



Flagler County Board of County Commissioners Workshop Agenda

Thursday, November 21, 2024 • 9:00 a.m.

Government Services Complex, 1769 E. Moody Blvd., Bldg 2, Board Chambers, Bunnell, FL 32110

View the meeting broadcast live on cable television: Spectrum Channel 492

View the meeting streamed live on the County's YouTube Channel: www.YouTube.com/FlaglerCounty

1. Call to Order
2. Pledge to the Flag and Moment of Silence
3. Welcome: Flagler County Board Chair
4. Beach Discussion
5. Other Items for Discussion as Needed
6. Public Comment: *This thirty-minute time period has been allocated for public comment. Each speaker will be allowed up to three (3) minutes to address the Commission. Speakers should approach the podium, identify themselves and direct comments to the Chair.*
7. Adjournment

While this is a workshop only and no decisions are expected to be made by any of the governmental bodies, if a person decides to appeal any matter that may be discussed for a future proceeding, a record of the workshop may be needed and, for such purposes, the person may need to ensure that a verbatim record of the workshop is made.

In accordance with the Americans with Disabilities Act, persons needing assistance to participate in this meeting should contact the (386) 313-4001 at least 48 hours prior to the meeting.



Flagler County, FL Beach Management Plan

November 21, 2024
Commission Workshop

Brief History

- **Hurricanes Matthew** (October 2016), Irma (September 2017), Dorian (September 2019), Ian (September 2022), Nicole (November 2022) and Milton (October 2024)
- **Continuous** Local State of Emergency since Hurricane Matthew
- **Impacts to A1A** in Flagler Beach (FDOT and USACE)
- **Impacts in Northern Flagler County** (emergency repairs)

