



City of Palm Coast
2050 Comprehensive Plan - Goals, Objectives, and Policies



ICON Legend Definition and Meaning are found on Page G-1 of Glossary

CHAPTER 1 FUTURE LAND USE ELEMENT

SUMMARY

The Future Land Use Element is one of the Comprehensive Plan's eleven (11) elements. It contains Goals, Objectives, and Policies (GOPs) which set up the fundamental elements of the City's growth management regulations and a Future Land Use Map (FLUM) to establish the City's future development pattern. The Future Land Use Element is written to promote the City's Vision and the Guiding Principles developed in 2024 which include:

- 1) Protect Ecosystems, Natural and Cultural Resources
- 2) Develop Parks, Recreational Facilities, Trails, and Open Spaces
- 3) Encourage a Positive Community Image
- 4) Generate Economic Development and Job Opportunities
- 5) Prioritize Community Health, Safety, and Wellness
- 6) Support Opportunities for a Variety of Residential Housing Choices
- 7) Enhance Traffic Circulation
- 8) Maintain and Upgrade Public Facilities and Infrastructure
- 9) Uphold Responsible Fiscal Planning Practices
- 10) Preserve Suburban Character in Existing Areas
- 11) Promote Work, Live, and Play in Appropriate Areas, and
- 12) Expand Opportunities for Quality Education.

Palm Coast must achieve its vision in the face of major growth pressures. The U.S. Bureau of the Census documented the City's as 32,732 in 2000, representing 66% of the total County population. Comparatively, in 2010 and 2020, the City population was 75,180 and 89,258, respectively, or 77% of the County total population in 2020. The growth of the City's economic base, including jobs and shopping, has not kept pace with its residential growth. The residential housing remains predominantly comprised of single-family homes on quarter acre lots. Few housing alternatives are available.

The Element establishes the following Future Land Use Map (FLUM) designations: ***Residential, Low Density Residential, Institutional, Mixed Use, Industrial, Greenbelt, Conservation, Development of Regional Impact, and Master Planned Mixed Use***. These Future Land Use categories allow the needed flexibility to encourage creatively planned projects and promote a proper balance of uses in the City. The adopted FLUM, which is part of this Comprehensive Plan, assigns these categories to the parcels on the map throughout the City in appropriate locations to create a vitally needed linkage between land use and transportation. A mixture of uses within close proximity to each other in appropriate areas are conducive to a sustainable environment. The Mixed Use designation allows the development of commercial and office uses to promote retail opportunities and job creation. The Master Planned Mixed Use designation is intended for the future growth areas within the City's water and wastewater service area. Through application of the Residential designation, areas already platted and developing exclusively in a suburban residential pattern are preserved for residential uses while allowing differing housing types. This action is intended to foster the diversification of the housing stock in appropriate areas, which will be specifically identified when the City establishes its zoning map to implement the

Comprehensive Plan within the City. Rural areas around portions of the City's perimeter are designated with the Greenbelt FLUM designation, intended as a way to promote low densities, define urban form, and prevent sprawl. Environmentally sensitive lands are protected through the Conservation designation or as set forth in the Master Planned Mixed Use Future Land Use designation.




The Future Land Use Element's Goals, Objectives, and Policies (GOPs) and the land use pattern established by the FLUM are further implemented by the City's adopted Zoning Map and Land Development Code (LDC). The Element proposes zoning districts to correspond with each FLUM designation and outlines LDC provisions. In addition, the Comprehensive Plan allows broader intensities and densities at appropriate locations. Other methods to implement the Plan addressed in the GOPs include annexation and redevelopment planning. Opportunities for redevelopment planning within limited areas of the City are addressed to eliminate blight, diversify housing opportunities, and foster job creation.

GOAL 1.1: ESTABLISHMENT OF FUTURE LAND USE DESIGNATIONS AND ZONING DISTRICTS

Preserve the character of residential communities; prevent urban sprawl; and protect open space and environmental resources while providing a mixture of land uses, housing types, services, and job opportunities.

FINDING: In order to promote job growth and foster a more efficient transportation system with maximum vehicular and pedestrian accessibility, the future land use map (FLUM) promotes a mixture of uses throughout the city. Areas already platted and developed exclusively in a suburban residential pattern are considered desirable by the citizens of the city and worthy of “protection”. All the while, it is of paramount importance to protect the city’s environmental resources. To address these somewhat divergent interests, broad based FLUM designations are established. More restrictive land use controls including resource protection standards and identification of specific properties as activity centers are undertaken through plan implementation by the creation of new zoning districts, a corresponding zoning map, and amendments to the land development code (LDC).

Objective 1.1.1 – Establish Future Land Use Map Designations

The City’s Future Land Use Map (FLUM) shall provide areas for mixed use development in identified commercial centers and corridors while maintaining the established suburban residential development pattern in single family residential areas while protecting the community’s environmental resources.   

Policy 1.1.1.1 - The following future land use designations are established and depicted on the FLUM:

A. Low-Density Residential -

Purpose and Intent: This designation is intended to provide areas for residential housing types at lower maximum densities.

Allowable Uses: Residential single family, duplexes, accessory dwelling units, houses of worship, public schools, public and private parks, recreational facilities, and open spaces including preservation areas. Bed and Breakfast Inns, family child day cares, and adult day cares are allowable as a special exception.

Density: Not to exceed 5 units per gross acre.

B. Residential -

Purpose and Intent: This designation is intended to provide areas for all housing types at various densities.

Allowable Uses: Residential housing in addition to houses of worship, public schools, public and private parks, recreational facilities, golf courses, and other types of open

spaces including preservation areas. Bed and Breakfast Inns, family child day cares, and adult day cares are allowable as a special exception.

Density: Not to exceed 15 units per gross acre.

C. Institutional –

Purpose and Intent: This designation is intended to provide areas for civic uses.

Allowable Uses: Public and private educational uses, public buildings, offices limited to supporting institutional uses, hospitals, civic uses, houses of worship and religious venues, public safety, service and social clubs, public and private recreational uses, open space, greenways, and transportation and utilities including, but not limited to, water and sewer plants.

Density: None.

D. Mixed Use –

Purpose and Intent: This designation is intended to provide areas for a mixture of uses that integrates employment, religious, retail, recreational, institutional, educational, and other uses with residential uses.

Allowable Uses: General retail, professional services, and offices. A blending of residential and institutional uses is also allowed in this land use designation with light industrial uses permissible under certain conditions.

Density: Not to exceed 15 dwelling units per gross acre.

Development Allowances and Restrictions: The Master Planned Development (MPD) zoning district shall be used to implement new and innovative planning models to mix higher density residential housing with retail, service, office, and other non-residential land uses.

Within this designation, the use of the MPD zoning district is required to have at least two uses (residential/non-residential) in addition to a public benefit. Each MPD must demonstrate the compatibility of uses in proximity to each other, a public benefit, and innovative design.

E. Industrial –

Purpose and Intent: This designation identifies areas suitable for both heavy and light industrial uses to provide employment opportunities for higher skilled jobs with higher pay scales.

Allowable Uses: Heavy industrial uses to include those that are major users of electricity and water, produce greater amounts of solid wastes and air emissions, or substantially impact the landscape through mining and mineral extraction. Light industrial uses to include limited manufacturing and product assembly, warehousing,

storage yards and facilities, and business and research parks involving trucking and shipping activities.

Density: None.

Development Allowances and Restrictions: An industrial use's proximity to wellfields shall be considered. Commercial and institutional uses are also allowed within this designation only when necessary to provide support facilities for large employment centers.

F. Greenbelt –

Purpose and Intent: This designation is primarily intended to protect natural resources, to serve as a natural buffer between different uses, and provide limited development activity.

Allowable Uses: Low-density residential uses, such as estate lots and equestrian villages, limited agricultural uses, silviculture activities, parks, greenways, golf courses, and other types of open spaces including environmental preserves and wetland preservation areas.

Density: Not to exceed one dwelling unit per gross acre.

Development Allowances and Restrictions: The clustering of residential uses is encouraged in this land use designation under certain conditions in order to preserve natural resources and open space or to minimize the need for extensive infrastructure

G. Conservation –

Purpose and Intent: This designation is intended to provide for the preservation of large interconnected optimal wetland systems and other environmentally sensitive areas including, but not limited to, natural water bodies and lakes; estuaries; oak hammocks; large areas consisting of native vegetation; wildlife corridors; and aquifer recharge zones.

