CHAPTER 7
RECREATION AND OPEN SPACE ELEMENT

INTRODUCTION

Recreation and open space are important components that make the City of Vero Beach a desirable place to live, work, play, and visit. Besides their intrinsic functional value for leisure time pursuits or passive enjoyment, recreation and open space provide opportunities to improve the health and fitness of residents and may perform other functions such as resource protection, development management, and aesthetic enhancement. For instance the acquisition of sites to meet objectives such as habitat protection and stormwater management also can be utilized to provide for passive or compatible active recreation uses.

Recreation and Open Space consists of two basic components. Both components produce different benefits and meet different needs. The recreation component relates to recreation sites and facilities to meet the recreation needs of the City's permanent and seasonal population. While the open space component is oriented to meeting quality of life issues and aesthetic desires.

With the elimination of the mandatory requirements for park and open space concurrency in Chapter 163, F.S., the City has opted to eliminate specific level of service (LOS) standards for parks and open space which are currently in the existing Comprehensive Plan. The City has significantly more facilities and open space than required under its current LOS standards.

This chapter provides an inventory of existing recreation and open sites and facilities, identify applicable standards and guidelines, and assess current and project needs for recreation and open space. The data and analysis provide the framework for identifying establishing specific goal, objectives, and policies to ensure that an adequate system of parks, recreational facilities, and open space is available for City residents and visitors both now and in the future.

EXISTING CONDITIONS

This section contains an inventory of the City's existing recreation and open space sites and facilities that provides the basis for analysis and needs assessment of the City's recreation and open space system. These sites and facilities are classified according to type and function.

Classification of Park and Recreational Facilities

The public park and recreation facilities within the City of Vero Beach includes five major park classifications:

1. *Community Parks* – a community park serves as a focus for several neighborhood units. A community park may supplement neighborhood parks or, in cases where neighborhood

parks do not exist, it may function as both. Such parks may serve a large segment of the population.

2. *Neighborhood Parks* – a neighborhood park functions as the focus for a neighborhood unit. Neighborhood parks can serve a population of up to 5,000.

3. *Special Facility Parks* – a special facility park is a facility which serves a specific need or purpose (i.e., such as swimming, baseball, etc.) of a large segment of the population. These recreation areas should be located near or have access to arterial and collector routes. Although beach parks are considered a specialty facility park they are group under a separate classification.

4. *Beach Parks and Beach Access* – beach parks and access areas are natural-resource based or open space lands. These are lands that are valuable to the community for a number of reasons, all of which should be used as criteria in the evaluation of potential beach access areas.

5. *Open Space Parks* – similar to beach access parks, open space parks are natural-resource based and have no active recreation facilities. These are lands that are valuable to the community for a number of reasons, all of which should be used as criteria in the evaluation of potential open space park areas.

Not classified as park, lands owned and maintained by the Indian River County School District are still considered as part of the City park and open space system. School lands contain baseball, soccer, and football fields, tennis courts, and indoor recreation facilities that are or may be available by the public.

Inventory of Public Recreation and Open Space Parks

The following inventory lists all of City and County-owned recreation and open space parks and Indian River School District lands in Vero Beach. These facilities are grouped according to one of the aforementioned six major classifications.

Table 7-1. Inventory of Public Parks and Recreational Facilities

PARKS	ACRES
Community Parks	
Riverside Park Complex	69.40
Total	69.40
Neighborhood Parks	
Young Park	5.00
Pocahontas Park	5.61
Charles Park	14.45

Troy Moody Park	2.19
Jacoby Park	.79
Van Busch Park	1.10
Piece of Pie Park	0.40
Total	29.54
Special Activity Parks and Facilities	
Leisure Square	9.53
Babe Ruth Field (County)	11.76
Michael Field	6.43
Mac William Park	4.80
Mac William Boat Basin Park	8.00
Bob Summers Baseball Field and Dog Park	9.20
Historic Dodgertown Complex (County)	72.20
Memorial Island	6.20
Bethel Creek House	2.16
Royal Palm Pointe Park	9.57
Vero Beach Marina	7.53
Total	147.38
Beach Parks and Beach Access	
Sexton Plaza	1.27
Riomar Drive Park	0.28
Jaycee Beach Park	8.62
Humiston Park	5.34
South Beach Park	12.60
Conn Beach Park	2.60
Flamevine Lane Beach Access	.41
Gayfeather Lane Beach Access	.19
Lady Bug Lane Beach Access	.10
Sandpiper Lane Beach Access	.10
Jasmine Lane Beach Access	.10
Coquina Lane Beach Access	.10
Pirate Cove Lane Beach Access	.10
Turtle Cove Lane Beach Access	.10
Total	31.91
Open Space Parks	
Lake Rose Park	1.70
Block Manor Park (1)	.24
Block Manor Park (2	.21
Edgewood Park	.20
Pine Terrace Park	.72

