation Department should formalize multi-year agreements with all long term user groups for utilizing county's public recreation facilities.

- The Recreation Department should sign an agreement with the IRC school district for access to school's recreational facilities.

### **Overall Assessment of Policies**

The policies under Objective 7, with the proposed deletion and additions, are sufficient to achieve the objective. No other policies are needed.

### **OBJECTIVE 8      Open Space**

By 2004, publicly-owned or publicly-controlled open space acreage in Indian River County will have increased by at least 10% from the 1995 total of 68,239 acres.

MEASURE – PERCENTAGE INCREASE OF PUBLICLY-OWNED OR PUBLICLY-CONTROLLED OPEN SPACE.

At the time of the last major plan update, there were 68,239 acres of publicly-owned or publicly-controlled open space in the county. By 2005, that number had increased by 46% (about 31,761 acres) to 100,000 acres.

Objective 8 was achieved.

The preservation of open space has a positive effect on the community's quality of life. For that reason, this objective should be retained but updated to state that, through the time horizon of the plan, there will be no decrease in the amount of publicly-owned or publicly-controlled open space.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
8.1) The county shall acquire those environmentally sensitive areas programmed for acquisition in the conservation element of this plan.	Bond funded Environmental Land Acquisition Program implemented	X		X		X		Maintain
8.2) The county hereby designates the following roadways as scenic/historic roads: Jungle Trail, Fellsmere Grade, Quay Dock Rd., Old Winter Beach Rd., & Gifford Dock Rd.	Jungle Trail Management Plan developed; enhancements planned	X		X		X		Maintain
8.3) By 2005, the county shall develop management plans for each of the scenic/historic roads. Those plans shall protect open space adjacent to those roads and shall designate areas for open space acquisition.	Jungle Trail Management Plan developed; Fellsmere Grade Management Plan drafted	X		X		X		Maintain
8.4) The county shall acquire right-of-way for future roads to provide additional open space by: Using rural cross sections including grassed swales unless precluded by physical constraints; Providing for grassed medians on divided roadways where conditions allow; and Designing roadways to provide for grassed	right-of-way purchased	X		X		X		Maintain

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
roadway-recovery areas.								
8.5) The county shall continue to apply the open space definitions and standards reflected in this element.	LDRs contain minimum open space requirements	X		X		X		Maintain
8.6) The county shall, through its land development regulations, specify minimum open space requirements by land use type	Chapter 911 requires minimum open space for each zoning district	X		X		X		Maintain
8.7) The county shall, through its land development regulations, require the recording of conservation easements.	LDRs require recording of conservation easements	X		X		X		Maintain

All policies under Objective 8 were implemented, and all either directly or indirectly contributed to meeting the objective.

**Overall Assessment of Policies**

The policies under Objective 8 are sufficient to achieve the objective. No other policies are needed.

**OBJECTIVE 9 Intergovernmental Coordination**

By 2000, the county will have a formal countywide recreation system that has been approved through an interlocal agreement involving Indian River County, the City of Vero Beach, The City of Sebastian, and the Town of Fellsmere.

**MEASURE – EXISTENCE OF A FORMAL COUNTYWIDE RECREATION SYSTEM.**

In the late 1990’s, efforts were made to create a countywide recreation system. Those efforts were unsuccessful. Each jurisdiction now provides its own recreation facilities and programs.

Objective 9 was not achieved.

Since there is no countywide recreation system and there is no plan for creation of a countywide recreation system, this objective should be deleted. Since intergovernmental coordination is important, this objective should be replaced with another intergovernmental coordination objective. The new objective should indicate that the county will have agreements with municipalities for county-wide programs and for special events that impact other jurisdictions.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
9.1) The county shall work with municipalities to develop an interlocal agreement that formalizes the countywide recreation system.	Not done		X		X	X		Delete
9.2) The county shall enter into one interlocal agreement with the City of Vero Beach, the City of Sebastian, and the City of Fellsmere to coordinate recreation planning.	Not done		X		X	X		Delete
9.3) The county shall continue to coordinate with the SJRWMD on the district's recreation advisory committee.	Done	X		X		X		Maintain
9.4) To enhance recreation opportunities, the county shall coordinate with state and federal agencies in land acquisition programs.	Done	X		X		X		Maintain

Policies 9.3 and 9.4 were implemented. Since there is no countywide recreation system, policies 9.1 and 9.2 were not implemented and should be deleted.

New Policies

Several new policies should be added under this objective. These new policies should indicate that:

- The county should coordinate with the school board to exchange the county’s 16<sup>th</sup> Street complex for an equal value regional park property within the unincorporated area of the county.
- The county should sign agreements with municipalities as needed for the provision of countywide programs and for special events.

**Overall Assessment of Policies**

The policies under objective 9, with the proposed deletions and additions, are sufficient to achieve the proposed new revised objective. No other policies are needed.

**OBJECTIVE 10 Adequate Funding**

Through fiscal year 2003/04, all programs and facilities needed to maintain the adopted recreation levels of service will be adequately funded.

MEASURE – FUNDING NEEDED FOR RECREATION FACILITIES AND PROGRAMS.

Objective 10 was achieved.

Since the time of the last major plan update, Indian River County has provided sufficient funding for recreation facilities and programs. To ensure sufficient recreation capital funding, the county adopted a new recreation impact fee in 2005. This objective is similar to objective 1 and should be combined with objective 1 into one objective.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
10.1) The county shall continue to apply user fees for those facilities and programs where the benefit is quantifiable and where the fee can be effectively implemented.	The county charges a fee for use of the Gifford pool, North County pool, and Sandridge Golf Course	X		X		X		Maintain  Move under objective 1

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
10.2) The county shall as part of its user fee program subsidize low income residents.	County pays for children of very low and low income households by using Children Assistance Program (CAP) funds.	X		X			X	Maintain Move under objective 1
10.3) The county shall identify state and federal recreation grant programs and apply for funding.	Done	X		X		X		Maintain Move under objective 1

All policies under objective 10 were implemented, contributed to meeting the objective, and should be maintained. These policies, however, should be moved to objective 1

**Overall Assessment of Policies**

The policies under Objective 10 must be moved to objective 1. No other policies are needed.

