



# Flagler County's Coastal Erosion and Management

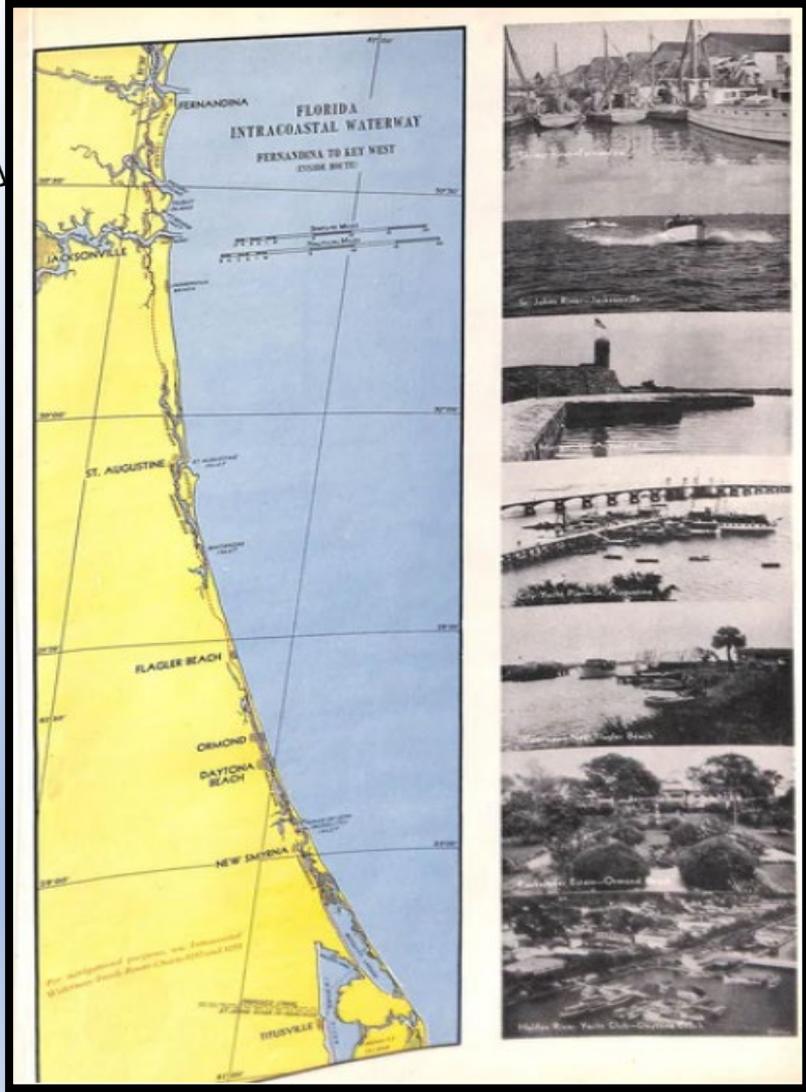
February 27, 2025  
City of Flagler Beach

# Flagler's Barrier Island



- The Barrier Island that exists in Flagler County is **unnamed** and **manmade**.
- It was originally part of the mainland.
- **Created by the Florida Inland Navigation District (FIND)** with the construction of the Intracoastal Waterway.
- Barrier islands provide critical protection by reducing coastal erosion, absorbing storm surges, and shielding inland areas from flooding, helping to preserve ecosystems and infrastructure.

Source: FIND, "The Florida Intracoastal Waterway From The St. Johns River To Miami, Florida" 1935



# Coastal County-Wide Benefits



- Tourism & Revenue Generation
- Recreation & Lifestyle
- Maintaining Coastal Property Values
- Resiliency & Disaster Preparedness
- Environmental & Sustainability Initiatives
- Community Identity & Economic Growth
- Quality of Life & Well Being

# Brief History

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- County Emergency Declaration has been continuous **since October 2016**
- County Emergency Declaration has been updated and confirmed by the Board of County Commissioner **192 times**
- Flagler County can only exit emergency conditions by putting in place a local funding strategy and funding ordinance.
- Flagler County is more vulnerable now than just after Hurricane Matthew.

