



Flagler County Comprehensive Plan 2010-2035
Flagler County, Florida

Intergovernmental Coordination Element
Data and Analysis



Transmittal Hearing: October 18, 2010

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**INTERGOVERNMENTAL COORDINATION ELEMENT
DATA AND ANALYSIS**

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I. Introduction

The primary purpose of this element is to formulate an improved coordination process among adjacent local governments. More specifically, as stated by 9J-5.015 F.A.C., the purpose of this element is to identify incompatible goals, objective and policies and development proposed in local government comprehensive plans and to determine and respond to the needs for coordination processes and procedures with adjacent local governments, regional, and state agencies.

This element consists of an inventory of the adjacent counties, municipalities plus regional and state agencies in which coordination is required. The analysis section addresses the effectiveness of existing coordination mechanisms, specific problems and needs within each comprehensive plan element and recommendations for addressing the identified problems and for improving coordination in general.

II. Existing Conditions

The following list identifies all adjacent local governments, school boards, independent special districts, water management districts, regional planning agencies, state and federal agencies with which Flagler County coordinates with. The list also includes private utility companies that provide services within Flagler County.

Flagler County Municipalities

Bunnell
Beverly Beach
Flagler Beach
Marineland
Palm Coast

Adjacent Counties

Volusia County
St. Johns County
Putnam County

Adjacent Municipalities

City of Ormond Beach

School Board

Flagler County School District

Water Management District

St. Johns River Water Management District

Regional Planning Agency

Northeast Florida Regional Council

State Agencies

Department of Environmental Protection
Department of Transportation
Department of Children and Family Services
Department of Community Affairs
Department of Agriculture
Department of State, Division of Historical Resources
Florida Fish and Wildlife Conservation Commission

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Independent Special Districts

East Flagler Mosquito Control District
Dunes Community Development District
(Hammock Dunes PUD)

Private Utility Companies

AT&T
Florida Power and Light
Ocean City Utilities, Inc.
Plantation Bay Utility Company
TECO

Federal Agencies

United States Coast Guard
United States Army Corps of Engineers
United States Department of Housing and Urban Development
United States Department of Agriculture (Rural Development)
Federal Emergency Management Agency
United States Environmental Protection Agency

III. Description of Existing Coordination Mechanisms

The following is a description of the coordination mechanisms for each entity listed.

1. Municipalities

- a) Flagler County and the City of Bunnell, Flagler Beach and Palm Coast have written interlocal mutual aid agreements for fire protection services. The County provides limited funds for fire equipment.

Coordination: Flagler County Administrator's Office

- b) Flagler County and the City of Bunnell, Beverly Beach, Flagler Beach and Palm Coast have written interlocal agreements for distribution of revenues from the Local Option Gas Tax. The monies are used to pave and maintain local roadways.

Coordination: Flagler County Administrator and County Engineer

- c) Flagler County and the City of Flagler Beach have written inter-local agreements for fire safety inspection services. Flagler County provides fire inspection services for a fee.

Coordination: Flagler County Building Department

- d) Flagler County and the Cities of Bunnell and Flagler Beach and the Towns of Beverly Beach and Marineland have written interlocal agreements for a County-wide solid waste-recycling program.

Coordination: Flagler County Road and Bridge Department and the County

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Administrator Office

- e) Flagler County and the Cities of Bunnell and Flagler Beach and the Town of Beverly Beach have written interlocal agreements for collection of County-wide solid waste impact fees.

Coordination: County Administrator, Finance and Building Departments

- f) Flagler County and Beverly Beach have a written interlocal agreement for the provision of law enforcement services.

Coordination: Flagler County Sheriff's Department.

- g) Flagler County and the Cities of Bunnell, Flagler Beach and the Towns of Beverly Beach and Marineland have interlocal agreements for the collection of County-wide transportation, and parks and recreation impact fees.

Coordination: County Administrator, Finance, Planning, Engineering and Building Departments

- h) Flagler County and the Cities of Bunnell, Flagler Beach and the Town of Beverly Beach have interlocal agreements for a Local Mitigation Strategy (LMS).

Coordination: County Administrator and Planning/ Engineering Departments

- i) Flagler County and the City of Flagler Beach have an interlocal agreement for building permit review and inspection services for a fee.

Coordination: Building Department

2. Adjacent Counties

- a) Flagler County and Volusia County have signed interlocal agreements for the provision of mutual aid fire protection services to the Rima Ridge - Smokerise Area of Flagler County.

Coordination: Flagler County Administrator's Office

- b) The Flagler County School Board and the Volusia County School Board have written interlocal agreements to allow Flagler students in south Flagler to attend Volusia County schools.

Coordination: Flagler County School Board Office.

3. State Agencies

- a) The St. Johns River Water Management District issues permits for consumptive use of water, well construction, surface water management,

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wetlands jurisdiction and storm water management systems.

