SECTION 3.501 INTRODUCTION

A. Recreation and Open Space Themes

The purpose of the Recreation and Open Space Element is to provide opportunities to enhance recreation and open space resources to meet the needs of residents and visitors of the county. Through its goals, objectives, and policies, this element establishes criteria for recreation and open spaces to meet the needs of Polk County's residents and visitors.

The combined goals, objectives, and policies constitute an approach in fulfilling the County's recreation and open space needs through programs, the requirements of development regulations, and other techniques. The approach revolves around four central themes:

1. Preserve and Protect Unique-Environmental Features

2. Encourage High-Quality Recreation Resources

3. Emphasize Efficiency and Cost Effectiveness

4. Promote the Coordination of Recreation and Open Space Planning, Implementation, and Development

1. Preserve and Protect Unique Environmental Features

Polk County has been recognized for a variety of unique natural features and characteristics. The northern area is known for the Green Swamp (designated as an area of Critical State Concern), the eastern area for the Kissimmee River, the central areas for the ancient sand ridges, and the whole area for the abundance of creek corridors and the many pristine lakes and rivers. These natural features are also noted for their importance as habitats for a variety of biological species. The County needs to respect the importance of these unique resources and provide for their preservation when planning for recreation and open space.

2. Encourage High-Quality Recreation Resources

In addition to the protection of natural resources, there is a great need to promote proper utilization of parklands, facilities, and open spaces. Resources and facilities that are safe, functional, and well-maintained are essential to the success of a good recreation and open space system. Aesthetics are also important in a broader perspective since the recreation and open space system has a significant influence on the overall character of the county.

3. Emphasize Efficiency and Cost Effectiveness
A quality recreation and open space system is dependent on the prudent use of available resources — natural, human, and economic. Efficient implementation of operations-and-maintenance standards, and the effective administration of recreation and open space programs will provide for effective allocation of funds needed to insure that public recreation and open space opportunities are maximized.

4. Promote the Coordination of Recreation and Open Space Planning, Implementation, and Development

Recreation and open space resources in Polk County are controlled and operated by a variety of public and private entities. Improved coordination between and among these various entities can yield a more efficient and effective recreation system that maximizes recreation potential. Clear and consistent policies will help to insure a more equitable distribution of recreation resources and opportunities.

B. Recreation and Open Space Issues

This Element contains six broad "Section Objectives" which are related to six specific operational issues needed to reach the long-range goals of the Recreation and Open Space Element. These issues are:

1. Planning,
2. Funding,
3. Development,
4. Maintenance and Protection,
5. Open Space, and
6. Implementation.

There are eleven elements within the Polk County Comprehensive Plan. The Recreation and Open Space Element is only one part of the County's Plan to provide for the needs of its residents and visitors. It is intended that this Element be used in conjunction with the other elements of the Plan as an entirety — not as an individual, discrete set of policies. It is the intent of the County in adopting this Element that it be readily merged with the other elements of the Plan into an integrated development management system, which includes the Plan, the development regulations, and the development standards.

C. Recreation and Open Space Goals

The approach in fulfilling resident and visitor recreation and open space needs parallels the conceptual framework, which is oriented to the broad recreation and open space goals that respond to the long-range needs directed by the Polk County Comprehensive Plan.
RECREATION GOAL: Polk County shall provide outdoor recreation systems composed of areas, facilities, and programs that will serve all residents and visitors by providing opportunities for the healthful and constructive use of leisure time in a natural environment; by protecting and maintaining the substantial investment in public facilities that already exist; and by planning and financing the new facilities to serve residents in a timely, orderly and efficient manner.

OPEN SPACE GOAL: Polk County shall provide for the preservation of open space for the purpose of: separating and providing buffers between incompatible land uses; preserving significant natural lands in order to protect native plants and animals, areas for the retention and absorption of floodwaters, air and water quality, and aesthetic natural landscapes.

SECTION 3.502 PLANNING

SECTION OBJECTIVE 3.502: Polk County shall provide a park system that is responsive to the needs and values of Polk County's citizens and park users.

