



COMPREHENSIVE PLAN AMENDMENT STAFF REPORT AMENDMENT ROUND 26-A

BCC TRANSMITTAL PUBLIC HEARING, NOVEMBER 5, 2025

I. General Data

Project Name:	Recreation and Open Space Element Updates
Elements:	Introduction and Administration Element (I&A), Recreation and Open Space Element (ROSE), and Map Series
Project Manager:	Jerry Lodge, Senior Planner Bob Hamilton, Division Director I Daniel Duenas, Senior Planner
Staff Recommendation:	Staff recommends approval based on the findings and conclusions presented in this report.

II. Item Summary

Summary:	This proposed County-initiated amendment would revise the Introduction and Administration Element (I&A), Recreation and Open Space Element (ROSE) and the Map Series as summarized below: • Revise definitions in I&A for Regional, District and Local-Level Park; • Update history and data related to the County's Park system; • Add new policy to recognizing the adopted Parks Master Plan; • Add a new policy to explore future funding sources; • Update Level of Service (LOS) standards and planning horizon; • Revise Objectives and policies to clarify the difference between required residential recreation areas and Local-Level Parks; • Add new policies to enhance methods of access to recreation and open space areas, and encouraging the use of green infrastructure in the Park planning process; and • Revise Map RO 1.1, Existing and Future Conditions of the Map Series to reflect new data.
Assessment:	These proposed text amendments are requested by the Parks and Recreation Department. The most recent update to the ROSE and Map RO 1.1 was in 2012 and several items have been identified as being outdated. In addition, several revisions and new policies are being proposed to both support and reflect the current and future conditions of the County's Park system. Staff finds the proposed text amendments consistent with the Comprehensive Plan and therefore recommends approval.
ULDC Impacts:	The proposed amendment to the Plan will provide a clear separation between public and private recreation terms within the Element, and is being processed concurrently with related revisions to the ULDC.

III. Meeting History

Local Planning Agency: *Approval*, motion by Ankur Patel, seconded by Serge D'Haiti, passed in a 10 to 0 vote at the September 12, 2025 public hearing. Commission discussion included questions regarding funding sources, the Parks Master Plan, and the County's relationship with municipal parks. There was no public comment.

Board of County Commissioners Transmittal Public Hearing:

State Review Agencies:

Board of County Commissioners Adoption Public Hearing:

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IV. Intent

This proposed County-initiated amendment would revise the Introduction and Administration Element (I&A), Recreation and Open Space Element (ROSE) and the Map Series to:

- Revise definitions in I&A for Regional, District and Local Level Park;
- Update history and data related to the County's Park system;
- Add new policy to recognize the adopted Parks Master Plan;
- Add a new policy to explore future funding sources;
- Update Level of Service (LOS) standards and the planning horizon;
- Revise Objectives and policies to clarify the difference between required residential recreation areas and Local Level Parks;
- Add new policies to enhance methods of access to recreation and open space areas, and encouraging the use of green infrastructure in the Park planning process; and
- Revise Map RO 1.1, Existing and Future Conditions of the Map Series to reflect new data.

V. Background

Each local government is required by s.163.3177(6)(e), F.S. to have a Recreation and Open Space Element (ROSE) as part of their adopted Comprehensive Plan. The implementation of the ROSE in Palm Beach County's Comprehensive Plan is administered by the County's Parks and Recreation Department. The statutory requirements for the ROSE are defined below:

s.163.3177(6)(e), F.S. - A recreation and open space element indicating a comprehensive system of public and private sites for recreation, including, but not limited to, natural reservations, parks and playgrounds, parkways, beaches and public access to beaches, open spaces, waterways, and other recreational facilities.

The most recent update to the ROSE was in 2012 via Ordinance 2012-022. The Parks and Recreation Department has identified several items requiring updates within the Plan. This amendment was initiated by the Board on August 30, 2023.

VI. Data and Analysis

This amendment is proposing to revise the I&A, the ROSE and the Map Series, each of which will be discussed separately below and with corresponding strike out and underline changes to the Comprehensive Plan shown in **Exhibit 1**. This section provides data and analysis, including an examination of consistency with the Comprehensive Plan.

A. Introduction and Administration (I&A) Element Revisions

The proposed changes to the I&A Element will revise definitions related to terms described in the Element, specifically for Local-Level, District Park and Regional Park.

- **Revise definition of District Park.** The proposed change will revise the minimum acreage requirement for classification as a District Park. Currently, the definition includes parks "generally greater than 25 acres". The proposed revision will define the size of District Parks as generally between 25 to 150 acres. A district park is sized between Community Parks (less than 25 acres) and Regional Parks (greater than 150 acres). The revision to the District Park definition is being proposed to reflect the

existing conditions of the County's Parks system and will result in the re-classification of one park, *Veteran's Memorial Park*, from a Community Park to a District Park on Map RO 1.1, Existing and Future Parks Conditions, as the site is over 25 acres.

There are several parks classified as District Parks on Map RO 1.1, Existing and Future Parks Conditions which are not within the acreage range in the proposed definition. However, since size is not the only determinant, and the definition indicates these parks primarily include "special facilities such as recreation centers, competition pools, golf courses, and boat ramps and docks," these parks will remain as District Parks:

- Aqua Crest Pool – 2.70 acres
 - Canyon Amphitheatre – 0.22 acres
 - Karen's Key (fka Fullerton Island) – 0.20 acres
 - Green Cay Wetlands – 170.41 acres
 - Jim Barry Light Harbor – 3.71 acres
 - Lake Ida Park (East) – 6.67 acres
 - North County Aquatic Complex – 5.02 acres
 - Park Ridge Golf Course – 232.61 acres
 - Phil Foster Park – 17.92 acres
 - South Bay R.V. Park – 35.63 acres
 - Southwinds Golf Course – 135.23 acres
 - Waterway Park – 30.04 acres
- **Revise definition of Park/Local-Level.** The proposed change will revise this definition from "Park/Local-Level" to "Local-Level Park," and remove references to residential recreation areas. This is connected to the proposed revisions to Objective 1.3 to clarify that the Parks and Recreation Department plans for the provision of Community and Neighborhood Parks in areas that are not served by other recreational facilities. Additionally, the proposed language clarifies that the provision of recreational areas within residential developments is currently regulated during the development review process through the Unified Land Development Code and not part of the parks level of service standards. This revision does not add any additional requirements.
 - **Revise definition of Regional Park.** The proposed change will revise the minimum acreage requirement for classification as a Regional Park. Currently, the definition includes parks which "generally exceed 200 acres." The proposed revision will define the size of Regional Parks to those which "generally exceed 150 acres," the acreage threshold above a District Park. The proposed changes will not affect any existing Park classifications as shown in Map RO 1.1, Existing and Future Parks Conditions. The revision to the Regional Park definition is being proposed to reflect the existing conditions of the County's parks system.

There is one Regional Park, Loxahatchee River, Battlefield Park, that is below the acreage requirement of the proposed definition for Regional Parks but may be classified as such because it meets the definition by providing "*special facilities such as museums, golf courses, or water skiing facilities may also be included, as well as some of those active facilities often found in district parks.*"

B. Recreation and Open Space Element (ROSE) Revisions

1. This section provides the data and analysis for the revisions to the Assessments and Conclusions:
 - **Update Description of Objectives.** The description of the purpose of Objectives 1.2 and 1.3 are proposed for revision to reflect the changes within these Objectives to clarify the responsible parties and methods of development for public parks as part of the Parks and Recreation Department level of service standards versus residential recreation areas as required by the ULDC for private residential development.
 - **Update the Planning Horizon.** The long-range planning horizon is being updated from 2011-2030 to 2025-2045 to reflect current and expected future conditions of the County's parks system. Florida Statutes require a long range planning period of 20 years, consistent with the proposed planning period of the ROSE.
 - **Update Parks Funding History.** References to historical funding sources are proposed for revision to provide a complete history of funding sources related to the Parks and Recreation Department over the years.
 - **Update Strategies for Providing Future Parks.** This revision is being updated to acknowledge the existing challenges faced by the Parks and Recreation Department to provide public accessibility to recreational and open space areas due to the scarcity of land. This updated language also emphasizes the need for successful public and private partnerships to overcome this challenge.
2. This section provides the data and analysis for the revisions to Objectives and Policies:
 - **Revise Policy 1.1-a:** This policy requires that the County maintain within the Comprehensive Plan Map Series, a map to identify existing and future locations for Regional, District, Beach, Community and Neighborhood Parks. Therefore, this proposed change is to update the reference of the new long range planning horizon for Map RO 1.1, Existing & Future Conditions Palm Beach County Parks from 2011-2030 to 2025-2045.
 - **Revise Policy 1.1-c:** This policy was added to the ROSE via Ordinance 97-49 as part of Palm Beach County's Evaluation and Appraisal Review. The intent was to coordinate efforts between the County's Parks and Recreation Department and appropriate advisory groups and committees to incorporate their suggestions into the parks development program and implementation. Since then, the Linked Open Space Task Force and Community Center Advisory Groups are no longer active and will be deleted from this policy. In addition, the Metropolitan Planning Organization (now known as the Transportation Planning Agency) Bicycle, Greenway, Pedestrian Advisory Committee was sunset and replaced by the Vision Zero Advisory Committee (VZAC) so that committee is being added.
 - **New Policy 1.1-e:** On January 21, 2025, the Board adopted the Parks and Recreation Master Plan. This policy requires regular updates to the Parks and Recreation Department Master Plan at a minimum of every ten years, which will *"support recreation and open space policies that respond to the changing conditions and character of the County and that enhance the value and sustainability of recreation and open space areas"*. The Master Plan was developed with community input,

allowing engagement within the park planning process, which provided the Department with guidance in regard to implementing policy and standards of service in the County parks system.