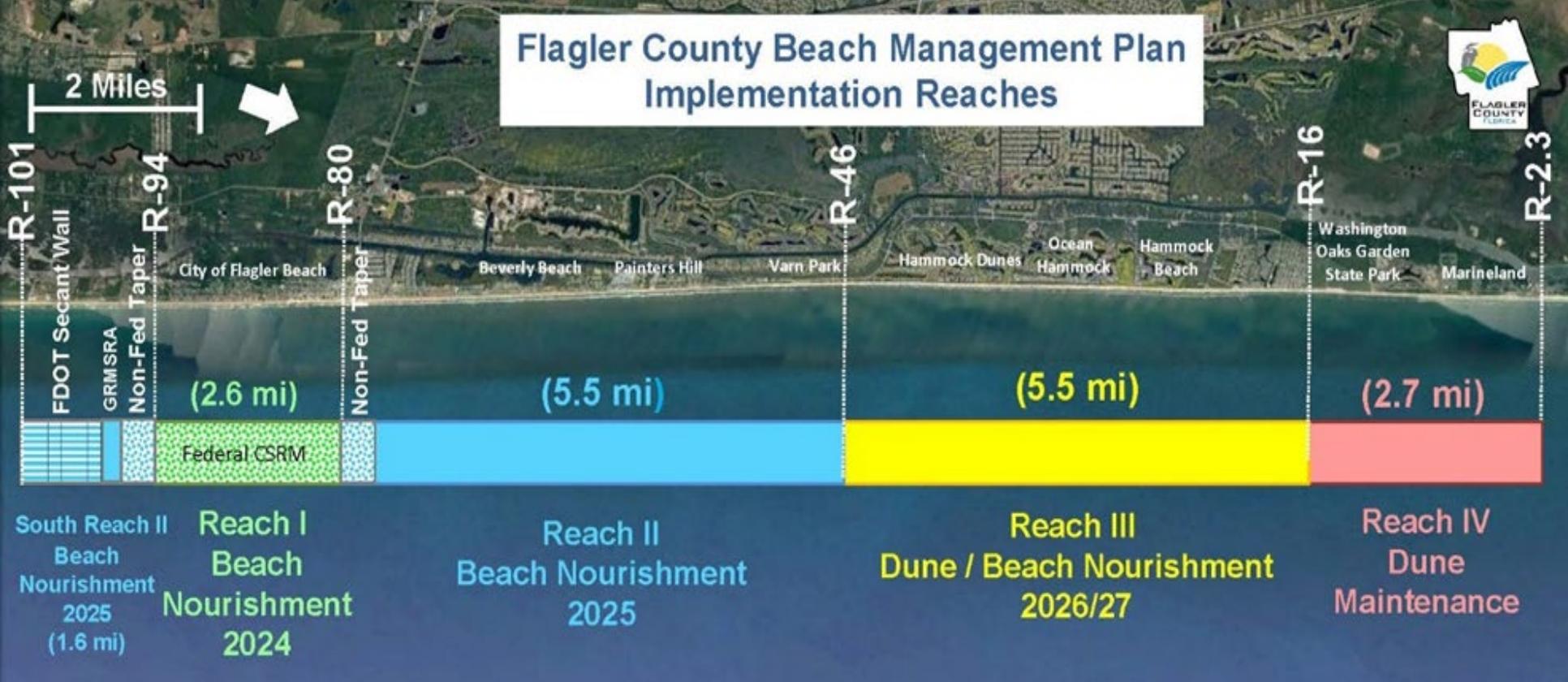


# The Cost of Inaction: Risks and Consequences



- Increased Erosion & Land Loss
- Declining Property Values
- Higher Flood & Storm Surge Risks
- Negative Economic Impacts
- Infrastructure Damage & Higher Repair Costs
- Loss of Wildlife Habitats
- Reduced Community Resilience
- Regulatory & Insurance Challenges

