I. Overview

This request is for an administrative text amendment to Chapter 2, the Transportation Element of the Comprehensive Plan. The purpose is to recognize two newly designated state scenic highways, formally named the River of Lakes Heritage Corridor Scenic Highway and Heritage Crossroads: Miles of History. To achieve this, an amendment to Policy 2.3.3.3 and Figure 2-8 of the Transportation Map Series is required.

II. Discussion of Amendment

The County Council has adopted resolutions showing support of both scenic highway designations. On September 18th, 2008, County Council approved Resolution No. 2008-158 supporting designation and implementation of the River of Lakes Heritage Corridor Scenic Highway. On November 13th, 2008, County Council approved Resolution No. 2008-191 supporting the state designation of the Heritage Crossroads: Miles of History. Both resolutions are attached as supporting documentation for this staff report.

Florida scenic highways are managed by non-profit groups called Corridor Management Entities (CME). In order to participate in grant opportunities of the Florida Scenic Highway Program, a CME must prove “evidence of support” from the local government. This support is evidenced by:

1) Adoption of the Corridor Management Plan’s (CMP) vision statement into the local
government's Comprehensive Plan; and,
2) Adoption of the scenic highway's location map into the local government's Comprehensive Plan.

In order to achieve the first requirement, policy 2.3.3.3 is proposed to be amended to adopt by reference the vision statement of each of the scenic highways as found in the corresponding Corridor Management Plans. The proposed amendment is as follows (words in underline format are additions):

2.3.3.3. Volusia County will adopt by reference the Corridor Vision of the following Florida State designated scenic highways (as found in the corresponding Corridor Management Plan):

- The Ormond Scenic Loop and Trail
- Florida Black Bear Scenic Byway
- River of Lakes Heritage Corridor Scenic Highway
- Heritage Crossroads: Miles of History

To achieve the second requirement, Figure 2-8, Scenic Corridors 2025 Map, of the Comprehensive Plan is proposed to be amended to include the alignment of both of the highways within the County's jurisdiction (see attached Figure 2-8).

III. Findings

The County is committed through the Comprehensive Plan, Chapter 2, Goal 2.3, to recognize and support scenic highway programs and the management of a system of scenic corridors which reflect the varying aesthetic qualities of the County.

The addition of these new scenic highways fits within the County’s policies that are already adopted into the Comprehensive Plan. Goal 2.3 recognizes state designated scenic highways, and objectives 2.3.1 and 2.3.3, and their accompanying policies, provide for coordination between the County, State, and Corridor Management Entities for successful implementation of the scenic highways program.

IV. Staff Recommendation

Staff recommends that the PLDRC forward the amendment to County Council with the recommendation of approval to transmit to the Department of Community Affairs and the Volusia County Growth Management Commission.

V. Attachments

Proposed Figure 2-8
Resolution of Support for the River of Lakes, Adopted by Resolution No. 2008-158
Map of River of Lakes Heritage Corridor Scenic Highway
Vision Statement for River of Lakes Heritage Corridor Scenic Highway
Resolution of Support for the Heritage Crossroads, Adopted by Resolution No. 2008-191
Map of Heritage Crossroads: Miles of History
Map of Heritage Crossroads (Volusia County portion)
Vision Statement for Heritage Crossroads: Miles of History
Ordinance 2009-xx
RESOLUTION NO. 2008–158

A RESOLUTION OF THE COUNTY COUNCIL OF VOLUSIA COUNTY, FLORIDA, ENDORSING THE DESIGNATION OF THE "RIVER OF LAKES HERITAGE CORRIDOR SCENIC HIGHWAY" AS A FLORIDA SCENIC HIGHWAY AND NATIONAL SCENIC BYWAY AND THE PROPOSED CORRIDOR MANAGEMENT PLAN IN ACCORDANCE WITH FLA. STAT. 335.093 AND RULE 14.15.016, F.A.C.; AUTHORIZING COUNTY STAFF TO PARTICIPATE IN SUPPORTING EFFORTS TO DESIGNATE AND IMPLEMENT DESIGNATION; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, a Corridor Advocacy Group, known as the River of Lakes Heritage Corridor Scenic Highway Corridor Advocacy Group, has been formed for the purpose of advocating the proposed River of Lakes Heritage Corridor Scenic Highway, as provided by Florida Statutes 335.093 and 23 U.S.C. 162 for the designation and implementation of a Florida Scenic Highway and National Scenic Byway, respectively; and