The Park and Recreation Department also recently completed the Parks and Recreation Comprehensive Community Needs Assessment (PRCCNA), which utilized community feedback to assess potential existing deficiencies and to define future priorities within the County's Park system. Results of the PRCCNA will guide future policy decisions and ensure that the Parks and Recreation Department provides the efficient delivery of parks, recreation, cultural and community services within the community while maintaining appropriate planning processes for future recreation needs. The PRCCNA process included three phases:

- **Outreach (August 2023 - October 2023).** The first phase of the PRCCNA focused on connecting with the community to raise awareness of the Needs Assessment and request input from various stakeholders. Methods of outreach included advertisements, creating a website and a social media campaign.
- **Engagement (October 2023 - December 2023).** The second phase of the PRCCNA focused on the collection of community feedback. Methods of gathering input included stakeholder interviews, focus groups, community meetings, surveys and virtual rooms and meeting spaces.
- **Summary (January 2024 – March 2024).** The third phase of the PRCCNA focused on analyzing the data acquired through community engagement and establishing the needs and priorities of the citizen representatives who participated in the various methods of data collection. Ultimately, the results of community input were organized and summarized in a final report and presented to the Board of County Commissioners.
- **New Policy 1.1-f:** This new policy proposes the County explore additional funding sources such as creating a 501 (c)(3) not-for-profit entity named *Parks Foundation of Palm Beach County, Inc.* The Parks Foundation is intended to support the County's Park system through receipt of monetary donations and leveraging these funds to enhance the use, education and appreciation of parks, green spaces and recreational areas. The Foundation will accept contributions from both public and private donors and is a separate, non-governmental entity which is not a part of the County's Parks and Recreation Department. The Foundation is proposed to be managed by a Board of Directors consisting of residents of Palm Beach County.

The ability to generate new funding opportunities to support the County's Park system is a top priority for the Parks and Recreation Department, which has historically relied on bonds as a primary method of securing funds for acquisition and development of parks projects. While the Parks Foundation will not be a Department administered organization, it will ultimately support the Goal of the ROSE, which is *"to provide a Countywide system of parks, beaches, open space and recreational and cultural facilities that is conveniently distributed, readily accessible, and adequate in number to serve the current and future needs of the County's population."*

- **Revise OBJECTIVE 1.2 Countywide Park Levels of Service:** The proposed revisions to this Objective will relocate language from Objective 1.3 to clarify that the County has an established county-wide level of service for Regional, Beach and District Parks and that the Parks and Recreation Department also plans for the provision of community and neighborhood parks in deficient areas, which are not included in the LOS standards.
- **Revise Policy 1.2-a & Table 1.2-1, Countywide Park LOS Standards:** Prior to 2011, level of service (LOS) standards were included in the Plan as a concurrency requirement of Chapter 9J-5, Florida's Administrative Code, which established minimum criteria for Comprehensive Plans. 9J-5 was repealed in 2011. However, the LOS was retained within the ROSE to provide a metric for the County to measure its efficiency in providing adequate Regional, Beach and District Parks to its residents. These are measured in acres provided per 1,000 residents for both *Total Acres* and *Developed Acres*.

As statutory requirements for LOS standards are no longer required for the ROSE, this proposed text amendment will revise the "*Required LOS*" to a "*Target LOS*" to provide a metric for the Parks and Recreation Department to measure the efficiencies of the County's parks system. In addition, this text amendment will revise the planning periods to 2025, 2035, and 2045 to align with the Park and Recreation Department's adopted Master Plan. This near-term and long-term forecast differs from the currently approved table which only provides a roughly 20-year long-term projected LOS. The projected populations for both years were sourced from the latest Palm Beach County Population Allocation Model as shown in Table 1 below.

Proposed LOS updates will retain separate calculations for both *Total Acres* which are defined as the aggregate of all developed and undeveloped park acres that are actively managed by the Department, and *Developed Acres*, which are defined as those managed park acres that have either been improved or developed in their final form as part of their associated Master Plan for their development.

Table 1 – Parks Level of Service Calculation

TOTAL PARK ACRES

Park Type	Total Acres	Population 2025		Population 2035		Population 2045	
		Population/ 1000	LOS	Population/ 1000	LOS	Population/ 1000	LOS
Regional	5,351.53	1568.30	3.41	1,698.00	3.15	1,776.90	3.01
Beach	449.07	1568.30	0.29	1,698.00	0.26	1,776.90	0.25
District	1954.26	1568.30	1.25	1,698.00	1.15	1,776.90	1.10

DEVELOPED PARK ACRES

Park Type	Developed Acres	Population 2025		Population 2035		Population 2045	
		Population/ 1000	LOS	Population/ 1000	LOS	Population/ 1000	LOS
Regional	4,057.48	1568.30	2.59	1,698.00	2.39	1,776.90	2.28
Beach	255.87	1568.30	0.16	1,698.00	0.15	1,776.90	0.14
District	1,395.96	1568.30	0.89	1,698.00	0.82	1,776.90	0.79

Source: Palm Beach County Population Allocation Model

- **Revise OBJECTIVE 1.3 “Local-level Parks” to “Residential Recreation Requirements” and Policy 1.3-a:** This Objective originated in the adoption of the 1989 Comprehensive Plan. At that time, this Objective was named *Community Park Acquisition and Development*. In 1989, the standard for Community Parks was 2.5 acres per 1,000 people and stated as follows :

“By 1995, the County shall be responsible for providing 15 percent of the total standard, or 0.38 acres per 1,000 people. The County shall encourage the provision of the remaining 85 percent by interlocal agreement and land development regulations in conjunction with municipal or private facilities.”

In 1997, the shared cost burden between the County and private developers to provide Community Parks was revised by the EAR based text amendments in 1997 (Ord. 1997-049) which renamed the Objective to *Community Parks* and removed the County's obligation of acquiring and developing “Community Parks”. These requirements were placed on private developers by requiring the “*adequate provision of Community Parks in the unincorporated areas through ULDC minimum requirements for on-site acreage in new residential developments*”.

Finally, in 2000 the ROSE was revised to update references to the ULDC (Ord. 2000-031). This Objective was renamed to *Local-level Parks* and the reference to Community Parks was replaced with Local-level Parks.

This Objective will be renamed to Residential Recreation Requirements and will contain policies related only to the requirement for the provision of residential recreational areas which is regulated by the ULDC to clearly define the roles of the County and private developers regarding the provision of recreational facilities.

- **Delete Policies 1.3-b, 1.3-c & 1.3-d and Relocate as New 1.2-e, 1.2-f & 1.2-g:** These policies are being relocated to separate Local-Level Parks (Neighborhood Parks and Community Parks) managed by the Parks Department to Objective 1.2 to clarify and differentiate these parks from residential recreational areas that are required by the ULDC for private development in Objective 1.3. Revised new Policy 1.2-e also corrects the name of the Revitalization, Redevelopment and Infill Overlay.
- **Revise OBJECTIVE 1.4 Open Space:** This Objective is being revised to clarify the acronym for GLOSS, which is the Greenways and Linked Open Space System.
- **Revise Policy 1.4-f:** This policy is being revised to appropriately refer to Map Series LU 8.1, Greenways and Linked Open Space System, as it is directly related to the park planning process as a mechanism to ensure increased accessibility and linkages to open spaces through the development review process. In addition, this policy revision will provide examples of types of potential linkages including greenways and blueway systems, pedestrian and bike paths and other trails.
- **Revise Policies 1.6-a & Policy 1.6-b:** Proposed revisions to these two policies are to correct references to the School District, previously referred to as the School Board. The Planning Division coordinated with staff from the Palm Beach County School District to ensure the proposed revisions to School District references are appropriate.

- **New Policy 1.6-f:** This new policy will ensure that through coordination with the County's Office of Resilience (OOR), the Parks and Recreation Department could pursue opportunities for sustainable and green building practices in park design, maintenance, building, planning and energy efficiency through coordination with the OOR and the Facilities Development and Operation (FDO) Department. Green infrastructure is considered an environmentally-friendly alternative form of construction which performs essential functions in a way that simultaneously benefits the community and ecological systems. Examples of green infrastructure include bio swales, permeable pavements, and green parking. This initiative will be achieved through development of new park facilities and redevelopment of existing park facilities.

Green infrastructure is now a required aspect for certain grants that could benefit the Parks and Recreation Department. This is being added as there are currently no policy requirements within the ROSE for such infrastructure to be included or considered in the park planning and development review process.

C. **Comprehensive Plan Map Series Map RO 1.1, Existing and Future Park Conditions**

Map RO 1.1 is being revised to accurately reflect the new long range planning period (2025-2045) of the ROSE, and to update the map according to current and future conditions of the County's parks system. This includes removing, adding, and renaming both existing and future parks, in addition to updating tertiary data within the map. Location maps of the deleted and added parks are in **Exhibit 1**. Changes to Map RO 1.1 include:

Parks to be deleted are summarized below:

- **N13 Lakewood.** This park consists of active recreational uses on 1.80 acres located along Kirk Road. It is being deleted because it is no longer operated by Palm Beach County Parks and Recreation Department following its annexation in 2014 into the Village of Palm Springs (Annexation ID: 2014-70-007); and
- **D17 (Future) Palm Beach Gardens District.** This 82 acre property was leased to the City of Palm Beach Gardens in 2018 (R-2018-0121). The City designed, constructed and funded the park which was opened to the public in 2019. Primarily consisting of active recreational uses the park contains multipurpose fields, a playground and splash-pad, concession stands and pavilions for public use. In addition, the park features 23.6 acres of preserve area which contains a walking trail. The property can be deleted from the Map Series as it is no longer maintained or operated by Palm Beach County's Parks and Recreation Department.

Parks to be added are summarized below:

- **D32 (Future) Arden Civic Site Property.** This future 28.77 acre District Park site was conveyed to the County in 2016 as part of the Arden PUD residential approval. The park includes active uses on the eastern parcel and a trailhead on the west;
- **N22 Belvedere Heights.** This 0.32 acre Neighborhood Park opened in 2020 and is located on the northeast corner of Florida Mango Road and Bridgeman Drive in the Belvedere Heights Countywide Community Revitalization (CCRT) area and the Westgate Belvedere Homes Community Redevelopment Area Overlay (WCRAO). This park features a playground;
- **N23 (Future) Paulette Burdick.** This future 3.53 acre Neighborhood Park is currently under design and construction with an expected opening in spring 2025.

