



COASTAL MANAGEMENT



SJC

**2050
COMPREHENSIVE PLAN**

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E. COASTAL MANAGEMENT ELEMENT

Goal E.1.

The County shall manage, conserve, protect and enhance coastal resources while also reducing risks to people and property from coastal hazards.

Objective E.1.1. Public Beach Access

The County will maintain, improve, and increase public beach and waterway access through acquisition and other land use controls.

Policies

- E.1.1.1. As provided by the implementation regulations for the Optional Density Factors of the Land Use Element, the County will require the dedication of public access to beaches from developments located within the coastal area which receive the applicable density bonus.
- E.1.1.2. The County shall not vacate or relocate existing easements, walkways and other access points to beaches, shores, and waterways, without requiring the grant or dedication of equal or greater access points or easements as stated in the County's Beach Code, as amended.
- E.1.1.3. The County shall promote increased access for public beaches and waterways through the implementation of policies set forth in the Recreation and Open Space Element. and through the implementation of regulations for the Optional Density Factors of the Land Use Element.
- E.1.1.4. Private landowners adjacent to public beach access points, including easements, will not be allowed to restrict public access to the beaches through such access points as stated in the County's Beach Code, as amended.
- E.1.1.5. The County shall continue to investigate and develop additional funding sources (e.g. user fees, parking fees, grants, or other funding sources) for the purposes of funding beach and navigable waterway accesses, parking spaces, dune walkovers, and other related facilities and ADA accessibility.
- E.1.1.6. Existing publicly owned ramp facilities shall be maintained and improved as necessary and economically feasible.
- E.1.1.7. All walkways and other access points to beaches and shores shall be consistent with the St. Johns County Habitat Conservation Plan (HCP) and Incidental Take Permit (ITP).

Objective E.1.2. Dune Preservation

The County shall ensure the protection, conservation, and enhancement of the County's coastal areas, dunes, and beaches through intergovernmental coordination, establishment and enforcement of coastal construction standards and Land Development Code, and revisions to the County's Beach Code.

Policies

- E.1.2.1. The County shall provide technical support and assistance to applicable State and Federal agencies in identifying and inventorying all beaches and dune systems so that they may be protected, enhanced, or renourished.
- E.1.2.2. The County shall ensure the protection, enhancement, or restoration of the County's dune systems through Land Development Code that provide for:
 - (a) Coordination with DEP on applications for development seaward of the established Coastal Construction Control Line (CCCL) in order to monitor and comment on DEP applications for variances to the CCCL requirements and to allow variances to County setback requirements where possible or appropriate to avoid or minimize development seaward of the CCCL.
 - (b) The County's use of beach ramp fees or tolls, consistent with applicable law, for dune restoration and enhancement programs such as, without limitation, the construction of dune walkovers, the use of native plant species, the establishment of a salt-tolerant revegetation program, and public education programs in cooperation with the Marine Extension Service and to further control beach access in order to prevent dune damage.
 - (c) Standards and enforcement mechanisms in the County Beach Code, as amended, to prevent destruction of dune vegetation.
 - (d) Continued enforcement of the County's requirements and prohibitions against uncontrolled vehicular beach access pursuant to the Habitat Conservation Plan and the County Beach Code, as amended.
 - (e) Continued enforcement through the development permit review process of applicable Federal, State, or Local coastal construction zone requirements.
 - (f) Improvements to beach access and off-beach parking facilities as provided in the Recreation and Open Space Element.
- E.1.2.3. No motorized vehicles will be allowed on dune systems except for emergency vehicles.
- E.1.2.4. The County shall work with the appropriate State agencies and the Guana Tolomato Matanzas National Estuarine Research Reserve (GTMNERR) to increase public awareness of the economic value of the County's coastal resources, estuaries, marine resources, and coastal wildlife.

- E.1.2.5. The County shall encourage the construction and use of dune walkovers and continue to provide off-beach vehicular parking to protect beaches, dunes, and coastal vegetation and ensure vehicular and pedestrian traffic does not harm the natural dune features.

Objective E.1.3. Coastal Protection

The County shall protect, enhance, and restore the environmental quality of the County's Coastal Area waterways and wildlife. Waters that flow into either the ocean or the estuary shall be protected through established conservation techniques identified in the County Land Development Code, other applicable County programs and policies, and cooperation with appropriate State and Federal Agencies.

