

Flagler County Comprehensive Plan 2010-2035

Flagler County, Florida



Adopted: July 6, 2011

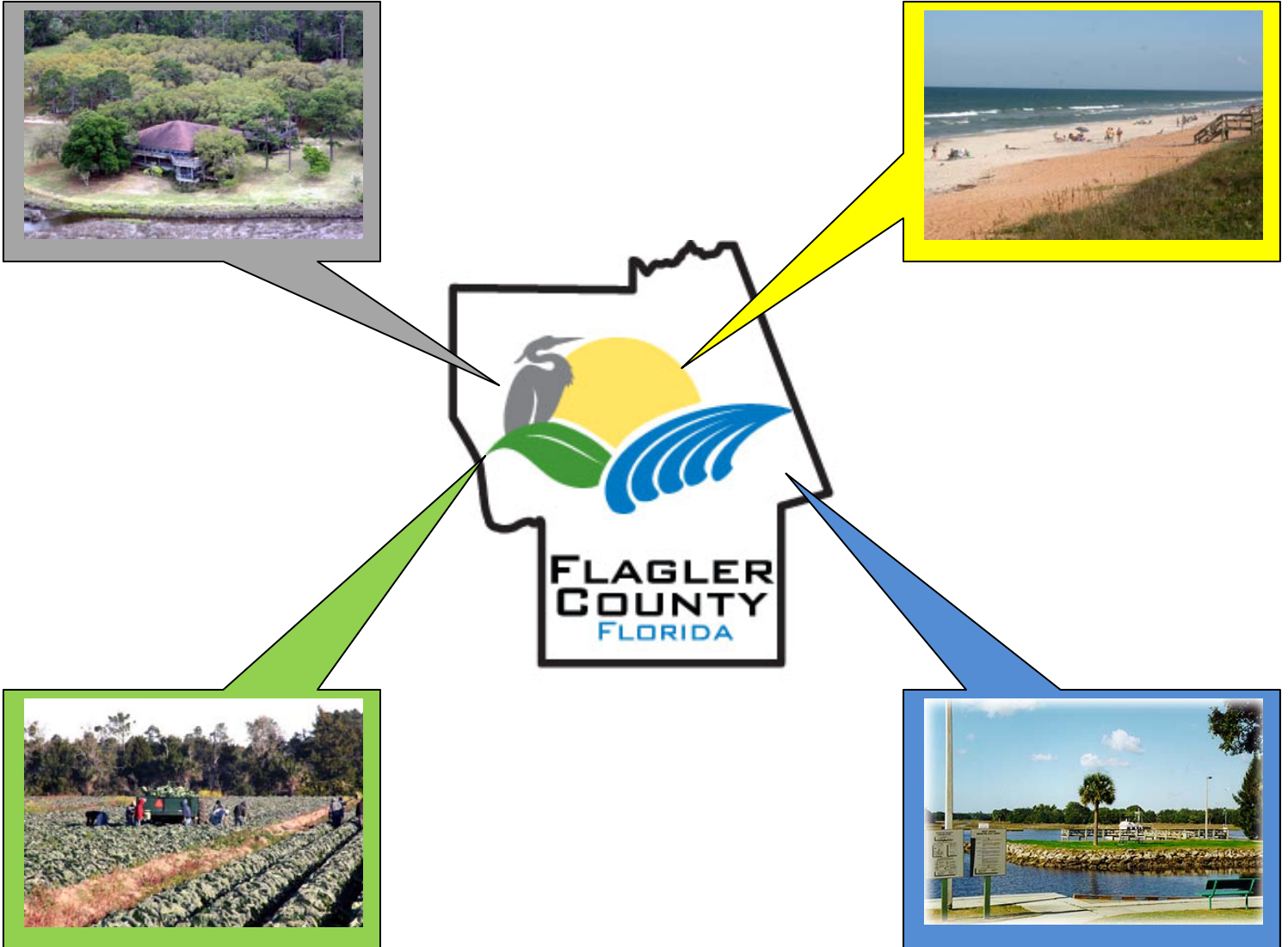
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Flagler County Comprehensive Plan 2010-2035 **Flagler County, Florida**

Overview and Implementation



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OVERVIEW AND IMPLEMENTATION

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I. Introduction

The Flagler County Comprehensive Plan 2010-2035 provides for the planning of the unincorporated areas of Flagler County. Those areas under the jurisdiction of municipalities shall not be bound by the goals, objectives and policies established in the Flagler County Comprehensive Plan, unless otherwise directed by an adopted and approved joint planning agreement, interlocal agreement, memorandum of understanding, multi-jurisdictional development agreement or any other formally adopted agreement.

The overriding purpose for a Comprehensive Plan is to provide a prediction of future events within the planning horizon and to ensure that the affected local government has the capabilities to accommodate and address changes in the future. Additionally, a Comprehensive Plan provides assistance to elected leaders in making decisions in the overall operation of their jurisdiction. In sum, a Comprehensive Plan should provide residents, business owners, and other local leaders with the Goals, Objectives, and Policies to manage the man-made and natural resources of the area in order for that area to remain sustainable.

The State of Florida embraces this concept and has adopted laws that require every county and city to draft, adopt, and implement a Comprehensive Plan. The requirements for the Comprehensive Plans are identified in the Florida Growth Management Act (Chapter 163, Part II, Florida Statutes) and codified in Florida Administrative Code Chapter 9J-5. Flagler County adopted a Comprehensive Plan subject to the provision of the Growth Management Act in 1990. In 1999, Flagler County completed an evaluation and appraisal of the success of the 1990 Comprehensive plan and adopted a revised Comprehensive Plan in 1999. The 1999 updated Plan was needed to address the issues and concerns that were raised in the analysis of the original Comprehensive Plan. Additionally, the 1999 update provided the standards needed to ensure that the County's Comprehensive Plan was consistent with the State's Comprehensive Plan and the Northeast Florida Regional Council's Strategic Regional Policy Plan.

The Flagler County Commission faces a different set of issues and conditions in 2010. This was first realized in 2007 when the County Commission established a committee of citizens from across the County to guide the development of a common set of goals for Flagler County. The primary purpose was to ensure that any future plans had to properly reflect an updated and accurate summary of the issues facing the County. The resulting outcome were guiding principles that addressed such issues as the protection of agricultural uses; the preservation of valuable natural resources; the creation of the City of Palm Coast; and the expansion of the City of Bunnell.

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This updated comprehensive plan is for a twenty-five year planning horizon (2010 to 2035). The County is using this planning horizon so that the Comprehensive Plan is a document that provides a consistent vision for the County, but has the ability to adapt to changing conditions. It is also intended that the planning horizon ensure that the long term goals, objectives and policies included herein will be consistent with the State of Florida Comprehensive Plan, as well as the Northeast Florida Regional Council's Strategic Regional Policy Plan.

The Flagler County Comprehensive Plan has been drafted pursuant to the requirements for comprehensive plans as identified in the Florida Growth Management Act (Chapter 163, Part II, Florida Statutes) and codified in Florida Administrative Code Chapter 9J-5. Flagler County adopted its first comprehensive plan under the provision of the Growth Management Act in 1990. This 2010 to 2035 Comprehensive Plan addresses the issues and recommendations included in the 2009 Evaluation and Appraisal Report and reflects the second time that a major update and revision occurred since the original adoption in 1990.

It is important that the Flagler County Comprehensive Plan serve as a guide for leaders over the next 25 years. The eleven elements that constitute the Comprehensive Plan reflect the efforts of the County residents to establish guiding principles for the goals, objectives and policies contained in the Comprehensive Plan. These are intended to assist local leaders so that there is continuity and sustainability.

