

# PALM COAST/FLAGLER COUNTY AIRPORT AREA MASTER PLAN



Prepared for: City of Palm Coast  
JULY 2009



Prepared by:



# CITY OF PALM COAST

## PALM COAST / FLAGLER COUNTY AIRPORT AREA MASTER PLAN



### **City Council**

*Mayor:* Jon Netts  
Holsey Moorman  
Frank Meeker  
Mary DiStefano  
Bill Lewis

**City Manager:** Jim Landon

**Project Manager:** Beau Falgout

**Special Thanks to the Stakeholders:** Art Barr, Sally Sherman, Mick Cuthbertson, Doug Baxter, Clint Smith, Jason Delorenzo, Jack Thompson, Wiley Deck, Angelo Speno, Adam Mengel, Charles Faulkner, Jim Cullis, Jade Brown, Thomas Cooley

### ***Prepared for:***

City of Palm Coast  
Community Development Department  
160 Cypress Point Parkway  
Palm Coast, FL 32164

### ***Prepared by:***

Land Design Innovations, Inc.  
140 North Orlando Avenue  
Winter Park, FL 32789



# TABLE OF CONTENTS

- A. INTRODUCTION.....1**
  - 1. Background .....1
  - 2. Purpose of Master Plan .....1
  - 3. Master Plan Study Area Boundary .....1
- B. EXISTING CONDITIONS.....2**
  - 1. Availability of Public Facilities and Services in the Master Plan Study Area.....2
    - a. Potable Water.....2
    - b. Sanitary Sewer .....2
    - c. Fiber Optics.....2
    - d. Wireless Connectivity.....2
    - e. Schools .....2
    - f. Parks .....3
    - g. Roadways .....4
  - 2. Description and Analysis of Existing Land Use, Future Land Use and Zoning.....6
    - a. Existing Land Use .....6
    - b. Future Land Use.....7
    - c. Industrial Future Land Use Analysis .....8
    - d. Zoning Districts.....9
    - e. Vacant Lands Analysis .....10
  - 3. Potential Land Use Conflicts.....10
  - 4. SR 100 Community Redevelopment Area Master Plan.....11
  - 5. Existing and Planned Development.....12
  - 6. Flagler County Airport-Dependent and Airport-Related Uses .....14
    - a. Flagler County Airport Dependent.....14
    - b. Flagler County Airport-Related.....15
  - 7. Vacant Lands and Underutilized Parcels .....15

- 8. Current Functions of the Flagler County Airport.....15
- 9. Market Served by Airport .....15
- 10. Advantages of Flagler Airport over Other Airports in the Surrounding Area .....16
  - a. Daytona Beach International Airport .....16
  - b. Ormond Beach Municipal Airport.....16
  - c. St. Augustine/St. Johns County Airport .....16
  - d. DeLand Municipal Airport.....16
- 11. Foreign Trade Zone Program.....16
  - a. Background of FTZ #198.....17
  - b. U.S. Customs Bureau Agent.....17
  - c. Steps to Activate the FTZ at Flagler County Airport.....17

- C. INITIAL STAKEHOLDER INPUT .....23**
  - 1. SWOT Analysis.....23
    - a. SWOT Analysis Input - Strengths.....24
    - b. SWOT Analysis Input - Weaknesses .....25
    - c. SWOT Analysis Input - Opportunities.....26
    - d. SWOT Analysis Input - Threats .....27
  - 2. Identification of Major Issues.....28
    - a. Airport Access/Potential Impact Airport Operations .....28
    - b. Compatibility of Uses.....28
    - c. Additional Parcels for Airport Expansion/Aviation Use .....28
- D. DEVELOPMENT OF AIRPORT AND ADJACENT AREAS AS AN ECONOMIC ENGINE FOR FLAGLER COUNTY.....29**
  - 1. Economic Impact of General Aviation (Community) Airports on Surrounding Communities .....29
  - 2. The Flagler County Airport.....29
    - a. Airside Improvements.....29



# TABLE OF CONTENTS

- b. Landside Improvements..... 29
- 3. City of Palm Coast 2020 Comprehensive Plan..... 30
  - a. Chapter 1, Comprehensive Plan Future Land Use Element (FLUE) ..... 30
  - b. Chapter 2, Comprehensive Plan Transportation Element..... 30
- 4. Enterprise Flagler..... 30
  - a. Enterprise Flagler Airport Taskforce, White Paper Report..... 30
  - b. Enterprise Flagler, Targeted Industries..... 31
- E. HOW TO PROMOTE AND PROTECT HIGHEST AND BEST USES .....31**
- F. ENSURING COMPATIBILITY WITH ADJACENT EXISTING DEVELOPMENT AND LAND USES .....31**
  - 1. Grand Landings..... 32
  - 2. Town Center DRI..... 32
  - 3. SR 100 DRI and Commercial Corridor ..... 32
  - 4. Planned and Approved Development..... 32
  - 5. New Development..... 33
- G. DEVELOPMENT REVIEW PROCESSES .....33**
  - 1. City of Palm Coast ..... 33
  - 2. City of Bunnell..... 33
  - 3. Flagler County..... 33
- H. FLAGLER COUNTY AIRPORT LONG TERM DEVELOPMENT OBJECTIVES.....34**
  - 1. Aviation-Related Development..... 34
  - 2. Non-Aviation Related Development ..... 34
  - 3. Protection of Airspace from Encroachments..... 34
    - a. Protecting Airspace around Airports..... 34
    - b. Regulatory Requirements ..... 35

- I. RECOMMENDED ACTION/IMPLEMENTATION STRATEGIES .....37**
  - 1. Strategies to Improve Transportation Connectivity to the Airport ..... 37
    - a. Regional Access..... 37
    - b. Access to the Airport ..... 37
    - c. Access to the Economic Development Areas and Opportunity Sites..... 37
  - 2. Alternative Modes of Transportation ..... 38
  - 3. Airport Regulatory Requirements ..... 38
    - a. Noise, Height and Military Regulations..... 38
    - b. Runway Protection Zone Eminent Domain Purchase Program ..... 39
  - 4. Proposed Land Use Modifications..... 39
    - a. Potential Development Incentives ..... 39
    - b. Market/Absorption Rates Analysis..... 39
    - c. Needed Land Use Actions..... 41
  - 5. Proposed Zoning District Changes..... 43
- Proposed Airport Area Overlay Zones ..... 44
  - a. Economic Development Area (EDA) Districts..... 44
  - b. TYPES OF USES..... 44
  - c. Airport Approach Hazard (AH) Overlay Districts ..... 46
- 6. Identification of Potential Public-Private Partnership Opportunity Sites..... 48
  - a. Opportunity Site A (Flagler County) ..... 49
  - b. Opportunity Site B (City of Palm Coast) ..... 49
  - c. Opportunity Site C (Flagler County)..... 49
  - d. Opportunity Site D (City of Palm Coast)..... 49
  - e. Opportunity Site E (City of Palm Coast)..... 50
  - f. Opportunity Site F (City of Palm Coast)..... 50
  - g. Opportunity Site G (City of Palm Coast)..... 50
  - h. Opportunity Site H (City of Palm Coast)..... 50





# TABLE OF CONTENTS

i. Opportunity Site I (City of Bunnell).....	50	b. FAR Part 77 (Height Restrictions) .....	61
j. Opportunity Site J (City of Bunnell).....	51	c. Department of Defense - AICUZ Requirements .....	62
k. Opportunity Site K (City of Bunnell).....	51	3. State Requirements .....	62
l. Targeted Development.....	51	a. Chapter 163, Florida Statutes (F.S.) .....	62
7. Recommended Infrastructure Improvements .....	54	b. Chapter 330, Florida Statutes (F.S.) .....	62
a. Sewer and Water Master Plan Analysis .....	54	c. Chapter 331, Florida Statutes (F.S.) .....	62
b. Stormwater Master Plan .....	54	d. Chapter 332, Florida Statutes (F.S.) .....	62
c. Fiber Optics Master Plan .....	54	e. Chapter 333, Florida Statutes (F.S.) .....	62
d. Wi-Fi Connectivity Plan .....	54		
8. Conclusions .....	54	<b>APPENDIX C: ZONING OVERLAYS.....</b>	<b>64</b>
<b>APPENDIX A: PROMOTING HIGHEST AND BEST USE OF LAND.....</b>	<b>58</b>	<b>ENACTED AIRPORT ECONOMIC DEVELOPMENT AREA OVERLAY .....</b>	<b>64</b>
1. What is meant by Highest and Best Use? .....	58	<b>PROPOSED AIRPORT APPROACH HAZARD OVERLAY .....</b>	<b>70</b>
a. Legally Allowable.....	58		
b. Physically Possible.....	58		
c. Financial Feasibility.....	58		
d. Maximally Productive Use .....	58		
e. Supports Long-term Community Development Objectives.....	59		
2. Economic Theory .....	59		
<b>APPENDIX B: AIRPORT LAND USE COMPATIBILITY REQUIREMENTS .....</b>	<b>60</b>		
1. Legislation Relating to Land Use Compatibility .....	60		
a. Aviation Safety and Noise Abatement Act of 1979 .....	60		
b. Federal Aviation Regulation (FAR) Part 150 Noise Compatibility Program .....	60		
c. Airport and Airway Improvement Act of 1982.....	60		
d. Airport Noise and Capacity Act of 1990 (National Noise Policy).....	61		
2. Federal Regulations.....	61		
a. FAA Advisory Circular 150/5200-33, Hazardous Wildlife Attractants Near Airports .....	61		



# TABLE OF CONTENTS

## LIST OF TABLES

Table 1: Roadway Performance, 2008 .....	5
Table 2: Existing Land Use (DOR).....	6
Table 3: City of Palm Coast Future Land Use in the Master Plan Study Area.....	7
Table 4: Flagler County Future Land Use in the Master Plan Study Area .....	7
Table 5: Industrial Future Land Use Analysis .....	8
Table 6: Flagler County Adopted Zoning Districts .....	9
Table 7: City of Palm Coast Adopted Zoning Districts.....	9
Table 8: Vacant Lands.....	10
Table 9: Development Activity Within and Adjacent to Flagler County Airport .....	13
Table 10: Examples of Airport Dependent Businesses .....	14
Table 11: Proposed Land Use Changes.....	42
Table 12: Economic Development Areas Permitted Uses .....	44
Table 13: Mitigation Banks.....	53
Table 14: Needed Actions and Capital Improvement.....	57

## LIST OF MAPS

Map 1: General Location.....	18
Map 2: Wetlands.....	18
Map 3: Potential Roadway Improvements .....	19
Map 4: Existing Land Use Map.....	19
Map 5: City and County Future Land Use Map .....	20
Map 6: Zoning Map .....	20
Map 7: Vacant Lands Map .....	21
Map 8: Utilities Map.....	21
Map 9: Existing and Planned Development.....	22
Map 10: Industrial Land Use Analysis.....	22
Map 11: Near Term Capital Improvement Plan.....	36
Map 12: Potential East-West Transportation Corridors .....	38
Map 13: Proposed Economic Development Areas.....	40
Map 14: Proposed Conceptual Land Use Map.....	40
Map 15: Proposed Zoning Map .....	43
Map 16: Runway Protection Zones .....	46
Map 17: Height Zoning Overlay Map.....	47
Map 18: Runway Zones and Height Overlay Map.....	47
Map 19: Opportunity Sites.....	48





## A. INTRODUCTION

The City of Palm Coast, Flagler County and the Flagler County Airport (FCA), concerned for the future economic and development growth of the area surrounding the airport, entered into a cooperative effort to develop a master plan to guide development in and around the airport. Located in the southern portion of Palm Coast, the approximately 14,000 acres of land dubbed the “airport area” is the subject of this Master Plan.

### 1. Background

Planning around airports is an intricate process that involves multiple local, county, state and federal agencies. The Flagler County Airport is a general aviation facility within unincorporated Flagler County, but is surrounded by the corporate city limits of Palm Coast. The approximately 14,000 acres surrounding the airport is comprised of existing residential and non-residential development, planned mixed use and industrial development, wetland areas and large tracts of vacant land.

### 2. Purpose of Master Plan

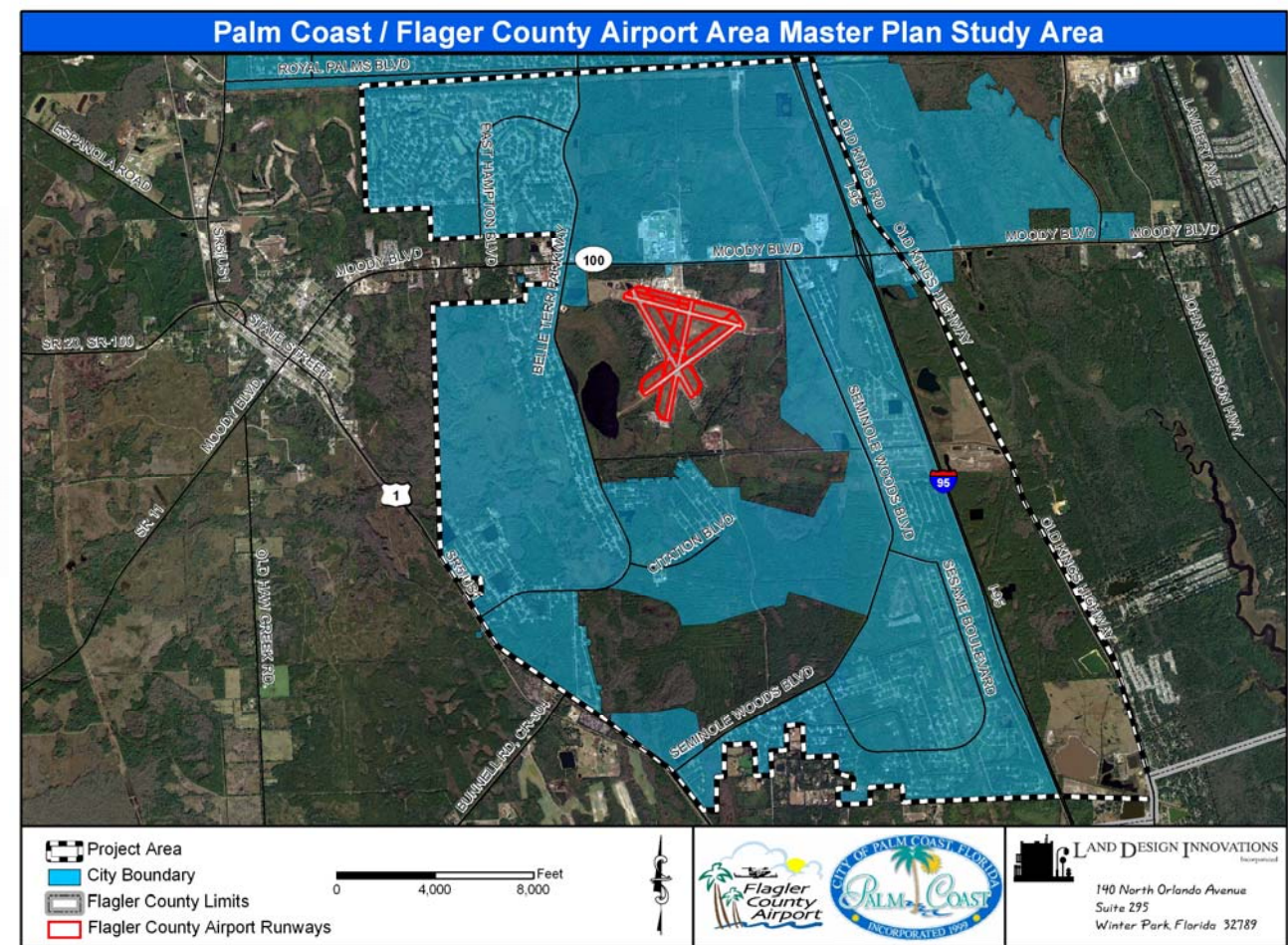
Airports are widely recognized as an economic development tool for local and regional markets. The Flagler County Airport is no different. General aviation airports of this nature serve a niche in the private regional transportation system and attract industries dependent on or related to airports, as well as general business activities, and their associated employment base. As commercial and industrial development begins to occur around an airport, more residential development occurs closer to the airport environs susceptible to the noise and safety issues associated with the airport’s daily operations. Land use decisions that conflict with aviation activity and airport facilities can result in undue constraints being placed on airport operations.

The intent of this master plan is to provide a land use compatibility framework that will further the long-term economic benefits of the Flagler County Airport while protecting the safety and welfare of those people living near the airport environs. The plan will also address protection of the airspace necessary for the control of aircraft flight operations and the safety of the underlying lands.

Applicable legislation relating to airport master planning primarily resides in the Florida Statutes, Federal Aviation Administration (FAA) regulations and the Code of Federal Regulations (CFR). These regulations and standards make up a component of this master plan. The City of Palm Coast has already initiated planning exercises within the Master Plan Study Area including the State Road 100 Community Redevelopment Area (CRA) Master Plan and the Town Center Development of Regional Impact (DRI). The Palm Coast Airport Area Master Plan has been crafted to incorporate all of the planning initiatives and development interests within the area to ensure the continued prosperity and development of the Flagler County Airport.

### 3. Master Plan Study Area Boundary

The Master Plan study area is bounded generally by Royal Palms Parkway to the north, the Palm Coast City limits to the west, Old Kings Highway to the east, and the Palm Coast City limits to the south (see **Map 1**).





## B. EXISTING CONDITIONS

This section describes the existing conditions within the Master Plan Study Area, including availability of public facilities and services, existing land uses and development trends. The City of Palm Coast and Flagler County future land use and zoning districts are described, as well as studies that have been completed within the master plan study area. *Note: maps illustrating existing conditions can be found at the end of this Chapter.*

### 1. Availability of Public Facilities and Services in the Master Plan Study Area

#### a. Potable Water

The majority of the Master Plan Study Area is currently serviced by the City of Palm Coast's potable water system. The major water trunk lines range between 6 to 16 inches in diameter. **Map 8** shows the general location of the water mains within the Master Plan Study Area. The City owns and operates three water treatment facilities that service the entire geographic coverage of the city limits. The three water treatment facilities have allocated sufficient capacity to accommodate development through 2013.

#### b. Sanitary Sewer

The City's sanitary sewer system generally mimics the extent of the water service main lines. **Map 8** shows the location of the sewer lines, which only extend to existing development. Major trunk lines, between 8 to 12 inches in diameter, run along Belle Terre Parkway, Seminole Woods Boulevard and State Road 100. Reclaim water mains are limited within the Master Plan Study Area. There is only a small segment of reclaim water service provided to the Town Center development north of the airport. Reclaim water mains are shown on **Map 8**.

The City owns and operates a 6.83 million gallons per day (mgd) wastewater treatment plant that has been expanded several times since it was established in 1972. The treatment facility currently has adequate capacity for existing and anticipated future development.

#### c. Fiber Optics

Fiber optics availability within the Master Plan Study Area is a recent development. The Town Center is the only development being serviced by the City's fiber optics backbone, as shown on **Map 8**. Fiber optics cables can be buried or hung on overhead power lines. The majority of the fiber optics backbone is located along Belle Terre Parkway, State Road 100, Town Center Boulevard and Old Kings Road.

The location along the major roadways provides for an easy connection to developing and targeted areas along the major roadways.

#### d. Wireless Connectivity

Wireless or Wi-Fi is currently not available to the public within the Master Plan Study Area. There are currently no plans to provide free Wi-Fi internet connections in the City of Palm Coast or within the Master Plan Study Area.

#### e. Schools

There are two schools within the Master Plan Study Area, a high school and a charter school. Flagler Palm Coast High School, which occupies approximately 80 acres of land, is located north of SR 100 on Bulldog Drive. The school is situated directly across from the Flagler County Airport and offers a number of flight training courses in cooperation with the Airport. A new public charter school, the Imagine School, is located within the Town Center development and just opened in 2008. The school provides classes for kindergarten through eighth grade. The Imagine School at Town Center is part of a national charter school franchise known by the same name.





f. Parks

There are two (2) developed parks that are located within the Palm Coast/Flagler County Airport Area Master Plan Study Area. These parks are the Town Center Central Park and Seminole Woods Park. Details for these parks are listed below.

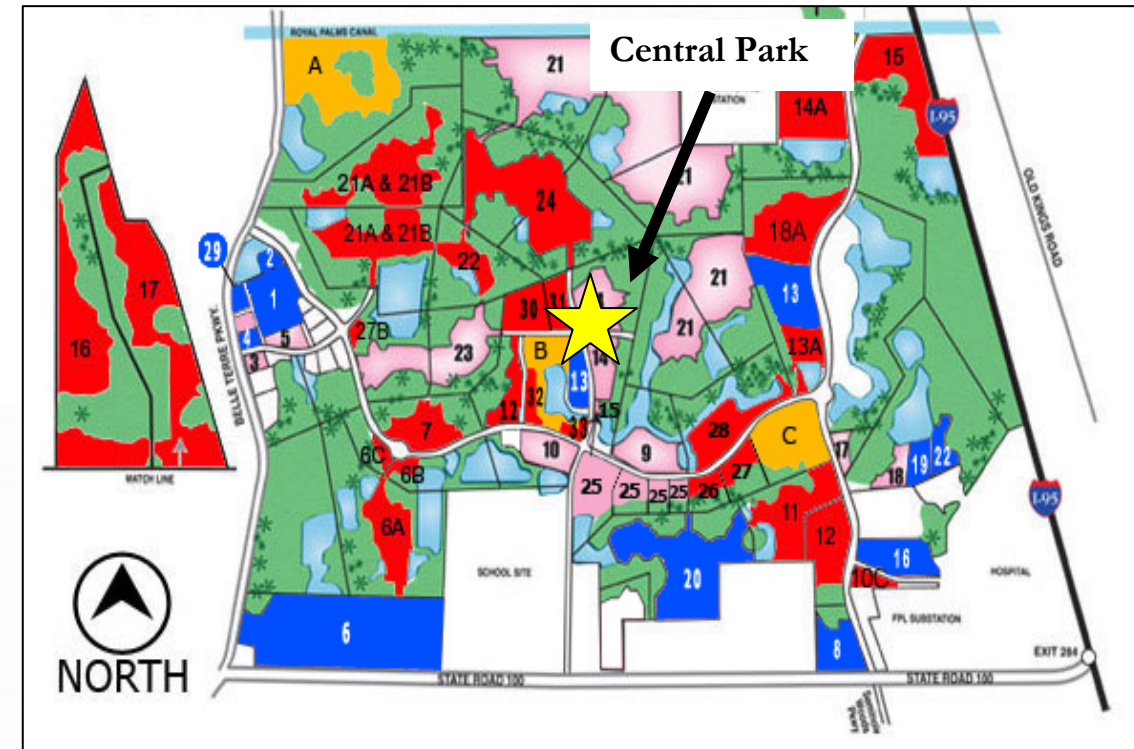
The initial phase of the Town Center Central Park was recently completed. This facility is located within the center of the Palm Coast Town Center DRI and is an urban central park with open space and areas for passive recreation and limited active amenities. The park does not contain any ball fields. Future development phases of the park will include additional open space and recreational amenities.

Seminole Woods Park is located southeast of the Master Plan Study Area on Sesame Boulevard. This is one of the city's newest parks and its first neighborhood park. This 13.2-acre park is designed to serve the surrounding residential development and neighborhoods. The park provides both active recreational uses and passive recreation uses. Key features of the park include a lighted basketball court; a lighted tennis court; a multi-purpose ball field (not lighted); a children's playground; a pavilion with restrooms and charcoal grills; and a nature trail around the perimeter of the park.

There are two (2) additional parks planned for development in the Master Plan Study Area. These parks are the Easthampton Drive Park and one that will be co-located with the future Florida Army National Guard facility site near Belle Terre Parkway.

The planned Easthampton Park is located north-west of the airport on Easthampton Drive. This 14-acre facility is envisioned to be a passive recreational facility.

The Florida Army National Guard is proposing to develop the Flagler/Palm Coast Readiness Center to support the 1-265<sup>th</sup> Defense Artillery Unit on a 55-acre parcel southwest of the Flagler County Airport, east of Belle Terre Parkway. The proposed facility will be 69,000 square feet in size and may house up to 454 soldiers. The facility is anticipated to be funded before 2015. The City of Palm Coast has been coordinating with representatives of the Florida Army National Guard to co-locate and develop the yet to be named passive recreation facility on a portion of the Readiness Center parcel.



*Location of Town Center Central Park within Town Center DRI*



*SR 100 westbound at Interstate 95 Interchange*

g. Roadways

There are five major roadway facilities that service the airport Master Plan Study Area - Interstate 95, State Road 100, Seminole Woods Parkway, Belle Terre Boulevard and US Highway 1 (see **Map 3**). As shown in **Table 1**, the September 2008 Transportation Facility Status Report by the City of Palm Coast showed that all roadways within the Master Plan Study Area are currently meeting the adopted level of service. The City has adopted a level of service standard of “D” for all of the roadways under the City’s jurisdiction.

There are a few major facilities that are close to reaching the maximum service volume of “E”, which means that those facilities could potentially become deficient in the near future. Belle Terre Parkway, a portion of Old Kings Road and a portion of SR 100 are currently meeting the adopted level of service “D”, but are on the threshold of becoming deficient.

The transportation facilities within and around the Master Plan Study Area provide mostly north-south connections. East-west connections are limited. State Road 100 provides the most significant east-west connection from US Highway 1 to Interstate 95 and east to the coast.





# EXISTING CONDITIONS

Table 1: Roadway Performance, 2008

Roadway	Segment	Adopted LOS	Lanes	Average Daily Trips (ADT)	Operating LOS
Belle Terre Parkway	Royal Palms to Easthampton	D	4	25,809	D
	Easthampton to SR 100	D	4	22,485	D
Belle Terre Boulevard	SR 100 to Zebulas Trail	D	2	6,977	D
	Zebulas Trail to Zuna Trail	D	2	6,977	D
	Zuna Trail to Citation	D	2	5,573	D
	Citation to US 1	D	2	4,950	D
US Highway 1	Royal Palms to Espanola	D	4	17,623	A
	Bunnell City Limits to Belle Terre	D	4	12,575	A
	Belle Terre to Dupont	D	4	15,738	A
	Dupont to Seminole Woods	D	4	16,843	A
	Seminole Woods to Palm Coast City Limits	D	4	18,305	B
Old Kings Road	Cemetery to SR 100	D	4	4,555	D
	SR 100 to Palm Coast City Limits	D	2	4,210	C
Seminole Woods Parkway	SR 100 to Ulaturn Place	D	4	6,374	B
	Ulaturn Place to Citation Pkwy	D	4	4,902	B
Seminole Woods Parkway	Citation Pkwy to Sesame Blvd	D	2	3,238	C
	Sesame Blvd to US 1	D	2	4,246	D
SR 100	Old Kings Rd to I-95 East Ramps	D	4	23,015	D
	I-95 East Ramps to West Ramps	D	4	14,764	B

Roadway	Segment	Adopted LOS	Lanes	Average Daily Trips (ADT)	Operating LOS
SR 100	I-95 West Ramps to Seminole Woods Pkwy	D	4	22,273	C
	Seminole Woods Pkwy to Palm Coast High School	D	4	21,764	B
	Palm Coast High School to Belle Terre	D	4	23,025	B
	Belle Terre to Bunnell City Limits	D	4	13,544	B
Interstate 95 Ramps	SR 100 Interchange NB Off-Ramp	D	1	5,328	D
	SR 100 Interchange NB On-Ramp	D	1	2,996	C
	SR 100 Interchange SB Off-Ramp	D	1	3,775	C
	SR 100 Interchange SB On-Ramp	D	1	4,819	D
Interstate 95 Mainline	Palm Coast Pkwy to SR 100	C	6	71,709	B
	SR 100 to Palm Coast City Limits (South)	C	6	80,240	C
Royal Palms Parkway	Rymfire Dr to Belle Terre	D	2	3,725	C
	US 1 to Rymfire Dr	D	2	5,058	D
Sesame Boulevard	East of Seminole Woods Blvd	D	2	3,908	D

Source: City of Palm Coast Transportation Facility Status Report, September 2008.



## 2. Description and Analysis of Existing Land Use, Future Land Use and Zoning

### a. Existing Land Use

**Table 2** shows the breakdown of the existing land uses within the Master Plan Study Area. This table and an existing land use map (see **Map 4**) were developed by using the Department of Revenue (DOR) land use identification codes from the most recent Flagler County Property Appraiser’s Geographic Information Systems (GIS) data. **Table 2** shows that over half of the property within the Master Plan Study Area is currently vacant, approximately 8,500 acres. A significant portion of the vacant land is considered vacant residential or property that is planned for residential use and is undeveloped.

**Table 2: Existing Land Use (DOR)**

Land Use DOR Code	Acres	Percent
Agriculture	465	3.27%
Public/Institutional	354	2.49%
Office Professional	36	0.25%
Commercial	54	0.38%
Airport Industrial/County	1,354	9.52%
Single Family Residential	1,157	8.14%
Multi-Family Residential	46	0.32%
Golf Course/Campgrounds	260	1.83%
Rights-of-Ways/Drainage	719	5.05%
Adult Congregate Living Facility (ACLF)	12	0.08%
Hospital	95	0.66%
Vacant	8,494	59.72%
Missing Data	1,177	8.28%
<b>Total</b>	<b>14,223</b>	<b>100.00%</b>

Source: Flagler County Property Appraiser, 2008.



*Florida Hospital at Flagler*





b. Future Land Use

The State of Florida requires every city and county to adopt a future land use map (FLUM) in its comprehensive plan that governs development under its jurisdiction. The City of Palm Coast’s FLUM incorporates the majority of the property within the Master Plan Study Area; however, a significant portion of the Master Plan Study Area is located within unincorporated Flagler County. As shown in **Tables 3 and 4**, there is a considerable amount of land set aside for future residential development within the Master Plan Study Area, approximately 4,569 acres between the two jurisdictions or 32%. There is also a substantial amount of land set aside for conservation within the Master Plan Study Area, approximately 1,509 acres or 10.5%. **Map 5** illustrates the relationship between the City’s and County’s future land use maps.

**Table 3: City of Palm Coast Future Land Use in the Master Plan Study Area**

Future Land Use Category	Acres	Percent
Canals	254	3.21%
Conservation	1,106	13.99%
DRI-Urban Core	860	10.87%
Greenbelt	1,299	16.43%
Industrial	45	0.56%
Institutional	601	7.60%
Mixed Use	1,189	15.04%
Residential	2,553	32.29%
Missing Data/ROW	562	6.63%
<b>Total</b>	<b>8,468</b>	<b>100.00%</b>

Source: City of Palm Coast, 2008.

**Table 4: Flagler County Future Land Use in the Master Plan Study Area**

Future Land Use Category	Acres	Percent
Agriculture Timberlands	1,395	26.85%
Commercial High Intensity	38	0.73%
Commercial Low Intensity	24	0.47%
Conservation	403	7.76%
Educational Uses	31	0.59%
Industrial	1,105	21.28%
Mixed Use High Intensity	41	0.79%
Residential Low Density Rural Estate	1,580	30.43%
Residential Low Density Single Family	429	8.27%
Residential Medium Density	7	0.14%
Water Bodies	139	2.68%
Missing Data/ROW	562	9.76%
<b>Total</b>	<b>5,755</b>	<b>100.00%</b>

Source: Flagler County, 2008.



c. Industrial Future Land Use Analysis

The Airport Area Master Plan Stakeholders Groups requested that parcels assigned an industrial future land use classification that are located immediately adjacent to the Master Plan Study Area be identified. **Map 10** illustrates the general location of these parcels that are larger than five acres in size. **Table 5** provides the acreage available for industrial development shown in Map 15. The table below indicates that the City of Palm Coast has the least amount of land area earmarked for industrial development within the Master Plan Study Area.

**Table 5: Industrial Future Land Use Analysis**

Jurisdiction	Acres
City of Palm Coast	483
City of Bunnell	886
Flagler County (Including Airport Property)	1,406

Source: Flagler County GIS, Palm Coast GIS and LDI, 2009





d. Zoning Districts

Both the City of Palm Coast and Flagler County have adopted zoning maps that identify geographic districts consistent with the FLUM categories. The City and County zoning districts are not named or regulated in exactly the same way. The land development regulations for each zoning district implement the broader goals, objectives and policies in the adopted Future Land Use Element of each jurisdiction and identify minimum development standards and use restrictions specific to that district and jurisdiction. The zoning districts located within the Master Plan Study Area for the City of Palm Coast and Flagler County are shown in **Map 6** and described in **Tables 6 and 7**.

The zoning districts with the largest acreage and impact are the Master Planned Development (MPD) District in Palm Coast and the (PUD) Planned Unit Development District in Flagler County. Between the City and the County approximately 5,103 acres are so designated. PUDs and MPDs are typically established through a development agreement process, which allows the developer and designer flexibility within the required development regulations. For example, a PUD may allow for smaller lots than the zoning district that is designated on the property. This can be extremely important within environmentally sensitive areas because the development can be clustered making for a more efficient design around wetlands and conservation land.

**Table 6: Flagler County Adopted Zoning Districts**

Zoning District	Acreage	Percent
Agriculture: AC	1,263	24.35%
General Commercial: C-2	83	1.61%
Industrial: I	1,152	22.22%
Industrial: I-PUD	321	6.19%
Mobile Home Park: MH-3	1	0.02%
New Rural Community: NRC-PUD	325	6.27%
PUD	1,965	37.90%
Residential: R-1	2	0.04%
Residential/Commercial: RC	72	1.39%
<b>Total</b>	<b>5,186</b>	<b>100.00%</b>

Source: Flagler County, 2008.