Coordination: County Engineer and County Planning Offices

- b) The Department of Environmental Protection (DEP) is responsible for resource and recreation land acquisition, land management and resource regulation and research. DEP also acquires land in coastal areas, operates state aquatic preserves, acquires and operates state parks, and provides matching funds to local governments for land acquisition and development, and as agents of the Trustees, manages submerged lands. DEP is responsible for regulating construction and excavation in coastal areas to maintain the stability of the beach dune system and to protect upland properties. DEP also conducts research in resource management, as in marine fisheries management. In addition; the Department is responsible for administering statutes and rules related to surface and groundwater water quality, air quality, sanitary landfill permitting and wetlands protection. The Department also regulates dredge and fill in marine coastal and wetland areas.

Coordination: Road and Bridge, County Engineer and County Planning

- c) The Florida Department of Transportation (FDOT) is responsible for building and maintaining state roads. FDOT also operates a grant program for transit services and participates with the FAA and local governments in designing, building and maintaining public airports.

Coordination: County Engineer and County Planning

- d) The Florida Department of Children and Family Services funds and administers health and social services at the state and district levels. County Health Units provide a range of health care services using funds from federal, state and county sources.

Coordination: Flagler County Commission and the County Building Department.

- e) The Department of Community Affairs is the state land-planning agency. DCA will review local government comprehensive plans against established criteria expressed in Rule 9J-5 and will provide an initial review to assure that local plans are consistent with the State Plan. DCA is responsible for state review of Developments of Regional Impact (DRI's). DCA also operates housing assistance programs as well as programs that affect the provision of affordable housing.

Coordination: County Planning

- f) The Northeast Florida Regional Council (NEFRC) reviews local government comprehensive plans for consistency with both the Comprehensive Regional Policy Plan and the State Comprehensive Plan. The NEFRC is also responsible for regional reviews of DRI's. The NEFRC serves as a local

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forum where interlocal problems can be identified and provides an opportunity for problem resolution. The NEFRC also administers Florida's Intergovernmental Coordination and Review Process.

Coordination: Flagler County Administrator and County Planning

- g) The Department of Agriculture and Consumer Services is charged with enforcing regulatory laws protecting consumers and agricultural producers. The Institute of Food and Agricultural Sciences (IFAS) conducts agricultural research and provides education services in agricultural sciences. The local County extension offices provide agricultural technical assistance and consumer information.
- h) The Department of State, Division of Historical Resources administers the state's historic preservation program. It is the division's responsibility to direct the survey of archaeological and historic sites and properties throughout the state and assist local organizations in planning and implementing historic preservation programs and related activities.
- i) The Florida Fish and Wildlife Conservation Commission (FWC) is responsible for the management of all fish and wildlife resources. The FWC headquarters are located in Tallahassee and there are 5 regional offices. The primary functions of the FWC consist of law enforcement, research, resource management and public outreach.

Coordination: Flagler County Planning Office
 Flagler County Engineering Office
 Flagler County Parks and Recreation
 Flagler County Sheriff's Department

- j) The Florida Inland Navigation District (FIND) is responsible for coordinating maintenance dredging of inlets and the Intracoastal Waterway. The FIND has prepared a statewide dredge spoil disposal plan.

Coordination: Flagler County Engineering Office
 Flagler County Planning Office

4. Independent Special Districts

- a) The East Flagler Mosquito Control District provides mosquito control services to the eastern coastal areas (east of US Highway 1) of Flagler County. The Florida Coordinating Council on Mosquito Control reviews Mosquito Control agency activities.

Coordination: Flagler County Commission

- b) Dunes Community Development District (Hammock Dunes PUD) - The Dunes Community Development District was created in 1985 by the Florida Land and Water Ad judicatory Commission. The CDD was created to provide necessary infrastructure and maintenance of capital facilities for the

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Hammock Dunes - PUD.

Coordination: County Engineer, County Administrator and County Planning

5. Private Utility Companies

- a) Florida Power and light provides electrical service to Flagler County. The Florida Public Service Commission regulates Florida Power and Light's rates.

Coordination: County Engineer, County Administrator and County Planning

- b) BellSouth Telecommunications provides telephone service to Flagler County. The Florida Public Service Commission regulates Southern Bell rates.

Coordination: County Engineer, County Administrator and County Planning

- c) Plantation Bay Utility Company provides central water and sewer service to the Plantation Bay-DRI development. Plantation Bay Utility Company rates are regulated by the Florida Public Service Commission.

Coordination: County Engineer and County Planning

6. Adjacent Municipalities

- a) City of Ormond Beach (Volusia County). Flagler County has an interlocal agreement with the City of Ormond Beach for the provision of services or joint use of facilities to the portion of the Hunter's Ridge DRI that is located in southern Flagler County.

7. Federal Agencies

- a) The United States Coast Guard provides technical assistance primarily through its police powers and over waterways and its search and rescue duties. Other assistance is provided through the following: preliminary investigation of surface water pollution, maintaining and regulating navigational aids, boat safety and licensing, and federal law enforcement.

Coordination: Flagler County Health Department
Flagler County Sheriff's Department
Flagler County Civil Defense Office

- b) The United States Army Corps of Engineers is responsible for developing and maintaining navigable waters and the designing and construction of flood projects. The Corps also has developed rules regarding wetlands and wetland alteration. The Corps requires permits for dredge and fill activities in wetlands. Corps permits are required for the construction of any water structure, such as docks, piers and marinas in navigable waters. The Corps, together with DEP, works with the Florida Inland Navigation District, which is the lead agency for coordination of dredge and spoil disposal.