OBJECTIVE 3.502-A: The Parks and Natural Resources Division shall develop a Master Plan that will guide all County park and open space planning decisions to provide recreation services to Polk County residents and visitors.

POLICY 3.502-A1: Polk County shall implement and update, as necessary, the adopted Parks and Recreation Master Plan (Master Plan).

POLICY 3.502-A2: (The previous language for this policy was removed and the remainder of this section renumbered) The Master Plan shall establish programs to correct any recreation deficiencies identified through its development, and to meet any additional future recreation demands as identified.

POLICY 3.502-A3: The level-of-service standards of Policy 3.502-E2, shall be used within the Master Plan to assess adequacy of recreation services. These standards shall reference the provision of recreation services by municipalities in Polk County.

OBJECTIVE 3.502-B: Polk County shall annually allocate funding and personnel for specific site programs.

POLICY 3.502-B1: The Annual Budget and Capital Improvements Element (CIP) shall be consistent with the Master Plan.

POLICY 3.502-B2: The Annual Budget and CIP shall establish a sequence of projects and programs for the year to meet indicated recreation demand and the budget for operation, maintenance, and personnel.

OBJECTIVE 3.502-C: Polk County shall continue to implement a citizens' assessment program to provide accurate data with regard to planning recreation areas and facilities.

POLICY 3.502-C1: Polk County shall establish and maintain Advisory Committee(s) that will assist the Parks and Natural Resources Division in assessing the demands and needs of the County's residents and visitors including, but not limited to:
a. Friends of the park Foundation and the Parks
b. Municipal Services Taxing Unit Advisory Board
c. Lake Access Advisory Committee

**POLICY 3.502-C2:** Polk County shall coordinate park planning activities with community organizations and/or known affected groups.

**POLICY 3.502-C3:** Polk County shall continue to implement a feedback process to allow park users to assist in the park planning process.

**OBJECTIVE 3.502-D:** Polk County shall develop a system for coordinating planning among public and private entities in the provision of recreation services.

**POLICY 3.502-D1:** Polk County shall, where appropriate, coordinate with the proper public and private agencies to integrate County recreation resources and school playgrounds with pedestrian walkways, bike trails and public transportation.

**POLICY 3.502-D2:** Polk County shall use information and data resources available through the Department of Health and Rehabilitative Services, the Department of Human Resources, the Division of Community Development, and the Transportation Planning Organization when establishing recreation services for the disadvantaged populations in Polk County.

**POLICY 3.502-D3:** The Parks and Natural Resource Division shall use, and where appropriate, update the recreation inventories provided through the Florida Department of Environmental Protection in assessing recreation resources provided by public and private organizations.

**POLICY 3.502-D4:** Polk County shall provide opportunities for public and private participation in creating and operating designated County owned recreation facilities and programs within the County's park system.

**POLICY 3.502-D5:** Polk County shall coordinate with at least the following agencies when planning for new park sites:

a. United States Government (with regard to the Avon Park Wild-Life-Management Area),
b. Florida Fish and Wildlife Conservation Commission,
c. Florida Department of Environmental Protection,
d. appropriate Florida Water Management Districts,
e. Florida Department of Transportation,
f. Florida Division of Forestry,
g. Polk County Transportation Planning Organization,
h. Polk County Economic Development Council,
i. Polk County Tourist Development Council,
j. Polk County School Board,
k. seventeen municipalities within the County's jurisdiction,
l. municipal utility departments (with regard to use of available easements and open spaces), and
m. appropriate private utility companies (with regard to use of available easements and open spaces).

**OBJECTIVE 3.502-E:** Polk County shall establish a long-range parkland acquisition program to provide safe and adequate open space, and recreation facilities to all residents and visitors.

**POLICY 3.502-E1:** Polk County shall identify areas for future recreation and open space land acquisitions based on existing and projected demand for community and regional parks.