WHEREAS, the proposed Florida Scenic Highway and National Scenic Byway advocates that the River of Lakes Heritage Corridor Scenic Highway runs along U.S. Highways 17 and 17/92 beginning at the Volusia/Putnam county line and proceeding south to the bridge crossing the St. Johns River at Lake Monroe, and includes specified feeder roads that access important intrinsic resources; and

WHEREAS, the purpose of the scenic highway and byway designations is to protect, enhance, preserve and maintain the intrinsic resources of the designated corridor, while utilizing these resources for appropriate economic development, recreation, and tourism; and

WHEREAS, significant benefits of additional economic development, recreational amenities, resource conservation, aesthetic enhancement and public education can result from the scenic highway and byway designations; and

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY COUNCIL OF VOLUSIA COUNTY, FLORIDA, AS FOLLOWS:

SECTION I: The County Council supports the designation of the River of Lakes Heritage Corridor Scenic Highway ("ROLHCSC") as a Florida Scenic Highway and National Scenic Byway. The primary roadway that identifies the "ROLHCSC" is US 17 and US 17/92 beginning at the Putnam/Volusia County line and proceeding south through the towns and cities of Seville, Pierson, Barberville, DeLeon Springs, DeLand, Orange City, and DeBary to the bridge crossing the St. Johns River at Lake Monroe. The corridor also includes the City of Lake Helen and the communities of Cassadaga, Osteen,
Samsula, Enterprise and Glenwood. To include valuable intrinsic resources the following feeder roadways are included: CR 3 that runs parallel to US 17 from just above Pierson to DeLeon Springs; Grand Avenue (CR 4053) connecting DeLeon Springs through Glenwood to DeLand; New York Avenue (SR 44) from the St. Johns River Bridge to Summit Avenue (CR 4139) and then Summit Avenue south to Martin Luther King Jr. Beltway (CR 4101); the western segment of West Old New York Avenue (CR 4110) to Hontoon Road (CR 4125) and then Hontoon Road south to the St. Johns River; Dirksen Drive (CR 4162) from US 17/92 east to Lakeshore Dr. /Enterprise-Osteen Rd. (CR 5758) then south on SR 415 to the St. Johns River; and SR 11 from US 92 to the north Volusia/Flagler County line where the proposed scenic highway meets up with Heritage Crossroads: Miles of History Scenic Highway. A copy of the “ROLHCSC” Designation Application and Corridor Management Plan will be submitted for Council approval.

SECTION II: The County Manager is hereby authorized to participate in supporting efforts to designate and implement the River of Lakes Heritage Corridor Scenic Highway as a Florida Scenic Highway and National Scenic Byway.

SECTION III: Upon approval of the Corridor Management Plan by the Florida Department of Transportation, the County Council will consider incorporating into the County Comprehensive Plan a map displaying the “ROLHCSC,” the Corridor Vision statement, and the appropriate goals, objectives and policies.

SECTION IV: A copy of this resolution shall be incorporated into the minutes and official records of the County Council of Volusia County, Florida, and sent to the Florida Department of Transportation.

SECTION V: This resolution shall take effect immediately upon adoption.

THIS RESOLUTION DUTY PASSED AND ADOPTED ON THIS 18th DAY OF September A.D. 2008, by the County Council of Volusia County, Florida, at its regular meeting duly assembled.