# Flagler County Beach Management Plan Implementation Reaches



## Beach Management Program Implementation



# Reach I USACE CSRM Construction Project



- **Description:** Beach and Dune nourishment of 3.5 miles in Flagler Beach from North 7<sup>th</sup> Street to Gamble Rodgers
- **Project Volume:** 1.7 Million CY of offshore sand via dredge
- **Project scope:** 19' dune with 200' wide beach area
- **Status:** 7/5/24 – 8/29/24
- **Budget:** \$29M



# Reach II Permit Modification & Design



- **Description:** Reach II beach and dune nourishment in Flagler Beach north of the pier, Beverly Beach, Painters Hill, to 1900' north of Varn Park - 5.5 miles of shoreline.
- **Project volume:** 1.8 Million CY offshore sand via dredge operation
- **Status:** Project permitting on schedule, final plans are being developed, easement packages will go to property owners in the next few weeks
- **Design/Construction Estimated Cost:** \$35 M
- **Schedule:** Start of construction phase anticipated in Summer 2025



# Reach III Permitting & Design Project



- **Description:** Reach III beach and dune nourishment in Hammock Dunes, Ocean Hammock, Hammock Beach, and Sea Colony between Varn Park and Washington Oaks Gardens State Park - 5.5 miles of shoreline.
- **Status:** Consultant is now scoping the project
- **Permitting/Design Estimated Costs:** \$1.5M
- **Construction Estimated Costs:** \$40 million
- **Schedule:** Permitting/Design Phase expected to begin late Spring 2025. Start of Construction Phase anticipated in 2027



# Hurricane Milton FEMA Cat B & Cat G



- **Description:** Cat G eligible areas include the northern 11 miles of the County excluding the HOA's south of MalaCompra County park.
- **Status:** Damage assessment and engineering report for Cat G currently under review with FEMA. Cat B analysis guidelines changed Dec. 2024, analyses underway.
- **Project Scope:** Truck-haul project to re-build the dune that was lost during Milton.
- **Budget:** \$11.7 Million for Cat G , Cat B TBD
- **Schedule:** Anticipated approval of project Summer 2025.



# Initial Construction Cost Summary

Segment	Initial Cost	Distribution of Initial Cost		
		USACE/FEMA	State	Local
Reach 1 (Federal)	\$22,700,000	\$16,000,000	\$6,700,000	
Reach 1 (Non-Federal)	\$4,300,000		\$4,300,000	
Remaining Work within Reach 2, 3 and 4	\$93,125,000	\$9,743,750	\$40,940,625	\$42,440,625
<b>Total</b>	<b>\$120,125,000</b>	<b>\$25,743,750</b>	<b>\$51,940,625</b>	<b>\$42,440,625</b>

Estimates based on Beach Management Implementation Plan by Olsen Associates



# Local Funding Strategy



## Initial Construction Cost = Approximately \$120,125,000

- Local Cost = Approximately \$42.4M
- Flagler County Grant Application & Program Funding Request FY2024 = \$15M +/-
- Local Funding FY25 = \$5M

- **Shortfall = \$22.4M**
- Based on Permit Modification Timeline this will be needed in 2-3 years for Construction of Reach #2,3 and 4

# Periodic Maintenance & Nourishment Cost Summary

All Segments	Future Event Cost	Distribution of Nourishment Cost		
		USACE/FEMA	State	Local
Entire Coastline	\$97,107,600	\$13,056,450	\$11,921,490	\$72,129,660

Estimates based on Beach Management Implementation Plan by Olsen Associates

All Segments	Equivalent Annual Cost (EAC) (\$/year)			
	Nourishment Cost	Distribution of Nourishment Cost		
		USACE/FEMA	State	Local
Entire Coastline	\$16,184,600	\$2,176,075	\$1,986,915	\$12,021,610

