

## IV. GOALS, OBJECTIVES AND POLICIES

The Goals, Objectives and Policies presented in this chapter are the focus of the Recreation and Open Space Element. They guide the County in correcting deficiencies and addressing projected recreational demands. Additionally, the Objectives and Policies prescribe eventual implementation mechanisms by providing ways in which the programs and activities shall be conducted to achieve the identified Goal.

This chapter is divided into three sections. The first section addresses the correction of existing deficiencies by proposing land use incentives and regulations for the appropriate designation, conservation, improvement, and development of existing open space and recreation areas. The second section proposes specific work programs that will contribute to the elimination of existing deficiencies and will also address future needs. The third section addresses levels of service and recognizes the need to use alternative financial techniques.

**GOAL:** Ensure that appropriate public parks, recreational facilities and open spaces are available and reasonably accessible to the public, including the elderly and handicapped, by correcting existing deficiencies, meeting future needs and maintaining a feasible and adequate level of service within the Unincorporated County.

### **Correcting Existing Deficiencies and Preventing Future Inadequacies**

~~*ISSUE: The efficient delivery of park and recreational facilities to meet the local population's recreation needs is important to maintaining the quality of life in Hillsborough County. For this reason, the elimination of existing deficiencies and the prevention of future inadequacies must be addressed.*~~

**OBJECTIVE 1:** The County shall continue to correct existing deficiencies and prevent future inadequacies to an efficient system of open space, park and recreational facilities proportionately distributed to meet the needs of the population.

#### **Policy 1.1:**

Methods such as but not limited to tax incentives, density transfers, impact fees, park dedication and rational allocation of funds, shall be used to assist in acquiring and developing recreational facilities.

**Policy 1.2:**

The designation and acquisition of recreation and park sites, as well as open space and natural reservations, shall proceed in accordance with long-range comprehensive plans.

**Policy 1.3:**

Park and recreation lands shall be planned for multiple usages and located in areas most suitable to adequately satisfy the needs of the public.

**Policy 1.4:**

Planning of park and recreational facilities shall include protection of environmental and natural resources, energy efficiency and the orderly extension and expansion of other public facilities and services

**Policy 1.5:**

The County shall continue to avoid duplication or unnecessary competition of park and recreational services within county-sponsored programs, or between the County and other public or private organizations.

**Policy 1.6:**

The County shall continue to adequately supervise and maintain existing parks and recreational facilities in a safe and aesthetically pleasing condition.

**Policy 1.7:**

New developments shall continue to provide sufficient recreational facilities through payment of established impact fees or the dedication of usable open space to satisfy the active and passive recreational needs of future residents.

**Policy 1.8:**

Recreation and park sites shall be held inviolate against diversion to other uses except in instances of overriding public interest, in which case they will be effectively replaced.

**Policy 1.9:**

Recreation and open space provision shall be programmed according to development build out densities, to provide needed recreational facilities and open spaces concurrent with demand.

**Policy 1.10:**

New development and redevelopment will be required to provide functional open space, park and recreation areas internal to projects as outlined in the Future Land Use Element and Livable Communities Element. In addition, cCluster developments shall be encouraged to preserve areas that can be used for open space, park and recreation areas. (Note: Cross reference the Future Land Use Element for Clustering Provisions.)

**Policy 1.11:**

Appropriate incentives shall be used to encourage developers to provide public recreation facilities that follow County standards in their projects.

**Policy 1.12:**

The design of parks shall continue to be dictated by the topography of the site and shall consider demographics and character of the neighborhood, compatibility with adjacent land uses, and issues such as safety and future maintenance of the facilities.

**Policy 1.13:**

The County shall continue to jointly develop parks and recreation facilities with the cities of Tampa, Temple Terrace, Plant City, and other government agencies and private organizations.

**Policy 1.14:**

The County shall evaluate the four park impact fee zones to determine whether the zone boundaries should be adjusted to better serve populations in the county, and, if so, shall amend the boundaries.

~~**ISSUE:** The provision of adequate and appropriate access to open spaces, parks and recreation facilities is vital to the improvement of the quality of life. Currently, mass transit is available to some parks in the unincorporated County. However, a study has not yet been undertaken to determine existing access deficiencies to natural bodies of water. Use increases as the population increases, and new development diminishes both physical access and the amount of open waterfront lands available for public use.~~

**Access To Open Spaces, Parks And Recreation Facilities**

**OBJECTIVE 2:** The County shall continue providing improvements for public access to parks and recreational facilities and waterfront lands, including beaches and shores, by implementing the policies listed below. (Note: Policies in the Coastal Management Element also address public access to beaches and shores.)

**Policy 2.1:**

The County shall use incentives, such as park impact fee credits, to encourage new development projects containing waterfront sites suitable for County parks, to provide public access to the water.

**Policy 2.2:**

The County shall continue to provide public access to beaches, lakes and rivers. Such access shall be designed in a manner which protects natural system integrity.