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Coordination: Flagler County Building Department
Flagler County Engineering Office

- c) The United States Department of Housing and Urban Development (HUD) provides funding to the state for affordable housing programs and rental assistance projects for low and moderate-income people. Community Development Block Grants are made available through HUD for the rehabilitation of substandard housing and community infrastructure. Funds are made available through the state or in some cases, directly to the project.

Coordination: Flagler County Commission
Flagler County Housing Authority

- d) The United States Department of Agriculture provides services and operates a range of programs including agricultural research and provides marketing standards, administers price supports and makes loans to farmers. USDA's Soil Conservation Services (SCS) provides farmers with information regarding soil and water conservation techniques. The Rural Development Office provides farm labor housing loans, rural rental housing loans and rural housing preservation grants for very low and low-income individuals.

Coordination: Flagler County Agricultural Extension
Flagler County Commission

- e) The Federal Emergency Management Agency regulates development in the 100-year floodplain through the National Flood Insurance Program, which consists of two phases, emergency and regular programs. The federal role is that of information gathering, developing floodplain management criteria, floodplain mapping, technical planning and implementation services to state and local governments. The primary coordination mechanism for the federal programs is the Interagency Floodplain Management Task Force, which has operated under the auspices of the Federal Emergency Management Agency (FEMA) since 1982. The County participates in the National Flood Insurance Program.

Coordination: Flagler County Emergency Management Office
Flagler County Engineering Office

- f) The U. S. Environmental Protection Agency (EPA) coordinates government action in protecting the environment by controlling air and water pollution. The EPA has identified six air pollutants that in high concentration can have negative impacts on the environment and human health. Water pollutions have been identified and standards have been designed regulating both air and water pollutants. EPA distributes funds to states which establish criteria toward the reduction of these pollutants and provides funds to states for projects that clean-up existing pollution problems and to prevent further pollution.

Coordination: Flagler County Engineering Office

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Flagler County Solid Waste Division
Flagler County Emergency Management Department

8. Private Non Profit Corporations

- a) The State Housing Initiative Partnership program (SHIP) is administered by the Florida Housing Finance Corporation. This agency provides the County with a minimum of \$350,000 per year and is authorized to provide additional funds above this amount based on the County's population. The funds are generated by a statewide documentary tax on all real estate transactions. Funds are used to assist very low and low to moderate income families' purchase, repair and replace homes.

Coordination: Flagler County Board of County Commissioners
 Flagler County Planning Department

IV. ANALYSIS OF NEED AND RECOMMENDED CHANGES

This section determines the effectiveness of existing coordination; delineates specific problems and needs within each plan element, which could benefit from improved intergovernmental coordination.

A. Future Land Use Element

Intergovernmental coordination policies in relation to the Future Land Use Element focus on the development of principles, concepts and guidelines that can be used in the accomplishment of coordination between Flagler County and the various municipalities, adjacent county, regional and state governments.

Flagler County should continue to make sure that annexations and development in unincorporated areas adjacent to municipal boundaries and other County boundaries are compatible.

Land Use Compatibility/Annexations

Existing Method of Coordination: The Flagler County Future Land Use Element directs the County to evaluate the impacts of development on Flagler County that occurs in adjacent local governments. Since 1990, the County has been addressing this issue by obtaining and reviewing copies of the adopted and proposed Comprehensive Plans of adjacent counties and municipalities. Also, since 1990, the County has held informal joint meetings with the City of Flagler Beach, City of Bunnell, Town of Marineland, the City of Palm Coast and the City of Ormond Beach. These meetings were held in order to allow joint planning review and recommendations for proposed Future Land Use Map amendments or coordination of Development of Regional Impact (DRI) projects.

The City of Bunnell and the City of Palm Coast have annexed considerable

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area of unincorporated Flagler County since 2005. The cities and Flagler County are working to ensure that there is a coordinated effort with the planning of the annexed areas. Additionally, there are informal procedures for coordinating future annexations. Flagler County identified a need to further refine these informal procedures as part of the Evaluation and Appraisal Report in 2009. All parties agree that a coordinated effort is need to ensure that a safe and reasonable method is established for future annexations.

Nature of Relationship: Flagler County has the authority to regulate land uses within its boundaries. Flagler County does not have any joint-planning agreements with adjoining cities in place at this time.

Office with Primary Responsibility: Flagler County Planning Department

Effectiveness of Coordination: The review of adopted and draft copies of proposed land uses has worked well for most areas. Formal and informal meetings have also worked well to address annexation and DRI issues. The need for either memorandum of understanding or formal joint-planning agreements could better define the roles and responsibilities of the County and cities with regard to planning for future annexation or expansion of utility service area.

Deficiencies and Needs: The 2009 EAR identified a need for greater coordination with the City of Bunnell and the City of Palm Coast with regard to the expansion of the cities into western Flagler County.