Allowable Uses: Preservation of lands; public accessibility, and basic facilities such as water dependent or water-related facilities; shore access facilities; other similar water-oriented recreational facilities; trails, boardwalks and other similar pathways, and trailheads consistent with any applicable permit.

Density: None.

Development Allowances and Restrictions: Conservation areas are generally a minimum of 10 acres in size, with most being substantially larger.

Minimal development is allowed and is restricted to that which provides public access and passive recreation purposes.

Unlike most of the other land use designations that follow property lines, the boundaries of most areas assigned this land use designation are drawn to encompass

the environmentally sensitive area using best available aerial mapping data and will require field verification to determine boundaries with precision.

H. Pre-2018 Development of Regional Impact (DRI) –

Purpose and Intent: This designation is intended to identify the City’s existing DRIs.

This designation is further categorized into the following sub categories:

- DRI (Residential)
- DRI (Mixed Use)
- DRI (Urban Core)

Allowable Uses: As vested in the approved DRI documents and/or issued development orders.

Density: As vested in the approved DRI documents and/or issued development orders.

Development Allowances and Restrictions: As vested in the approved DRI documents and/or issued development orders.

I. Master Planned Mixed Use (MPMU) -

Purpose and Intent: This designation is intended to support a mix of uses within large land holdings located west of US 1 and the railroad that have been annexed into the City. The purpose is to guide mixed use development within the means of the natural environment, creating an ecologically sustainable and economically resilient community.

Allowable Uses: A full range of a mix of uses is allowed as provided for in Goal 1.7 and implementing objectives and policies.

Density: Not to exceed 1.2 dwelling units per gross acre as described in Goal 1.7. See Policy 1.7.3.1. for definition of Residential Density.

Development Allowances and Restrictions: Development will occur based on the principles of smart growth within the following series of areas: Villages (including Neighborhood Centers), Greenway Overlay, Village Centers, Employment Center(s) and a Regional Activity Center. Goal 1.7 and its implementing objectives and policies set forth the MPMU regulations which shall supersede and control over any contrary policy in the Comprehensive Plan.

Policy 1.1.1.2 - The Future Land Use (FLU) designations shall permit the zoning districts listed and generally described in the following table. The maximum densities and intensities for each FLU designation and zoning district are also included in the table. These districts may be added, deleted and amended from time to time as long as they do not exceed the maximum density and intensity allowed within the respective FLU designation.

<u>FLUM DESIGNATION</u>	<u>ZONING DISTRICTS</u>^{1, 2, 3}	<u>MAXIMUM DENSITIES / INTENSITIES</u> <u>(BASED ON GROSS DEVELOPABLE ACREAGE)⁴</u>
Low-Density Residential	Suburban Estate (EST-1)	1 unit per acre
	Rural Estate (EST-2)	1 unit per 2.5 acres
	Single Family Residential Districts allowing various sized lots (SFR-2, SFR-3, SFR-4, SFR-5)	No more than 5 units per acre
	Duplex (DPX)	No more than 5 units per acre
Residential	Suburban Estate (EST-1)	1 unit per acre
	Rural Estate (EST-2)	1 unit per 2.5 acres
	Single Family Residential Districts allowing various sized lots (SFR-1, SFR-2, SFR-3, SFR-4, SFR-5)	2 to 7 units per acre
	Duplex (DPX)	8 units per acre
	Multi-family Residential (MFR-1)	8 units per acre
	Multi-family Residential District (MFR-2)	12 units per acre
	Mobile Home District (MHD)	8 units per acre
	Parks & Greenways (P&G)	0.10 Floor Area Ratio
	Preservation (PRS)	Minimal Development may be permitted to provide public accessibility and basic facilities
	Public and Semi-Public	0.30 Floor Area Ratio
Institutional	Parks & Greenways (P&G)	0.10 Floor Area Ratio
	Public and Semi-Public (PSP)	0.30 Floor Area Ratio
	Preservation (PRS)	Minimal Development may be permitted to provide public accessibility and basic facilities
	Limited Offices (OFC-1)	0.30 Floor Area Ratio
Mixed Use	All zoning districts permitted in the Residential Designation	As noted
	All zoning districts permitted in the Institutional Designation	As noted
	Neighborhood Commercial (COM-1)	0.30 Floor Area Ratio
	General Commercial (COM-2)	0.40 Floor Area Ratio
	High Intensity Commercial (COM-3)	0.50 Floor Area Ratio
	Office (OFC-1 or 2)	0.40 Floor Area Ratio
	Light Industrial (IND-1)	0.35 Floor Area Ratio
	Master Planned Development (MPD)	15 units per acre and/or 0.55 Floor Area Ratio
Industrial	All zoning districts permitted in the Institutional Designation	As noted
	Light Industrial and Warehousing (IND-1)	0.35 Floor Area Ratio
	Heavy Industrial (IND-2)	0.35 Floor Area Ratio
	General Commercial (COM-2)	0.40 Floor Area Ratio
	High Intensity Commercial (COM-3)	0.50 Floor Area Ratio
Greenbelt ⁵	Suburban Estate (EST-1)	1 unit per acre
	Rural Estate (EST-2)	1 unit per 2.5 acres
	Agriculture (AGR)	1 unit per 5 acres
	Preservation (PRS)	Public accessibility and basic facilities only 0.05 impervious surface
	Public and Semi-Public (PSP)	0.30 Floor Area Ratio
	Parks & Greenways (P&G)	0.10 Floor Area Ratio
Conservation ⁶	Preservation (PRS)	No residential density will be permitted. Public accessibility and basic facilities only 0.05 impervious surface
Development of Regional Impact (DRI)	As approved.	For Existing DRI's, the Development Order establishes the maximum density and intensity.
Master Planned Mixed Use	Master Planned Development (MPD)	Residential: 1.2 dwelling units per gross acre. Non-residential: 1.0 Floor Area Ratio.

Footnotes:

1. See Policy 1.1.1.6, the “-W” wetlands probability zone may be affixed to any of the zoning districts.
2. See Objective 1.1.2, Master Planned Development (MPD) [formerly known as Planned Unit Developments (PUDs)] is permitted in any FLUM designation. In lands zoned MPD, only the preservation/conservation areas within the MPD will be permitted in the Conservation FLUM. Village Centers are implemented through MPDs. The maximum density and maximum intensity is equivalent to the applicable FLU designation maximum.
3. See Policy 3.3.2.2, Overlay districts may be utilized.
4. See Policies 1.1.1.7 and 1.1.1.8, wetlands, which are preserved, may be count as “gross developable acreage” in making density and/or intensity calculations under certain conditions.
5. As discussed in Policy 1.1.2.4, the Greenbelt land use designation allows for smaller lot sizes to cluster units.
6. See Policy 1.1.1.1(F), Conservation, the boundaries of this FLUM designation must be field verified.
7. As provided for in Goal 1.7, the Master Planned Mixed Use designation density and intensity standards are defined and further sub-categorized.
8. Developments eligible for density or intensity bonuses may exceed the maximum densities/intensities as allowed by subsequent policies within the Comprehensive Plan.

Policy 1.1.1.3 – Measured on a *citywide*, or cumulative basis, the following density and intensity limitations shall be placed on the FLUM designations:

FLUM Designation	Limitations on Densities / Intensities ¹
Residential Low-Density	No greater than 5 dwelling units per acre measured on a per parcel basis.
Residential	A maximum of 25% of the total land area within this FLUM designation (citywide) may be zoned or developed at a density equal to or greater than 8 units per acre.
Institutional	A maximum of 75% of the total land area within this FLUM designation (citywide) may be zoned or developed at an intensity equal to or greater than a 0.30 Floor Area Ratio.
Mixed Use	A maximum of 20% of the total land area within this FLUM designation (citywide) may be zoned or developed for residential use with a maximum of 33% of the residential units occurring at a density equal to or greater than 15 units per acre. A maximum of 25% of the total land area within this FLUM designation (citywide) may be zoned or developed at an intensity equal to or greater than a 0.55 Floor Area Ratio.
Industrial	A maximum of 25% of the total land area within this FLUM designation (citywide) may be zoned or developed at an intensity equal to or greater than a 0.50 Floor Area Ratio.
Greenbelt	A maximum of 50% of the total land area within this FLUM designation (citywide) may be zoned or developed at a density equal to or greater than one (1) unit per acre. A maximum of 25% of the total land area within this FLUM designation (citywide) may be zoned or developed at an intensity equal to or greater than a 0.30 Floor Area Ratio.
Conservation	Not applicable; development restricted.
Development of Regional Impact	As discussed in Policy 1.1.1.1(G)
Master Planned Mixed Use	As discussed in Goal 1.7.