**Policy 2.3:**

The County shall not vacate dead end roads on waterfronts and shall use these areas for passive open space, wherever feasible.

**Policy 2.4:**

When considering public acquisition of waterfront lands for recreational purposes, the amount of public access shall be balanced between the adjacent owners' rights to use the resources, the County's desire to provide additional recreational opportunities for the residents of the County, and the environmental appropriateness of public access.

**Policy 2.5:**

The County shall include or require the inclusion of access for recreational uses of waterfront lands during right-of-way acquisition for public facilities.

**Policy 2.6:**

The County shall continue to make park and recreation facilities and services accessible to the elderly and handicapped through barrier-free design or modifications to existing facilities.

**Policy 2.7:**

The coordination of present and future recreation sites and existing and planned transportation systems shall be continued in order to provide public accessibility to all recreational sites.

**Policy 2.8:**

New development shall be compatible with the uses of adjacent public recreational lands and, where appropriate, provide for non-vehicular access in a manner that is safe and protects public property.

**Policy 2.9:**

The County shall request private land owners to allow public recreational access to properties with resources that are considered valuable for recreation and open space use.

**Policy 2.10:**

Cooperative use agreements by which to negotiate public access with non-profit, quasi-public, or private entities shall continue to be utilized.

~~*ISSUE: Well managed open spaces can improve the aesthetics of the living environment and the quality of life of the residents of Hillsborough County. Although there are efforts, such as the Environmental Lands Acquisition and Protection Program, by which the County is acquiring more open spaces, the protection and management of open spaces should be given more attention.*~~

**Protection and Management Of Open Spaces**

**OBJECTIVE 3:** The County shall provide protection and enhancement of open spaces by public agencies and private enterprises by implementing the following policies:

**Policy 3.1:**

The County, through such programs as the Environmental Lands Acquisition and Protection Program, shall continue to identify, secure ,and manage open space for the purpose of conservation, preservation, and provision of open space corridors and park and recreational needs.

**Policy 3.2:**

Acquisition of new park and recreational lands shall be made only after the new land is determined to be clearly superior to other existing public lands for park and recreation uses in the same area.

**Policy 3.3:**

Land development regulations shall provide specific open space definitions and standards addressing open space landscaping, and signage which includes protection of open spaces, and their natural vegetation and water quality.

**Policy 3.4**

Incentives, such as density credits, shall be used to encourage the provision of open space within future developed areas.

**Policy 3.5:**

Criteria shall be developed and used to review all proposals for development in existing and proposed open space areas for compatibility with the natural setting.

**Policy 3.6:**

Suitable open spaces not developed as parks shall be equipped (e.g., with benches, picnic tables, shaded areas, etc.) to allow public use and enjoyment.

**Policy 3.7:**

Open spaces with unique natural features, scenic vistas, or cultural, historic and archaeological resources shall be publicly accessible, where such access does not detract from or diminish the resource.

**Policy 3.8:**

Development of leisure facilities in environmentally sensitive open spaces shall be allowed only if environmental quality is maintained or enhanced.

**Policy 3.9:**

Public/private beautification efforts on public property shall continue, but only when resources are available to maintain the additional inventory.

**Policy 3.10:**

The County shall provide information to private landowners about methods to preserve and maintain open space, such as creation of homeowner associations, recreation districts and community development districts.

**Policy 3.11:**

A map designating recreational trails in Hillsborough County shall be developed, maintained and updated as trails are identified and approved by State, regional and local entities.

**Policy 3.12:**

The County, in cooperation with State, regional\_ and local entities, shall ensure that no actions will be taken which will impair the use of designated recreational trails.

**Policy 3.13:**

To ensure the health and abundance of trees and landscaped areas in County parks, the County shall develop and fund a horticulture program within the Parks, Recreation and Conservation Department, which includes a qualified horticulturist and an urban forester along with other appropriate resources.

~~**ISSUE:** The needs analysis in this Element has shown that the unincorporated County lacks sufficient neighborhood and district park land, and that the demand for recreational facilities will increase as population grows. The Hillsborough Greenways Master Plan provides the vision and framework for developing a county wide system of greenways for recreation and resource protection. The development of a greenway system connecting those existing public lands where feasible, would increase access and availability for public use. (Appendix G contains the conceptual basis for both the greenways plan and system.)~~

~~Although recreational needs are currently being measured exclusively based on the adopted standards for neighborhood, district and regional parks, standards could also be developed in the future for open spaces as another way to address recreational demands. For example, these standards may measure distance to a proximate section of the network, which, in turn, would connect with an entire recreation system.~~

## **Hillsborough Greenways Master Plan**

**OBJECTIVE 4:** The County shall develop a greenway system by implementing the Hillsborough Greenways Master Plan which identifies ways to interconnect recreation and conservation land.