**Table 7: City of Palm Coast Adopted Zoning Districts**

Zoning District	Acreage	Percent
Agriculture: AGR	117	1.50%
Neighborhood Commercial: COM-1	79	1.01%
General Commercial: COM-2	433	5.55%
High Intensity Commercial: COM-3	187	2.39%
Duplex: DPX	548	7.01%
Estate: EST-1	253	3.24%
Estate: EST-2	57	0.73%
Light Industrial: IND-1	123	1.58%
Multi-Family Residential: MFR-2	81	1.04%
Limited Office: OFC-1	17	0.21%
General Office: OFC-2	5	0.06%
Parks and Greenway: P&G	18	0.23%
Preservation: PRS	70	0.90%
Public/Semipublic: PSP	1,089	13.94%
Master Planned Development: MPD	2,851	36.50%
Single Family Residential: SFR-1	27	0.34%
Single Family Residential: SFR-2	2	0.03%
Single Family Residential: SFR-3	1,816	23.25%
Single Family Residential: SFR-4	26	0.34%
Single Family Residential: SFR-5	11	0.14%
<b>Total</b>	<b>7,811</b>	<b>100.00%</b>

Source: City of Palm Coast, 2008.



e. Vacant Lands Analysis

The vacant lands analysis is also based on the DOR Codes from the most recent Flagler County Property Appraiser’s GIS data. The Property Appraiser’s Office assigns values to vacant (or undeveloped) properties based on the zoning of the property. The breakdown of vacant land in the Master Plan Study Area is shown in **Table 8**. The category “Vacant Non-Agriculture” is a designation that typically corresponds to conservation areas, but may have development potential. The vacant properties that have the Non-Agriculture designation are explained in further detail in the Development Activities section of this plan. **Map 7** illustrates the location of designated vacant land within the Master Plan Study Area.

**Table 8: Vacant Lands**

Land Use DOR Code	Acres	Percent
Vacant-Non-Agriculture	4,627	54.47%
Vacant Residential	1,862	21.92%
Vacant Commercial	1,774	20.89%
Vacant Industrial	231	2.72%
<b>Total</b>	<b>8,494</b>	<b>100.00%</b>

Source: Flagler County Property Appraiser, 2008.

**3. Potential Land Use Conflicts**

Potential land use conflicts can be a result of several factors, including inconsistent zoning categories from the future land use designation, non-conforming use or an intensity that is not allowed in the district. The most common conflict exists when a zoning district classification is not consistent with the adopted future land use designation. There is one noteworthy potential conflict within the Master Plan Study Area, a portion of land southeast of the airport identified as an Industrial Planned Unit Development zoning district. This property is located within two future land use designations on the County’s FLUM - Low Density Residential, Rural Estate, and Agriculture Timberlands. This property is referred to as the Grand Landings development, which is a proposed residential fly-in community. In the future prior to approval, the City and County will have to evaluate the individual development programs for Master Planned Development (MPD) applications to ensure the proposed development program is consistent with the underlying land use and any specific zoning overlays affecting the Master Plan Study Area.

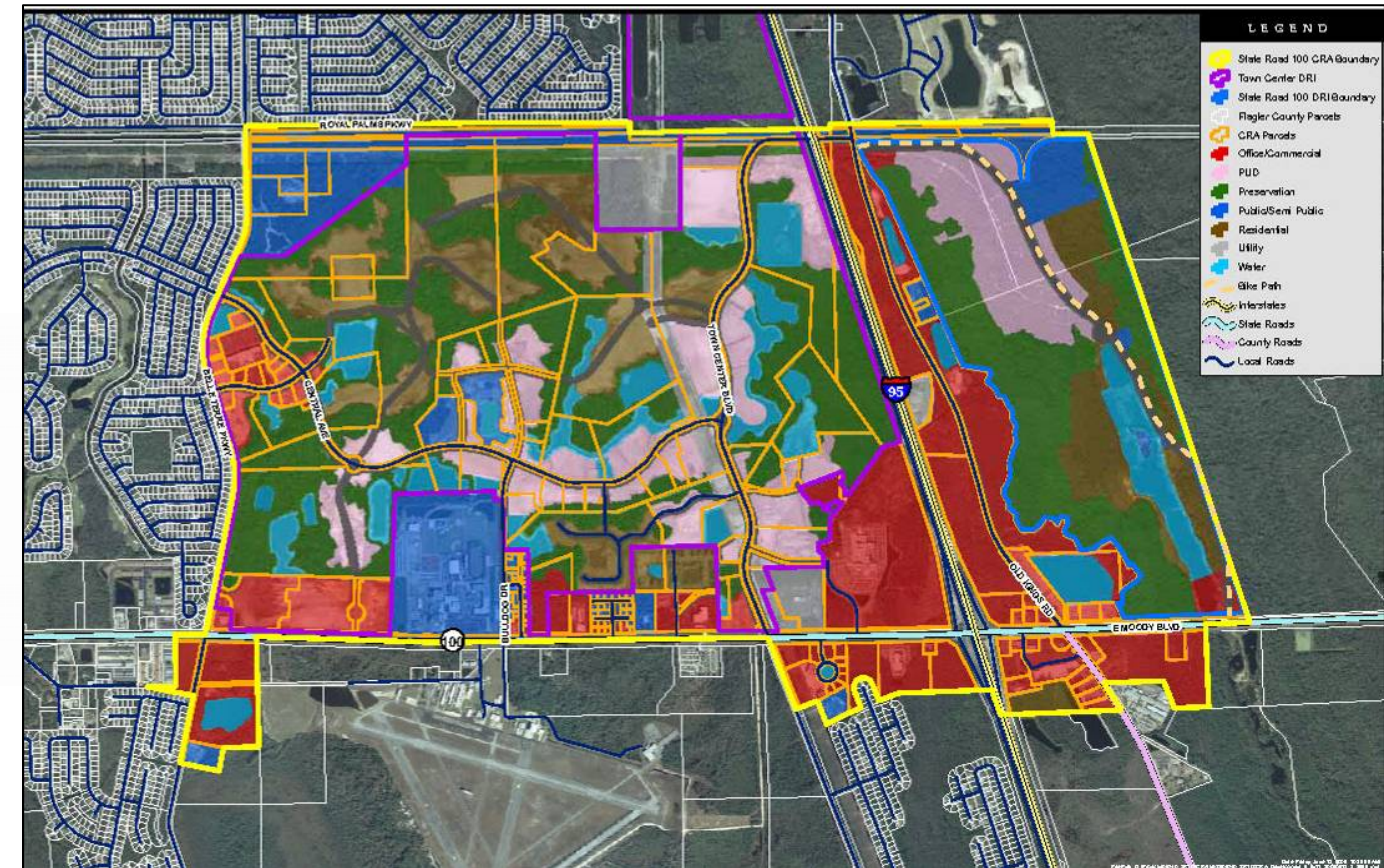




**4. SR 100 Community Redevelopment Area Master Plan**

The SR 100 Community Redevelopment Area (CRA) is located north the airport bounded generally by SR 100 to the south, Royal Palms Parkway to the north and Belle Terre Parkway to the west, see picture to the right. The SR 100 CRA Master Plan update was completed in August 2008. This plan includes an existing conditions analysis, current and proposed development activity, expected capital expenditures/revenue and architecture and site design standards.

The SR 100 CRA includes two Developments of Regional Impact (DRI) - the Town Center DRI and the SR 100 DRI. Both DRI's are fully entitled developments, having been approved through the regional and state regulatory process. Construction is currently in progress at the Town Center DRI. The SR 100 DRI has yet to commence construction. The SR 100 CRA Master Plan also included a section relating to design guidelines for the area. The design guidelines developed for the SR 100 CRA include civic architectural design standards, site orientation standards, civic buildings design elements and site design standards



*SR 100 CRA Master Plan  
Development Activity Map*



5. Existing and Planned Development

The area adjacent to the Flagler County Airport includes existing and planned residential and non-residential development. The land adjacent to the airport, south of SR 100 is comprised of vacant or environmentally sensitive lands. North of SR 100 consists of the Town Center DRI, the SR 100 CRA, Palm Coast Flagler High School and a large residential subdivision. The Town Center DRI is currently under construction. Infrastructure improvements have been completed and vertical construction is underway with several buildings completed. The Hilton Hotel and the Brookhaven Residential development are also nearing completion (see **Table 9**).



*Town Center DRI*



*Grand Landings*





**Table 9: Development Activity Within and Adjacent to Flagler County Airport**

Development Name	Development Description	Residential Units			Non Residential	Status
Town Center DRI  (Based on the approved DRI Order 7/11/08)	1,557 acres Mixed Use development that includes public, residential and commercial uses. (Mixed Use PUD/DRI)	2,500 units			Office 1,400,000 sq ft Retail Commercial 2,000,000 sq ft General Commercial: 1,400,000 sq ft Institutional: 625,000 sq ft Movie Theatre: 2,400 seats Lodging: 480 rooms Assisted Living/Nursing Home: 240 beds Common Area: 714 acres	Completed Components Roadways/Infrastructure Regional medical center ACLF <u>Under construction</u> • Hilton Hotel • Residential
State Road 100 DRI	~177 Acre Mixed Use Development (Mixed Use PUD/DRI)	<b>Phase I</b> 583 SFR units 710 Condos 82 Townhomes	<b>Phase II</b> 190 SFR units 1,556 MFR units	<b>Phase I</b> 50,000 Retail 30,000 Office	<b>Phase I</b> -2006-2010 Not developed. Active.	<b>Phase II</b> – 2008-2015 Not developed. Active.
Grand Landings	Planned Unit Development (PUD)	749 SFR units			150,000 sq. ft. Commercial	Phase I Under construction.
Citation Estates	125 Acre Mixed Use (PUD)	84 SFR units 312 Condos	50 Townhomes		15.6 acres commercial 135,000 sq. ft. commercial	Not yet developed. Inactive.
Citation Estates Commerce Park	40 Acre Commerce Park	N/A			N/A	Not yet developed. Inactive.
Flagler County Airport	Runway extension Airport Control Tower Airside Development, Ramp (Airport)	N/A			Aviation Related Development • 40 additional T-hangars • Relocated fuel farm • Additional tie-down spaces • 11 additional conventional hangars • 50 additional tie down southeast side	Airport Layout Plan conditionally approved by FAA pending acceptance of Environmental Assessment.
Airport Commerce Park	334.84 acre, non-aviation related commerce park (Industrial and Commercial)	N/A			334.84 acres, 14 parcels, 12 Lots	Not developed. Active.
OARE PUD	171 Acre Active Adult Living Community clustered (55+) (Mixed Use PUD)	20 SFR units 264 MFR units	240 HDR units ACLF 20 rooms	2.2 acres	Tract 1 Constructed.	
Levitt Property	Formerly County Haven project	749 SFR units			N/A	Undeveloped. Inactive-Foreclosure
Integra Woods	Apartment Complex-35 Acres	Stage 1: 310 units	Stage 2: 172 units	482 total units	N/A	Under Construction.
Magnolia Park	145 acre Business Park Phase I	N/A			145 acres Commercial	Not developed. Active. In greenbelt. Clustered development.



## 6. Flagler County Airport-Dependent and Airport-Related Uses

### a. Flagler County Airport Dependent

Airport dependent uses are those uses which can only successfully operate on airport property or within very close proximity to an airport. These uses include aircraft related uses, passenger related or cargo related businesses. The following table lists examples of airport-dependent businesses.

**Table 10: Examples of Airport Dependent Businesses**

<b>Aircraft-related</b>	Aircraft maintenance Aircraft testing Pilot training Aerospace assembly/parts Military related
<b>Passenger-related</b>	Business centers Convention centers Retail malls Duty Free Concessions Food services
<b>Cargo-related business</b>	Cargo processing Cargo warehousing Cargo distribution Manufacturing Production Free Trade Zone Exhibition centers Technology parks R&D centers

Specific airport dependent businesses currently located on or adjacent to the Flagler County Airport include the following companies.

**Avia Aero Services, Inc.:** Avia Aero Services provides flight training services, simulator training, aircraft maintenance services, introductory flights and aircraft rental services. <http://www.iflyavia.com/>

**CAPT, LLC:** The CAPT Program, or Commercial Airline Pilot Training Program, was initially developed at the world-leading Embry-Riddle Aeronautical University, before being acquired by Flight Training Services International in 2006. The program was designed to meet the demands of college educated professionals who were seeking a career transition into the aviation industry as commercial airline pilots. The CAPT training programs incorporates such industry practices as [Line Operations Safety Audits](#) (LOSA), [Line Oriented Flight Training](#) (LOFT), [Threat and Error Management](#) (TEM), and [Crew Resource Management](#) (CRM). The CAPT facility currently has approximately 300 students. The activities of the CAPT, LLC facility contributes a significant number of aircraft operations to the overall operations activity level of the airport. <http://captprogram.org/>

**Flagler Aircraft Services:** Flagler Aircraft Services provides a range of aviation related services including flight training, aircraft inspections (check-outs), mechanical services and aircraft repair. The maintenance services include: power plant service; airframe service; and propeller installations. <http://www.flagleraircraftservice.com/>

**Ginn Club and Resorts:** Ginn Club and Resorts developed the Ginn Hammock Beach resort in Palm Coast. The company maintains a hangar and operates corporate travel services and client travel services at the Flagler County Airport location. Ginn Resorts has developed several upscale golf resort communities, and has established itself as one of the fastest growing real estate developers in the nation. <http://www.ginnresorts.com/>

**Lunsford Air Consultants:** Lunsford Air Consultants provides on-site helicopter training. Lunsford also provides consulting services that address a range of topics including: accident investigation; acquisition and budgeting; business plans for aviation departments; expert witness; flight department safety audits; guest speakers and review of grants and proposals. <http://www.lunsfordair.com/>

**Ryan Aviation Seaplane Base:** Ryan Aviation provides pilot training services for seaplanes. Ryan Aviation utilizes Gore Lake located at the southwest end of the Flagler County Airport property. <http://www.ryanseaplanes.com/>





**SPS of Palm Coast, Inc.:** SPS provides aircraft flight training programs and services for general aviation pilots. SPS is a long term business resident of the Flagler County Airport. [spsflagler@hotmail.com](mailto:spsflagler@hotmail.com)

b. Flagler County Airport-Related

Airport-related uses are those that are frequently located near airports; however, they can also successfully operate without being in close proximity to an airport. The following list includes airport-related uses.

- Rental Car Company
- Restaurants
- Lodging
- Catering Services
- Limousine Services
- Retail Sales
- Office Uses

The following businesses represent airport related uses currently operating on the Flagler County Airport premises.

**Enterprise Rent-a-Car:** Enterprise provides car rental services, fleet management, used car sales and commercial truck rentals. The primary business activity at the Flagler County Airport location is rental car services. <http://www.enterprise.com/>

**Cakes Across America:** Cakes Across America specializes in the national delivery of imprinted and custom gift cakes, cookies, brownies and other baked goods. For nearly 15 years, Cakes Across America has been arranging for cakes, cookies and other fresh baked goods to be hand-delivered for special occasions from birthdays to national celebrations. Modeled after the floral industry, the company has developed a national bakery network with thousands of qualified participating bakeries. <http://www.cakesacrossamerica.com/>

**High Jackers Restaurant:** High Jackers is the only restaurant currently operating at the airport. High Jackers is open for lunch and inner and provides a variety of dishes within most budgets. <http://www.highjackers.com>

7. **Vacant Lands and Underutilized Parcels**

As identified in the Vacant Lands Analysis Section, the Master Plan Study Area contains a large amount of vacant lands. The majority of the vacant lands are programmed for development. The Development Activities Section identifies specific areas already entitled for development. The importance of maximizing the full entitlements of property is to generate the most jobs possible. Underutilized parcels are lands that have entitlements that are currently not fully utilized. For example, a parcel that has rights to develop an industrial use (i.e., manufacturing), but is currently using the property for religious or institutional uses is underutilized. Industrial areas tend to be flexible with the type of uses allowed because they permit the most intensive uses of all types of land use categories.

There are instances where underutilized parcels exist within the Master Plan Study Area, specifically two parcels that are currently being used for institutional purposes. One such parcel is the Flagler Palm Coast High School, located directly across SR 100 from the Flagler County Airport. The approximately 80-acre parcel is within the SR 100 Community Redevelopment Area and is contiguous to the Town Center DRI. The location of the property is ideal for more intense commercial and retail uses. The other parcel is a church located within a mixed-use future land use designation adjacent to the Town Center DRI, within the SR-100 CRA. Additional examples of underutilized parcels include a vacant city-owned parcel located within the airport commerce park. This vacant property has been identified for an industrial and commerce park development.

8. **Current Functions of the Flagler County Airport**

The Flagler County Airport is a county owned and operated general aviation airport. Primary activities at the airport include local/private transport and single engine, multiengine, gyrocopter, helicopter, ultra-light and seaplane training.

Long term development objectives indicate that the airport will remain a general aviation facility into the future; however, the development plans include the addition of a new non-aviation commerce park.

9. **Market Served by Airport**

The Flagler County Airport is not considered to be a regionally significant airport by the Federal Aviation Authority. The market being served by the airport spans Flagler County and portions of adjacent counties. The predominant users of the airport facilities are



individuals seeking flight training and amateur pilots who own private single engine planes and store them at the airport. The Ginn Resort is also a significant user of the facility, primarily for private flights for clients spending time at the nearby resort. These private flights originate from anywhere in the United States and frequently include international-outbound flights as well. Cakes Across America also serves a larger market area than the immediate region, albeit not by directly shipping cakes across the US from the Flagler County Airport, but by serving a national customer base through their airport-based headquarters. Uses other than aviation-related uses serve the immediate local area. There is currently no large employment center located at the airport.

## 10. Advantages of Flagler Airport over Other Airports in the Surrounding Area

### a. Daytona Beach International Airport

Daytona Beach International Airport (DAB) primarily focuses on commercial services with Delta Com-Air, US Airways and Craig Air Center providing domestic and international passenger service. DAB also provides general aviation services. This airport is located within 22 miles of the Flagler County Airport. DAB is the grantee for Foreign Trade Zone #198.

#### *Flagler County Airport Advantage*

Flagler County Airport airside development solely focuses on general aviation and pilot training. DAB has limited vacant land available for non-airside, commerce park development. Flagler County Airport has significant non-airside development opportunities and vacant land located at the commerce park adjacent to the airport. This represents the Flagler County Airport's greatest advantage over DAB.

### b. Ormond Beach Municipal Airport

Ormond Beach Municipal Airport (OMN) is the closest general aviation facility to Flagler County Airport, located just 13 miles south along US 1 and east of I-95. The services provided by this facility are more comparable than any of other surrounding airports, making OMN Flagler County Airport's number one competitor. The airport also supports the Airport Business Park, where 29 businesses presently operate in excess of 731,900 square feet of light industrial space, with total employment of approximately 1,900 workers.

#### *Flagler County Airport Advantage*

Plans to upgrade the OMN facilities are modest and growth is not anticipated to drastically increase in the short to medium term. However, OMN may serve as a guide for the Flagler County Airport regarding its adjacent commerce park

development. Flagler County Airport has significant development opportunities and vacant land located in the commerce park adjacent to the airport. This represents the Flagler County Airport's greatest advantage over OMN.

### c. St. Augustine/St. Johns County Airport

The St. Augustine/St. Johns County Airport (SGJ) is located approximately 44 miles north of the Flagler County Airport. SGJ houses a branch of the Northrop Grumman Corporation, which provides overhaul and maintenance services to large military and civilian aircraft. SGJ provides commercial charter services to the Bahamas through the Craig Air Center out of Jacksonville (JAX). The airport also provides a variety of air hangar sizes for monthly rental.

#### *Flagler County Airport Advantage*

The location of SGJ provides a distinctive advantage to the Flagler County Airport. SGJ is situated along the Intracoastal Waterway, which allows good access for sea planes, but substantially limits expansion and growth. SGJ's seaplane base is not freshwater, which limits the use. The Flagler County Airport has more undeveloped land and opportunities to grow. Flagler County Airport also has a significant advantage because of its access to the major roadways Interstate 95 and US 1.

### d. DeLand Municipal Airport

DeLand Municipal Airport (DED) is located 28 miles south of Flagler County Airport in Volusia County, just three miles northeast of the DeLand downtown business district. DED focuses primarily on flight training and sport aviation/recreational flying. The airport is also home to a 200-acre industrial park, which includes manufacturing uses.

#### *Flagler County Airport Advantage*

The significant advantage that Flagler County Airport has over this airport is the proximity to the coast and access to major roadway facilities. DED is several miles removed from Interstate 4, while Flagler County Airport is situated less than a mile from Interstate 95. As is the case with the Ormond Beach Municipal Airport, the DED's on-site industrial park may serve as a guide for the Flagler County Airport regarding the future development of its adjacent commerce park.

## 11. Foreign Trade Zone Program

Foreign Trade Zones (FTZ) are zones established by the US Customs Bureau that allow businesses to import and export merchandise overseas duty free. There are many benefits





## EXISTING CONDITIONS

associated with FTZs including deferral of duties, higher quality of inventory control, less delays through customs, reduced merchandise insurance premiums and several others. The Flagler County Airport is located within the #198 FTZ. However, the airport has not been able to activate the program due to the lack of private sector users.

### a. Background of FTZ #198

FTZ #198 was granted to Volusia County in 1993. The FTZ consists of five (5) sites located within Volusia and Flagler counties. These sites are:

- (1) Daytona Beach International Airport Business Park
- (2) DeLand Airport Industrial Park
- (3) Ormond Beach Airport Business Park
- (4) Flagler County Airport
- (5) Pine Lakes/Palm Coast Industrial Park

The Flagler County Airport currently does not have a US Customs agent available on site to administer the FTZ program. Foreign trade zones are most beneficial to businesses that export or import merchandise overseas. The airport currently has no businesses importing or exporting goods that would utilize the FTZ.

### b. U.S. Customs Bureau Agent

A U.S. Customs Bureau Agent must be established at the airport in order to administer the FTZ program. The agent must review all items entering and leaving the country. There must also be significant interest shown by business owners for a U.S. Customs presence to be established.

### c. Steps to Activate the FTZ at Flagler County Airport

If a business located at the Flagler County Airport or in the Airport's Commerce Park wishes to participate in the FTZ program, the following steps are required:

1. Develop a Procedures Manual which clearly defines the operations of the applicant business. This includes an explanation of the inventory and record keeping system used by the applicant business and the businesses' security system.
2. Enter into an Operators Agreement with FTZ #198 Grantee, Volusia County.
3. Compile a list of employees that will have access to the zone. The list must include the employees' names, dates of birth and social security numbers.

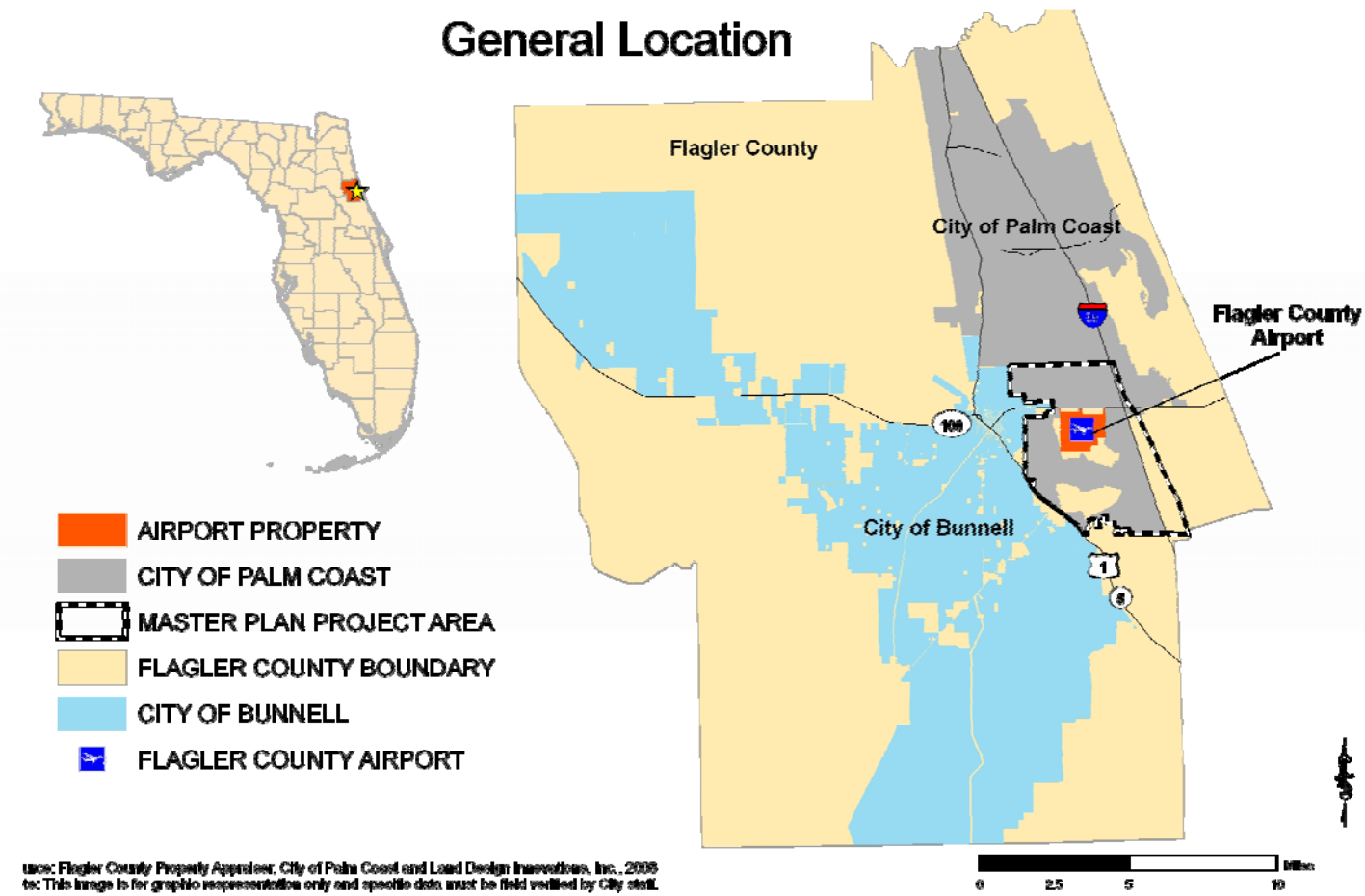
4. The applicant business must secure bonding for the purposes of operation in the zone. The bonding process usually takes between one to four months to complete.
5. If the applicant business is a manufacturing firm, the applicant is required to submit a Manufacturing Request Application to the U.S. Foreign Trade Zones Board. This process may take up to one year to complete.

For additional information regarding activation of the FTZ at the Flagler County Airport contact: **Steve Cooke (386) 248-8030 x8309; Fax (386) 248-8038.**