¹ Projects developed as authorized by the Live Local Act shall not be calculated in these limitations.

Policy 1.1.1.4 – The following principles and locational criteria shall be required and analyzed to approve a MFR-1 or MFR-2 zoning district change within the Residential and Mixed Use FLUM designations:

- A. Availability of existing or planned roads or driveways, which provide accessibility to a collector or an arterial roadway. Planned roads are those identified within the Capital Improvements 5-year schedule.
- B. Sites with at least 15 acres of contiguous uplands are preferable; sites less than 5 acres should not be considered.
- C. Availability of central utilities.
- D. Walkability or transit access to existing or planned commercial and/or employment centers.
- E. Walkability or transit access to existing or planned parks and recreation facilities.

- F. Proximity to existing or planned schools. Planned schools are those facilities identified by the School Board in their 5-year schedule.
- H. Ability to incorporate design compatibility measures with sites abutting single-family residential detached homes in relation to the height, size, and scale of multi-family housing constructed (such compatibility measures may include additional buffers, screening, tiering).

Policy 1.1.1.5 – To promote preserving the character of existing single-family zoned neighborhoods and balanced sustainable growth, the City of Palm Coast shall evaluate and make necessary modifications to LDC regulations to ensure the harmonious integration of multi-family developments adjacent to existing single-family zoned residential areas. Strategies may include:

- A. Increasing setbacks and buffering requirements between multi-family and single-family zoned areas.
- B. Implementing gradual density transitions, with lower-density multi-family housing adjacent to single-family areas.
- C. Encouraging multi-family housing within mixed-use areas, MPDs or village centers.
- D. Develop design standards for multi-family developments to ensure visual compatibility with surrounding single-family homes.
- E. Require traffic impact studies and mitigation measures for multi-family developments.
- F. Impose height restrictions on multi-family buildings near single-family areas.
- H. Encouraging clustered multi-family development to preserve open space as a buffer.

Policy 1.1.1.6 – Understanding that housing should be included in residential areas that can accommodate people of all ages, physical abilities, and life stages, Palm Coast shall allow housing that includes smaller-scale multi-family attached homes, oftentimes referred to as “missing middle housing”. This housing includes:

- A. Housing that generates a welcoming atmosphere that includes neighborhood safety attributes, walkability, and place-based design features.
- B. Homes that are constructed to appear as the same scale, orientation, and are complementary to the existing neighborhood appearance and character.
- C. Options for a mixture of housing types and lot sizes such as duplex, stacked quadraplexes, townhomes, and courtyard housing.

Policy 1.1.1.7 –Coordinate with the School Board to locate future public school facilities proximate to residential areas, allow for co-location of other public facilities, provide for safe accessibility of pedestrians and cyclists, and complement patterns of development so that future public school facilities serve as community focal points.

Policy 1.1.1.8 – For the determination of available density, gross density shall be as defined in the Land Development Regulations, except for the MPMU designation where such definition is set forth in Goal 1.7.


Policy 1.1.1.9 - The Wetlands probability Zone shall be used to potentially identify areas containing significant wetland areas. The assignment of the probability zone shall be affixed to any of the City’s zoning districts permitted within any of the FLUM designations, except as to the MPMU land use designation which is subject to Goal 1.7. A “W” indication on the FLUM shall be used to indicate that a parcel or lot may have substantial wetlands located on it and thus, may be restricted for future development. At the same time, the designation of the

Wetlands Overlay Zone may not affect development rights granted by the Future Land Use designation or zoning district.

Policy 1.1.1.10 – The City shall continue to maintain in its Land Development Code (LDC) to grant partial credit for preserved wetlands in making density or intensity calculations. This is an on-site transfer of development rights, which may involve allowing part of the preserved wetland area to count as gross developable acreage in making the calculation.

Policy 1.1.1.11 - Allow preserved wetlands to count as gross developable acreage within zoning districts which permit the creation of rural residential lots that are 2.5 acres or greater. These regulations shall be applicable in cases where lots are designed to include a combination of uplands and preserved wetlands provided that the upland area on each lot is adequately sized and configured to allow the development of homes and related site improvements without impacting the preserved wetlands.

Objective 1.1.2 – Zoning Districts that Allow a Mixture of Uses

Encourage the use of innovative land development regulations by permitting zoning districts that allows for a mixture of uses in any FLUM designation. 


Policy 1.1.2.1 - Permitted uses within a mixed use development shall follow those allowed within the corresponding zoning districts associated with the Future Land Use designation. Deviations from the land development regulation standards may be permissible in order to promote and encourage creatively planned projects and in recognition of special geographical features, environmental conditions, economic issues, or other unique circumstances.

Policy 1.1.2.2 - Permitted densities and intensities within a proposed mixed use development shall follow those allowed within the corresponding zoning districts associated with the FLU designation assigned to the property. Deviations from land development regulation standards may be permissible in order to promote and encourage creatively planned projects and in recognition of special geographical features, environmental conditions, economic issues, or other unique circumstances.

Policy 1.1.2.3 – Clustering of residential units is allowable to create rural communities, achieve planning principles or conservation subdivisions and minimize the need for extensive infrastructure. The Greenbelt land use designation may include MPDs having lot sizes of less than one (1) acre with common open spaces provided that the development's overall density does not exceed one (1) dwelling unit per acre.

Policy 1.1.2.4 - Colbert Preserve/Roberts Pointe Master Planned Development Area is approved with a maximum development of 1,500 dwelling units and 200,000 sq. ft. of non-residential uses. (See Future Land Use Map for Boundary of Subject Area).

Objective 1.1.3 – Establish Criteria for the Evaluation of Amendments to the FLUM

Review proposed amendments to the Future Land Use Map (FLUM) based upon environmental conditions, the availability of facilities and services, school capacities, compatibility with surrounding uses, and other generally accepted land use planning principles. 

Policy 1.1.3.1 – At a minimum, the following environmental factors shall be evaluated each time a FLUM amendment is proposed:

- A. Topography and soil conditions including the presence of hydric soils.
- B. Location and extent of floodplains and the Coastal Planning Area, including areas subject to seasonal or periodic flooding.
- C. Location and extent of wetlands, certain vegetative communities, and protected wildlife species.
- D. Location and extent of other environmentally sensitive features.
- E. Proximity to wellfields and aquifer recharge areas.
- F. Impacts to potable water supply.

Policy 1.1.3.2 - At a minimum, infrastructure availability and capacity, specified as follows, shall be considered when evaluating proposed FLUM amendments:

- A. Existing and future capacity of roadways based on functional classifications and best available data for traffic modeling. For the purposes of evaluating capacity, roadway improvements programmed in the FDOT 5-year Work Plan or listed in either the City or the County 5-year Capital Improvement Program shall be considered.
- B. Large-scale, high-intensity commercial projects shall be concentrated at intersections of the following arterials: Palm Coast Parkway and Old Kings Road; Palm Coast Parkway and Belle Terre Parkway; Palm Coast Parkway and U.S. 1; Matanzas Woods Parkway and U.S. 1; Belle Terre Parkway and S.R. 100; S.R. 100 and I-95; and S.R. 100 and Old Kings Road.
- C. Existing and future availability and capacity of central utility systems, such as availability under applicable SJRWMD and FDEP Permits.
- D. Availability and capacity of receiving watercourses and drainage systems to convey design storm events.


Policy 1.1.3.3 – At a minimum, compatibility with proximate uses and development patterns shall be considered when evaluating proposed FLUM amendments. “Compatibility” shall be as defined in Section 163.3164(9), Florida Statutes.