Recommendations: The County understands that the future development of the areas annexed by Palm Coast and Bunnell will require extensive coordination with regards to the provision of services, protection of natural resources and preservation of rural and agricultural resources. The goals, objectives and policies of the Intergovernmental Element have been amended to address these issues.

B. Transportation Element

The Flagler County traffic circulation system is composed of state, county and local roads. Roads are most densely concentrated in the eastern portion of the County, which also is the most densely developed area with the majority of the population residing in the cities of Bunnell, Flagler Beach, and Palm Coast and along the east coast.

1. Growth along State Roads

Commercial and residential growth is increasing in the unincorporated areas along State Road 100 and A1A. Industrial development is increasing along U.S. 1 and the adjacent Florida East Coast rail line. Traffic is increasing causing increased congestion and reducing available roadway capacity.

Existing Method of Coordination: The County has formal and informal

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relationships with the FDOT to address carrying capacity problems, minimize driveway and median cuts and require off-site roadway improvements of developers.

The issue of establishing a standalone Metropolitan Planning Organization (MPO)/Transportation Planning Organization (TPO) or folding into an existing MPO, such as the Volusia County TPO is an important issue that requires the cooperation of all the local governments within Flagler County. The timing is tied to the final results of the 2010 Census. The critical concern is with the ability to plan and maintain control of transportation funding to ensure that all of Flagler County benefits. The County and City leaders will not know all of the options until the Census is completed. This issue requires coordination between the County and Cities, as well as the FDOT.

Nature of Relationship: The County has no authority to require FDOT to make improvements to state highways. The County does recommend improvements and supports FDOT policy and standards. The County and FDOT coordinate with the review of Development of Regional Impacts to ensure proper mitigation is provided.

Office with Primary Responsibility: County Engineering and Planning Departments.

Effectiveness of Coordination Mechanisms: The current coordination mechanism is effective in addressing County concerns. The future concern is that Flagler County obtain its fair share of federal and state funding. The discussion pertaining to joining an existing MPO or forming a new MPO/TPO is the critical issue that needs to be addressed.

Deficiencies and Needs: Flagler County must be aware of the impacts of either being absorbed in to the Volusia County MPO or creating its own MPO/TPO. This is very important given that impacts from growth will continue to impact state highways, the need for road improvements and access controls will increase. The County should continue to communicate its concerns and needs to FDOT and then coordinate with FDOT on specific actions required for road improvements and support FDOT policies which control access on state highways.

Recommendations: Flagler County should continue to review the options of creating a standalone MPO/TPO or joining an existing TPO. This also needs to be coordinated with the other local governments.

2. Maintaining Concurrency and Level of Service Standards (LOS)

A number of roads classified under the County road system and State road system pass through municipal boundaries. The Cities, County and State have established specific Level of Service Standards for all roads for purposes of operation and capacity. In order for the County and State to maintain the established LOS road improvements such as adding additional

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lanes are necessary. This requires the expenditures of County and State funds for roadway improvements. The County funds the roadway improvements with impact fees and local option gas tax monies. The cities are paying their pro-rata share for the road cost required to maintain and improve roadways. In 1990, as part of the development of the Transportation Impact Fee program, the County and municipalities established the same LOS for roadways regardless of jurisdictional boundaries.

Existing Method of Coordination: Since 1990, the County and the cities of Flagler Beach, Bunnell, Beverly Beach, the City of Palm Coast and the Town of Marineland have entered into formal agreements for collection of countywide transportation impact fees. The interlocal agreements vary in collection methods, but all require payment of impact fees prior to issuance of a building permit. Flagler County and the municipalities have coordinated the identification of County roadway and transportation system management (TSM) type improvements.

Nature of Relationship: The County is responsible for the establishment of LOS standards on County roads. The municipalities have the authority to establish LOS standards for all roads within their jurisdictions for the purpose of issuing development orders and permits.

Office with Primary Responsibility: County Engineering and Planning Departments.

Effectiveness of Coordination Mechanisms: The current coordination is effective in the area of ensuring that impact fees are shared between local governments.

Deficiencies and Needs: The County and municipalities should continue to ensure that they have consistent LOS standards for all County and State roads. Mutual control of traffic generators, road improvements and equitable sharing of costs should maintain LOS standards and concurrency.

Recommendations: The County should continue to review the Local Government Comprehensive Plans of adjacent local governments to ensure LOS standards remain compatible.

3. Dunes Community Development District

The Dunes Community Development District (CDD) is responsible for the maintenance and upkeep of the Hammock Dunes Bridge. This bridge connects the barrier island development with the mainland. This bridge plays a critical role in the Peacetime Emergency Management Plan for the County since it provides the most accessible route for evacuation of the unincorporated areas of the barrier island.

Existing Method of Coordination: The County coordinates with the Dunes Community Development District as part of the maintenance, upkeep and use

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of the bridge. There is no formal coordination process, but the staff and elected leaders have open lines of communication.

Nature of Relationship: The Dunes Community Development District is a private, quasi-governmental agency that provides for the management of specific infrastructure that serves the Hammock Dunes and Matanzas Shores. Although Flagler County approved the creation of the Community Development District, the County does not have any oversight or control of the operations Dunes Community Development District. The County collects ad valorem taxes for the CDD.