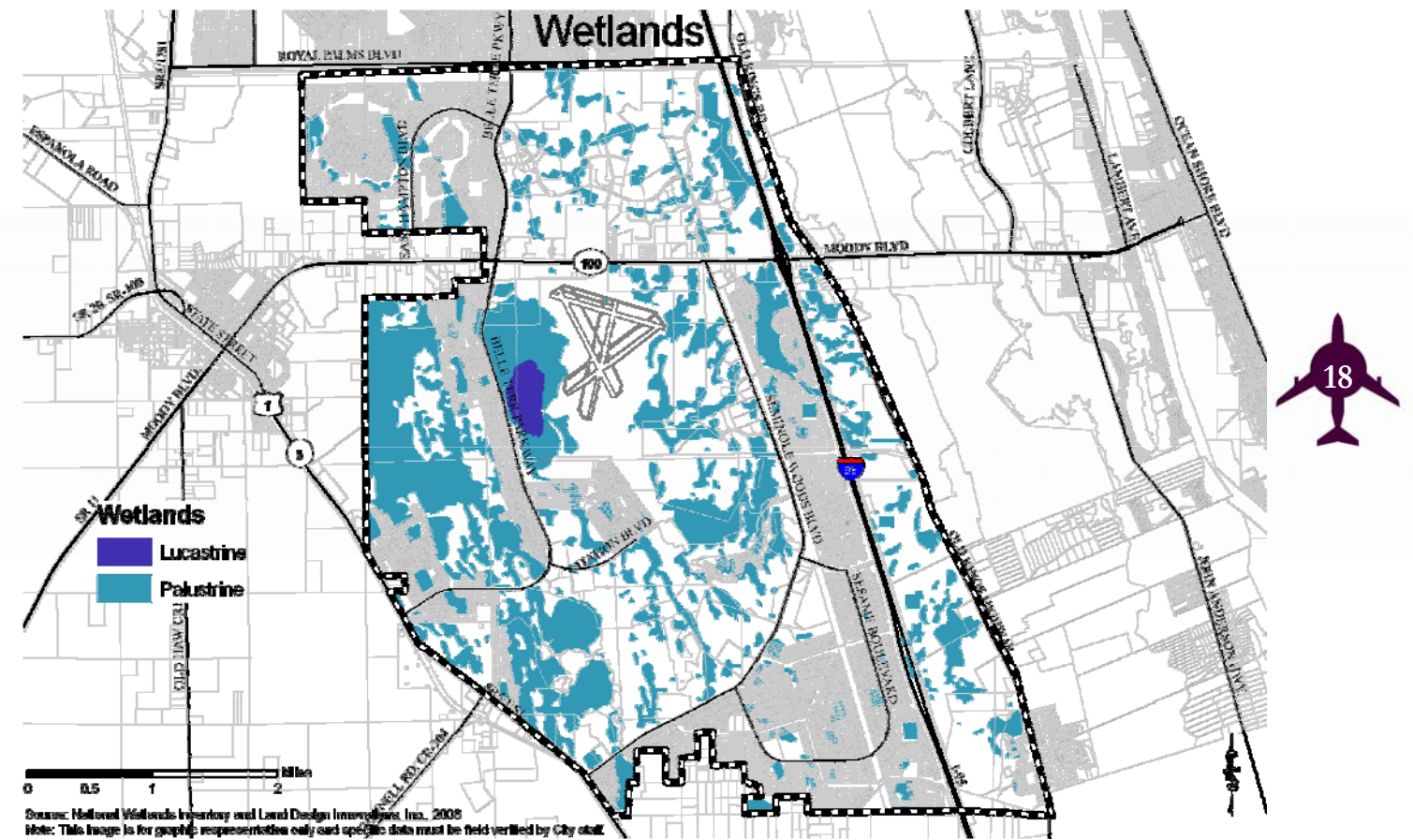


## Existing Conditions Maps Section

### Map 1: General Location

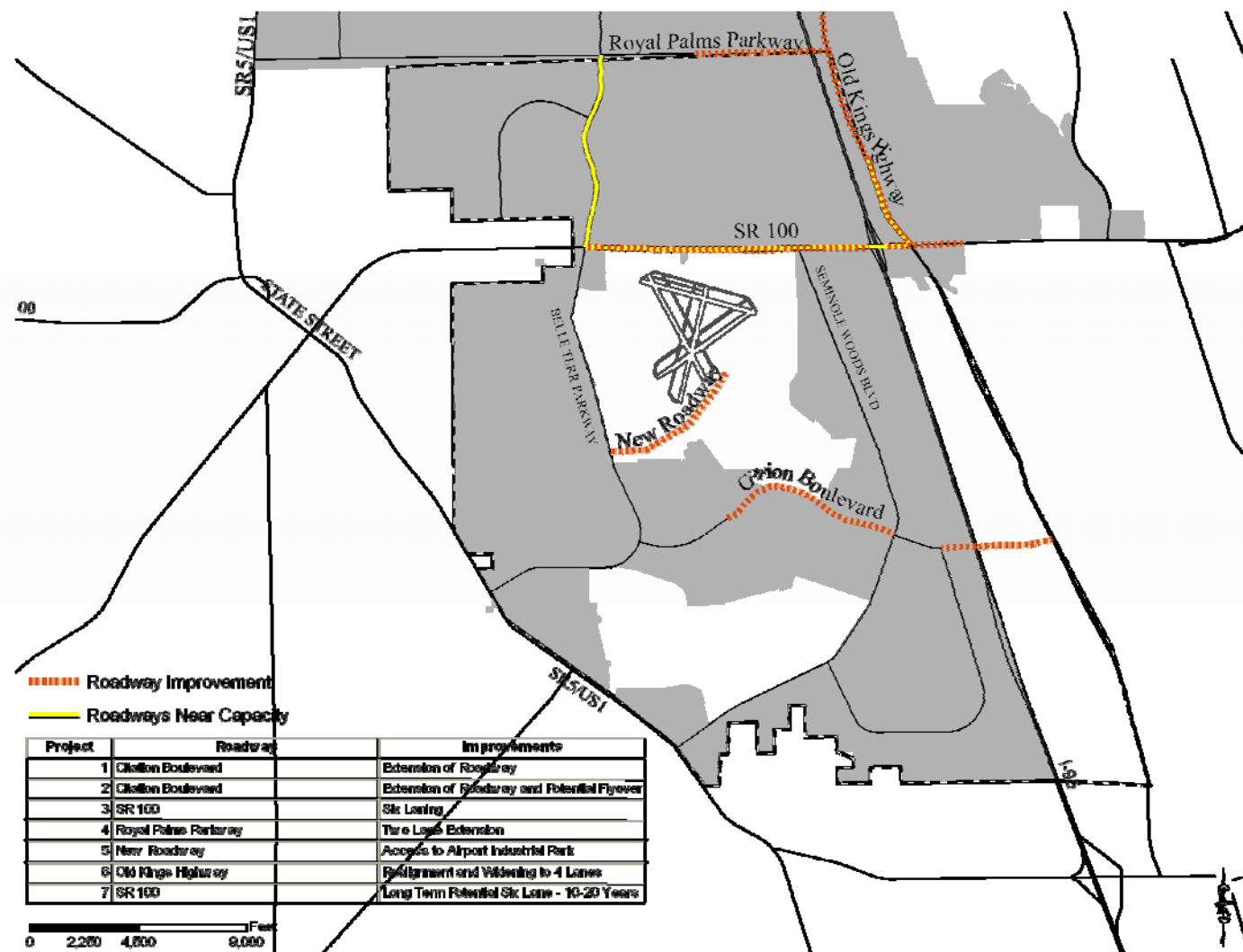


### Map 2: Wetlands

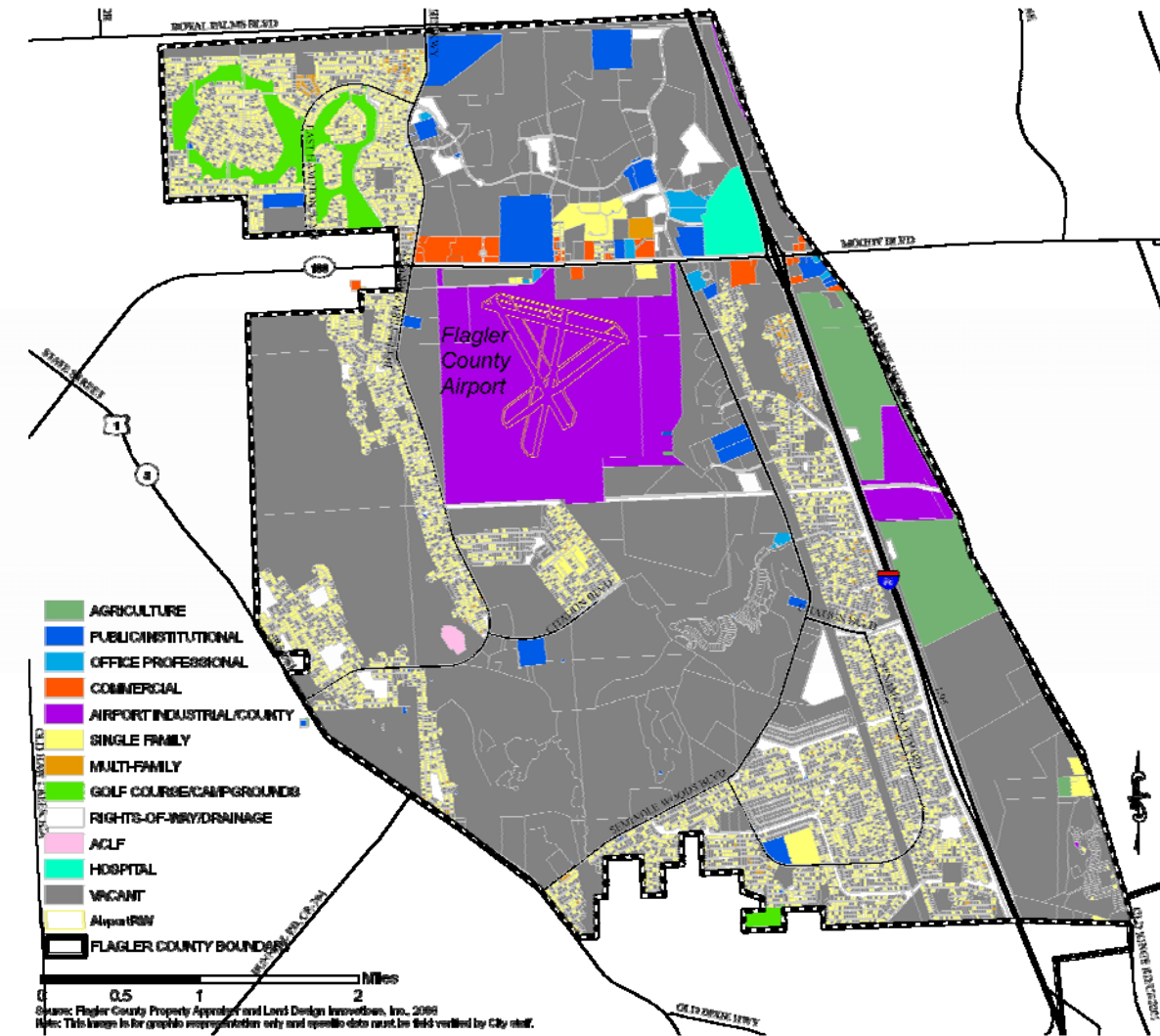




Map 3: Potential Roadway Improvements

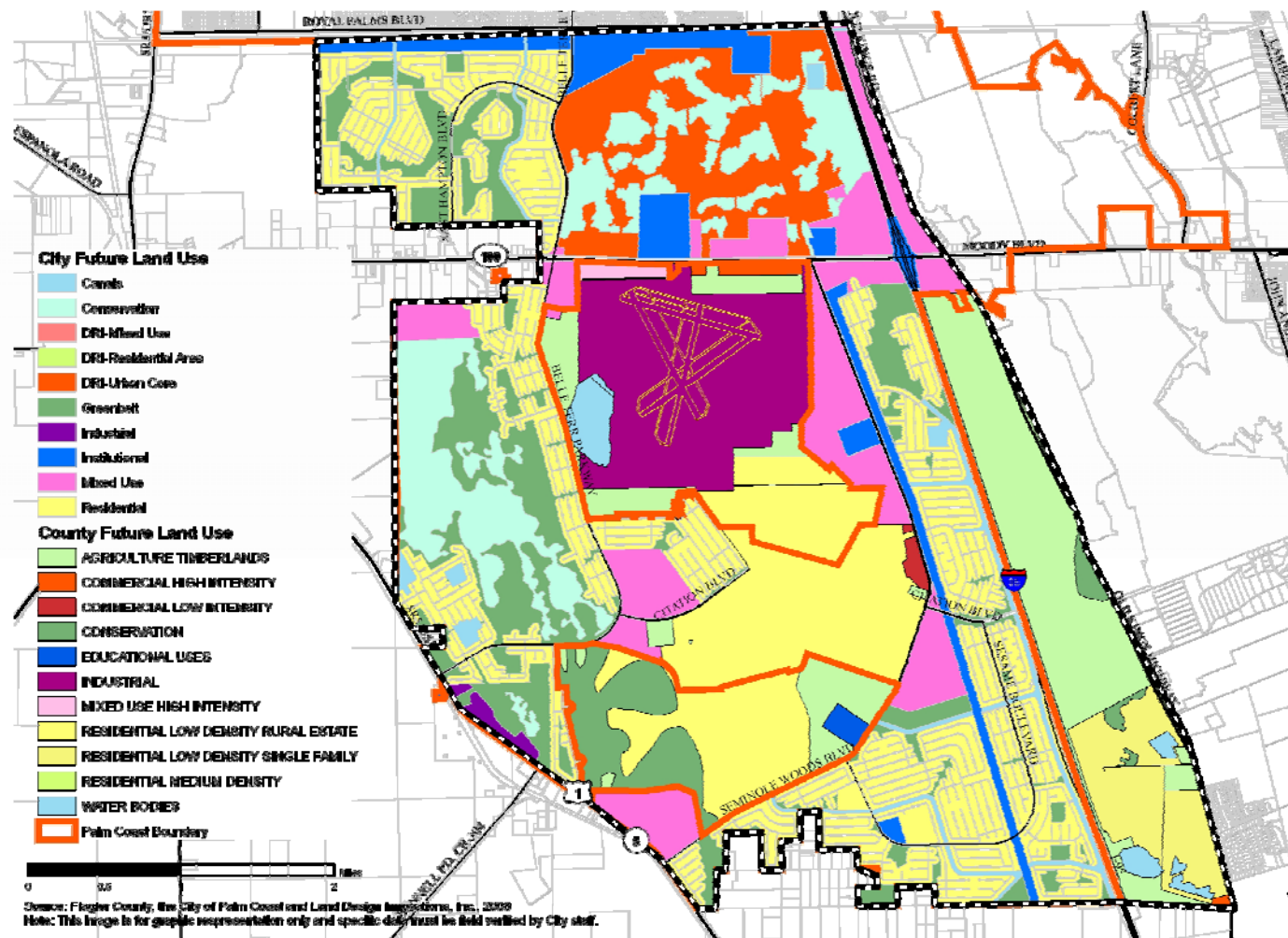


Map 4: Existing Land Use Map

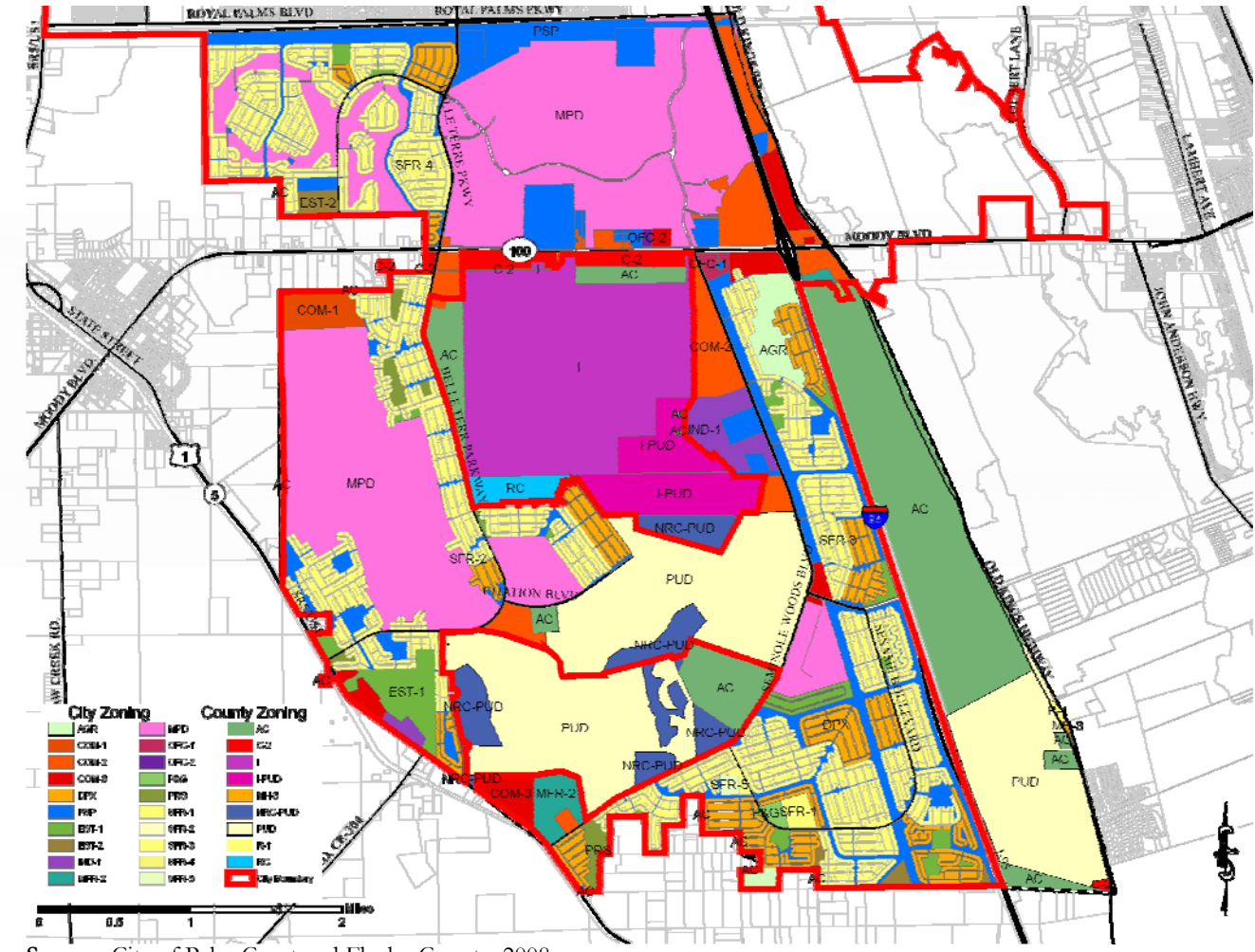




Map 5: City and County Future Land Use Map

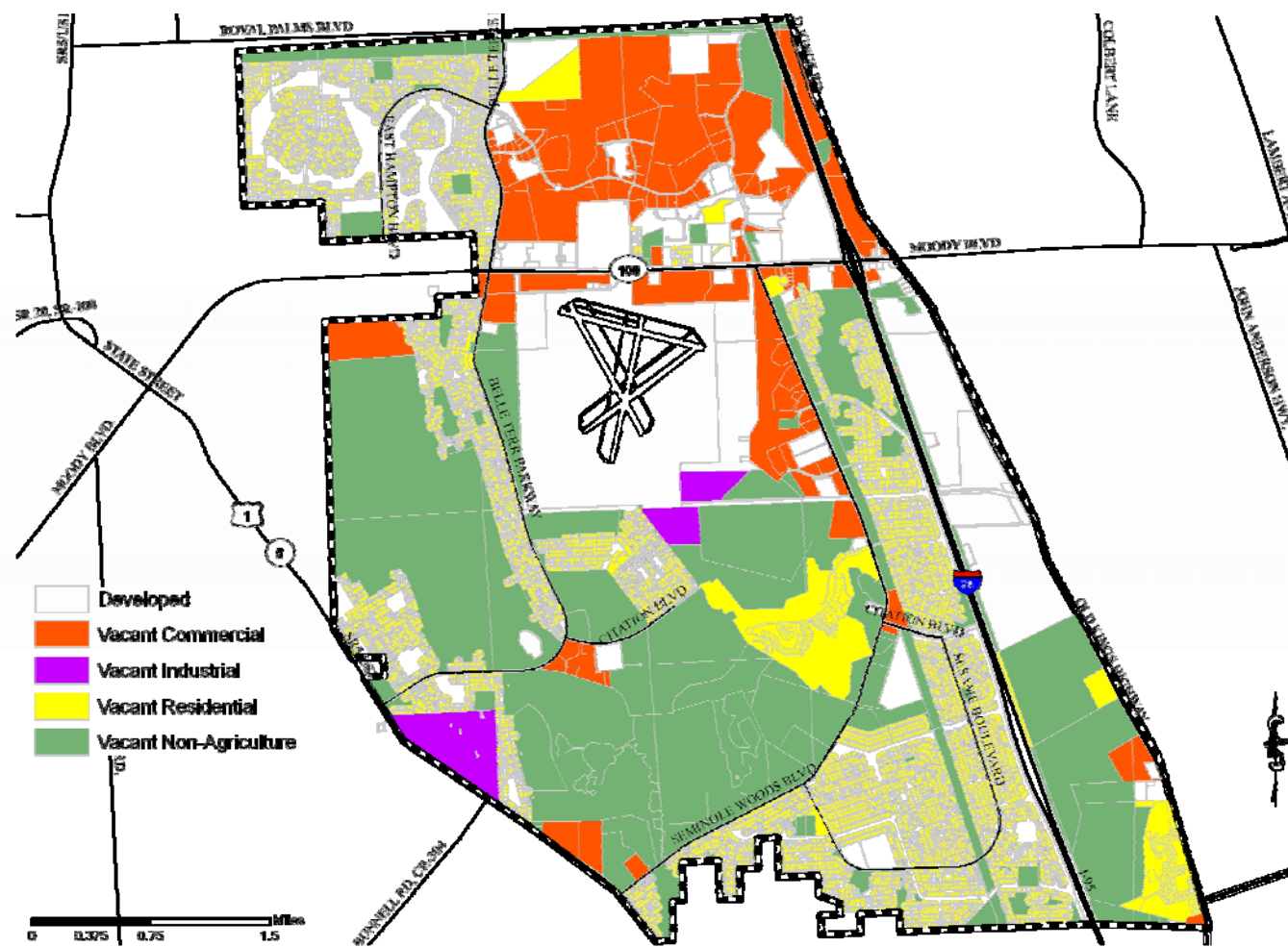


Map 6: Zoning Map



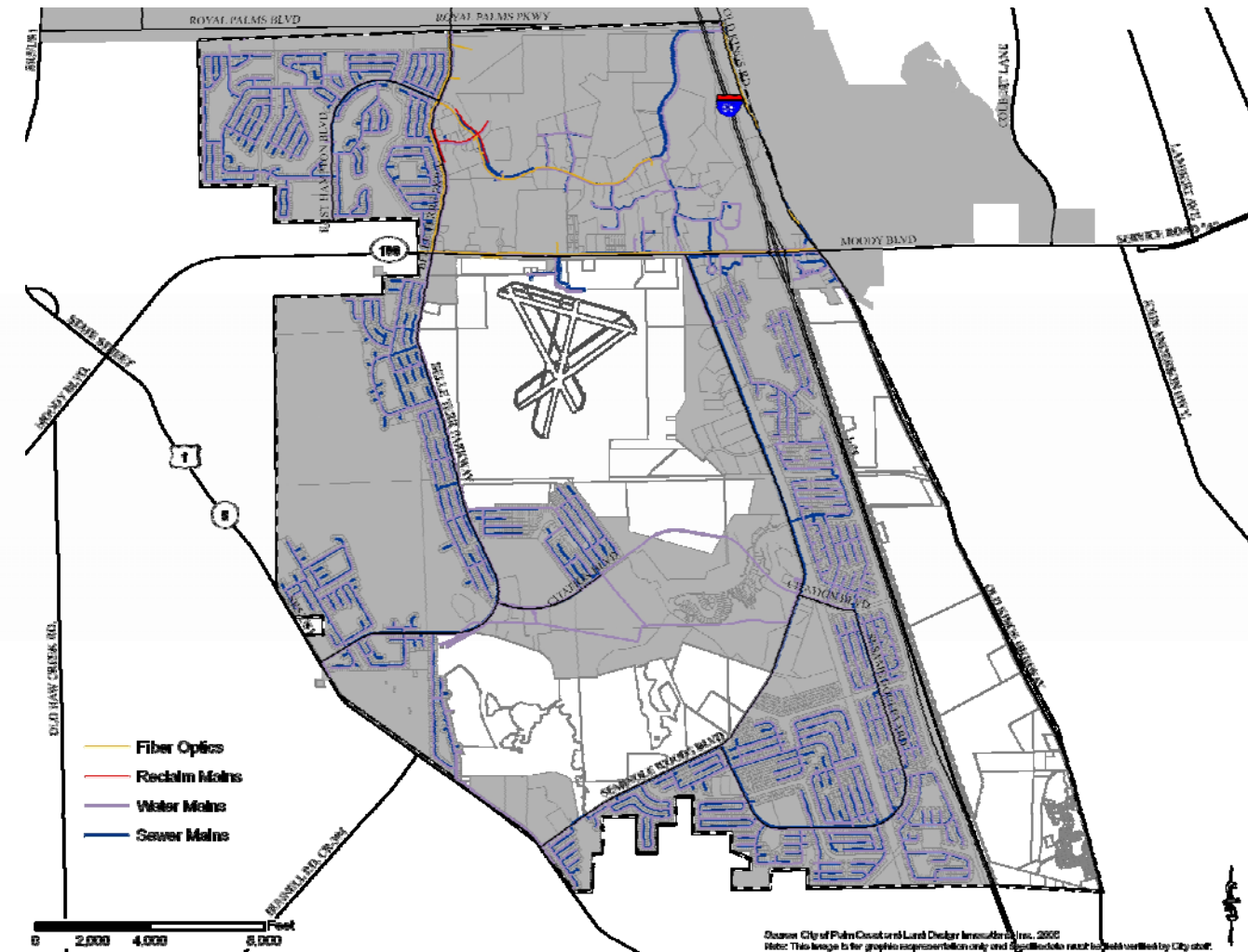


Map 7: Vacant Lands Map



Source: Flagler County Property Appraiser, 2008.

Map 8: Utilities Map



Source: City of Palm Coast, 2008.









## C. INITIAL STAKEHOLDER INPUT

In order to gather input from agencies, business owners or individuals who have a direct or indirect stake in the Flagler County Airport operations, the City held stakeholder workshops at the beginning and throughout the master plan process. The stakeholders include representatives from the applicable local jurisdictions, airport officials and staff, airport dependent or related business owners, and property owners having specific development interests in the Master Plan Study Area. The first stakeholder's workshop occurred on Monday, October 6, 2008 at the Flagler County Chamber of Commerce. The organizations represented at the initial workshop are listed below.

- Flagler County Airport Advisory Board
- Congressman John L. Mica District Representative
- City of Palm Coast Community Development Department
- City of Palm Coast City Manager's Office
- Flagler County Deputy County Administrator's Office
- Flagler County Planning Department
- Flagler County Airport
- Flagler County Chamber of Commerce
- Enterprise Flagler
- Flagler County Home Builder's Association
- City of Bunnell Development Services Department
- Palm Coast Holdings, Inc.
- LandMar Group, LLC.
- Faulkner and Associates

The initial stakeholder workshop served an educational purpose, describing the detailed process that has to be followed in order to develop an airport master plan, including consistency with multiple local, regional, state and federal agency regulations. The 15 workshop participants, many of whom were not aware of the airport's plans for future growth, discussed these plans and the possible land use scenarios surrounding the airport that would affect or be affected by the development of the airport. Consensus amongst the landowners and applicable agencies as to the issues related to airport land use planning was the overall goal of the first stakeholder workshop. At the culmination of the initial workshop, the development community and the local governments appeared willing to cooperate and coordinate in the airport master planning process for this plan.

## 1. SWOT Analysis

A successful method for identifying overall issues, a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis, was performed with the participating stakeholders at the initial workshop. The following definitions for Strengths, Weaknesses, Opportunities and Threats were given to each participant:

**Strengths:** Current conditions that are positive and help the area's growth.

**Weaknesses:** Current conditions that are negative and do not help the area's growth.

**Opportunities:** Elements that may help improve the quality of life of the area in the future.

**Threats:** Future elements that may hinder or reduce the quality of life of the area in the future.



*Stakeholders Workshop*



a. SWOT Analysis Input - Strengths

The list below shows the strengths identified during the workshop. The list of strengths clearly outweighs the items identified as weaknesses. There was a common consensus that the airport is a significant contributing factor to the economic success of the area and its operations should be protected. The group was generally excited about ease of access to the Master Plan Study Area and the readily available utilities. The airport's location in the center of Flagler County was identified as a positive attribute because of the proximity to the coast line, Jacksonville, healthcare facilities and the Town Center.

- Major roadway access
- Large tracts of vacant/available land
- Foreign Trade Zone
- New Air Traffic Control Tower construction
- Environmental assessment current
- Strong 5-year Airport Layout Plan
- Available utilities
- Commercial Pilot Training School – Top 100
- Cooperation between jurisdictions
- Town Center proximity
- Hotel room inventory - 1,400 existing
- Precision Approaches – different aircrafts and different times of year
- Surrounding Palm Coast's LDC
- Proximity to healthcare
- Consensus of community
- Available industrial space
- No noise problems-Noise Contours remain on site
- Local Economic Development Organization (EDO) – Enterprise Flagler
- Location in the center of the County
- Ginn Resorts/Golf Courses



*Hilton Garden Inn  
Located in the Town Center DRI*



b. SWOT Analysis Input - Weaknesses

The list of weaknesses illustrates that the stakeholders group was most concerned with the success of the airport. Many of the weaknesses that were identified related to the development plans for the airport. Roadway access through the area was also a major factor, primarily the need for an additional east-west connection between Interstate 95 and Belle Terre Parkway.

- Length of runways
- Customs Agent needed to achieve FTZ
- Airport property limited
- Wetlands limitations (see Map 2: Wetlands Map)
- Adjacent residential uses
- No maintenance and Repair Operations (MRO) on airport site
- Daytona Airport already underutilized cargo
- Current funding inadequate
- Separate regulations for north and south of SR 100
- **PERCEIVED** airport noise as nuisance
- Local market leakage to other markets
- Need east-west connector in addition to airport access through Belle Terre connection
- South access needed to the airport



*Residential Property within the Town Center DRI*



c. SWOT Analysis Input - Opportunities

The list of opportunities is extensive. Opportunities consist of conditions and elements that are external to the area that can help or promote the growth of the area. Many of the opportunities that were identified are related to economic development. Wetlands mitigation was discussed at length, as regards to the establishment of two potential mitigation banks and mitigation strategies. Capitalizing on the spin-off market activity generated by the airport was a deeply reviewed topic.

- Some wetlands isolated
- Creation/collaboration for potential internal Wetlands Mitigation Bank
- Basin 17-potential mitigation bank coming soon
- Diversification/internal economic sustainability
- New travel modes-Air-Taxi-Point to Point-Very Light Jets (VLJ)
- Evaluate beyond current uses
- Partnering with Enterprise Florida to expand market to reinforce aviation support
- Purchase available land
- Fly-in communities (Where permissible)
- Florida National Guard base-potential location
  - Weekend Guard duties
  - Personnel move to the area
  - Families stay at hotels
- 125-room Hilton-more proposed (Marriott)
- Variety will increase for seasonal population Aviation Academy
  - FAA training
  - High school program
- South entrance road
- Airport - Commerce Center Drive connection
- Limited wetlands in road alignment for east-west connector

- Additional connection to SR 100 is already near term
- Capacity water/sewer-proposed city sewer treatment plant
- No major power restrictions
- FBO site flexible-north or south on site
- General aviation terminal/FBO in potentially 2 separate locations
- Connection to Seminole Woods Blvd. closer to Interstate 95 and Industrial Park





d. SWOT Analysis Input - Threats

The list of Threats generated through the SWOT analysis was substantially less than the Opportunities list. Threats consist of items that are external to the area that can reduce or hinder the growth of the area. Many of the threats that were identified are related to the current economic situation regarding the housing market and the uncertainty of the U.S. economy. Wetlands mitigation was discussed regarding the future cost for mitigation and whether there will be a bank available for future use. The Ormond Beach Municipal Airport was identified as a threat because of the similar services it provides and its proximity.

- Potential tower height issues
- Wetland mitigation will be more expensive in the future
- Graham Swamp Mitigation Bank out of credits?
- Holbrook Bank-different basin?
- No mitigation projects or landfills within 10,000 feet of the airport (bird attractors)
- Tall structures encroaching on flight paths or approach zones
- Competitive regional airports-Ormond, Deland and St. Augustine
- Overlapping jurisdictional services-EMS and law enforcement
- Overlapping regulations-similar development standards needed
- Housing/economy
- Local market leakage
- More residential development than non-residential
- FAA rules against through-the-fence fly-in operations-security reasons
- Not highest and best use within industrial areas, e.g. institutional uses
- High School Location



*Flagler Palm Coast High School  
Located across from Flagler County Airport*





## 2. Identification of Major Issues

After the SWOT analysis, the participants were asked to prioritize the major issues facing the airport Master Plan Study Area. The participants drew upon the items discussed during the SWOT analysis as the stimulus in developing the major issues, which are described for the purposes of this plan as the complex problems that will be addressed by this planning process. These issues will not be addressed or solved during the master plan process, but rather strategies and an implementation process will be set up to help address the issues. The following issues were identified by the stakeholders group. The list is in priority from 1<sup>st</sup> being most critical to 3<sup>rd</sup> being least critical.

### Prioritized Major Issues

- a. Airport Access/Potential Impact Airport Operations
  - (1) Roadway expansions/connections
  - (2) Fly-in communities (Where permissible)
- b. Compatibility of Uses
  - (1) Impacts on FAA funding
  - (2) Development standards - consistency and flexibility
  - (3) Height of structures outside of airport property
- c. Additional Parcels for Airport Expansion/Aviation Use



*Drainage Facility along Seminole Woods Parkway*





## D. DEVELOPMENT OF AIRPORT AND ADJACENT AREAS AS AN ECONOMIC ENGINE FOR FLAGLER COUNTY

The Flagler County Airport and the areas within the Master Plan Study Area have been identified by the County, the cities of Bunnell and Palm Coast, and the regional Economic Development Organization, Enterprise Flagler, as a future economic engine for the county and region. Public infrastructure investment and the close proximity of I-95 to the Flagler County Airport have set the stage for continued economic development and job creation within the Master Plan Study Area. The economic development activity and community impact created from the operation of general aviation (community) airports throughout the State of Florida is significant. Concurrently, the economic development activity potential and community impact that may be generated from the areas adjacent to the Flagler County Airport is also significant.

This section identifies the economic impact that general aviation airports have on the State and presents the long-term development objectives and policies that the County (through the Flagler County Airport Master Plan update), the City of Palm Coast, and Enterprise Flagler have identified to stimulate economic development and job creation in and around the airport.

### 1. Economic Impact of General Aviation (Community) Airports on Surrounding Communities

Florida has 112 public-use airports poised to meet general aviation needs and provide critical services to their local communities. These facilities are referred to as general aviation airports or reliever airports in FAA documentation; however recognizing their economic contribution to the communities in which they are located the Florida Department of Transportation (FDOT) has elected to christen them “Community Airports.” These facilities are located strategically around the State and serve both metropolitan and rural areas.

All airports in Florida, even the busiest commercial service airports, accommodate general aviation airport operations. Florida’s community airports impact the state’s economy in the following ways<sup>1</sup>:

- Community airports support over 23,000 jobs, over \$680 million in total annual payroll, and \$2.3 billion in total annual economic activity.
- Community airports are part of the infrastructure needed for Florida communities to sustain and attract various types of economic development, and many non-aviation businesses rely on and benefit from these airports each day.
- Community airports host much of Florida’s pilot training, an activity for which the State is a world leader.

<sup>1</sup> 2025 Florida Aviation System Plan

- Over 85 percent of all aircraft operations in Florida are flown by general aviation aircraft.
- Nine million business and leisure travelers use general aviation aircraft to reach cities throughout Florida that are not in proximity to one of Florida’s commercial service airports or because they prefer not to use commercial aircraft.
- Florida is home to over 14,000 general aviation based aircraft with the majority housed at community airports.
- Community airports support vital health, welfare and safety services.
- Community airports support busy commercial airports by providing general aviation reliever capacity in Florida’s urban and metropolitan areas.
- Community airports often support “just-in-time” shipping.
- Agriculture continues to be important to Florida’s economy and community airports host companies that provide support to this industry.
- More remote and less developed areas of the state are accessible via the community airports.

### 2. The Flagler County Airport

The Flagler County Airport currently has 12 businesses located on airport property. Adjacent to the airport is an approximately 334-acre area that is planned to be developed as a commerce park. The continued development of airport-based businesses and industries and the future development of the commerce park will have a significant effect upon the County’s economy. The *Flagler County Airport Master Plan Update*, adopted in 2006, identified long-term development scenarios and objectives for the Flagler County Airport proper. These include:

- Airside Improvements
  - Development of a new 5,500 (7,000 ultimate)-foot long runway, oriented 11/29
  - Installation of a precision approach on the new runway
  - Construction of an Air Traffic Control Tower
- Landside Improvements
  - Construction of 62 additional T-hangars
  - Construction of 16 additional conventional hangars
  - Construction of apron space adequate for an additional 103 tie-down spaces
  - Construction of a new terminal/administration building at 12,500 square feet



- Construction of 180 additional automobile parking spaces

Additionally, the updated Airport Master Plan also acknowledged the significant and on-going role the airport will play in the continuing economic development of Flagler County through the 2022 planning period. Specifically the *Flagler County Airport Master Plan Update*, 2006, identifies the area to the south side of Runway 6/24 for the development of a business park, “...a goal that plays a vital role in the future economic development of Flagler County.”<sup>2</sup>

**3. City of Palm Coast 2020 Comprehensive Plan**

The City of Palm Coast has also identified the future role of the Flagler County Airport and the surrounding parcels as an economic development engine for the City/County within the Future Land Use and Transportation elements of its *2020 Comprehensive Plan*.

- a. Chapter 1, Comprehensive Plan Future Land Use Element (FLUE)

**Policy 1.5.1.7** - The City shall consider the feasibility of annexing properties near major transportation facilities, such as the Flagler County Airport and I-95, and near the Intracoastal Waterway to provide diverse site selection opportunities for new, expanding, and relocating businesses and related recreational and alternative housing.

- b. Chapter 2, Comprehensive Plan Transportation Element

**Objective 2.1.8 - Rail, Multi-modal and Airport Facilities**

To the extent feasible, support the development of safe, convenient and energy efficient rail and airport facilities and provide opportunities for the creation of a multi-modal system that interconnects all transportation modes, provides new modes for passenger transportation, and encourages industrial and commercial development in the City through improved freight facilities.

**Policy 2.1.8.1** – The City shall support Flagler County’s efforts to improve the Flagler County Airport and improve its capabilities in accommodating jet aircraft.

**Policy 2.1.8.2** - The City shall support Flagler County’s efforts to develop a Flagler County Airport Economic Development Plan and provide input to promote the City’s interests in the development of inter-modal and economic opportunities around the Airport.