- A. This policy shall not be construed to mean that different categories of uses are inherently incompatible. This policy is intended to promote the use of transitional areas where densities and intensities can be appropriately scaled.
- B. Buffers are encouraged as an effective means of transition between areas where there is a greater difference between densities and intensities of the existing and proposed developments.
- C. Impacts to the health, safety, and welfare of surrounding residents shall be considered.
- D. An analysis shall be conducted of the proposed development, and how that will interface with existing abutting development, if approval is granted.
- E. Neighborhood character shall be preserved and promoted by working toward maintaining compatibility of surrounding land uses when new abutting uses are introduced.

Policy 1.1.3.4 – For any proposed FLUM amendment that affects public school facilities, the City shall consider School District comments and other issues related to public school facilities including, but not limited to:

- A. Available school capacity or planned improvements to increase school capacity;
- B. The provision of school sites and facilities with planned neighborhoods;
- C. Compatibility of land uses adjacent to existing schools and school property;
- D. The co-location of parks, recreation and neighborhood facilities with school sites;
- E. The linkage of parks, recreation and neighborhood facilities with bikeways, trails, and sidewalks for safe access;
- F. Traffic circulation plans, which serve schools and the surrounding neighborhood;
- G. The provision of off-site signalization, signage, access improvements, and sidewalks to serve schools;
- H. The inclusion of school bus stops and turnarounds; and
- I. The use of schools as emergency shelters.

Objective 1.1.4 - Discourage Urban Sprawl

Promote compact and contiguous development, a mixture of land uses, and discourage urban sprawl. 

Policy 1.1.4.1 – The Mixed Use Future Land Use designation is intended to provide opportunities for residents to work, shop, engage in recreational activities, and attend school and religious services in reasonable close proximity to residential uses.

Policy 1.1.4.2 – The Master Planned Development (MPD) zoning district shall allow residential housing types to be mixed with retail, service, office, commercial, and other land uses. It shall be supported that MPD's are strategically located throughout the City to promote infill development and to maximize vehicular and pedestrian accessibility.

Policy 1.1.4.3 – Land use patterns are required to be efficient and not disproportionately increase the cost of providing and maintaining public facilities, as well as providing housing and transportation strategies that will foster energy conservation.

Objective 1.1.5 — Ensure that the Land Development Code Remains Consistent with this Plan.

Amend and maintain the Land Development Code to ensure consistency with, and to implement this Comprehensive Plan.

Policy 1.1.5.1 – Proposed amendments to the LDC shall be reviewed for consistency with the Comprehensive Plan.

Policy 1.1.5.2 - Within one year of adopting a Comprehensive Plan amendment, pursuant to Section 163.3191, Florida Statutes, the City shall update the LDC, if applicable, to implement the amendment and maintain consistency between the two documents.

Objective 1.1.6 – Encourage Redevelopment and Revitalization to Support Economic Development.

Encourage investment and economic development that will improve the quality of life for residents.

Policy 1.1.6.1 - Support the Palm Coast Town Center, which is located in the SR 100 Corridor Community Redevelopment Area (CRA), as an Innovation District. Accordingly, within this district:

- 1) Facilitate the creation and commercialization of new ideas,
- 2) Support the incubation of employment,
- 3) Leverage distinct economic attributes, and
- 4) Leverage the proximity, density of residential development, and Palm Coast historical attributes into a hub of a live, work, and play environment.

Policy 1.1.6.2 – Coordinate with the SR 100 Corridor CRA Board to mitigate and/or eliminate the identified blight conditions as identified in the most recent CRA Plan.

FINDING: As a vestige of the ITT master plan there are about 8,200 “original ITT platted lots” remaining. Historically, it has been relatively inexpensive to purchase a lot and build a home because ITT absorbed the cost of building the infrastructure and created so many lots. The historic problems associated with sparsely developed areas include inefficient delivery of urban services and the increased risk of wildfires are reduced as more and more of the ITT lots are absorbed or developed. As it pertains to the housing market, there were relatively few choices for existing and future residents other than the original ITT lots. Of particular importance are the older city residents in the 65+-age cohort, which comprised approximately 21.5% of the city’s population based on the 2010 U.S. Census. This age cohort, based on the 2022 5-year American community survey, now composes approximately 29.5% of the city’s population. It is important to note that between 2010 and 2022 all the age cohorts increased in number. However, of all the age cohorts that may potentially be in the housing market (20-34, 35 to 64, and 65+), the 65+ cohort had the highest increase as a share of the overall population while the other cohorts had a slight decrease. This demographic trend tends to direct the need to increase availability of different housing types and the need to continue to explore alternative ways to expand the variety of available housing within the city.

Objective 1.1.7 – Create a Vacant Land Inventory and Analysis

Continuously monitor existing vacant lots in the community and identify ways to leverage this resource to create a more balanced mix of housing types, lot and parcel sizes, and land uses to meet the needs of the increasing population. 🌲 🏠

Policy 1.1.7.1 – Continue to maintain a vacant land inventory of all properties within Palm Coast to monitor development rates and to assess developability, and vacancy rates through the best available data.

Policy 1.1.7.2 - Continue to evaluate opportunities to maximize efficiencies in providing public services to sparsely developed areas of the City.

Policy 1.1.7.3 - Various incentives shall be considered to encourage assembly, consolidation and development of existing platted lands to create different sized lots.

FINDING: Florida Statutes require that the comprehensive plan analyzes two planning horizons, one covering the next ten years after update, and one covering at least a 20-year period. A five-year fiscal planning period is utilized for the capital improvements element. The plan horizons are for the purpose of planning long range land use and infrastructure needs. Additional planning periods for specific components, elements, land use amendments or projects shall be permissible and accepted as part of the planning process. The various elements must be coordinated to implement a strategy to address projected long-range deficits.

Objective 1.1.8 - Implement 10-Year and 20-Year Long Range Planning Periods

Implement a 10-year and 20-year planning period. Establish and maintain a Plan Horizon which ensures a minimum 20-year long range planning period at all times.

Policy 1.1.8.1 - Year 2050 is established as the 20-year Plan Horizon. This period shall be evaluated during each EAR assessment and shall be amended as necessary to maintain a minimum long range planning period of 20 years This policy is intended to ensure that the City maintains a long term planning perspective.

Objective 1.1.9 – South Old Kings Road Planning Area

Encourage the responsible development of the South Old Kings Road Planning Area (Area) which has significant economic benefit to the City of Palm Coast while requiring the reasonable protection of (1) the Area’s natural, cultural, and environmental resources, (2) the quality of life to the City’s residents, and (3) the City ‘s surrounding infrastructure. 🌿 🚗 🏡

Policy 1.1.9.1 – Development in the Area shall not exceed 2,500 residential dwelling units and 2,500,000 square feet of commercial or industrial use.

Policy 1.1.9.2 – To promote compact and contiguous development and to discourage urban sprawl, the Area shall be designated Mixed Use, Greenbelt, and Conservation on the City’s FLUM.

Policy 1.1.9.3 - To promote onsite ecological enhancements, biodiversity, and ensure lands east of Old Kings Road which are designated as Greenbelt are protected in perpetuity, prior to the issuance of a development order, environmentally sensitive areas shall be preserved which include: (1) unique habitat (unique topographical reliefs, hardwood hammocks, xeric or sandhill communities), (2) historical and cultural resources, and (3) wetlands that serve the ecological function of Bulow Creek. The Master Planned Development (MPD) approval shall reflect this requirement.

Policy 1.1.9.4 – The Area shall be developed as Mixed Use in such a fashion that shortens vehicular trip lengths, promotes internal trip capture and provides employment opportunities for residents living within the Area.

Policy 1.1.9.5 – To ensure that valuable natural resources are protected, no development order or rezoning requests shall be adopted for that portion of the Area lying East of Old Kings Road until (1) a survey identifying gopher tortoise, scrub jay, jurisdictional wetlands, and other natural resources is completed; (2) a cultural resource field survey and assessment report

is prepared for that portion of the Area lying east of Old Kings Road; and (3) a tree survey is completed assessing lands lying east of the Conservation lands for that portion of the Area lying east of Old Kings Road.

Policy 1.1.9.6 – No development order or rezoning request shall be adopted for any of the property in the Area until a Conceptual Master Plan for the Area is completed.

Policy 1.1.9.7 – In an effort to protect that portion of the Area lying East of Old Kings Road, low to medium density development shall be required.