The site is located in the northwest corner of the Cam Estates/Meadowbrook CCRT area and will contain active recreational uses;

- **R08 Loxahatchee River Battlefield.** This 61.14 acre Regional Park was carved out of the existing Riverbend Regional Park upon being officially listed on the National Register of Historic Places on April 5, 2024. There is therefore no new park acreage attributed to the historically designated area. The Battlefield contains lands with historical and cultural significance and hosts events including annual battle re-enactments and tours; and
- **D30 Fullerton Island.** This 12.14 acre District Park is located in Jupiter within the Intracoastal Waterway. It opened in 2015 following renovations to remove invasive vegetation and sand from dredge spoils, and has access via a six slip floating dock and a kayak access point. The park is co-managed with the Environmental Resources Management Department.

Other Revisions to Map RO 1.1 are described below:

- **R08 South County Regional.** Renamed to *Burt Aaronson South County Regional*. This park was renamed in 2012 after former County Commissioner Burt Aaronson to recognize his contributions to recreational projects throughout the County;
- **D04 Canyon District “H”.** Renamed to *Canyon District* and revised to an existing park status (green) as Phase 1 of the park is complete and open to the public;
- **D11 Lake Ida.** Revised to split into *D11 Lake Ida West* and *D12 Lake Ida East*. This park was split into two separate sites in 2023 because they are functionally different Parks and are separated by Lake Ida;
- **D21 Public Shooting Range.** Renamed to *20 Mile Bend/OHV Property* and revised to an existing park;
- **D29 Windsor.** Renamed to *Villages of Windsor* for consistency with the recently approved Villages of Windsor PUD development;
- **C16 Veteran’s.** Renamed to *Veteran’s Memorial Park* and moved to District Park label D31. The site was informally known as “Veteran’s” Park and contains a memorial to Simpson-Galla-Ferraro and hosts the Veterans of Foreign Wars of the United States, Inc. – Post 10556;
- **B15 Radnor.** Renamed to *Karen Marcus Park Preserve*. Renamed in 2014 to recognize the contributions made by former Palm Beach County Commissioner to recreation and natural areas;
- **N18 San Castle Early Headstart.** Renamed to *San Castle Community*. There was no formal name change for this park. Previously, the non-profit “Headstart” occupied the building onsite. A new company now manages this building therefore the name is changed to represent the Community this Park serves;
- **Revised Map Legend.** Remove incorrect label *D04 West Delray District “H”*;
- **Revised Boundary.** Revised the boundary of Palm Beach County to reflect the amended boundaries resulting from the annexation of properties into Broward County, pursuant to House Bill 1315 (2007); and
- **Revised Label.** Updating the name of *Holey Land* to *Holey Land Wildlife Management Area* to correctly identify this area managed by the Florida Fish and Wildlife Conservation Commission.

D. Consistency with the Comprehensive Plan

This proposed amendment is consistent with the following policies of the Comprehensive Plan.

1. **Future Land Use Element, C. County Directions.** *The Future Land Use Element was created and has been updated based on input from the public and other agencies through citizen advisory committees, public meetings, interdepartmental reviews, and the Board of County Commissioners. All contributed to the generation of the long term planning directions, which provide the basis for the Goals, Objectives and Policies of the Future Land Use Element. These directions reflect the kind of community the residents of Palm Beach County desire.*

1. **Livable Communities.** *Promote the enhancement, creation, and maintenance of livable communities throughout Palm Beach County, recognizing the unique and diverse characteristics of each community. Important elements for a livable community include a balance of land uses and organized open space, preservation of natural features, incorporation of distinct community design elements unique to a given region, personal security, provision of services and alternative transportation modes at levels appropriate to the character of the community, and opportunities for education, employment, health facilities, active and passive recreation, and cultural enrichment.*

11. **Linear Open Space and Park Systems.** *Enhance the appearance of the County by providing an open space network that will become a visual and functional organizer of recreational activities, natural resources and other open space areas. This should include public lands, passive as well as active recreation areas, beaches and conservation areas.*

Staff Assessment: The proposed text amendment will support the listed *County Directions* above by revising and adding policies that enhance the County's Park System. The proposed text amendment will revise and update the I&A, ROSE, and the Map Series. Revisions include updating LOS, establishing new funding sources, increasing accessibility to future and existing park facilities, and providing for the support and maintenance of a Parks and Recreation Master Plan; each of which will enhance and support the County's parks system.

2. **FLUE, D. Characteristics of a Livable Community.** *Among the County Directions is the concept of a Livable Community. A Livable Community comprises certain characteristics that contribute to sustainability and a high quality of life. The primary characteristics include:*

For all tiers:

1. *Citizen involvement, to foster pride of ownership and responsibility;*
2. *Employment opportunities;*
3. *A central neighborhood or community focal point, such as a civic space or commercial area;*
4. *Civic uses, such as schools, places of worship, and libraries, parks, and government services;*
5. *Security, police, fire-rescue and community patrols;*
6. *Health facilities, adult and child care;*

7. *Preservation of historic sites, structures and natural features and natural resources; and,*
8. *Elimination of facilities and uses that are incompatible with the community in which they reside. ...(text omitted for brevity)...*

Staff Assessment: The Plan defines the characteristics of a livable community as features that contribute to an overall high quality of life and contribute to sustainability. Among those characteristics which apply to all Tiers is the inclusion of “civic uses, such as schools, places of worship, and libraries, **parks** and government services”. The proposed text amendments to the ROSE are intended to support the Parks and Recreation Department’s mission to provide opportunities for healthy living through environmental stewardship and inclusive experiences. In addition, these changes will support the Goal of the ROSE by increasing accessibility to the County’s parks system and providing adequate recreational opportunities to residents of the County.

VII. ULDC Implications

The proposed amendment to the Plan will provide a clear separation between public and private recreation terms in the Plan, and is being processed concurrently with related revisions to the ULDC. Associated ULDC amendments will include modifying parks terms and definitions, as well as the property development regulations for recreation areas within residential developments. If the Comprehensive Plan amendment is approved for transmittal by the BCC, the ULDC revision would subsequently be presented to the Zoning Commission for review and to the BCC for adoption.

VIII. Public and Municipal Review

Intergovernmental Plan Amendment Review Committee (IPARC): Notification was sent to the County’s Intergovernmental Plan Amendment Review Committee (IPARC), a clearing-house for plan amendments, on August 23, 2024, September 19, 2024, and August 22, 2025. At the time of publication of this report, no calls or written requests for information or objections to the amendment had been received.

IX. Assessment and Conclusions

These proposed text amendments are requested by the Parks and Recreation Department. The most recent update to the ROSE and Map RO 1.1 was in 2012 and several items have been identified as being outdated. In addition, several revisions and new policies are being proposed to both support and reflect the current and future conditions of the County’s park system. Staff finds the proposed text amendments consistent with the Comprehensive Plan and therefore recommends **approval**.

Attachments

Exhibit 1 – Proposed changes in strike out and underline format	E - 1
Exhibit 2 – County Park Inventory	E - 15
Exhibit 3 – Correspondence	E - 18
Exhibit 4 – Business Impact Estimate	E - 19

Exhibit 1

A. Introduction and Administration Element, County Park Definitions

REVISIONS: To revise the definitions for, District Parks, Local-Level Parks, and Regional Parks. The added text is underlined, and the deleted text ~~struck out~~.

1. **REVISE DISTRICT PARK** - Those Palm Beach County facilities generally ranging from greater than twenty-five (25) to one hundred fifty (150) acres in size and that primarily provide active recreational facilities and, to a lesser degree, some passive recreational facilities. Recreational facilities typically include groups of lighted fields or courts suitable for scheduled athletic league activities, exercise trails and support facilities such as restrooms and concessions with bicycle and automobile parking areas and pedestrian path systems to accommodate park users. Special facilities such as recreation centers, competition pools, golf courses, and boat ramps and docks may also be included.
2. **REVISE ~~PARKS/LOCAL-LEVEL~~LOCAL-LEVEL PARK** - This category collectively represents those relatively small scale recreational facilities that includes both public parks generally classified as community or neighborhood, ~~and those ULDC required private recreation areas, and that which~~ are designed to meet the recreational needs of specific neighborhoods, or designated redevelopment areas, ~~or for planned residential developments~~.
3. **REVISE REGIONAL PARK** - The largest class of parks in Palm Beach County, ~~it~~ generally exceeds one hundred fifty (150) ~~two hundred (200)~~ acres in size and also provides access to a substantial natural or manmade resource base. Regional parks primarily provide passive recreational facilities where no adverse impact on the resource base results. Recreational facilities in regional parks are primarily passive or resource based in character with picnicking, camping, hiking, fishing, and boating as the main activities. Special facilities such as museums, golf courses, or water skiing facilities may also be included, as well as some of those active facilities often found in district parks.

B. Recreation and Open Space Element, Recreation and Open Space Element Updates

REVISIONS: To revise and update the Recreation and Open Space Element to reflect updated data and conditions. The added text is underlined, and the deleted text ~~struck out~~.

1. REVISE I. INTRODUCTION, B. Assessments & Conclusions

...(text omitted for brevity)...

Objectives 1.1 Long Range Planning and Funding, & 1.2 Countywide Parks, Local-level Parks, and Level of Service ~~Standards~~. These objectives and policies contain the highest priority commitments and measurements of the Plan's effectiveness, providing for the evaluation and oversight of the planning process, annual funding commitment ~~and~~, adoption of Countywide LOS standards for regional, beach and district parks as well as plans for the provision of local-level parks in areas not adequately served by other facilities.