**Policy 4.1:**

Where necessary to connect publicly owned recreation and conservation lands to develop the greenway system, the County shall encourage voluntary public acquisition of land (by fee and less-than-fee techniques) and other voluntary landowner participation.

**Policy 4.2:**

Public lands shall be efficiently used by combining public service activities, such as recreation, stormwater management and aquifer recharge areas and linking them into the greenway system, wherever possible.

**Policy 4.3:**

Connect wherever possible, recreation and conservation lands by using existing rights-of-way, trails, and other open space corridors.

**Policy 4.4:**

The County shall explore possibilities to develop standards for greenways as an alternative approach to address future recreational needs.

**Policy 4.5:**

The County shall coordinate with the land acquisition programs of local municipalities and regional, state, and federal agencies to encourage the connection of existing publicly owned parcels of land into the greenway system.

**Policy 4.6:**

To protect sensitive ecosystems and wildlife corridors, locate and design greenway facilities in an environmentally sensitive manner, including limiting or prohibiting public access where necessary to protect such resources.

**Policy 4.7:**

Because of the need for local funding to continue implementing the BOCC-Approved Greenways Master Plan, the County shall evaluate ways to fund greenway trail projects (including but not limited to developer contribution) and shall implement those supported by the Board of County Commissioners, with the goal of funding at least one project in each 2-year budget cycle until the plan is implemented.

**Policy 4.8:**

The County shall coordinate trail planning among neighboring jurisdictions to match and link elements when a trail crosses jurisdictional boundaries in order to enhance trail connectivity. Trails should connect to a variety of uses including existing and proposed residential, commercial and recreational use.

**Work Programs**

~~***ISSUE:** District and neighborhood parks are generally activity based, often with both active and passive recreation opportunities and some staffed facilities. District parks are larger than neighborhood parks, serving several neighborhoods and offering a wider range of organized activities and facilities. Currently, the only park and recreation deficiencies are found within these two park categories. These deficiencies can be reduced by implementing techniques that can more accurately provide information on the park and recreation demands so that limited resources can be more efficiently utilized.*~~

~~*The need for accurate, comprehensive and up to date information about public outdoor recreation needs will become even more evident as the demand increases and the availability of suitable outdoor recreation properties becomes more limited, making funding decisions even more difficult. Providing adequate information to the public about recreation opportunities currently available to them may help reduce a suspected higher deficiency. In the same way user surveys will yield useful information providing direction to the correction of deficiencies and needs. Finally, maintaining and improving existing work programs, as well as undertaking new ones, including research, will contribute to the elimination of existing and prevention of future deficiencies.*~~

**OBJECTIVE 5:** The County shall continue a public information campaign and data base to educate the public and facilitate future programming.

**Policy 5.1:**

The County shall continue to regularly conduct condition surveys and capital improvement programming to guide park and recreation facilities maintenance and improvement.

**Policy 5.2:**

The following mechanisms shall continue to be used to provide public safety: separation of vehicular and pedestrian traffic flows, warning signs, telephones, lighting, first aid stations, grading of banks, and the elimination of blind areas.

**Policy 5.3:**

The County shall conduct annual User Preference and Assessment Surveys to obtain feedback on facilities, programs and activities offered to identify unmet resident and visitor demands.

**Policy 5.4:**

The County shall inventory, analyze and recommend specific programming responsibilities among the various public and private agencies responsible for recreation including parks, schools, libraries, social services, county and state agencies as well as private enterprises to provide a variety of year-round programs such as physical, athletic, social, arts, environmental and nature programs.

**Policy 5.5:**

The ability of existing sites and facilities to meet the changing needs of the population shall continue to be assessed annually.

**Policy 5.6:**

Marketing techniques and resources, such as radio, television, signage and literature, shall continue to be used to improve public awareness of recreational programs, facilities, and the natural resources that the County possesses to promote their conservation.

**Policy 5.7:**

The County shall continue to develop and circulate a quarterly events calendar to increase public awareness of planned events and activities.

**Volunteer Staff**

**OBJECTIVE 6:** The County shall continue a program for volunteers to assist in tasks for which funding has been limited.

**Policy 6.1:**

Adult and youth volunteers shall be utilized to staff youth programs in the County's recreational system.

**Policy 6.2:**

Volunteers or para-professionals shall be utilized in the supervision and monitoring of recreational facilities, and in the restoration, preservation, supervision and monitoring of public open space lands.

**Policy 6.3:**

Internship programs shall continue in conjunction with educational institutions to provide students with the opportunity to undertake tasks, such as research projects, for which they can receive academic credit.

**Inventory Recreational Lands and Facilities**

**OBJECTIVE 7:** The County shall on an annual basis conduct a computerized inventory of public, non-profit and private recreational lands and facilities.

**Policy 7.1:**

The County shall update the parks inventory, especially concerning acreage, by using its computerized mapping equipment for the development of a Geographic Information System map.