Royal Park	.35
	3.42
Total Park Acreage	281.65

School District Lands	
Citrus Bowl	13.80
Beachland School	24.97
Rosewood School	20.75
Freshman Learning Center	13.60
Vero Beach Senior	40.00
Total	113.12

Source: City of Vero Beach Planning and Development and Public Works Departments

Criteria for Public Parks and Recreation Facilities

The development of standards for recreation facilities is necessary in evaluating existing parks and recreation facilities and identifying deficiencies. It is also necessary for planning the development of new facilities. A number of different standards and criteria are available to guide in the planning and design of recreation facilities.

However, needs vary with geographic location, community population makeup, and community attitude. It is for this reason that a set of criteria and standards have been developed specifically for the City of Vero Beach. The criteria and standards for parks and recreation facilities are typically based on the number of year-round and seasonal residents of Vero Beach.

Table 7-2. Summary of Public Parks and Recreation Facilities Criteria

Recreation Facility Category	Location	Service Area / Population Served	Acreage	Facilities
Special Facilities	In easily accessible area in urban area or on periphery. Access to arterial or major collector street	Central to "identified" need area.	Varies, depending on activity.	Primary purpose parks characterized typically by active recreation uses.
Community Parks	Central to several neighborhoods. Access to arterial or major collector.	Three-mile radius. Near 25,000 population.	Twenty acres desired.	Neighborhood park facilities and total family facilities: pool, softball, tennis, passive areas and a building. May also contain

				special facilities.
Neighborhood Parks	"Walk-to" park. Located central to neighborhood. Near minor collector.	One-half mile radius. Several neighborhoods.	Five acres desired.	Play equipment, picnic, parking, comfort stations, shelter, sports fields, multi-use courts.
Beach Parks and Access & Open Space Parks	Sensitive or valuable resource areas or access to the ocean and lagoon.	Varies, depending on the resource.	Five acres desired (may be less in heavily urbanized areas)	Shelters, nature trails, picnicking, boardwalks, dune crossovers, comfort stations.

Source: City of Vero Beach Recreation Department

Special Facility Park Standards

The special facility park is a facility which serves the special needs of a large segment of the population. Examples of this type of facility are the Vero Beach Marina, Bob Summers Field and MacMillan Boat Basin Park. The size of these facilities will depend on the activities they contain.

Location Criteria. A special facility park should be:

- Central to the area in which a need for a special facility activity is demonstrated.
- A "ride-to facility," but accessible by bicyclists or pedestrians where possible.
- Accessible from arterials and major collector streets.

Development Criteria. A special facility park should contain:

- A specified amount of land based on space requirements needed for the activities it contains.
- Facilities in numbers determined by the population of the desired service area divided by the recommended number of persons to be served by each facility.
- Parking Facilities

Recommended Facilities. The special facility park should contain specialized activities which would not normally be located in one of the other parks due to factors such as location and needed acreage to accommodate activities.

Community Park Standards

A community park serves as a focus for several neighborhood units or a larger area if it contains special facilities. It may supplement neighborhood parks, or in cases where neighborhood parks do not exist, it may function as both. This facility can serve up to 25,000 or more people.

Location Criteria. A community park should be:

- Central to several constituent neighborhoods.
- A "ride-to facility," but accessible by bicyclists or pedestrians where possible.
- Accessible from arterial or major collector streets.
- A service facility for the community.

Development Criteria. A community park may contain:

- Minimum of 15 acres (desired).
- Facilities in numbers determined by comparing service area population with the City of Vero Beach activities standards presented earlier in this section.
- "Whole family" activities not found in neighborhood centers (e.g. swimming pool, arts and crafts, museums, performing arts, etc.).
- May contain specialized activities typically found in a specialty facility park.