Objectives 1.3 ~~Residential Recreation Requirements-Community Parks~~, & 1.4 Open Space. These two objectives set forth general planning policies that establish minimum requirements for open space and onsite residential recreational areas as implemented within the ULDC, and promotes the linkage of open spaces through the County's "Greenways and Linked Open Space System" map. that address the strong community interest in Community Parks and Open Space lands for which there may be current funding but no long term recurring dedicated capital funding source nor has an LOS been established.

The Map Series of the Comprehensive Plan includes MAP RO-1.1, Existing and Future Conditions Map (~~2011-2030~~2025-2045) reflects existing parks and the addition of new parks proposed between the years ~~2011-2030~~2025-2045. The map includes descriptive legends, inventories of existing and proposed parks to be developed in the future.

...(text omitted for brevity)...

Second, those areas with existing park and/or active and special recreational facilities deficiencies will be addressed on an individual basis as funding becomes available from ad valorem, bond, grant or other non-impact fee funding sources. Historically, Recent funds approved by the Board of County Commissioners include the: 1995 \$25.3 million Park Revenue Bond, the 1999 \$25 million Recreation and Cultural General Obligation Bond, and the 2004 \$50 million Waterfront Access and Preservation Bond. These bonds provide funding for County, municipal and other community park projects. These sources represent a substantial commitment of funds by the County for projects to help correct existing deficiencies.

- 1987 \$30 million Park Bond
- 1996 \$26.3 million Parks and Rec FAC Revenue Bond
- 1999 \$25 million Recreational and Cultural Facilities General Obligation Bond
- 2002 \$50 million Recreational and Cultural Facilities General Obligation Bond
- 2005 \$50 million Waterfront Access and Preservation Bond
- 2006 \$23.625 million Sunshine Loans
- 2016 Infrastructure Sales Surtax - \$157 million to address deferred and failing infrastructure and level-of-service deficiencies
- 2023 \$11 million ARPA funding for Septic to Sewer Conversions

Bond funding has historically provided a significant source of revenue for the construction of new park facilities throughout the County and represented a substantial commitment by the County to help correct existing Park deficiencies.

The County's 1991 \$100 million Environmentally Sensitive Lands Acquisition General Obligation Bond Program resulted in the purchase of thousands of acres of native habitat area since the Element's adoption in 1989, and offers new opportunities for non-consumptive passive recreational opportunities. In 1999 the \$150 million Conservation Lands Acquisition General Obligation Bond was passed to purchase open space, farmlands and environmentally sensitive land. In conjunction with other public recreation and conservation lands these ESL acquisitions will form the core of a linked open space system throughout the County and region. The task of ~~The need to increase providing additional future~~ public accessibility to recreational and open space resources in a land constrained market will be addressed bywill be dependent on the success of developing developing partnerships and cooperative agreements with schools, local, state and

federal agencies, nonprofit groups and other public and private providers of recreational and cultural facilities.

2. **REVISE Policy 1.1-a:** The County shall maintain, and incorporate as part of the Map Series of this Comprehensive Plan, Map RO 1.1, Existing and Future Conditions Palm Beach County Parks (2011-2030/2025-2045), identifies existing and future locations for each of the County's Regional, Beach, District, and Community Parks. This map and the respective supporting data will be assessed and updated at intervals consistent with the Evaluation and Appraisal process, or more frequently as necessary to reflect changing conditions.
3. **REVISE Policy 1.1-c:** The recommendations of Citizen Advisory Groups and/or Review Committees as may be established or sanctioned from time to time by the Board of County Commissioners will be considered in the appropriate stages of the recreation and open space planning process. These groups and committees currently include but are not limited to the following:
 - Historic Resources Review Board
 - Tourist Development Council
 - Loxahatchee River Coordinating Council
 - Impact Fee Review Committee
 - Vision Zero Advisory Committee (VZAC)
 - ~~Palm Beach MPO Bicycle, Greenway, Pedestrian Advisory Committee~~
 - ~~Linked Open Space Task Force~~
 - ~~Community Center Advisory Groups~~
4. **NEW Policy 1.1-e:** In order to support recreation and open space policies that respond to the changing conditions and character of the County and that enhance the value and sustainability of recreation and open space area, the County has adopted a Parks and Recreation Master Plan, which will be maintained and regularly updated at least every 10 years by the Parks and Recreation Department.
5. **NEW Policy 1.1-f:** The County shall explore additional funding sources including the creation of a Parks Foundation, consisting of citizens to serve as a nonprofit partner to focus attention on the park system, raise money to help support maintenance, enhance and expand parks and recreational programs, attract volunteers, and broaden the constituency for the park system.
6. **REVISE**
Objective 1.2 Countywide Parks, Local-Level Parks, and Levels of Service

The County shall establish Countywide Park Level of Service Standards for total and developed acres of Regional, Beach, and District Parks, and for active and passive recreational facilities to ensure that adopted Levels of Service are met concurrent with new development. In addition, the County shall also plan for the adequate provision of Local-level Parks (i.e., Community and Neighborhood) in the unincorporated areas for areas with existing deficiency that are not adequately served by other available facilities.

7. **REVISE Policy 1.2-a:** This policy and related table establish the County's Level of Service for the Park system the county shall maintain a ~~target~~ minimum LOS Standards (see Table 1.2-1) for total and developed acres of Regional, Beach, and District Parks for the Countywide population.

Table 1.2-1
Countywide Park LOS Standards ~~2025-2045~~ 2011-2030

	LOS 2011 <u>2025</u> ¹	Projected LOS 2030 <u>2035</u> ²	Projected LOS 2045 <u>2050</u> ²	Required <u>Target</u> LOS
Park Classification	Total Acres/1000			
Regional	4.12-3.41	3.31-3.15	3.01	3.31
Beach	.35-.29	.29-.26	.025	.29
District	1.52-1.25	1.22-1.15	1.10	1.22
	Developed Acres/1000			
Regional	2.91-2.59	2.43-2.39	2.28	2.43
Beach	.22-.16	.18-.15	.14	.18
District	1.00-.89	.82-.82	.79	.82

¹ Park acreages sourced from 2025 AUR Report, Population from PBC Population Allocation Model

² Population data sourced from PBC Population Allocation Model

Park Acreage / Population (per 1,000) = Level of Service

8. **NEW Policy ~~1.3-b~~ 1.2-e:** The County shall maintain a plan for addressing neighborhood park needs for those unincorporated areas within the Revitalization, Redevelopment and Infill Overlay. Project acquisition and development for these areas will be included in annual updates of the Capital Improvement Element (CIE) subject to the annual appropriation of funds by the BCC for such purposes. *[Relocated from Objective 1.3]*
9. **NEW Policy ~~1.3-c~~ 1.2-f:** The County shall encourage the development and operation of Local-level parks by special districts, nonprofit groups, and private interests to help meet local recreational needs. *[Relocated from Objective 1.3]*
10. **NEW Policy ~~1.3-d~~ 1.2-g:** The County shall utilize available acquisition and funding sources such as land development civic site dedications, surplus land sales, grants, etc., to adequately provide for the Local-level park needs of current and future residents. *[Relocated from Objective 1.3]*
11. **REVISE OBJECTIVE 1.3** **Local-level Parks Residential Recreation Requirements**

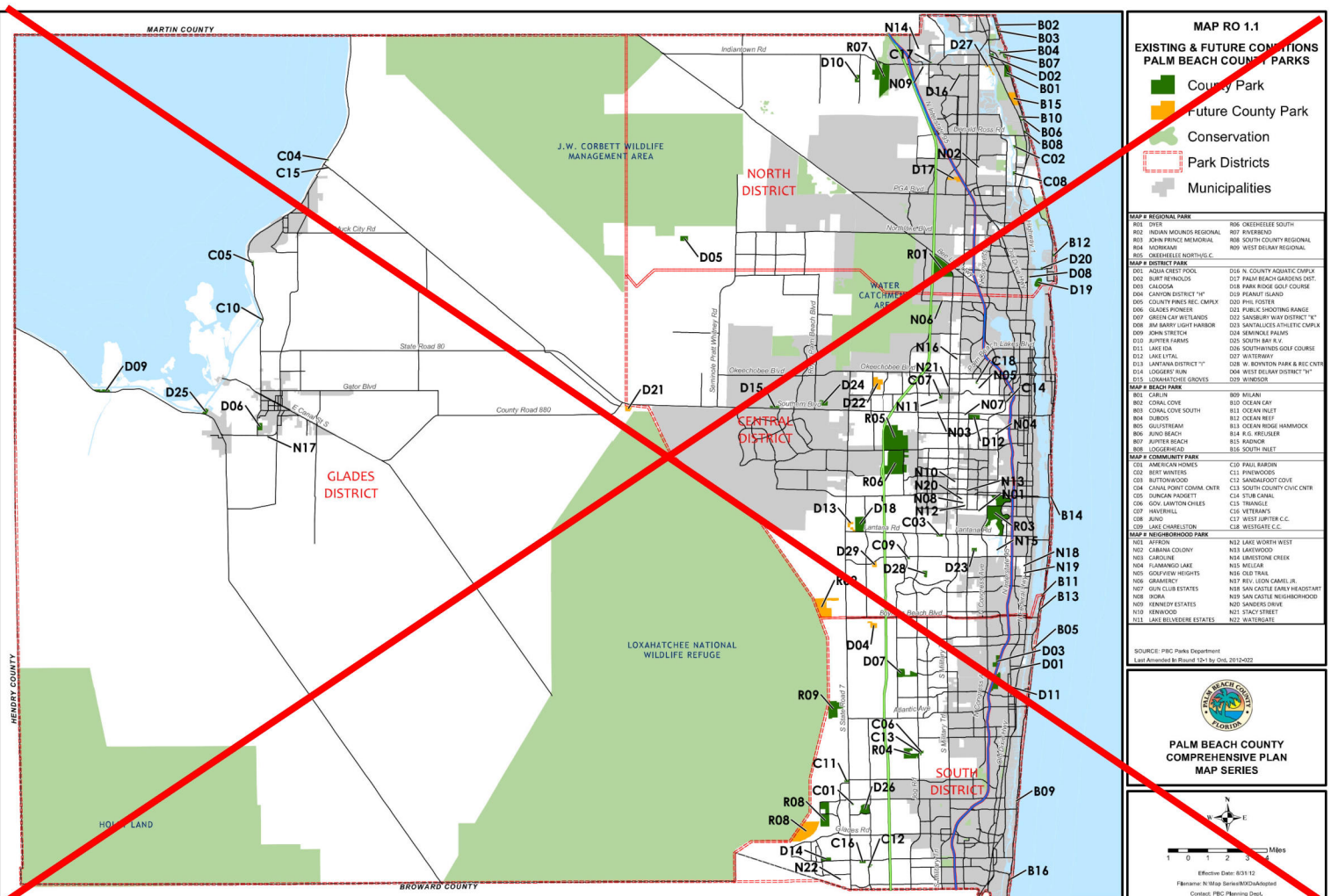
The County shall plan for the adequate provision of Local-level Parks (ie. community and neighborhood) recreational areas in the unincorporated areas County by maintaining, in the Unified Land Development Code, minimum requirements for on-site residential recreation areas park acreage in new residential developments and the provision of community parks in areas of existing deficiency that are not adequately served by other available facilities.