**POLICY 3.502-E2:** Polk County shall maintain a minimum recreation level-of-service standard of 6.95 acres per 1,000 persons:

*Note: this figure is calculated using a static aggregate total of passive and active recreational land of 5,017 acres divided by the population projection for 2020. Regardless of a static total of passive and active recreational land being used, county parks and open space lands LOS standards in 2020 should be adequate. It is expected that passive and active recreational space will increase in relation to further development and population increase.*

**POLICY 3.502-E3:** Polk County shall acquire recreation lands to satisfy the County's adopted minimum recreation level-of-service standard (Policy 3.502-E2).

**POLICY 3.502-E4:** Polk County shall evaluate all park areas to be acquired by the County through purchase, dedication and/or gift. The evaluation will consider at least the following:

- applicability in being applied to a recreation level-of-service standard;
- impacts of operation and maintenance cost on the Parks and Recreation budget;
- impacts of needed facilities on the Capital Improvements Budget;
- accessibility by the general public; and
- potential as a preservation and a recreation area.
POLICY 3.502-E5: Polk County shall purchase recreation areas to be used for resource-based recreation. Purchase of these properties shall be evaluated and prioritized on the following considerations:

a. sites with river and lake frontage,

b. sites that include water bodies or wetlands,

c. sites designated as conservation protection,

d. sites needed to buffer or otherwise benefit public parklands, (and)

e. mined lands that could serve as a designated open space areas as an alternative to reclamation for commercial or other uses; and

f. suitability of the sites for recreational uses.

POLICY 3.502-E6: Polk County may apply lands acquired under Policy 2.309-A5 and Policy 2.124E towards satisfying the County's adopted minimum recreation acreage level-of-service standard (Policy 3.502-E2). The use of preservation land for recreation shall be limited to lands that are suitable for passive recreation uses.

POLICY 3.502-E7: Polk County's development plans for parks shall include facilities to provide access and recreation opportunities for the elderly and the handicapped.

POLICY 3.502-E8: Polk County shall acquire and improve park sites based, but not limited to, the following facility selection criteria:

a. Community Parks shall provide two or more of the following selected items to satisfy the recreation facility needs of Polk County residents and visitors:

1. open play areas,

2. court play areas,

3. trails,

4. swimming areas,

5. community centers, and/or

6. playgrounds.

b. Regional Parks shall include areas for both activity-based recreation and resource-based recreation. These areas shall provide activity(s) as stipulated for community parks, and one or more of the following within the resource-based area to satisfy the recreation facility needs of Polk County residents and visitors:
1. boardwalks,
2. nature study, and/or
3. land buffers.

c. Open Space areas shall be used for resource-based recreation. These areas shall provide at least one of the activities stipulated below in satisfying the recreation acreage needs for Polk County residents and visitors. The resource-based areas within regional parks can be attributed to fulfilling acreage needs for open space.

1. boardwalks,
2. nature study,
3. trails,
4. picnic areas,
5. boat ramps,
6. scenic vistas,
7. preservation/conservation areas,
8. land buffers for land use, wildlife and/or vegetative protection, and/or
9. playgrounds.

POLICY 3.502-E9: Polk County shall ensure the provision of outdoor-recreation facilities and outdoor recreation in a natural environment for every County resident.

OBJECTIVE 3.502-F: Polk County shall improve access to public recreation sites through improving existing parking conditions and continued maintenance for designated special-parks and within those recreation areas as identified within the: Parks and Recreation Master Plan, Recreation and Open Space Element, "Future Land Use Map Series," and Capital Improvements Element.

POLICY 3.502-F1: Polk County shall coordinate with the appropriate public agencies to ensure that County owned or maintained parks allow access by motorized and non-motorized transportation.

POLICY 3.502-F2: Polk County shall provide signs that clearly identify County park entrances, park regulations, and penalties.
POLICY 3.502-F3: Polk County shall provide access to rivers and lakes that are immediately adjacent to County owned or managed recreation areas.

OBJECTIVE 3.502-G: Polk County shall develop procedures to annually update its recreation information database.

POLICY 3.502-G1: Polk County shall continue to update a database that identifies costs associated with providing recreation services, and which will be used in developing the annual budget identifies in Objective 3.502-B.