Policy 1.1.9.8 - Gopher Tortoise, commensal species, and associated habitats shall be preserved as per Florida Fish and Wildlife Conservation Commission (FWC) guidelines.

Policy 1.1.9.9 - Cultural and historic resources shall be referred to the Division of Historical Resources, State Historic Preservation Office (SHPO) for their recommendations to preserve any cultural and/or historic resource within the Area.

Policy 1.1.9.10: For property located east of Old Kings Road, development standards for the Area shall include design practices and standards to protect environmental and cultural resources. Such standards may include but not be limited to: clustering, Florida Green Building Coalition, Low-Impact Development (LID), and Conservation Subdivision Design.

Policy 1.1.9.11: To sustain hammock communities, areas within the site with the greatest concentration of specimen and historic trees, shall be considered in the design process to minimize impacts and removal of the trees through avoidance of such areas. If this is not physically possible, other techniques and development practices identified in the City's Land Development Code, including green development, may be utilized to reduce impacts.

Policy 1.1.9.12: Road crossing designed to minimize the impact to natural and cultural resources shall be permitted in areas designated as Conservation on the City's FLUM.

Policy 1.1.9.13: Road crossing in Conservation areas, special flood hazard areas, and wildlife corridors shall be designed to avoid compromising the functions and quality of the environmental resources. Such designs may include but not be limited to grade separations and wildlife crossings.

Policy 1.1.9.14 – Any development plan in the Area shall take into consideration the potential extension of Citation Parkway as a potential east-west connector in the City of Palm Coast and as a parallel facility to State Road 100.

Policy 1.1.9.15 – Development of the transportation network within the Area shall include an overall pedestrian/bicycle facility system to facilitate alternative modes of transportation within and into the Area.

Policy 1.1.9.16 - Recognizing the acquisition by Flagler County through the Environmentally Sensitive Lands (ESL) program of adjacent lands to the south, additional planning shall include facilitating and design for public access and connectivity to these lands.

Policy 1.1.9.17 - The City shall coordinate with land acquisition entities and public agencies to acquire environmentally and culturally significant lands in the Area east of Old Kings Road.

Policy 1.1.9.18– In the event that the Owner/Developer places conservation easements over any wetlands within the Area, the City may at its own expense and at its sole discretion, change the comprehensive plan designation of said wetland to a FLUM designation of Conservation. Such lands may be required to be dedicated to a public or non-profit entity.

Policy 1.1.9.19 – Development of the Area identified as Economic Development Area #3 in the Airport Area Master Plan shall consider the recommendations of the Airport Area Master Plan in order to ensure the long-term development of the Flagler County Airport.


Policy 1.1.9.20 – Prior to any development in the South Old Kings Road Planning Area, the developer will coordinate with the School District to have a binding commitment that ensures adequate school capacity is available to accommodate the impacts of the development plan at buildout. Any capital improvement needed to increase school capacity will be included in the Capital Improvements Schedule.

GOAL 1.2: QUALITY OF LIFE

Maintain the community's quality of life through preservation and enhancement of environmental and community resources.

FINDING: Open space and greenways provide benefits to the city through the conservation of native ecosystems and landscapes, protection of natural resources, expansion of public recreational amenities, the provision of outdoor educational opportunities, and alternative transportation to reduce dependence on automobile travel. Open space and greenway areas can also help to define urban boundaries and thus, prevent sprawl.

Objective 1.2.1 – Emphasize the Preservation of Natural Resources and Open Space

Identify, protect, and promote, greenways, open spaces and other identified natural resources through a variety of mechanisms. These mechanisms include, but are not limited to, public acquisition, development agreements, obtaining easements, and land development regulations, which shall be addressed through on-going amendments to the LDC. 

FINDING: The conceptual location of desired open spaces, greenway linkages, and Blueways are depicted on Map 4.1. These include:

- A. Potential Greenway Corridors and Linkages
 1. Old Kings Road North
 2. Old Kings Road South
 3. Lehigh Trail
 4. Seminole Woods
 5. Town Center
 6. Linear Park
 7. Palm Harbor Parkway
 8. Greenway Link from US-1 to Belle Terre Elementary School
 9. US-1 Multi-Purpose Path
 10. Graham Swamp
 11. Waterfront Park
 12. Easthampton Blvd.
 13. Pine Lakes Parkway
 14. Belle Terre Blvd. (South of SR 100)
 15. Sesame Boulevard
 16. Mulberry Branch
 17. Pellicer Creek
 18. Northeast Corridor Greenway Area
 19. Bulow Creek
 20. Long Creek
- B. Potential Open Space:
 1. Reserve Parcels throughout City
 2. Parcels identified as a priority for acquisition by the City, Flagler County, SJRWMD or the State for conservation and/or preservation purposes.
- C. Potential Blueways include the freshwater and saltwater canal systems.



Policy 1.2.1.1 - The City shall support greenway and trail linkages between public and private open space resources, schools, parks, residential, and commercial developments, as appropriate. The City shall consider incentives to private property owners to provide public access easements in selected locations.

Policy 1.2.1.2 - The City shall consider public access on linear “reserve” parcels used for drainage, other utilities, and Florida Power and Light (FPL) easements in order to enhance scenic and pedestrian amenities. The City shall coordinate with FPL, and other utility providers to obtain public access easements in selected locations.

Policy 1.2.1.3 - Identify and consider funds for land acquisition of potable water wellfields and recharge areas.

FINDING: The city’s streetscapes (i.e., the view a driver or pedestrian has from street level) are often cited by residents and visitors as one of the community’s most attractive assets. Vistas comprised of natural wooded areas, planted medians, and generous landscape buffers abutting developed properties provide gateway corridors worthy of protection and enhancement.

Objective 1.2.2 – Prioritize the Improvement and Maintenance of Streetscapes

Implement plans and land development regulations to improve and maintain the City’s streetscapes, including new landscaping and the protection of existing, natural vistas.  

Policy 1.2.2.1 – Conduct special studies to identify gateway corridors and prioritize improvements in the Capital Improvement Program. The following roadways are identified as “gateway corridors”. Projects such as median beautification, landscaping, entry signage, utility burial, and street lighting shall be considered within these public rights-of-way.

- A. Palm Coast Parkway
- B. Belle Terre Parkway
- C. Whiteview Parkway
- D. Seminole Woods Parkway
- E. Palm Harbor Parkway
- F. Matanzas Woods Parkway
- G. Royal Palms Parkway
- H. Old Kings Road (Flagler County jurisdiction)
- I. Colbert Lane (Flagler County jurisdiction)
- J. State Road 100 (FDOT jurisdiction)
- K. US 1 (FDOT jurisdiction)
- L. Interstate 95 exit ramps (FDOT jurisdiction)

Policy 1.2.2.2 – Maintain regulations in the LDC to:

- A. Require all new development, except stand-alone residential units in existing platted subdivisions, to bury utility lines underground.
- B. Develop standards for public street lighting and parking lot lighting.
- C. Develop design standards for signage in public rights-of-way.
- D. Develop standards addressing the design and landscaping of fences and walls on double frontage lots.
- E. Establish design and irrigation standards for landscaping of streets and medians.
- F. Extend architectural and color requirements for non-residential buildings and signs beyond the Palm Coast Parkway corridor to other areas of the City.

Policy 1.2.2.3 – Determine methods for funding landscaping and lighting on arterial and collector street systems to include, but not be limited to, the following:

- A. Maintain a separate ‘street tree and landscape account’, which shall be funded with code violation fines for unpermitted lot clearing and related violations.
- B. Development of a program to assist community organizations to adopt medians, islands, and other areas in the rights-of-way for landscape beautification. City assistance may include preparation of landscape plans, the provision of materials, site supervision, and maintenance.



Policy 1.2.2.4 - Identify canopied street segments within the City and where appropriate, protect them by designating them as policy constrained streets. This designation may allow the shortening or elimination of road widening projects and turn lanes.

Policy 1.2.2.5 - The following streets are designated as policy constrained streets:

- 1) Palm Coast Pkwy. (eastbound & westbound) between Florida Park Dr. and Palm Harbor Pkwy.
- 2) Colbert Lane (between eastbound Palm Coast Pkwy. and westbound Palm Coast Pkwy.)