Office with Primary Responsibility: County Engineering and Planning Departments.

Effectiveness of Coordination Mechanisms: Correspondence has been an effective means of coordination in this case.

Deficiencies and Needs: The existing method of coordination is sufficient to handle the needs of the County.

Recommendations: The County sees no need to change the existing mechanism at this time.

C. Conservation Element

1. Development in Floodplains

Flagler County has adopted a floodplain ordinance for lands located within the 100-year floodplain. The adopted floodplain management ordinance is consistent with the Federal Emergency Management Agency (FEMA) guidelines for the National Flood Insurance Program (NFIP).

Existing Method of Coordination: The County coordinates issues, regulation changes, and problems that arise with FEMA and the Florida Department of Community Affairs (DCA) and the St. Johns River Water Management District. The main method used for coordination among these entities is correspondence, as the need requires.

Nature of Relationship: FEMA is responsible for ensuring local compliance with the National Flood Insurance Program (NFIP) regulations. DCA is the technical assistance office for the NFIP in Florida. The SJWRMD regulates management of surface waters.

Office with Primary Responsibility: County Engineering Department and Building Department.

Effectiveness of Coordination Mechanisms: Correspondence has been an effective means of coordination in this case. Once the ordinance was in

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place and working, the need for coordination became sporadic. It is only when the requirements of FEMA change that there is a need for coordination. Correspondence serves this need well.

Deficiencies and Needs: The existing method of coordination is sufficient to handle the needs of the County.

Recommendations: The County sees no need to change the existing mechanism at this time.

2. Protection of Wetlands

State, regional and federal agencies have responsibility for permitting development in wetlands. The Florida Department of Environmental Regulation and U.S. Army Corp of Engineers permits dredge and fill activities in wetlands. The St. Johns River Water Management District issues surface water management permits.

Existing Method of Coordination: Little coordination now exists among all these entities. Developers must seek permits from each individual agency (whose different rules and regulations sometimes conflict with each other). Flagler County has attempted to introduce some coordination into the permitting process in the County by requiring that the developer obtain all necessary permits from the other agencies before issuing a County permit.

Nature of Relationship: The responsibility for permitting development in the wetlands is determined by the jurisdiction of the individual entities.

Office with Primary Responsibility: County Engineering and Planning Departments.

Effectiveness of Coordination Mechanisms: The coordination and communication between federal, state and local authorities has improved since the 1990's. The permitting aspect has seen the greatest improvements.

Deficiencies and Needs: A method or mechanism of coordination needs to be instituted to address these conflicting regulations. The County and cities need to address wetlands in a uniformed planning process to eliminate developers from playing one entity against the other.

Recommendations: The County should jointly develop a memorandum of understanding with regional, state and federal agencies as appropriate to resolve conflicts in wetland permitting regulations that affect Flagler County.

D. Recreation and Open Space Element

1. Financing Park and Recreation Facilities and Coordinating the Provision of Recreation Facilities

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Flagler County and the municipalities continue to develop a county-wide parks and recreation system that provides district, community and neighborhood parklands and facilities. An integral part of the recreation system is the countywide recreation impact fee. Revenue generated from this fee is used to develop recreation areas and facilities.

Existing Method of Coordination: Flagler County has established a Parks and Recreation Advisory Board. This advisory board makes recommendations regarding parks and recreation funding, park site development and countywide park locations and needs assessment. The Parks and Recreation Advisory Board also address the municipalities' park and recreation needs.

Nature of Relationship: The County and the municipalities are equally responsible for providing funding for countywide parks.

Office with Primary Responsibility: Flagler County Parks and Recreation Department

Effectiveness of Coordination: The County should coordinate with federal, state and local agencies to ensure an efficient use of limited funds in order to obtain and manage county-wide park facilities. This will increase as the County's role as a provider of community and neighborhood parks decreases as cities annex more of the land area.

Deficiencies and Needs: None at this time.

Recommendations: The County should continue to coordinate with the other providers of public recreation and open space.

E. Infrastructure - Sanitary Sewer, Drainage, Potable Water, Natural Groundwater Aquifer Recharge and Solid Waste Element

1. Sanitary Sewer Service Needs

Flagler County operates a wastewater treatment facility for the City of Beverly Beach. This is a result of a private provider defaulting on its ability to run the plant. All of the other wastewater service needs of the unincorporated areas of Flagler County are served exclusively by privately owned business entities. The service areas are based on the jurisdiction of those municipalities that provide these services and the restrictions established for the private utilities operating in the County. The role of Flagler County government with regard to wastewater service is assuring that new development provides for safe methods of collection and disposal that are consistent with the adopted levels of service. Flagler County also must be able to coordinate with the City of Beverly Beach for the sanitary sewer collection and disposal facilities. The existing coordination mechanism between governmental agencies in this regard works quite effectively.

The local government has the means of controlling the timely development of

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wastewater services through the Concurrency Management System as implemented by the County's Land Development Code and Building Permit issuance procedure. Building moratoriums in areas of inadequate wastewater service have been a very effective means of bringing these areas back into compliance.