**OBJECTIVE 11     Arts and Cultural Programs**

By 2005, the number of activities and events sponsored each year by Indian River County cultural organizations will exceed by 20% the number of activities and events sponsored in 2001. The number of activities in 2001 will be identified in a report titled “America for the Arts Economic Impact Study” to be published in 2002. “The National Taxonomy of Exempt Entities Manual” (TNTEEM) or other appropriate sources shall be used to define cultural organizations.

MEASURE – NUMBER OF ARTS AND CULTURAL EVENTS.

Objective 11 was achieved.

Private organizations provide many art and cultural events in the county. For the county, however, it is difficult to determine how many programs and events are actually provided. This objective should be deleted, since the county does not have any control over these programs and events.

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
11.1) The county may support cultural activities by providing financial support.	Done	X			X		X	Delete
11.2) The county shall support cultural organization applications for state, federal and private foundation grants.	The county supports cultural organizations		X		X		X	Delete
11.3) The county shall consider arts and cultural activity funding request.	Limited budget		X		X		X	Delete
11.4) The county shall support cultural programs and events by allowing the use of county facilities.	Done	X		X		X		Maintain, move under another objective
11.5) The county will	Not done		X		X	X		Delete

POLICY DESCRIPTION (refer to plan for actual policy)	ACTION/ ACCOMPLISHMENT	WAS POLICY IMPLEMENTED?		DID THIS POLICY CONTRIBUTE TO MEETING THE OBJECTIVE?		WAS THE ORIGINAL POLICY APPROPRIATE?		SHOULD THIS POLICY BE MAINTAINED, DELETED, OR REVISED?
		YES	NO	YES	NO	YES	NO	
annually pass a resolution recognizing October as National Arts and Humanities month.								
11.6) The county shall support the sale of the State of the Arts license plates through the distribution of flyers and posters in license tag offices.	Not done – tag office does not accept flyers; therefore, no flyers submitted to tag office for distribution.		X		X		X	Delete

Only policies 11.1 and 11.4 under Objective 11 were implemented. Since the county does not have control over arts and cultural programs, Objective 11 and Policies 11.1, 11.2, 11.3, 11.5 and 11.6 should be deleted. Policy 11.4 should be moved to another objective.

**Overall Assessment of Policies**

The policies under Objective 11, except for policy 11.4, should be deleted. Policy 11.4 should be moved to another objective.

**OVERALL ASSESSMENT OF OBJECTIVES**

The objectives of the Recreation and Open Space Element, with the proposed revisions, are sufficient to meet the overall intent of the element.

**FUTURE ACTIONS**

The county must adopt EAR based amendments which update the tables, figures, text, and Goals, Objectives and Policies of the Recreation and Open Space Element. Much of that update involves the inclusion of new data.

## **ANTICIPATED AMENDMENTS**

### **Tables and Figures**

Each of the Recreation and Open Space Element's tables and figures must be updated to reflect current conditions.

### **Text**

Major portions of the text of the Recreation and Open Space Element must be revised with new data including existing conditions and projections.

### **Objectives and Policies**

Anticipated amendments to the objectives and policies of the Recreation and Open Space Element are summarized below.

OBJECTIVE	POLICY	REVISION
1		Revise objective's target date
1	1.5	Delete policy 1.5
1	1.6	Revise target date of policy 1.6
1	New	New policy to evaluate current per capita expenditures in north and south areas
1	New	Evaluate existing user fees
1	New	Surcharge for out of county residents
1	New	Evaluate other funding options
1	New	Evaluate new revenue opportunities
1	New	Creating a foundation for donations
1	New	Utilizing impact fees
2	2.1	Revise to indicate that by 2015 remaining improvements identified in south county park master plan will be built
2	2.2	Delete policy 2.2
3		Revised the objective's target and target date to 2020
3	3.1	Revise policy 3.1 to indicate phase II of Treasure Shores

OBJECTIVE	POLICY	REVISION
		Park must be developed
3	3.2	Revise target date and indicate development of master plan for the fairgrounds
3	New	Add new policy 3.4 for update of north and south county regional master plans
4		Revise objective 4, all new parks will be barrier-free access
4	4.1	Revise policy 4.1, all new parks should be built with barrier-free access
5		Delete objective 5
5	5.1	Delete policy 5.1
5	5.2	Move this policy under another objective
5	5.3	Delete policy 5.3
6		Revise objective to set new target date
6	6.1	Delete policy 6.1
6	6.3	Revised to indicate that county acquired riverfront and beachfront properties will be utilized for public access.
7		Revise target date and make the objective more specific
7	7.2	Delete policy 7.2
7	New	Add new policy to conduct survey of recreation programs users
7	New	Add new policy to identify CORE recreational programs
7	New	Add new policy to establish automated system
7	New	Add new policy to develop agreements with long term user groups
7	New	Add new policy to sign agreement with school board
8		Revise the objective and objective's target date
9		Revised target and target date
9	9.1	Delete policy 9.1
9	9.2	Delete policy 9.2

OBJECTIVE	POLICY	REVISION
9	New	Add policy exchange of 16 <sup>th</sup> Street complex
9	New	Add policy county-wide programs for special events
10		Combined with objective 1
10	10.1	Move under objective 1
10	10.2	Move under objective 1
10	10.3	Move under objective 1
11		Delete objective 11
11	11.1	Delete policy 11.1.
11	11.2	Delete policy 11.2
11	11.3	Delete policy 11.3
11	11.4	Move policy 11.4 under another objective
11	11.5	Delete policy 11.5
11	11.6	Delete policy 11.6

## Attachment 1

### **Goal, Objectives and Policies**

As with all elements of the comprehensive plan, goals, objectives and policies are the basis of the Recreation Open Space Element. Not only do they establish the county's direction for recreation and open space; but goals, objectives and policies also set community expectations for recreation and open space and courses of action which the county will pursue to meet those expectations.

**GOAL:** It is the goal of Indian River County to provide a recreation and open space system which meets the needs of all residents of the county, is accessible to all residents of the county, and maximizes the county's physical, cultural and historical resources.

#### **OBJECTIVE 1: Adequate Parklands and Recreation Facilities**

Through 2003, adopted recreation levels-of-service will be maintained to ensure that adequate parklands and recreation facilities are available for use.