Policy 1.2.2.6 – The City shall coordinate with Flagler County to extend the constrained roadway designation for Colbert Lane from Palm Coast Parkway (eastbound) to Grady Prather Jr. Cv. or a more appropriate terminus.



GOAL 1.3: ADEQUATE PUBLIC FACILITIES AND CONCURRENCY

The City shall ensure that public facilities and services are adequate to provide for the health, safety, and welfare of the public and are provided concurrent with the impacts of new development.  

FINDING: Although the provision of public infrastructure and services (i.e. Roadways, sidewalks, parks, water, sewer, drainage, and solid waste) is discussed in other comprehensive plan elements, the ability to provide efficient and cost-effective services for the population is related to the land planning mechanisms discussed in the future land use element. In order to measure what constitutes acceptable service delivery, the comprehensive plan contains level of service standards in each of the aforementioned areas. To meet these LOS standards, proposed developments are evaluated based on a concurrency management system. This system dictates the improvements needed to support new development, while at the same time providing a planning tool that the city can utilize to help prioritize investments in public infrastructure.

In addition, this part of the plan focuses on the need for the city to address public safety through proper planning of fires stations, wildfire mitigation, and a long-term proposal to evaluate the need for city police services.

Objective 1.3.1 - Ensure Adequate Public Facilities Concurrent with New Development

Require that public facilities, infrastructure, and services shall be provided concurrent with the impacts of new development.  

Policy 1.3.1.1 - The City shall ensure that the location and timing of new development is coordinated with the provision of public facilities through the use of growth management measures being included in the LDC such as development phasing, programming, and appropriate sizing of public facilities.

Policy 1.3.1.2 – The City shall ensure that public facilities, infrastructure, and services are operated at the adopted LOS standards and in conformance with the Capital Improvements Element, consistent with Section 163.3180, Florida Statutes.



Policy 1.3.1.3 - The City shall encourage development to locate in the areas where public facilities, infrastructure, and services are available. Where there are deficiencies and where appropriate, the City shall require the developer to provide or extend the facilities as necessary to accommodate development provided such provision or extension is consistent with state law. Applicable impact fees shall be used by the City consistent with State law to offset the costs of the City providing facilities.

Policy 1.3.1.4 - The City shall seek opportunities for financing and maintaining public facilities and services in partnership with other entities to leverage public resources. In addition, the City shall join in intergovernmental agreements with the County, State, Federal government and private sector, as appropriate, to identify and build needed public facilities, and allocate the costs of such facilities in proportion to the benefits accruing to each.

Policy 1.3.1.5 - The location and timing of new public facility needs shall be considered when amendments to the FLUM are requested.

Policy 1.3.1.6 – The City shall conduct periodic reviews, and updates of its impact fee schedules to ensure that the City retains the ability to provide adequate public facilities, infrastructure, and services (public safety).

Objective 1.3.2 – Maintain a Concurrency Management System

Implement a concurrency management system (CMS) to ensure that the issuance of each development order or development permit is conditioned upon the availability of public facilities and services necessary to serve any new development.  

Policy 1.3.2.1 - Maintain and update as necessary the CMS contained in the City's Land Development Code to implement the goals, objectives and policies of the Plan as contained in Transportation, Public Recreation, and Open Space, and Infrastructure Elements relative to roads, sanitary sewer, solid waste, drainage, potable water, and parks and recreation in order to ensure that all new development is served by facilities and services in an efficient manner concurrent with the impacts of the new development. The City shall, on an ongoing basis, ensure that the CMS is evaluated in coordination with the provisions of the Capital Improvements Element (CIE) of this Plan.

Policy 1.3.2.2 - The City shall use the CMS to ensure public service and facility capacity are available for new development through the development and monitoring of adopted Level of Service (LOS) standards.

Policy 1.3.2.3 - The issuance of all development orders or development permits shall be issued or conditioned upon the availability of public services and facilities necessary to support the proposed development.

Policy 1.3.2.4 - The Concurrency Management System shall be designed to ensure that development is consistent with the Comprehensive Plan's level of service (LOS) standards. This may be accomplished through the issuance of development orders and permits specifically conditioned on the availability of these facilities and services. Specific concurrency provisions for schools, parks, utilities and transportation are located in the Capital Improvements Element.

Policy 1.3.2.5 - The City shall review the CMS on, at a minimum, a biennial basis to determine that the CMS is adequately addressing the timely provision of adequate public facilities and services, and is coordinated with and considers the effects of capital improvements, approved development, and changed conditions.

Objective 1.3.3 – Address Public Safety Conditions

Ensure that proper facility and program planning is conducted to address public safety needs.

Policy 1.3.3.1 - The City shall maintain or improve its Insurance Services Organization (ISO) ratings for Fire Protection, Floodplain Management, and Building Code effectiveness. To achieve this, the City shall:

- A. Regularly update and implement the ISO study regarding fire services.

- B. Conduct periodic reviews of the ISO study to reflect changes in City boundaries, service areas, and other required ISO criteria.
- C. Utilize studies and findings to strategically plan and develop new fire stations, ensuring optimal coverage and response times throughout the City.
- D. Continuously evaluate and enhance floodplain management practices and building code enforcement to maintain or improve the City's ISO ratings in these areas.
- E. Establish design and irrigation standards for landscaping of streets and medians.
- F. Allocate necessary resources to support ongoing improvements in fire protection, floodplain management, and building safety measures.

Policy 1.3.3.2 - The City of Palm Coast, in collaboration with Flagler County and the Flagler County Sheriff's Office, shall develop and implement a comprehensive Five-Year Public Safety Plan aimed at establishing a framework for long-term public safety planning and resource allocation to enhance public safety and address evolving community needs.

Policy 1.3.3.3 - The City shall regularly assess and revise its wildfire protection and mitigation regulations to enhance community safety and reduce the risk of wildfires by.

- A. Conducting periodic reviews of existing wildfire-related ordinances and regulations.
- B. Incorporating the latest fire science and best practices in wildfire prevention and mitigation.
- C. Collaborating with local fire departments, forestry agencies, and regional partners to develop comprehensive wildfire protection strategies.
- D. Evaluate landscaping requirements in wildfire-prone areas.
- E. Educating residents about wildfire risks and promoting community-wide preparedness initiatives.
- F. Integrating wildfire risk assessments into the city's land use planning and development approval processes.



GOAL 1.4 RESERVED

**ECONOMIC DEVELOPMENT GOALS, OBJECTIVES, AND POLICIES
HAVE BEEN MOVED TO
CHAPTER 11 ECONOMIC DEVELOPMENT ELEMENT**

GOAL 1.5: ANNEXATION

Promote economic development and provide sufficient housing diversity, recreational opportunities, and natural resource protection through the adoption of an annexation policy.  

Objective 1.5.1 - Develop an Annexation Plan and Policies

Explore opportunities for annexation of properties that can be used for commercial, industrial, and residential uses, particularly those that can help to diversify the housing stock and diversifying the City's tax base.  

Policy 1.5.1.1 – Identify land that is appropriate for annexation and meets the City's adopted Goals that focus on increasing commercial and industrial development.

Policy 1.5.1.2 – Seek to coordinate with the County and adjacent municipalities to identify joint planning areas for the purpose of annexation or coordinated provision of services.

Policy 1.5.1.3 – Establish criteria for the annexation of employment-based lands and residential land that may be needed to attract businesses. Criteria shall address the evaluation of potential annexation sites, suitability, and proximity to other uses of any land proposed to be annexed.

Policy 1.5.1.4 - Annexation of lands that reduce the costs of providing city services and operation of city facilities are of high priority.

Policy 1.5.1.5 - Identify and annex land appropriate for all types of housing.

Policy 1.5.1.6 - Consider the feasibility of pursuing the annexation of properties near major transportation facilities, in order to provide diverse site selection opportunities for businesses, recreational opportunities, diverse housing stock.


Policy 1.5.1.7 – For any lands proposed for future annexation, the Conservation Future Land Use designation, or if within a MPMU designation a Greenway Overlay designation may be assigned to environmentally sensitive lands in order to provide protection of large interconnected optimal wetland systems and other high quality environmentally sensitive areas that are located within the proposed annexation area.

Policy 1.5.1.8 - The City shall require developers of annexed lands that are seeking development approval to abide by the City's Concurrency Management System consistent with state law.