Estimates based on Beach Management Implementation Plan by Olsen Associates



# Public Purpose - Ensuring Public Benefit

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## Emergency Declarations

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

## Customary Use (Adopted in 2018)

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

## Perpetual Easements

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

# Potential Funding Opportunities



## Construction/Regular Periodic Maintenance & Nourishment

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

## Supplemental Disaster Recovery

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

# Tourist Development Tax

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

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

Flagler County levies 5%

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

# Local Option ½ Cent Sales Tax

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## Flagler County Ordinance **2012-08**

- Effective October 1, 2012, for a 20-Year Term (**expires 2032**)
- Used to maintain appropriate public facilities and maintain acceptable levels of service
- Among other things, can be used on public safety and infrastructure projects including **Beach Restoration**
- Approximately **\$10.4M** generated annually (Flagler County's portion is approx. **\$4.8M**)

# Ad Valorem Property Tax

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

# Exploring Funding Strategies: A Path Forward



Initial Construction (Local Share) = Approximately \$42.4M

<b>Construction R2, R3, and R4</b>				
<b>Revenues Options</b>	<b>FY26</b>	<b>FY27</b>	<b>FY28</b>	<b>3 YR Total</b>
1/2 Cent Sales Tax	\$ 1,688,301	\$ 1,364,923	\$ 1,017,293	\$ 4,070,517
Fund 1109	\$ 946,000	\$ 1,016,950	\$ 1,093,221	\$ 3,056,171
Fund 1111	\$ 946,000	\$ 1,016,950	\$ 1,093,221	\$ 3,056,171
.14 Mill	\$ 3,365,699	\$ 3,618,127	\$ 3,889,486	\$ 10,873,312
Potential Grant Opportunities	\$ 4,300,000	\$ 10,584,454	\$ -	\$ 14,884,454
FDOT Seawall	\$ 500,000	\$ 500,000	\$ 500,000	\$ 1,500,000
FY25 Allocation (Carryover)	\$ 5,000,000			\$ 5,000,000
<b>Total</b>	<b>\$ 16,746,000</b>	<b>\$ 18,101,404</b>	<b>\$ 7,593,222</b>	<b>\$ 42,440,625</b>

<b>Construction Expenses R2, R3, and R4</b>				
Required Beach Funding	\$ 14,146,875	\$ 14,146,875	\$ 14,146,875	\$ 42,440,625
<b>Balance/Gap</b>	<b>\$2,599,125</b>	<b>\$3,954,529</b>	<b>(\$6,553,653)</b>	<b>\$0</b>

# Exploring Funding Strategies: A Path Forward



Ongoing Maintenance & Nourishment (Every 6 Years) = Approx. \$72.1M

Equivalent Annual Cost (EAC) = Approx. \$12M

Renourishment R1, R2, R3, R4							
Revenue Options	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031	6 - Year Total
1/2 Cent Sales Tax (NEW)	\$ 7,836,639	\$ 8,385,203	\$ 8,972,167	\$ 9,600,219	\$ 10,272,235	\$ 10,991,291	\$ 56,057,754
Fund 1111 (TDC)	\$ -	\$ -	\$ -	\$ 1,175,213	\$ 1,263,354	\$ 1,358,105	\$ 3,796,672
0.6 Mill	\$ -	\$ -	\$ -	\$ 1,216,725	\$ 1,310,802	\$ 1,391,708	\$ 3,919,234
MSBU \$160	\$ -	\$ 1,671,200	\$ 1,671,200	\$ 1,671,200	\$ 1,671,200	\$ 1,671,200	\$ 8,356,000
Grant Opportunities	TBD	TBD	TBD	TBD	TBD	TBD	TBD
FDEP State Parks	TBD	TBD	TBD	TBD	TBD	TBD	TBD
FDOT Seawall	TBD	TBD	TBD	\$ 500,000	\$ 500,000	\$ 500,000	\$ 1,500,000
Cat G 12.5% Local Match							
<b>Total</b>	<b>\$ 7,836,639</b>	<b>\$ 10,056,403</b>	<b>\$ 10,643,367</b>	<b>\$ 13,663,357</b>	<b>\$ 14,517,590</b>	<b>\$ 15,412,304</b>	<b>\$ 72,129,660</b>