Policies

- E.1.3.1. The County shall coordinate and provide technical assistance to Federal and State agencies preparing applicable studies that will maintain and increase water quality based on established water body classification.
- E.1.3.2. The County shall monitor and, when necessary, coordinate permitting activities with other regulatory agencies for projects which may impact the quality of the Coastal Area Waterways.
- E.1.3.3. The County shall protect or enhance Coastal Area water quality for wildlife propagation, fishing, shell fishing, recreation, navigation, and other related activities and shall improve Outstanding Florida Waters and Class II and Class III waters, as defined in Chapter 62-302, Florida Administrative Code, by:
 - (a) Requiring On-site Sewage Treatment and Disposal System (OSTDS) users to connect to public or private wastewater systems pursuant to policies set forth in the Infrastructure and Conservation elements.
 - (b) Requiring new development to meet the standards and requirements of the County's Land Development Code pursuant to the requirements set forth in the Infrastructure element.
 - (c) Using its Master Stormwater Management Study to evaluate the stormwater design capacity of stormwater management systems so run-off shall not degrade the coastal resources.
 - (d) Prohibiting untreated direct discharge of stormwater runoff into Outstanding Florida Waters or Class II waters for all new development.
 - (e) Designing stormwater systems to County, State, and Federal standards.
 - (f) Requiring new development to meet the standards and requirements of the County's Environmentally Sensitive Lands (ESL's) Land Development Code (LDC) adopted pursuant to the Conservation element.
 - (g) Requiring OSTDS to be inspected and permitted by the State Health Department as specified in the Conservation element.
 - (h) Coordinating with DEP on the enforcement of waste water discharge standards into Outstanding Florida Waters, Class II, and Class III waters, as defined in Chapter 62-302, Florida Administrative Code, pursuant to the Land

Use element.

- (i) Continuing pursuit of agreements with private landowners for land application and other alternative means of wastewater reuse.
 - (j) Encouraging new development to cluster in the Coastal Area through application of the County's Planned Development regulations and the Optional Density Factors established by the Land Use Element.
- E.1.3.4. The County shall coordinate with the applicable State and Federal agencies so that docks and piers will not obstruct or alter natural water flow or restrict navigation routes.
- E.1.3.5. Development orders shall be designed to protect the type, nature, and function of floodplain, wetlands, waterways, inlets, estuaries, and lakes by limiting encroachment, removal of native vegetation, wildlife, pollution discharge, dredge and fill, drainage, or other impacts associated with development.
- E.1.3.6. The County shall continue to coordinate with the Guana Tolomato Matanzas National Estuarine Research Reserve (GTMNERR) and SJRWMD's Northern Coastal Basin (NCB) on the impact of development on water quality issues.
- E.1.3.7. The County shall support the SJRWMD's efforts to update and maintain current maps of submerged aquatic vegetation.
- E.1.3.8. The County shall permit when coordinated with Federal, State, and/or local agencies the use of local funds for shoreline stabilization and beach renourishment projects. Priority shall be given to projects which demonstrate a high cost-benefit ratio with the least impact to the offshore reef, inshore area, and beach and dune ecological communities.
- E.1.3.9. The County shall investigate alternatives to funding sources for projects in the Coastal Management Area to fund shoreline stabilization for the areas of critical erosion, impacts of wake and wave generated erosion, improve and protect water quality, preservation of marine, estuarine and beach dune communities and manage coastal waterfront community revitalization, redevelopment, and hazard mitigation.
- E.1.3.10. Vehicular parking areas shall be constructed with pervious surfaces which will allow water infiltration. where feasible and appropriate.

Objective E.1.4. Dependent Uses and Marina Siting

The County will give priority to water dependent uses that maximize the protection and beneficial use of coastal natural resources for development along shorelines.

Policies

- E.1.4.1. The County shall prioritize water-dependent uses with consideration to land use compatibility, availability of upland support services, existing protected status or ownership, hurricane contingency planning, protection of water quality, water depth, environmental disruptions and mitigation actions, availability of public use, and economic need and feasibility.
- E.1.4.2. The County shall continue to implement the Land Development Code regulations for Ports and Marinas that have been established based on the County's Water Dependent Uses and Marine Study of 2002, as may be amended periodically.
- E.1.4.3. The County shall prioritize shoreline uses that preserve historic, recreational, and/or commercial working waterfronts.
- E.1.4.4. The County shall limit the filling of wetlands or open water in order to accommodate water-related uses.