**Policy 7.2:**

An up-to-date inventory of recreational facilities provided within the parks will be maintained through a computerized system in order to identify capital improvement program needs.

**Policy 7.3:**

The inventory of recreational facilities shall include determination of the facilities available to the public.

**Public/Private Cooperative Agreements**

**OBJECTIVE 8:** Public/private cooperative agreements shall continue to be used to complement the County’s system of park and recreational facilities, and to alleviate ~~neighborhood and district~~local and regional resource based park deficiencies.

**Policy 8.1:**

The use of cooperative agreements with other government bodies, public and private schools, non-profit agencies, churches and the private sector shall be continued to assure facilities for indoor and outdoor recreational opportunities.

**Policy 8.2:**

A process that coordinates public and private resources shall be continued to provide residents with a balanced program of athletic, aquatic, community recreational and resource oriented park activities.

## **County-Owned Lands**

**OBJECTIVE 9:** The County shall annually review County-owned lands to determine their suitability for open space, park or recreation facilities and prioritize them for such uses.

**Policy 9.1:**

The County shall explore multiple use opportunities on County-owned lands and opportunities for connections with the greenway system.

**Policy 9.2:**

Incompatible uses surrounding existing recreational sites and facilities shall be identified, and such uses shall be eliminated or mitigated through methods such as buffering.

## **Water/Aquatic Resources**

**OBJECTIVE 10:** The County shall provide resources that will implement its aquatic plan to utilize water resources for active and passive recreational activities.

**Policy 10.1:**

The plan for aquatic recreation provides for activities with emphasis on both swimming and non-swimming activities (boating, sailing, skiing, fishing, etc.).

**Policy 10.2:**

Adequate personnel shall be provided to enforce rules and regulations on water bodies ~~(Also see the River Resources section in the Future Land Use Element).~~

**Policy 10.3:**

Locations for public swimming pools shall be identified and facilities built where feasible.

## **Natural Resource Protection**

**OBJECTIVE 11:** The County shall continue a program to allow for appropriate utilization and protection of natural resources.

**Policy 11.1:**

The County's park and greenway system shall encompass and encourage preservation and restoration of natural features and scenic areas.

**Policy 11.2:**

Nature study areas shall continue to be developed in appropriate natural resource-oriented parks. These areas may include boardwalks, nature trails and informational signage with provisions for protecting the natural resources.

**Levels of Service/Financing**

~~**ISSUE:** The existing levels of service standards for parks and recreation services have been adopted through the Park Site Improvement Program Ordinance. For this reason, the following objective and policies are based on current best available data. Although changes in the adopted standards have not been proposed, decisions made for the Capital Improvements Element may require revisions to the standards.~~

**OBJECTIVE 12:** Adopted standards for parks and recreational facilities will continue as adopted through the Park Site Improvement Program Ordinance.

**Policy 12.1:**

Level of service standards in local parks shall be 3.4 acres per 1,000 persons with a minimum size of 5 acres per local park.

**Policy 12.3:**

Level of service standards in ~~regional~~Regional resource based parks shall be 20 acres per 1,000 persons with a minimum size of 250 acres per ~~regional~~Regional resource based park.

**Policy 12.4:**

The provision of open spaces and recreational facilities in the conceptual urban reserve areas of Hillsborough County will depend on decisions that will be made on the provision of public facilities and services in those areas.

~~**ISSUE:** The County needs to continue exploring alternative funding sources to provide outdoor recreation to meet the increasing public demand for recreation facilities. Recognizing that the prospects for substantial increases in funding are unlikely, many state and local agency suppliers have responded to their financial constraints by using alternative sources of funding and by extending their limited recreation budgets through careful evaluation of program priorities and allocation of available recreation dollars to meet the greatest needs, and maintain an adequate level of service.~~

**Alternative Funding Sources**

**OBJECTIVE 13:** The County shall continue to use all leisure financing techniques available for providing recreational opportunities.

**Policy 13.1:**

Use of all grant, foundations and other funding sources shall be continued and recreation needs shall be prioritized through the capital improvement program in order to provide a sound recreation and greenway system.

**Policy 13.2:**

A separate list of additional leisure project needs shall be maintained to supplement the capital improvement program, and to take advantage of unexpected or specialized funding opportunities.

**Policy 13.3:**

The County's recreational facilities operation and maintenance functions shall be analyzed to identify those types of activities that may be improved or better performed by the private sector under contract to the County.

**Policy 13.4:**

Joint financing shall be encouraged for activities and programs that can be combined, such as landscaping of rights-of-way and development of the greenway system.

**Policy 13.5:**

By 2009, the County will develop incentives for developments to provide greater recreation and open spaces. Incentives may include reevaluation of the parks qualifying for impact fee credits and density and intensity bonuses for greater open space and recreation areas.