Recommended Facilities. A community park may contain a wide-range of activities including, but not limited, facilities for the following activities:

- Tennis and Raquetball Courts
- Playgrounds
- Senior Citizens' Activities
- Picnic/Passive Areas
- Sports Fields
- Parcourse
- Multi-Purpose Courts
- Swimming Pools
- Indoor Sports Facilities
- Parking Facilities

Neighborhood Park Standards

A neighborhood park functions as the focus for a neighborhood unit. Such facility can serve a population up to 5,000. Examples of neighborhood parks are Charles Park and Troy Moody Park.

Location Criteria. A neighborhood park should be:

- Centralized in the area it serves.
- Accessible by pedestrian and bicycle routes.
- Accessible from minor collector streets. depending upon size.
- A service facility for an approximate one-mile radius area or less for small parks of less than five acres.

Development Criteria. A neighborhood park should contain:

- Five acres (desired).
- Facilities in numbers determined by comparing service area population with the City of Vero Beach activities standards presented earlier in this section.

Recommended Facilities. The facilities to be provided in a neighborhood park are dependent upon size of park and service, but may contain, but not be limited to any of the following:

- Shelter/Comfort Station/Recreation Building
- Sports Field(s)
- Picnic/Passive Areas
- Playground Area
- Playground Apparatus
- Multi-Purpose Courts
- Parking Facilities (except parks of less than one-acre)

Beach Access and Open Space and Open Space Park Standards

Beach access and open space park areas are natural-resource based or open space lands. These are lands which are valuable to the community for a number of reasons, all of which should be used as criteria in the evaluation of potential beach access and open space park areas. These criteria are as follows.

Acquisition Criteria. Acquisition of potential park land should accomplish one or more of the following:

- Protect lands which are classified as being sensitive, a valuable resource, or posing a potential threat to public safety if developed (e.g. special treatment areas).
- Provide open space in neighborhoods where open space and parks are non-existent or scarce.

Location and Development Criteria. Beach and open space park land should be:

- Five acres (desirable – may be less for beach access parks where larger tracts are not available or are too expensive).
- Accessible by car, bicycle, and pedestrians. (Because of the nature of this resource, it may not necessarily be central to residential neighborhoods.)
- Acquired according to its potential for development – top priority should be given to the acquisition of those properties in imminent danger of development.

Recommended Facilities (where appropriate)

- Picnic Areas
- Shelters
- Nature Trails
- Dune Crossovers
- Boardwalks
- Accessory Concessions
- Parking Facilities (except open space parks)

Guidelines for Facilities

Table 7-3 represents planning guidelines for typical recreation activities which may be located in area parks and recreation facilities. These guidelines may be used to determine space and special requirements needed to accommodate these activities.

Table 7-3. Guidelines for Facilities

Activity	Units	Space Required	Special Requirements
Archery	3 Targets	.5 Acre	Earth Berm
Baseball	1 Diamond	2.8 Acre	Fencing, Backstop, Bleachers
Basketball	1 Court	.14 Acre	
Boat Launch	1 Ramp (2 Lanes)	1.0 Acre	Parking, Turn Around
Camping	1 Site	1.0 Acre	Restroom, Water, Fire Pit
Football	1 Field	1.83 Acres	Level Area
Golf Course	9 Holes	80.00 Acres	Visual Interest Area
18 Holes		160.00 Acres	
Gymnasium*	1 Court	1.3 Acres	
Multi-Use Courts	1 Court	1.3 Acres Varies: Min. 2,500 Sq Ft/.06 Acre	Level Area
Parcourse	10 Stations	Varies: 10 Acres	
Passive Area	1 Park	1.5 Acres	Wooded

Picnic	3-4 Tables	.5 Acre	Shade Trees
Playfield	1 Field	1.5 Acres	
Playground	1 Playground	1.0 Acre	
Racquetball	2 Courts	.25 Acre	
Restrooms	1 Each	400 Sq Ft	
Shelters	1 Shelter	400 Sq Ft	
Shuffleboard	2 Courts	1,200 Sq Ft	
Soccer	1 Field	2.0 Acres	Level Area
Softball	1 Field	1.7 Acres	Fencing, Backstop, Bleachers
Swimming Pool	1	.11 Acre	Fencing
Tennis	1 Court	.14 Acre	Fencing
Track 6 Lane	X Mile	4.0 Acres	

*Gymnasiums are usually included in a community center building. Square footage represented in this category reflects this.