The Flagler County Comprehensive Plan is a dynamic document. The projections and recommendations in this document are based on current conditions and the data and analysis available at this time. As time proceeds and change occurs, the Flagler County Comprehensive Plan will need to be evaluated and updated. This provides the opportunity to update and integrate the comprehensive plan with other planning tools, such as the Flagler County Commission Strategic Plan, the Florida Department of Transportation (FDOT) long range plans, St. Johns River Water Management District (SJRWMD) water supply plan and the Northeast Florida Regional Council (NEFRC) plans. The evaluation and update is a critical part of the success of a comprehensive plan.

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II. Geographic Setting and Historical Trends

Flagler County lies in the northeastern part of Florida, about sixty miles southeast of Jacksonville and 25 miles north of Daytona Beach. Flagler County is about 23 miles wide at its widest point east to west, and 29 miles long at its longest point north to south. The Atlantic Ocean beachfront area is 18 miles long and forms the eastern boundary, and Crescent Lake forms a significant portion of its western boundary (See Map 1, Northeast Florida Regional Map).

Flagler County occupies approximately 571 square miles consisting of 485 square miles of land area and 86 square miles of water area. This area includes the incorporated cities of Beverly Beach, Bunnell, Flagler Beach, Marineland, and Palm Coast. The City of Bunnell, the county seat, is located at the geographical center of Flagler County (U.S. 1 and SR 100 crossroad).

Flagler County can be divided into two major geographic areas: the coastal area east of U.S. Highway.1 and western Flagler County west of U.S. Highway 1 (See Map 2, Major Geographic Regions). These have been broken down into smaller study areas to aid in the compiling of data that is used to analyze the existing conditions and provide guidance for future actions.

The coastal area east of U.S. Highway 1 occupies approximately thirty-five percent of the total land area. This area contains the coastal cities of Flagler Beach, Beverly Beach, Marineland and Palm Coast. There are five areas of unincorporated Flagler County that include the planned communities of Plantation Bay, Matanzas Shores, Grand Haven and Hammock Dunes; and unincorporated Painters Hill and Hammock areas along A1A. Most of the urban development activity in Flagler County has occurred in this area due to following factors:

1. Traditional development pattern of the Florida coast.
2. The attractive natural resources.
3. A relatively affordable supply of housing within a reasonable commute of employment opportunities in other counties.
4. A developed and connected roadway system providing access to SR A1A, Interstate 95, U.S.1 and SR 100.

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Current land development patterns show that most of the residential development in the coastal area is occurring in the City of Palm Coast and surrounding unincorporated areas where central water and sewer facilities are available. Other residential development occurs in the incorporated areas of Flagler Beach, Beverly Beach or Bunnell, and older, small subdivisions or isolated single-family residences along A1A, SR 100, Old Dixie Highway, Old Kings Road and John Anderson Highway. There are many factors that have resulted in the residential development of the coastal area. The primary reason is the close proximity to the Atlantic Ocean and the Intercoastal Waterway. This location provides for a pleasant climate and appealing lifestyle. Additionally there are numerous parks and recreational facilities and a growing commercial base in Palm Coast. The coastal area also contains numerous opportunities for business development and excellent schools. The Flagler coastal area is characterized by an overall low-density residential land use pattern. This provides an attractive area for new residents, but may result in an inefficient land use pattern that increases the cost for urban services (roads, sewer, schools, etc.).

The eastern, coastal region of the county also has many regional inducements for continued growth. The eastern seaboard of Florida has traditionally experienced growth because of tourism/retirement and proximity to the ocean and Intercoastal Waterway. Flagler County has traditionally been a tourism and retirement destination. Given the changes in the global economy, Flagler County now has additional attributes (proximity to Interstate I-95, FEC rail line, close proximity to Jacksonville and Orlando Metropolitan Statistical Areas) that are alluring for development of industrial and technological uses. These assets help local governments in the development of balanced, sustainable communities. Prior to the economic downturn of 2008 and 2009, both Volusia and St. John Counties were experiencing high growth rates and there were thriving employment opportunities to residents of Flagler County. This accelerated residential and service commercial opportunities in the eastern portions of the County. This accelerated growth has greatly diminished and employment opportunities have declined resulting from the down-turn of the worldwide economy. This trend emphasizes the need for Flagler County to diversify its land use options in order to attract industry and other business opportunities outside the tourism and service sectors.

The region of Flagler County west of U.S.1 occupies approximately 65 percent of the total land area. This area is characterized by farming and timber production. Small rural communities that have existed for many years include St. Johns Park, Espanola, Haw Creek and Cody's Corner. Rural subdivisions (one acre minimum) include Flagler Estates, Daytona North and Smokerise. Flagler Estates is an antiquated subdivision that provides no infrastructure.

Up until 2005 there was little development pressure seen in the West Flagler region. In 2005, the annexation of 10,000 acres into the City of Bunnell raised concerns from state and regional agencies. The Florida Department of Community Affairs and others expressed a concern that the annexation would spur the unchecked development of the

sparsely populated rural lands. The primary issue pertains to the potential for sprawling development occurring in a manner that:

1. Does not address the provision of urban services in an efficient and orderly manner;
2. Results in the degradation of valuable natural resources including wetlands, wildlife corridors and aquifer recharge areas;
3. Establishes incompatible land use patterns that effectively eliminate the existing agricultural uses and rural land uses.

The current economic conditions have slowed the pressure for development of raw land for new housing and commercial products. This has not abated the concern from state and regional agencies. The critical element is to make sure all local governments have in place the necessary land use policies needed to guide the development or preservation in Western Flagler County.

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III. Guiding Principles

Flagler County has experienced considerable growth and additional intergovernmental coordination issues since the adoption of the 1999 EAR-based amendments. The Flagler County Commission embraced the idea of working in a comprehensive manner to address the growth management issues that occurred after the adoption of the 2000 Comprehensive Plan. The County Commission created the Flagler County Futures Committee in 2007 as a way of systematically defining growth issues and setting in place methods for addressing those issues. This diverse group represented a variety of interests and provided guidance in the development of a general vision and guiding principles that needed to be used in the development of the goals, objectives and policies of the new comprehensive plan. The following summarizes the major issues facing Flagler County in the development of comprehensive plan for the 2010-2035 planning horizon.

Issue 1. Sustainability



- Preservation and protection of natural resources, including: sensitive lands, habitats, wetland areas, floodways, beaches, offshore artificial reefs, and wildlife corridors.
- Preservation of the rural character of western Flagler County.
- Recognition and preservation of Flagler County's rich history, culture, and heritage.

The term "Sustainability" has many definitions and interpretations. The following figure represents how sustainability requires a balance between social, economic and environmental resources in order for the continued prosperity of the residents, businesses and natural resources within Flagler County.

Figure 1. Sustainability illustration



Source: Adams, W.M. (2006). "The Future of Sustainability: Re-thinking Environment and Development in the Twenty-first Century."

In Flagler County, “sustainability” represents the ideas that Flagler County will be able to provide for the balance among the economic, social and environmental elements. Additionally, a sustainable community, such as Flagler County, can provide its residents with the quality of life they prefer. This becomes increasingly difficult as a community grows in population and diversifies in the individuals’ interest. For example, an area that is primarily rural with farming as its primary economic base and ample amounts of natural, open lands will typically have a homogeneous population that shares the same desired goals for that community. If this area experiences changes to the economic base, such as a shift from an agricultural-based economy to a bedroom community or tourism-based economy, then the population will have different and diverse interests in how government interacts with the private sector. This has been the trend in Flagler County since the adoption of the 2000 Comprehensive Plan.