## **V. PLAN IMPLEMENTATION AND MONITORING**

Implementation means carrying a plan through to achieve the objectives by means of the programs, activities, incentives and regulations stated in the Goals, Objectives and Policies chapter. The strategy to implement the Recreation and Open Space Element focuses on three main areas: first, correcting deficiencies; second, undertaking new work programs; and third, using alternative financing sources.

Correcting deficiencies and preventing future inadequacies will be partly achieved by developing and supporting methods such as tax incentives, impact fees, land dedication and rational allocation of funds to assist acquisition and development of land to be used for open space, park and recreation facilities. Appropriate impact fees will continue to be required of new developments to provide for recreational needs of future residents. This section proposes that incentives also be offered to developers that provide recreational facilities which follow parks and recreation standards.

New work programs include a number of studies, including the implementing of guidelines to maintain and improve management and information practices. These improvements will be accomplished through methods such as condition surveys, capital improvement planning, user surveys, and utilization of marketing techniques to increase awareness of existing park and recreational facilities and programs as well as the value of the natural resources of the county.

Alternative financing sources, such as but not limited to the Florida Recreation Development Assistance Program, Land and Water Conservation Fund, Conservation and Recreation Lands, and Save Our Rivers, can continue to be used to address deficiencies. New work programs will also include an analysis of activities which could be performed by the private sector to provide some park and recreation services and development of an open space network as a way to promote a connected system for recreation and conservation purposes.

A variety of products will be produced in the implementation period. While some of them will be in the form of studies, e.g., privatization, others will be in the form of land use incentives, regulations and educational programs.

Various departments and agencies, as well as the private sector, will play a role in plan implementation. Although the County's Parks and Recreation Department will be the agency most directly involved in implementing this element, other agencies will also be actively involved and responsible in the implementation of the plan.

The County's planning and Development Management Department may be appropriate for the development of open space regulations and the Planning Commission can assist in specific projects, such as the update of the inventory acreage through computerized mapping.

The measurability of objectives will facilitate the monitoring and evaluation process for the next five years of the plan and for the long term period. This process will show accomplishments in the first five-year period describing the degree to which goals, objectives and policies have been successfully reached. In the same way, this process will show obstacles or problems which resulted in the underachievement of goals, objectives or policies, as well as identify additions or modifications to correct discovered problems. Additionally, the monitoring process will provide means of ensuring continuous evaluation of the plan during the five-year period.

Implementation strategies are provided by way of example and are not all-inclusive. Where the development of appropriate land development regulations pursuant to Chapter 163.3202, FS, is not specified as an implementation mechanism for any policy, nothing shall preclude the use of land development regulations to implement that policy. Alternative implementation mechanisms, where more effective than those enumerated in the matrix, or where otherwise appropriate to achieve compliance with policies, may be utilized in lieu of, or in combination with, those enumerated in the matrix.

Using other implementation mechanisms not identified in the matrix shall not require a plan amendment, as described under Section 163.3187, FS. Hillsborough County may publish an abbreviated version of this Comprehensive Plan, without inclusion of the Implementation Matrix and any such publication shall be considered as a complete ordinance.

## VI. CONSISTENCY

The Recreation and Open Space Element is one of seventeen elements comprising the Future of Hillsborough – A Comprehensive Plan for Unincorporated Hillsborough County. This Element directly ties in with the Future Land Use, Conservation, Coastal Zone and the Public Facilities Elements. Each Element is internally consistent in that a set format was used for all elements, the same population projections were used for all Elements and the same 5 and 20 year planning time frames were utilized in projecting future needs for all Elements. It is important to coordinate the Recreation and Open Space Element with the adjacent jurisdictions of Tampa, Temple Terrace and Plant City because countywide efforts can be undertaken jointly to address existing and future recreational needs.

Chapter 9J-5, FAC requires the comprehensive plan's goals, objectives and policies to be compatible with and further the State Comprehensive Plan and the Tampa Bay Comprehensive Regional Policy Plan. Each local government comprehensive plan is also required to identify the State Plan goals and policies that are relevant to the local planning effort and explicitly show where in the Comprehensive Plan these have been considered and affirmatively addressed.

### **State Comprehensive Plan**

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)2.* – Acquire, retain, manage, and inventory public lands to provide recreation, conservation, and related public benefits.

*Future of Hillsborough Consistency* – Policies 1.1, 1.2, 1.5, 1.6, 1.8, 1.10, 2.1, 3.1, 3.3, 3.11, 7.1, 7.2

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)3.* – Prohibit the destruction of endangered species and protect their habitats.

*Future of Hillsborough Consistency* – Policies 1.4, 4.1, 4.2

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)6.* – Encourage multiple use of forest resources, where appropriate, to provide for timber production, recreation, wildlife habitat, watershed protection, erosion control, and maintenance of water quality.

*Future of Hillsborough Consistency* – Policies 1.3, 4.2, 9.1

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)7.* – Protect and restore the ecological functions of wetlands systems to ensure their long-term environmental, economic, and recreational value.