Renourishment Expenses R1-R4							
Required Beach Funding	\$ 12,021,610	\$ 12,021,610	\$ 12,021,610	\$ 12,021,610	\$ 12,021,610	\$ 12,021,610	\$ 72,129,660
Cat G 12.5% Local Match Requirement	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>Balance/Gap</b>	<b>(\$4,184,971)</b>	<b>(\$1,965,207)</b>	<b>(\$1,378,243)</b>	<b>\$1,641,747</b>	<b>\$2,495,980</b>	<b>\$3,390,694</b>	<b>\$0</b>

# Equitable Sales Tax Distribution: Aligning Revenue with Project Impact



## 'NEW' ½ Cent Sales Tax Distribution

- Flagler County, Flagler Beach, Beverly Beach, Marineland = 100% BMP
- Palm Coast, Bunnell = 50% BMP
  - Palm Coast , Bunnell = Receive 50% of Allocation

1/2 Cent Sales Tax - New	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031
Flagler County BOCC	\$ 4,723,053	\$ 5,053,666	\$ 5,407,423	\$ 5,785,943	\$ 6,190,959	\$ 6,624,326
<b>Estimates for Municipalities:</b>						\$ -
Beverly Beach	\$ 26,298	\$ 28,139	\$ 30,109	\$ 32,217	\$ 34,472	\$ 36,885
Bunnell	\$ 213,948	\$ 228,924	\$ 244,949	\$ 262,095	\$ 280,442	\$ 300,073
Flagler Beach	\$ 277,117	\$ 296,515	\$ 317,271	\$ 339,480	\$ 363,244	\$ 388,671
Marineland	\$ 638	\$ 682	\$ 730	\$ 781	\$ 836	\$ 894
Palm Coast	\$ 5,405,117	\$ 5,783,476	\$ 6,188,319	\$ 6,621,501	\$ 7,085,006	\$ 7,580,957
<b>Total</b>	<b>\$ 10,646,171</b>	<b>\$ 11,391,403</b>	<b>\$ 12,188,801</b>	<b>\$ 13,042,017</b>	<b>\$ 13,954,958</b>	<b>\$ 14,931,806</b>

# Next Steps/Timeline



- Continue Community Outreach (Now until March 3, 2025)
- Consideration and Discussion at Joint County/Cities Workshop (March 12, 2025)
- Finalize Municipalities Level of Commitment (April – May 2025)

## Depending on Level of Commitment

- Move Forward within Unincorporated Areas – Only
- Move Forward with Countywide Beach Management Plan
  - Creation and Adoption of ILA's for Transfer of Beach Responsibility
  - Creation and Adoption of ILA's for Equitable Distribution of 'New' Funding
  - Creation and Adoption of ILA's for MSBU and Ordinance (for FY2027)

# Next Steps/Timeline



- Continue Discussions with FDOT and FDOT (For Ongoing Annual Funding)
- Include BMP Funding in FY2025/2026 Budget Process (Finalization August/September 2025)
- County Commission Meeting - December 2025 (Public Hearing for MSBU Consideration)
- Notification to the State Department of Revenue (As required by Law)
- Notice to Taxpayers – Maximum Assessment to be Levied
- Creation and Adoption of ILAs with Tax Collector and Property Appraiser (March 2026)
- Include BMP/MSBU Funding in FY2026/2027 Budget Process (August/September 2026)
- Begin Collection of MSBU Revenues (November 2026)

# Questions & Answers



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