Guidelines for Activities

Table 7-4 represents guidelines for activities which may be located in area parks and recreation facilities. These standards may be used to determine space and special requirements needed to accommodate these activities. The purpose of these guidelines is to present park and recreation space standards that are applicable nationwide for planning, acquiring and developing park and recreation facilities.

These guidelines should be considered according to the particular situation to which they are applied and specific local needs. It should be understood that such guidelines don't cover the wide ranging type of activities not listed that may be in current and future demand in a specific community such skate board rinks.

Table 7-4. Guidelines for Activities

Facility	Existing Number[1]	FORP[2] Guidelines	City of Vero Beach Existing Ratio
Baseball	5	1/5,000	1/3,540
Basketball (Full Court)	12	1/5,000	1/1,475
Boat Ramps (Lanes)	8	1/5,000	1/2,212
Gymnasium	4	--	1/4,425
Parcourse	3	1/15,000	1/5,900
Picnic	10	1/4,166	1/1,770
General Play	15	1/3,500	1/1,180
Football/ Soccer	3	1/6,000	1/5,900
18 Hole Golf Course	2	1/50,000	1/8,885
Playground	14	1/5,000	1/1,475
Racquetball	3	1/10,000	1/5,900

Shuffleboard	10	1/6,000	1/1,770
Softball	3	1/6,000	1/5,900
Swimming Pools	1	1/25,000	1/17,700
Tennis Courts	20	1/2,000	1/885
Volleyball	6	1/5,000	1/2,961

Notes:

1. Existing facilities contain private golf courses and facilities on School District grounds.
2. Florida Outdoor Recreation Plan (February 2002; Florida Department of Natural Resources).

City Recreation Department and Funding

The City of Vero Beach Recreation Department is responsible for providing recreational services and programs and operating City and recreational facilities. The City of Vero Beach funds parks and recreation through the General Fund, private donations, and grants. Funds from the General Fund include recreation concessions and rentals, rentals of recreation facilities, and one-cent sales tax. In FY 2015-2016, the Vero Beach Department had a personnel and operating budget of approximately $2,146,000 and employed 19 full-time employees and 10 part-time employees.

Not-for-Profit organizations provide a number of facilities in City parks or other City-owned property to help meet the recreational needs of the City, including:

- Dog Park located at Bob Summers Park;
- Shade Structures for two City playgrounds;
- Fishing Pier located near Memorial Island; and
- Youth Sailing facilities located at City Wastewater Treatment Plant;
- Rowing facility at MacWilliam Boat Basin Park;
- Little League ball field at Michael Field; and
- Proposed skate facility to be located at Leisure Square.

Public Schools

School recreation facilities are considered differently from other public recreation facilities, because the primary purpose of these facilities is to serve students at the school, not the general public. School recreation facilities often restrict use by the general public and in some cases such facilities are not available at all. When recreation facilities are open to the public, they serve to supplement other publically owned recreation facilities.

Regional Public Park and Recreation Facilities

Outside the City limits, Indian River County operates and maintains a significant amount of park and recreation facilities, many of which are accessible and available to City of Vero Beach residents. The County has 27 parks occupying 1,528 acres. Nineteen of the parks are classified as regional/specialty parks including a 36-hole golf course.

Private Park and Recreation Facilities

The private sector is a participant in the provision of recreation facilities in the City of Vero Beach. The following facilities are available within the corporate limits of Vero Beach, to the general public primarily through membership programs:

- Vero Beach Country Club – Private club with membership open to the public. Includes an 18-hole golf course, driving range, and pro shop.
- Riomar Country Club – Private club with membership open to the public. Includes an 18-hole golf course and driving range.
- Several health and fitness clubs with membership open to the public on a monthly fee basis.
- Vero Beach Yacht Club –Private not-for-profit club with membership open to the public.
- Jack's Marina and Vero Marine Center –Private marinas with wet slips for rent to the public.

Open Space

Generally, open space can be broadly defined as any areas which are not occupied by buildings, structures, or improved surfaces, such as parking lots and sidewalks. Open space includes landscaped areas in road right-of-way and on private property, conservation areas and wetlands among other things.