In western Flagler County the predominant land use categories are “Agriculture and Timberlands” (63%) and “Conservation” (29%). The creation and application of these land use categories occurred as part of the initial comprehensive plan created under the 1985 Growth Management Act. The final densities and policies applicable to these land use categories were completed over a period of ten years. The overall policy direction was to allow for landowners to realize value from limited residential development and protect wetland resources. The policies and land use categories were developed to provide a balance, as well as methods to protect the agricultural and natural resources in western Flagler County. There has been limited success, but the future development pattern of home sites on 5-acre tracts now appears to be incompatible with many of the agricultural interests. It is imperative that the County utilize a program to encourage landowners to support agricultural and natural resources in western Flagler County and allow for limited development.

Over the 25-year planning horizon Flagler County’s role will include the difficult task of reviewing and making decisions that provide for the interests of the residents. The various issues raised in the 2009 Evaluation and Appraisal Report clearly show that the leaders of Flagler County are aware of these changing interests and the social, economic and physical impacts to the natural and built environments.

Issue 2. Water Resource Protection Planning



- Balance the water demand with sustainable capacity development through protection of water resources (including surface waters, aquifers, and wetlands) and conservation.
- Determine how the Comprehensive Plan has protected the quantity and quality of surface waters as environmental assets, water sources, and recreational opportunities.

The issue of water supply, provision of potable water and water conservation is already a major issue in the entire State of Florida. Flagler County is facing a difficult task of balancing competing interests. On one side is the need for economic growth and diversity, the preservation and protection of the agricultural economy and continuation of the real estate/construction sector of the economy. These factors require the consumption and use of water and in some cases, the land where groundwater or surface water is “produced.” The other side of the issue is the need to preserve natural resources, the desire to maintain a “small town” character and the interest in maintaining low costs for the production of potable water. Flagler County must work with the cities and SJRWMD in order to balance these factors. The County’s role in the provision of these services may be changed over the next 25 years but its role in developing plans for water conservation, water source protection and efficient delivery of services will remain in place.

Issue 3. Public Infrastructure



- (Eastern Flagler County) The upgrading of wastewater treatment on the barrier island within unincorporated and incorporated Flagler County.
- (Eastern Flagler County) The improvement of water hydrants on the barrier island for firefighting.
- Promote the expansion of wastewater reuse within unincorporated and incorporated Flagler County.
- Enhancing intergovernmental coordination between Flagler County, its cities, and adjacent counties to provide services more efficiently and achieve more sustainable growth.
- Directing commercial and industrial growth to existing transportation corridors and major intersections where utilities can be provided.

The provision of public infrastructure consisting of potable water, sanitary sewer, stormwater management and reclaimed water will continue to be controversial items in the future. Local governments, quasi-governmental entities, private companies and on-site facilities currently provide for potable water, sanitary sewer (septic) and reclaimed water services throughout Flagler County. Stormwater management is a mixture of older systems that can be private or publicly maintained and newer systems which are typically maintained by quasi-governmental entities, such as home owners associations or community development districts. These services have to be planned and provided in order to meet statutory requirements for concurrency and the public’s demand for efficiency of government. Flagler County will have a role as a coordinator, a regulator and a limited provider of these services now and in the future.

Issue 4. Family Friendly Environment



- Enhancement of recreational opportunities by preserving natural areas for outdoor pursuits and by developing parks and a regional trail system.
- Preservation of the natural shoreline of major water bodies, including Crescent and Dead lakes, and provisions for adequate and appropriate public access.

The issue of family-friendly environment is directly related to quality of life. People will move to and reside in a County that provides them with social, cultural, and economic resources that compliment their desired lifestyles. The Comprehensive Plan for Flagler County carries this concept in all of the elements.

Issue 5. Economic Development



- (Central Flagler County) Reservation of adequate economic development opportunities along the U.S. Highway 1 and Interstate 95 corridors and encouraging commercial and industrial infill, including economic development at and around the airport industrial park.
- (Western Flagler County) Protecting and promoting sustainable agriculture and supporting agri-businesses.
- (Eastern Flagler County) Protecting and enhancing water-dependent economic development, including marine industries.
- Nature and historic based-tourism – Promote environmental-based and environmentally friendly tourism as well as tourism based on historic attributes.
- Integrate education with the County's economic development plans due to its importance and relationship business development.

The local economy is the foundation of the stability of any county. Flagler County's leaders have long realized that there is need to diversify the economic base. Efforts to step-up the local economy have been severely hurt by the international economic downturn that occurred since 2007. Local leaders are looking for opportunities to act within a regional approach to improve the economic opportunities in Flagler County. The current conditions reflect an area that was heavily dependent on the residential construction industry and agriculture-related businesses. These elements will continue to be important parts of Flagler County's economy. The next step is to expand those

existing businesses and use the local resources to attract new business opportunities to the County to ensure long-term stability.

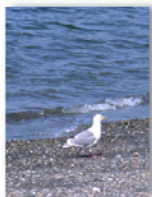
Issue 6. Transportation



- (Central Flagler County) Improving the transportation network through more east-west connections across the railroad, effective access management, and enhanced connectivity.
- Improving corridor connectivity, in particular S.R. A1A, S.R. 100, U.S. Highway 1, Old Dixie Highway, and inclusion of SIS facilities.
- Coordinating multi-jurisdictional issues, primarily pertaining to corridors between neighboring counties and FDOT facilities.
- Long range transportation planning and modeling.
- (Central Flagler County) Enhancing non-motorized accessibility to Town Center through support of a rails-to-trails connection to U.S. Highway 1, public transportation, and improved street network.

Transportation will continue to be a major issue facing Flagler County. There are currently a multitude of issues that need to be addressed within the next five years. These include whether or not to form a new metropolitan planning organization (MPO/TPO) or join one of the existing MPO/TPOs'. The need to coordinate internally with the cities will need to be enhanced regardless of the decision on the MPO/TPO. Additionally, there are requirements by the State of Florida to address multi-modal transportation and reduction of greenhouse gases. These issues must be incorporated into decision on land use in order to be truly effective. Lastly, once the decisions on planning and design have been addressed, then there will be plans needed for the funding of the improvements. The old models of relying on impact fees and developer exactions will not sufficiently fund all of the improvements, especially the operational costs of transit services and the construction/maintenance of pedestrian facilities.

Issue 7. Coastal Protection and Preservation



- Preserving and retaining ocean views, beaches, public beach access, and parks.
- Promoting dune protection and pursuing other means to prevent and mitigate beach erosion.
- Maintaining the Scenic A1A Highway and the beachfront character through design guidelines and other development regulations that minimize visual impacts.



- Protecting coastal development and populations from hazards to life and property by limiting density increases on the barrier island.

Flagler County's eastern boundary is the coastline of the Atlantic Ocean and the western boundary is Crescent Lake. These are valuable natural resources that are the principle assets for the tourism portion of the local economy and serve as an attractor for those relocating to Florida from elsewhere. Over the next 25-years Flagler County faces many challenges in managing and overseeing the health and viability of these resources. This will require an extensive coordination effort with a variety of federal, state and regional agencies and organizations.

The information and public input that resulted in this list of major issues provided the framework for the 2009 Evaluation and Appraisal Report as well as a series of generalized vision statements and guiding principles. The following guiding principles provide the basis for the goals, objectives and policies that need to be included in the 2010-2035 Comprehensive Plan. These goals, objectives and policies in turn lay the framework for more detailed implementation opportunities between Flagler County and the cities within the County.