**POLICY 1.1:** The county hereby adopts a recreation level-of-service standard of 6.61 recreation acres per 1,000 permanent population plus weighted seasonal population

**POLICY 1.2:** For level-of service purposes, the county shall measure parkland acres per 1000 population by summing the total county owned park acreage and dividing by the current estimate of unincorporated county permanent population, plus weighted seasonal population.<sup>1</sup>

**POLICY 1.3:** The county shall maintain its concurrency management system, which allows proposed developments only if there is sufficient parkland to serve the proposed development.

**POLICY 1.4:** The county hereby adopts the facility standards identified in Table 10.1 as guidelines to be used in developing parklands.

**POLICY 1.5:** By 1998, the county shall request that the State of Florida lease 100 acres of the Coraci/Sebastian Creek property to the county for the development of a north county park.

**POLICY 1.6:** By 1998, the county shall complete a needs analysis of its recreation services. This analysis will include an assessment of the type of parks and facilities needed in Indian River County, the quantity of facilities needed, the location where those facilities are needed, the current use of facilities, and a comparison of county needs to national standards for recreation services, and unique local conditions relevant to recreation services.

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<sup>1</sup>Current unincorporated population estimate from the Bureau of Economic and Business Research, University of Florida.

## **OBJECTIVE 2: Parklands in the South District**

By 2020, the county will have 461 acres of parkland in the south district.

**POLICY 2.1:** By 2010, the county shall complete the development of the South County Park.

**POLICY 2.2:** By 2000, the county shall assess the feasibility of converting former landfill sites and wastewater reuse sites to county parks. Specific consideration will be given to the Oslo transfer station site and the old stump dump. Those sites identified as feasible for conversion shall be developed for park use by 2020.

**POLICY 2.3:** The county shall include active recreation facilities such as baseball fields, basketball courts, tennis courts, jogging trails, and others in its future south county parks.

**POLICY 2.4:** The county shall give parkland acquisition priority to the area near SR 60, west of 43<sup>rd</sup> Avenue.

## **OBJECTIVE 3: Parkland Development**

By 2000, the county will have developed at least 60 percent of its currently undeveloped existing park acreage.

**POLICY 3.1:** By 2000, the county shall complete the north beach complex (Treasure Shores Park) provided that the endangered species issue is resolved.

**POLICY 3.2:** By 2000, the county shall improve the existing fairgrounds facilities by providing parking, permanent facilities, and necessary structures.

**POLICY 3.3:** The county shall add facilities to existing parks having undeveloped area. Some parkland will remain undeveloped for a variety of reasons, including environmental, regulatory, and aesthetics. The facilities that will be added are to be consistent with the recreation facility guidelines in Table 10.1 and the recreation capital improvements program.

## **OBJECTIVE 4: Access to Parklands and Recreation Facilities**

By 2004, the county will have eliminated all access constraints at county parks.

**POLICY 4.1:** By 2003, the county shall retrofit all existing parks and recreation facilities to provide barrier-free access. Additionally, the county shall continue to design all new parks and recreation facilities to provide barrier-free access.

**POLICY 4.2:** The county shall locate new park facilities in close proximity to the population to be served based upon service radius for different park types.

**POLICY 4.3:** The county shall provide vehicular, pedestrian, and bicycle access consistent with the Bikeway/Sidewalk Development Plan to all county owned parks in conjunction with park development.

**OBJECTIVE 5: Private Recreation Facilities**

By 2010, the county will have a coordinated public and private recreation system that meets the county's recreation demand.

**POLICY 5.1:** The county shall not duplicate recreation facilities if recreation facilities are provided by the private sector, are available to the public and are adequate to serve the target population.

**POLICY 5.2:** The county shall maintain land development regulations that require certain planned residential development projects to provide recreation areas and facilities that meet the county's recreation level-of-service standards.

**POLICY 5.3:** The county shall coordinate with private recreation providers to ensure that both private and public recreation facilities are used efficiently and economically to meet the recreation demands of county residents and visitors.

**OBJECTIVE 6: Access to Natural Resources**

By 2010, the number of access points to the county's major natural resources, including the Atlantic Ocean, Indian River Lagoon, St. Sebastian River, and freshwater lakes, will have increased by 5, from the 46 access points existing in 1996 to 51 access points.

**POLICY 6.1:** By 1999, the county shall complete improvements to the ocean side of Round Island Park.

**POLICY 6.2:** The county shall, dependent on demand for more facilities, develop plans for phase two of the Treasure Shores Park.

**POLICY 6.3:** The county shall study the possibility of using beachfront and riverfront lands that have been acquired through the county's Environmental Lands Acquisition Program for public access to the county's major natural resources.

**POLICY 6.4:** The county hereby designates the Indian River Lagoon, the St. Sebastian River, and associated coastal resources as a greenway (a.k.a. "blueway") and waterway trail system. Consistent with Policy 8.1 of the Coastal Management Element, Indian River County will participate in the Indian River Lagoon "Blueway" Florida Forever (f.k.a. "Conservation and Recreation Lands") project to acquire and provide passive recreational access to coastal resources bordering the Indian River Lagoon by providing local funding assistance, and by providing "in-kind" services, such as identifying environmentally-sensitive parcels.

## **OBJECTIVE 7: Recreation Programs**

Through 2004, the county will maintain a recreation program with a recreation staff that adequately serves all geographic areas of the county with a range of programs.

**POLICY 7.1:** The county shall provide supervised recreation activities at all community park sites.

**POLICY 7.2:** The county shall continue to support the activities of the Indian River County/City of Vero Beach Recreation Department.

**POLICY 7.3:** The county may allow private leisure and recreation groups to use park areas for recreation programs and activities provided that the following conditions are met:

- The area of the park to be used must not currently be in use by the general public or designated for future use on the park master plan;
- A lease specifying duration of use, characteristics of use, insurance requirements, and other applicable conditions must be executed by the Board of County Commissioners;
- A site plan or temporary use permit must be approved by the planning department;
- Any improvements made to the leased site must be done and paid for by the lessee with the improvements reverting to the county when the lease expires.

## **OBJECTIVE 8: Open Space**

By 2004, publicly-owned or publicly-controlled open space acreage in Indian River County will have increased by at least 10% from the 1995 total of 68,239 acres.