12. **REVISE Policy 1.3-a:** The County shall require a minimum of 2.5 acres of ~~neighborhood and/or community residential~~ recreation areas per 1,000 persons to be developed in conjunction with all residential development in the unincorporated County area through the provisions of as implemented in the ULDC ~~Article 5~~, as may be amended.
13. **DELETE Policy 1.3-b:** ~~The County shall maintain a plan for addressing neighborhood park needs for those unincorporated areas within the Revitalization and Redevelopment Overlay. Project acquisition and development for these areas will be included in annual updates of the Capital Improvement Element (CIE) subject to the annual appropriation of funds by the BCC for such purposes. [Relocated to Objective 1.2]~~
14. **DELETE Policy 1.3-c:** ~~The County shall encourage the development and operation of Local-level parks by special districts, nonprofit groups, and private interests to help meet local recreational needs. [Relocated to Objective 1.2]~~
15. **DELETE Policy 1.3-d:** ~~The County shall utilize available acquisition and funding sources such as land development civic site dedications, surplus land sales, grants, etc., to adequately provide for the Local-level park needs of current and future residents. [Relocated to Objective 1.2]~~
16. **REVISE OBJECTIVE 1.4 Open Space**

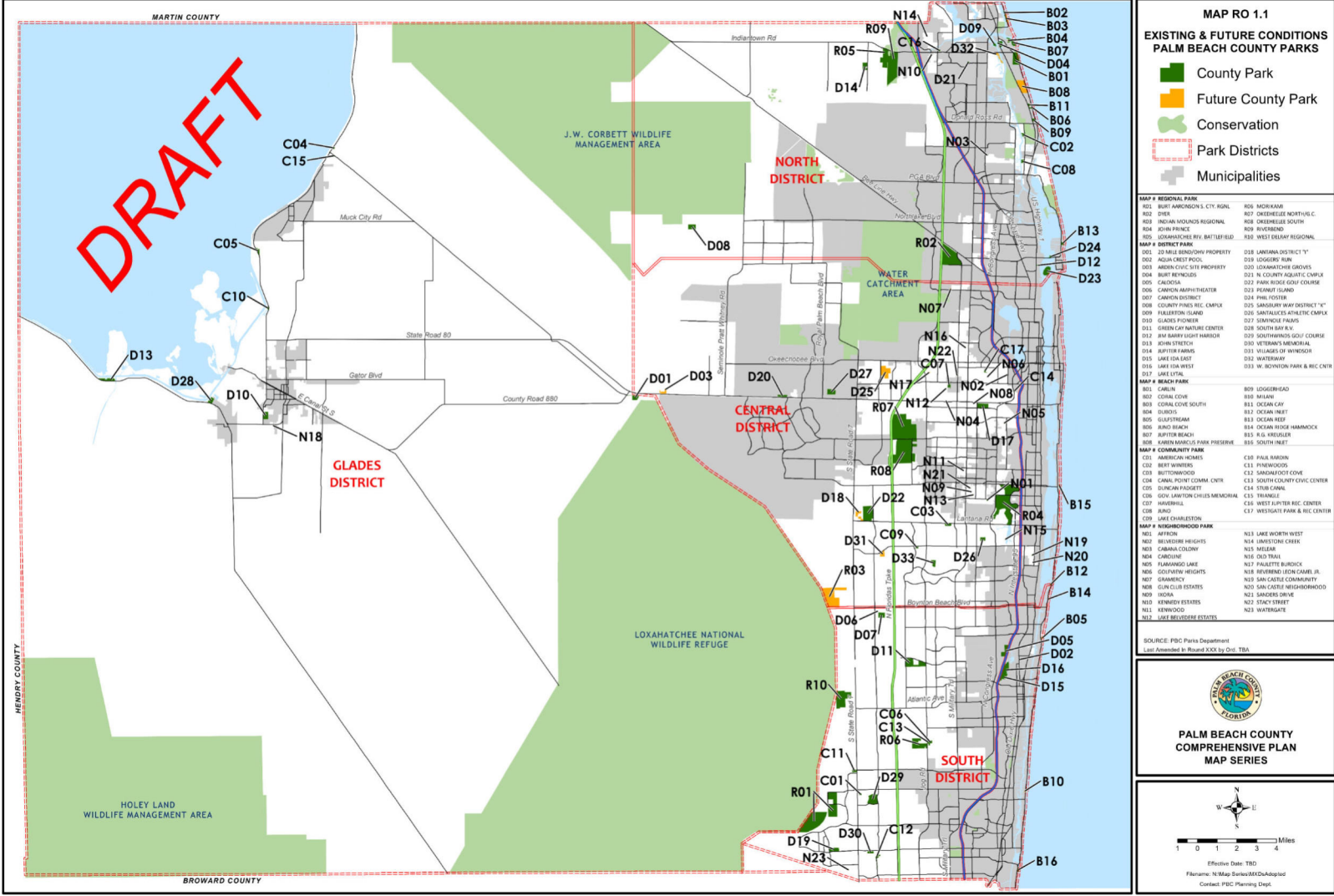
The County shall ensure that lands are set aside in new developments for open space, and that environmentally sensitive lands are protected for inclusion in the ~~Countywide Greenways and Linked Open Space System~~ (GLOSS).
17. **REVISE Policy 1.4-f:** ~~The Comprehensive Plan Map Series LU 8.1, County's "Greenways and Linked Open Space System" map~~ will be used as a guide in the park planning and design process to ensure that open space linkages are incorporated and alternative means of park access are provided for the public. by utilizing connections including but not limited to: greenway and blueway systems, bikeways, pedestrian paths, waterfronts, equestrian trails and local and regional parks.
18. **REVISE Policy 1.6-a:** The County shall continue to work in cooperation with the School ~~District Board~~ in identifying Community School/Park sites that will best serve the educational, cultural and recreational needs of County residents and shall continue to maintain joint use agreements to make the use of these facilities more readily available to the public.
19. **REVISE Policy 1.6-b:** The County shall monitor existing interlocal agreements for park facilities with federal, state, local governments, the School ~~Board District~~ and other public or private entities to ensure that the continued use of jointly funded facilities are available to all County residents on a nondiscriminatory basis.
20. **NEW Policy 1.6-f:** Palm Beach County's Parks and Recreation Department shall coordinate with the Office of Resilience and the Facilities, Development and Operations Department to seek opportunities for the installation of green infrastructure in recreation sites and facilities. The Parks and Recreation Department will seek to establish sustainable and green practices in park design, maintenance, building, planning and energy efficiency.

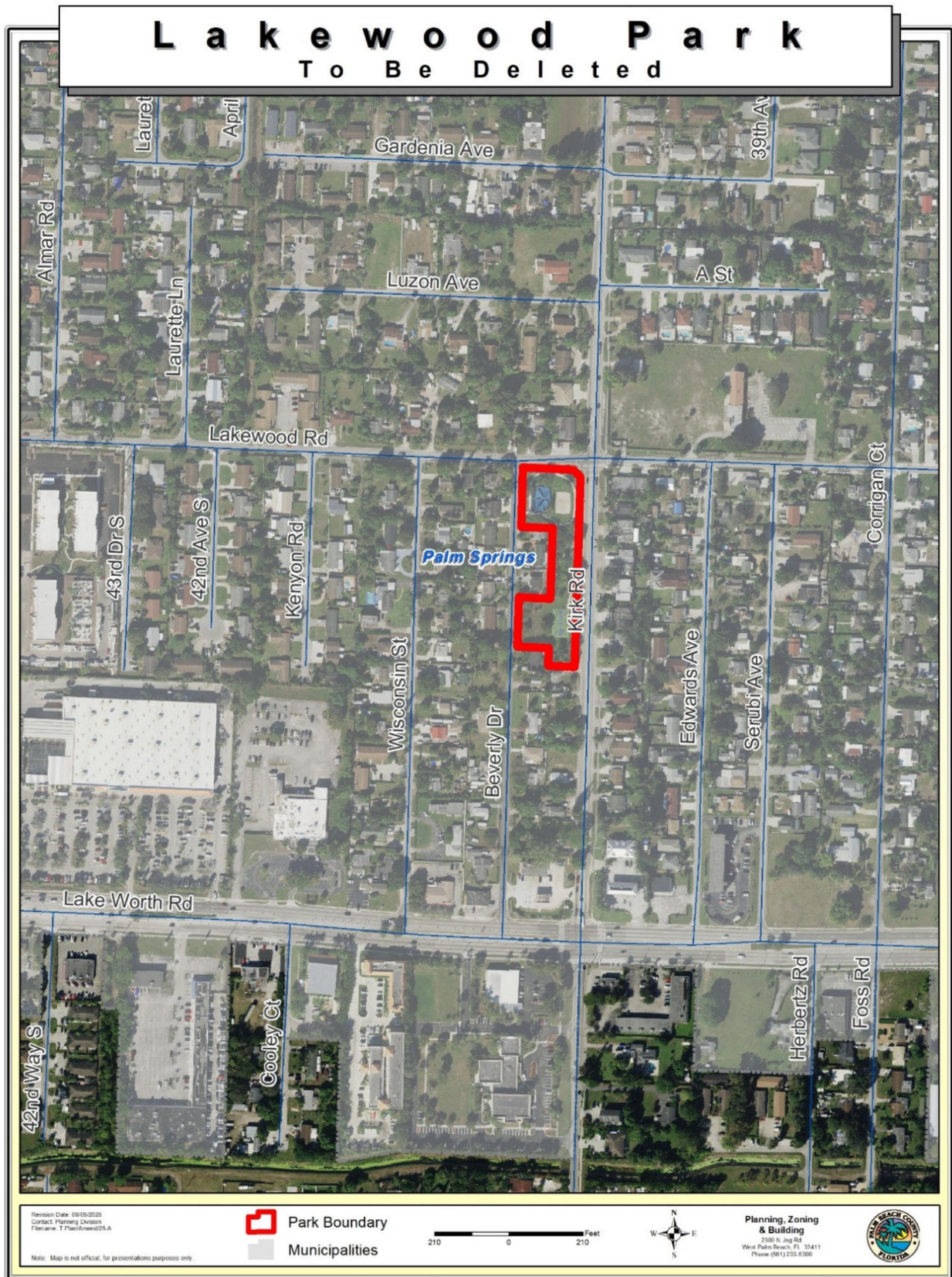
C. Map Series, Map RO 1.1, Existing and Future Conditions Palm Beach County Parks