Guiding Statement for the Comprehensive Plan

- Flagler County balances rural conservation and urban growth to support a strong economy and diverse neighborhoods with easy access to services and amenities.
- Coordinated efforts to protect and enhance the natural and built environments through sustainable choices that make Flagler County a model for a "green" community (beach, mainland neighborhoods, and rural areas).

Guiding Principles for the Comprehensive Plan

Principle One: We will protect and enhance our natural environment.

- Flagler County will conserve land through efficient development patterns.
- Flagler County will conserve and protect water through sensitive design.
- Flagler County will strive to protect our air quality through reduction of green house gas emissions.

Principle Two: We will foster sustainable growth.

- Flagler County will make efficient use of limited water resources.
- Flagler County will create opportunities to expand the local economy, focusing on clean industries.
- Flagler County will be mindful of natural hazards and mitigate risks to life and property.

- Flagler County will strive to reduce energy usage and explore the use of alternative energy sources to achieve energy sustainability.
- Flagler County will support sustainable agribusiness in Flagler County through equitable protection of agricultural lands.
- Flagler County will foster livable neighborhoods, with a variety of housing options and adequate community services, amenities and infrastructure.
- Flagler County will support and expand sustainable mobility options through development patterns and transportation investments.

Principle Three: We will seek opportunities for local and regional coordination and partnership.

- Flagler County will designate growth tiers (policy areas) to accommodate urban growth while protecting our natural and agricultural resources.
- Flagler County will coordinate infrastructure provision and development decisions with other public and private providers to increase efficiency and maximize our investment.
- Flagler County will coordinate service provision with other public and private providers to increase customer service and maintain a high quality of life.

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IV. Demographic Information

The County and cities must know what is in place, what needs to be in place and how to fund it in order to develop a viable plan for sustainability in Flagler County. The first step is to review the past trends and identify the population growth trends for the planning timeframe. Flagler County has been one of, if not, the fastest growing County in Florida since the mid 1990's. This reflects the transition from a primarily rural setting to a suburban setting. The following tables provide a summary of the total population and land use trends for the County, including the cities for the 25-year planning horizon.

Table 1. Population Change 2000 to 2009

	April 1, 2000 (Census)	April 1, 2007 (est.)	Percent Change
Flagler County Total			
Beverly Beach	547	509	-6.95
Bunnell	2,122	2,394	12.82
Flagler Beach	4,878	5,401	10.72
Marineland (part)	6	9	50.0
Palm Coast	32,732	70,376	115.01
UNINCORPORATED	9,547	14,879	55.85
Florida	15,982,824	18,680,367	16.88
Incorporated	7,904,403	9,508,495	20.29
Unincorporated	8,078,421	9,171,872	13.54

Source: Bureau of Economic and Business Research, 2008

Table 2. Population Projections 2010 to 2035

	2010	2015	2020	2025	2030	2035
Total Flagler County	95,700	114,700	137,400	159,500	180,600	200,300
Unincorporated Flagler County	12,221	14,121	16,391	18,601	20,711	22,681

Source: Flagler County Growth Management and Bureau of Economic and Business Research, 2009

These projections provide for a basic estimate of population so that the County can better project where development pressure will develop. These need to be used in conjunction with the goals, objectives and policies of the local government comprehensive plans to verify the potential for these projections to be realized. As development pressures inevitably continue in the western area, it is reasonable to expect some of the population allocated to the Cities of Beverly Beach, Flagler Beach and the Town of Marineland to be realized in the western areas of Bunnell, Flagler County and Palm Coast. This does not mean that these projections should not be used, but care needs to be used in determining the potential impacts in the future.

Table 3. Peak Resident and Non-Resident Population for Flagler County

Population Group	2010 (Est)	2015 (Proj)	2020 (Proj)	2025 (Proj)	2030 (Proj)	2035 (Proj)
Resident Population						
Incorporated	83,479	100,579	121,009	141,299	159,899	177,619
Unincorporated Flagler County	12,221	14,121	16,391	18,601	20,711	22,681
Flagler County Total	95,700	114,700	137,400	159,500	180,600	200,300
Seasonal Population						
Flagler County Total	11,227	12,702	14,371	16,260	18,397	20,814
Total Population						
Flagler County Total	106,927	127,402	151,771	175,760	198,997	221,114

Source: Flagler County Planning Department, 2010, based on US Census ACS 2006 to 2008 and 2009 BEBR data.

Table.4 Flagler County Residential Dwelling Unit Estimates and Projections

	2010	2015	2020	2025	2030
Total Population	103,991	127,896	150,498	171,096	190,591
Persons per dwelling unit	2.35	2.35	2.34	2.33	2.33
Total dwelling units	44,223	54,538	64,215	73,233	81,914

Source: Florida Housing Data Clearinghouse, Shimberg Center for Housing Studies and Flagler County Planning Department 2009

Note that the County is using data from the Florida Housing Data Clearinghouse for the data and analysis required for the Housing Element. This is different than the updated County population projections made by the Bureau of Economic and Business Research (BEBR), which is used for the Future Land, Transportation, Infrastructure, Recreation and Open Space Elements. The County realizes that there are differences in the projections, but there are sufficient consistencies so that sound goals, objectives and policies can be developed and adopted in the Comprehensive Plan. Flagler County will continuously update the data as these organization update and improve their projections.

The Flagler County Comprehensive Plan Elements are designed with goals, objectives and policies that are intended to prevent and discourage urban sprawl. Flagler County’s role will require greater coordination with the cities since the population projections show that the majority of the population will reside within the cities. This means that Flagler County and the other local governments need to provide for shared efforts for protecting and preserving valuable agricultural and natural resources.

V. Administration of the Comprehensive Plan

Implementation: The comprehensive plan attempts to address all of the significant issues consisting of protection of agricultural and natural resources; provision of a good quality life to residents and businesses; provision of affordable workforce housing; provision of effective emergency management; and efficient delivery of utilities and public services. The goals, objectives and policies provide the guidance to local leaders. The actual implementation of these goals, objectives and policies are contained in many different document and avenues. The following provides a guide as to how Flagler County has organized the implementation of the comprehensive plan. These are not the sole sources of implementation, but are the primary resources used by the elected officials and staff in the implementation of the comprehensive plan.

Jurisdiction: The Flagler County Comprehensive Plan 2010-2035 provides for the planning of the unincorporated areas of Flagler County. Those areas under the jurisdiction of municipalities shall not be bound by the goals, objectives and policies established in the Flagler County Comprehensive Plan, unless otherwise directed by an adopted and approved joint planning agreement, interlocal agreement, memorandum of understanding, multi-jurisdictional development agreement or any other formally adopted agreement. There are goals, objectives and policies that incorporate coordination with other governmental and private entities. It is understood that all parties must agree to the method of implementation of these goals, objectives and policies and this may be out of the control of Flagler County.

Interpretation: The Flagler County Comprehensive Plan addresses many complex issues that results in a variety of goals, objectives and policies. The issues addressed in the plan combined with the level of detail needed for these goals, objectives and policies can result in misunderstandings of the document. The Planning and Zoning Director, or that person's designee, shall be the official interpreter of the Comprehensive Plan. If a fellow staff member, resident, development applicant or other person with standing on a particular issue requests an official clarification or interpretation of the Comprehensive Plan then it shall be referred to the Planning and Zoning Director. As such, the Planning and Zoning Director or the designee shall consult with the appropriate staff members to ensure that the most up-to-date information is used in making the staff's official interpretation of the Comprehensive Plan.