SECTION 3.503: FUNDING

SECTION OBJECTIVE 3.503: Polk County shall base recreation services on actual demand characteristics, and the services shall make proper use of all potential sources of funding.

OBJECTIVE 3.503-A: Polk County shall develop procedures and techniques pursuant to Section 163.3202(1), FS, for translating data on recreation demand into an information system that can provide financial projections and guide funding decisions.

POLICY 3.503-A1: The Parks and Natural Resources Division shall maintain cost expenditures for recreation facilities, maintenance cost by park site, utility cost by park site, and the number and cost of Division personnel by park program and park site to be used in developing the Parks and Natural Resources annual budget.

POLICY 3.503-A2: Polk County shall continue to use programs to promote gifts and donations to the recreation and open space system from private organizations or citizens.

POLICY 3.503-A3: Polk County shall continue to use procedures to allow community groups the opportunity to pledge funding support to the operating and capital budget proposals.

POLICY 3.503-A4: Polk County shall continue to implement the Park Impact Fee Ordinance and the MSTU as a funding mechanism(s) for establishing new parks and recreation facilities and for the maintenance and operation of County recreation and open space facilities.

POLICY 3.503-A5: Polk County shall allow for sharing of capital improvement costs with municipalities and other government agencies for recreation services.

SECTION OBJECTIVE 3.504: Polk County shall ensure that parks and recreation services are designed and developed to be sensitive to the needs of the public, and in a timely and cost effective manner.

OBJECTIVE 3.504-A: The Polk County shall create guidelines for the design and development of park and recreation resources.
POLICY 3.504-A1: The Parks and Natural Resources shall continue to implement and develop new safety standards for County owned or managed park facilities and implement such standards with new construction, and retrofit existing facilities as funds permit.

POLICY 3.504-A2: Polk County shall continue to implement intergovernmental project review procedures to ensure all new County community and regional park development plans achieve the following:

   a. conform to the County's adopted Comprehensive Plan,
   b. provide public access for more than one mode of transportation,
   c. provide opportunities and access for the elderly and handicapped, and
   d. conform to established safety, design and construction standards.

POLICY 3.504-A3: The Parks and Natural Resources Division shall continue to evaluate carrying capacities for its recreation resources and use seasonal personnel when peak season overuse of the resources occurs and established maintenance levels cannot be maintained.

POLICY 3.504-A4: Polk County development regulations shall ensure that new developments meet adopted recreation standards.

OBJECTIVE 3.504-B: Polk County shall protect its natural and cultural heritage in the development of recreation and open space resources.

POLICY 3.504-B1: Polk County shall implement land development regulations as adopted in the Land Development Code, to protect designated recreation resources, historical features, and scenic corridors and/or view sheds. All protected areas shall be publicly owned or managed, or have private ownership authorization for protection. Areas within private ownership that have been requested to be protected shall comply with Section 193.501, FS, and shall be entitled to all benefits as stated.

POLICY 3.504-B2: Polk County shall develop and implement a program to protect the natural and historical features identified in the Comprehensive Plan that can be used as recreation resources.

POLICY 3.504-B3: Polk County shall implement development regulations to include impacts to adjacent recreation resources.

OBJECTIVE 3.504-C: Polk County shall use energy-saving, resource-conserving, and cost effective techniques in the design and development of park and open space resources.

POLICY 3.504-C1: The Parks and Natural Resources Division shall establish a Florida Friendly landscape program to retain, replace, and introduce native plant materials for all activity-based parks.

POLICY 3.504-C2: The Park and Natural Resources Division shall provide an appropriate balance between aesthetics and low maintenance building standards at all County facilities.
POLICY 3.504-C3: The Parks and Natural Resources Division shall install water-conserving irrigation systems on a priority basis within activity-based parks where irrigation systems are needed.

OBJECTIVE 3.504-D: Polk County shall improve the visual character of recreation and open space resources.

POLICY 3.504-D1: The Parks and Natural Resources Division shall develop and implement a forestry plan for County owned resource-based parks where forestation is determined to be needed.