GOAL 1.6 PUBLIC PARTICIPATION

Provide public participation in the City's comprehensive planning process

Objective 1.6.1 – Provide a Process for Public Participation

Adopt procedures to encourage public participation in the comprehensive planning process. 

Policy 1.6.1.1 – Provide notification to all affected property owners of all Future Land Use Map changes. For the purpose of implementation of this policy, affected property owners shall be defined in the Land Development Code as a radial distance of the subject parcel(s) as measured from the most exterior boundary of the project site. Notification may be in the form of direct mailings, a sign posted on the subject property, legal notifications, or other means.

Policy 1.6.1.2 – Schedule and hold public hearings where the public and affected parties may provide input during a time of the day when the general public is typically able to attend.

Policy 1.6.1.3 - Encourage and provide an alternate avenue for the receipt of public comments other than as a public speaker at a public hearing.

Policy 1.6.1.4 - Provide information at regular intervals to citizens apprising them of planning activities through the City's website, social media, and by other means.

Policy 1.6.1.5 - Document participation and follow-up communications with citizens who have expressed an interest in the action through the use of speaker sign-in forms for plan amendments, plan transmittals, and plan adoption hearings.

Policy 1.6.1.6 – Provide adequate time for each affected property owner and other City citizens to speak to the applicable board, committee, or City Council regarding measures on a public meeting agenda. For purposes of this Policy, the City shall define adequate time in the Land Development Code and/or the policies of the applicable board, committee or City Council

GOAL 1.7: MASTER PLANNED MIXED USE

Create parameters for the development of a Master Planned Mixed Use community in a means that allows and promotes a mixture of uses with an integrated, interconnected transportation network and guides development within the means of the natural environment.



FINDING: The City established the Master Planned Mixed Use FLUM designation to properly plan for long term potential growth in the annexed areas west of US 1 and the railroad. The City will encourage new development to (i) be composed of mixed-use communities and neighborhoods served by a regionally significant interconnected transportation network and public facilities, (ii) provides energy efficient and diverse housing opportunities, (iii) promote enhanced opportunities for further economic growth in the City, and (iv) establish a guide for protection of the natural environment.

Objective 1.7.1 - Community Form



The Master Planned Mixed Use FLU designation will include an interconnected system of greenways within a Greenway Overlay, a mix of diverse land use types to promote a development form of greater variety than is presently available in the City, provide for job opportunities proximate to housing, and strive to ensure mixed-use areas include civic, cultural, and recreational uses. Master Planned Mixed Use designations will be served by a regionally significant interconnected transportation network and accommodate a wide variety of mobility options, including streets, bike/pedestrian facilities, trails, transit (including low speed and autonomous vehicles where appropriate), and smart technology systems to assist users in wayfinding and transitioning between travel modes. Complete streets will be incorporated and locations for transit corridors and transit stops will be considered in the planning and design of the transportation network. An interconnected multi-use trail network will provide connections in strategically identified areas connecting residential neighborhoods, shopping, employment, education, recreation, and civic facilities.

Policy 1.7.1.1 – The Master Planned Mixed Use (MPMU) FLU designation shall only be implemented through one or more applications for rezoning to the Master Planned Development (MPD) zoning district. Due to the large size of MPMU FLU designation, applications for MPD zoning districts may be submitted in multiple phases for all or a portion of the sub areas listed below. MPD Master Plans will depict the sub-areas for the overall MPMU FLU designation as described below except for Neighborhood Centers, which may be depicted at the time of final development plan review.

- A. Greenway Overlay: The Greenway Overlay will be the primary defining component of the community form. The Greenway Overlay will be created based on the regional context of planned conservation lands, any adjacent public conservation lands, on-site environmentally sensitive lands (as defined herein), an assessment of wetland quality, and ecological linkages to avoid habitat fragmentation. The Overlay will consist of a system of interconnected greenways to be depicted on MPD Master Plans. At least 15% of the Greenway Overlay within one or more MPD zoning designations will consist of upland buffers or other upland open space. Each MPD will address the general location, minimum size of the Greenway Overlay within its boundaries, and design standards to ensure development is compatible with the Greenway Overlay. Permitted uses within the

Greenway Overlay include passive recreation such as trails and campgrounds, roadway and utility crossings, utilities and support facilities, ecotourism and agritourism related uses, public facilities, stormwater harvesting, water supply uses, and other similar uses as may be further defined in each MPD zoning designation. The Greenway Overlay will serve as a critical tool for providing ecological connectivity and recreational opportunities compatible with surrounding natural resources. Given this, lands within a Greenway Overlay will not be designated with a Conservation FLU designation or subject to the various related Comprehensive Plan regulations and instead will be subject to the Master Planned Mixed Use regulations. To ensure the long-term viability of the Greenway Overlay, Policy 1.7.1.2 sets forth elements to be addressed during each applicable MPD rezoning process.

- B. Villages: Neighborhoods are the basic building block of a community and will be designed to be compatible with the Greenway Overlay. One or more neighborhoods may make up a Village. Villages will consist of one or more residential neighborhoods with edges defined by the Greenway Overlay and/or the interconnected transportation network. Villages will be designed in a clustered and compact form and contain at least two different housing styles and types. At least 10 percent of the area within each Village shall be retained in open space and recreation. All types of residential uses and ancillary type uses are permitted.

Each Village shall have a centrally located Neighborhood Center to allow for civic, recreation and open space, institutional, neighborhood commercial, and public uses and facilities to create an identity and sense of place. At a minimum, Neighborhood Centers will include a central public gathering place such as a park, village green, square, plaza, community center or similar public spaces. Neighborhood Centers may also include residential, schools, places of worship, public buildings, office and personal service uses designed to serve the applicable Village.

- C. Village Centers: Village Centers are mixed use districts designed to serve the retail, service and civic needs of the surrounding Villages. These areas are intended to encourage a fine-grained mix of land uses either centrally located within a Village or at the entrances to a Village and/or located around the intersection of streets classified/defined in the LDC as collectors or higher. The Village Centers will vary in size depending upon the surrounding population served, but in no case will a Village Center exceed 200 acres in size. A wide range of land uses are permitted in Village Centers with the highest density and intensity of uses located near the center with decreasing density and intensity of uses proceeding outward from the center toward the adjacent Villages. The Master Planned Mixed Use Village Center area is different from and not subject to any other village center standards in the Comprehensive Plan, and those village centers depicted on Map CP-1.5 (Future Land Use), the LDC and/or other City regulations.

- D. Regional Activity Center: Each Master Planned Mixed Use project will include a Regional Activity Center that will serve as a regional destination for employment, shopping, recreation, entertainment, civic, institutional, health care, education, hospitality, and/or residential. A Regional Activity Center will be located on or proximate to the regionally significant transportation network to provide easy, convenient access and high visibility. Regional Activity Centers will be a minimum of 200 acres in size. Mixed-use areas within a Regional Activity Center shall provide a range of housing types, recreational amenities, diverse retail and services, entertainment, and/or employment opportunities as

well as an integrated multi-modal transportation system for the area. The conceptual location of a Regional Activity Center will be depicted on the Recreation Service Areas Map 4.2 of the Comprehensive Plan Map Series. The final location of any Regional Activity Center shall be determined at the time of construction plan approval without the need to modify the Comprehensive Plan Map Series provided the Regional Activity Center is consistent with the Master Planned Mixed Use Future Land Use designation and applicable MPD zoning.

- E. Employment Center(s): An Employment Center proximate to the regionally significant transportation network will provide economic development opportunities and encourage the location of jobs within close proximity to the multi-modal transportation network and residential uses, thereby resulting in shorter commuting distances and a reduction in vehicle miles travelled (VMT) and greenhouse gas (GHG) emissions. The Employment Center shall include a mixture of office, civic, institutional, industrial, warehouse, supporting retail, supporting residential and/or other similar uses.