Appeal of Interpretation: Appeals of the Planning and Zoning Director's interpretation of the Comprehensive Plan shall be made in accordance with procedures adopted by the Flagler County Commission.

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Table 5. Comprehensive Plan Implementation

Element	Implementation Documents
A-Future Land Use Element	Flagler County Land Development Code; Flagler County Commission 5-Year Strategic Plan; NEFRC Strategic Policy Plan; State of Florida Comprehensive Plan
B-Transportation Element	Flagler County Long Range Transportation Plan and Capital Improvement Plan; FDOT District 5 TIP; Flagler County Commission 5-Year Strategic Plan.
C-Housing	Flagler County Commission 5-Year Strategic Plan; Flagler County Land Development Code and Affordable Housing Advisory Committee documentation.
D-Utilities	Flagler County Land Development Code (development agreements/concurrency); Flagler County Commission 5-year Strategic Plan; Capital Improvement Plan.
E-Conservation	Flagler County Commission 5-Year Strategic Plan; Flagler County Land Development Code and Environmentally Sensitive Lands (ESL) program. GMTNERR Management Plan; State of Florida plans for state parks and WMAs'.
F-Coastal Management	Flagler County Peacetime Emergency Management Plan; Flagler County Land Development Code; NEFRC Behavior Study.
G-Economic Development	Flagler County Commission 5-Year Strategic Plan, Northeast Florida Regional Council Comprehensive Economic Development Strategy (CEDS).
H-Recreation and Open Space Element	Flagler County Commission 5-Year Strategic Plan; Flagler County Land Development Code (concurrency); Capital Improvement Plan.
I-Intergovernmental Coordination Element	Flagler County Commission 5-Year Strategic Plan; Interlocal agreements with federal, state and local governments.
J-Capital Improvements Element	Flagler County Commission 5-Year Strategic Plan; Capital Improvement Plan; Flagler County Land Development Code (concurrency)
K-Public Schools Facility Element	Interlocal agreement with Flagler County School Board; Flagler County Commission 5-Year Strategic Plan.

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Table 6. List of Acronyms

The Comprehensive Plan contains many acronyms that are not easily discernable by the general public. The following list is provided to assist the public in reading and understanding of the plan.

ACRONYM	MEANING/DEFINITION
AA	Alternative Analysis
AAG	Association of American Geographers
AASHTO	American Association of State Highway & Transportation Officials
ACSC	Area of Critical State Concern
ADA	Americans with Disabilities Act (1990)
ADA	Application for Development Approval
ADT	Average Daily Traffic/Trips
AADT	Average Annual Daily Traffic/Trips
ADU	Accessory Dwelling Unit
AFT	American Farmland Trust
AHAC	Affordable Housing Advisory Committee
AIA	American Institute of Architects
AICP	American Institute of Certified Planners
ALI	American Law Institute
ALP	Airport Layout Plan
AM	Automated Mapping
AOD	Airport Overlay District
APA	American Planning Association
APFO	Adequate Public Facilities Ordinance
APTA	American Public Transportation Association (formerly Transit)
APTS	Advanced Public Transportation System
APWA	American Public Works Association
ARB	Air Resources Board
ARRA	American Recovery and Reinvestment Act (2009)
ASCE	American Society of Civil Engineers

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ACRONYM	MEANING/DEFINITION
ATC	Automated Toll Collection
ATMS	Advanced Traffic Management System
AVR	Average Vehicle Ridership
BCC	Board of County Commissioners (also listed as BOCC)
BEBR	Bureau of Economic and Business Research, University of Florida
BFE	Base Flood Elevation
BID	Business Improvement District
BLM	Bureau of Land Management
BMP	Best Management Practices (or Program)
BOA	Board of Appeals/Adjustment
BOCA	Building Officials and Code Administrators, International
BP	Building Permit
BRT	Bus Rapid Transit
BTS	Bureau of Transportation Statistics
CAA	Federal Clean Air Act (1970, last amended in 1990) (also FCAA)
CAD	Computer Aided Design
CAG	Corridor Advocacy Group
CBD	Central Business District
CC&R's	Covenants, Conditions, and Restrictions
CCD	Census County Division
CCNA	Florida's Consultants' Competitive Negotiation Act
CCRC	Continuing Care Retirement Community
CDBG	Community Development Block Grant
CDC	Community Development Corporation
CDD	Community Development District
CEDS	Comprehensive Economic Development Strategy
CEMP	Comprehensive Emergency Management Plan
CFR	Code of Federal Regulations (also e-CFR for electronic version)
CFS	Cubic Feet per Second

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
CHAS	Comprehensive Housing Affordability Strategy
CIE	Capital Improvements Element
CIP	Capital Improvements Plan (or Program)
CLIP	Critical Lands and Waters Identification Project
CM3P	Comprehensive Maritime Management Master Plan
CMAQ	Congestion Mitigation and Air Quality Program
CME	Corridor Management Entity
CMP	Corridor Management Plan
CMP	Congestion Management Plan
CMP	Construction Management Plan
CMP	Corrugated Metal Pipe
CMSA	Consolidated Metropolitan Statistical Area
CO	Certificate of Occupancy
COD	Corridor Overlay District
CofA's	Conditions of Approval
COG	Council of Governments
CPA	Certified Public Accountant
CRA	Community Redevelopment Agency
CRDD	Community Residence for the Developmentally Disabled
CRH	Community Residential Homes
CSA	Concurrency Service Area
CSS	Context Sensitive Solutions
CTD	Florida Commission for the Transportation Disadvantaged
CUP	Consumptive Use Permit
CUTR	Center for Urban Transportation Research, University of South Florida
CWA	Federal Clean Water Act (1972)
DACS	Florida Department of Agriculture and Consumer Services (also FDACS)
DCA	Florida Department of Community Affairs
DLG-E	Digital Line Graph Enhanced Maps

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
DNSD	Daytona North Service District
DO	Development Order
DOE	Florida Department of Education
DOT	US Department of Transportation
DPL	Deferred Payment Loan
DRI	Development of Regional Impact
DU	Dwelling Unit
DULA	Dense Urban Land Area
DWSP	St. Johns River Water Management District's District Water Supply Plan
EAR	Evaluation and Appraisal Report
EC	Enterprise Community
ECHO	Elder Cottage Housing Opportunities
ECHO	Environmental, Cultural, Historic, and Outdoor
EDA	Economic Development Administration
EDC	Economic Development Commission/Council
EIR	Environmental Impact Report
EIS	Environmental Impact Statement
EITC	Earned Income Tax Credit
EMF	Electromagnetic Field
EOC	Emergency Operations Center
EPA	US Environmental Protection Agency
ESL	Environmentally Sensitive Lands
ETC	Employee Transportation Coordinator
EZ	Enterprise Zone
FAA	Federal Aviation Administration
FAC	Florida Administrative Code
FAPA	Florida Chapter of American Planning Association
FAR	Floor Area Ratio
FARMS	Flagler Agricultural Resource Mitigation System