**Policy 2.1.8.3** – To encourage the use of the City’s inter-modal resources, the City shall encourage, through land use designations and other methods, industrial development within

the areas of City that are adjacent to the Airport property and along the Florida East Coast Rail Line.

**4. Enterprise Flagler**

Enterprise Flagler is Flagler County’s Economic Development Organization (EDO). The Enterprise Flagler Airport Taskforce, comprised of property owners, developers and other stakeholders, have also identified the Flagler County Airport and the areas surrounding the airport as critical components to the County’s developing economy in the *Enterprise Flagler Airport Taskforce, White Paper Report, 2008*.

The goal of the taskforce was “to bring together the adjacent property owners and other stakeholders to coordinate development around the airport to enhance the economic potential of the airport and surrounding businesses for the benefit of business recruitment to Flagler County.”

Specific recommendations for the areas surrounding the airport, identified by the Enterprise Flagler Airport Task Force, addressing planning, infrastructure and business enhancement and development are listed below.

- a. Enterprise Flagler Airport Taskforce, White Paper Report

*Planning Recommendations*

- Provide support to Flagler County for the execution and implementation of the airport infrastructure as described in the Airport Master Plan.
- Work with the City of Palm Coast on efforts to develop an Airport Area Master Plan overlay for property adjacent to the airport.
- Work with government entities to modify land uses and zoning to achieve the highest and best use of the property as they relate to objectives.
- Support the County as requested in obtaining funding for the Airport Master Plan economic development related project improvements.
- Support the County as requested in their effort to develop the Airport Business Park.

*Infrastructure Recommendations*

- Work with fiber optics supplier to provide enhanced fiber optic services for airport and surrounding area to promote business attraction marketing.



<sup>2</sup> Palm Coast / Flagler County Airport Master Plan Update, 2006.



- Support the County as requested in pursuing procurement of local, state and federal grants to be used for planning, infrastructure and vertical construction.
- Work with the City of Palm Coast to ensure delivery of utilities to the Airport Business Park.

*Business Enhancement and Development Recommendations*

- Enterprise Flagler will assist and support the County as requested in the grant process for the Flagler County Airport in the efforts to obtain federal and state funding.
- Enterprise Flagler will work with the County as requested via the Airport Advisory Board, Economic Development Council and Airport staff to investigate opportunities to incentivize and support economic development within the airport consistent with County goals and objectives.

b. Enterprise Flagler, Targeted Industries

Enterprise Flagler has also identified the following “Targeted Industries” for recruitment to the County:

- Manufacturing (NAICS Codes 331-339)
- Transportation and Warehousing (NAICS Codes 481-493)
- Wholesale Trade (NAICS Codes 421-422)
- Retail Trade (NAICS Codes 441-454)
- Information and Data Processing Services (NAICS Codes 514)
- Professional Services
- Corporate/Regional/Divisional Headquarters
- Research and Development Facilities
- Other Industry groups identified by Enterprise Flagler

**E. HOW TO PROMOTE AND PROTECT HIGHEST AND BEST USES**

The Recommended Actions section of this report proposes specific land uses and land development regulations that accommodate the referenced regulatory requirements, compatibility conditions and long-

term community economic development objectives. Refer to **Appendix A** for a full explanation of highest and best use principles as they relate to the Master Plan Study Area.

The subsequent step in enabling the targeted development of the parcels within the Master Plan Study Area is the incorporation and adoption of the specific land uses and land development regulations in an Airport Overlay Zone that encompasses the Master Plan Study Area. **Appendix C** contains the proposed zoning overlay ordinances.

It is recommended that Flagler County and the cities of Palm Coast and Bunnell revise selected portions of their comprehensive plans and land development regulations to reflect the overlay zone criteria. This will provide future developers a clear, uniform development path that will enable the continued development of the Flagler County Airport while encouraging compatible development and job creation in the areas adjacent to the airport.

**F. ENSURING COMPATIBILITY WITH ADJACENT EXISTING DEVELOPMENT AND LAND USES**

The Flagler County Airport Master Plan Update, 2006, identified the long term development objectives of the airport including the relocation and extension of the primary runway 11-29 to 7,000 feet, as well as additional airside and landside development, including the development of the adjacent Airport Business Park. This proposed on-site airport development, long term development of the areas adjacent to the airport and continued development of existing projects, must be compatible with previously referenced federal, state and local regulations. This section outlines processes and conditions under which continued development of adjacent existing uses may be accommodated so as to be compatible with the proposed uses outlined within this report.

Adjacent existing land uses in the vicinity of Flagler County Airport are primarily residential and commercial. Residential development is located west of the airport along Belle Terre Boulevard, south of the Iroquois Canal, which forms the southernmost boundary of the airport and east across Seminole Woods Parkway. Property along State Road (SR) 100 that borders the airport to the north is primarily commercial use. The Flagler Palm Coast High School and administration buildings are located on the north side of SR 100, across from the airport entrance road. The Florida Hospital-Flagler is located on the north side of SR 100, approximately one mile east of the airport. The land immediately east and southeast of the airport is currently wooded but is zoned Industrial-Planned Unit Development. Low-density residential areas are located east of Seminole Woods Parkway, west of Belle Terre Parkway and south of the Iroquois Canal. A buffer of open space that is zoned Agricultural lies immediately west of the Airport.

Specific ongoing and planned developments immediately adjacent to the airport that may affect the proposed long-term development of the airport or may be influenced by the proposed development scenarios presented in this document are described below.



### 1. Grand Landings

The Grand Landings Planned Unit Development, currently under construction, is a 749 single-family residential unit development immediately south of the airport. The development program also includes 150,000 square feet of commercial space. The initial development program for Grand Landings included a “through the fence” access point for aircraft from the residential portion of the development to access the Flagler County Airport property. This potential “through the fence” use however was abandoned due to concerns over airport security and potential loss of federal funding as articulated by the September 13, 2007 letter from the Federal Aviation Administration (FAA) received by Flagler County Airport officials. Single-family residential development has begun in the southern portion of the development; however, development has not begun in the area that was to have “through the fence” access to Flagler County Airport.

In light of the FAA directive against the proposed “through the fence” development program, alternative development programs should be evaluated. Compatible potential development programs may include a mix of uses including residential and non-residential uses. The proposed uses, density, intensity and building height of this development will have to accommodate the FAR Part 77 requirements and the regulations contained in the adopted zoning overlays.

### 2. Town Center DRI

The Town Center DRI, currently under development, is located north of the Flagler County Airport across SR-100 and within the SR-100 Corridor CRA. The Town Center DRI is a 1,557-acre mixed-use development that includes public, residential and commercial uses.

Completed components of the Town Center DRI include the internal roadways, lighting, sidewalk and utilities, a regional medical center, and an Adult Congregate Living Facility (ACLF). Components currently under construction include a Hilton Hotel, professional offices, medical offices and residential development (see **Table 9**). The Town Center DRI development was reviewed and approved as compatible and consistent with the current state and federal regulations regulating development adjacent to general aviation (community) airports.

During the continued development and build-out of the Town Center DRI, should a developer(s) request a substantial modification or deviation, or submit a notice-of-proposed-change from the development program that was approved as part of the latest approved Development Order (Approved 7/11/08), then the proposed or revised development program’s proposed uses, density, intensity and building height will have to accommodate the FAR Part 77 requirements and the regulations contained in the adopted zoning overlays.

### 3. SR 100 DRI and Commercial Corridor

Also located within the SR-100 CRA is the SR-100 Corridor DRI, a 177-acre mixed-use development. The SR-100 Corridor DRI is located along the eastern boundary of the SR-100 CRA on the east side of I-95 and north of SR-100. The southwest portion of this development area is within the Flagler County Airport horizontal surface and conical surfaces and the runway 6-24 approach zone.

The approved development program includes public, residential and commercial uses. The development program can be found in **Table 9** of the Existing Conditions Chapter.

Components of the SR-100 DRI currently under development include a gateway feature installation and roadway improvements. The SR-100 DRI development was reviewed and approved as compatible and consistent with the current state and federal regulations regulating development adjacent to general aviation (community) airports.

During the continued development and build-out of the SR-100 DRI, should a developer(s) request a substantial modification or deviation, from the development program, then the revised development program will have to accommodate the FAR Part 77 requirements and the regulations contained in the adopted zoning overlays.

### 4. Planned and Approved Development

In addition to the development projects previously listed, no previously permitted development within the Palm Coast / Flagler County Airport Master Plan Study Area will be affected and they will be allowed to develop under the terms and conditions of their current development order or agreement. It is understood that previously approved development that is adjacent to the Palm Coast / Flagler County Airport was reviewed and found compatible and consistent with the current state and federal regulations regulating development adjacent to general aviation (community) airports.

Upon adoption of the proposed zoning overlays, previously approved development that seeks to substantially alter or change the terms or conditions of their development order or agreement shall be required to resubmit their application and master site plan, showing the proposed development for review under the applicable planned development review process. It is strongly encouraged that applicants utilize the pre-application review process in order to identify any potential problems or issues associated with the proposed development.





5. New Development

Upon adoption of the proposed zoning overlays, subsequent applications for new development within the overlay zones shall accommodate the development requirements and guidelines contained within the overlay zone ordinances as well as the applicable FAR Part 77 and FDOT requirements.



Flagler County Airport and Surrounding Area 2004

G. DEVELOPMENT REVIEW PROCESSES

1. City of Palm Coast

Applications for new development within the City of Palm Coast will utilize the Master Planned Development (MPD) application and review process, Section 2.09.03 of the City of Palm Coast’s Unified Land Development Code. The key points of the review process are detailed below. Please note, within the Recommendations Section of this report, specific modifications to the City of Palm Coast Unified Land Development Code will be proposed to incorporate the additional review and land use criteria that will be contained with zoning overlays.

2. City of Bunnell

It is recommended that applications for new development within the proposed zoning overlays that are within the City of Bunnell utilize the Planned Unit Development (PUD) application and review processes outlined in Chapter 34, Articles IV and V of the City of Bunnell’s Land Development Code, relating to zoning district regulations and applicable supplementary district regulations. If applicable, Article VII, Siting Regulations for Wireless Communication Facilities, should be utilized.

In order to address new development that occurs within the zoning overlays located within the City of Bunnell, the City will have to incorporate specific modifications to the above-listed Chapter and Articles of the City of Bunnell’s Land Development Code. These modifications would include the additional siting, use and building height criteria contained within the zoning overlay regulations.

3. Flagler County

It is recommended that applications for new development within the proposed overlay zones located within unincorporated Flagler County utilize the Planned Unit Development (PUD) application and review processes outlined in Appendix C, Article II- Administration and Article III - Zoning District Regulations of the Flagler County Land Development Code.

In order to address new development that occurs within the overlay zones located within the unincorporated area of Flagler County, the County will have to incorporate specific modifications to the above-listed Articles of the Flagler County Land Development Code. These modifications would include the additional siting, use and building height criteria contained within the overlay zone regulations.





# AIRPORT LONG TERM DEVELOPMENT OBJECTIVES

## H. FLAGLER COUNTY AIRPORT LONG TERM DEVELOPMENT OBJECTIVES

The long term objective of the Flagler County Airport is to realize its economic potential and increase its role in the future success of the Flagler County economic development efforts. The objective is for the Flagler County Airport to become an economic engine for Flagler County and the cities of Palm Coast and Bunnell. To this end, the Flagler County Airport Master Plan Update<sup>3</sup> was developed to address the sound management of existing and future general aviation facilities and to expand opportunities for the airport to be utilized as an economic development tool to attract businesses to locate within the County.

The Flagler County Airport Master Plan Update identified five development alternatives to meet the projected aviation demand and Flagler County economic development objectives. These ranged from a “no-build” alternative to an alternative that extended Runway 6/24, to alternatives that extended Runway 11/29 with either a south or north terminal area, to an alternative that relocated Runway 11/29. During the review of development alternatives for the Flagler County Airport it became apparent that there was a shortage of available land within the existing airport property, especially on the north side of the airfield. The lack of land for development on the north side of the airfield is complicated by FAA design requirements that would regulate the extension of Runway 11/29. Therefore, Alternative 5 – the relocation of Runway 11/29, was recommended as the most effective option to accommodate future demand and optimum economic development opportunities for the airport.

Alternative 5 illustrates the development of a relocated 5,500 (7,000 ultimate) -foot runway, oriented 11/29 and located 400 feet south of the centerline of the existing Runway 11/29. The reconstruction of Runway 11/29, as indicated in this alternative, effectively addresses future demand by providing for a 5,500 (7,000 ultimate) -foot runway. However, by shifting the location of the runway 400 feet to the south, Alternative 5 increases available land on the north side of the airfield for aviation-related facilities. The shift of the new runway 400 feet to the south positions existing Runway 11/29 to serve as a parallel taxiway to the new runway.

### 1. Aviation-Related Development

Aviation-related development on the north side of the airfield includes the addition of 40 T-hangar storage units on the west end of Taxiway A. Alternative 5 also includes a relocated fuel farm positioned to serve aircraft stored on the north side of the airfield.

Alternative 5 allows for the expansion of the large existing apron to contain an additional 44 tie-down spaces, providing for a total of approximately 86 apron tie-down spaces. Alternative 5 allows the continued use of the existing apron and ramp areas for the storage of transient aircraft and traffic circulation to and from the primary Runway 11/29 via Taxiway A.

The expansion of the existing apron area to serve transient and based aircraft provides an opportunity and benefit for locating the new terminal building in close proximity. The 12,500-square foot terminal building is located north of the expanded apron area. This preserves the north side of the airfield as the primary terminal area for the future, presenting an easily visible and accessible point for transferring users to the apron area or T-hangars.

The reconstruction of Runway 11/29 to the south allows for the addition of an expanded fueling area, along with 11 conventional hangars and automobile parking to serve them. The hangar units are provided direct access to a parallel taxiway, and share access to the relocated fueling area with aircraft utilizing the apron tie-down spaces.

At some point in the future, when there is no longer sufficient space on the north side of the airfield, aviation facility improvements will need to be made on the southeast side of Runway 6/24. Alternative 5 indicates the development of an additional 50 apron tie-down spaces on the southeast side of the airfield, along with five conventional hangar units. These aircraft storage facilities and automobile parking would be accessible via the connection of a new road to Belle Terre Boulevard.

### 2. Non-Aviation Related Development

Section 332.006(9), F.S. requires that the FDOT “Support the development of land located within the boundaries of airports for the purpose of industrial or other uses compatible with airport operations with the objective of assisting airports in this state to become fiscally self-supporting.” Development Alternative 5 provides the opportunity for the development of a business park within the Flagler County Airport property on the southeast side of the airfield.

### 3. Protection of Airspace from Encroachments

Airports are faced with increased competition for their local airspace needs by building encroachment. Encroachment is placing financial and operation hardships on the ability of airports to efficiently and safely serve the flying public. One of the greatest threats to pilot safety is intrusion of an airport’s airspace by the erection of structures that penetrate through imaginary surfaces that encircle the airport and are identified to primarily protect the approach and departure phase of flight. It is the responsibility of federal and state agencies with the cooperation and primary responsibility of local airport operators to protect airport airspace.

#### a. Protecting Airspace around Airports

The FAA has prescribed standards for the height of objects near airports in FAR Part 77. This regulation defines a system of imaginary surfaces around an airport, through which no fixed object or structure should penetrate. The imaginary surfaces are designed to protect the critical airspace around an airport and allow for the safe operation of aircraft to and from the airport.



<sup>3</sup> Palm Coast / Flagler County Airport Master Plan Update, Wilbur Smith Associates, 2006



# AIRPORT LONG TERM DEVELOPMENT OBJECTIVES

## b. Regulatory Requirements

Various methods to achieve compatible land use around an airport include planning-related options and actual implementation techniques. It is always more desirable to prevent the establishment of incompatible land uses than to correct them after the fact. Planning techniques are generally grouped into two basic categories: planning and ordinances. Both methods are useful, especially when one is used in conjunction with the other. Planning techniques related to land use need to focus on the site-specific issues. However, their authority lies with the state and local comprehensive plans, which are broader in scale. The actions outlined in these various broad-scale planning arenas provide the foundation for airports to develop their own land use plans.

These plans are based on safety and noise-related concerns and criteria. The initial planning documents should guide preventive and corrective measures for the existing and future growth of the airport. The following measures provide the foundation for the various levels of planning available for land use issues:

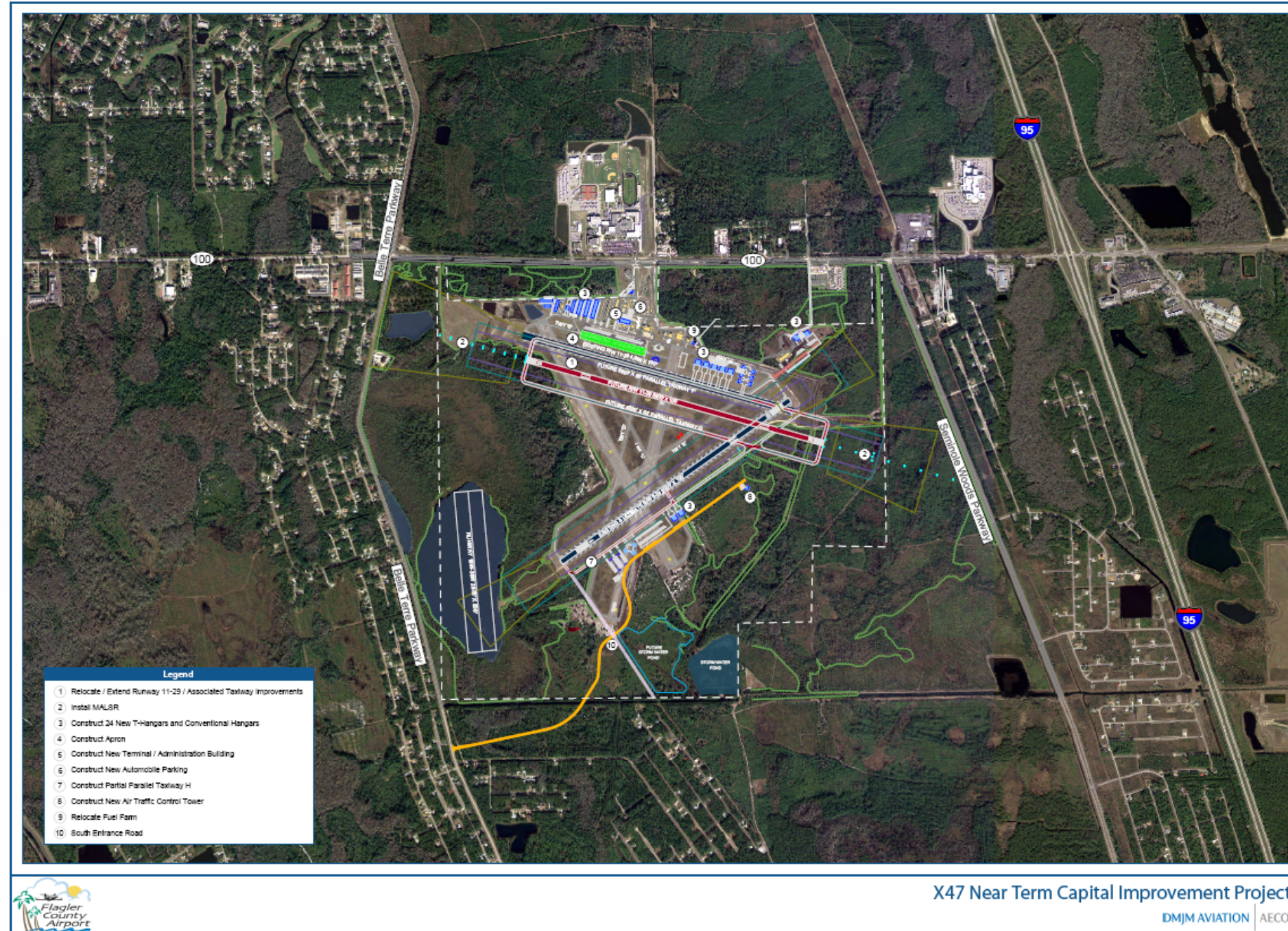
- Establishment of Overlay Zones – Overlay zones provide regulatory requirements in addition to the jurisdictions' zoning district requirements.
- Master Planning – A plan encompassing land in and around airports, which provides for land use recommendations and improvements.
- Avigation Easements – An easement used to establish building height and specific land use restrictions, typically in runway protection and approach areas.





# AIRPORT LONG TERM DEVELOPMENT OBJECTIVES

Map 11: Near Term Capital Improvement Plan





## I. RECOMMENDED ACTION/IMPLEMENTATION STRATEGIES

The success of this master plan depends upon the actions and implementation strategies to further the goals established by the Airport Authority, the Flagler County Government and neighboring cities. These strategies and actions should be focused in the areas of transportation connectivity, regulatory requirements and mitigation banking, as well as public-private partnerships through identified opportunity sites.

### 1. Strategies to Improve Transportation Connectivity to the Airport

Land use amendments and development of large tracts of land can be inhibited if there are limitations on the roadway connections within the Master Plan Study Area. This report analyzed the regional connections to the Master Plan Study Area, access to the airport itself, and connectivity to large undeveloped areas of land within the Master Plan Study Area.

#### a. Regional Access

The Master Plan Study Area is well served by regional transportation corridors (i.e. Interstate 95, US 1 and SR 100). There are several improvements that are currently being constructed or planned within the next 5 to 20 years. The portion of SR 100 between Old Kings Road and Belle Terre Boulevard has been identified as needing additional capacity in the future and is planned to be widened to six lanes within the next 20 years. Transportation modeling should be done to evaluate the effects of the proposed development identified in this master plan on the major regional access facilities.

#### b. Access to the Airport

Direct access to the airport has the potential to improve. Additional access to the airport is necessary to promote economic development for non-aviation and aviation uses. As shown in **Map 11**, there is a new access point to the airport from Belle Terre Boulevard that is planned for construction within the next 3 to 5 years. Another access point from SR 100 was approved by FDOT for a \$400,000 aviation grant to improve access to the northeast section of the airport. An east connection from Seminole Woods Boulevard, potentially connecting to the new access point from Belle Terre Boulevard, would improve connectivity through the airport.

#### c. Access to the Economic Development Areas and Opportunity Sites

Access to economic development areas and opportunity sites, which are identified and described later in this plan, will also be a key component as future development occurs. Significant internal connectivity within each development area and connections between the development sites is crucial to alleviate unnecessary traffic on SR 100 and the other major

facilities. A transportation modeling process should be conducted to determine the widths, speeds, types of facilities and placement of new roadways through each development.

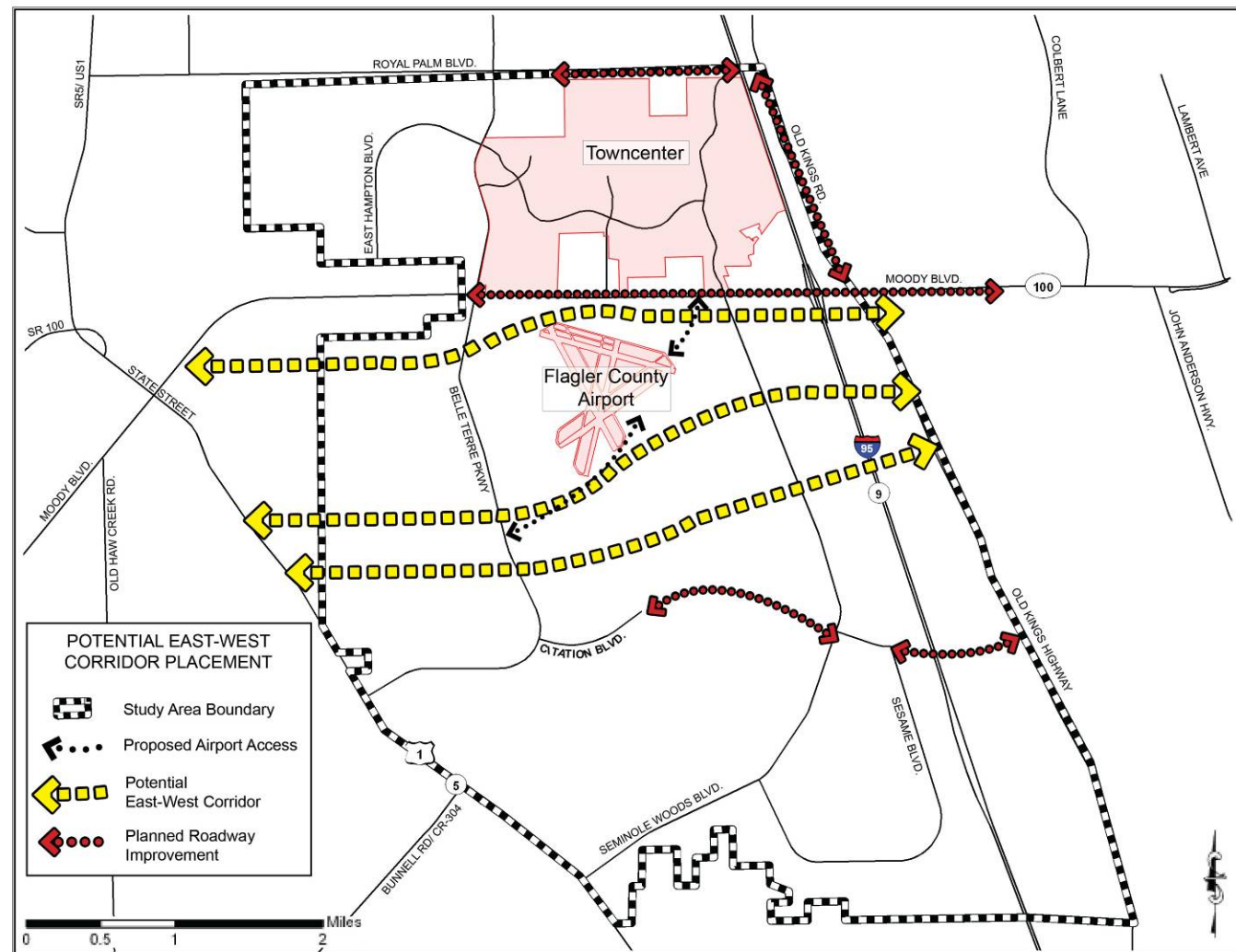
When evaluating potential development, roadway capacity on existing facilities should be assessed to determine any deficiencies. The Florida Standard Urban Transportation Model Structure (FSUTMS) modeling process can determine how different development scenarios will impact the transportation network. Based upon existing capacity analysis, transportation facilities that provide access for specific development should be determined based on how the new transportation improvements tie in to the current network as a whole. Existing transportation facilities should be required to connect with new east-west corridors. **Map 12** shows potential areas that should be evaluated for a new east-west transportation facility to alleviate congestion on SR 100 and to provide a higher level of connectivity.

As proposed development within the Master Plan Study Area reaches the preliminary design phase, the development review process becomes extremely important to identify any transportation improvements that are necessary to meet the needs of the area surrounding the airport. Strategies to acquire and protect transportation rights-of-way within large development tracts should be incorporated into the comprehensive plans of the City and County. The adoption of a policy is recommended with language similar to the following:

*“All development within the Airport Area Master Plan will be required to preserve and protect east-west road network connectivity through the dedication of roadway right-of-way that connects through their respective sites and must allow for connection to the already dedicated roadway right-of-way on adjacent property or, if there is no existing adjacent dedication, they must appropriate a location for future connection between the properties.”*



**Map 12: Potential East-West Transportation Corridors**



## 2. Alternative Modes of Transportation

The goal of this master plan is to stimulate job growth and to allow the airport and the surrounding area to develop harmoniously. As the City of Palm Coast and the area around the airport develop, mass transit could potentially become a major priority as a transportation option. Mass transit is currently not available in Flagler County. This area would benefit from an intermodal facility near the airport, potentially creating a transit hub in the future. The FDOT and the Center for Urban

Transportation Research (CUTR) conducted a transit needs assessment for Flagler County to determine if transit is necessary. Now that the needs assessment is complete, the County is prepared to commence to the second phase, which includes a market analysis and review of concurrency issues. The Transportation Development Plan (TDP) is anticipated to be completed in 2010. It is recommended that the Master Plan Study Area be assessed for future locations of intermodal facilities and major transit stops/hubs during the TDP process.

## 3. Airport Regulatory Requirements

The federal requirements for airports and surrounding areas provides a unique layer of regulation that applies to all development within the limits of the Federal Aviation Regulations (FAR) Part 77 runway protection zones, as described in **Appendix B** of this report. Other regulatory requirements relating to land use compatibility include noise contour and military installations. Runway Protection Zones (RPZ) are common to all airports, representing areas of potential land acquisition. The following includes a summary of land use compatibility requirements as they relate to the Flagler County Airport and the surrounding area, and a description of a land acquisition program.

### a. Noise, Height and Military Regulations

Federal regulatory requirements specifically address noise as it relates to land use, building height within airport airspace, and on-site military operations. Noise contours for the proposed Flagler County Airport runways have been depicted in the Airport's Master Plan, which illustrates that the day night level maximums do not extend beyond the limits of the airport property. Therefore, land use compatibility as it relates to noise will not be an issue. For a brief summary of applicable federal and state regulations see **Appendix B**.

FAR Part 77 provides requirements for protecting airspace in and around airports. A detailed drawing of the FAR Part 77 runway protection zones for the Flagler County Airport is shown on **Map 17**. FAR Part 77 restricts building and structure heights based on specific zones determined by the Federal Aviation Administration (FAA). Generally, as buildings get closer to the runways the lower the maximum height for buildings and structures becomes. The FAR Part 77 regulations also protect airspace in the approach zones from obstacles for airplanes landing and taking off. Height ratios are established for each zone. For example, the major approach zone is a 50:1 ratio, allowing a maximum building height of one foot for every 50 feet away from the end of the runway. An airport approach hazard overlay zone is recommended in this master plan – to specifically address height restrictions established by FAR Part 77 regulations.

The Flagler County Airport will not house or produce live ammunitions on site and is not expected to have heavy military traffic in the future. Therefore, Air Installation Compatibility Use Zones (AICUZ) regulations are not applicable.





b. Runway Protection Zone Eminent Domain Purchase Program

The Runway Protection Zones (RPZ) located at both ends of all runways are areas of land that the FAA prefers be free of residential uses or places of public assembly (churches, shopping centers, schools, hospitals, office buildings and other similar uses with a high concentration of persons). The FAA highly recommends that airport owners retain fee simple ownership of land within the RPZ to ensure compatible land uses and no obstructions. In lieu of ownership, airport owners can either make certain the zoning is compatible or require that the property be encumbered with aviation easements that prevent obstructions or incompatible land uses (or a combination of both zoning and easement).

#### 4. Proposed Land Use Modifications

The Flagler County Airport and the areas within the Master Plan Study Area have been identified by Flagler County, the cities of Bunnell and Palm Coast, and the regional Economic Development Organization, Enterprise Flagler, as a future economic engine for the county and region. In order to position specific areas within the Palm Coast / Flagler County Airport Area Master Plan Study Area for economic development, modifications to existing future land use maps are recommended. These revisions affect three (3) specific, multiple-parcel development areas within the Master Plan Study Area. **Map 13** shows the location of the recommended Economic Development Areas (EDA).

EDA #1 abuts the airport to the east and is comprised of land located in both the City of Palm Coast and in unincorporated Flagler County which is intended to be similar in development characteristics. The City of Palm Coast portion of EDA # 1 is approximately 285 acres and is currently predominantly designated as Mixed-Use future land use, with a small area designated as Institutional (see **Map 14**). The Mixed-Use category allows residential land uses within close proximity of the airport, which will potentially limit the ability of the airport and the surrounding area to realize the full development potential. Institutional uses are also not considered the “highest and best” uses for economic development purposes. In order to limit residential uses within close proximity of the airport and institutional uses in this EDA, the entire City portion of EDA # 1 should be designated Industrial. The Flagler County portion of EDA #1 is approximately 338 acres and is currently designated Agriculture Timberlands and Rural Estate Low Density Residential. This area also recommended to be designated Industrial.

The second proposed area is EDA #2, which is located solely within the County. EDA #2 is the largest of the three areas at approximately 987 acres. This area is located south of the airport near established residential areas and can support limited residential development. This development area is recommended to be changed from Rural Estate Low Density Residential to Mixed Use High

Intensity. This will allow a residential density maximum of ten dwelling units an acre and maximum 0.40 FAR.

The third proposed area is EDA #3, which is also solely within the County. EDA #3 is the second largest of the three areas at approximately 837 acres. This development area is recommended to be changed from Agriculture Timberlands to Mixed Use High Intensity.

a. Potential Development Incentives

Incentives for development allow a jurisdiction to recruit desired development to specific areas. Development incentives are comprised of an array of programs, including but not limited to, expedited permitting, public-private partnerships for infrastructure improvements, deferral of permitting fees, density and/or intensity bonuses, and tax deferrals.

