

Section V Major Issues

A. Redevelopment Shoreward of the Coastal Construction Control Line

The Coastal Construction Control Line (CCCL) is that area identified by a line that runs an average of 125 feet west of SR A1A and is bounded by the Atlantic Ocean to the east. The area east of the CCCL and west of the SR A1A right-of way affects private property owners, commercial establishments and infrastructure such as roads and utilities. Specifically the CCCL area affects approximately 144 single-family residences, 39 multi-family residences, 55 commercial uses and 198 vacant lots.

Historically within the CCCL area, buildings have not been subjected to significant damage by hurricanes or storms. The only infrastructure known to have been damaged by storms or hurricanes was SR A1A. Over the years SR A1A has been protected with rock revetments and sand filling. The Flagler pier has sustained hurricane damage over the years and has been rebuilt but not to its original length.

Review of Objectives and Policies

The Comprehensive Plan's Coastal/Conservation Element (CCE) contains many objectives and policies that are enumerated below related to future land uses within the CCCL area in order to minimize the damage potential from a severe storm or hurricane.

CCE Objective E.1.10

The expenditure of public funds which would promote development within the Coastal High Hazard Area (CHHA) shall be consistent with the following policies:

CCE Objective E.1.11

Upon plan implementation, new permanent or seasonal dwelling units within the CCCL shall be limited and historical structures and parcels shall be protected and preserved.

CCE Policy E.1.11.1

Flagler Beach shall restrict land uses seaward of the CCCL to low density single family or commercial uses and/or public improvements.

CCE Policy E.1.11.3

The CCCL area shall continue to be subject to special development restrictions because this area has a high potential for storm damage since it is located adjacent to the Atlantic Ocean. Flagler Beach shall require through development regulations that post disaster redevelopment plans within the CCCL include reduced densities, and minimization of public facilities and expenditures, except as noted in Policy E.1.10.3

CCE Policy E.1.16.1

Flagler Beach shall require that redevelopment be consistent with coastal management regulations including the CCCL line, the Coastal Building Code, and the 30-Year Erosion

Flagler Beach shall enforce the State requirements regarding construction or other alterations allowed seaward of the Coastal Construction Control Line.

Recommendation

CCE Policy 1.11.1 restricts land uses seaward of the CCCL to low density single-family or commercial uses. This Policy would prevent the rebuilding of any storm damaged existing multi-family units that are constructed in FLU designations that allow multi-family dwellings east of the CCCL. Therefore the City should consider policy revisions to address this issue in its EAR-based amendment.

D. Soil Erosion along the Intracoastal Waterway

Soil erosion along the Intracoastal Waterway is mostly related to wakes caused by boat traffic. Boat wakes have not appeared to erode shorelines that are in Conservation and Preservation FLU designations because wave energy is absorbed by the natural vegetation growing along the shoreline. However, in Residential FLU designations, many property owners along the Intracoastal Waterway have installed vertical seawalls of concrete or wood or other structures to prevent their property from eroding further. While these seawalls can serve to protect one piece of property, they can result in increased erosion on adjacent or opposite properties, because wave energy becomes reflected off the seawalls. Seawalls also can become undermined from below or behind, causing them to fail and collapse.

An alternate strategy using natural shoreline ecosystems for preventing Intracoastal Waterway erosion is being promoted in Florida by the U.S. Fish and Wildlife Service, and many local governments and state agencies are supporting that effort. Natural plant materials are planted to extend from the upper bank of the property to below the water level to absorb wave energy without causing erosion. They typically include a variety of plants, including salt marsh grasses and/or mangroves as well as structural elements such as oyster shell, or even riprap. The overall concept is to provide habitat which will grow and change as water levels change (unlike seawalls which are a fixed height). Having structural elements in the shallow water, and plants which are rooted below water level but grow above the water helps absorb wave energy.

In many locations, property owners do not own enough land to create the desired shallow slope for naturally vegetative shoreline. In these cases, riprap structures made from large coquina rock or limestone rock can be used and will settle and will also erode; however they are also likely to become vegetated, which will increase their aesthetic appeal and may help stabilize the shoreline further.