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
FBC	Florida Building Code
FBO	Fixed Base Operator
FCAA	Federal Clean Air Act (also CAA)
FCAR	Flagler County Association of Realtors
FCARD	Flagler County Association for Responsible Development (also VCARD)
FCC	Federal Communications Commission
FCPT	Flagler County Public Transportation
FCSD	Flagler County School District
FCSO	Flagler County Sheriff's Office
FDEM	Florida Division of Emergency Management
FDEP	Florida Department of Environmental Protection
FDOT	Florida Department of Transportation
FEC	Florida East Coast Railroad
FEMA	Federal Emergency Management Agency
FFE	Finished Floor Elevation
FGBC	Florida Green Building Coalition
FGDC	Federal Geographic Data Committee
FHA	Federal Housing Administration
FHP	Florida Highway Patrol
FHWA	Federal Highway Administration
FIA	Federal Insurance Administration
FIA	Fiscal Impact Analysis
FIND	Florida Inland Navigation District
FIRE	Finance, Insurance and Real Estate
FIRM	Flood Insurance Rate Map
FISH	Florida Inventory of School Houses
FLUE	Future Land Use Element
FLUM	Future Land Use Map
FM	Facility Mapping

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
FMHA	Farmers Home Administration
FNAI	Florida Natural Areas Inventory
FNMA	Federal National Mortgage Administration (or Fannie Mae)
FPL	Florida Power and Light
FPZ	Frontage Protection Zone
FPZA	Florida Planning and Zoning Association
FS	Florida Statutes
FTZ	Foreign Trade Zone
FWC	Florida Fish and Wildlife Conservation Commission (also FWCC & FFWCC)
GDP	General Development Plan
GFA	Gross Floor Area
GIS	Geographic Information System
GLA	Gross Leasable Area
GM	Growth Management
GPCD	Gallons Per Capita Per Day
GPS	Global Positioning System
GTMNERR	Guana Tolomato Matanzas National Estuarine Research Reserve
HBA	Flagler Home Builders Association
HOA	Home Owners Association
HOD	Highway Overlay District
HOD	Historic Overlay District
HOV	High Occupancy Vehicle
HSMV	Florida Department of Highway Safety and Motor Vehicles
HTF	Housing Task Force
HTF	Housing Trust Fund
HUD	US Department of Housing and Urban Development
I-1, 2...	Industrial zone/use of specified intensity
ICC	International Code Council
ICE	Intergovernmental Coordination Element

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
ICMA	International City/County Managers Association
ICW	Intracoastal Waterway (unofficially also listed as ICCW)
IDA	Industrial Development Authority
IDO	Interim Development Ordinance
ILA	Interlocal Agreement
ISTEA	Intermodal Surface Transportation Efficiency Act (1991)
ITE	Institute of Transportation Engineers
ITS	Intelligent Transportation System
JPA	Joint Participation/Planning Agreement
LAC	Flagler County Land Acquisition Selection Advisory Committee
LAP	FDOT's Local Agency Program
LBCS	Land-Based Classification Standard
LDC	Land Development Code
LDR	Land Development Regulations
LEED	Leadership in Energy and Environmental Design
LEPC	Local Emergency Planning Committee
LHAP	Local Housing Assistance Plan
LHP	Local Housing Partnership
LID	Low Impact Development
LIDAR	Light Detection and Ranging
LMC	Land Management Code
LMS	Local Mitigation Strategy
LOD	Limits of Disturbance
LOR	Lot of Record
LOS	Level of Service
LPA	Local Planning Agency
LRPB	Long Range Planning and Land Development Review Board
LRV	Light Rail Vehicle
LUI	Land Use Intensity

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
LUR	Land Use Ratio
M-1, 2...	Manufacturing zone/use of specified intensity
MF	Multifamily
MFR	Multifamily Residential (or Residence)
MGD	Millions of Gallons per Day
MH	Manufactured Housing
MH-1, 2...	Manufactured housing zone/use of specified intensity
MOU	Memorandum of Understanding
MPD	Master Planned Development
MPO	Metropolitan Planning Organization
MSA	Metropolitan Statistical Area (see also CMSA, PMSA, SMSA)
MSAG	Master Street Address Guide
MSBU	Municipal Services Benefit Unit
MSTU	Municipal Services Taxing Unit
MTS	Metropolitan Transportation System
MUD	Mixed Use Development (also listed as MXD)
NAHB	National Association of Home Builders
NAHRO	National Association of Housing & Redevelopment Officials
NAICS	North American Industry Classification System
NARC	National Association of Regional Councils
NEFRC	Northeast Florida Regional Council
NEPA	National Environmental Policy Act (1969)
NFIP	National Flood Insurance Program
NFPA	National Fire Protection Association
NGO	Non-Governmental Organization
NHC	National Hurricane Center
NHPA	National Historic Preservation Act
NHS	National Highway System
NPDES	National Pollutant Discharge Elimination System

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ACRONYM	MEANING/DEFINITION
NRCS	National Resources Conservation Service
NRI	Natural Resources Inventory
NRPA	National Recreation and Park Association
NRUS	Neighbors aRe US
NTHP	National Trust for Historic Preservation
NUMBY	Not Under My Back Yard
OAAA	Outdoor Advertising Association of America
ORC	Objections, Recommendation, and Comments
ORV	Off-Road Vehicle
P&Z	Planning & Zoning
PA	Property Appraiser
PA	Public Assistance
PB	Planning Board
PC	Planning Commission
PDB	Planning and Development Board
PCD	Planned Commercial Development
PCS	Personal Communication Services
PDR	Purchase of Development Rights
PE	Professional Engineer
PG	Professional Geologist
PHT	Peak Hour Traffic (or Peak Hour Trips)
PID	Planned Industrial Development
PLS	Professional Land Surveyor
PMSA	Primary Metropolitan Statistical Area
POA	Property Owners Association
PPB	Parts Per Billion
PPM	Parts Per Million
PRD	Planned Residential Development
PRD	Planned Rural Development

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
PRIDE	Promoting Rational Integration of Development and Environment
PSFE	Public School Facilities Element
PUD	Planned Unit Development
PWS	Public Water Supply
QOL	Quality of Life
QUIMBY	Quit Urbanizing In My Back Yard
R-1, 2...	Residential zone/use of specified intensity
RDA	Redevelopment Authority
RFP	Requests for Proposals
RFQ	Requests for Qualifications
RFRA	Religious Freedom Restoration Act (1993)
RLUIPA	Religious Land Use and Institutionalized Persons Act of 2000
ROSE	Recreation and Open Space Element
ROW	Right of Way
RPA	Regional Planning Agency
RPC	Regional Planning Commission/Council
RPZ	Runway Protection Zone
RTPA	Regional Transportation Planning Agency
RV	Recreational Vehicle
SAD	Special Assessment District
SCI	Schedule of Capital Improvements
SCOP	FDOT's Small County Outreach Program
SCORP	Statewide Comprehensive Outdoor Recreation Plan
SCPEA	Standard City Planning Enabling Act
SCRAP	FDOT's Small County Road Assistance Program
SEED	Sustainable Energy & Environmental Design
SEPA	State Environmental Protection/Policy Act
SEPC	State Emergency Planning Committee
SEQA	State Environmental Quality Act

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
SERT	State Emergency Response Team
SF	Square Foot
SF	Single Family
SFD	Single Family Dwelling
SFR	Single Family Residential (or Residence)
SHIP	State Housing Initiative Partnership
SIC	Standard Industrial Classification/Code
SIG	Street Index Guide
SJRWMD	St. Johns River Water Management District
SLAPP	Strategic Lawsuits Against Public Participation
SLO	Sensitive Lands Ordinance
SLOSH	Sea, Lake, and Overland Surges from Hurricanes
SMSA	Standard Metropolitan Statistical Area
SOB	Sexually Oriented Business
SOV	Single Occupancy Vehicle
SPA	Specifically Planned Area
SREF	Florida's State Requirements for Educational Facilities
SRESP	State Regional Evacuation Study Project
SRO	Single Room Occupancy
SRPP	Strategic Regional Policy Plan
STP	Surface Transportation Program
STPP	Surface Transportation Policy Project
SWIM	Surface Water Improvement and Management Program
SWPP	Surface Water Protection Plan
SZEA	Standard/State Zoning Enabling Act
TAZ	Traffic Analysis Zone
TCEA	Transportation Concurrency Exception Area
TDC	Tourist Development Council
TDM	Transportation Demand Management