It appears that further coordination with regard to the provision of sanitary sewer in the area west of US 1 will need to be improved. This will require the development of the appropriate agreements or memorandum of understanding with the cities of Bunnell or Palm Coast. East of US 1 the majority of areas are adequately served by public or private utilities. This means that the role of the County is limited to regulatory and not a collector/treatment provider of sanitary sewer. There are currently sufficient methods of coordinating with regard to the collection/treatment of sanitary sewer in the eastern area of Flagler County.

2. Potable Water Service

Flagler County does not own or operate any potable water treatment facilities. The County provides retail services to the City of Beverly Beach by purchasing potable from the City of Palm Coast. This is a result of a private provider defaulting on its ability to run the potable water utility. Residents of Flagler County are served exclusively by either on-site wells or privately owned business entities. The service areas are based on the jurisdiction of those municipalities that provide these services and the restrictions established for the private utilities operating in the County. Additionally, Flagler County must coordinate with the City of Palm Coast for the purchase of potable water to serve the City of Beverly Beach. The role of government with regard to potable water service is in the regulatory capacity to assure that the quality and quantity of service meets the public needs. The existing coordination mechanism between governmental agencies in this regard works quite effectively.

Flagler County has the means of controlling the timely development of wastewater services through the Concurrency Management System as implemented by the County's Land Development Code and Building Permit issuance procedure. Building moratoriums in areas of inadequate wastewater service have been a very effective means of bringing these areas back into compliance.

The future role of Flagler County as a potable water supplier and distributor is on "as needed basis". The recent annexations resulted in a smaller area under the County's jurisdiction, while increasing the service area of the respective cities. Flagler County is willing to provide the services in the future if it is financially feasible and coordinated with the adjoining cities and private providers.

It appears that further coordination with regard to the provision of potable water in the area west of US 1 will need to be improved. This will require the development of the appropriate agreements or memorandum of

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understanding with the cities of Bunnell or Palm Coast. East of US 1 the majority of areas are adequately served by public or private utilities. This means that the role of the County is limited to regulatory and not a provider/distributor of potable water. There are currently sufficient methods of coordinating with regard to the provision of potable water in the eastern area of Flagler County.

3. Stormwater Management Systems

Stormwater management of the unincorporated lands of Flagler County is largely the product of private development efforts. These systems are intended to serve the needs of their adjacent lands with regard to storm water drainage, aquifer recharge, pollution abatement and in some cases aesthetic enhancement. Traditionally, these facilities are constructed as part of the initial land development improvements. After these facilities are deemed adequate to serve their purpose and are properly constructed, their ownership is transferred to a public or quasi-public body for perpetual operation and maintenance. These bodies can be property owners' associations, special taxing districts or city and county governments.

The control of storm water management systems is vested in the St. Johns River Water Management District. This governmental agency requires permits for all projects that exceed certain threshold criteria. Permits are granted based on adequate demonstration that the proposed system will accomplish certain water quantity and quality objectives.

Local government's role is similar to that played in wastewater and potable water services. They assure that adequate facilities are constructed to provide for the health and welfare of residents who will occupy the land. The land development ordinances require that this portion of the infrastructure system be planned for or be in place before development occurs.

Stormwater management is addressed through specific intergovernmental strategies. Like wastewater and potable water system control, there appears to be adequate intergovernmental coordination to assure sufficient capacity is available for future water management facilities.

4. Natural Groundwater Aquifer Recharge

As water use increases in Flagler County and in adjacent counties, so does the need for intergovernmental coordination. At the county level, coordination is necessary between Flagler County and the cities within the county to insure that the water supply plans for all areas are mutually compatible. Coordination between Flagler County and adjacent counties is necessary to address water supply issues. This need for inter-county coordination is highlighted by the fact that part of the recharge to the Floridan aquifer in Flagler County comes from the DeLand Ridge in Volusia County. Coordination should be undertaken to ensure that the water resources in Volusia County are protected and not overdeveloped to the detriment of Flagler County.

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At the regional level, coordination is necessary between Flagler County and both the SJRWMD and the Regional Planning Councils. The SJRWMD is responsible for the planning and regulation of all water use within Flagler and the three surrounding counties and, thus, SJRWMD is the natural focus for all intergovernmental coordination needs from a technical standpoint.

Comprehensive land use plans developed by adjacent counties will need to be coordinated. Flagler, St. Johns and Putnam counties are all within the Northeast Florida Regional Council (NEFRC) and Volusia County is within the East Central Florida Regional Planning Council (ECFRPC). Water supply demands and proposed well field locations developed by adjacent counties will need continued coordination by the Regional Planning Councils and with the SJRWMD to ensure that no conflicts arise between adjacent land use and water supply plans.

5. Solid Waste

In 1992, Flagler County closed the only landfill in the county and signed an interlocal agreement with Volusia County for the disposal of all solid waste generated in Flagler County. The term of this agreement is twenty (20) years. Prior to the closing of the Flagler County landfill the County had a solid waste impact fee program and solid waste interlocal agreements with the incorporated communities for use of a Flagler County landfill. The Volusia County solid waste agreement has allowed the County to rescind its solid waste impact fee ordinance and related municipal intergovernmental agreements. The existing method of intergovernmental coordination is effective. It is anticipated that Flagler County will seek out alternatives to using the Volusia County landfill that minimize traditional bury and cover technologies and emphasize alternative energy generation and recycling.