REVISIONS: To revise the Existing and Future Park Conditions Map, RO 1.1 to add and delete park sites and update data. Map to be deleted.



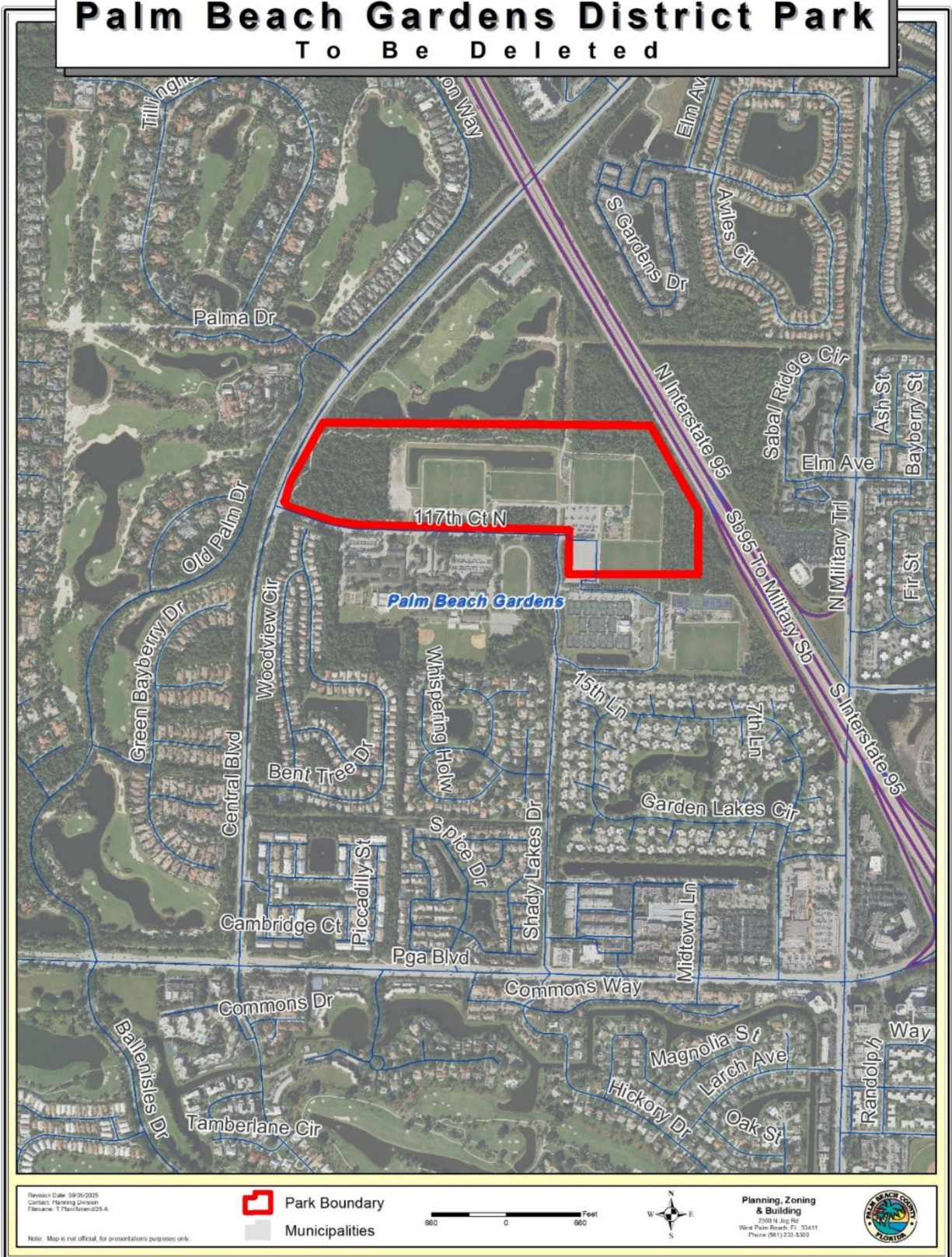
REVISIONS: To revise the Existing and Future Park Conditions Map, RO 1.1 to add and delete park sites and update data. **Map to be added.** Detail of park deletion/addition follows this page.





Palm Beach Gardens District Park

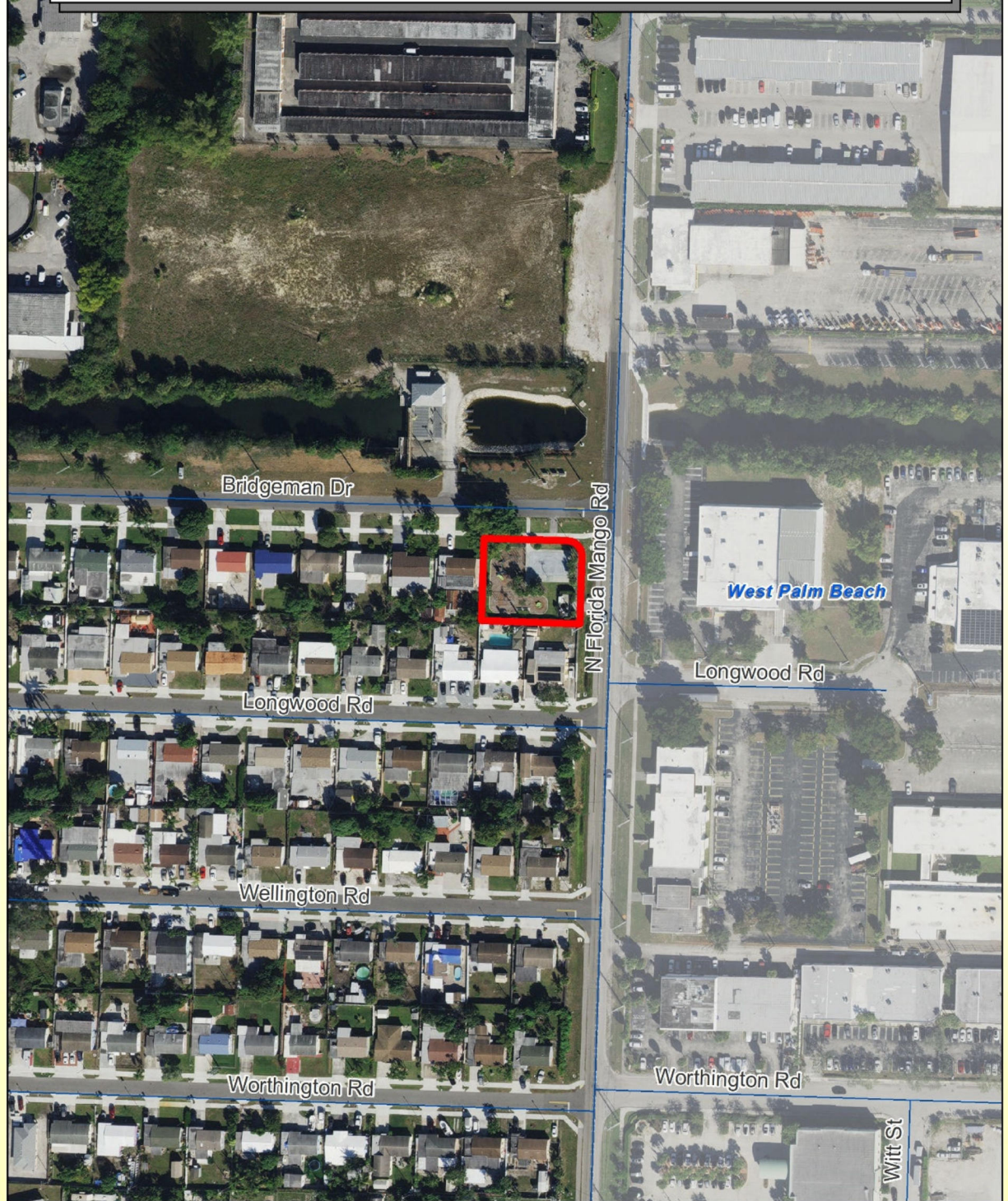
To Be Deleted





Belvedere Heights Park

To Be Added



Revised Date: 08/26/2020
 Contact: Planning Division
 Filename: T_PlanAmen925.A

Note: Map is not official, for presentations purposes only.