Objective E.1.5. Dredge and Fill

The County shall discourage dredging and filling in Coastal Areas.

Policies

- E.1.5.1. The construction of canals and man-made waterways shall not be considered for final approval by the County until all Federal and State permits have been acquired.
- E.1.5.2. All approved dredge and fill activities within the Coastal Area shall meet or exceed all applicable Federal, State, and Local drainage and floodplain standards, and shall be conditioned so as to:
 - (a) Minimize impacts on Environmentally Sensitive Lands and water quality.
 - (b) If applicable, allow for flushing of any newly constructed waterway to maintain water circulation patterns within estuaries and tributaries.
- E.1.5.3. The County shall continue to maintain standards for designation of dredged spoil disposal sites in the County's Land Development Code (LDC) based on the following criteria:
 - (a) Sites should be located near waterways to be dredged.
 - (b) Preferred sites should be areas that have been previously altered or disturbed containing non-native vegetation.
 - (c) Sites should not abut residential land uses unless sites are sufficiently large to adequately buffer the residential areas.
 - (d) Sites should not support Essential Habitat, listed species, or certain historically significant sites.
 - (e) Sites should not contain wetlands unless the wetlands are degraded/nonfunctional and the wetland impacts are mitigated.
 - (f) Sites shall be approved by all agencies that have jurisdiction over these facilities.
- E.1.5.4. Approved Best Management Practices (BMPs), published by the Florida Department of Environmental Protection (DEP) or the St. Johns River Water Management District (SJRWMD), shall be used before, during, and after construction to reduce siltation and erosion.

Objective E.1.6. *Dredged Spoil Disposal Sites*

The County shall provide sufficient land for dredged spoil disposal and shall establish standards for new disposal sites consistent with the Plan.

Policies

- E.1.6.1. The County shall consider standards for designation of dredged spoil disposal sites in the County land development regulations based on following site selection criteria:
 - (a) sites should be located near waterways to be dredged;
 - (b) preferred sites should be areas that have been previously altered or disturbed containing non-native vegetation;
 - (c) sites should not abut residential land uses unless sites are sufficiently large to adequately buffer the residential areas;
 - (d) sites should not support Essential Habitat, Listed Species, or contain historically significant resources;
 - (e) sites should not contain wetlands, unless the wetlands are degraded/non-functional, and the wetland impacts are mitigated;
 - (f) sites shall be approved by all agencies that have jurisdiction over these facilities.

- E.1.6.2. The County shall coordinate with the Florida Inland Navigation District (FIND) for the future planning and locations of spoil disposal sites to ensure the availability of appropriate sites.

Objective E.1.7. Protection of Coastal Historical /Archaeological Resources

The County shall protect and preserve historic and archaeological resources within the Coastal Area.

Policies

- E.1.7.1. The County shall continue to implement historic and archeological preservation Land Development Code (LDC) and the Historic Resources Review Board shall provide for the identification, protection, preservation, and maintenance of significant historic and archaeological resources, including those within the coastal zone. The Land Development Code (LDC) shall address or establish criteria, standards, or procedures:
- (a) To provide protection for resources listed on the Florida Master Site File, the National Register of Historic Places, or any existing or future local register of historic places.
 - (b) Outline standards for the identification and evaluation of historic and archaeological resources.
 - (c) Establish procedures for evaluating development proposals for their impact upon historic and archaeological resources.
 - (d) Establish procedures to require that all public and private development and redevelopment proposals within the Coastal Area, including those for infrastructure, be reviewed for their impact upon designated historic resources.
 - (e) Establish procedures to require that all public and private development and redevelopment activities, including those for infrastructure, cease for the minimum time necessary when historic or archaeological artifacts are discovered to allow for an evaluation of the find's historic significance.
- E.1.7.2. The County shall coordinate with the Division of Historic Resources to update the existing Master Site File Surveys, as appropriate.
- E.1.7.3. The County shall utilize feasible, incentive-based techniques for the historic and archaeological preservation such as TDRs, tax abatement, or waiving certain zoning requirements (setbacks, lot coverage and parking, etc.).