However, in the Vero Beach Comprehensive Plan, all recreation and park land has been considered as "recreation and open space," primarily because it eliminated discretion in determining what constituted "open space" and a much easier figure to quantify in establishing a baseline level of service standard formerly required under Chapter 163, F.S. Based on this definition the amount of "recreation and open space" in the City of Vero Beach is 282 acres.

However, this figure fails to account for the hundreds of acres designated as Conservation on the Future Land Use and Zoning Maps and lands held in public ownership for conservation purposes due to presence of wetlands, aquifer recharge areas, spoil and lagoon islands, or significant habitat for endangered or threatened species. The acreage by ownership for these "open space" lands are presented in Table 7-5:

Table 7.5. Non-Park Land "Open Space"

Property Owner	Location	Acres
Indian River Land Trust	Mainland	190.7
Indian River County	Mainland	125.7
Indian River County	Lagoon Islands	198.5
City of Vero Beach	Airport	310.7
Florida Inland Navigation District	Lagoon Islands	24.55

State of Florida	Spoil Islands	35.99
Total Acreage		886.14

Source: Indian River County Property Appraiser Records

Arts and Cultural Programs

Arts and culture are vital to citizens and their quality of life and are key ingredients in making Vero Beach a desirable place for residents, snowbirds and visitors. In a 2006 survey conducted by the Cultural Council of Indian River County, 60 percent of survey respondents indicated that they attend at least one cultural event a year, compared to a national average of 35%

Furthermore, arts and culture programs have a significant impact on the region's economy. In a recent report prepared for the Cultural Council of Indian River County, it was determined that total effect (direct, indirect, and induced effects) of arts and cultural organization and event operations, organizational capital expenditures, economic contribution from arts and cultural audience participation expenditures, and arts and cultural tourism resulted in to just under $43.6 million in terms of sales and output in 2015.[1]

Within Indian River County and the City of Vero Beach are numerous for-profit and not-for-profit groups that provide many arts and cultural program. These are overseen by the Cultural Council of Indian River County (CCIRC).

In 1995, the CCIRC was incorporated in the State of Florida as a 501(c)(3) not-for-profit organization and designated by Indian River County Commission as the Local Arts Agency for Indian River County. The organization if funded through Arts License Plates, tourist tax funds through the Indian River County Commission, private donations, fund raising events, and grant funds.

ANALYSIS

This section evaluates the need for park and recreation facilities including a review of the existing level of service (LOS) standards for recreation and open space. The section concludes with a discussion of funding issues related to recreation capital improvements and funding.

Projected Functional Population

It should be noted that the existing 1992 Comprehensive Plan bases recreation and open space demand on "permanent resident" population. However, Chapter 163, F.S. requires that recreation and open space demand and needs be based on the functional population.

Therefore in this Comprehensive Plan update, the need for recreation and open space is based upon the estimated and projected functional population. As discussed in Chapter 1, Introduction, functional population is the sum of the permanent resident population and seasonal population that includes the number of people in hotel/motel rooms, lodging with family, friends, and

[1] *Indian River County Arts and Culture, Economic Contribution Estimates 2015,* Indian River Cultural Council, May 2015.

relatives, and part-time residents ("snowbirds"). In 2015 the estimated functional population was 19,351. The functional population is projected to be 21,337 by 2035. [The methodology used in making this estimate and projection is fully explained in Chapter 1.]

Recreation and Open Space Needs

The Comprehensive Plan establishes three levels of service (LOS) standards that are intended to be the benchmarks for determining recreation and open space needs:

Community and Neighborhood Parks. The adopted LOS for community parks in the City of Vero Beach is one community park for every 25,000 people. The service area for these parks is the entire City of Vero Beach. Based on this level of service and the projected functional population of 21,337 in the year 2035, the current Riverside Park Complex is sufficient to meet the projected needs. Hence, no additional community additional community parks are required during the planning period based on this LOS.

Due to the size of the City of Vero Beach, both geographically and in terms of population, the accepted service area for neighborhood parks is also the entire City. The adopted LOS for these smaller parks is one neighborhood park per 5,000 people. Based on this level of service and the year 2035 functional population projection, there is no need for additional neighborhood parks. There are currently seven neighborhood parks in Vero Beach.[2]

In addition to the supply of community and neighborhood parks, the City also has a number of special facilities and beach parks as indicated in previous sections. While considered special facilities due to their single purpose use, many of these facilities and beach parks contain facilities which could otherwise be found in either community or neighborhood parks. Pedestrian access points to the beach are provided at each major intersection, many containing boardwalks and public parking areas. Public boat ramps at Riverside Park and MacWilliams Park, as well as the municipal marina, provide access to the Intracoastal Waterway.