Incentives must be incorporated into the land development regulations of the City of Palm Coast and Flagler County and administered through the development review process of each jurisdiction. These incentives should only be allowed if the project is developed as a single master planned development. Developers should be required to provide a public use benefit in exchange for the incentives, such as a provision of workforce housing, multi-modal facilities, land dedicated for public use, creation of jobs and/or use of common utilities/public facilities. The adoption of a policy is recommended with language similar to the following:

*“Developments located in Economic Development Areas of the Airport Area Overlay Zone, as identified by the Palm Coast / Flagler County Airport Area Master Plan, may be eligible to receive development bonuses including an increase in FAR of plus or minus 0.15 FAR and/or an increase in density of plus or minus two dwelling units per acre provided that specific criterion are met as specified by the Economic Development Area standards and the City Council.”*

b. Market/Absorption Rates Analysis

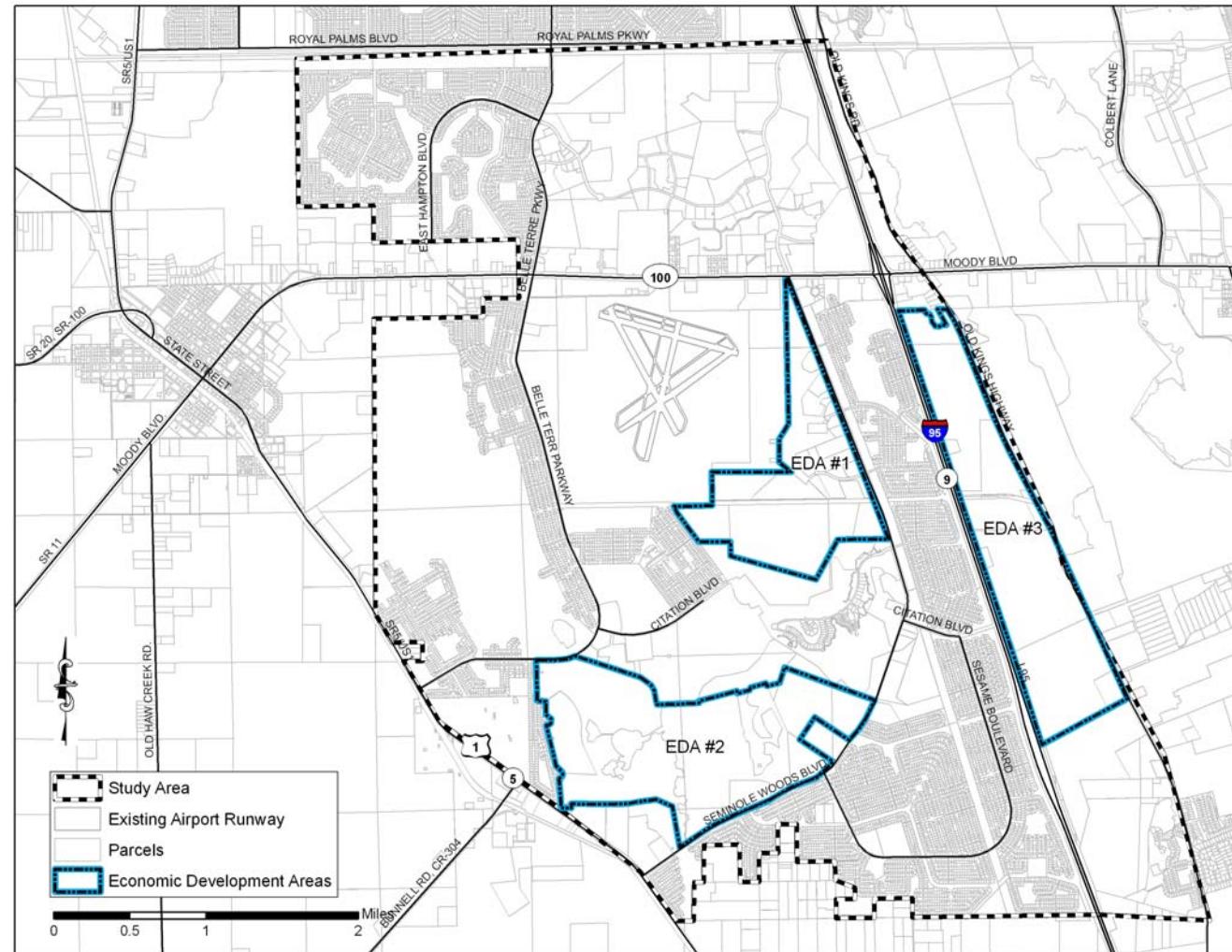
A market analysis is recommended to evaluate the future demand for residential and non-residential uses in the Master Plan Study Area and to ensure that there is an appropriate ratio of residential to non-residential uses based on the specific market products attracted by a general aviation airport facility. This ratio will be based on the current and anticipated development horizon including anticipated absorption rates. The market analysis should be completed prior to submittal of future land use amendments implementing the proposed land use categories.



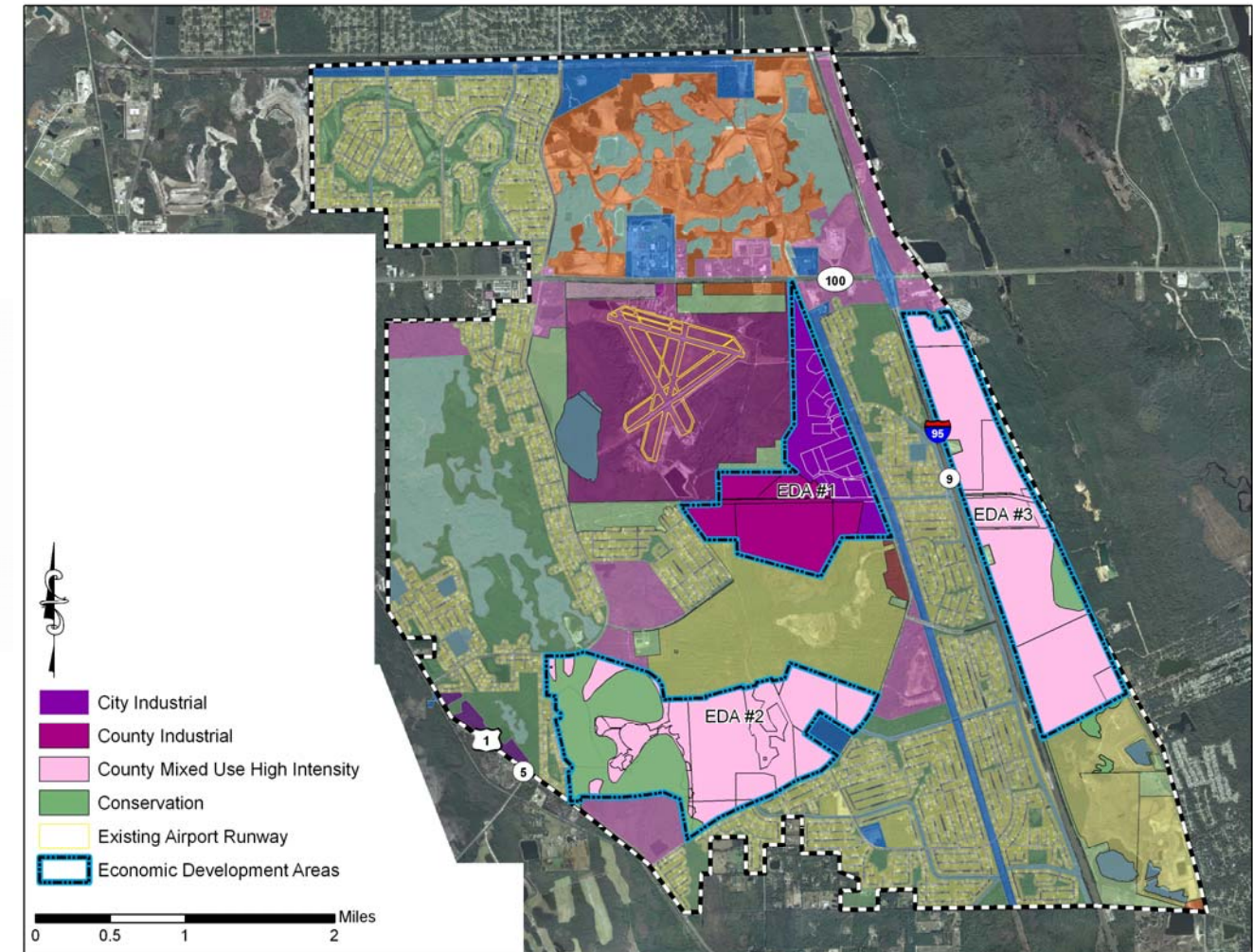


# RECOMMENDED ACTIONS

Map 13: Proposed Economic Development Areas



Map 14: Proposed Conceptual Land Use Map





## RECOMMENDED ACTIONS

### c. Needed Land Use Actions

The use of planned development areas and opportunity sites for economic development and job creation purposes must be enabled and supported by the applicable regulatory framework. Due to the Master Plan Study Area boundaries overlapping portions of Flagler County, portions of the City of Bunnell and portions of the City of Palm Coast, the applicable regulatory framework will include land development regulations from each of the governmental units. The following needed actions are based on jurisdiction and each proposed Economic Development Area (EDA), also shown on **Map 13** and **Table 11**.

#### (1) Economic Development Area (EDA) #1

EDA #1 is designed to provide for higher intensity industrial and office development that is compatible with the operation and expansion of the Flagler County Airport. To provide for a variety of non-residential uses, the airport area shall include the following uses:

- Industrial Parks
- Corporate Office Parks
- Office Complexes
- Heavy Commercial Development
- Service and Hotel uses

##### (a) City of Palm Coast Portion of EDA #1

It is recommended that the City of Palm Coast amend the Future Land Use Map for the parcels identified as EDA #1 from Mixed Use and Institutional to Industrial.

##### (b) Flagler County Portion of EDA #1

The County portion of EDA #1 has two potential development alternatives.

The first development alternative is based on the initial Grand Landings' residential development program. This development program includes single family (Large lot) residential development with through-the-fence access to the Flagler County Airport property and taxiways. The FAA has identified potential airport access issues that are required to be addressed for this development program to be viable. Should the developer be unable to adequately address the FAA concerns regarding airport accessibility, a second alternate development scenario is proposed. This will also require coordination with the ALP, review and approval by the local jurisdiction.

The actions required by Flagler County are dependent upon the ability of the developer to adequately address the FAA concerns regarding through-the-fence accessibility to the Flagler County Airport. If the concerns are adequately addressed the County would not have to amend its Future Land Use and Zoning Maps.

The second development alternative does not include a residential component and would be utilized to complement and expand uses recommended for EDA #1. The second alternative provides for higher intensity industrial and office development that is compatible with the operation and expansion of the Flagler County Airport

If the second development alternative is pursued, it is recommended that the County change the Future Land Use Map for the parcels identified as EDA #1 from Residential Low Density Rural Estate to Industrial. This would enable the development of non-residential uses that do not require through-the-fence access to Flagler County Airport and would provide the current developer of the Grand Landings an opportunity to realize the economic potential of the property.

#### (2) Economic Development Area (EDA) #2:

This transitional area is designed to provide for higher intensity mixed use development that is compatible with existing development and provides a transitional area separating higher intensity and density development from a lower intensity and density development. To provide for a variety of residential and non-residential uses, the area shall include the following uses:

- Corporate Office Parks
- Office Complexes
- Commercial Development
- Attendant Retail
- Service and Hotel uses
- Medium to high density residential development

This property includes a large conservation area, which will remain, and is designated Residential Low Density Rural Estate. It is recommended that the County revise the Future Land Use Map from Residential Low Density Rural Estate to Mixed Use High Intensity.



# RECOMMENDED ACTIONS

### (3) Economic Development Area (EDA) #3

This area is designed to provide and maintain land for targeted industrial and mixed-use development in close proximity to, and with high visibility from, major interchanges and roadways. To provide for a variety of residential and non-residential uses, this area shall include the following uses:

- Targeted businesses and industries as identified by Enterprise Flagler and Flagler County Government;
- Corporate Office Parks
- High Density Residential uses
- Commercial uses located adjacent to SR-100 and the potential Citation Boulevard fly-over, or as an accessory use located within a principal office structure
- Service and Hotel uses

It is recommended that the County revise the Future Land Use Map from Agriculture Timberlands to Mixed Use High Intensity.

**Table 11: Proposed Land Use Changes**

Economic Development Area	Current Future Land Use Designation	Total Acres	Proposed Future Land Use Designation <sup>1</sup>	New FAR and Density	Proposed Zoning District	Notes
EDA #1 City Portion	Mixed Use and Institutional	285 acres	Industrial	Case by Case Basis No Residential	MPD	Enables more intense development of airport commerce park. Accommodates FAA building height and use safety requirements.
EDA #1 County Portion	Agriculture Timberlands and Rural Estate Low Density Residential	338 acres	Industrial	0.45 No Residential	I-PUD	Enables more intense development of airport commerce park. Accommodates FAA building height and use safety requirements.
EDA #2 All County	Rural Estate Low Density Residential	987 acres	Mixed Use High Intensity	0.40 10 du/ac	MUH-PUD	Enables stepped down transitional usage between the airport and surrounding residential development.
EDA #3 All County	Agriculture Timberlands	837 acres	Mixed Use High Intensity	0.40 10 du/ac	MUH-PUD	Enables more intense development within high visibility corridor along I-95. Provides area for corporate park development and targeted industries.

<sup>1</sup>Note: Areas currently designated as conservation are not proposed to be changed.





## 5. Proposed Zoning District Changes

The three Economic Development Areas (EDA) will not only require future land use map amendments, but will also require zoning district changes to accommodate the types of development proposed in this plan (see **Table 12**). Included in **Map 15** are the three large areas that are within the City of Palm Coast and Flagler County.

### EDA #1 (City Portion)

The City of Palm Coast should amend the Zoning Map from Commercial, Industrial and Public/Semipublic to Master Planned Development (MPD), which is consistent with the proposed future land use designation. The MPD district allows for flexibility in site standards, floor area ratio and density. Height should also be restricted in certain areas per the proposed zoning overlay recommended to enforce the FAA regulations FAR Part 77. Specific site design standards and permitted uses are contained within the incentive overlay detail in the next section.

### EDA #1 (County Portion)

This area is currently designated as an Industrial Planned Unit Development (IPUD) zoning district on the County's Zoning Map, which may need to be updated to accommodate the development proposed in this master plan. This zoning district would be consistent with the proposed industrial land use category, but if the current IPUD is too restrictive the development agreement would have to be revised. Height should also be restricted in certain areas per the proposed zoning overlay recommended to enforce the FAA regulations FAR Part 77. Specific site design standards and permitted uses are contained within the overlay.

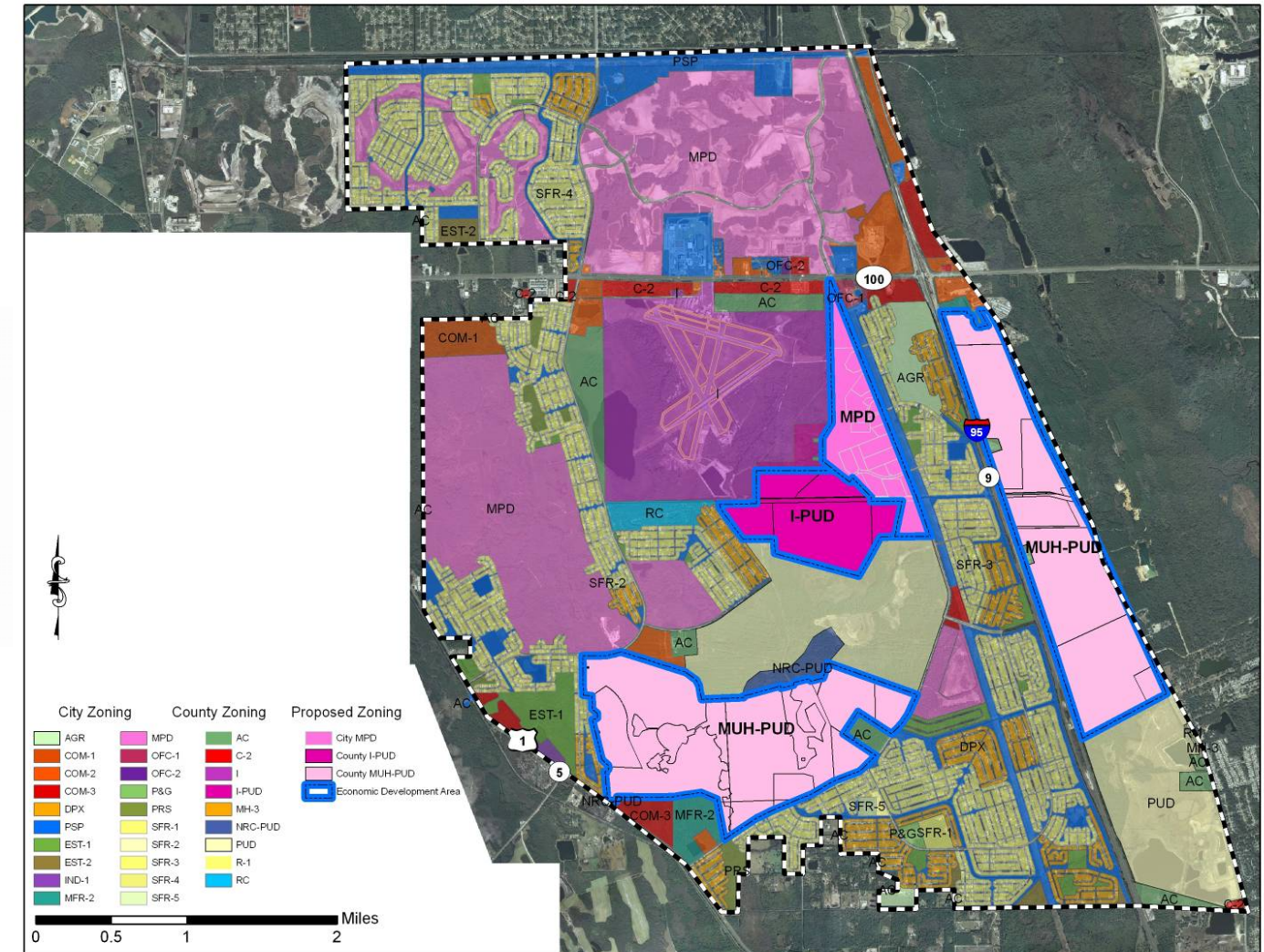
### EDA #2

The County's Zoning Map should be revised to change the zoning from Planned Unit Development (PUD) to Mixed Use High Intensity Planned Unit Development (MUH-PUD), which is consistent with the proposed future land use designation. Height should also be restricted in certain areas per the proposed zoning overlay recommended to enforce the FAA regulations FAR Part 77. Specific site design standards and permitted uses are contained within the overlay.

### EDA#3

The County's Zoning Map should be revised to change the zoning from Agriculture to Mixed Use High Intensity Planned Unit Development (MUH-PUD), which is consistent with the proposed future land use designation. Height should also be restricted in certain areas per the proposed zoning overlay recommended to enforce the FAA regulations FAR Part 77. Specific site design standards and permitted uses are contained within the overlay.

**Map 15: Proposed Zoning Map**





## Proposed Airport Area Overlay Zones

In order to ensure the long-term development of the Flagler County Airport as envisioned in the recently finalized Flagler County Airport's Airport Layout Plan (ALP), it is recommended that Flagler County and the cities of Palm Coast and Bunnell adopt the proposed overlay zones into their respective Land Development Codes. Prior to the commencement of any development activities within the overlay zones, the development must be issued an Airport Overlay Certificate of Compliance and may require the approval of a Wildlife Hazard Mitigation Plan, both of which require FAA review and approval.

There are two airport overlay zones proposed for the Master Plan Study Area. The first overlay is intended to enhance the quality of development within the Master Plan Study Area and provide incentives for developers to locate within the Master Plan Study Area. The purpose for the second proposed overlay is to regulate land in the areas that are typically overflowed by aircraft during initial take-off and final landing procedures.

### a. Economic Development Area (EDA) Districts

The EDA overlay standards identify special dimensional and design requirements applicable to new development and redevelopment in the three EDA districts described earlier in this section. These standards will ensure quality development and provide for incentives to encourage increased development within the EDA Overlay Zone.

#### (1) Uses, Setbacks and Design Standards

Sample ordinance language that can be used to implement these standards is included in **Appendix C**. The City of Palm Coast and Flagler County would have to adopt the EDA district regulations into their respective Land Development Code as applicable. The uses that would be desired and should be permitted in the EDA districts are identified in the table below.

**Table 12: Economic Development Areas Permitted Uses**

b. <u>TYPES OF USES</u>	EDA 1	EDA 2	EDA 3
Adult entertainment	C	N	N
Agriculture products processing centers (canning, packing, production, transfer station)	C	N	C
Agricultural retail sales (off-site)/produce stands	N	C	N
Agricultural headquarters (for off-site operations)	P	N	P
Arena, (conventions, sports and performances)	N	N	C
Automobile service stations/car wash establishments	C	C	C
Automotive wrecking yard	N	N	C
Aviary	N	N	C
Aviation facilities	C	N	N
Barber and beauty shops	P	P	P
Bars, cocktail lounges, private and bottle clubs	C	C	C
Bed and breakfast	N	C	N
Blueprint, printing, reproduction services	P	P	P
Boat yards, repair and sales	C	N	N
Botanical garden	N	C	N
Cabin, hunting/fishing	N	C	N
Campsites	N	C	N
Cemeteries	N	C	N
Chemical storage, blending & manufacturing facilities	C	N	N
Church/places of worship	C	C	C
Civic and government buildings	C	C	C
Clothing manufacturing/millinery	P	N	N
Clubs and lodges (service)	C	C	C
Communication facilities, services, towers	C	C	C
Community and recreation centers/country clubs	N	C	C
Congregate living facility, small group homes (1 to 6 residents)	N	C	N
Congregate living facility, large group homes (7 to 14 residents)	N	C	N
Contractors/construction offices	P	C	C
Construction material sales	C	N	N
Convenience stores without gas	N	P	C
Day Care Facilities, child and adult	N	C	C
Delivery Services (Couriers and Overnight)	P	C	P
Dormitories and student housing	N	C	C
Drug stores	N	P	N
Dry cleaning – collecting and delivery only	P	P	P
Dry cleaning processing	P	P	C
Dwelling, Multi-family	N	P	N
Dwelling, single-family detached	N	P	N





# RECOMMENDED ACTIONS

b. TYPES OF USES	EDA 1	EDA 2	EDA 3
Dwelling, townhouses	N	P	N
Dwelling, two-family/Duplex	N	P	N
Employment agency	C	C	C
Equipment rentals	C	C	N
Financial institutions with drive through	N	C	C
Florist	N	P	P
Funeral homes	N	C	N
Gas Station (with or without retail sales)	C	C	C
Greenhouse and lawn/garden supplies	N	P	N
Grocery Store (including whole food chains)	N	P	N
Group Home, see Congregate living facilities	N	C	N
Health Practitioner's office	N	P	P
Hospitals	N	N	C
Hotels, motels	N	P	P
Housing for temporary or migratory farm labor	N	C	N
Kennels	N	C	N
Laundry facility (coin operated)	N	P	N
Libraries	N	C	N
Manufacturing, heavy	P	N	N
Manufacturing, light	P	N	N
Marinas and Boat Rental/Launch Facilities	P	N	N
Medical laboratories (research, medical & dental) and emergency clinics	P	C	P
Micro-brewery	P	C	P
Mini-storage facilities	P	C	C
Mixed Use Building (retail, office and/or residential)	N	P	P
Museums	C	C	C
Nursing and convalescent homes	N	C	N
Offices and business services (quick copy, insurance, architects, computer specialists, accounting, attorney, etc)	P	P	P
Outdoor storage yards	C	N	C
Parks and playgrounds	N	P	P
Pet stores (retail sales, adoption, grooming)	N	P	N
Printing/publishing/reproduction services	P	P	P
Recreation, indoor	N	P	C
Recreation, outdoor	N	C	N
Repair Shops, small items	P	P	P
Restaurants, without drive through	C	P	P
Restaurants, with drive through	C	C	C
Retail and service establishments (other)	N	P	N
Schools, colleges, universities & vocational	P	P	P
Schools, private	N	P	C
Schools, public	C	C	C

b. TYPES OF USES	EDA 1	EDA 2	EDA 3
Social Services (soup kitchens, shelters, hospice, recovery, halfway, and services)	N	C	N
Theaters	C	P	C
Transportation terminals	P	N	C
Trucking company	C	N	C
Utility facilities and substations	P	P	P
Vehicle rental	P	P	P
Vehicle repairs (other than minor service station repair)	C	N	C
Vehicle sales, non-commercial	C	C	C
Vehicle sales, commercial and recreational (RV's, large trucks, cranes, etc.)	C	N	C
Veterinary clinic/hospital	P	C	P
Warehousing and wholesaling	P	N	N
Wildlife management areas/refuges	N	C	N
Zoo	N	C	N

P – Permitted Use C – Conditional Use approval required N – Prohibited Use





(1) Incentives

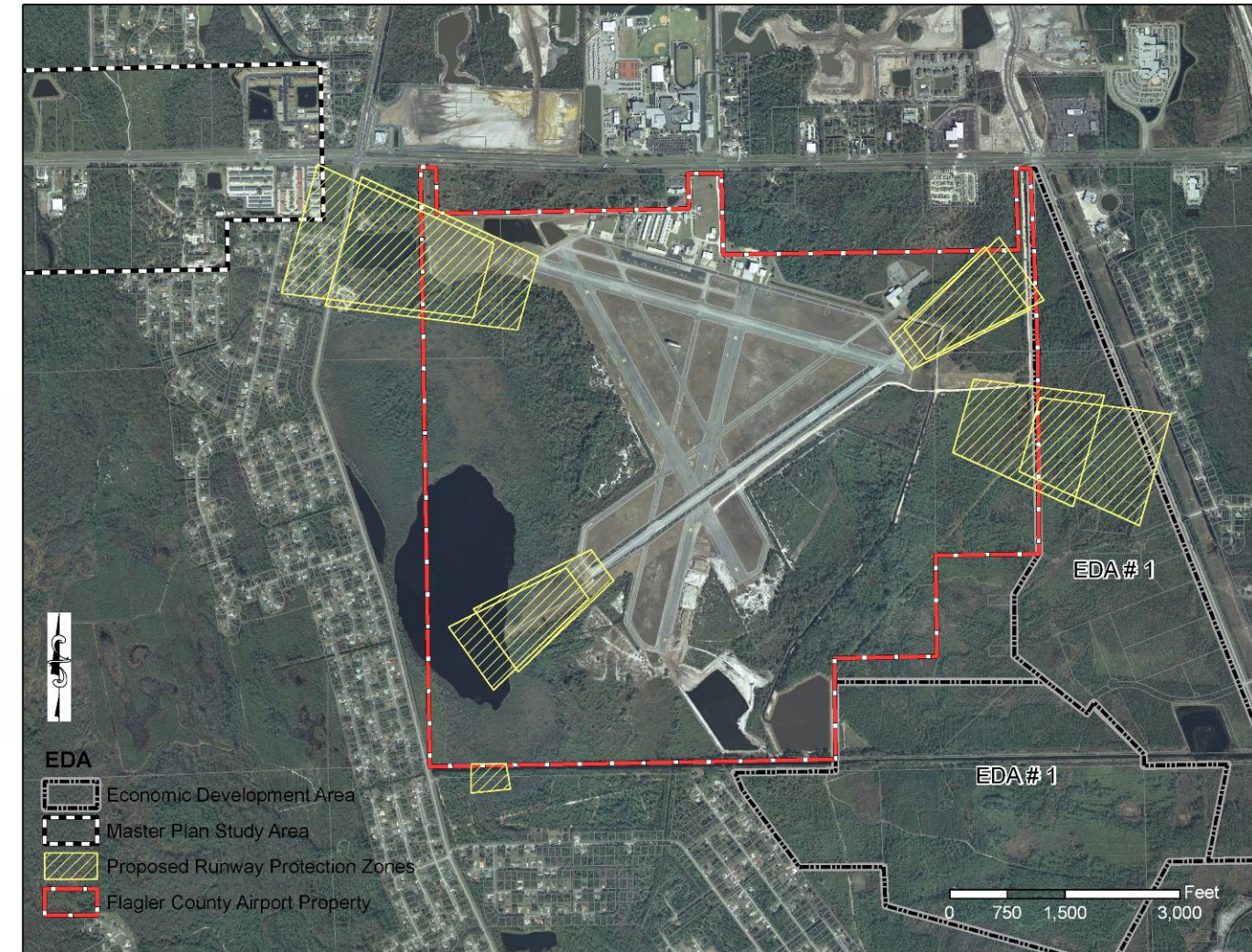
Incentives could be provided in the form of increased density and intensity for development or as cash incentives for target industries locating in the area. These incentives could be utilized as the trade-off for increased design quality costs, that in turn also create more benefit for the developer, since all of their neighboring properties will be held to the same quality standards.

c. Airport Approach Hazard (AH) Overlay Districts

The purpose of the AH zones is to reduce hazards that may endanger the lives and property of the public and aviation users by restricting certain uses and the height of structures immediately adjacent to the airport. Based upon the airport's current and proposed flight paths, maps were created to define where these restrictions should occur. The location of the overlay zones and land use restrictions are consistent with Federal Aviation Regulations (FAR) Part 77 requirements. Although, federal regulations already restrict height in these areas, in the past structures whose height exceed the FAA requirements have been built and will become non-conforming uses or structures that will have to comply with the airport overlay zone regulations in the event that changes are proposed to the use or structure. When these conflicts occurred it identified a need for increased communication about the height restriction areas to protect the airport and neighborhoods. Therefore, establishing a zoning overlay map and requiring FAA permits for all development within the boundaries of the overlay could assist in preventing further conflicts, and protect the commitment to maintain the integrity of the overall airport use. Runway protection zones are also important to note in the overlay as these areas are typically recommended by the FAA to be purchased by the airport to reduce potential end of runway accidents, see **Map 16**.

There are two areas of necessary height restrictions; the runways and the general buffer around the airport. The height within the runway paths is the most restrictive. The map below identifies the location of the restrictions on height for the runways, see **Maps 17 and 18**.