Objective E.1.8. Infrastructure

Routing of new infrastructure and public services within the Coastal Area shall be designed to direct growth away from Environmentally Sensitive Lands (ESL) and the Coastal High Hazard Area (CHHA) and to limit public expenditures within the CHHA.

Policies

- E.1.8.1. New public infrastructure shall be planned and designed to be compatible with adjacent land uses, both existing and future, and shall not promote development located in Environmentally Sensitive Lands (ESLs).
- E.1.8.2. The Coastal High Hazard Area shall have the same meaning as in Chapter 163.3178(2) (h), Florida Statutes.
- E.1.8.3. New public infrastructure and public services shall be constructed and expanded in an orderly manner, with costs shared as appropriate, on a proportionate basis, by those benefiting from the service.
- E.1.8.4. New roads, pipelines, and other public infrastructure within the Coastal Area shall be planned and constructed in a manner that will minimize impact upon coastal marshes, wetland, and surface water. New infrastructure development within the Coastal Area shall be subject to the Land Development Code and requirements established within the Conservation element and other applicable parts of this Comprehensive Plan.
- E.1.8.5. Consistent with applicable law, all new infrastructure, utilities, and drainage improvements shall be constructed concurrently with the impacts of development, or in accordance with a phased plan approved by St. Johns County, all pursuant to the Concurrency Management System (CMS) established the Capital Improvements element.
- E.1.8.6. Public expenditures within the CHHA shall be limited pursuant to policies identified within the Capital Improvements element.
- E.1.8.7. Coastal utilities development and improvements shall be subject to the County Land Development Code and the St. Johns County Utility Ordinance, as amended.

Objective E.1.9. Hurricane Evacuation Time

The County shall strive to reduce or maintain hurricane evacuation times.

Policies

- E.1.9.1. The County shall maintain the hurricane evacuation time in accordance with the State's Regional Evacuation Studies for a category 5 storm event for an out-of-county hurricane evacuation.
- E.1.9.2. The County shall continue to implement land development regulations that assess the impact of new development and redevelopment on hurricane evacuation times.
- E.1.9.3. The County shall map and annually review evacuation route needs to ensure that the necessary improvements are incorporated within the Capital Improvement Element, Transportation Element, and the FDOT five year work program.
- E.1.9.4. St. Johns County shall attempt to limit the density within the Coastal High Hazard Area, as allowed by law, to avoid increased evacuation times.
- E.1.9.5. The County will consider and update, as appropriate, hurricane related maps and information upon completion of the NOAA funded Northeast Florida Regional Council's Statewide Regional Evacuation Study or other relevant studies.
- E.1.9.6. Amendments to the Comprehensive Plan in the Coastal High Hazard Area shall not be approved which will result in an increase in hurricane evacuation times without mitigation of the adverse impact to evacuation times.
- E.1.9.7. A proposed development in a hurricane evacuation zone which is anticipated to utilize ten percent (10%) or more of an identified hurricane evacuation route's level of service E hourly directional maximum service volume, as defined by the Florida Department of Transportation's Generalized Hour/Peak Direction Level of Service Maximum Volumes, will be identified as having an adverse regional impact. These adverse impacts shall be mitigated.

Objective E.1.10. Post Disaster Planning, Coastal Area Redevelopment, Sea Level Rise, Peril of Flood, and Hurricane Preparedness

The County shall prepare post-disaster redevelopment plans which will reduce or eliminate the exposure of human life and public and private property to natural hazards by implementing the policies of the Comprehensive Plan. The County shall restrict or limit certain activities in the Coastal High Hazard Areas (CHHA) which is defined in Section 163.3178(2)(h), Florida Statutes to reduce the flood risk in coastal areas and the related impacts of sea-level rise defined in Chapter 163.3178(2)(f)1, F.S.