**POLICY 8.1:** The county shall acquire those environmentally sensitive areas programmed for acquisition in the conservation element of this plan. These areas will be used as open space, passive recreation areas, and historical sites, as appropriate.

**POLICY 8.2:** The county hereby designates the following roadways as scenic/historic roads:

- Jungle Trail
- Fellsmere Grade
- Quay Dock Road
- Old Winter Beach Road
- Gifford Dock Road

**POLICY 8.3:** By 2005, the county shall develop management plans for each of the scenic/historic roads. These management plans shall provide for the protection of open space resources adjacent to these roads and shall designate areas suitable for open space acquisition. These roads will be used as access ways, open space, and corridors incorporating passive and active recreational activities while maintaining their primary historical importance.

**POLICY 8.4:** Consistent with the Transportation Element, the county shall acquire sufficient right-of-way for future roads to provide additional green (open space) areas by:

- Using rural cross sections including grassed swales unless precluded by physical constraints;
- Providing for grassed and landscaped medians on divided roadways where conditions allow; and
- Designing roadways to provide for grassed and landscaped roadway-recovery areas.

**POLICY 8.5:** The county, through its land development regulations, shall continue to apply its open space definitions and standards as reflected in this element.

**POLICY 8.6:** The county shall, through its land development regulations, continue to specify minimum open space requirements by land use type.

**POLICY 8.7:** The county shall, through its land development regulations, continue to require the recording of conservation easements for all environmentally sensitive areas from which density is transferred, and other such areas that are to be maintained as open space.

**OBJECTIVE 9: Intergovernmental Coordination**

By 2000, the county will have a formal countywide recreation system that has been approved through an interlocal agreement involving Indian River County, The City of Vero Beach, The City of Sebastian, and the Town of Fellsmere.

**POLICY 9.1:** The county shall work with the municipalities to develop an interlocal agreement that formalizes the countywide recreation system.

**POLICY 9.2:** The county shall enter into one interlocal agreement with the City of Vero Beach, the City of Sebastian, and the Town of Fellsmere to coordinate recreation planning.

**POLICY 9.3:** The county shall continue to coordinate with the St. Johns River Water Management District through representation on the district's regional recreation advisory committee.

**POLICY 9.4:** To enhance recreation opportunities, the county shall coordinate with and support state and federal agencies in their land acquisition programs by:

- Compiling information;
- Conducting site analyses;
- Contacting owners; and
- Providing staff assistance

**OBJECTIVE 10: Adequate Funding**

Through fiscal year 2003/04, all programs and facilities needed to maintain the adopted recreation levels-of-service will be adequately funded.

**POLICY 10.1:** The county shall continue to apply user fees for those facilities and programs where the benefit is quantifiable and where the fee can be effectively implemented.

**POLICY 10.2:** The county shall, as part of its user fee program, develop a method to subsidize recreation user fees for low income residents so that there will be minimal effects of user fees on participation at sites or programs.

**POLICY 10.3:** The county shall identify state and federal recreation grant programs. When applicable, the county shall apply for available grant funds, for recreation facility or program funding.

**OBJECTIVE 11: Arts and Cultural Programs**

By 2005, the number of activities and events sponsored each year by Indian River County cultural organizations will exceed by 20% the number of activities and events sponsored in 2001. The number of activities in 2001 will be identified in a report titled “America for the Arts Economic Impact Study” to be published in 2002. “The National Taxonomy of Exempt Entities Manual” (TNTEEM) or other appropriate sources shall be used to define cultural organizations.

**Policy 11.1** The County may support cultural activities by providing financial support through tourist tax revenue and the Tourist Development Council.

**Policy 11.2** The County shall support cultural organizations’ (as defined by TNTEEM or other appropriate sources) applications for state, federal, and private foundation grants. The County’s support may include providing customized demographic information, leveraging the County’s grant eligibility, providing letters of support, and providing other support as needed.

**Policy 11.3** The County shall consider arts and cultural activity funding requests only for organizations (as defined by TNTEEM or other appropriate sources) that submit the following information to the County Budget Office:

- detailed information about the organization’s accomplishments during the last fiscal year, specifically as related to funding received from the County;

- detailed budget information pertaining to any funds that the organization is requesting;
- the organization's proposed goals and activities for the upcoming fiscal year; and
- a copy of the organization's most recent audit, if applicable.

**Policy 11.4** The County shall support cultural programs and events by allowing the use of County facilities when appropriate and not inconsistent with County needs.

**Policy 11.5** The Board of County Commissioners will annually pass a resolution recognizing October as National Arts and Humanities Month.

**Policy 11.6** The County shall support the sale of the State of the Arts license plates through the distribution of flyers, and posters in license tag offices.