F. Housing Element

1. Subsidized Housing Development

There are a number of programs for subsidized housing primarily at the federal level. The U.S. Department of Housing and Urban Development (HUD) funds numerous rental housing subsidy programs. Major federal programs include the traditional Public Housing Program - Section 8, Section 202, Section 312, Section 221-d3 and Section 236. Some of these programs are not presently being funded for additional construction, nevertheless housing constructed or rehabilitated under these programs in the past continues to serve the occupants and provide for additional tenants when vacancies occur.

In addition to HUD's programs, other rental and owner subsidy programs are funded by the Rural Development of the Department of Agriculture. Rural Development's rental programs include Section 515 rental housing program

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and the Section 514/516 Farm Labor Housing Program.

There is also the State Housing Initiative Partnership program (SHIP) that is administered by the Florida Housing Finance Corporation. This agency provides the County with a minimum of \$350,000 per year and is authorized to provide additional funds above this amount based on the County's population. The funds are generated by a statewide documentary tax on all real estate transactions. Funds are used to assist very low and low and moderate-income families purchase and repair homes.

Existing Method of Coordination: The Florida Department of Community Affairs (DCA) receives funds for the HUD rental housing programs from the U.S. Department of Housing and Urban Development. It is DCA's responsibility to distribute the funds and to provide administrative directives to the Flagler County Housing Authority. Regarding the Department of Agriculture's housing programs, it is the responsibility of Rural Development to administer funding for the Section 515 rental-housing program. The Housing Authority of Flagler County and regional Rural Development offices are responsible for disseminating information, screening applicants, distributing subsidies and monitoring landlords and clients. Regarding the SHIP program, the Flagler County Board of County Commissioners and Planning Department provides local program administration.

Since 1993, Flagler County has participated in the State Housing Initiatives Partnership (SHIP) program. A local housing partnership was created and the program provides funding for down payment - closing costs assistance, replacement housing and supplementary assistance to the Rural Economic and Community Development (RECD) 504 Rehabilitation Program.

Nature of Relationship: DCA and the Rural Development regional office (Gainesville) administer funding and monitor these programs at the local level. As mentioned, Flagler County is responsible for local program administration of the SHIP program.

Office with Primary Responsibility: The Housing Authority of Flagler County and Flagler County Board of County Commissioners and the regional Rural Development offices are the offices with primary responsibility.

Effectiveness of Coordination Mechanisms: DCA and Rural Development coordinate their respective programs with the Housing Authority of Flagler County. The local housing authority and the DCA and Flagler County Board of County Commissioners coordinates methods of outreach to eligible families at the local level. The SHIP program is administered at the local level. The State Housing Finance Corporation limits its administrative oversight to ensuring that the County administers the program in accordance with state law and agency rules.

Deficiencies and Needs: Funding for subsidized rental housing programs should be increased and these programs should be coordinated with DCA, the Housing Finance Corporation and the Rural Development regional and

state offices.

Recommendations: Based on population projections, there is a need to continue rent subsidy programs in Flagler County. The County should continue its support of the SHIP program, the local housing authority and regional Rural Development offices in securing and administering necessary program funding.

2. Community Development Block Grant (CDBG) Program

CDBG grants are competitive by design with most grants being awarded to communities that have a large percentage of families with low average incomes. The average family income in Flagler County is not in the low range relative to other communities that participate in the CDBG program. Although the lack of low average incomes puts the County at a disadvantage when developing a CDBG grant application, it has the potential to increase its grant application score by contributing grants, loans, and local revenues to a proposed CDBG project.

Recommendations: Flagler County should continue to apply for Community Development Block Grant funds for the rehabilitation of housing units and other housing and community related projects. Also, in recognition that CDBG grants are competitive, the County should identify projects that could potentially be funded with CDBG grants in combination with other funding sources.

G. Coastal Management Element

The U.S. Army Corps of Engineers is responsible for maintaining navigable waterways and when feasible, is authorized to dispose of beach compatible sand in areas slated for beach nourishment. Beach erosion is a recurring problem in Flagler County, especially following northeasters that occur during fall and winter months.

The Department of Environmental Protection (DEP) is responsible for administering statutes and rules related to recreation and natural resource protection and enhancement. In particular, the Department manages the Florida Coastal Management Program concerning water quality. DEP also regulates dredge and fill in native coastal and wetland areas.

1. Protection of Coastal and Marine Resources

Flagler County should take advantage of all coastal land acquisition and protection programs offered by DEP and U.S. Army Corp of Engineers. The County should cooperate with the DEP in the consideration and protection of coastal estuaries as Aquatic Preserves of Outstanding Florida Waters.

The County through its police power can assist the various state agencies by regulating land development activities that impact estuarine water quality.