Policies

- E.1.10.1. The County shall update its Hurricane Evacuation Plan and Comprehensive Emergency Management Plan every four years and shall re-evaluate their effectiveness immediately after a major disaster event to recommend and adopt appropriate modifications.
- E.1.10.2. The St. Johns County's Comprehensive Emergency Management Plan shall be used as the operational guide to prepare for the response to, and recover from, a tropical storm, hurricane, or other emergency.
- E.1.10.3. The County shall update its hurricane guide showing evacuation routes, hurricane hazards, safety procedures, shelters, and other pertinent information for its citizens.
- E.1.10.4. Disaster preparedness plans shall include accommodations for the handicapped and indigent, including transportation and sheltering.
- E.1.10.5. The County shall coordinate disaster preparedness plans with adjacent counties and municipalities.
- E.1.10.6. The County shall prioritize immediate repair and cleanup actions and permitting activities following a natural disaster using the following standards:
 - (a) The County shall ensure that damage assessment occurs pursuant to the local Comprehensive Emergency Management Plan to collect initial storm damage data following a disaster
 - (b) Priority activities shall include immediate repair and cleanup actions needed to protect the public health and safety including repairs to potable water, wastewater, and power facilities; the removal of debris; the stabilization or removal of structures about to collapse; and, minimal repairs to make dwellings habitable.
 - (c) Long term repairs and redevelopment activities shall be postponed until the priority short term activities have been completed.
- E.1.10.7. The County shall, through its interdepartmental, regional, and state efforts, continue to investigate redevelopment strategies, including build back standards, within the CHHA. The County shall continue, by adoption of Land Development Code, as necessary or appropriate, adopt policies to direct long-term redevelopment

activities within storm damaged areas. The policies shall, at a minimum, address the following issues:

- (a) A formal decision making process to evaluate options for damaged public facilities including abandonment, repair in place, relocation and reconstruction with structured modifications.
- (b) Consider the need for Comprehensive Plan Amendments to effect hazard mitigation activities.
- (c) Potential relocation of habitable structures which have incurred damage from a natural disaster event where damage is greater than seventy-five (75%) percent of their assessed value to new locations that are outside the CHHA, provided that sufficient land is available on the subject parcel for such relocation and property rights issues can be addressed.
- (d) Utilization of improved construction site development practices during redevelopment in a manner consistent with the Land Development Code to minimize the risk of recurrent damage.

E.1.10.8. The County shall minimize the disturbance of natural shoreline resources that provide shoreline stabilization and protect landward areas from the effects of storm events.

E.1.10.9. The County shall require that all project approvals within the CHHA meet certain criteria, performance standards and procedures, as adopted in the County's Land Development Code, including at a minimum:

- (a) Where appropriate and consistent with applicable law, requirements for additional user fees or surcharges for CHHA infrastructure to ensure that additional costs of design, construction, maintenance, or replacement of public infrastructure within the CHHA, not otherwise present in the areas outside the CHHA, are completely paid for by the projects within the CHHA, and not by the general public.
- (b) Special standards for the design and construction of all infrastructure within the CHHA to minimize risks of damage to such infrastructure, where increased risks of damage due to coastal flooding can be reasonably anticipated.
- (c) Consistent with applicable law, specific authorization for the use of special assessments within the CHHA to recoup expenditures for repair of damage to public or private infrastructure within a reasonable time frame, where storm related damage is incurred.
- (d) Required notification to residents and businesses located within the CHHA that specific standards or additional costs may be associated with locating within the CHHA.