## Attachment 2

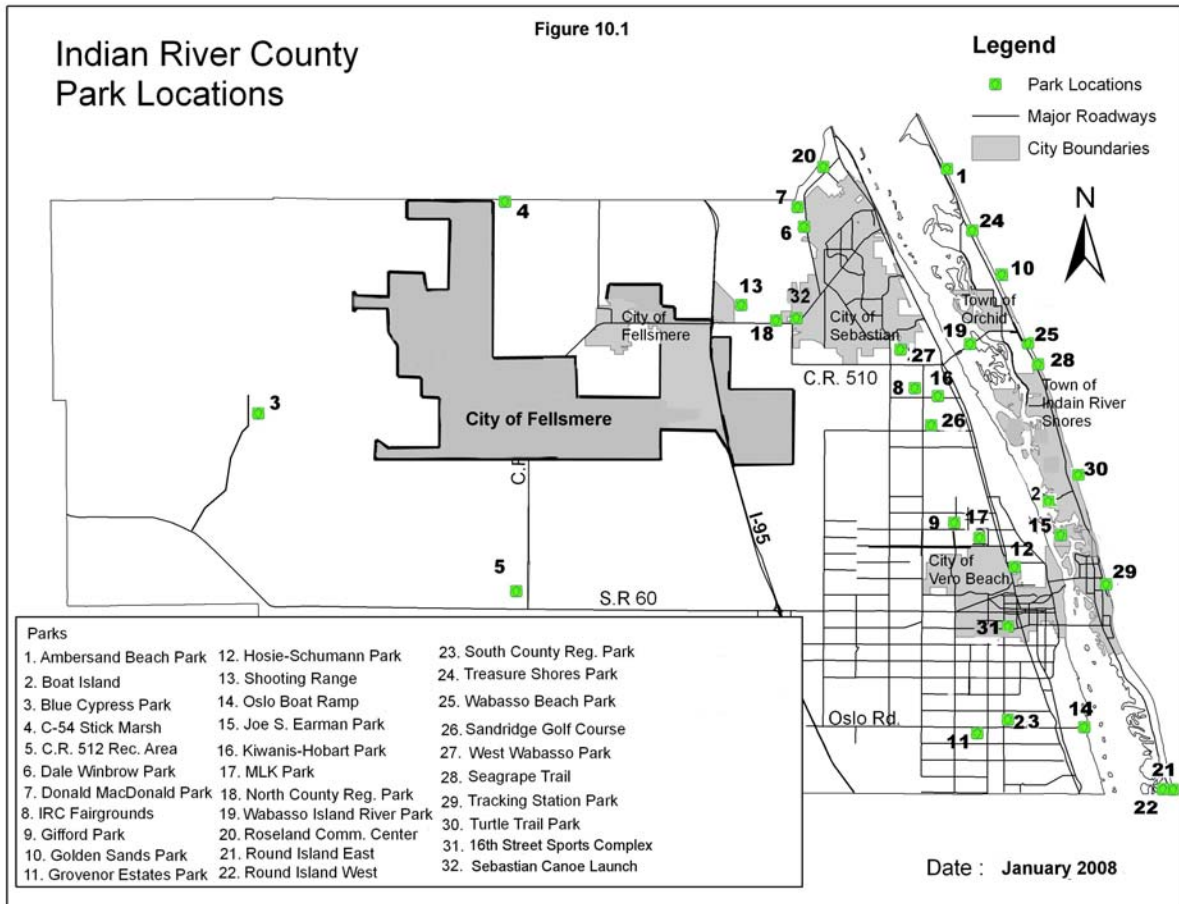
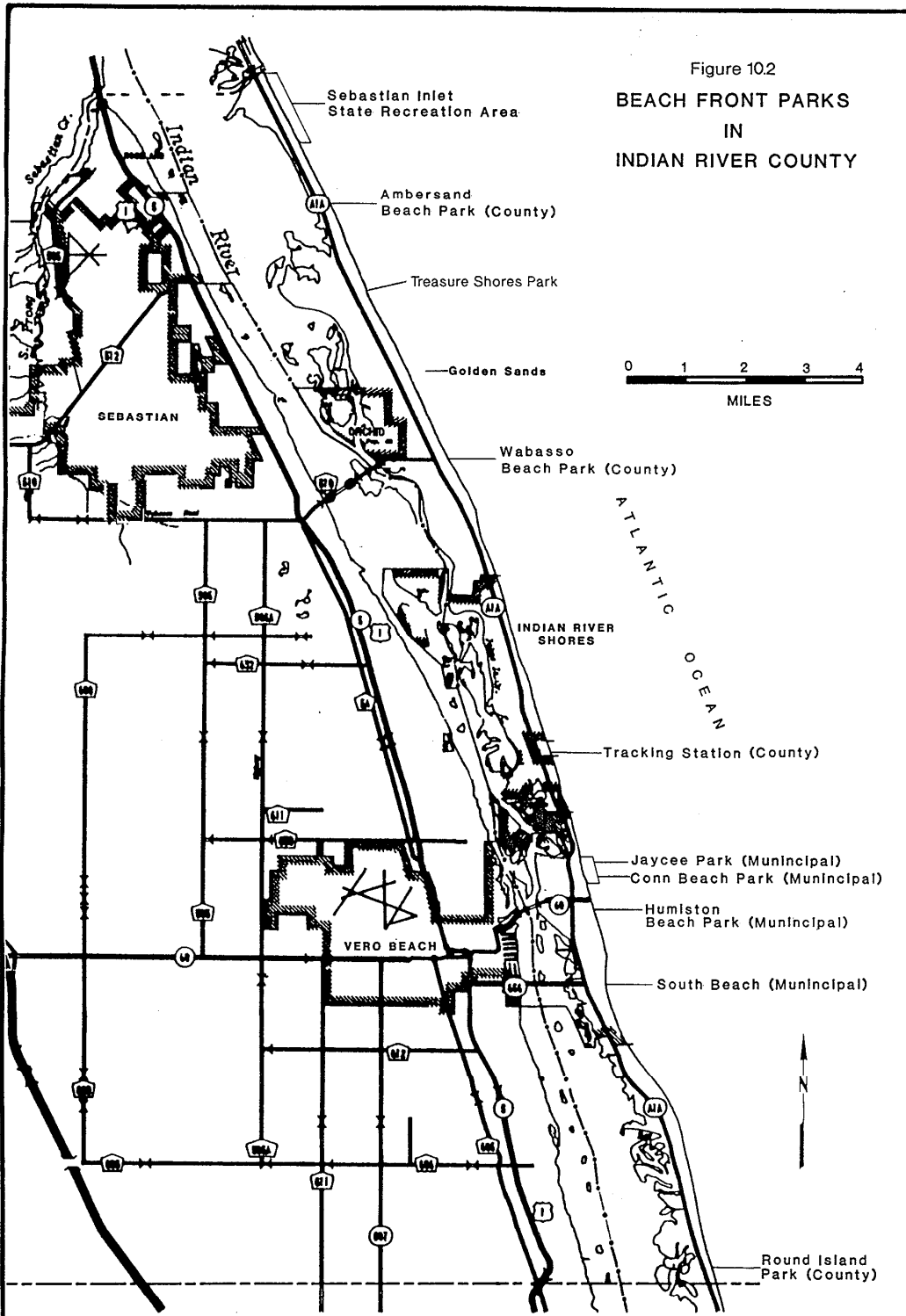