COUNTY OF VOLUSIA, FLORIDA

[Signatures]

APPROVED AS TO FORM AND LEGALITY:

Daniel Eckert, County Attorney
4.0 CORRIDOR VISION

The River of Lakes Heritage Corridor borders Florida’s only federally designated American Heritage River, the 310-mile-long St. Johns River, and encompasses 15 historically and culturally distinct towns. The vision of the Corridor Management Entity (CME) has led to roadway and adjacent enhancements that reflect the Corridor’s historic and rural character. Linking the River of Lakes Heritage Corridor with other scenic highways including the Florida Black Bear Scenic Byway and the Heritage Crossroads: Miles of History creates a cohesive network of interesting and attractive Florida roadways. Coordination with these designated highways has provided additional cross marketing and promotional opportunities.

Strong public-private partnerships and grass-roots outreach efforts continue to engender community support and participation. Partners work to preserve and protect our agricultural and rural landscapes, environmental lands and habitats, and scenic, cultural and historic resources. The Corridor’s rich archaeological, natural and cultural heritage is communicated to residents and visitors through festivals, interactive interpretive displays, educational programs, town hall meetings, historical markers, informational signage, brochures and a website.

The Heritage Corridor has improved access to its national, state, county and local parks, refuges and preserves. Multi-use trails and paths facilitate family friendly outdoor recreation that includes bicycling, camping, canoeing, fishing, hiking, horseback riding, hunting, kayaking and wildlife viewing. Trails have been enhanced with attractive trailheads, multi-language interpretive signage, interactive displays and historical markers. They connect with state and local trails creating a network of multi-use trails.

Additional multi-modal transportation enhancements such as commuter rail and bicycle lanes draw residents and visitors to and through the Corridor, and encourage alternative forms of transportation along busy highways. Streetscapes connect historic districts and create a sense of community, preserving the region’s small-town atmosphere. The successful DeLand mural program has been extended throughout the Corridor and new murals are added regularly to depict the region’s rich cultural heritage.

Our National Register historic districts continue to encourage preservation and restoration of historic structures throughout the Corridor. Other notable historic preservation efforts have been focused on the Strawn Packing House & Sawmill, the Seville School, the Barberville Central High School, the Underhill House, the Iglesia Cristiana Church and the Thornby Property.

The River of Lakes Heritage Corridor CME maintains strong partnerships among the communities of the Corridor. County, city and other governmental comprehensive plans have been integrated with protection efforts to preserve the unique historic, cultural and scenic value of West Volusia.
RESOLUTION 2008 – 191


WHEREAS, a Corridor Advocacy Group (CAG), known as the Heritage Crossroads: Miles of History CAG, has been formed for the purpose of advocating the proposed Heritage Crossroads: Miles of History Heritage Highway, as provided by Section 335.093, Florida Statutes and 23 U.S.C. § 162 for the designation and implementation of a Florida Scenic Highway; and

WHEREAS, the proposed Florida Scenic Highway’s project limits traverse a 98-mile corridor that follows the following route: Beginning at the southern boundary of Flagler County, proceed north on Old Kings Road, crossing SR 100 into Palm Coast, and continuing northward to US 1. Turn north on US 1 to CR 204 in St. Johns County, turning west. Continue to Old Brick Road (CR 13), and turn south; travel southward to Espanola. At Espanola, continue west on CR 205 to US 1 and Bunnell; or travel southeast on CR 13 to US 1, and into Bunnell. Proceed south on US 1 to Korona, then southeast on South Old Dixie Highway, crossing I-95 into Volusia County at Walter Boardman Lane. Proceed northward into Flagler County on John Anderson Highway to SR 100. Turn east and continue to Flagler Beach, then back track westward through Bunnell on SR 100, crossing US 1 and continuing southward on SR 11 to the county line; and

WHEREAS, the purpose of the scenic highway designation is to protect, enhance, preserve and maintain the intrinsic resources of the designated corridor, while utilizing these resources for appropriate economic development, recreation and tourism; and

WHEREAS, significant benefits of additional economic development, recreational amenities, resource conservation, aesthetic enhancement and public education can result from the scenic highway designation; and

NOW, THEREFORE, BE IT RESOLVED BY THE COUNTY COUNCIL OF THE COUNTY OF VOLUSIA, FLORIDA, AS FOLLOWS:

SECTION ONE. The County Council supports the designation of the Heritage Crossroads: Miles of History Heritage Highway, as a Florida Scenic Highway.