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Existing Method of Coordination: Formal and informal coordination mechanisms exist between Flagler County, adjacent counties and state agencies such as review of interagency planning programs and development of recreation and natural resource protection grant applications.

Since 1990, Flagler County has coordinated several coastal land acquisition programs with state agencies and the City of Flagler Beach. These land acquisitions have significantly added to the "Flagler County Coastal Greenway". The County participated in such projects as the joint purchase of a ten (10) acre addition to Washington Oaks State Park and P-2000 Grant applications for Princess Place Preserve (1,500 acres), Flagship Harbor (342 acres), and Silver Lake (44 acres). The last two projects were joint P-2000 applications with the City of Flagler Beach.

Flagler County has provided funds to support several City of Flagler Beach beach access and beach stabilization projects. Tourist Development Council (TDC) funds have been used to support beach restoration and enhancement projects including reconstruction of the Flagler Beach fishing pier.

In 1984, the Northeast Regional Planning Council prepared a hurricane evacuation study. As of 1998, the regional planning council is updating that study. The Flagler County Emergency Services Department has been coordinating this effort with the NEFRPC staff and Flagler County local governments.

In 1995, Flagler County received a Coastal Zone Management Grant from the state Department of Community Affairs. The grant project objective was to develop a "Hazard Mitigation and Post Disaster Redevelopment plan/Ordinance". This planing effort was coordinated by the planing staff at the local government level. The University of Florida College of Law, Center for Governmental Responsibility was the sub-contractor for the project.

Nature of Relationship: Informal and formal review processes.

Office with Primary Responsibility: Flagler County Planning Department and Parks and Recreation Department.

Deficiencies and Needs: The County should continue to keep abreast of current coastal related grants and programs at the State and Federal level.

Recommendations: Flagler County will continue to review coastal management plans of adjacent coastal counties to determine if coastal resources are being managed in a consistent manner. The County should ensure that local coastal management plans are consistent with the State Coastal Management Plan and other state plans or acquisition programs. Also, the County should designate an County agency to keep abreast of State and Federal natural resource protection programs and grants. This is very important given the increasing costs of studies and plans that are

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needed to implement beach renourishment and protection plans.

H. Capital Improvements Element

Flagler County and the municipalities should continue to coordinate the construction of roadways and associated infrastructure (e.g. water lines) across jurisdictional boundaries. Coordination is necessary to avoid repeated installations of infrastructure that may damage new roadways.

Existing Method of Coordination: Informal communication exists between the County's Engineering and Road and Bridge Departments and the appropriate municipal public works.

Nature of Relationship: Typically, the County's Engineering and Road and Bridge Departments determine the extent and location of infrastructure on roadways to serve future growth. However, the timing and installation of these facilities may not be planned in a coordinated fashion across jurisdictional boundaries.

Office with Primary Responsibility: Flagler County Engineering and Road and Bridge Departments, municipal public works and City Commissions.

Effectiveness of Coordinating Mechanisms: Informal communication may be ineffective at the City-County level.

Deficiencies and Needs: Well-timed and adequate public facilities that were multi-jurisdictional areas need:

1. the commitment by local governments to only permit development which is consistent the local comprehensive plan;
2. a system by which public works department in contiguous governments inform each other about permitted development and the associated infrastructure needs;
3. the purchasing of necessary road right-of-ways;
4. the timely installation of infrastructure; and,
5. continuous evaluation of the cumulative impacts of new development.

Recommendation: The County and Cities within Flagler County should sign interlocal agreements to provide the following:

1. periodic updates indicating recent building permits issued near jurisdictional boundaries. Included should be the location and type of development, number of units (if residential) or the total number of square feet or acres if commercial or industrial;
2. estimates of infrastructure necessary to service new development; and,

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3. review by all governmental entities of each other's 5 year schedule of improvements within their respective Capital Improvements Element. Additional interlocal agreements could be executed establishing periodic meetings to address infrastructure deficiency issues, ensure consistent levels of service and coordinate construction activities.

I. Public School Facilities Element

Flagler County, the municipalities and the Flagler County School Board are required to coordinate to ensure public school facilities are of the highest quality, meet the needs of the existing and future population, serve as a resource to the community, and comply with the Constitution of the State of Florida and all other applicable statutory requirements.

Method of Coordination: Coordination efforts are defined in the Interlocal Agreement for Public School Facility Planning adopted by the Board of County Commissioners and the Flagler County School Board.

Nature of Relationship: The County accepts requests for development proposals and reviews for consistency with the adopted Comprehensive Plan Goals, Objectives and Policies. The Flagler County School Board determines the location, type and number of educational facilities necessary to accommodate the student population of the County.

Office with Primary Responsibility: Flagler County Growth Management, municipalities and Flagler County School District.

Effectiveness of Coordinating Mechanisms: Informal communication may be ineffective at the City County level.

Deficiencies and Needs: Well-timed and adequate public school facilities need:

- a) The commitment by local governments to only permit development which is consistent the local comprehensive plan;
- b) A system by which governments inform each other about permitted development and the associated infrastructure needs;
- c) The timely installation of infrastructure; and,
- d) Continuous evaluation of the cumulative impacts of new development.