Figure 102  
**BEACH FRONT PARKS  
 IN  
 INDIAN RIVER COUNTY**



Source: Cubit Engineering Ltd.,

Date: Jan. 2008

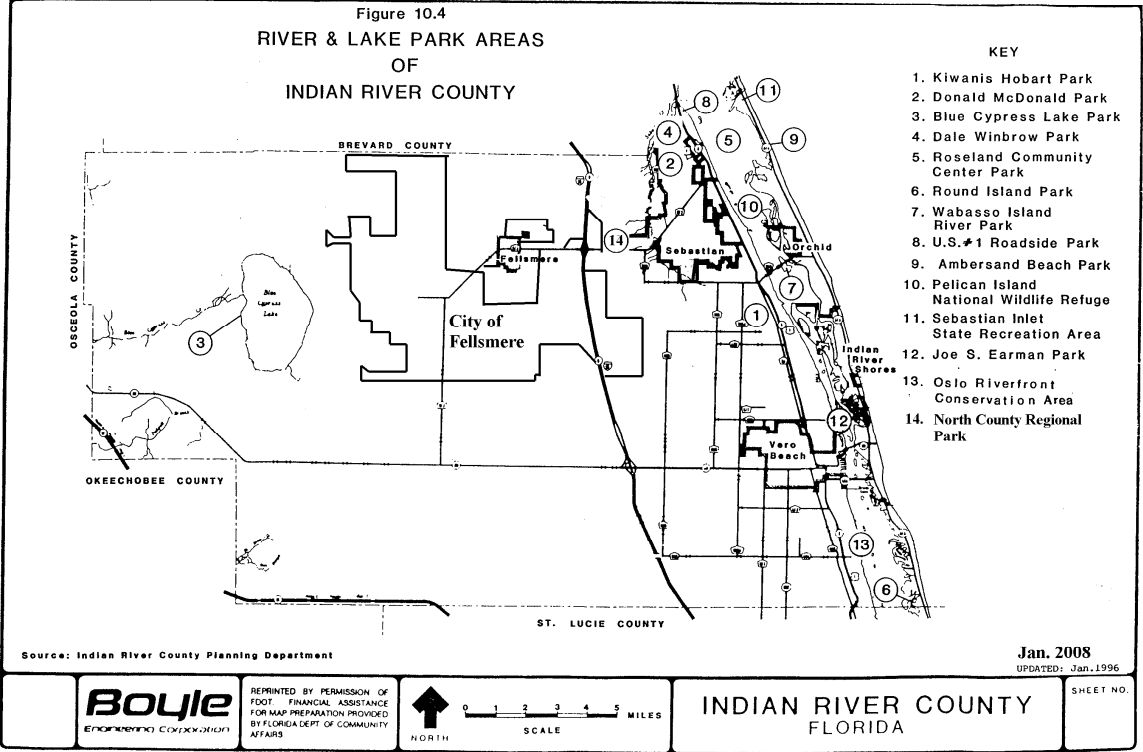
**Boyle**  
 Engineering Corporation

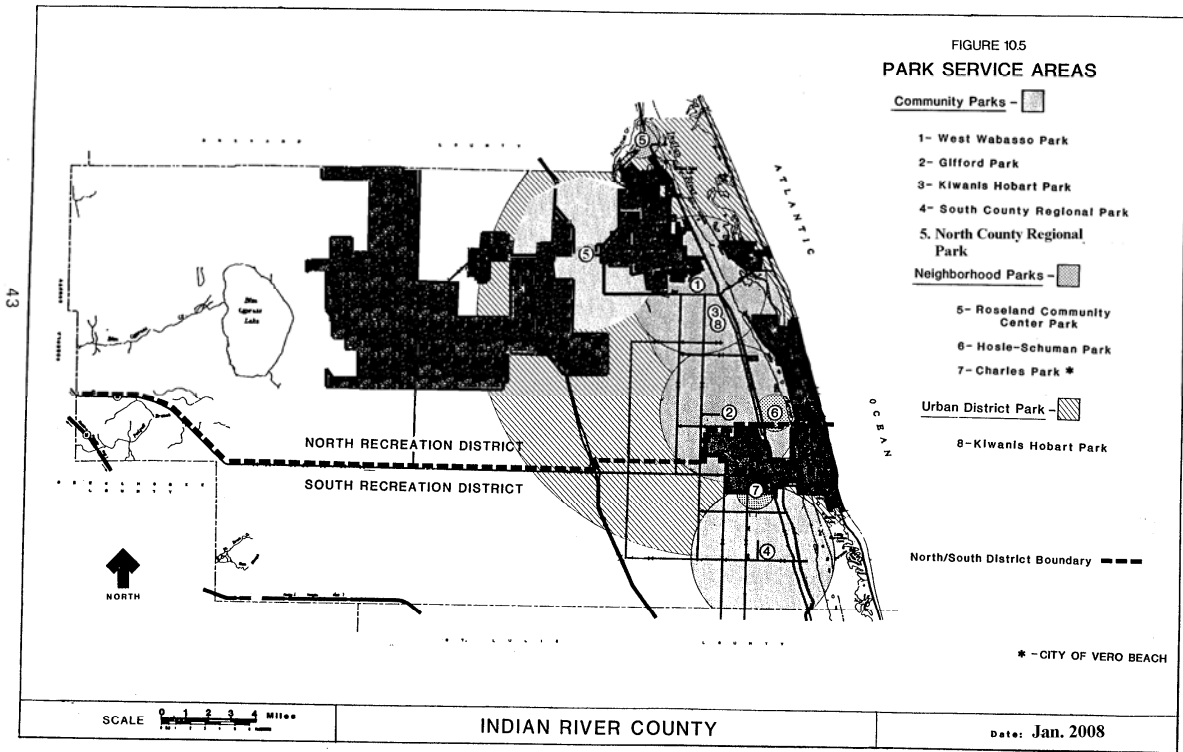
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**INDIAN RIVER COUNTY  
 FLORIDA**

SHEET NO.