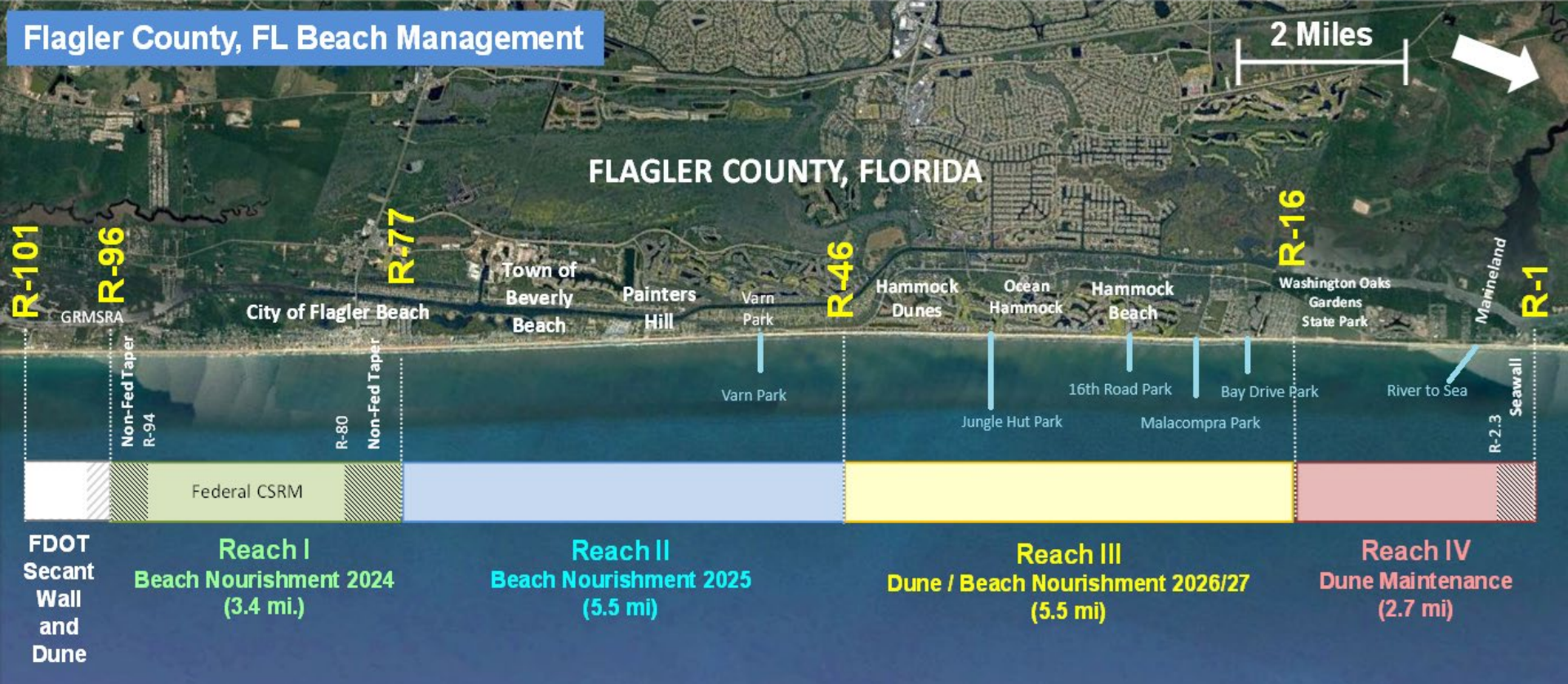


Brief History

- County Emergency Declaration has been continuous **since October 2016**
- County Emergency Declaration has been updated and confirmed by the Board of County Commissioner **180 times**
- Flagler County can exit emergency conditions by putting in place a local funding strategy and funding ordinance.
- Flagler County is more vulnerable now than just after Hurricane Matthew.



Flagler County, FL Beach Management



Beach Management Program Implementation



Reach I USACE CSRM Construction Project



- **Description:** The USACE Coastal Storm Risk Management (CSRM) between R-80 (~6th Street South) and R-94 (~ 28th Street South) and the non-federal segments located on the south and north sides of the federal project from Gamble Rogers Park to 28th Street South and from 6th Street South to North 7th Street, respectively. Reach I beach and dune nourishment implementation by offshore dredging placed approximately 1.7 million cubic yards of sand along approximately 3.4 miles of the shoreline.
- **Status:** Construction completed.
- **Budget:** \$29,645,900
- **Schedule:** Construction began July 5, 2024, and was completed by August 29, 2024.



Reach II Permit Modification & Design



- **Description:** Reach II includes beach and dune restoration along the northern coastline in the City of Flagler Beach, Town of Beverly Beach, Painters Hill, and Varn Park between North 7th Street (R-77) and a point ~1,900 feet north of Varn Park (R-46) via dredge from an offshore sand source. Approximately 1,800,000 cy will be placed along 5.5 miles of shoreline.
- **Status:** Project permitting efforts are currently underway to modify existing FDEP and USACE permits and obtain a BOEM lease for offshore sand resources.
- **Design/Construction Estimated Cost:** \$35 M
- **Schedule:** Start of construction phase anticipated in early Summer 2025



Reach III Permitting & Design Project



- **Description:** Reach III is in north-central Flagler County along the Hammock Dunes, Ocean Hammock, Hammock Beach, and Sea Colony shorelines between point about 1,900 feet north of Varn Park (R-46) and the southern limit of Washington Oaks Gardens State Park (R-16). We will be seeking FDEP and USACE permits to allow for comprehensive beach and dune restoration along the entire 5.5 miles of Reach III.
- **Status:** Recommendation for selection of the project design consultant on the Board Agenda for December 2nd
- **Permitting/Design Estimated Costs:** \$1.5M
- **Construction Estimated Costs:** \$40 million
- **Schedule:** Permitting/Design Phase expected to begin in 1st quarter of 2025. Start of Construction Phase anticipated in 2026/2027



Hurricane Milton FEMA Cat B & Cat G



- **Description:** Damage assessments are ongoing in the northern 11 miles of the County after Hurricanes Ian and Nicole. Post-Hurricane Milton evaluation efforts to include beach and nearshore surveys, FEMA Cat B and Cat G analysis, and reporting to support the request for FEMA's post-disaster Public Assistance for emergency repairs to the County's managed and engineered dune system.
- **Status:** Board approved the design consultant efforts for performing the required assessments at the November 4th meeting. Efforts are underway.
- **Budget:** \$58,000
- **Schedule:** Assessment efforts started in November 2024 and anticipated to be completed in January 2025.