POLICY 3.504-D2: The Parks and Natural Resources Division shall improve the overall aesthetic character of parks by encouraging the donation of artistic works.

POLICY 3.504-D3: The Parks and Natural Resources Division shall use native plants extensively when replanting is needed for County-owned parks.

POLICY 3.504-D4: Polk County shall use native plants when replanting is needed along designated County-maintained scenic corridors.

POLICY 3.504-D5: The Parks and Natural Resources Division shall continue to use a computerized system to ensure that signs and other visual features are maintained or replaced as needed.

SECTION 3.505: MAINTENANCE AND PROTECTION

SECTION OBJECTIVE 3.505: Polk County shall adequately maintain all parklands and recreation facilities.

OBJECTIVE 3.505-A: Polk County shall establish and implement an effective program which includes standards for maintaining and protecting recreation resources.

POLICY 3.505-A1: The Parks and Natural Resources Division shall continue to use Deputy Sheriffs and caretaker programs for recreation resource protection.

POLICY 3.505-A2: The Parks and Natural Resources Division shall give community organizations the opportunity to pledge and provide support for recreation areas.

POLICY 3.505-A3: The Parks and Natural Resources Division shall continue to implement minimum maintenance and protection standards by park type for all County owned recreation resources, and identify the funds needed to maintain the minimum standards and the annual budget process.

SECTION 3.506: OPEN SPACES

SECTION OBJECTIVE 3.506: Polk County shall use open spaces to protect its natural-recreational resources for the general health, safety, and welfare of County residents and visitors.
OBJECTIVE 3.506-A: Polk County shall protect its open-space resources and designated historic features from the future intrusion of incompatible land uses.

POLICY 3.506-A1: Polk County shall protect designated conservation areas, scenic corridors, scenic-view sheds, and historical sites that can be used as a recreation resource on private property(ies) through the authorization of the respective property owner(s). An incentive may be granted for authorization such as:

a. in-parcel transfer-development rights with a density credit;

b. Section 193.501, FS, "Assessment of environmentally endangered lands used for outdoor recreational or park purposes when land development rights have been conveyed or conservation restrictions have been covenanted";

c. fee-simple purchase;

d. purchase-of-development rights; or

e. out-of-parcel transfer-development rights, designated development rights recipient area(s) shall be consistent with policies established within the Future Land Use Element.

POLICY 3.506-A2: Polk County shall provide incentives to property owners to give authorization for the use of easements or open spaces for access to designated resource-recreation areas. An incentive may be granted for authorization such as:

a. in-parcel transfer-development rights with a density credit;

b. Section 193.501, FS, "Assessment of environmentally endangered lands used for outdoor recreational or park purposes when land development rights have been conveyed or conservation restrictions have been covenanted";

c. fee-simple purchase;

d. purchase-of-development rights; or

e. out-of-parcel transfer-development rights, designated development rights recipient area(s) shall be consistent with policies established within the Future Land Use Element.

POLICY 3.506-A3: For the purposes of the Recreation and Open Space Element, "incompatible land uses" shall mean: Land uses which, in close proximity, may interfere with the normal operations of a recreation site or recreation facility accessible to the general public, or those land uses which may adversely affect the purpose for which the site was acquired. The impacts may be, but not limited to visual, noise, fumes or smoke.

OBJECTIVE 3.506-B: Polk County shall protect its natural-recreation resources.
POLICY 3.506-B1: Polk County shall coordinate with community organizations to identify and designate (as needed) scenic corridors and scenic view sheds that can be used as recreation resources.

POLICY 3.506-B2: Polk County shall coordinate with public agencies to establish publicly accessible greenways that can be used for resource-recreation opportunities. Agencies identified in Policy 3.502-D5 shall be used in the coordination of appropriate areas for the greenways.

POLICY 3.506-B3: Polk County shall implement a program for identifying and acquiring desirable open-space areas in accordance with Objective 3.502-E. Such areas may be acquired by purchase, gift, transfer from other governments, easements, or other means. No County-owned land shall be sold or otherwise alienated without first being reviewed for inclusion in this program.