Objective and Policy Review

Objectives and Policies that have an impact on the erosion major issue were found in the Coastal/Conservation Element (CCE) and are listed below.

CCE Objective E.1.6

Upon plan implementation, Flagler Beach shall reduce soil erosion in those areas where it is known to be a problem.

CCE Policy E.1.6.1

The City of Flagler Beach shall require developers to use acceptable erosion control practices to reduce soil erosion from wind and water, such as retention of cover; use of mulch, resinous adhesives, or other materials on exposed surfaces; use of hay bales or mesh screens within drainage ways; phasing to minimize exposed surfaces; and stormwater ponds or swales to retain erosion.

CCE Policy E.1.9.4

Flagler Beach shall limit the amount of structural erosion techniques used such as seawalls, revetments, groins, and rip-rap and promote non-structural erosion control methods such as beach renourishment, and protection of dunes where feasible.

Recommendation

The City needs to consider adding objectives and/or policies to the Comprehensive Plan that address the need for more natural, non-structural methods of protecting Intracoastal Waterway shoreline where feasible or if non-structural methods are not feasible than other methods that would minimize erosion.



E. Beach Access

Flagler Beach has 6.1 miles of beach front along SR A1A and except for one emergency vehicle access point, beach access is only available to pedestrians. Pedestrian beach access wooden dune walkovers are provided at every City street intersection with SR A1A from South Fifth Street to South Twenty Sixth Street and North Second Street to North Twenty Third Street. These access points consist of 52 wooden dune walkovers. There is also a wooden dune walkover at the Flagler Pier which includes a sloped ramp for handicap access. Paved parking spaces are also provided at the Pier for patrons of the Pier Restaurant and beach users from South Third Street to South Seventh Street. Additionally, unpaved parking is available along the east and west shoulders of many sections of SR A1A.

Objective and Policy Review

Objectives and Policies that have an impact on the beach access major issue were found in the Coastal/Conservation Element (CCE), Capital Improvement Element (CIE) and Recreation Element (RE) and are listed below.

CCE Policy E.1.9.1

Flagler Beach shall ensure that public beach access does not damage existing dunes by maintaining existing dune walkovers.

CCE Policy E.1.9.3

Flagler Beach shall require that future beach parking areas shall not be placed where dunes will be impacted east of A1A.

CCE Policy E.1.9.5

Flagler Beach shall promote the restoration and revegetation of damaged dune systems through funding and assistance from appropriate State agencies.

CCE Objective E.1.17

Upon plan implementation, public beach access shall meet State standards and provide adequate needs based on population and demand.

CCE Policy E.1.17.1

Flagler Beach shall review beach parking needs for construction and maintenance, funding from primary users such as the County and the State.

CCE Policy E.1.17.2

Flagler Beach shall maintain existing beach access areas.

CCE Policy E.1.17.3

Flagler Beach shall enforce all applicable public access requirements of the 1985 Coastal Zone Protection Act.

CIE Policy H.2.1.1

The City of Flagler Beach shall limit public facilities within the CHHA other than dune walkovers and ancillary facilities for public access or natural preservation purposes.

RE Objective F.1.1

Upon plan adoption, the City shall continue to adequately and efficiently maintain the parks and recreation facilities under City ownership through the year 2000, and ensure public access to recreation sites identified in this element, including the beach front. The City of Flagler Beach shall adopt a planning time frame to include an initial planning time that begins in 2000 and runs to the end of 2004. A second planning period would run from the year 2004 to 2010.

RE Policy F.1.1.3

Flagler Beach shall continue to maintain the existing levels of beach access by maintaining the 52 dune walkovers/stairs listed in the plan.

Recommendation

Other than updates regarding dates and timelines to reflect current circumstances, no revisions are recommended because the Comprehensive Plan adequately addresses beach access issues.