Initial Construction Cost Summary

Segment	Initial Cost	Distribution of Initial Cost		
		USACE	State	Local
Reach 1 (Federal)	\$25,000,000	\$16,250,000	\$8,750,000	\$0
Reach 1 (Non-Federal)	\$4,900,000	\$0	\$4,900,000	\$0
Reach 2	\$35,000,000	\$0	\$35,000,000	\$0
Reach 3	\$40,000,000	\$0	\$2,500,000	\$37,500,000
Reach 4	\$0	\$0	\$0	\$0
Total	\$104,900,000	\$16,250,000	\$51,150,000	\$37,500,000

Segment	Initial Cost	Distribution of Construction Cost		
		USACE	State	Local
Incorporated Flagler	\$47,400,000	\$16,250,000	\$31,150,000	\$0
Unincorporated Flagler	\$57,500,000		\$20,000,000	\$37,500,000
Entire Coastline	\$104,900,000	\$16,250,000	\$51,150,000	\$37,500,000

Planning values only. All values subject to change following detailed engineering and permitting.



Local Funding Strategy



Initial Construction Cost = Approximately \$104,900,000

- Local Cost = Approximately \$37.5M
- Flagler County Grant Application & Program Funding Request FY2024 = \$15M +/-
- Local Funding FY25 = \$5M

- **Shortfall = \$17.5M**
- Based on Permit Modification Timeline this will be needed in 2-3 years for Construction of Reach #3

Public Access Parks (N10+ Miles)

State & County Beachfront Parks	
Washington Oaks Garden State Park	4,027
River to Sea Preserve	2,290
Bay Drive Park	549
Malacompra Park	4,208
16th Road / Old Salt Park	82
Jungle Hut Park	196
Varn Park	1,409
Total Linear Feet	12,761
Total Miles	2.416
Percentage of Project	20.80%
Public Cost of Project (Estimate)	\$1.7M



Public Purpose - Ensuring Public Benefit



Emergency Declarations

- The Use of Federal and State Resources for Emergency Measures and Recovery Efforts

Customary Use (Adopted in 2018)

- The purpose of the customary use doctrine is to protect the public's right to access beaches for recreational use.

Perpetual Easements

- To ensure that the public can continue to use the beach after it's been restored with public funds

Potential Funding Opportunities



Construction/Regular Periodic Maintenance

- Tourist Development Tax
- Special Assessment/Tax (Municipal Service Benefit Unit / Taxing Unit)
- Other Sources of General Revenue (Local Option Sales Tax, Dedicated Millage)
- Bond

Supplemental Disaster Recovery

- FEMA Post-Disaster Public Assistance Funding
- Public Law 84-99, Emergency Response to Natural Disasters

Tourist Development Tax



Can be used for beach management, including beach maintenance, improvement, and restoration:

- **Beach park facilities:** Can be used to finance beach park facilities.
- **Beach renourishment:** Can be used for beach renourishment and erosion control.
- **Shoreline protection:** Can be used for shoreline protection, enhancement, cleanup, or restoration.

Flagler County levies 5%

- 1% Dedicated to Beach Management Activities
- Approximately \$900,000 per year

Local Option ½ Cent Sales Tax



Flagler County Ordinance **2012-08**

- Effective October 1, 2012, for a 20-Year Term (**expires 2032**)
- Used to maintain appropriate public facilities and maintain acceptable levels of service
- Among other things, can be used on public safety and infrastructure projects including **Beach Restoration**
- Approximately **\$4.8M** generated annually

Ad Valorem Property Tax



- Property taxes that are based on the taxable value of real estate property.
- These taxes fund local services that benefit the community at large.
- Discretionary - property taxes can be used for beach management.
- Beach restoration can increase the value of properties, which can generate more ad valorem revenue for local governments.

Recap from 11/4 Beach Management Discussion



- ✓ **Public Purpose**
- ✓ **Use of Ad Valorem**
- ✓ **Tourist Development Tax**
- ✓ How is each fund used along the beach?
- ✓ **Customary Use**
- ✓ **Perpetual Easements**
- ✓ **Mention of Fort Walton Beach**



Next Steps/Timeline



- Continue Legal Review (Rationale Nexus Test)
- Continue Community Outreach (Now until July 2025)
- Creation and Adoption of MSBU and MSTU Ordinance
- Creation and Adoption of ILAs with Tax Collector and Property Appraiser
- County Commission Meeting **December 2nd** (Public Hearing for MSBU Consideration)
- Notification to the State Department of Revenue (As required by Law)
- Notice to Taxpayers – Maximum Assessment to be Levied
- Include in FY2025/2026 Budget Process (Finalization August/September 2025)
- Begin Collection of MSBU and MSTU Revenues (November 2025)
- Continue Discussions with Other Municipalities (Upcoming Joint Workshop TBD)

Questions & Answers



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