**Map 16: Runway Protection Zones**



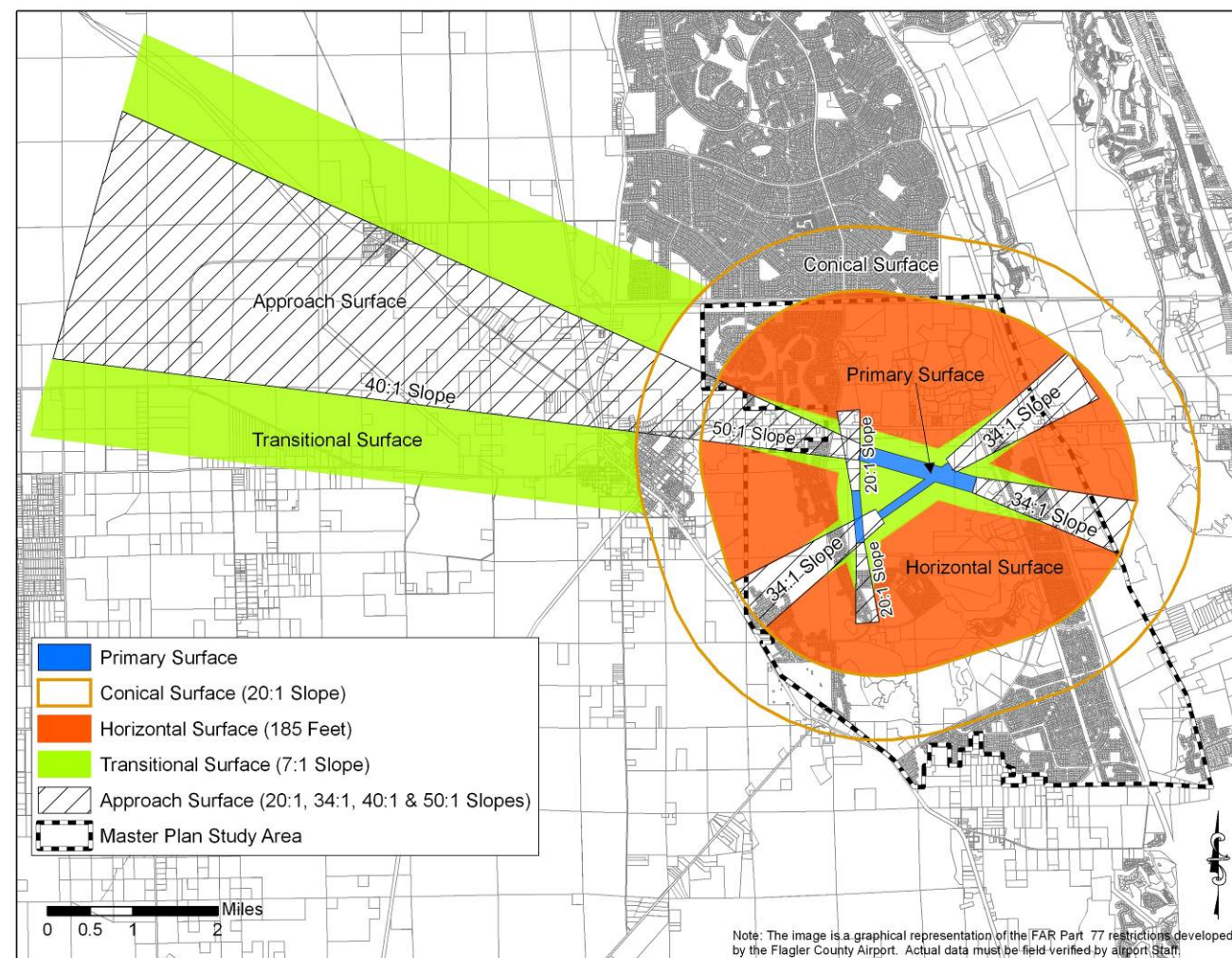


# RECOMMENDED ACTIONS

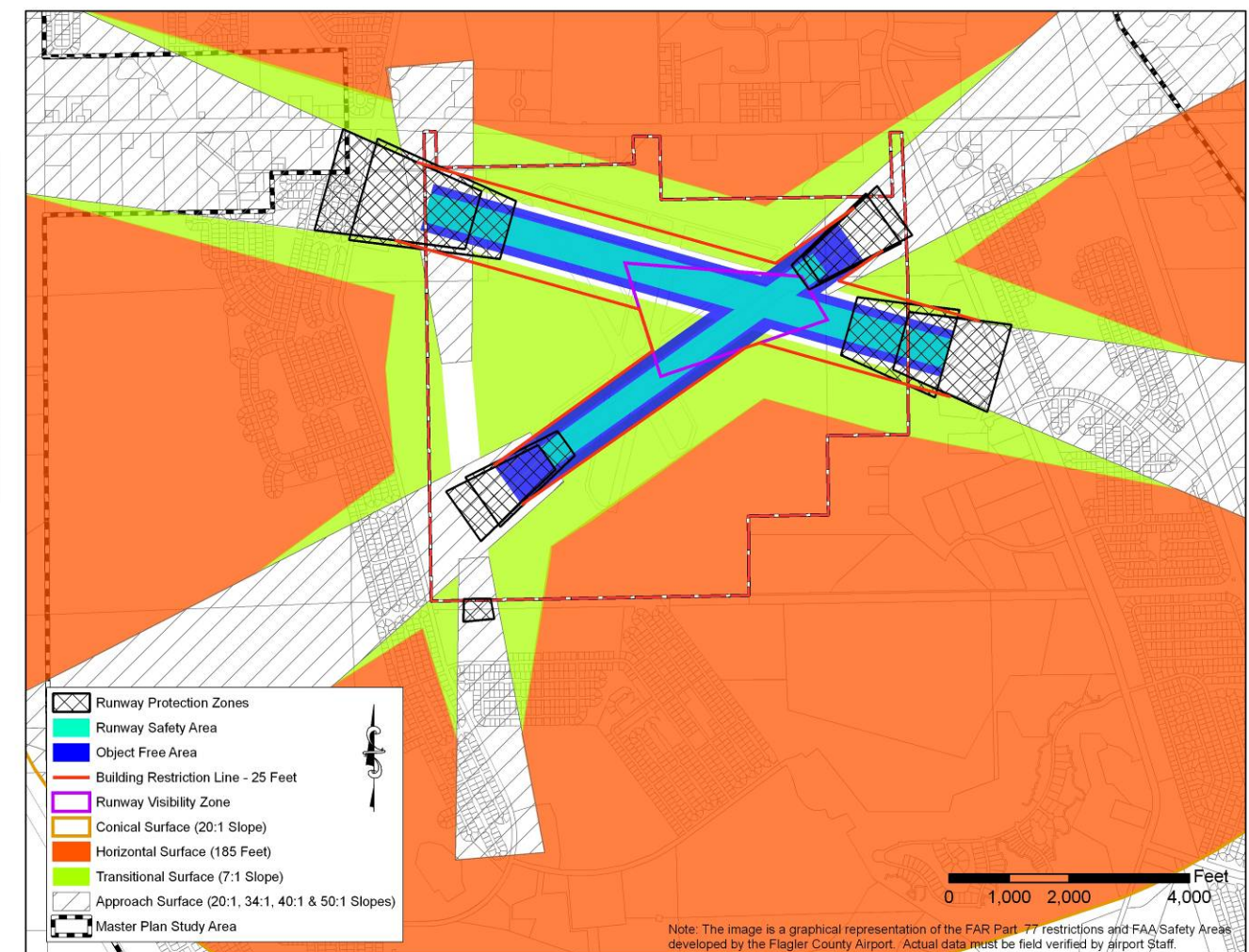
In addition, the areas around the airport allow height to increase the further the distance from the airport runways. These areas are defined by FAR Part 77 and shown on the map below. The height allowed is based on each surface shown on the map.

The cumulative impact of the runway height restrictions and the FAR Part 77 create the comprehensive zoning overlay map. This map will be used by the cities and County to determine properties that may pose a potential conflict with the airport and require special permitting.

Map 17: Height Zoning Overlay Map



Map 18: Runway Zones and Height Overlay Map



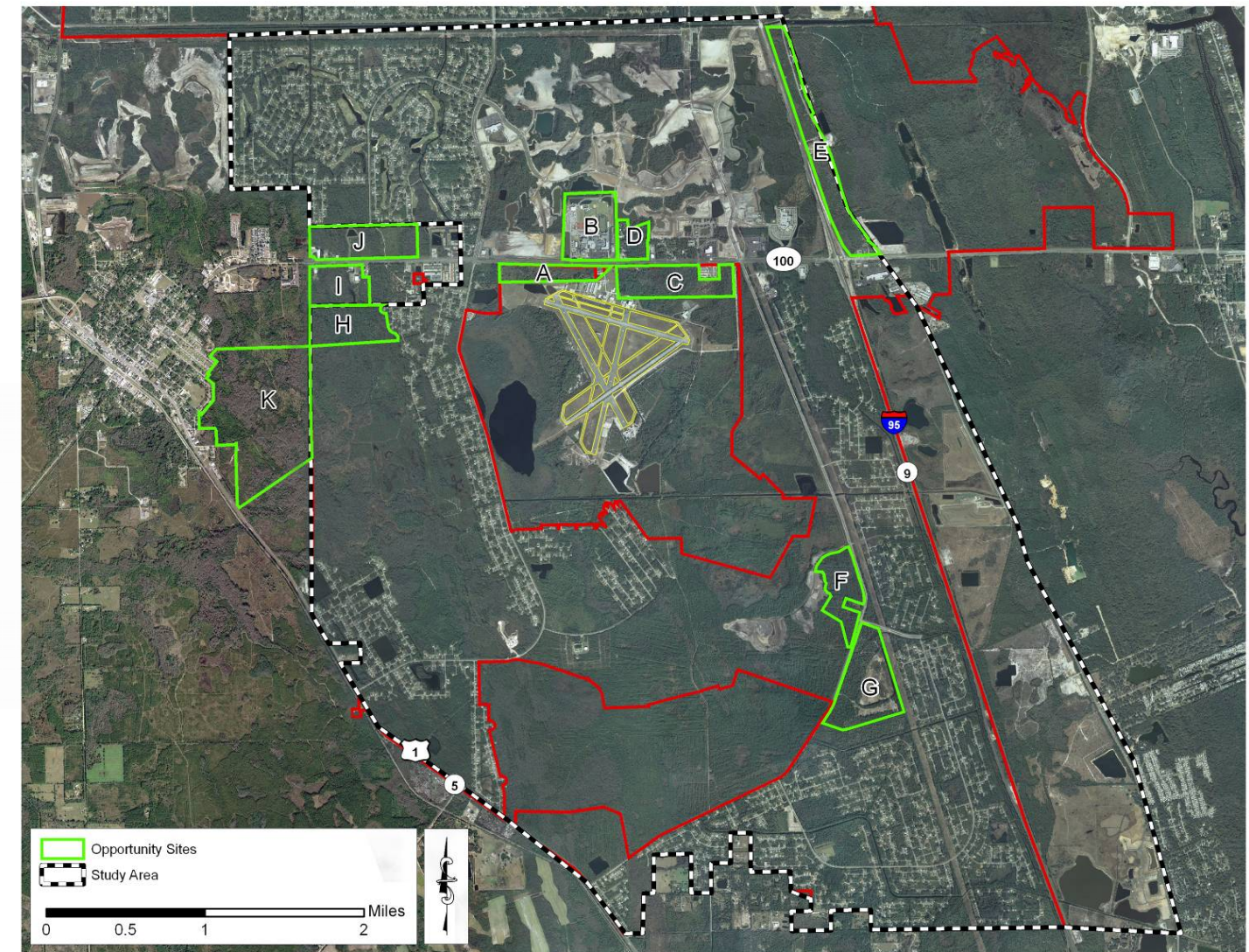


## 6. Identification of Potential Public-Private Partnership Opportunity Sites

The three (3) Economic Development Areas previously identified in the Proposed Land Use Modifications section of this report and shown on **Table 11** and **Map 13** have been determined to possess a high potential for economic development. In addition to the three (3) Economic Development Areas, there are eleven (11) smaller sites located within or adjacent to the Master Plan Study Area that have been identified as opportunity sites due to their economic development potential. The opportunity sites listed may be comprised of a single parcel or several parcels that may require aggregation. **Map 19** identifies the location of each opportunity site labeled A through J.

Opportunity sites A, C, H, I and J, which are located along SR 100, but outside of the SR 100 Community Redevelopment Area (CRA) are recommended to have the same or similar development standards as the SR 100 CRA. Opportunity sites J, I and K are within the City of Bunnell's jurisdiction and would benefit with compatible design standards of the character of the new development located within the SR 100 CRA. Likewise, opportunity site A and C are located within Flagler County's jurisdiction and would also benefit with the same or similar design standards as SR 100 CRA.

Map 19: Opportunity Sites





## RECOMMENDED ACTIONS

The economic development potential of the opportunity sites is based on several factors:

- Site location
- Location and availability of services
- Roadway connectivity
- Current use
- Future land use and
- Proximity to current or planned development

Wetlands are prevalent throughout the Master Plan Study Area. Each of the opportunity sites is presented with the identified wetlands subtracted from the total acreage of the site in order to yield the potential developable land for each site.

a. Opportunity Site A (Flagler County)

Opportunity site A is located north of the Flagler County Airport along SR-100, west of the airport's current entrance. This site is characterized by its frontage location along SR-100 due south of the Palm Coast Town Center DRI development. Due to its proximity to the Town Center DRI and the Flagler County Airport, this site would be ideal for a mix of commercial, retail and office uses. Also due to its proximity to runway 11-29, building heights in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. This site is identified as Mixed Use High Intensity on the Flagler County Future Land Use Map, which is adequate to achieve the mix of commercial, retail and office uses. Opportunity site A is approximately 42 acres, comprised of 8 parcels with the Miral Corporation owning 32 acres of the site. There is a small portion of the site containing wetlands, approximately 1.2 acres.

b. Opportunity Site B (City of Palm Coast)

Opportunity site B, the current location of the Flagler Palm Coast High School facility, is located north of the Flagler County Airport along the north side of SR-100. This site is characterized by its frontage location along SR-100 and adjacency to the Palm Coast Town Center DRI development. Due to its contiguous proximity to the Town Center DRI and being located north of the Flagler County Airport across SR-100, this site would be ideal for a mix of commercial, retail and office uses. Future redevelopment of this site would be conditioned by the relocation and construction of the Flagler Palm Coast High School facility. This site is identified as institutional use on the City of Palm Coast's Future Land

Use Map and public/semi-public use in the SR-100 CRA Master Plan. Reuse of this opportunity site for commercial, retail and office uses would require a future land use amendment to reclassify the site with the City's Mixed Use future land use designation and a rezoning from the City's PSP zoning classification to the City's Master Planned Development (MPD) zoning classification. Opportunity site B is approximately 90 acres, comprised of 2 parcels with the Flagler County School Board owning 89 acres of the site. There is a small portion of the site containing wetlands, which is less than one acre.

c. Opportunity Site C (Flagler County)

Opportunity site C, is located north of the Flagler County Airport along the south side of SR-100, east of the airport's current entrance. This site is characterized by its frontage location along SR-100 and adjacency to the Palm Coast Town Center DRI development. Due to its proximity to the Town Center DRI and the Flagler County Airport, this site would be ideal for a mix of commercial, retail and office uses. The overall site is comprised of three (3) parcels. The parcel located along SR-100 frontage has a current zoning of C-2, General Commercial and Shopping Center district and is identified as commercial high intensity use on the Flagler County Future Land Use Map. The current zoning and future land use of this portion of the site enables mixed use development and does not require a rezoning of land use amendment. The parcel located immediately to the south of the SR-100 frontage parcel has a current zoning of AC Agricultural District, and is identified as an Agricultural Timberland use on the Flagler County Future Land Use Map. Redevelopment of this portion of the opportunity site to commercial, retail and office uses would require a future land use amendment and rezoning. It is recommended that this parcel is reclassified with the County's Mixed Use High Intensity land use classification and the MUH-PUD (Mixed Used High Intensity Planned Unit Development) zoning classification, respectively. Due to its proximity to runway 11-29, building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site C is approximately 86 total acres, comprised of 3 parcels with Flagler Pines Properties, LLC. owning 58 acres of the site. There is a portion of the site containing wetlands, approximately 32 acres. Minus the wetlands from the total acreage, the potential developable area equates to approximately 54 acres.

d. Opportunity Site D (City of Palm Coast)

Opportunity site D is located north of the Flagler County Airport along the north side of SR-100, adjacent to the Flagler Palm Coast High School on the east side of Bulldog Drive.





## RECOMMENDED ACTIONS

This site is characterized by its frontage location along SR-100 and adjacency to the Palm Coast Town Center DRI development. Due to its proximity to the Town Center DRI and the Flagler County Airport, this site would be ideal for a mix of commercial, retail and office uses. This area has been identified in the SR-100 CRA Master Plan for future office and commercial development. Building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site D is approximately 26 total acres, comprised of 29 parcels with Bunnell Vest, LLC. owning 10 acres of the site. There is a small amount of the site containing wetlands, which is less than an acre.

e. Opportunity Site E (City of Palm Coast)

Opportunity site E is located northeast of the Flagler County Airport along the east side of Interstate 95 north of SR-100. This site is characterized by its frontage location along I-95. Due to its proximity to the Town Center DRI and the current retail development in the area (Wal-Mart), this site(s) would be ideal for a mix of office, commercial and retail uses. This area has been identified in the SR-100 CRA Master Plan for future office and commercial development. Opportunity site E is approximately 115 total acres, comprised of 12 parcels with Old Kings Interchange Inc. owning 88 total acres of the site. There is a portion of the site containing wetlands, approximately 14.5 acres.

f. Opportunity Site F (City of Palm Coast)

Opportunity site F is located southeast of the Flagler County Airport along the west side of Seminole Woods Boulevard. This site is characterized by its location near the intersection of Citation Boulevard and Seminole Woods Boulevard. This site is south of the Airport Commerce Park and immediately adjacent to the Grand Landings residential development. This site is surrounded by residential development on 3 of its 4 sides. Due to its proximity to the Airport Commerce Park, existing and on-going residential development in the area, this site(s) would be ideal for a mix of office, commercial and retail uses. This area is identified on the City of Palm Coast's Future Land Use Map for future mixed use development. Opportunity site F is approximately 64 total acres, comprised of 3 parcels with The Reserve, LLC. owning 56 acres of the site. There is a portion of the site containing wetlands, approximately 21 acres.

g. Opportunity Site G (City of Palm Coast)

Opportunity site G is located southeast of the Flagler County Airport along the east side of Seminole Woods Boulevard. This site is characterized by its location near the intersection of Citation Boulevard and Seminole Woods Boulevard. This site is south of the Airport Commerce Park and immediately adjacent to the Grand Landings residential development due south of opportunity site F. This site is surrounded by residential development on 3 of its 4 sides. Due to its proximity to the Airport Commerce Park, existing and on-going residential development in the area, this site(s) would be ideal for a mix of office, commercial and retail uses. This area is identified on the City of Palm Coast's Future Land Map for future mixed use development. Opportunity site G is approximately 119 total acres, comprised of 8 parcels with National Recreational owning 70 acres of the site. There is a portion of the site containing wetlands, approximately 4.5 acres.

h. Opportunity Site H (City of Palm Coast)

Opportunity site H is located northwest of the Flagler County Airport along the SR-100 corridor. This site is characterized by its location near the SR-100 corridor and near the City of Bunnell. Due to its proximity to the SR-100 corridor, existing residential and commercial development in the area, this site(s) would be ideal for a mix of office, commercial and retail uses. This area is identified on the City of Palm Coast's Future Land Use Map for future mixed use development. Due to its proximity to runway 11-29, building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site H is approximately 79 total acres, comprised of 1 parcel with OARE Associates, LLC. owning the entire site. There is a significant portion of the site containing wetlands, approximately 48 acres. Minus the wetlands from the total acreage, the potential developable area equates to approximately 31 acres.

i. Opportunity Site I (City of Bunnell)

Opportunity site I is located northwest of the Palm Coast/Flagler County Airport Area Master Plan Study Area along the south-side SR-100 corridor within the City of Bunnell. This site is characterized by its location near the SR-100 corridor within the City of Bunnell. Due to its proximity to the SR-100 corridor, existing residential and commercial development in the area, this site(s) would be ideal for a mix of office, commercial and retail





## RECOMMENDED ACTIONS

uses. This area is identified on the City of Bunnell's Future Land Map for future commercial development. Building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site I is approximately 59 total acres, comprised of 6 parcels with OARE Carol Forbes/Trustee owning 26 acres of the entire site. There is a portion of the site containing wetlands, approximately 18.5 acres. Minus the wetlands from the total acreage, the potential developable area equates to approximately 40 acres.

j. Opportunity Site J (City of Bunnell)

Opportunity site J is located northwest of the Palm Coast/Flagler County Airport Area Master Plan Study Area along the north-side of SR-100 corridor within the City of Bunnell. This site is characterized by its location near the SR-100 corridor and within the City of Bunnell. Due to its proximity to the SR-100 corridor, existing residential and commercial development in the area, this site(s) would be ideal for a mix of office, commercial and retail uses. This area is identified on the City of Bunnell's Future Land Use Map for future commercial development along the SR-100 frontage. On the City of Bunnell's Future Land Use Map, the area along the SR-100 frontage is identified for commercial and multi-family uses while the rear-side of the parcel, away from SR-100, is identified for single family and multi-family residential uses. Building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site J is approximately 87 total acres, comprised of 15 parcels with SR 100, LLC. owning 25 acres of the entire site. There is a significant portion of the site containing wetlands, approximately 43 acres. Minus the wetlands from the total acreage, the potential developable area equates to approximately 43.5 acres.

k. Opportunity Site K (City of Bunnell)

Opportunity site K is located west of the Palm Coast/Flagler County Airport Area Master Plan Study Area along the south-side of SR-100 corridor within the City of Bunnell. This site is characterized by its location near the SR-100 corridor and within the City of Bunnell. Due to its proximity to the SR-100 corridor and its industrial Future Land Use designation, this area is site with unrealized development potential. Building heights and uses in this area would be regulated by the zoning overlay to accommodate FAR 77 guidelines. Opportunity site K is approximately 321 total acres, comprised of 7 parcels with OARE Associates, LLC. owning 307 acres of the entire site. There is a significant portion of the site containing

wetlands, approximately 192 acres. Minus the wetlands from the total acreage, the potential developable area equates to approximately 128 acres.

l. Targeted Development

**Section I.4** identified several Economic Development Areas (EDAs) and Opportunity Sites located within and adjacent to the Master Plan Study Area. These opportunity sites were selected due to their proximity to infrastructure and services, transportation network accessibility, current and future land uses and anticipated development patterns within the Master Plan Study Area. The following list includes potential programs that may be utilized by the City of Palm Coast, Flagler County or the local economic development organization, Enterprise Flagler to be used to recruit business and development to the Economic Development Areas (EDAs) and Opportunity Sites.

(1) Development of Requests for Proposals (RFPs)

Request for proposals, a solicitation to the private sector development community, may be utilized to encourage desired development of targeted parcels. The RFP document may include details regarding the available site, the desired development type, and information addressing available development or regulatory incentives. The value of RFPs for the targeted development of specific sites lies in the creation of a site specific and development specific marketing document that is able to be shopped to the private development community. The subsequent submittals and responses to the RFP may be scrutinized and evaluated in detail by the issuing agency or group. This process is very useful for selecting the most qualified developer whose proposed project satisfies the specific development objectives and criteria outlined in the RFP.

(2) Potential Incentive Packages

Potential regulatory and development incentives can be utilized to encourage targeted economic development. Regulatory and development incentives can include, but are not limited to: potential increases to residential density, non-residential intensity or maximum building heights; expedited permitting and development review; reduced or waived permitting or review fees; public-private partnership on infrastructure improvements, deferral of permitting fees, tax deferrals and in some cases cash incentives for specially qualifying projects. When using regulatory, development or cash incentives, close coordination with the applicable local and state economic development organizations (EDO) is essential. In this case the local EDO would be Enterprise Flagler and the state EDO would be Enterprise Florida, Inc. Sources used to establish cash incentive funds may include set-asides



from the General Fund, and revenues from Occupational Licenses fees or other business related fees. Two examples of cash incentive programs are presented below.

**(a) Facility Development Fund**

A Facility Development Fund is a program that provides up front cash incentives to a property owner that proposes to build, or causes to be built, structures for a particular targeted or desired use. For example, if the City desired more industrial uses at a particular location, the City may offer, on a case-by-case basis, a cash incentive to the developer who proposes to build the desired facility. Specific performance criteria, building size, capital investment value, etc., should be established and agreed to through the use of a Development Agreement. Additionally a ‘claw-back’ mechanism or surety instrument is strongly recommended as a component of Development Agreement for use in any up front cash incentive process in order to provide a recovery mechanism should the incentive recipient fail to satisfy the terms of the Performance or Development Agreement. Frequently used surety instruments include Performance Bonds and Letters of Credit.

**(b) Job Growth Incentives Fund**

A Job Growth Incentives Fund is a mechanism for a City or County to provide cash incentives to businesses that create a specific number of and specific type of jobs at specific salary levels. The new jobs must be created within a specified time period, frequently two (2) years and then newly created jobs have to be retained for a set period of a time, frequently five (5) years. The incentive recipient company, or grantee, provides annual reporting and verification to the incentive grantor (City or County) of the number and type of new jobs created, their associated salary levels and the retention of the newly created jobs for the prescribed period.

Specific performance criteria, job creation, retention and salary levels should be established and agreed to through the development of incentive policy language and reinforced through the use of a Development Agreement. The use of a ‘claw-back’ mechanism or surety instrument is strongly recommended as a component of Development Agreement for use in any up front cash incentive program in order to provide a recovery mechanism should the incentive recipient fail to satisfy the terms of the Performance or Development Agreement. Frequently used surety instruments include Performance Bonds and Letters of Credit.

**(3) Wetland Mitigation Opportunities**

A large proportion of the area within the Master Plan Study Area contains wetlands. Although minimizing negative environmental impacts should always be the first priority, one of the tools available to mitigate the impact of potential development of wetland areas are mitigation banks. By purchasing available credits from the mitigation banks that service the Master Plan Study Area, developers may mitigate the impacts associated with the development of wetlands. The Palm Coast/Flagler County Airport Area Master Plan Study Area is located in the Halifax River mitigation basin. The area discharges to the Bulow Creek and each development must attenuate stormwater runoff prior to discharge. The affected basins include basins 9 and 16. The mitigation service areas that affect this area are: the Barberville mitigation bank; the Brick Road mitigation bank and the Ormond Crossings mitigation bank.

The Barberville mitigation bank has only 0.78 acres available and is effectively fully utilized. However, the Brick Road and the Ormond Crossings mitigation banks are both entering the final phase of permitting and are anticipated to be available for use within six (6) to twelve (12) months. The following table, **Table 11**, details the mitigation banks' credits availability, uses, and any current reservations.

**(a) Utilization of Mitigation Banks and Programs**

Wetland mitigation banks allow developers to buy wetland credits for wetlands that are going to be disturbed or destroyed during the development process. They allow a developer to maximize the use of their site. Because mitigation bank credits are created prior to impacts, purchasing credits from a mitigation bank decreases permitting time. The cost is often lower than acceptable alternatives. Regulatory burden and risk is passed from the developer to the mitigation bank. Regulatory officials favor mitigation banks due to the consolidation of project parcels make monitoring easier for strained agencies.

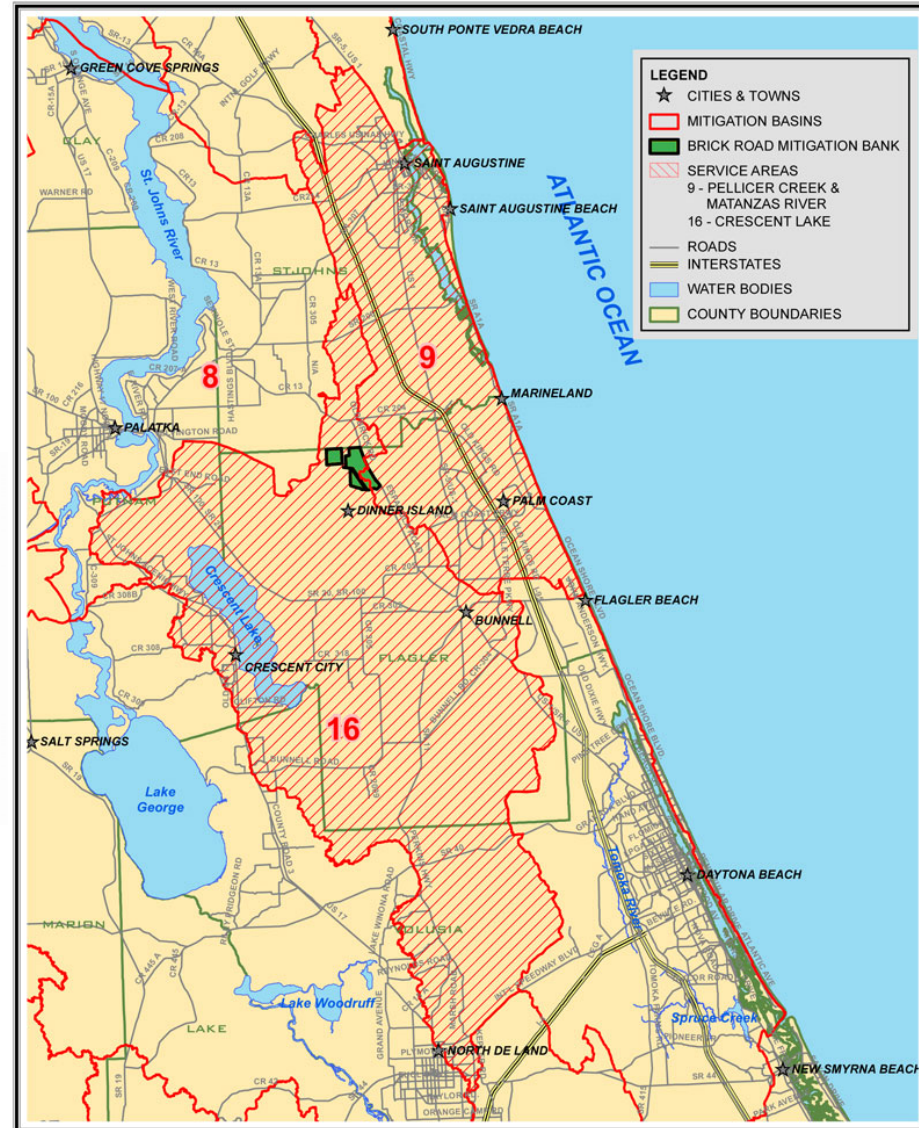
The Department of Environmental Protection, U.S. Army Corps of Engineers and St Johns River Water Management District are the regulatory agencies regarding wetland mitigation banking for the State and region. These agencies are charged with permitting the mitigation bank through rigorous environmental engineering and coordination. Credits are purchased





# RECOMMENDED ACTIONS

through the mitigation bank which closely cooperates with the three agencies that monitor the allocation of credits being distributed.



Source: brickroadmitigationbank.com

Table 13: Mitigation Banks

Mitigation Bank	Available Credits Balance	Credits Used/ Reserved	Date Available	Uses	Contact Information
Barberville	0.78	58.3	Currently Available	freshwater wetlands, uplands	Stuart Jones Ph: 386-736-5062 Volusia County Land Acquisition and Management Division 1078 North Ridgewood Ave. DeLand, FL 32720 <a href="mailto:sjones@co.volusia.fl.us">sjones@co.volusia.fl.us</a>
Brick Road	450	4.5 (Reserved for Cobblestone Village)	Within 6-12 months from 12/08	freshwater wetlands	Edward Cole Ph: 904-798-3700 Akerman Senterfitt 50 North Laura Street, Suite 2500 Jacksonville, Florida 32202 <a href="mailto:edward.cole@akerman.com">edward.cole@akerman.com</a>
Ormond Crossings	189.44s	No reservations	Within 6-12 months from 12/08	freshwater wetlands, uplands	Jason Milton Ph: 904-285-1397 Environmental Resource Solutions, Inc. 1597 The Greens Way, Suite 200 Jacksonville Beach, FL 32250

Source: SJRWMD, Mitigation Banking, 2008.



## 7. Recommended Infrastructure Improvements

The following future infrastructure studies identified are recommended to evaluate the potential affect of alternative development scenarios. These studies will also enable the City of Palm Coast and Flagler County to prioritize future capital investments for the Palm Coast/Flagler County Airport Area Master Plan Study Area.

### a. Sewer and Water Master Plan Analysis

In order to adequately plan for utilities within the master plan area the City and County should engage in the sewer and water master planning process. This will ensure adequate coverage of the two systems and adequate capacity for current and future development.

### b. Stormwater Master Plan

Stormwater management is required for all development sites. A stormwater master plan allows for multiple individual developments to use the same permitted stormwater facilities. Stormwater master planning also allows for a more efficient development pattern of land and increased utilization of developable property.

### c. Fiber Optics Master Plan

The Town Center development is currently the only area within the Master Plan Study Area being served by fiber optics. In order to provide fiber optics throughout the Master Plan Study Area, a fiber optics master plan should be completed to identify areas to be served by the future fiber optic backbone.

### d. Wi-Fi Connectivity Plan

Wi-Fi hot spots are best suited in areas of public assembly like public plazas and parks. The City of Palm Coast should evaluate the efficacy of providing free Wi-Fi connectivity throughout the Master Plan Study Area.

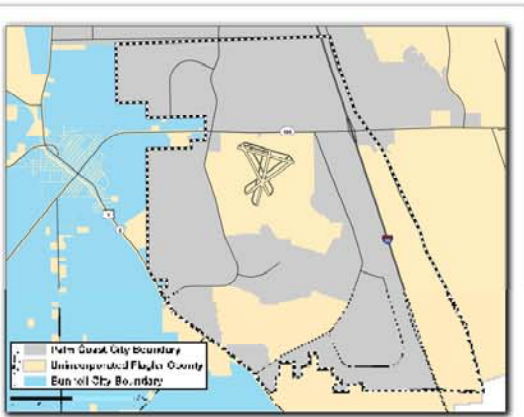
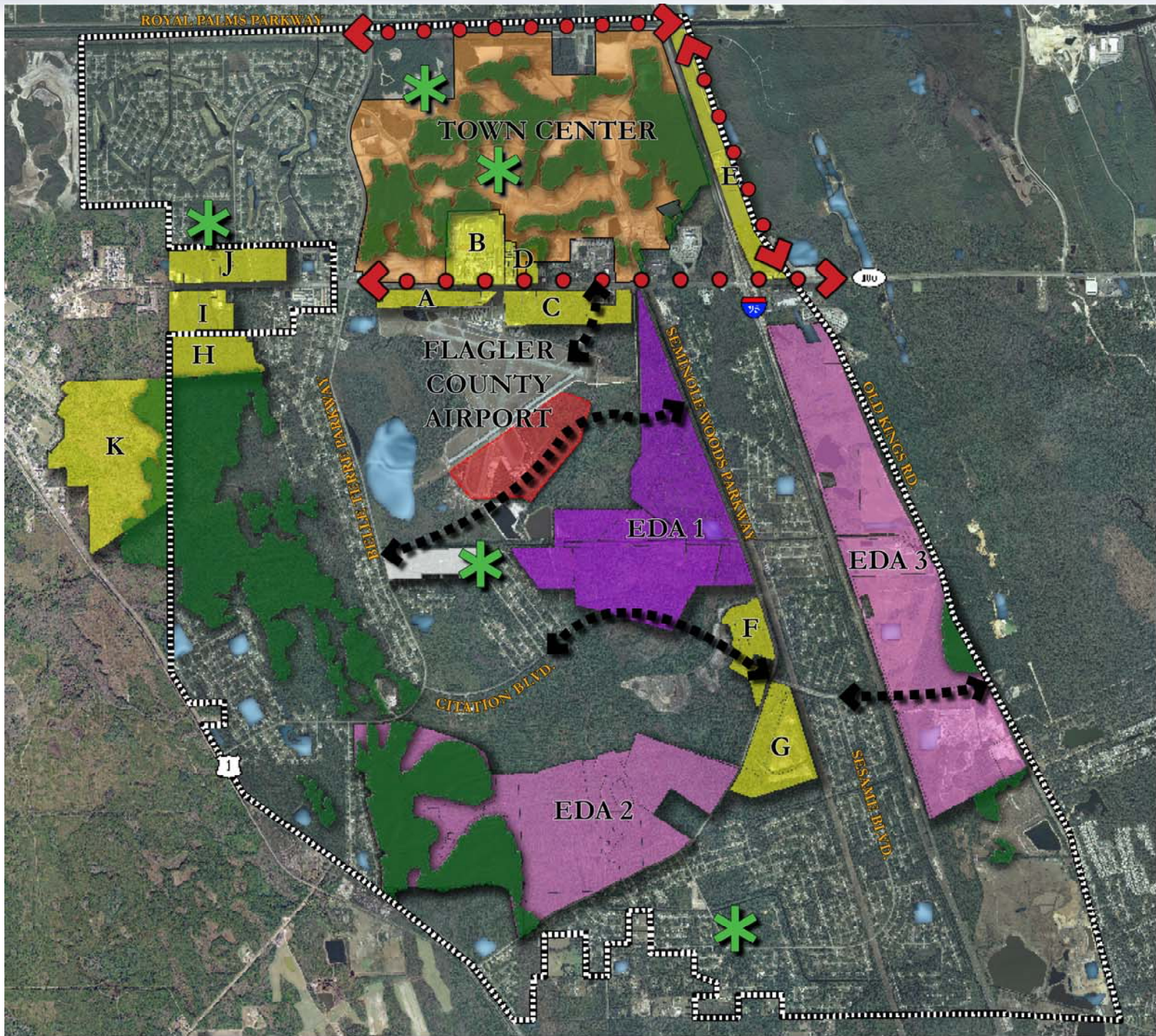
## 8. Conclusions

The purpose for the evaluation of the Master Plan Study Area was to develop a Master Plan that could be used as a flexible tool to guide economic development opportunities in the Master Plan Study Area. The Master Plan identifies the four large economic development areas that need land use amendments, as well as the smaller opportunity sites that are appropriate for target industry. The Master Plan shown below, in addition to the recommendations contained above, should be adopted by the jurisdictions that are impacted by the Master Plan Study Area to ensure that consistent objectives for development are achieved in the Master Plan Study Area.