F. Park and Recreation Level of Service Standards

The City's recreation level-of service standards are based on the type and number of facilities per population served. These facility standards are listed below:

Facility	Number Required	Population Served
Community Center	1	6,000
Basketball courts	1	3,000
Tennis Courts	1	3,500
Racket ball courts	1	3,000
Softball fields	1	2,000
Equipped playgrounds	1	1,500
Fishing Pier	1	6,000

Objective and Policy Review

Only one objective that is related to park and recreation LOS standards was found in the CIE.

CIE Objective H.6.5

Upon plan adoption, the level of service standards to be met for recreation facilities shall be:

Facility Served	Number Required	Population
Community Center	1	6,000
Basketball courts	1	3,000
Tennis Courts	1	3,500
Racket ball courts	1	3,000
Softball fields	1	2,000
Equipped playgrounds	1	1,500
Fishing Pier	1	6,000

Recommendation

In order to help guide the City's park planning process, the City should consider establishing a set of *minimum standards* for park and recreational facilities that can serve as a benchmark for evaluating the adequacy of the park system. As such, park and recreation standards are commonly expressed as a ratio of the number of minimum acres recommended per 1,000 residents. For example, the National Recreation and Park Association (NRPA) recommends that for every 1,000 residents, a community should provide 1 to 2 acres of neighborhood parks.

It should be noted that while such national standards provide acceptable target guidelines for the provision of parks and open spaces, a more thorough and accurate analysis of the City's park system must emphasize the local demand and historic expectation for recreational resources within the City.

Special Topics

A. Coastal High Hazard Area

Florida Statute 163.3191(2)(m) requires, "If any of the jurisdiction of the local government is located within the coastal high-hazard area, an evaluation of whether any past reduction in land use density impairs the property rights of current residents when redevelopment occurs, including, but not limited to, redevelopment following a natural disaster. The property rights of current residents shall be balanced with public safety considerations. The local government must identify strategies to address redevelopment feasibility and the property rights of affected residents. These strategies may include the authorization of redevelopment up to the actual built density in existence on the property prior to the natural disaster or redevelopment."

The Coastal High Hazard Areas (CHAA) definition in Florida Statute Chapter 163.3178(2)(h) is: "the coastal high-hazard area is the area below the elevation of the category 1 storm surge line as established by a Sea, Lake, and Overland Surges from Hurricanes (SLOSH) computerized storm surgemodel".

Flagler Beach's Comprehensive Plan, Coastal/Conservation Element defines its CHHA as all lands lying within the City limits. This is not consistent with the current Chapter 163 CHHA definition described above. The CHHA as defined by Chapter 163 only applies to all beachfront property lying east of the SR A1A right-of-way. The CHHA is developed in accordance with the Future Land Use (FLU) Map which designates a small beachfront parcel north of Gamble Rodgers State Park as Commercial and Medium Density Residential and the remainder of the CHHA is designated Recreation. The Commercial designated area is developed with a restaurant and the Medium Density Residential designated area is developed with eight multi-family dwelling units. These existing commercial and residential uses are consistent with the uses, densities and intensities of the FLU Map designations and therefore would not impair the rights of current property owners to redevelopment with the same uses, densities and intensities that currently exist.

The City does have policies in the Coastal/Conservation Element of the Comprehensive Plan that address the property rights of residents balanced with public safety considerations. The policies are listed below.

Policy E.1.10.2

If publicly funded facilities are proposed as part of any Post Disaster Redevelopment, the required Post Disaster Redevelopment Plan shall document how the need for public facilities and expenditures was minimized.

Policy E.1.11.4

The CCCL area shall continue to be subject to special development restrictions because this area has a high potential for storm damage since it is located adjacent to the Atlantic

Ocean. Flagler Beach shall require through development regulations that post disaster redevelopment plans within the CCCL include reduced densities, and minimization of public facilities and expenditures, except as noted in Policy E.1.10.2.

Recommendations

No revisions are needed to comply with the CHHA requirement except that Policy E.1.11.4 needs to be revised by changing the reference to the CCCL to the CHHA because the CHHA Statutory definition does not include the CCCL area lying westerly of the CHHA.