SECTION TWO. The County Manager is hereby authorized to participate in supporting efforts to designate and implement the Heritage Crossroads: Miles of History as a Florida Scenic Highway.
SECTION THREE. All resolutions or parts of Resolutions in conflict herewith are hereby repealed.

SECTION FOUR. A certified copy of this Resolution shall be sent to the Florida Department of Transportation.

SECTION FIVE: The Heritage Crossroads: Miles of History Corridor Map is attached as Figure 1.

SECTION SIX. This Resolution shall take effect immediately upon its adoption.

THIS RESOLUTION DULLY PASSED AND ADOPTED ON THIS 13th DAY OF NOVEMBER, A.D. 2008, by the County Council of Volusia County, Florida, at its regular meeting duly assembled.

ATTEST:  

COUNTY OF VOLUSIA, FLORIDA

[Signature]  
James Dinnen, County Manager

Frank T. Bruno, Jr., County Chair

APPROVED AS TO FORM AND LEGALITY:

[Signature]  
Daniel Eckert, County Attorney
Corridor Map

Flagler County, Florida

Approx. Scale in Miles

LEGEND

Heritage Crossroads Heritage Corridor
A1A Scenic & Historic Coastal Byway
Ormond Scenic Loop & Trail
River of Lakes Heritage Corridor
Lehigh Greenway Rail Trail
County Boundary

Source: Flagler County Government

Figure 1
3.0 CORRIDOR VISION

The Heritage Crossroads: Miles of History (Heritage Crossroads) Corridor Management Entity (CME) is applying for designation through the Florida Scenic Highways Program (FSHP) as a heritage highway.

The CME envisions a unique opportunity for the curious and adventurous to experience the byways of a region rich in history and potential. The 98-mile loop and spur route follows the ongoing story of exploration and colonization that began 12,000 years ago and continues today. The Heritage Crossroads corridor is a key component of the “Southern Passages: the Atlantic Coast,” an emerging National Heritage Area (NHA) that roughly traces the original Kings Road of the 1700s that begins to the south at New Smyrna Beach, Florida with a northern limit that continues past the Georgia terminus north to Georgetown, South Carolina.

Agricultural activities such as potato and cabbage farming, timber and citrus, horse and cattle ranching co-exist with an expanding community of diverse and cosmopolitan residents in this region. The extensive water resources, both fresh and salt, provide recreational and commercial prospects for residents and visitors.

Exploration, documentation and preservation of unique archaeological and historical sites in the area are ongoing, assuring these historical treasures are a current and future part of the cultural richness of the area. The Heritage Crossroads corridor is the ribbon that ties together these unique attributes.

These historically significant components will be brought together as part of the Heritage Crossroads corridor to visually enhance the human spirit with the unique stories and connection to nature. The crossroads will wed the past with the present and serve as an example for understanding and appreciation for the heritage of the area through community pride and a sense of place. The Heritage Crossroads Vision is to protect and promote the historical resources of the region that encompasses portions of Flagler, St. Johns and Volusia Counties within the 98-mile corridor through shared community goals and objectives.

Once Heritage Crossroads is designated the CME plans to develop a mission statement that will therefore transition the Goals, Objectives and Strategies with the accompanying Action Plan from policy to implementation.
ORDINANCE 2009-