# PROPOSED MASTER PLAN



JURISDICTION MAP

**LEGEND**

- STUDY AREA BOUNDARY
- EDA** ECONOMIC DEVELOPMENT AREAS
  - INDUSTRIAL (EDA 1)
  - COUNTY MIXED-USE HIGH INTENSITY (EDA 2 & EDA 3)
- OPPORTUNITY SITES
- TOWN CENTER
- CONSERVATION AREA
- AIRPORT BUSINESS PARK
- FLORIDA NATIONAL GUARD 1-265th AIR DEFENSE ARTILLERY REGIMENT
- PLANNED ROADWAY IMPROVEMENTS
- PROPOSED ROADWAY
- PLANNED OR EXISTING PARKS



Prepared By:

Miles



## RECOMMENDED ACTIONS

The conclusions drawn based upon the analysis conducted through research, workshops and interviews, developed into several actions items that would need to be undertaken in one form or another to implement the above master plan. Based on all of the recommendations contained in the master plan, **Table 14** summarizes the actions needed to be taken by each jurisdiction.





# RECOMMENDED ACTIONS

Table 14: Needed Actions and Capital Improvement

Needed Actions/Capital Improvements	City of Palm Coast	Flagler County	City of Bunnell	Flagler County Airport
1. Adopt Height Zoning Overlay	H	H	H	-
2. Conduct a Market/Absorption Rates Analysis (Residential & Non-residential)	H	H	-	-
3. Transportation Modeling to Determine Impact of Development and Possible Location of East-West	H	H	-	-
4. Palm Coast FLUM Amendment EDA #1	H	-	-	-
5. Flagler County FLUM Amendments EDAs # 1,2, & 3	-	H	-	-
6. Adopt Economic Development Incentive Policies to Implement EDA Zoning Overlay	M	M	-	-
7. Zoning Map Amendment EDA # 1	H	H	-	-
8. Zoning Map Amendments EDAs # 1,2, & 3	H	H	-	-
9. Adopt Economic Development Area (EDA) Overlay	H	H	-	-
10. Prioritize and Develop Public / Private RFPs for Selected Opportunity Sites	M	M	M	-
11. Right-of-way Preservation/Acquisition for East-West Connector	M	M	-	-
12. Conduct Sanitary Sewer Master Plan Study	H	H	-	-
13. Conduct Potable Water Master Plan Study	M	M	-	-
14. Conduct Stormwater Master Plan Study	M	M	-	-
15. Conduct a Fiber Optics Master Plan Study	M	M	-	-
16. Establish a Runway Protection Zone Eminent Domain Purchase Program	-	-	-	M
17. Establish Business Recruitment Fund	M	M	-	-
18. Establish Jobs Growth Incentives Fund	M	M	-	-
19. Establish Facility Development Fund	M	M	-	-
20. Develop a WiFi Connectivity Plan	L	L	-	-
21. PD&E of Possible East-West Connector	L	L	-	-

Priorities: **H** - High, **M** - Medium & **L** - Low



**APPENDIX A: PROMOTING HIGHEST AND BEST USE OF LAND**

The realization of the long-term development objectives identified by the City of Palm Coast, Flagler County, and Enterprise Flagler rely upon utilization of the proposed land uses identified within the Flagler County Airport Master Plan Update, 2006. An inventory of available vacant parcels, existing infrastructure, an established transportation network and a pro-business climate are in place, the missing components are the establishment of appropriate land-uses and land development regulations for the areas that are adjacent to the Flagler County Airport that will accommodate and enable compatible future development.

To that end, the compatible highest and best uses of the parcels within the Palm Coast / Flagler County Airport Area Master Plan Study Area must be promoted and protected.

**1. What is meant by Highest and Best Use?**

In order to be considered as the Highest and Best Use of a property, any potential use must pass as series of tests. The exact definition of Highest and Best Use varies, but generally the use must be:

- a. legally allowable
- b. physically possible
- c. financially feasible
- d. maximally productive

In addition to these general criteria, an additional specific criteria for the highest and best use of the properties within the Palm Coast / Flagler County Airport Area Master Plan Study Area is that of the proposed uses ability to enable the realization of the long-term development objectives identified within the Flagler County Airport Master Plan Update, 2006 and other long-term community development objectives previously presented.

a. Legally Allowable

Only those uses that are, or may be, legally allowed are considered for potential highest and best uses. This may exclude uses that are not, and unlikely to become, allowed by zoning, uses forbidden by government regulations (land development regulations), and uses prohibited by deed restrictions or covenants. This includes regulations from the U.S. Department of Transportation (DOT) and the Federal Aviation Administration (FAA) and State of Florida.

b. Physically Possible

Any potential use must be physically possible given the size, shape, topography, and other characteristics of the site. For example a 40,000-square-foot (3,700m<sup>2</sup>) single story

warehouse would not fit on a 10,000-square-foot (930m<sup>2</sup>) site, therefore that use would fail the physical possibility test.

c. Financial Feasibility

The highest and best use of a property must be financially feasible. This means that the proposed use of a property must generate adequate revenue to justify the costs of construction plus a profit for the developer. In the case of an improved property, with obvious remaining economic life, the question of financial feasibility is somewhat irrelevant. In the case of an improved property with limited remaining economic life, the question of financial feasibility becomes a question of the maximally productive use of the site. If the value of the land As Vacant exceeds the value of the property As Improved, then redevelopment of the site becomes the maximally productive use of the property and continued use of the existing improvements that do not represent the highest net value of the site is considered to be financially unfeasible.

d. Maximally Productive Use

The use must generate the highest net return (profit) to the developer. A property that could hypothetically be developed with residential, commercial or industrial development might only have one of those uses as its highest and best use.

(1) Vacant and Improved

The Test of Highest and Best Use is applied to improved properties both *as improved* and *as if vacant*. Vacant properties are generally only given the *as vacant* test. The Highest and Best Use as vacant may be the same or different as the Highest and Best use as improved.

For example, "House A" in a residentially zoned area may have a highest and best use as vacant and a highest and best use as improved that are both residential. A similar "House B" in a commercially zoned area may have a highest and best use as vacant as a commercial lot and *highest and best use as improved* as a single family residence.

If the value of the commercial lot as vacant in "House B" exceeds the value of house as a residence as improved plus demolition costs, the overall highest and best use of this property would be the *as vacant* value of the commercial lot. For example, assume that "House B" has a value as a house of \$200,000, and a site value as a commercial lot of \$250,000 with a cost to demolish the house and prepare the site at \$25,000. The Highest and Best Use of the site is to demolish the house and sell the site as a commercial lot. The market value would be \$225,000 (\$250,000 site value





minus \$25,000 demolition cost). However if the demolition costs rose to \$55,000, the Highest and Best Use would be the existing residential use, because the value as a commercial lot (now \$195,000) would not exceed the existing value as a residence.

This would be the Highest and Best Use of the property, even though it is contrary to what actually exists. Even if the house is not razed and the site sold as a commercial lot, the Highest and Best Use is the commercial lot use. The market value of the property is driven by this hypothetical conversion, even if it never takes place due to the utility that this potential conversion would bring to a purchaser.

e. Supports Long-term Community Development Objectives

In addition to these criteria, an additional key criterion for the highest and best use determination is that of the proposed uses ability to enable the realization of the long-term development objectives identified within the ***Flagler County Airport Master Plan Update, 2006, Enterprise Flagler's Airport Taskforce White Paper*** and the City of Palm Coast's ***Comprehensive Plan***.

## 2. Economic Theory

The economic concepts of utility and substitution drive the highest and best use analysis. The highest and best use of a property determines its utility (value) to a potential purchaser.



## APPENDIX B: AIRPORT LAND USE COMPATIBILITY REQUIREMENTS

The objectives of compatible land use planning are to encourage land uses that are generally considered to be incompatible with airports (such as residential, schools, and churches) to locate away from airports and to encourage land uses that are more compatible (such as industrial and commercial uses) to locate around airports. Planning techniques for protecting an airport and the affected surrounding communities need to address: 1) the impact of aircraft noise and noise compatibility planning; 2) the potential for airspace conflicts from tall structures in the vicinity of an airport; 3) the possibility of electronic interference with aviation navigation; and 4) the potential for interaction between aircraft and wildlife attractants. These techniques incorporate federal and state airport design criteria, safety of flight requirements and land use provisions unique to the community. The following federal, state and local legislation and regulatory measures provide the foundation for addressing these land use compatibility issues.

### 1. Legislation Relating to Land Use Compatibility

The U.S. Department of Transportation (DOT) and the Federal Aviation Administration (FAA) issued an Aviation Noise Abatement Policy on November 18, 1976. This established a general policy on noise control plans and proprietary use restrictions. The following paragraphs describe the federal legislations that affect airport land use compatibility planning.

#### a. Aviation Safety and Noise Abatement Act of 1979

In 1979, Congress passed the Aviation Safety and Noise Abatement (ASNA) Act. The Act provides assistance to airport owners to prepare and carry out noise compatibility programs to ensure continued safety in aviation, and for other purposes. The ASNA required the following actions be taken:

- Establishment of a single system of measuring noise, for which there is a highly reliable relationship between projected noise exposure and surveyed reactions of people to noise, to be uniformly applied in measuring the noise at airports and the areas surrounding airports;
- Establishment of a single system for determining exposure of individuals to noise which results from the operations of an airport and which includes, but is not limited to, noise intensity, duration, frequency, and time of occurrence; and
- Identification of land uses which are normally compatible with various exposures of individuals to noise.

#### b. Federal Aviation Regulation (FAR) Part 150 Noise Compatibility Program

FAR Part 150 Airport Noise Compatibility Planning was required by the Aviation Safety and Noise Abatement (ASNA) Act. It was adopted as an interim rule in February 1981 to establish requirements for airport owners who choose to submit noise exposure maps and develop noise compatibility planning programs to the FAA for review and approval.

Revisions to Part 150 Airport Noise Compatibility Planning became effective on January 18, 1985 and were based, in part, on comments invited and received following passage of the interim rule. Revisions to the regulations established a single system of measuring aircraft noise and a single system for determining the exposure of individuals to noise in the vicinity of airports. The regulations as revised also established a standardized airport noise compatibility planning program including:

- Voluntary development and submission to the FAA of noise exposure maps (NEMs) and noise compatibility programs (NCPs) by airport owners;
- Standard noise measurement methodologies and units;
- Identification of land uses that are normally compatible (or incompatible) with various levels of aircraft noise around airports; and
- The procedures and criteria for preparation and submission of NEMs and NCPs.

Part 150 regulations apply to any “public use airport” as defined by Section 502 (17) of the Airport and Airway Improvement Act of 1982 (described later in this section). Although Part 150 specifies requirements that must be met when submitting NEMs and airport NCPs to the FAA, the submission of these maps and programs is completely voluntary. ASNA does not allow the federal government to interfere with or override local government zoning, subdivision building, and health authority.

#### c. Airport and Airway Improvement Act of 1982

On May 13, 1946, President Truman signed the Federal Airport Act of 1946, which established a federal airport grants-in-aid program known as the Federal Aid to Airports Program (FAAP). The Act’s goal was to promote the development of a civil system of airports nationwide. The Airport and Airway Development Act (AADA) replaced the FAAP in 1970. As part of the AADA, the Secretary of Transportation is authorized to make project grants for airport planning and development to maintain a safe and efficient nationwide system of public-use airports.





Upon acceptance of federal funding, an airport owner becomes obligated to operate and maintain the airport to certain standards and comply with several specific assurances and obligations contained in grant agreements. One of the assurances with which an airport owner must comply involves the establishment and maintenance of compatible land uses around airports. This assurance requires the airport owner to restrict the use of land adjacent to or in the immediate vicinity of the airport to the extent reasonable activities and purposes compatible with normal airport operations, including landings and takeoffs of aircraft. In 1982, the AADA was replaced by the Airport and Airway Improvement Act (AAIA) of 1982.

d. Airport Noise and Capacity Act of 1990 (National Noise Policy)

On November 5, 1990, Congress passed the Airport Noise and Capacity Act (ANCA). This act required the establishment of a National Noise Policy. The Airport Noise and Capacity Act of 1990 specifically states that after December 31, 1999, no person may operate a civil turbojet airplane weighing more than 75,000 pounds in the contiguous United States unless that airplane meets Stage 3 noise levels. The Act also required that a schedule of phased-in compliance be established. Most of the major U.S. airlines have been replacing the older Stage 2 aircraft with the newer Stage 3 aircraft or retrofitting Stage 2 aircraft to meet Stage 3 aircraft requirements. As of September 1998, Stage 3 airplanes constituted approximately 80 percent of the combined domestic and foreign fleets of large turbojet airplanes operating to and from U.S. airports.

**2. Federal Regulations**

Airport-related regulations that affect land use compatibility planning are described in the following paragraphs:

a. FAA Advisory Circular 150/5200-33, Hazardous Wildlife Attractants Near Airports

The unwanted interaction between aircraft and wildlife is a situation that needs to be avoided. Bird strikes during flight and the interaction of terrestrial and avian species with aircraft on the ground is a hazard to aviation. FAA Advisory Circular (AC) 150/5200-33, Hazardous Wildlife Attractants on or Near Airports, provides guidance on locating certain land uses having the potential to attract hazardous wildlife to or in the vicinity of public-use airports such as sanitary landfills and wetland mitigation areas. Specifically the AC identifies land uses of concern in proximity to airports including, wetlands, ponds, stormwater retention facilities, and other similar uses for they offer excellent habitat for avian wildlife. In addition, the

location of landfills within the proximity of an airport is also considered a hazard due to its likelihood to attract flocks of birds.

As part of this guide, it is strongly recommended that no new sanitary landfill or wetland mitigation projects should be sited within 10,000 feet of an active air carrier runway end or within 5,000 feet of an active general aviation runway end. The standards, practices, and suggestions contained in this AC are recommended by the FAA for use by the operators and sponsors of all public-use airports. In addition, the standards, practices, and suggestions contained in this AC are recommended by the FAA as guidance for land use planners, operators, and developers of projects, facilities, and activities on or near airports.

b. FAR Part 77 (Height Restrictions)

The FAR Part 77 Program established a method of identifying surfaces that should be free from penetration by obstructions in order to maintain sufficient airspace around airports. FAR Part 77, in effect, identifies the maximum height at which a structure would be considered an obstacle at any given point around an airport. The extent of the off-airport coverage needing to be evaluated for tall structure impacts can extend miles from an airport facility.

Construction activities at or near airports must be reported via FAA Form 7460-1 at least 30 days before proposed construction or application for building permit, in any of the following situations:

- Construction/alteration including construction cranes more than 200 feet in height above the ground level at its site
- Construction/alteration including construction cranes of greater height than an imaginary surface extending outward and upward at one of the following slopes:
  - 100:1 for a horizontal distance of 20,000 feet from the nearest point of the nearest runway of each public use or military airport with at least one runway more than 3,200 feet in actual length, excluding heliports.
  - 50:1 for a horizontal distance of 10,000 feet from the nearest point of the nearest runway of each public use or military airport with its longest runway no more than 3,200 feet in actual length, excluding heliports.
  - 25:1 for a horizontal distance of 5,000 feet from the nearest point of the nearest landing and take-off area of each public use or military heliport.



- Highways, railroads, or other traverse way for mobile objects of a height which, if adjusted upward 17 feet for interstate highways, 15 feet for public roadways, 10 feet (or the height of the highest mobile object that would normally traverse the road, whichever is greater) for private roads, 23 feet for a railroad, and for a waterway or any other traverse way not previously mentioned, an amount equal to the height of the highest mobile object that would normally traverse it, would exceed a standard of the previous paragraphs.
- When requested by the FAA, construction/alteration that would be in an instrument approach area.
- Any construction on public or military airports. If runways or taxiways to be constructed are already shown on an approved Airport Layout Plan (ALP) and no changes are required, the 7460-1 does not need to be submitted. Temporary cranes or other construction equipment over 20 feet in height require submittal of the 7460-1.

c. Department of Defense - AICUZ Requirements

The purpose of the AICUZ (Air Installation Compatible Use Zone) Program is to protect the health, safety and welfare from noise and hazards through compatible development in the airport environment. The program was instituted by the Department of Defense to address the problem of land development surrounding military air installations. It provides for the development and implementation of a plan to determine those land areas for which development should be significantly influenced by the operation of the airfield. These land areas are then designated as the AICUZ for that installation. Although, the Flagler County Airport is not a military installation, the basic principles and regulations can be applied to the Master Plan Study Area.

3. **State Requirements**

a. Chapter 163, Florida Statutes (F.S.)

Section 163.3177, F.S. establishes the required and optional elements that must be included in each local government comprehensive plan. For each unit of local government within an urbanized area designated for purposes of a metropolitan planning organization, a transportation element must be prepared that addresses, among other issues, airports, projected airport and aviation development and land use compatibility around airports. [Section 163.3177(6)(j)7, F.S.]

In addition, Section 163.3177(10)(l), F.S. states that “The state land planning agency shall consider land use compatibility issues in the vicinity of all airports in

coordination with the Department of Transportation and adjacent to or in close proximity to all military installations in coordination with the Department of Defense.”

b. Chapter 330, Florida Statutes (F.S.)

Chapter 330, F.S. addresses the regulation of aircraft, pilots, and airports. This includes approval of airport sites (Section 330.30, F.S.) and airport zoning protection (Section 330.35, F.S.).

c. Chapter 331, Florida Statutes (F.S.)

Section 331.10, F.S. addresses eminent domain rights granted to those engaged in air commerce for the appropriation of property, except for state and federal, for the purpose of securing land for airports, air terminals, seaplane bases and landing fields. Section 331.20, F.S. grants the right of every county owning and operating an airport to publicize, advertise and promote the activities of its airport and authorizes expenditures for these purposes.

d. Chapter 332, Florida Statutes (F.S.)

Chapter 332, F.S. assigns the Florida Department of Transportation (FDOT) the duty, function, and responsibility to plan airport systems in the state, including the development and improvement of air routes, airport facilities, and landing fields and protection of their approaches. The duties of the FDOT also include the development of aviation commerce and air facilities.

e. Chapter 333, Florida Statutes (F.S.)

Chapter 333, F.S. specifically addresses airport zoning through the following sections:

(1) Section 333.02, F.S.

This section finds that an airport hazard endangers the lives and properties of airport users and of occupants of land in its vicinity and may also reduce the size of the area available for the taking off, maneuvering, or landing of aircraft, thus tending to destroy or impair the utility of the airport. It also finds that the creation or establishment of an airport hazard and the incompatible land use in the airport vicinity is a public nuisance and injures the community served by the airport. This section grants the right for political subdivisions to raise and expend public funds and acquire land or property interests or air rights.





(2) Section 333.03, F.S.

This section grants political subdivisions having an airport hazard area within its territorial limits the right to adopt, administer, and enforce airport zoning regulations for such airport hazard area. Airport land use compatibility regulations are required to consider: whether sanitary landfills are located within certain areas, whether any landfill is located or constructed so that it attracts or sustains hazardous bird movements into or across runways or approach and departure patterns of aircraft.

*Section 333.03(2)(c), F.S.* specifically states “Where an airport authority or other governing body operating a publicly owned, public-use airport has conducted a noise study in accordance with the provisions of 14 C.F.R. part 150, neither residential construction nor any educational facility as defined in chapter 1013, with the exception of aviation school facilities, shall be permitted within the area contiguous to the airport defined by an outer noise contour that is considered incompatible with that type of construction by 14 C.F.R. part 150, Appendix A or an equivalent noise level as established by other types of noise studies.”

*Section 333.03(2)(d), F.S.* specifically states “Where an airport authority or other governing body operating a publicly owned, public-use airport has not conducted a noise study, neither residential construction nor any educational facility as defined in chapter 1013, with the exception of aviation school facilities, shall be permitted within an area contiguous to the airport measuring one-half the length of the longest runway on either side of and at the end of each runway centerline.

*Section 333.03(3), F.S.* specifically states “In the manner provided in subsection (1), airport zoning regulations shall be adopted which restrict new incompatible uses, activities, or construction within runway clear zones, including uses, activities, or construction in runway clear zones which are incompatible with normal airport operations or endanger public health, safety, and welfare by resulting in congregations of people, emissions of light or smoke, or attraction of birds. Such regulations shall prohibit the construction of an educational facility of a public or private school at either end of a runway of a publicly owned, public-use airport within an area which extends 5 miles in a direct line along the centerline of the runway, and which has a width measuring one-half the length of the runway. Exceptions approving construction of an educational facility within the delineated area shall only be granted when the political subdivision administering the zoning regulations makes specific findings detailing how the public policy reasons for allowing the construction outweigh health and safety concerns prohibiting such a location.

Sections 333.05 and 333.06, F.S. establish the procedure for adoption of airport zoning regulations and airport zoning requirements, respectively.

(1)(a) In order to prevent the creation or establishment of airport hazards, every political subdivision having an airport hazard area within its territorial limits shall, by October 1, 1977, adopt, administer, and enforce, under the police power and in the manner and upon the conditions hereinafter prescribed, airport zoning regulations for such airport hazard area.

(b) Where an airport is owned or controlled by a political subdivision and any airport hazard area appertaining to such airport is located wholly or partly outside the territorial limits of said political subdivision, the political subdivision owning or controlling the airport and the political subdivision within which the airport hazard area is located, shall either:

1. By interlocal agreement, in accordance with the provisions of chapter 163, adopt, administer, and enforce airport zoning regulations applicable to the airport hazard area in question; or

2. By ordinance or resolution duly adopted, create a joint airport zoning board, which board shall have the same power to adopt, administer, and enforce airport zoning regulations applicable to the airport hazard area in question as that vested in paragraph (a) in the political subdivision within which such area is located. Each such joint board shall have as members two representatives appointed by each political subdivision participating in its creation and in addition a chair elected by a majority of the members so appointed. However, the airport manager or managers of the affected political subdivisions shall serve on the board in a nonvoting capacity.



APPENDIX C: ZONING OVERLAYS

ENACTED AIRPORT ECONOMIC DEVELOPMENT AREA OVERLAY

**ORDINANCE NO. 2009-17**  
**AIRPORT AREA ECONOMIC DEVELOPMENT**  
**INCENTIVE REGULATIONS**

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA, AMENDING THE CITY OF PALM COAST LAND DEVELOPMENT CODE TO ADOPT AIRPORT AREA ECONOMIC DEVELOPMENT INCENTIVE REGULATIONS; PROVIDING FOR IMPLEMENTING ACTIONS; PROVIDING FOR LEGISLATIVE FINDINGS AND INTENT; PROVIDING FOR SEVERABILITY, PROVIDING FOR CODIFICATION, PROVIDING FOR CONFLICTS, AND EFFECTIVE DATE.**

**WHEREAS**, the City of Palm Coast Planning and Land Development Regulation Board, with the assistance of the Citizens Advisory Committee and City staff, developed and prepared a City of Palm Coast Comprehensive Plan, which Comprehensive Plan was enacted by the City Council of the City of Palm Coast in Ordinance Number 2004-8; and

**WHEREAS**, the City Council of the City of Palm Coast has taken appropriate actions under the provisions of State law to implement its Comprehensive Plan with the enactment of the City's Unified Land Development Code in Ordinance Number 2008-23; and

**WHEREAS**, this Ordinance is enacted in accordance with the provisions of the Local Government Comprehensive Planning and Land Development Regulation Act as codified in Part II, Chapter 163, Florida Statutes and Ordinance 2008-23, the City's new Unified Land Development Code; and

**WHEREAS**, additionally, the City Council of the City of Palm Coast may act in accordance with the provisions of Article VIII, Section 2(b) of the Constitution of the State of Florida, which provides, in pertinent part, that "municipalities shall have governmental, corporate and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law and Fla. Stat. 166.021"; and

**WHEREAS**, the City of Palm Coast Community Development Department, along with the assistance and participation of the Flagler County Airport, Enterprise Flagler, the City of Bunnell and Flagler County, as well with input from residents and business owners of the City, have developed and prepared a Palm Coast/Flagler County Airport Area Master Plan; and

**WHEREAS**, it is the intent of the Palm Coast/Flagler County Airport Area Master Plan to enable the continued realization of the community economic development

and job creation objectives that have been identified by the Flagler County Airport, Flagler County Government, the City of Palm Coast, the City of Bunnell, and Enterprise Flagler. Said objectives including, but not limited to, the development of the Flagler County Airport as an engine for the regional economy; and

**WHEREAS**, this Ordinance is enacted under the general home rule, police powers, and land development regulatory powers of the City of Palm Coast; and

**WHEREAS**, the City of Palm Coast has complied with all requirements and procedures of Florida law in processing, noticing and advertising this Ordinance, including, but not limited to, full and deliberate review and analysis by the Planning and Land Development Regulation Board which has recommended approval of this Ordinance by the City Council.

**NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA:**

**SECTION 1. LEGISLATIVE FINDINGS AND INTENT.**

In addition to the provisions set forth in the recitals to this Ordinance (whereas clauses), the citations and references contained in this Section are also hereby adopted by the City Council of the City of Palm Coast as the legislative findings and intent pertaining to this Ordinance.

The Airport Area Economic Development Incentive Regulations are intended to enable continued, compatible, development of the Flagler County Airport and areas adjacent to the Airport that will stimulate private investment and job creation.

**SECTION 2. APPLICABILITY.**

The special provisions established in this Ordinance shall apply to areas designated as Economic Development Areas as depicted in the map within **Exhibit A**.

**SECTION 3. ADOPTION OF AIRPORT AREA ECONOMIC DEVELOPMENT INCENTIVE REGULATIONS.**

- (a) **Exhibit A** is hereby adopted into the text of the Ordinance.
- (b) The City Manager is hereby authorized and directed to take any and all necessary administrative actions in order to implement the provisions of this Ordinance.

**SECTION 4. CODIFICATION.** It is the intention of the City Council of the City of Palm Coast, Florida, and it is hereby ordained that the actions taken by means of this Ordinance as set forth in the Exhibits shall become and be made a part of the Unified Land Development Code of the City of Palm Coast; that the Sections of this Ordinance may be renumbered or re-entered to accomplish such intention; that the word, "Ordinance," may be changed to "Section," "Article," or other appropriate word;





EXHIBIT A

provided, that the Land Use Administrator, shall take all necessary actions to modify the Official Zoning Map of the City of Palm Coast in order to implement the actions taken in this Ordinance.

**SECTION 5. SEVERABILITY.** If any section, sentence, phrase, word or portion of this Ordinance is determined to be invalid, unlawful, or unconstitutional, said determination shall not be held to invalidate or impair the validity, force, or effect of any other section, sentence, phrase, word, or portion of this Ordinance not otherwise determined to be invalid, unlawful, or unconstitutional.

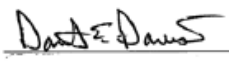
**SECTION 6. CONFLICTS.** All ordinances or part of ordinances in conflict with this Ordinance are hereby repealed consistent, however, with the provisions of this Ordinance relative to the transitional application of the land development regulations.

**SECTION 7. EFFECTIVE DATE.** This Ordinance shall take effect immediately upon its passage and adoption.

APPROVED on first reading the 2nd day of June 2009 at a public hearing.

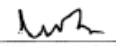
ADOPTED on the second reading the 21st day of July 2009 at a public hearing.

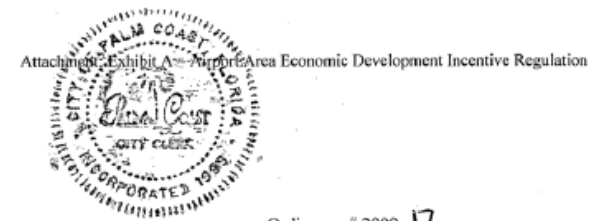
ATTEST: CITY OF PALM COAST, FLORIDA

  
 Daniel E. Davis, CMC  
 Deputy City Clerk

  
 Jon Nettis, Mayor

APPROVED AS TO FORM AND LEGALITY:

  
 William E. Reischmann, Jr., Esq.  
 City Attorney



Attachment Exhibit A - Airport Area Economic Development Incentive Regulation

Ordinance # 2009-17  
 Page 3 of 3

Section 3.04.05 Airport Area Economic Development Incentive

A. PURPOSE

The *Palm Coast/Flagler County Airport Area Master Plan* proposes specific areas for targeted economic development called Economic Development Areas (EDA). The Airport Area Economic Development Incentive specifies allowable uses and development standards for each EDA. These uses and standards are intended to encourage the development of targeted businesses and other industries at specific locations. The Airport Area Economic Development Incentive can be applied to three distinct areas, which are expected to develop with different intensities and development patterns: EDA-1, EDA-2, and EDA-3<sup>1</sup> (see Exhibit A).

In order to encourage the desired development to occur within the EDAs, specific location-based incentives have been developed. Property-owners (Agents) that seek development approval through the Master Planned Development (MPD) rezoning process may apply for the location-based development incentives. In addition to the location-based incentives, MPD projects located within the EDAs may also apply for performance-based bonuses. This section (1) introduces the EDA areas and the associated location-based incentives, (2) outlines the processes to access the location-based incentives and (3) introduces performance-based development bonuses that may be available to qualifying development.

B. ECONOMIC DEVELOPMENT AREAS

EDA #1 is located adjacent to the southeast side of the airport between the airport's boundary and Seminole Woods Boulevard. EDA #1 is intended to provide for industrial and office development that is compatible with the continuing operation and expansion of the Flagler County Airport.

EDA #2 is located on the north side of Seminole Woods Boulevard. EDA #2 is intended to provide for compact mixed-use development. This area shall be developed as a neighborhood center characterized by employment and retail opportunities. Development shall emphasize pedestrian connectivity to the surrounding residential areas and established neighborhoods.

EDA #3 is located between I-95 and Old Kings Highway. EDA #3 is intended to attract larger corporate office development and foster the development of a campus-like corporate park. Potential users include corporate offices, hotels, higher-density residential, and support uses that benefit from the close proximity to, and with high visibility from, Interstate 95.

C. APPLICABILITY

The development incentives and development standards contained in this section shall apply to all new development and redevelopment of sites within the EDAs. The incentives and standards are intended encourage targeted industry development within the EDAs, to promote superior site and building design, and improve the functional arrangement of buildings and site components, such as parking, utilities, loading, and service areas.

<sup>1</sup> Areas 2, 3 and a portion of 1 are currently outside City boundaries.



EXHIBIT A

D. APPROVAL PROCESS

Owners of property within the EDAs have the option of developing under two scenarios as follows:

1. **Current Zoning Based (Entitlement) Development**  
Applicants have the option of developing their properties subject to the existing zoning classification of the property regulations. Properties developed based on their Application submittals based on the current zoning are not eligible for any incentives.
2. **Rezone to Master Planned Development (MPD)**  
Rezone the property to MPD which will qualify the property for incentives as follows:
  - a. Location-based incentives detailed in Section E.
  - b. Performance-based incentives that are outlined in Section F.

E. LOCATION-BASED DEVELOPMENT INCENTIVES

In order to encourage economic development and job creation at the Economic Development Areas and implement the economic development objectives of the Palm Coast/Flagler County Airport Area Master Plan, the following location-based incentives may be utilized by development reviewed through the MPD process. Note that incentives may restrict building height and/or open space in certain areas. The existing zoning development thresholds are shown to illustrate the Overlay areas' incentives.

Economic Development Area 1

Regulations	Current Zoning Thresholds				Incentives*
	City of Palm Coast			Flagler County	
	PSP	COM-2	IND-1	IND-PUD	
Open Space	30%	30%	30%	(1)	30%
Height	100 <sup>(2)</sup>	100 <sup>(2)</sup>	65 <sup>(2)</sup>	(1) <sup>(2)</sup>	100 <sup>(2)</sup>
FAR	.30	.40	.35	(1)	.50

(1) To be determined during the development agreement approval process.  
 (2) Must comply with the Airport Approach Hazard Overlay and FAR 77 requirements.  
 \* Location-based incentives available only through development participating in MPD process.