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
TDP	Transit Development Plan
TDR	Transfer of Development Rights
TEA-21	Transportation Equity Act for the 21 st Century (1998)
TIA	Traffic Impact Analysis
TIF	Tax Increment Financing
TIN	Triangulated Irregular Network
TIP	Transportation Improvement Program
TMA	Transportation Management Area
TOD	Transit Oriented Development (or Design)
TPO	Transportation Planning Organization
TRO	Trip reduction Ordinance
TSM	Transportation System(s) Management
TZO	Temporary Zoning Ordinance
ULI	Urban Land Institute
UMAM	Florida's Uniform Mitigation Assessment Method
UMTA	Urban Mass Transit Administration
URP	Urban and Regional Planning (also URPL)
USACE	US Army Corps of Engineers (unofficially also listed as USACOE)
USC	United States Code
USDA	US Department of Agriculture
USDI	US Department of the Interior
USFS	US Forest Service
USFWS	US Fish and Wildlife Service
USGBC	US Green Building Council
USGS	US Geological Survey
USPLS	US Public Land Survey
UTM	Universal Transverse Mercator Grid
V/C	Volume-to-Capacity Ratio
VCARD	Volusia County Association for Responsible Development

Flagler County Comprehensive Plan 2010-2035

ACRONYM	MEANING/DEFINITION
VMT	Vehicle Miles Traveled
WHPA	Wellhead Protection Area
WMP	Watershed Management Plan (or Program)
WQMP	Water Quality Management Plan
WSA	Water Supply Assessment
WSFWP	Water Supply Facilities Work Plan
WSP	Water Supply Plan
ZBA	Zoning Board of Adjustment/Appeals (also ZBOA)
ZLL	Zero Lot Line
ZO	Zoning Ordinance

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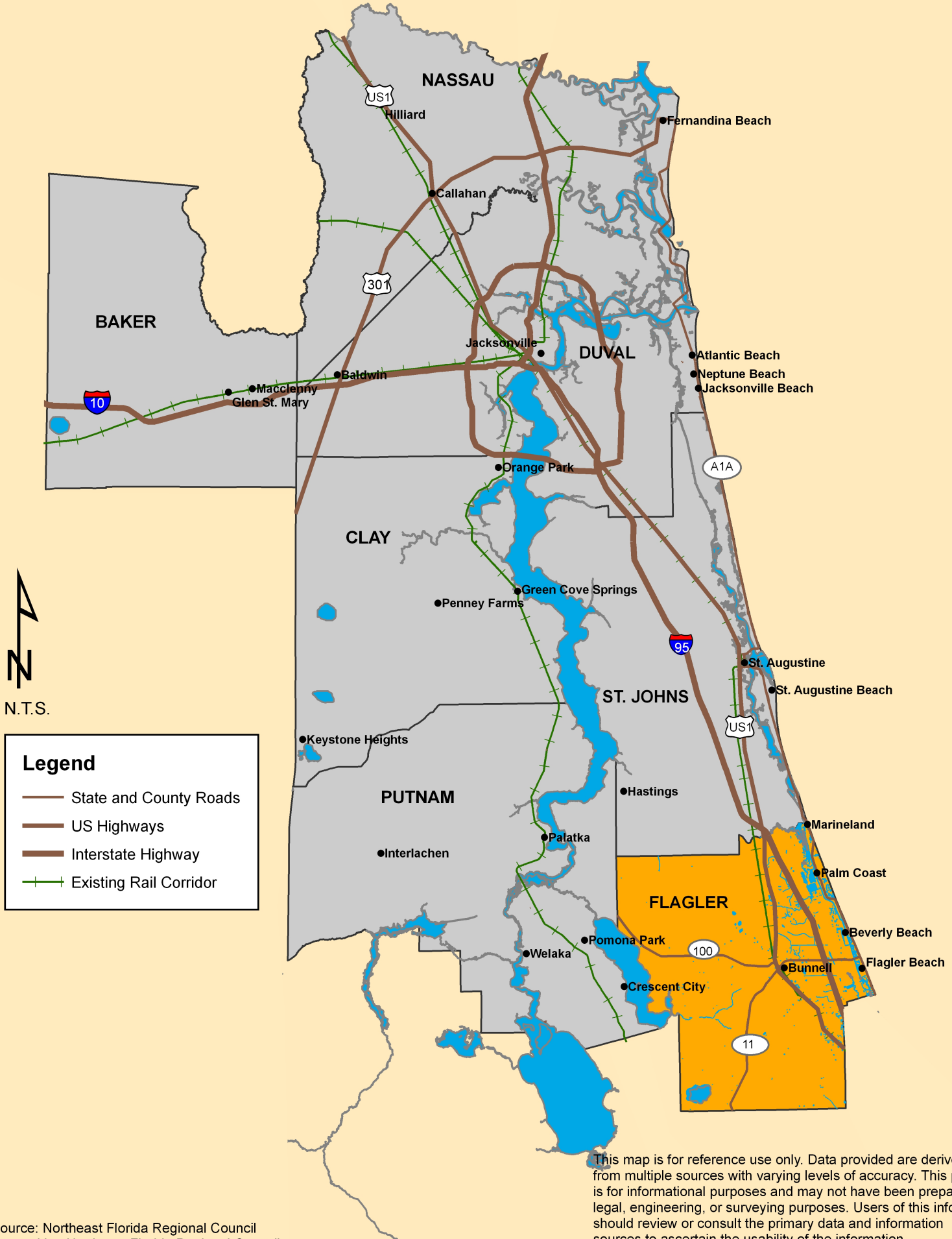
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NORTHEAST FLORIDA REGION