Policy 1.7.1.2 - To effectively maintain the multi-functional Greenway Overlay and ensure its long-term viability, the following elements shall be addressed during the MPD rezoning review:

- A. Compatibility: Specific guidelines within the MPD will be established for development outside and adjacent to the Greenway Overlay to minimize edge effects. Such guidelines may include:
- i. Establishment of setbacks, transition zones, and buffer zones;
 - ii. Minimization of conflicting uses through site planning (e.g., placing stormwater ponds and trails adjacent to established Greenway Overlay instead of homes, etc.);
 - iii. Prohibition of structural obstructions that may adversely affect wildlife mobility (e.g., fencing or bulkhead revetments, etc.);
 - iv. Pursuing FWC Lighting Certification;
 - v. Minimization of nuisance wildlife attractants (e.g., storage of household trash in wildlife-resistant containers, outside feeding of domesticated pets, etc.); and/or
 - vi. Locating Hamlets within transition zones.
- B. Design Guidelines: Guidelines will be established for design elements within and adjacent to the Greenway Overlay. Such guidelines will include:
- i. Connection to any adjacent regional greenway(s); and internal community elements;
 - ii. Protection and/or enhancement of historic and cultural resources in conjunction with the State Historic Preservation Officer (SHPO) and in compliance with the National Historic Preservation Act;
 - iii. Incorporating water conservation strategies to minimize use of potable water;
 - iv. Incorporating energy conservation strategies;
 - v. Retaining unique ecological linkages to avoid habitat fragmentation;
 - vi. Incorporating appropriate wildlife crossings where streets cross the Greenway Overlay;
 - vii. Protection and management for environmentally sensitive areas (as defined below);
 - viii. Locating Hamlets:
 - 1. The conceptual location of transition zones will be shown on the MPD Master Plan. Hamlets will be located within the transition zones.
 - 2. Hamlets shall be located outside of the Greenway Overlay.

3. The maximum number of units within hamlets is limited to no more than 1 unit per 20 acres of the Greenway Overlay.
4. The MPD will describe lot size and width, impervious surface ratio, setbacks and residential uses within Hamlets.

Conservation: The entire Greenway Overlay will not be encumbered by conservation easements, nor will any portion be designated with a Conservation FLU designation. Notwithstanding this, conservation easements shall be established within portions of the Greenway Overlay in accordance with federal and state permits obtained for the applicable MPMU project or portion thereof.

- C. Habitat Conservation Management Plan: A Habitat Conservation Management Plan(s) (HCMP) will be developed and implemented as part of the federal and state environmental permitting process. The HCMP is intended to be a living document and as such will be modified as the final boundaries of the Greenway Overlay are established as set forth in the applicable MPD.
- D. Monitoring and Enforcement: The applicable MPD Development Agreement will include enforcement provisions to ensure consistency with the elements in this Policy 1.7.1.2. In addition, monitoring and enforcement will be conducted in relation to any applicable federal and state environmental or regulatory permit issued for lands within the Greenway Overlay.
- E. Public Access Provisions: Where appropriate, the MPD should include provisions for public access to the Greenway Overlay, balancing recreational use with the purpose and intent of the Greenway Overlay as set forth in Policy 1.7.1.1.

Policy 1.7.1.3 - The MPD will include a regionally significant transportation network providing internal and external multi-modal interconnectivity. When designing the transportation network, equal consideration shall be given to all modes of transportation including a trail network to provide access between the various land uses and access to the greenways.

Policy 1.7.1.4 - The overall Residential Density within each Master Planned Mixed Use land use designation shall not exceed 1.2 dwelling units per gross acre. The maximum non-residential intensity within any single parcel of a Master Planned Mixed Use land use designation shall be a Floor Area Ratio of 1.0. See Policy 1.7.3.1. below for the calculation of density and intensity within each Master Planned Mixed Use future land use designation.

Objective 1.7.2 – Overall Mix of Uses

Policy 1.7.2.1 - At least 50% of the total lands within a Master Planned Mixed Use designation shall be planned for recreation and open space uses and such uses within the Greenway Overlay will count toward this percentage. In addition, any open space and recreation lands within each Village (located outside the Greenway Overlay) that satisfy the minimum 10% condition in Policy 1.7.1.1.B above will also satisfy this 50% minimum condition.

Policy 1.7.2.2 - The MPD(s) for a Master Planned Mixed Use FLU designation will include a development program to demonstrate compliance with the following non-residential space standards:

- A. Retail/Service - At a minimum, 50 square feet of retail and service space per dwelling unit shall be planned for in a Regional Activity Center, Village Centers, and/or

Neighborhood Centers with this standard measured in the aggregate across these areas. Retail uses shall be located and designed to encourage alternate transportation through urban design, such as sidewalks and related streetscaping. Retail within Neighborhood Centers shall be of limited scale and intensity to ensure compatibility with the low-intensity character of the predominantly residential Villages.

- B. Workplace/Employment Center - At a minimum, 100 square feet of workplace space per dwelling unit designed to serve the development shall be planned for in Neighborhood Centers, Village Centers, Employment Center, and/or Regional Activity Center with this standard measured in the aggregate across these areas. Workplace space can include office, health care, industrial and similar uses. Industrial uses shall compose a minimum of 50% of the workplace space.

Policy 1.7.2.3 – For purposes of implementing Objective 1.7.1.2, the mixed use percentages and nonresidential space square footage will be measured and tracked in each MPD application to demonstrate compliance and consistency with the Master Planned Mixed Use FLU designation and to demonstrate that the MPD development program at buildout will consist of a mix of uses.

Objective 1.7.3 – Definitions and Interpretations

Policy 1.7.3.1 - For the purpose of the Master Planned Mixed Use (MPMU) FLU designation, the following terms, phrases, words and their derivations shall have the meaning contained herein, except where the context clearly requires otherwise. Terms not defined herein shall be first interpreted by reference to the applicable MPD; secondly by the City of Palm Coast Comprehensive Plan Glossary; and thirdly by reference to the City of Palm Coast Land Development Code; and fourth by reference to generally accepted planning, engineering, or other professional terminology if technical, and otherwise common usage, unless the context clearly indicates otherwise.

- A. Density, Residential: the total acreage of a Master Planned Mixed Use FLU designation multiplied by the allowable gross density factor as expressed by per unit of land.
- B. Intensity, Nonresidential: the bulk of a non-residential use on a development site as floor to total area ratio.
- C. Floor Area Ratio (FAR): the gross floor area of all non-residential and mixed use buildings and structures on a development site divided by the total site area.
- D. Ecotourism: tourism involving travel to areas of natural, cultural, and ecological interest for the purpose of observing wildlife and learning about the environment.
- E. Agritourism: any activity that provides individuals with recreational, entertainment or educational activities which include, but are not limited to, farming, ranching, harvesting, community gardens, or other similar activities.
- F. Hamlet: small scale residential settlement(s) enclaves created from the Greenway Overlay. All residential uses are permitted and may be cluster lots, ranchettes, cottages and/or agrihoods. Other uses may include agricultural, agritourism, ecotourism,

public, institutional, cultural, civic, recreational, entertainment, community gardens or other similar activities. Such activities may be commercial in nature.

G. Open Space: land that may include, but is not limited to, wetlands, natural water bodies, resource based, ecotourism, agritourism active and passive/resource-based recreation and parks, community gardens, stormwater management facilities, wellfields agricultural and forest lands, pastureland, plazas, and similar green spaces. Other permitted uses may be defined in the Master Planned Development Agreement.

H. Environmentally Sensitive Area(s): high quality xeric communities.

I. Gross for purposes of density: total acreage, including uplands and wetlands.

Policy 1.7.3.2 - The size and scope of the Master Planned Mixed Use FLU designation contemplates a long range planning horizon and as such continued silvicultural and agricultural activities, including related land management activities consistent with the Florida Department of Agriculture and Consumer Services Best Management Practices, or other natural resource based uses shall be permitted until such time as a residential or non-residential building permit is issued for a development parcel. Thereafter, such activities and uses within the development parcel shall be limited to the range of allowable uses within the applicable MPD, unless silvicultural and agricultural activities and uses are otherwise provided for in the applicable MPD.

Policy 1.7.3.3 - When the final boundary of the Greenway Overlay (or portion thereof) is established as set forth in the MPD zoning, the Greenway Overlay permitted uses set forth in Policy 1.7.1.1.A, including silviculture and agricultural activities consistent with the Florida Department of Agriculture and Consumer Services Best Management Practices, will be allowed within the portion of the Overlay subject to a final boundary determination and until then silvicultural and agricultural activities are allowed.