OBJECTIVE 3.506-C: Polk County shall separate and provide buffers between incompatible land uses, and provide for the retention and absorption of floodwaters through open-space areas.

POLICY 3.506-C1: Polk County shall continue to implement development review procedures which shall encourage the use of open space as a buffering technique to separate incompatible land uses. The review procedures shall provide incentives, as defined in Policy 3.506-A3, to property owners not to develop within a designated open-space area(s).

POLICY 3.506-C2: Polk County shall continue to implement development review procedures which encourage designated floodplains to be used as open space. The review procedures shall provide incentives, as defined in Policy 3.506-A2, to property owners not to develop within floodplains.

POLICY 3.506-C3: Polk County shall continue to implement development review procedures which include agencies as specified in Policy 3.502-D5, in the development review process when a future development indicates an impact to a designated recreation or open space resource.

SECTION 3.507: IMPLEMENTATION

OBJECTIVE 3.507-A: Polk County shall implement the objectives and policies of the Recreation and Open Space Element through all appropriate techniques. Polk County shall designate responsible agencies or departments and program strategies, adopt and enforce development regulations that enhance and protect recreation resources, evaluate development proposals as to conformance with the policies in the Recreation and Open Space Element, and consider all principles and policies in the Comprehensive Plan when making decisions concerning new or expanded recreation resources.

POLICY 3.507-A1: The County Manager, or designee, shall be responsible for implementing the recreation and open space objectives and policies in the Polk County Comprehensive Plan.

POLICY 3.507-A2: Polk County shall implement development regulations as adopted in the Land Development Code, to implement the objectives and policies of the Recreation and Open Space Element.

POLICY 3.507-A3: Polk County shall establish a County park system program which includes the following:
a. Master Plan (Objective 3.502-A),

b. Annual Budget (Objective 3.502-B),

c. Citizen Assessment Program (Objective 3.502-C),

d. Planning Coordination (Objective 3.502-D),

e. Acquisition Program (Objective 3.502-E),

f. Access Program (Objective 3.502-F), and

g. Informational Database Updates (Objective 3.502-G).

POLICY 3.507-A4: Polk County shall establish a funding system program for recreation resources which includes a Financial Information System, and Appropriate Funding Mechanisms (Objective 3.503).

POLICY 3.507-A5: Polk County shall provide a recreation service program which includes the following:

a. park and recreation resource development guidelines (Objective 3.504-A),

b. natural and cultural heritage protection techniques (Objective 3.504-B),

c. recreation and design and development techniques (Objective 3.504-C), and

d. recreation visual character improvement techniques (Objective 3.504-D).

POLICY 3.507-A6: Polk County shall maintain all parklands and recreation facilities in a manner consistent with Objective 3.505-A.

POLICY 3.507-A7: Polk County shall establish a recreation resources protection system which includes:

a. recreation resource land-use protection techniques (Objective 3.506-A),

b. natural recreation resource areas protection techniques (Objective 3.506-B), and

c. separate and protect against incompatible land uses and flooding (Objective 3.506-C).

POLICY 3.507-A8: Polk County shall provide at a minimum the established recreation acreage level-of-service standard and recreation services to the residents of Polk County.

| Revision History Division 3.500 Recreation And Open Space Element |
|-------------------------|-------------------|
| OBJECTIVE 3.502-A       | CPA 10B-03 (Ord. 10-042; 9/1/10) |
| POLICY 3.502-A1         | CPA 10B-03 (Ord. 10-042) 9/1/10; CPA 00A-27 (Ord. 00-51) 6/20/00 |
| POLICY 3.502-A2         | CPA 10B-03 (Ord. 10-042) 9/1/10 |
| POLICY 3.502-A4         | CPA 10B-03 (Ord. 10-042) 9/1/10 |
| OBJECTIVE 3.502-B       | CPA 10B-03 (Ord. 10-042) 9/1/10 |
## Revision History Division 3.500 Recreation And Open Space Element

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