*Future of Hillsborough Consistency – Policy 1.4*

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)11.* – Expand state and local efforts to provide recreational opportunities to urban areas, including the development of activity-based parks.

*Future of Hillsborough Consistency – Policies 1.1, 1.11, 2.10, 2.11, 8.1, 8.2, 13.1, 13.2, 13.3, 13.4*

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)12.* – Protect and expand park systems throughout the state.

*Future of Hillsborough Consistency – Policies 1.1, 1.2, 1.4, 4.1, 4.2, 4.3*

*State Comprehensive Plan Policy; Natural Systems and Recreational Lands (10)(b)13.* – Encourage the use of public and private financial and other resources for the development of recreational opportunities at the state and local levels.

*Future of Hillsborough Consistency – Policies 13.1, 13.2, 13.3*

## **Tampa Bay Comprehensive Regional Policy Plan**

*Tampa Bay Comprehensive Regional Policy Plan - Goal: 10.10.* – By 1995, There will be adequate park and recreational facilities equitably and geographically distributed for projected numbers of people in the region.

*Future of Hillsborough Consistency – Objective 1*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.1.* – Methods shall be encouraged, such as tax incentives, impact fees, and density transfers, to be used to acquire lands with recreation potential.

*Future of Hillsborough Consistency – Policy 1.1*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.2.* – A system for the rational allocation of funds shall be developed to assist local governments in acquiring and developing recreational facilities of regional and statewide significance

*Future of Hillsborough Consistency – Policy 1.1*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.3.* – Park and recreation lands shall be planned for multiple usages and located in areas most suitable to adequately satisfy the needs of the resident and seasonal population. Planning of park and recreational facilities shall include consideration of protection of environmental and natural resources, energy efficiency and the orderly extension and expansion of other public facilities and service.

*Future of Hillsborough Consistency – Policies 1.3, 1.4*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.4.* - Urban development shall afford sufficient land or opportunity for the active/passive recreational needs of the future residents of the development as an expense of new development.

*Future of Hillsborough Consistency – Policies 1.2, 1.7, 1.9*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.5.* – Land set aside for recreational purposes shall be determined suitable for that purpose during the site planning process and should not be land which is remaining after development.

*Future of Hillsborough Consistency – Policy 1.2*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.10.6 .* – The designation and acquisition of recreation and park sites shall be in accordance with long-range comprehensive plans for regional, county and city development and redevelopment. Local governments may limit urbanization of areas of demonstrable recreational value.

*Future of Hillsborough Consistency – Policy 1.2*

*Tampa Bay Comprehensive Regional Policy Plan – Goal: 10.11.* – By 1995, parks and recreational facilities will be properly maintained and adhere to best management practice.

*Future of Hillsborough Consistency – Objective 5*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.11.1.* – Recreation and park sites shall be held inviolate against diversion to their uses except in instances of overriding public needs.

*Future of Hillsborough Consistency – Policy 1.8*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.11.2.* – A regional base of knowledge on existing and planned park and recreation sites shall be maintained.

*Future of Hillsborough Consistency – Policies 5.6, 7.1, 7.2*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.11.3.* – The Tampa Bay Region shall support, where feasible, a high priority for public land acquisition by the State of Florida and local governments for recreation and/or open space use of property within areas of the region projected to receive major hurricane damage from coastline storm surge.

*Future of Hillsborough Consistency – Conservation Element, Objective 17*

*Tampa Bay Comprehensive Regional Policy Plan – Goal: 10.12.* – By 1991, all segments of the population shall have access to coastal beach areas, parks, and recreational facilities.

*Future of Hillsborough Consistency – Objective 2*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.12.1.* – Access to park/recreation facilities and services for the elderly, handicapped and economically disadvantaged, shall be required.

*Future of Hillsborough Consistency – Policy 2.7*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.12.2.* – Programs that will guarantee reasonable and adequate public access to public shoreline and estuarine beaches, should be required. Such access shall be designed in a manner which protects dune stability.

*Future of Hillsborough Consistency – Policy 2.3*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.12.3.* – New development shall be compatible with the recreational use of adjacent areas and, where appropriate and feasible, provide for non-vehicular access.

*Future of Hillsborough Consistency – Policy 2.9*

*Tampa Bay Comprehensive Regional Policy Plan – Goal: 10.13.* – By 1991, developed parks for passive use must retain natural features above all other considerations.

*Future of Hillsborough Consistency – Policy 1.12*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.13.1.* – The region’s park and open space system shall encompass and encourage restoration of natural features, scenic areas and sites of historic and archaeological significance.

*Future of Hillsborough Consistency – Policy 11.1*

*Tampa Bay Comprehensive Regional Policy Plan – Policy: 10.13.2.* – The provision of adequate public beach access shall be considered requisite to any and all shoreline development. Public access to identified recreation sites shall be ensured and shall be designed to protect the integrity of natural features, including where present, beaches and shores (DCA, LGCP Minimum Criteria Rule).