Recreation and Open Space. The third LOS considers the number of acres per 1,000 population of land in recreation and open space. The adopted standard is 15 acres per 1,000 population. The 1992 Plan used the total acreage for public park lands and Indian River County School District lands. If the same methodology is followed the amount of acres would be approximately 395 acres, which does not consider the almost 900 acres in non-park open space.

This total of 395 acres results in a figure of 19.9 acres per 1,000 functional population in 2015 and 18.1 per 1,000 based on the 2035 projected functional population. Therefore, no additional acreage is required to meet this projected need based on the current LOS through the planning horizon year of 2035. [Note: It should be noted that this method does not account from the almost 900 acres within the City that is held in conservation by a public agency or non-for-profit agency, such as the Indian River Land Trust.]

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[2] The number of parks classified as neighborhood is different than in the existing 1992 Comprehensive Plan as beach parks are classified as "neighborhood parks" in the 1992 plan are classified as "beach parks" in this update. Jacoby Park and Piece of Pie Park are now classified as "neighborhood" parks.

Recreation and Open Space LOS

With little growth anticipated in the City's functional population over the next 20 years, the three LOS standards for recreation and open space will easily be met due to the City's extensive park and recreation facilities. Based on discussions with the Parks and Recreation Director, no real need or support exists to expand existing park facilities due to the needs already meet by existing facilities and the constraints on funding to acquire, construct, and maintain new facilities.

Therefore, it is the staff's belief that these standards have little value as applied to the City of Vero Beach in determining recreation and open space needs. Further study would be needed to produce more appropriate standards particularly for the recreation and open space standard; however, it is problematic whether such an effort would result in worthwhile or meaningful standards that could be applied in the City's especially considering the lack of any significant growth in the functional population.

There the staff proposes that LOS standards be eliminated in the update to the Comprehensive Plan. The elimination of the LOS standards removes recreation and open space concurrency requirements as permitted under Chapter 163, F.S. Removing parks and recreation from concurrency requirements also eliminates the need to include parks and recreation capital improvement projects in the annual Capital Improvements Schedule of the Comprehensive Plan.

It is recommended policies for consideration in the update of the Comprehensive Plan should include references to the facility and activity guidelines to assist the City and Parks and Recreation Department in determining needs for specific facilities and activities. However, even these guidelines fail to address all recreational activities such demand from the community for new types of recreation such as "pickle ball" and skate board facilities. Therefore, the staff should continue its practice of evaluating and responding to changing community recreation needs as appropriate.

Funding Recreation Buildings and Facilities

The most pressing needs for recreation is the maintenance of existing facilities, particularly the repair and upgrading many of the City's recreation facilities. In the City's FY 2015/16 through FY 2019/2020 Capital Program contained capital improvement projects to repair and upgrade various facilities totaling $1,684 million. Almost all these projects involved repairs, rehabilitation, or replacement of various elements in City parks and recreation buildings. As recreation is not considered an essential governmental service, it is important that the City continue to pursue measures to reduce maintenance costs and find ways to fund various recreation services through user fees.

As noted under Existing Conditions, not-for-profit organizations are very involved in funding and, in some cases, providing recreational services. Although such participation and funding by these organization has had a very positive overall impact on the community, it has created an issue over the use of public lands for these recreational facilities.

Concerns have been raised over the City entering into piecemeal lease agreements with not-for-profit organizations for use of park land along the Indian River Lagoon without any consideration of the appropriateness or desirability of such uses in various park locations or the consequences for the long term development and use of public park land including possible loss of open space.

The staff is recommending that a master plan be prepared to address these concerns. Such a plan would enable the City Council and staff to respond in more comprehensive manner to requests from these organizations and enable more pro-active planning in future uses and development of the park lands.

Arts and Cultural Programs

The City should continue to support and work with the Cultural Council of Indian River County which serves as the umbrella organization for cultural and arts organizations and individuals in Indian River County. Additionally, a policy should be included in this element related to the creation of the Vero Beach Arts Village sponsored by the Cultural Council by referencing the objective and policies for the village in the Land Use Element.