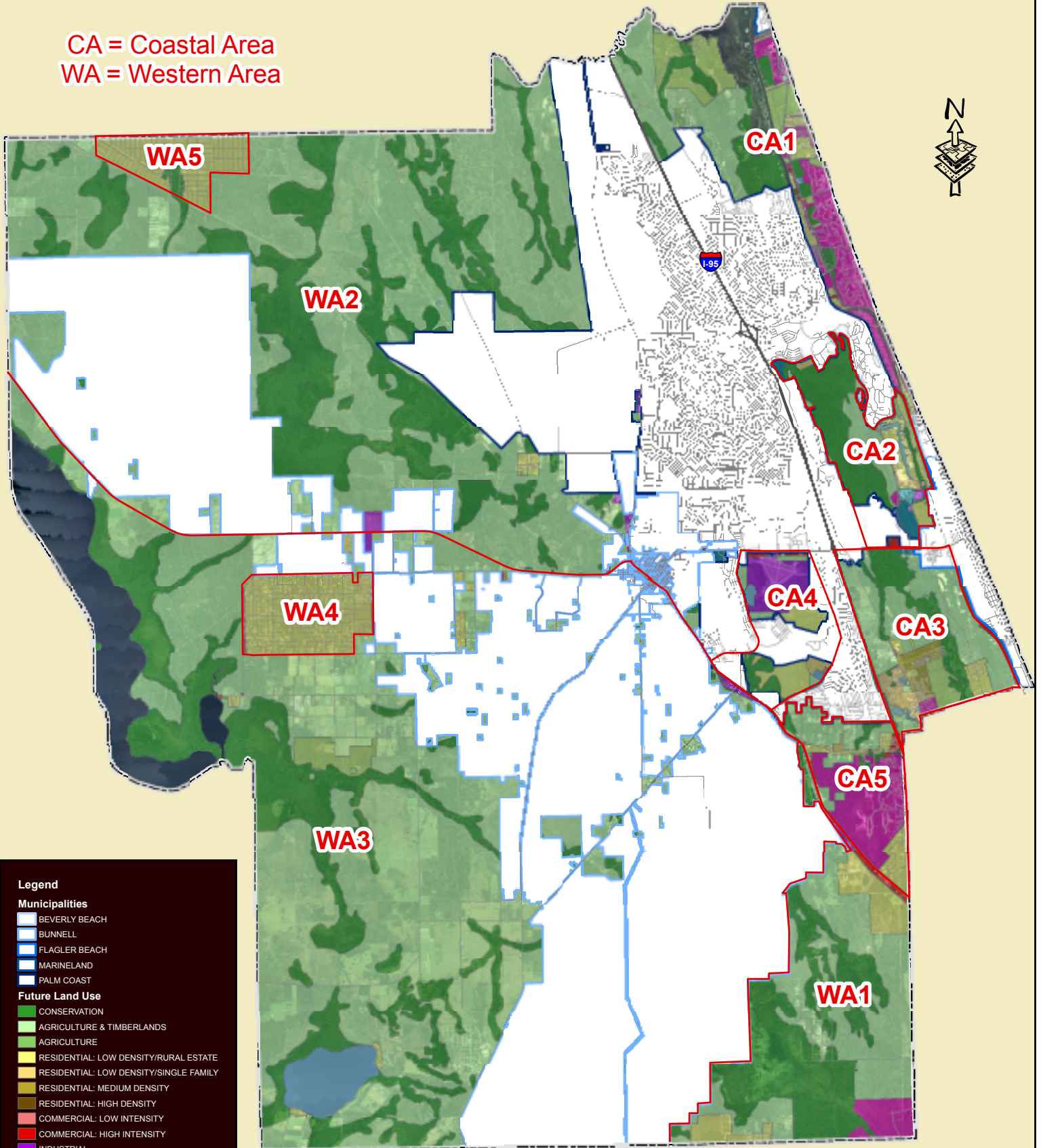


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Flagler County Study Areas

CA = Coastal Area
WA = Western Area



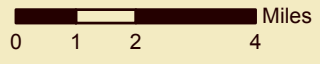
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Municipalities

- BEVERLY BEACH
- BUNNELL
- FLAGLER BEACH
- MARINELAND
- PALM COAST

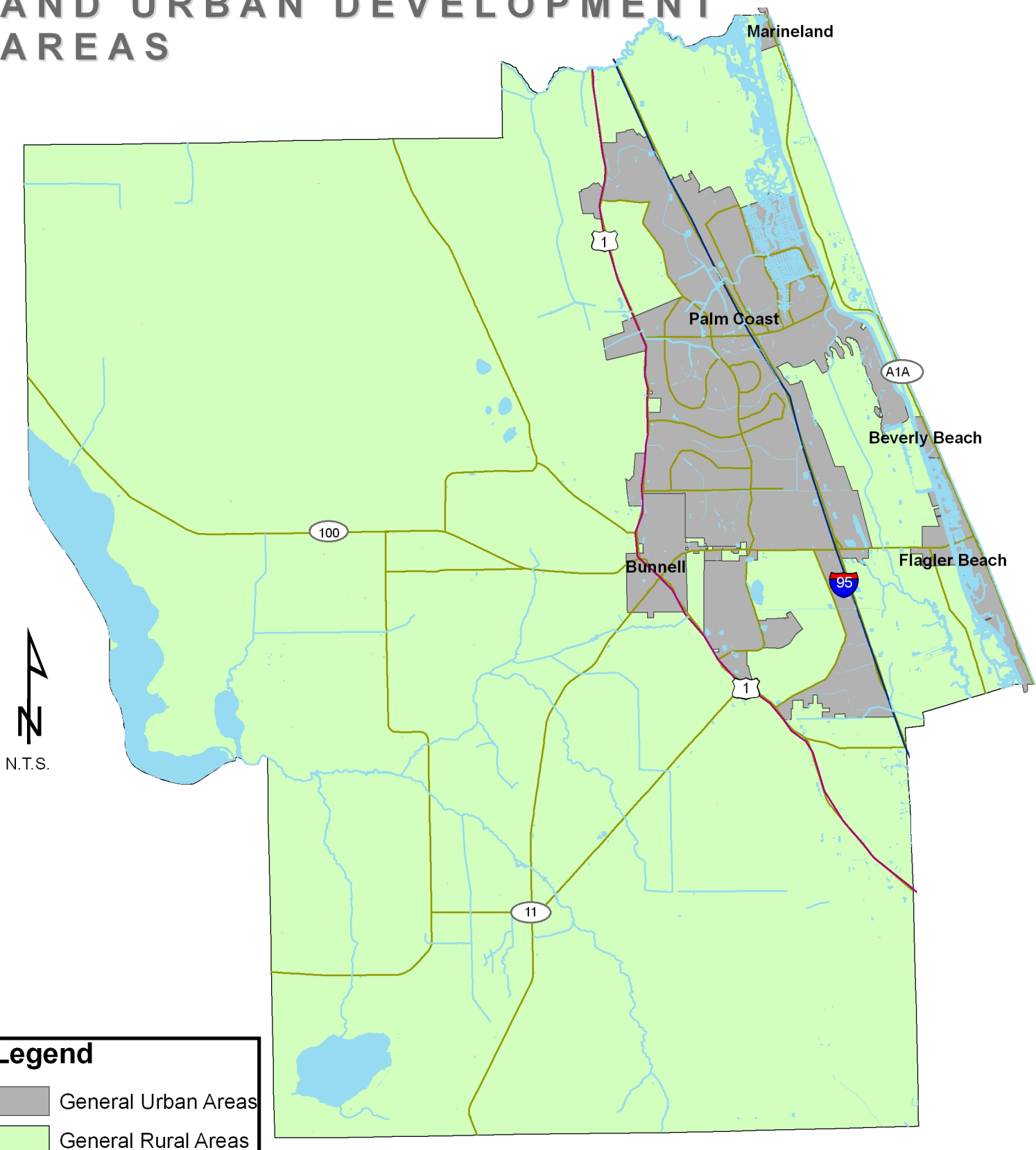
Future Land Use

- CONSERVATION
- AGRICULTURE & TIMBERLANDS
- AGRICULTURE
- RESIDENTIAL: LOW DENSITY/RURAL ESTATE
- RESIDENTIAL: LOW DENSITY/SINGLE FAMILY
- RESIDENTIAL: MEDIUM DENSITY
- RESIDENTIAL: HIGH DENSITY
- COMMERCIAL: LOW INTENSITY
- COMMERCIAL: HIGH INTENSITY
- INDUSTRIAL
- RECREATION & OPEN SPACE
- EDUCATIONAL USES
- MIXED USE: LOW INTENSITY
- MIXED USE: HIGH INTENSITY
- WATER



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GENERAL RURAL AND URBAN DEVELOPMENT AREAS



Legend

- General Urban Areas
- General Rural Areas

Source: US Census and TIGER
Created by: Northeast Florida Regional Council

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