*Future of Hillsborough Consistency – Policy 2.1*

## VII. DEFINITIONS

**Activity-based Recreation:** Recreation which can be provided almost anywhere for the convenience of the user. Golf, tennis, baseball, archery, skeet and trap shooting and playground activities are included. Also may include less strenuous pastimes such as listening to a band concert in a park, spectator sports or strolling through a zoo. It can always be provided, assuming the availability of space and funds for development.

**Active Recreation Facilities:** Recreation facilities which involve the user in a direct form of participation such as baseball, softball, golf or aerobic activities.

**Ad Valorem:** Taxation of real property at a millage rate.

**Beach:** The zone of unconsolidated material that extends landward from the mean low water line to the place where there is marked change in material or physiographic form, or to the line of permanent vegetation, usually the effective limit of storm waves.

**Bicycle and Pedestrian Ways:** Any road or path which is open to bicycle travel and traffic afoot and from which motor vehicles are excluded.

**Buffer Area:** An area or space separating an outdoor recreation area from influences which would tend to depreciate essential recreational values of the outdoor recreation area. Buffer areas are needed especially in cases such as wilderness areas, where the values involved are fragile or volatile, or where the outside influences are of a particularly harsh and incompatible nature, as in urban or industrial areas or along a busy highway.

**Capital Improvement:** Physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multi-year financing. For the purposes of this rule, physical assets which have been identified as existing or projected needs in the individual comprehensive plan elements shall be considered capital improvements.

**Demand Assessment Surveys:** Surveys conducted to measure the amount, location and frequency of participation in activities. This method generates quantitative demand data that can be compared to the amount of supply to produce quantitative needs data.

**Greenway System:** A system of interconnected open space which include areas, such as but not limited to, recreation, conservation and aquifer recharge lands connected via existing rights of way, existing and extended recreational trails, rivers and other open spaces corridors.

**Handicapped:** A person with either an emotional, physical or mental disability.

**Impact:** The negative effect of additional population generated by residential construction on the neighborhood and district park network in a given area.

**Impact Fee/Assessment:** The amount of property required or the cost related to the impact of residential dwelling units as calculated pursuant to the formula contained in the unincorporated Hillsborough County Park Site Improvement Ordinance.

**Level of Service:** An indicator of the extent or degree of service provided by, or proposed to be provided by a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for recreation facilities.

**Local Park:** A park that shall have a service area defined by a radius of approximately two (2) to (5) miles and a minimum of ten (10) developable acres, with small parks included in this category provided they are grandfathered. It shall have a minimum land size of five (5) acres. The level of service for local property required per 1,000 people for a parks is 3.4 acres per 1,000 residents. Local park amenities include some or all of the following improvements: Minimum required local park facilities are as follows:

- ~~1. Tot lot apparatus for pre school age children to include a variety of equipment to swing, climb, push and slide.~~
- ~~1.2. Play apparatus area for pre-school and school age children to include a variety of equipment to swing, climb push and slide.~~
- ~~23. Multi-purpose court for basketball, volleyball and playground games.~~
- ~~34. Ball diamond for softball, kickball, baseball.~~
- ~~45. Open play field for football, soccer and other playground games.~~
- ~~56. Restroom/shelter building 1,500 to 3,500 square feet.~~
- ~~67. Off-street parking for minimum fifteen (15) cars.~~
- ~~78. Internal walkways which are ADA compliant.~~
- ~~89. Passive area with shaded seating.~~
- ~~910. Landscaping~~
- ~~101. Utilities~~
- ~~112. Support items such as benches, litter receptacles, and water fountains.~~
12. Dog Park amenities
13. Architect, engineering and site preparation.
14. In certain situations where there are expressed or identified neighborhood needs, facilities other than those listed as minimum

~~required may be provided when there is equal value. The County must approve any and all proposed alternative facilities.~~

*(Per the Parks Recreation and Conservation Department)*

**Low-Density:** The character of an outdoor recreation area which is only extensively used, that is, by relatively few people at any one time in terms of the space required; e.g., wildlife preserves, wilderness areas, etc.

**Multi-Purpose Outdoor Recreation Facility:** An outdoor recreation facility which is designed for more than one activity use. (e.g., athletic field ~~or and~~ racquetball/handball court).