Figure 10.4  
RIVER & LAKE PARK AREAS  
OF  
INDIAN RIVER COUNTY





### Attachment #3 – Five Year Capital Improvements Plan

#### Parks and Recreation

	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12
<b>Revenue</b>					
FBIP	\$ 400,000.00	\$ -	\$ -	\$ -	\$ -
Grants	\$ 200,000.00	\$ -	\$ -	\$ -	\$ -
Optional Sales Tax	\$ 3,500,000.00	\$ 500,000.00	\$ -	\$ 1,400,000.00	\$ -
Parks and Recreation Impact Fees	\$ 1,325,000.00	\$ 1,200,000.00	\$ 1,850,000.00	\$ 2,300,000.00	\$ 3,700,000.00
<b>Total Revenue</b>	<b>\$ 5,425,000.00</b>	<b>\$ 1,700,000.00</b>	<b>\$ 1,850,000.00</b>	<b>\$ 3,700,000.00</b>	<b>\$ 3,700,000.00</b>

Expenditures	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Revenue Source
Oslo Boat Ramp and Parking	\$ 400,000.00	\$ -	\$ -	\$ -	\$ -	FBIP
Oslo Boat Ramp and Parking	\$ 200,000.00	\$ -	\$ -	\$ -	\$ -	Grants
S. County Regional Park improvements	\$ 200,000.00	\$ -	\$ -	\$ -	\$ -	Impact Fees
South County Recreation Multi Purpose Facility	\$ 2,300,000.00	\$ -	\$ -	\$ -	\$ -	Optional Sales Tax
South County Recreation Multi Purpose Facility	\$ -	\$ 1,500,000.00	\$ -	\$ -	\$ -	Impact Fees
Fairgrounds perimeter road paving	\$ 350,000.00	\$ 300,000.00	\$ -	\$ -	\$ -	Impact Fees
Parks Maintenance Facility	\$ 1,200,000.00	\$ 500,000.00	\$ -	\$ -	\$ -	Optional Sales Tax
State Road 510 Fishing Pier	\$ -	\$ -	\$ -	\$ 1,400,000.00	\$ -	Optional Sales Tax
Land for Future Parks	\$ -	\$ -	\$ 1,575,000.00	\$ 1,575,000.00	\$ 1,575,000.00	Impact Fees
West County Regional Park	\$ -	\$ -	\$ -	\$ 500,000.00	\$ 2,800,000.00	Impact Fees; Dedication
<b>Total Expenditures</b>	<b>\$ 4,650,000.00</b>	<b>\$ 2,300,000.00</b>	<b>\$ 1,575,000.00</b>	<b>\$ 3,475,000.00</b>	<b>\$ 4,375,000.00</b>	

Comparison of Expenditures to Revenue	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	Total
Total Revenue	\$ 5,425,000.00	\$ 1,700,000.00	\$ 1,850,000.00	\$ 3,700,000.00	\$ 3,700,000.00	\$16,375,000
Total Expenditures	\$ 4,650,000.00	\$ 2,300,000.00	\$ 1,575,000.00	\$ 3,475,000.00	\$ 4,375,000.00	\$16,375,000
<b>Annual Balance</b>	<b>\$775,000</b>	<b>-\$600,000</b>	<b>\$275,000</b>	<b>\$225,000</b>	<b>-\$675,000</b>	<b>\$0</b>

Attachment 4

IRC Recreation Department  
All Program Evaluation Matrix

3/24/2008

Program	Total Value	Core	Non Core
<b>Aquatics</b>			
<b>GAC</b>			
<b>Fall</b>	<b>Sept.16- Dec1</b>	<b>ec.1</b>	
<b>Instructional</b>			
Self Defense	3	x	
Special K	5	x	
Complete Fitness	3	x	
Group Swim Lessons	2		x
Private Lessons	2		x
<b>Other</b>			
Daily admission	1		x
Memberships	2		x
Rentals	4	x	
Concessions	1		x
<b>Winter</b>			
<b>Dec. 2-Feb .15</b>			
<b>Instructional</b>			
Self Defense	3	x	
Special K	5	x	
Complete Fitness	3	x	
Group Swim Lessons	2		x
Private Lessons	2		x
<b>Other</b>			
Daily admission	2		x
Memberships	2		x
Rentals	4	x	
Concessions	1		x

MLK Celebration 5 x

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

**Program Total Value Core Non Core**

**GAC**

**Spring Feb.16- April 30**

**Instructional**

Self Defense	3	x	
Special K	5	x	
Group Swim Lessons	2		x
Private lessons	2		x
<b>Other</b>			
Daily admissions	2		x
Memberships	2		x
Rentals	4		x
Concessions	1		x
Step Up Florida	2		x
AAHLW & Water Safety	2		x

**Summer May 1- Sept. 15**

**Instructional**

Self Defense	3	x	
Special K	5	x	
Group Swim Lessons	4	x	
Private Lessons	4	x	
Youth Fun Day	4	x	
<b>Other</b>			
Daily admission	4	x	
Memberships	4	x	
Rentals	5	x	
Concessions	3		x

**Ocean Rescue**

Summer

Jr. Lifeguard Program

4

x

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

**Program**

**Total  
Value**

**Core**

**Non Core**

**NCAC**

**Fall Sept. 16- Dec.1**

**Instructional**

Aquanautics

3

x

Lifeguard class

3

x

Scuba

2

x

Group Swim Lessons

2

x

Private Lessons

2

x

Swim Meets SRHS

3

x

State Special Olympics 5

x

**Other**

Daily admission

2

x

Memberships

2

x

Swim Team

3

x

Dive Team

3

x

Rentals

4

x

Concession

1

x

**Pools**

Zero Depth

2

x

50 meter

4

x

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>NCAC</b>			
<b>Winter</b>	<b>Dec.2-Feb15</b>		
<b>Instructional</b>			
Aquanautics	3		x
Lifeguard class	3	x	
Scuba	1		x
Group Lessons	2		x
Private Lessons	2		x
Swim Meets	2		x
<b>Other</b>			
Daily admission	3		
Membership	3		
Swim Team	3		
Dive Team	3		
College Teams	4	x	
Rentals	4		
Concessions	1		
<b>Pools</b>			
Zero Depth	2		x
50 meter	4	x	

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>NCAC</b>			
<b>Spring</b>	<b>Feb. 16- April 30</b>		
<b>Instructional</b>			
Aquanautics	3	x	
Lifeguard Class	4	x	
Scuba	1		x
Water Safety Class	3	x	
Group Lessons	3	x	
Private Lessons	2		x
Liberty Magnet	3	x	
Fellsmere	3	x	
SRMS	3	x	
TCSC Swim Meet	3	x	
<b>Other</b>			
Daily admission	3	x	
Memberships	3	x	
Swim Team	3	x	
Dive Team	3	x	
Rentals	4	x	
Concession	2		x
Dancin on the Deck	2		x
Water Safety Day	2		x
Step Up Florida	2		x
<b>Pools</b>			
Zero Depth	3		x
50 meter	4	x	