- (e) Requirements for the development of hurricane evacuation plans for the proposed project, in coordination with the County's Emergency Management Division, and requirements for the implementation of such planning by the developers of the project and their successors.
- E.1.10.10. New publicly funded buildings in St. Johns County should be designed to serve as evacuation shelters where feasible. Law enforcement, fire rescue, and emergency medical buildings shall be designed to function as emergency shelters for their mission personnel and equipped with an emergency power supply.
- E.1.10.11. The County shall prohibit new development of adult congregate living facilities, nursing homes for the aged, total care facilities, hospitals, correctional facilities, and similar developments within the CHHA.
- E.1.10.12. The County shall consider, and as necessary implement where appropriate, the recommendations of the St. Johns County Mitigation Strategy.
- E.1.10.13. The County shall not approve Comprehensive Plan Amendments that increase the residential density on the Future Land Use Map within the CHHA.
- E.1.10.14. St. Johns County shall evaluate development orders for their impacts on traffic circulation, evacuation routes, on-site hurricane shelter provisions, and proximity to off-site shelter facilities within the Storm Category Zone 1, 2, and 3.
- E.1.10.15. St. Johns County shall coordinate with the School Board to make sure that future school facilities are located outside areas susceptible to hurricane or storm damage or areas prone to flooding or as consistent with Chapter 235 of the Florida Statutes and Florida Building Code, regarding flood plain and school building requirements.
- E.1.10.16. Where shelter deficits exist, an adverse regional impact is a proposed development with anticipated public shelter space demand that will require 200 spaces or five percent (5%) of the shelter space capacity or, where shelter deficits do not exist, an adverse regional impact is a proposed development with anticipated public shelter space demand that will cause a deficit of 200 spaces or more. These adverse impacts shall be mitigated.
- E.1.10.17. Consistent with the Northeast Florida Regional Council Strategic Regional Policy Plan (SRPP), the County shall strongly encourage new mobile home and RV parks to have on-site shelter facilities for their residents or plans for alternative off-site shelters. On-site shelter facilities may include public meeting buildings, community centers, and recreational centers as long as designed to hurricane shelter standards.
- E.1.10.18. Consistent with the Northeast Florida Regional Council Strategic Regional Policy Plan (SRPP), the County shall strongly encourage new apartment complexes and condominiums located outside of hurricane evacuation areas to provide on-site shelter space.
- E.1.10.19. The County shall update, as appropriate, hurricane related maps and information

upon completion of the NOAA funded Northeast Florida Regional Council's Statewide Regional Evacuation Study.

- E.1.10.20. The County will monitor sea level rise data and the potential effects sea level rise has on the natural and built environment to consider the most current and credible sea level rise data when planning long term infrastructure, capital improvement expenditures, and adaptation and mitigation strategies.
- E.1.10.21. The County will participate with regional collaboration on sea level rise including efforts to reduce vulnerabilities, to implement adaptation measures where feasible, and to identify funding opportunities.
- E.1.10.22. When considering new development, redevelopment, and requests for increased density the County shall consider the implications of potential rise in sea level and the hazards of developing seaward of the Coastal Construction Control Line.
- E.1.10.23. The County may consider implementing development standards to improve resiliency in identified areas of the County that are vulnerable to tidal fluctuations, coastal erosion, hurricanes, tropical storms, high water tables, flooding, and other impacts of rising water.
- E.1.10.24. The County Emergency Management will coordinate with the Florida Division of Emergency Management and other agencies efforts to incorporate sea level rise effect on storm surge impacts into the remapping of potential hazard areas in coastal zones, and incorporate where appropriate in the relevant portions of the Local Mitigation Strategy (LMS) to reduce risk to human life and property from disasters.
- E.1.10.25. Any development or redevelopment in areas at high risk of flooding due to storm surge, high tide events, flash flood, stormwater runoff, and sea level rise shall meet or exceed the flood-resistant construction requirements in the Florida Building Code, as amended, including Section R322, Flood Resistant Construction. The County shall meet all applicable Federal, State, regional, and local permitting regulations including 44 C.F.R. part 60, as may be amended.
- E.1.10.26. The County shall continue the St. Johns County Local Mitigation Strategy (LMS) which serves as the County's Floodplain Management Plan for the Community Rating System (CRS) and continue to participate in the CRS of the National Flood Insurance Program (NFIP). The County shall meet the requirements of the NFIP for community participation as set forth in the Title 44 Code of Federally Regulations, Section 59.22, in order to reduce flood losses and achieve flood insurance premium discounts for residents.
- E.1.10.27. New development and redevelopment in areas at high risk of flooding due to storm surge, high tide events, flash flood, stormwater runoff, and sea level rise shall consider building design specifications, engineering solutions, site development techniques, and management practices such as higher minimum floor elevations, retrofitting buildings for increased flood risk, designing infrastructure that can

withstand higher water levels such as raising seawalls and installing tidal valves, retreat, and implementing natural drainage features; and is encouraged to use these building design specifications, engineering solutions, and management practices to remove coastal real property from flood zone designations established by the Federal Emergency Management Agency.

- E.1.10.28. The County shall continue to require development and redevelopment seaward of the Coastal Construction Control Line (CCCL) established pursuant to Section 161.053 F.S. be consistent with Chapter 161 of the Florida Statutes.