Park Boundary



Municipalities

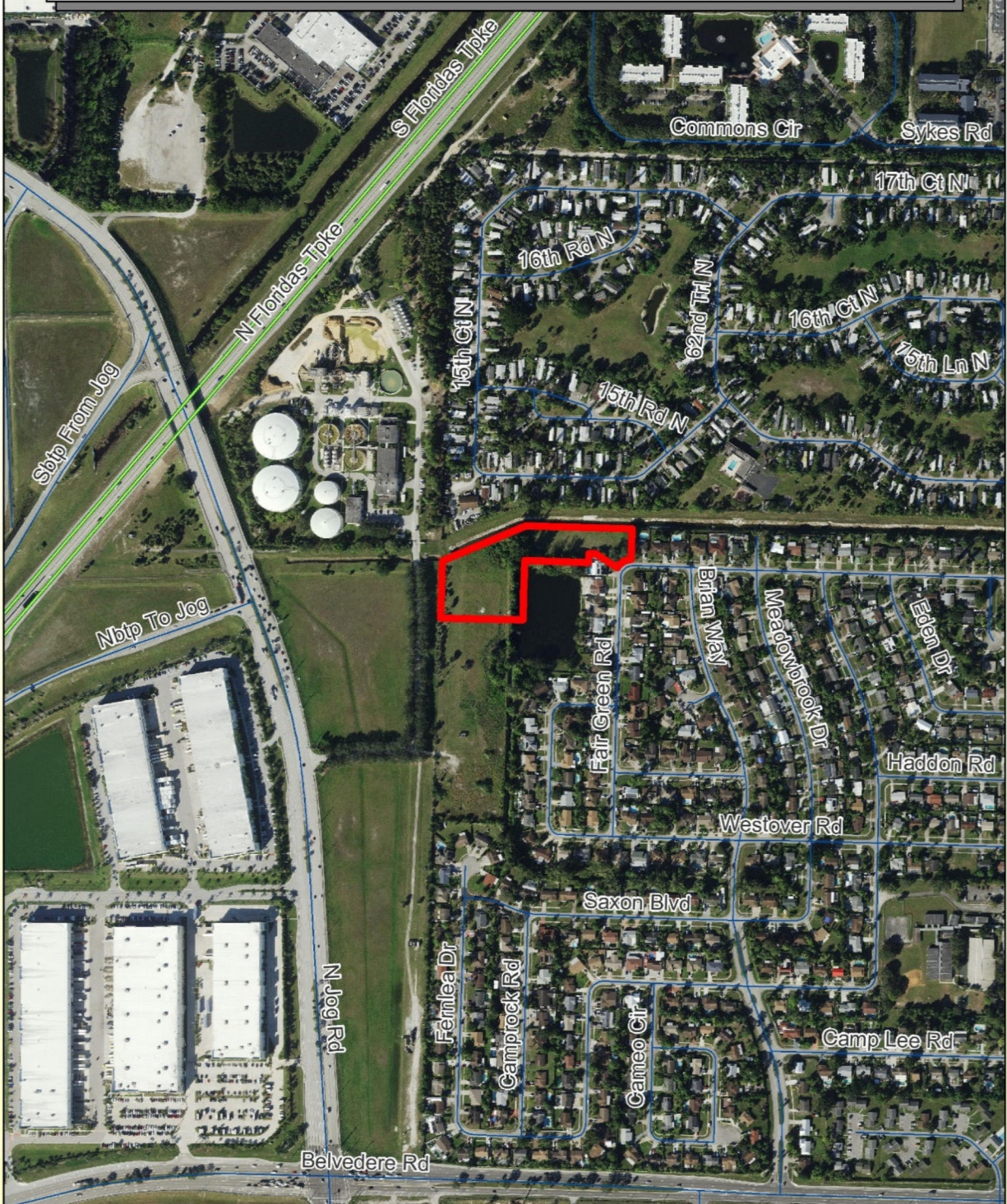


Planning, Zoning
 & Building
 2500 N. Jog Rd
 West Palm Beach, FL 33411
 Phone: (561) 233-5300



Paulette Burdick Park

To Be Added



Revision Date: 08/05/2025
 Contact: Planning Division
 Filename: T:\Planning\025.A

Note: Map is not official, for presentations purposes only.



Park Boundary



Municipalities

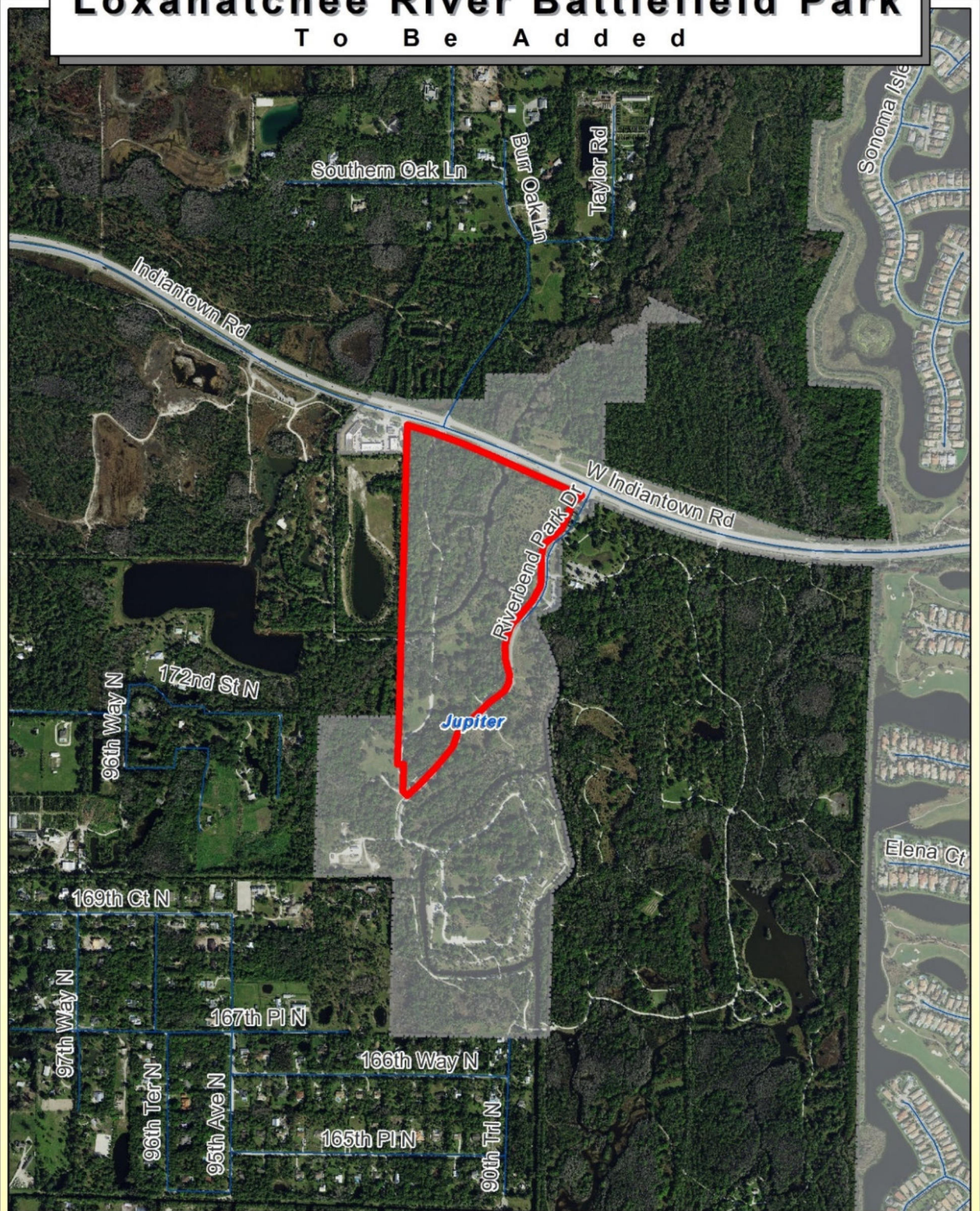


Planning, Zoning
 & Building
 2300 N. Jog Rd
 West Palm Beach, FL 33411
 Phone: (561) 733-5303



Loxahatchee River Battlefield Park

T o B e A d d e d



Revision Date: 08/05/2025
Contact: Planning Division
Filename: T-Plan/Amend25.A

Note: Map is not official for presentations purposes only.