~~**Natural Preserves:** Areas designated for conservation purposes, and operated by contractual agreement with or managed by a federal, state, regional~~Regional resource based ~~or local government or non profit agency such as: national parks, state parks, lands purchased under the Save Our Coast, Conservation and Recreation Lands, Wild and Scenic Rivers or Save Our River programs, sanctuaries, preserves, monuments, archaeological sites, historic sites, wildlife management areas, national seashores, aquatic preserves and Outstanding Florida Waters.~~

*(Per a Memo from Mark Thornton dated November 23, 2005, the Parks Recreation and Conservation Department requested that this definition be deleted in the ROSE because the term is not used in the Element.)*

**Non-Resident:** Not a resident of unincorporated Hillsborough County but a resident of the State of Florida.

**Open Space:** Undeveloped lands suitable for passive recreation or conservation uses.

**Outdoor Recreation Activity:** A specific, individual type of outdoor recreation. Activities are divided into two categories: active activities — those which involve some direct and specialized physical manipulation by the participant such as swimming, hiking, or boating and passive activities — those which are mental rather than physical such as sightseeing, nature study or scenic appreciation.

**Outdoor Recreation Demand:** The quantity of outdoor recreation necessary to satisfy all prospective participants during any given time period. Demand is not strictly a matter of desire, but rather of desire tempered by such limiting factors as opportunity, awareness, financial ability, physical ability and competing uses of available time.

~~**Park:** A special, neighborhood, community or regional~~Regional resource based park based upon the County's classification of parks. Other types of parks include private commercial, private nonprofit, private clubs and state and

~~national parks.~~ Various types of public or private, passive or active recreation areas.

*(Per the Parks Recreation and Conservation Department)*

**Passive Recreation Facilities:** Recreation facilities pursued by the user in a leisurely fashion such as nature walks, fishing or picnicking.

**Pastoral Open Space:** Open space land preserved for the management, protection and prudent use of natural resources present on that land. Resource-based and activity-based recreation is the primary role of these lands.

**Preserve:** An area set aside specifically for the protection and safekeeping of certain values within the area, such as game, wildlife, forest, etc. Preserves may or may not be outdoor recreation areas, depending on the use allowed therein.

**Private Recreation Sites:** Sites owned by private, commercial or non-profit entities available to the public for recreational use, usually for a fee.

**Private Sector Contributions:** Land or money provided by the private sector to expand the park system.

**Public Access:** The ability of the public to physically reach, enter or use recreation sites including beaches and shores.

**Public Recreation Sites:** Sites owned or leased on a long-term basis by a federal, state, regional or local government agency for purposes of recreational use.

**Quasi-Public:** Partially supported or operated by a public agency.

**Recreation:** The pursuit of leisure time activities occurring in an indoor or outdoor setting.

**Recreational Trails:** A single or multi-use paved or unpaved linear open space which provides public recreational and/or transportation opportunities. The trails may be designated for specific uses such as hiking, nature appreciation, bicycling, running and horseback riding. Canoe trails along rivers are also considered under this definition.

Recreational trails can serve as the links to interconnect a greenway system and can provide the public a means to further view and access scenic, environmental, historic, archaeological and cultural resources in the County.

**Recreation Facility:** A component of a recreation site used by the public such as a trail, court, athletic field or swimming pool.

**Regional Resource-based Park:** A regional park serves an entire county and is generally occupies a large tract of land.250 acres large at a minimum. The level of service for Hillsborough County's standard for regional resource- based parks is 20 acres of regional park land for every per 1,000 residents and includes in the calculation those resource-based parks and preserves in Hillsborough County that are Count-managed and may or may not be owned by the County. This type of park or preserve is typically situated in a natural setting where visitors can enjoy and appreciate the area's natural resources such as bays, estuaries, marshes, creeks, rivers, swamps hammocks, pinelands, scrub, and birds and other wildlife.- Regional parks should be designed to incorporate natural resources such as beaches, shorelines, springs, lakes, streams or forests.

**Resident Population:** Inhabitants counted in the same manner utilized by the United States Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

**Resource-Based Recreation:** Recreation that is dependent on some particular element or combination of elements of the natural or cultural environment and consists of activities that are limited in both quality and location such as hunting, fishing, camping, boating, water skiing, surfing, nature study or visiting historical and archaeological sites. Resource-based recreation can be provided only to the extent that the supporting natural or historical resources are available.

**Right-of-Way:** Land in which the state, county, or municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

**Shoreline or Shore:** The interface of land and water.

**Special Park:** A single purpose park characterized by one major facility such as a boat ramp, a fishing pier, a beach, a small playground, an isolated picnic area or a community center. Special parks provide recreational opportunity, but do not conform to either the ~~regional~~Regional resource based, district or neighborhood park classifications.

**Spectator Activities:** Those outdoor recreation activities which are carried on primarily for the visual benefit of others rather than for the direct enjoyment of the active participants. These are activities such as stadium sports and horse races.

**Services:** The program and employees determined necessary by local government to provide adequate operation and maintenance of public facilities and infrastructure as well as those educational, health care, social and other programs necessary to support the programs, public facilities, and infrastructure set out in the local plan or required by local, state or federal law.

**Service Radius:** The radius of the generally circular surrounding land area from which a park, recreation site or facility draws its participants.

**Utilitarian Open Space:** Open space land reserved from intense development due primarily to public safety constraints such as floodplains, sinkholes, wetlands or drainage ditches.