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>NCAC</b>			
<b>Summer</b>	<b>May 1- Sept. 15</b>		
<b>Instructional</b>			
Aquanautics	3	x	
Lifeguard Class	4	x	
Scuba	1		x
Jr. Lifeguard	4	x	
Group Lessons	4		
Private Lessons	3	x	
Liberty Magnet	4	x	
Fellsmere	4	x	
SRMS	4	x	
TCSC Swim Meets	3	x	
<b>Other</b>			
Daily admission	4	x	
Memberships	3	x	
Swim Team	3	x	
Dive Team	3	x	
Rentals	4	x	
Concessions	2		x
Out of School Splash	3		x
Back to School Splash	3		x
<b>Pools</b>			
Zero Depth		x	
50 meter		x	

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>Special Events</b>			
<b>Fall</b>			
Bck to School Dance	1		x
Teen Sports night Night	2		x
Screen on the Green	3	x	
<b>Winter / Spring</b>			
Winter Fest	4	x	
Santa Calling	4	x	
Daddy/ Daghtr Dance	5	x	
Momy/ Son HoDown	3	x	
Cmnty Hlth Days	1		x
Dr MLK Parade Float	1		x
Hlween Parade Float	0		x
Christmas Parade Float	at 1		x
<b>Egg Hunts</b>			
Water hunt	3	x	
Flashlight Indoor	3	x	
Flashlight Outdoor	3	x	

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>Athletics</b>			
<b>Youth Football</b>			
Tot time Flag	5	x	
Mighty Mite Flag	5	x	
Sr Mighty Mite Flag	5	x	
Jr Midget Tackle	5	x	
Midget Tackle	5	x	
Jr. Tackle	5	x	
Cheerleading      ng 6-9	5		
Cheerleading      ng 10-15	5	x	
<b>Youth Basketball</b>			
Tot Time	5	x	
Mighty Mite	5	x	
Midgets	5	x	
Juniors	5	x	
Seniors	5	x	
<b>Youth Basketball Summer</b>			
Tot Time	5	x	
Mighty Mite	5	x	
Midgets	5	x	
Juniors	5	x	
Seniors	5	x	
<b>Youth Golf</b>			
Start Smart 1	2		x
Jr. Golf	2		x
Adv.Jr. Golf	2		x
Clinics	2		x

**IRC RECREATION DEPARTMENT  
ALL PROGRAM EVALUATION MATRIX**

<b>Program</b>	<b>Total Value</b>	<b>Core</b>	<b>Non Core</b>
<b>Athletics</b>			
<b>Youth Baseball</b>	5	x	
T Ball Tot Time	5	x	
Mighty Mite 6,7	5	x	
Mighty Mite 6,7 e 8,9	5	x	
<b>Youth Baseball Summer</b>			
T Ball Tot Time	mer 5	x	
Mighty Mite e 6,7	5	x	
Mighty Mite e 8,9	5	x	
<b>Youth Camps</b>			
Traditional Summer	4	x	
Traditional Spng Brk	2		x
Fun & Games mes Sumr	4	x	
Volleyball Summer	4	x	
Basketball Summer	4	x	
Karate Summer	4	x	

IRC RECRETION DEPARTMENT  
 EATIO N DEPARTMEN T  
 ALL PROGRAM EVALUATION MATRIX

Program	Total Value	Core	Non Core
<b>Athletics</b>			
<b>Adult Fall</b>			
Softball			
Men's South County	4	x	
Men's North County	4	x	
Co-Ed South County	4	x	
Co-Ed North County	4	x	
<b>Adult Winter</b>			
Men's South County	4	x	
Co-Ed North County	4		
Co-Ed South County	4	x	
Adult Volleyball 16up	4	4	x

**Appendix A**  
**Comprehensive Plan Evaluation and Appraisal Report**  
**Conditions at the Time of Last Major Plan Update (1998) and Existing Conditions (2005)**  
**Element: Recreation and Open Space**

<b>Data Element</b>	<b>Conditions at Last Major Update (1998)</b>	<b>Existing Conditions (2005)</b>	<b>Comments</b>
<b>Jurisdiction</b>	<b>Parks</b>	<b>Parks</b>	
Unincorporated County	23	27	17% change
City of Vero Beach	15	20	25% change
City of Sebastian	10	13	30% change
City of Fellsmere	5	7	40% change
State of Florida (Seb. Inlet State Park)	1	1	
USA (Pelican Island National Wildlife Refuge)	1	1	
St. John's River WMD	1	1	
Total Parks in Indian River County	56	70	25% change
<b>Parks in the Unincorporated County:</b>	<b>23</b>	<b>27</b>	
Neighborhood Parks	4	7	
Community Parks	3	1	
Urban District and Specialty Parks	16	19	
<b>Totals in County</b>			
Public Owned Open Space in Acres	68,239	100,000	46% change - obtained conservation lands
Agricultural Land in Acres	182,000	136,896	reduction – changed to conservation or annexed
Waterfront Parks in Acres	356	356	Beach, River, and Lake Parks
Beach Park Acres	192	192	
River Park Acres	164	164	
Access Points to Natural Water Resources:			
Public Beaches	9	9	
Beach Access Points	35	35	
Lakes and River Access Points	11	13	
Total Access point to Natural Water Resources	55	57	
<b>Totals in Unincorporated County</b>			
Parkland in Acres	1240	1528	23% change – Includes 380 acres for Sandridge Golf Course
Level of Service (LOS) acres/1000 population	4	6.61	
Level of Service Demands in Acres	312	639	104% change
Developed acres of unincorporated park lands	732 (59% of total)	1002 (65% of total)	Includes 380 acres for Sandridge Golf Course

<b>Data Element</b>	<b>Conditions at Last Major Update (1998)</b>	<b>Existing Conditions (2005)</b>	<b>Comments</b>
<b>Functional Population</b>			
Unincorporated County	77,920	96,680	20% increase
Indian River County	122,806	152,372	20% increase

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