EXHIBIT A

Economic Development Area 2

Regulations	Flagler County Current Zoning Thresholds			Incentives*	
	AC	NRC-PUD	PUD	Mixed Use and Non-Residential	Residential
Open Space	75%	(1)	(1)	40% area wide	40% area wide
Height	No Max. <sup>(2)</sup>	(1) <sup>(2)</sup>	(1) <sup>(2)</sup>	75 <sup>(2)</sup>	45 <sup>(2)</sup>
Res. Density	1 unit/20 acres	1 unit/acre	1 unit/acre	12 units/acre	10 units/acre
FAR	N/A	(1)	(1)	.50	N/A
ISR	.25	(1)	(1)	.60	N/A

(1) To be determined during the development agreement approval process.  
 (2) Must comply with the Airport Approach Hazard Overlay and FAR 77 requirements.  
 \* Location based incentives available only through development participating in MPD process.

Economic Development Area 3

Regulations	Flagler County Current Zoning Thresholds	Incentives*
	AC	
Open Space	75%	40% per site
Height	No Max.	100 <sup>(1)</sup>
Res. Density	1 unit/20 acres	Min. 8 to Max. 12 units/acre
FAR	N/A	.55
ISR	.25	.60

(1) To be determined during the development agreement approval process.  
 \* Location based incentives available only through development participating in MPD process.

F. PERFORMANCE BASED DEVELOPMENT BONUSES

Performance-based development bonuses may be available for projects that are located within one of the EDAs and that are also utilizing the MPD approval process. These additional bonuses are meant to complement any financial or other incentives that may have been offered by the City to attract targeted developments to the economic development areas and do not exclude the use of additional incentives. These additional incentives shall be based on specific project design and/or satisfaction of other performance criteria as stipulated by the City through the use of a development agreement. Approval of the bonus, including terms and conditions shall be negotiated by the applicant with the City, on a case-by-case basis. Any potential incentives, developed during the negotiations with City, shall be detailed in an associated development agreement. Final approval of the development agreement and the potential use of incentives that may be utilized by the applicant will be at the discretion of the City Council.





EXHIBIT A

1. **Non-Residential Intensity (Floor Area Ratio-FAR) Bonus**

- a. Developments that incorporate the use of green building practices (as identified by the United States Green Building Council and/or the Florida Green Building Coalition including but not limited to, green roofs, energy efficient windows, solar energy, reused or recycled materials, renewable materials, use of grey water, etc.) in the design and materials of a building, and can demonstrate a significant energy and water consumption reduction may receive a maximum increase of 0.25 FAR.
- b. The use of shared parking helps reduce the amount of paved surface in the case of surface parking, or building mass in the case of structure parking. Therefore, mixed-use projects within the EDA overlay using the shared parking standards would be eligible for an increase of 0.25 FAR.

2. **Open Space Requirement Reduction Bonus**

- a. Stormwater management facilities are considered "open space" for the purpose of meeting the open space requirement. Combining such facilities with neighboring properties may decrease the need for buffers around ponds. Therefore, the use of shared or off-site stormwater management facilities for multiple developments may allow for a reduction in the open space requirement of the master plan development by up to five (5) percent.
- b. Developments within the EDA overlay may reduce the open space requirement by a maximum of five (5) percent if the development incorporates the use of a permeable or semi-permeable surface for parking spaces. The amount of permeable/semi-permeable surface shall be no less than the proposed reduction in open space. In no case shall stormwater requirements be reduced. Stormwater management facilities shall meet all applicable City and St. Johns River Water Management District rules and regulations.

3. **Parking Space Requirement Reduction Bonus**

The City encourages development design and use concepts that provide transportation alternatives that may reduce the dependence on and the use of automobiles. The use of Transportation Demand Management (TDM) practices in the design and construction of development projects may qualify a project for a reduction in minimum parking space requirements by a maximum of ten (10) percent. TDM practices and facilities include but are not limited to:

- Inclusion of employee drop-off and pick-up areas in the development;
- Inclusion of cab (taxi) stand areas in the development;
- Inclusion of on-site, employee service facilities such as, daycare facilities, cafeterias, etc., in the development;

EXHIBIT A

- Inclusion in project design and development of improved connections to planned or existing bike or pedestrian paths to the facility;
- Provision of bicycle storage facilities (racks/lockers) and changing facilities for employees (locker rooms and showers); and,
- Inclusion in project design and development of facilities to accommodate planned or existing mass transit (buses). This may include, but is not limited to, bus turnouts, bus shelters, bus lanes, and park and ride lots.

4. **Setback Requirement Reduction Bonus**

The minimum required setbacks may be reduced by a maximum of five (5) feet for the front setback and two (2) feet for the rear and side setbacks if additional landscaping (must exceed 20 percent of the required plant material and provide a variety of species) is provided within the required buffer yards. Setback reductions are not available for parcels local on the following roadways: Seminole Woods Boulevard, Belle Terre Boulevard, and Old King's Road.

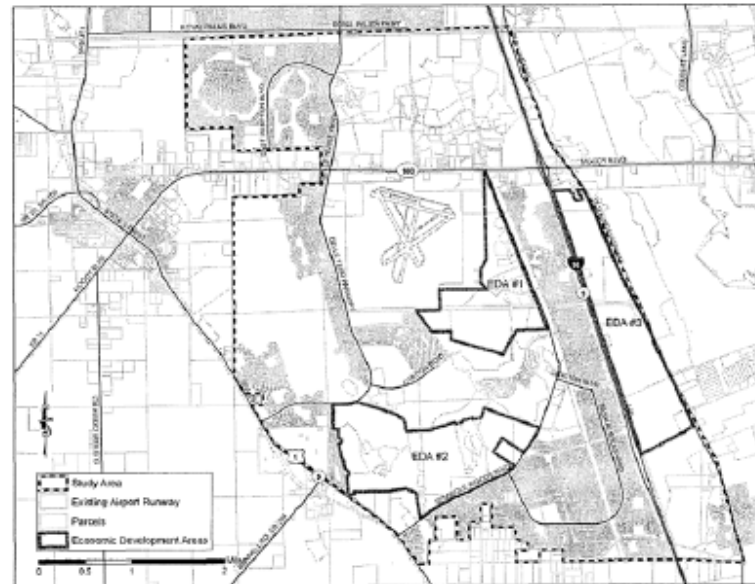
5. **Green Development LEED Certification (Fee Refund)**

The Leadership in Energy and Environmental Design (LEED) Green Building Rating System, developed by the U.S. Green Building Council (USGBC), provides a suite of standards for environmentally sustainable construction. The Florida Green Building Coalition (FGBC) also offers Green Building certification. If a completed project receives a LEED certification from the USGBC, the developer may request a refund up to seventy-fivesixty percent (7560%) of the associated Rezoning Application Fee and Technical Site Plan Application Review Fee. The applicant shall provide the City acceptable documentation of the project receiving LEED certification from the USGBC. If a completed project receives a Green Building certification from the FGBC, or an equivalent certification (such as the National Association of Home Builders National Green Building Standards), the developer may request a refund up to twenty-fiveforty percent (2540%) of the associated Rezoning Fees and Site Development Review Fees. The applicant shall provide the City acceptable documentation of the project receiving LEED certification and Green Building certification from the USGBC and the FGBC respectively, or documentation of an equivalent certification. The development agreement associated with the MPD project seeking this refund must contain language stating that the developer will be seeking said refunds upon completion of the project and after issuance of the Certificate of Occupancy.



EXHIBIT A

Airport Area Economic Development Areas Map



**Flagler/Palm Coast NEWS-TRIBUNE**

Published Each Wednesday and Saturday  
Flagler County, Florida

**State of Florida,  
County of Flagler:**

Before the undersigned authority personally appeared

Stacy Montoya

Who, on oath says that she is

**Classified Advertising Manager**

of The Flagler/Palm Coast NEWS-TRIBUNE, a twice weekly newspaper published Flagler County, Florida; that the attached copy of advertisement, being a

**NOTICE OF PUBLIC HEARING**

in the matter of NT813022  
in the Court  
was published in said newspaper in the issues  
JUNE 6, 2009

Affiant further says that The Flagler/Palm Coast News-Tribune is a newspaper published in said Flagler County, Florida, and that the said newspaper has heretofore been continuously published in said Flagler County, Florida, each Wednesday and Saturday and has been entered as second-class mail matter at the post office in Flagler Beach, in said Flagler County, Florida, for a period of one year next preceding the first publication of the attached copy of advertisement; and affiant further says that he has neither paid nor promised any person, firm or corporation any discount, rebate, commission or refund for the purpose of securing this advertisement for publication in the said newspaper.

*Stacy W. Montoya*  
Sworn to and subscribed before me

this 8<sup>TH</sup> day of JUNE

A.D. 2009

*Kelley Jean Meehan*  
**KELLEY JEAN MEEHAN**  
Notary Public, State of Florida  
My Comm. Expires April 7, 2012  
Commission No. DD 776318

LEGAL ADVERTISEMENT  
NOTICE OF PUBLIC HEARING  
PROPOSED ORDINANCE

Notice is hereby given that a public hearing will be held before the City Council of the City of Palm Coast on June 16, 2009, beginning at 9:00 a.m. in Council Chambers, at 305 Palm Coast Parkway Northeast, Palm Coast, Florida. The purpose of the hearing is to hear all interested parties and act upon adoption Ordinance No. 2009-XX entitled:

**ORDINANCE NO. 2009-XX  
AIRPORT AREA ECONOMIC  
DEVELOPMENT INCENTIVE REGULATIONS**  
AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA, AMENDING THE CITY OF PALM COAST LAND DEVELOPMENT CODE TO ADOPT AIRPORT AREA ECONOMIC DEVELOPMENT INCENTIVE REGULATIONS; PROVIDING FOR IMPLEMENTING ACTIONS; PROVIDING FOR LEGISLATIVE FINDINGS AND INTENT; PROVIDING FOR SEVERABILITY; PROVIDING FOR CODIFICATION; PROVIDING FOR CONFLICTS, AND EFFECTIVE DATE.

The public is encouraged to participate in the processes and procedure of the City and to request copies of the proposed ordinance. A copy of this notice and the proposed ordinance are available for public inspection during regular business hours Monday through Friday from 8:00 a.m. to 5:00 p.m. in the Community Development Department, Palm Coast City Offices located at 160 Cypress Point Parkway, the phone number is (386) 986-3736.

The public is encouraged to visit the City's Website to obtain information relative to this or any other matter relating to City government. Any person wishing to express his/her opinion may submit written comments regarding the proposed ordinance to the City through the Community Development Department. Comments should be made as early as possible to ensure full consideration.

If a person decides to appeal any decision made with respect to any matter considered at the above referenced hearing, he/she will need a record of the proceedings. For such purposes, it may be necessary to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based.

In accordance with the Americans with Disabilities Act, persons needing assistance to participate in any of these proceedings should contact the City Clerk's office at 386-986-3713 at least 48 hours prior to the meeting.

NT813022, June 6, 2009 1L





**Flagler/Palm Coast  
NEWS-TRIBUNE**

Published Each Wednesday and Saturday  
Flagler County, Florida

**State of Florida,  
County of Flagler:**

Before the undersigned authority personally appeared

Stacy Montoya

Who, on oath says that she is

Classified Advertising Manager

of The Flagler/Palm Coast NEWS-TRIBUNE, a twice weekly newspaper published Flagler County, Florida; that the attached copy of advertisement, being a

NOTICE OF PUBLIC HEARING


in the matter of NT809975  
in the Court  
was published in said newspaper in the issues  
MAY 23, 2009

Affiant further says that The Flagler/Palm Coast News-Tribune is a newspaper published in said Flagler County, Florida, and that the said newspaper has heretofore been continuously published in said Flagler County, Florida, each Wednesday and Saturday and has been entered as second-class mail matter at the post office in Flagler Beach, in said Flagler County, Florida, for a period of one year next preceding the first publication of the attached copy of advertisement; and affiant further says that he has neither paid nor promised any person, firm or corporation any discount, rebate, commission or refund for the purpose of securing this advertisement for publication in the said newspaper.

Stacy W. Montoya  
Sworn to and subscribed before me

this 26TH day of MAY

A.D. 2009  
Rachael L Golub

 RACHAEL L GOLUB  
Notary Public, State of Florida  
My Comm. Expires Oct. 7, 2012  
Commission No. DD 829134

LEGAL ADVERTISEMENT 000000075

**CITY OF PALM COAST  
NOTICE OF PUBLIC HEARING  
PROPOSED ORDINANCE**

Notice is hereby given that a public hearing will be held before the City Council of the City of Palm Coast on June 2, 2009, beginning at 6:30 p.m. in Council Chambers, at 305 Palm Coast Parkway Northeast, Palm Coast, Florida. The purpose of the hearing is to hear all interested parties and act upon adoption Ordinance No. 2009-XX entitled:

**ORDINANCE NO. 2009-XX  
AIRPORT AREA ECONOMIC DEVELOPMENT  
INCENTIVE REGULATIONS**

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA, AMENDING THE CITY OF PALM COAST LAND DEVELOPMENT CODE TO ADOPT AIRPORT AREA ECONOMIC DEVELOPMENT INCENTIVE REGULATIONS; PROVIDING FOR IMPLEMENTING ACTIONS; PROVIDING FOR LEGISLATIVE FINDINGS AND INTENT; PROVIDING FOR SEVERABILITY, PROVIDING FOR CODIFICATION, PROVIDING FOR CONFLICTS, AND EFFECTIVE DATE.**

The public is encouraged to participate in the processes and procedures of the City and to request copies of the proposed ordinance. A copy of this notice and the proposed ordinance are available for public inspection during regular business hours Monday through Friday from 8:00 a.m. to 5:00 p.m. in the Community Development Department, Palm Coast City Offices located at 160 Cypress Point Parkway the phone number is (386) 986-3736.

The public is encouraged to visit the City's Web site to obtain information relative to this or any other matter relating to City government. Any person wishing to express his/her opinion may submit written comments regarding the proposed ordinance to the City through the Community Development Department. Comments should be made as early as possible to ensure full consideration.

If a person decides to appeal any decision made with respect to any matter considered at the above referenced hearing, he/she will need a record of the proceedings. For such purposes, it may be necessary to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based.

In accordance with the Americans with Disabilities Act, persons needing assistance to participate in any of these proceedings should contact the City Clerk's Office at 386-986-3713 at least 48 hours prior to the meeting.

NT809975, May 23, 2009 It.



**PROPOSED AIRPORT APPROACH HAZARD OVERLAY****ORDINANCE NO. 2009-\_\_\_\_  
OFFICIAL ZONING MAP AMENDMENT TO IMPLEMENT AIRPORT  
APPROACH HAZARD ZONING OVERLAY**

**AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA, AMENDING THE CITY OF PALM COAST OFFICIAL ZONING MAP AND LAND DEVELOPMENT CODE TO ADOPT THE DEVELOPMENT CRITERIA FOR THE AIRPORT APPROACH HAZARD ZONING OVERLAY; PROVIDING FOR LEGISLATIVE FINDINGS AND INTENT; PROVIDING FOR ADOPTION OF ZONING OVERLAY MAP, ADMINISTRATIVE ACTIONS, POLICIES, AND PROCEDURES; PROVIDING FOR APPLICABILITY; PROVIDING DEFINITIONS; PROVIDING FOR IMPLEMENTING ADMINISTRATIVE ACTIONS; PROVIDING FOR SEVERABILITY, PROVIDING FOR CODIFICATION CONFLICTS, AND EFFECTIVE DATE.**

**WHEREAS**, the City of Palm Coast Planning and Land Development Regulation Board, with the assistance of the Citizens Advisory Committee and City staff, developed and prepared a City of Palm Coast Comprehensive Plan, which Comprehensive Plan was enacted by the City Council of the City of Palm Coast in Ordinance Number 2004-8; and

**WHEREAS**, the City Council of the City of Palm Coast has taken appropriate actions under the provisions of State law to implement its Comprehensive Plan with the enactment of the City's Unified Land Development Code in Ordinance Number 2008-23; and

**WHEREAS**, this Ordinance is enacted in accordance with the provisions of the Local Government Comprehensive Planning and Land Development Regulation Act as codified in Part II, Chapter 163, Florida Statutes and Ordinance 2008-23, the City's new Unified Land Development Code; and

**WHEREAS**, additionally, the City Council of the City of Palm Coast may act in accordance with the provisions of Article VIII, Section 2(b) of the Constitution of the State of Florida, which provides, in pertinent part, that "municipalities shall have governmental, corporate, and proprietary powers to enable them to conduct municipal government, perform municipal functions and render municipal services, and may exercise any power for municipal purposes except as otherwise provided by law and Fla. Stat. 166.021"; and

**WHEREAS**, the City of Palm Coast Community Development Department, along with the assistance and participation of the Flagler County Airport, Enterprise Flagler, the City of Bunnell, and Flagler County, as well with input from residents and business owners of the City, have developed and prepared a Palm Coast/Flagler County Airport Area Master Plan; and

**WHEREAS**, it is the intent of the Palm Coast/Flagler County Airport Area Master Plan, and associated Zoning Overlay, to protect the safety and welfare of Flagler County residents by enabling continued, compatible development around

the Flagler County Airport that is in accordance with safety standards set forth in state and federal regulations affecting development adjacent to airports; and

**WHEREAS**, it is also the intent of the Palm Coast/Flagler County Airport Area Master Plan, and associated Zoning Overlay, to enable the continued realization of the community economic development and job creation objectives that have been identified by the Flagler County Airport, Flagler County Government, the City of Palm Coast, the City of Bunnell, and Enterprise Flagler. Said objectives including, but not limited to, the development of the Flagler County Airport as an engine for the regional economy; and

**WHEREAS**, this Ordinance is enacted under the general home rule, police powers, and land development regulatory powers of the City of Palm Coast; and

**WHEREAS**, the City of Palm Coast has complied with all requirements and procedures of Florida law in processing, noticing, and advertising this Ordinance, including, but not limited to, full and deliberate review and analysis by the Planning and Land Development Regulation Board which has recommended approval of this Ordinance by the City Council.

**NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF PALM COAST, FLORIDA:**

**SECTION 1. LEGISLATIVE FINDINGS AND INTENT.**

In addition to the provisions set forth in the recitals to this Ordinance (whereas clauses), the citations and references contained in this Section are also hereby adopted by the City Council of the City of Palm Coast as the legislative findings and intent pertaining to this Ordinance.

In accordance with Chapters 163.3177; 330; 331; 332; 333.02; 333.03; 333.03(2) (c), 333.03 (2) (d), 330.03 (3); 333.05 and 333.06 of the Florida Statutes, the standards set forth in Part 77.21, 77.23, 77.25, 77.28 and 77.29 of Subchapter C (Aircraft), of Title 14 of the Code of Federal Regulations or in successor federal regulations, and the airport safety zone map adopted by the Flagler County Airport as part of the Airport Layout Plan (ALP), the Airport Approach Hazard Zoning Overlay regulations are intended to protect the general health, safety, and welfare by insuring that future development will be managed so as to cause no interference with air traffic over the Flagler County Airport. Additionally, the Airport Area Economic Development Incentives regulations are intended to enable continued, compatible, development of the Flagler County Airport and areas adjacent to the Airport that will stimulate private investment and job creation.

**SECTION 2. ADOPTION OF ZONING OVERLAY MAP, ADMINISTRATIVE ACTIONS, POLICIES, AND PROCEDURES.**

(a) The Airport Approach Hazard Zoning Overlay District, as depicted in Exhibit A, is hereby adopted. The safety zone regulations contained in this Ordinance shall apply to the areas depicted in Exhibit A in addition to the underlying zoning district regulations.

(b) Except as otherwise specifically provided, a zone assignment within the boundaries of the Zoning Overlay Map indicates that zone regulations pertaining to the zone extend throughout the whole area surrounded by the boundary line.

(c) The Airport Approach Hazard Zoning Overlay shall be entered promptly on the Official Zoning Map.





(d) Regardless of the existence of purported copies of all or part of the Airport Approach Hazard Zoning Overlay Map, which may from time-to-time be made or published, the Zoning Overlay Map located in the office of the City Clerk shall be the final authority as to the current zoning status of lands and waters contained within the Airport Approach Hazard Zoning Overlay area in the City.

(e) Whenever the City Manager, or designee, discovers that, through a bona fide draftsman or scrivener's error in the reproduction process, the Zoning Overlay Map does not agree with Exhibit A related thereto, he/she shall correct the Zoning Overlay Map to accurately reflect the proper zoning status of all land thereon by entering the correction on the appropriate digital zoning map. The City Manager, or designee, may make such a correction without action by the City Council being required.

(f) The Zoning Overlay Map shall serve to complement the adopted official zoning maps for the City. Upon the date of adoption of the Zoning Overlay Map this map shall be appropriately memorialized by the City Clerk, and such copies retained permanently.

(g) If the Zoning Overlay Map becomes damaged, lost, destroyed, or difficult to interpret by reason of the nature of the number of changes, the City Council may, by resolution, adopt a new Zoning Overlay Map, which shall supersede the prior Zoning Overlay Map. The new Zoning Overlay Map may correct drafting or other errors or omissions in the prior Zoning Overlay Map.

### **SECTION 3. APPLICABILITY.**

The special provisions established in this Ordinance shall apply to all areas designated as airport safety zones in accordance with Section 2 of this Ordinance. Areas so designated are shown on the airport safety zone map and the official zoning map adopted by the City of Palm Coast.

### **SECTION 4. DEFINITIONS.**

The following words and terms used in this Section shall have the following meanings unless the context clearly shows otherwise:

*Airport.* Flagler County Airport.

*Airport Elevation.* The highest point on any useable landing surface at the airport expressed in feet above mean sea level.

*Approach Surface.* A surface longitudinally centered on the extended runway centerline, extending outward and upward from the end of the primary surface, and at the same slope as the approach zone height limitation slope. The perimeter of the approach surface coincides with the perimeter of the approach zone.

*Conical Surface.* A surface extending and sloping horizontally and vertically from the periphery of the horizontal surface. The perimeter of the conical surface coincides with the perimeter of the conical zone.

*Floor.* Also referenced as surface, is the plane through which no structure or object shall be allowed to penetrate as provided in the Airport Safety Management Zones and Height Limitations section.

*Hazard to Air Navigation/Airspace Obstruction.* An obstruction determined by the Florida Department of Transportation (FDOT) or the Federal Aviation Administration (FAA) to affect the safe and efficient use of navigable airspace in the State of Florida.

*Height.* The distance measured from mean sea level (MSL) elevation to the top of the structure or object.

*Horizontal Surface.* A horizontal plane above the established airport elevation, the perimeter of which coincides with the perimeter of the horizontal zone.

*Obstruction.* Any structure, growth, or other object, including a mobile object, which exceeds a limiting height, or penetrates any surface or zone floor, set forth in the Airport Safety Management Zone Height Limitations section of this Ordinance.

*Person.* Any individual, firm, partnership, corporation, company, association, or governmental entity. The term includes a trustee, a receiver, an assignee, or a similar representative of any of them.

*Primary Surface.* A surface longitudinally centered on a runway. The elevation of any point on the primary surface is the same as the elevation of the nearest point on the runway centerline. The perimeter of the primary surface coincides with the perimeter of the airport zone.

*Runway.* A specified area of an airport prepared for landing and takeoff of aircraft.

*Structure.* Any object, including a mobile object, constructed or installed by any person, including but not limited to buildings, towers, cranes, smokestacks, earth formation, towers, poles, and electric lines of overhead transmission routes, flag poles, and ship masts.

*Transitional Surfaces.* Surfaces which extend outward perpendicular to the runway centerline sloping from the sides of the primary and approach surface to where they intersect the horizontal and conical surfaces.

*Vegetation.* Any object of natural growth.

*Zone.* All areas provided for in the Airport Safety Zones section of this Ordinance, generally described in three dimensions by reference to ground elevation, vertical distances from the ground elevation, horizontal distances from the runway centerline and the primary and horizontal surfaces, with the zone floor set at specific vertical limits by the surfaces found in Airport Safety Management Zone Height Limitations section of this Ordinance.



**SECTION 5 AIRPORT SAFETY ZONES.**

Airport Safety Zones are established to carry out the provisions of this Ordinance. These zones include portions of the area and airspace of the City of Palm Coast lying equal to the approach surfaces, horizontal surfaces, transitional surfaces, and conical surfaces as they apply to Flagler County Airport FAR Part 77 regulations. These zones are established as overlay zones, superimposed over the existing zoning districts, being more specifically zones of airspace that do not affect the uses and activities of the zoning districts except as specifically provided for in the Airport Management Zone Height Limitations and Use Restrictions section of this Ordinance. An area in more than one of the following zones is considered only in the zone with the most restrictive height limitation. The source and the specific geometric design standards for these zones are to be found in Parts 77.21, 77.23, 77.25, 77.28 and 77.29 of Subchapter C (Aircraft), of Title 14 of the Code of Federal Regulations, or in successor federal regulations. These zones, depicted in Exhibit A, are as follows:

- (a) AIRPORT ZONE. A zone that is centered about the runway and primary surface, with the floor set by the horizontal surface.
- (b) APPROACH ZONE. A zone that extends away from the runway ending along the extended runway centerline and approach surfaces, with the floor set by the transitional surfaces.
- (c) TRANSITIONAL ZONE. A zone that fans away perpendicular to the runway centerline and approach surfaces, with the floor set by the conical surface.
- (d) CONICAL ZONE. A zone that circles the periphery of and outward from the horizontal surface, with the floor set by the conical surface.
- (e) HORIZONTAL ZONE. A zone that is located 150 feet above the established airport elevation, covering an area from the transitional zone to the conical zone.

**SECTION 6. AIRPORT SAFETY MANAGEMENT ZONE HEIGHT LIMITATIONS.**

- (a) Except as otherwise provided in this Ordinance, no structure shall be built, altered, or maintained, and no vegetation shall be allowed to grow to a height to penetrate any referenced surface, also known as the floor, at any point of any zone as provided for in SECTION 5 AIRPORT SAFETY ZONES.
- (b) The height restrictions or floors for the individual zones shall be those planes delineated as surfaces in Parts 77.21, 77.23, 77.25, 77.28 and 77.29 of Subchapter C (Aircraft), of Title 14 of the Code of Federal Regulations, or in successor federal regulations.

**SECTION 7. USE RESTRICTIONS.**

Notwithstanding other provisions of this Ordinance, and within the horizontal limits of any zone established by this Ordinance, no use shall be made of any land or water that:

- (a) Creates electrical interference with navigational signals or radio communication between the airport and aircraft;
- (b) Diminishes the ability of pilots to distinguish between airport lights and other lights;
- (c) Results in glare to pilots using the airport;
- (d) Impairs visibility in the vicinity of the airport;
- (e) Otherwise in any way endangers, or interferes with the landing or maneuvering of, aircraft in the vicinity of or intending to use the airport; or
- (f) Has been determined by the City of Palm Coast’s Land Use Administrator to be incompatible with existing adjacent uses and proposed future land uses within the area affected by the Zoning Overlay.

**SECTION 8. DESIGN GUIDELINES TO REDUCE HAZARDOUS WILDLIFE ATTRACTANTS.**

Within 5,000 feet of an active general aviation runway end or within 10,000 feet of an active air carrier runway end, the *FAA Advisory Circular (AC) 150/5200-33, Hazardous Wildlife Attractants on or Near Airports* shall be utilized as design guidelines for development in order to avoid the unwanted interaction between aircraft and wildlife.

**SECTION 9. NONCONFORMING USES AND STRUCTURES.**

Except as provided for in this Section, the regulations prescribed by this Section shall not require the removal, lowering, or other change or alteration of any structure or vegetation not conforming to the regulations existing as of the effective date of this Section.

Nothing contained in this Section shall require any change in the construction, alteration, or intended use of any structure, the construction of which was legally begun before the effective date of this Section.

- (a) Notwithstanding other provisions of this Ordinance, owners of nonconforming structures, nonconforming uses, or vegetation are required to permit the installation, operation, and maintenance thereon of whatever markings and lights deemed necessary by the Federal Aviation Administration (FAA) or the Florida Department of Transportation (FDOT) to indicate to operators of aircraft the presence of an ‘obstruction’ or ‘hazard to air navigation’ as defined in the DEFINITIONS Section of this Ordinance. These markings and lights shall be installed, operated, and maintained at the expense of the airport owners, and not the owners of the nonconformity or vegetation in question.
- (b) No permit shall be granted or site plan approved that would permit a nonconforming use or structure to become a greater hazard to air navigation than it was on the effective date of this Section or amendments thereto without meeting the requirements of and receiving of a variance from the Planning and Land Development Regulation Board (PLDRB) as provided for in the APPLICATIONS FOR VARIANCES Section of this Ordinance.
- (c) When the Land Use Administrator determines that a nonconforming structure has been abandoned, or destroyed, deteriorated or decayed more than fifty (50) percent of the Flagler County Property Appraiser’s assessed value of





the structure, no permit shall be granted that would enable the structure to be rebuilt, reconstructed, or renovated to exceed the applicable height limit or otherwise deviate from the requirements of this Section without receiving exception from the Planning and Land Development Regulation Board (PLDRB).

**SECTION 10. APPLICATIONS FOR VARIANCES.**

All structures and uses at the time of permit application or site plan submittal that would, because of approval of said permit or site plan, exceed the requirements of this Ordinance shall be required to apply for a variance from the Planning and Land Development Regulation Board (PLDRB) as follows:

(a) Applications for variances shall contain a determination from the Florida Department of Transportation and/or Federal Aviation Authority as to the effect of the application on the operation of air navigation facilities and the safe, efficient use of navigable air space.

(b) Notwithstanding other provisions of this Ordinance, variances shall be allowed only where found by the Planning and Land Development Regulation Board (PLDRB) that a literal application or enforcement of the provisions contained in this Section will result in an unnecessary hardship and the relief granted does not create or exacerbate a hazard to air navigation, is in accordance with the spirit and the intent of this Section, and is not contrary to FAR Part 77 regulations.

(c) For property owners with development approvals prior to the adoption of this Ordinance, the City shall initiate the variance request at the owner's request, if the owner has received a determination from the Florida Department of Transportation and/or Federal Aviation Authority that such variance does not create or exacerbate a hazard to air navigation.

(d) If deemed advisable to achieve the purpose and intent of this Section, the Planning and Land Development Regulation Board (PLDRB) may require an agreement, approved as to form and content by the City Attorney, between the owners of the airport and the owner of the regulated structure for the installation and operation, at the owner's expense, of such markings and lights as may be deemed necessary by the Federal Aviation Administration, the Florida Department of Transportation, or the City Land Use Administrator.

(e) Minor modifications of conditions of said agreement may be authorized by the Land Use Administrator to achieve compliance with said agreement and this Section. Modification of conditions regarding structures or use of land shall require a new hearing by the Planning and Land Development Regulation Board (PLDRB).

(f) Failure of the owner of the structure or land to comply with any conditions of approval shall be punishable as provided for in the ENFORCEMENT AND PENALTIES Section.

**SECTION 11. ENFORCEMENT AND PENALTIES.**

The Code Enforcement Board shall administer and enforce the regulations contained in this Section and shall have the authority to bring properties and structures into compliance as otherwise provided for in this Ordinance. Each violation of this Section or of any ruling, regulation, or order promulgated under this Section shall constitute a misdemeanor and be punishable by a fine of no more than one thousand dollars (\$1,000.00).

**SECTION 12. CODIFICATION.**

It is the intention of the City Council of the City of Palm Coast, Florida, and it is hereby ordained that the actions taken by means of this Ordinance as set forth in the Exhibits shall become and be made a part of the *Unified Land Development Code of the City of Palm Coast*; that the Sections of this Ordinance may be renumbered or re-entered to accomplish such intention; that the word, "Ordinance," may be changed to "Section," "Article," or other appropriate word; provided, that the Land Use Administrator shall take all necessary actions to modify the Official Zoning Map of the City of Palm Coast in order to implement the actions taken in this Ordinance.

**SECTION 13. SEVERABILITY.**

If any section, sentence, phrase, word, or portion of this Ordinance is determined to be invalid, unlawful, or unconstitutional, said determination shall not be held to invalidate or impair the validity, force, or effect of any other section, sentence, phrase, word, or portion of this Ordinance not otherwise determined to be invalid, unlawful, or unconstitutional.

**SECTION 14. CONFLICTS.**

All ordinances or part of ordinances in conflict with this Ordinance are hereby repealed consistent, however, with the provisions of this Ordinance relative to the transitional application of the land development regulations.

**SECTION 15. EFFECTIVE DATE.**

This Ordinance shall take effect immediately upon its passage and adoption.

APPROVED on first reading the 2<sup>nd</sup> day of June, 2009 at a public hearing.

ADOPTED on the second reading the 21st day of July, 2009 at a public hearing.

ATTEST: CITY OF PALM COAST, FLORIDA

\_\_\_\_\_  
Clare M. Hoeni, City Clerk

\_\_\_\_\_  
Jon Netts, Mayor

APPROVED AS TO FORM AND LEGALITY:

\_\_\_\_\_  
William E. Reischmann, Jr., Esq.  
City Attorney

Attachment: Exhibit A – Airport Approach Hazard Overlay Map



EXHIBIT A