Park Boundary



Municipalities

750 0 750 Feet



Planning, Zoning
& Building
2300 N Jog Rd
West Palm Beach, FL 33411
Phone: (561) 231-5305



Fullerton Island Park

T o B e A d d e d

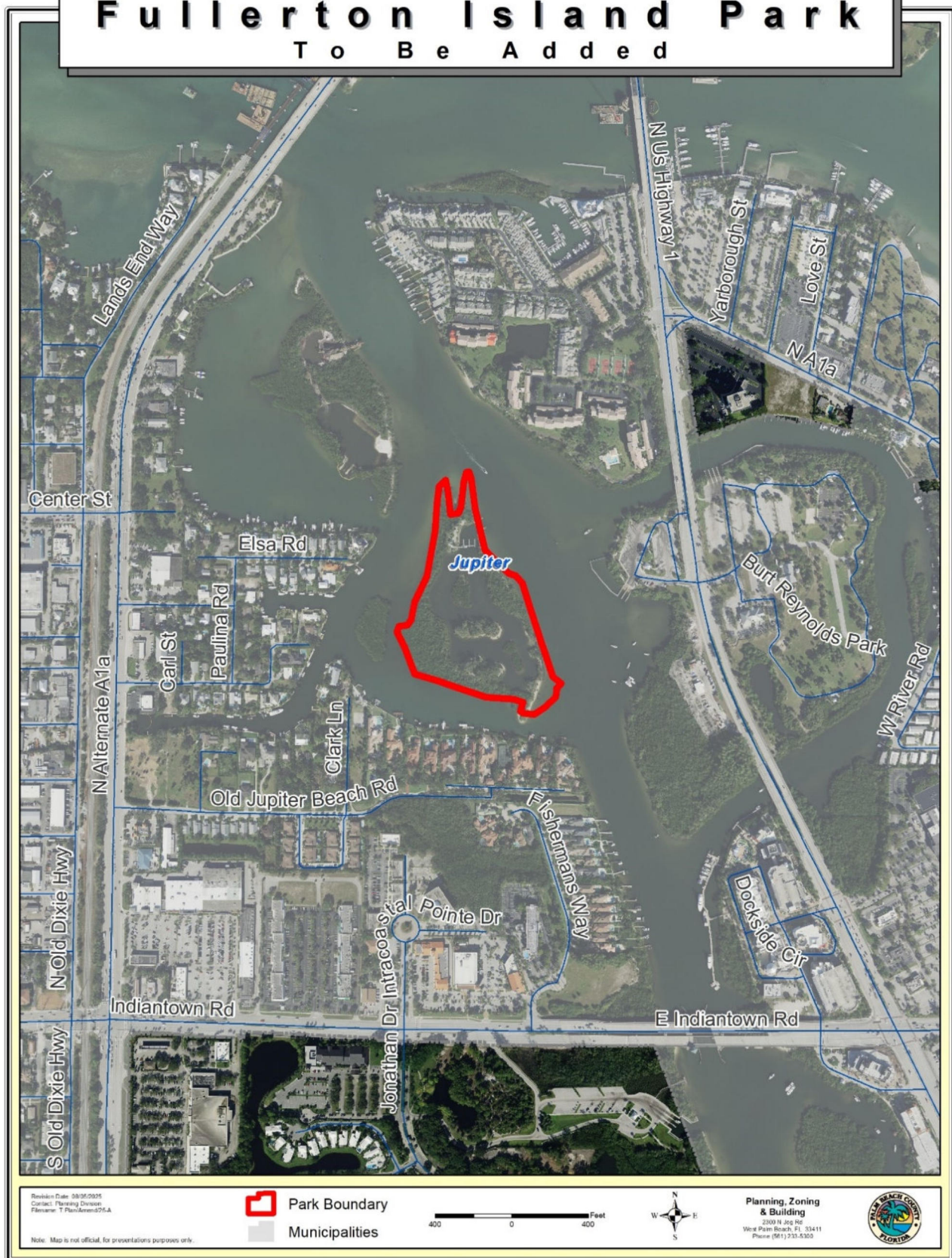


Exhibit 2 County Park Inventory (2025)

Park Name	2025 Acres	Park Status
BEACH PARKS		
Carlin Park	109.01	Existing
Coral Cove North Park	9.58	Existing
Coral Cove South Property	21.37	Future
Dubois Park	22.13	Existing
Gulfstream Park	6.40	Existing
Juno Beach Park	6.28	Existing
Jupiter Beach Park	37.78	Existing
Karen Marcus Ocean Park Preserve Property	148.40	Future
Loggerhead Park	19.17	Existing
Milani Property	4.87	Future
Ocean Cay Park	12.37	Existing
Ocean Inlet Park	13.05	Existing
Ocean Reef Park	13.68	Existing
Ocean Ridge Hammock Park	7.95	Existing
R.G. Kreusler Park	4.36	Existing
South Inlet Park	12.67	Existing
BEACH PARKS TOTAL	449.07	
COMMUNITY PARKS		
American Homes Park	6.08	Existing
Bert Winters Park	16.50	Existing
Buttonwood Park	23.63	Existing
Canal Point Park	4.54	Existing
Duncan Padgett Park	19.36	Existing
Frenchman's Creek Civic Site Property	9.75	Future
Governor Lawton Chiles Memorial Park	20.30	Existing
Haverhill Park	23.22	Existing
Juno Park	17.50	Existing
Lake Charleston Park	9.02	Existing
Mack Bernard Park (fka Gramercy Park)	6.00	Existing
Paul Rardin Park	6.72	Existing
Pinewoods Park	18.16	Existing
Sandalfoot Cove Park	11.38	Existing
South County Civic Center	4.06	Existing
Stub Canal Park	1.96	Existing
Triangle Park	3.17	Existing
Veterans Park	0.00	Reclass
West Jupiter Recreation Center	6.02	Existing

Westgate Park and Recreation Center	10.50	Existing
WUD Plant #8 Property	0.00	Future
COMMUNITY PARKS TOTAL	217.87	
Park Name	2025 Acres	Park Status
DISTRICT PARKS		
20 Mile Bend/OHV Property	126.53	Existing
Arden Civic Site Property	28.77	Existing
Aqua Crest Pool	2.70	Future
Burt Reynolds Park	29.88	Existing
Caloosa Park	66.36	Existing
Canyon Amphitheater (Special Facility)	0.22	Existing
Canyon District Park	52.17	Existing
County Pines - Samuel Friedland Park	65.65	Existing
Karen's Key (fka Fullerton Island)	0.20	Existing
Glades Pioneer Park	59.89	Existing
Green Cay Wetlands (Special Facility)	170.41	Existing
Jim Barry Light Harbor (Special Facility)	3.71	Existing
John Stretch Park	55.74	Existing
Jupiter Farms Park	56.48	Existing
Lake Ida Park (West)	148.33	Existing
Lake Ida Park (East)	6.67	Existing
Lake Lytal Park	76.93	Existing
Lantana District "I" Property	86.62	Future
Loggers Run Park	55.07	Existing
Loxahatchee Groves Park	28.76	Existing
North County Aquatic Complex (Special Facility)	5.02	Existing
Palm Beach Gardens District "G"	0.00	Leased
Park Ridge Golf Course (Special Facility)	232.61	Existing
Peanut Island Park	38.19	Existing
Phil Foster Park	17.92	Existing
Sansbury Way District "K" Property	144.43	Future
Santaluces Athletic Complex	27.98	Existing
Seminole Palms Park	68.86	Existing
South Bay RV Park (Special Facility)	35.63	Existing
Southwinds Golf Course (Special Facility)	135.23	Existing
Veterans Park	23.68	Existing
Villages of Windsor Property	33.82	Future
Waterway Park (Special Facility)	30.04	Existing
West Boynton Park	39.76	Existing
DISTRICT PARKS TOTAL	1954.26	

Park Name	2025 Acres	Park Status
NEIGHBORHOOD PARKS		
Affron Park	2.65	Existing
Belvedere Heights Park (fka Bridgeman)	0.32	Existing
Cabana Colony Park	1.65	Existing
Caroline Drive Park	0.26	Existing
Flamango Lake Property	0.91	Existing
Golfview Heights Park	0.27	Existing
Mack Bernard Park (fka Gramercy Park)	0.00	Reclass
Gun Club Estates Property	0.37	Future
Ixora Park	1.10	Existing
Kennedy Estates Park	1.00	Existing
Kenwood Park	0.31	Existing
Lake Belvedere Estates Park	0.95	Existing
Lake Worth West Park	1.83	Existing
Lakewood Park	0.00	
Limestone Creek Park	1.07	Existing
Melear Park	1.01	Existing
Old Trail Park	1.53	Existing
Reverend Leon Camel Jr. Park	0.43	Existing
San Castle Community Park	1.07	Existing
San Castle Neighborhood Park	0.46	Existing
Sanders Drive Park	0.84	Existing
Stacy Street Park	1.12	Existing
Watergate Estate Park	0.26	Existing
NEIGHBORHOOD PARKS TOTAL	19.41	
REGIONAL PARKS		
Burt Aaronson South County Regional Park	880.33	Existing
Dyer Park	446.23	Existing
Indian Mounds Regional Property	449.15	Future
John Prince Park	716.37	Existing
Loxahatchee River Battlefield Park	62.10	Existing
Morikami Park and Gardens	183.71	Existing
Okeeheelee Park and Golf Course	849.42	Existing
Okeeheelee South Park	810.42	Existing
Riverbend Park	644.81	Existing
West Delray Regional Park	308.99	Existing
REGIONAL PARKS TOTAL	5,351.53	
ALL PARKS TOTAL	7,992.14	

Exhibit 3 Correspondence

Exhibit 4 Business Impact Estimate

BUSINESS IMPACT ESTIMATE

Meeting Date: 11/5/2025 - BCC Comprehensive Plan Public Hearing

Proposed Ordinance Title/Reference:

-

THE **INTRODUCTION AND ADMINISTRATION ELEMENT** (TO REVISE THE DEFINITIONS OF DISTRICT PARKS, PARKS/LOCAL-LEVEL, AND REGIONAL PARKS); THE **RECREATION AND OPEN SPACE ELEMENT** (TO REVISE AND UPDATE THE ELEMENT TO REFLECT NEW DATA AND CONDITIONS); AND THE **MAP SERIES** (TO REVISE MAP RO 1.1, EXISTING AND FUTURE CONDITIONS TO REFLECT NEW DATA)

Summary of Proposed Ordinance and Statement of Public Purpose to be Served:

These proposed text amendments are requested by the Parks and Recreation Department. The most recent update to the ROSE and Map RO 1.1 was in 2012 and several items have been identified as being outdated. In addition, several revisions and new policies are being proposed to both support and reflect the current and future conditions of the County's Park system.

Estimate of Direct Economic Impact on Private/For Profit Businesses:

- a. Estimate of Direct Business Compliance Costs: There are no business compliance costs associated with this amendment.
- b. New Charges/Fees on Businesses Impacted: There are no new charges or fees associated with this amendment.
- c. Estimate of Regulatory Costs: This amendment will not impose any regulatory fees.

Good Faith Estimate of Number of Businesses Likely Impacted: No businesses are expected to be impacted.

Any Additional Information: None.