AN ORDINANCE OF THE COUNTY COUNCIL OF
VOLUSIA COUNTY, FLORIDA, AMENDING THE VOLUSIA
COUNTY COMPREHENSIVE PLAN ORDINANCE NO. 90-
10 AS PREVIOUSLY AMENDED, BY AMENDING POLICY
2.3.3.3 OF CHAPTER 2, “TRANSPORTATION ELEMENT”
TO IMPLEMENT FLORIDA SCENIC HIGHWAY PROGRAM
REQUIREMENTS FOR THE RIVER OF LAKES HERITAGE
CORRIDOR SCENIC HIGHWAY AND THE HERITAGE
CROSSROADS: MILES OF HISTORY HERITAGE
HIGHWAY, AND BY AMENDING FIGURE 2-8 OF THE
“TRANSPORTATION MAP SERIES” TO INCORPORATE
SAID SCENIC HIGHWAYS; BY AUTHORIZING
INCLUSION IN THE VOLUSIA COUNTY
COMPREHENSIVE PLAN; BY PROVIDING FOR
SEVERABILITY; BY PROVIDING FOR AN EFFECTIVE
DATE.

WHEREAS, Section 163.3161, et seq., Florida Statutes, creates the Local
Government Comprehensive Planning and Land Development Regulation Act,
hereinafter referred to as the “Act”; and

WHEREAS, Section 163.3167, Florida Statutes, requires each county in the
State of Florida to prepare and adopt a Comprehensive Plan as scheduled by the
Florida Department of Community Affairs; and

WHEREAS, the Volusia County Council has adopted the Volusia County
Comprehensive Plan Ordinance No. 90-10, pursuant to the Act; and

WHEREAS, Section 163.3187, Florida Statutes, provides for amendments to the
adopted Comprehensive Plan by the local government not more than twice during each
calendar year; and

WHEREAS, the County Council of Volusia County, Florida desires to take
advantage of this statute and amend the Volusia County Comprehensive Plan; and
WHEREAS, the County Council of Volusia County, Florida has provided for broad dissemination of these proposed amendments to this Plan in compliance with Florida Statutes Sections 163.3181 and 163.3184(15); and

WHEREAS, pursuant to Section 163.3174, Florida Statutes, Volusia County Zoning Ordinance No. 80-8, as amended, has designated the Volusia County Planning and Land Development Regulation Commission as the local planning agency for the unincorporated area of Volusia County, Florida;

NOW, THEREFORE, BE IT ORDAINED BY THE COUNTY COUNCIL OF VOLUSIA COUNTY, FLORIDA, AS FOLLOWS:

The Volusia County Comprehensive Plan, Ordinance No. 90-10, as previously amended, is further amended as follows:

SECTION I: Revising Chapter 2 of the Transportation Element by amending Policy 2.3.3.3 to adopt by reference the Corridor Vision of the Black Bear Scenic Byway as found in the Corridor Management Plan. Said amendment shall be as follows (words in underline format are additions):

2.3.3.3. Volusia County will adopt by reference the Corridor Vision of the following Florida State designated scenic highways (as found in the corresponding Corridor Management Plan):

- The Ormond Scenic Loop and Trail
- Florida Black Bear Scenic Byway
- River of Lakes Heritage Corridor Scenic Highway
- Heritage Crossroads: Miles of History Heritage Highway

Section II: Revising Chapter 2 of the Comprehensive Plan by amending the Transportation Map Series Figure 2-8 to include the River of Lakes Heritage Corridor Scenic Highway and the Heritage Crossroads: Miles of History Heritage Highway state
designated scenic highways. Said amendment is appended hereto as Exhibit A and by reference made a part hereof.

SECTION III: SEVERABILITY. Should any section or provision of this Ordinance, or application of any provision of this Ordinance, be declared to be unconstitutional, invalid, or inconsistent with the Volusia County Comprehensive Plan, such declaration shall not affect the validity of the remainder of this Ordinance.

SECTION IV: EFFECTIVE DATE. A certified copy of this Ordinance shall be filed in the Office of the Secretary of State by the Clerk of the County Council within ten (10) days after enactment. This ordinance shall take effect upon the later of the following dates: a) issuance of a certificate of consistency or conditional certificate of consistency by the Volusia Growth Management Commission, and issuance of a final order by the State of Florida Department of Community Affairs determining this Ordinance to be in compliance with Florida Statutes Section 163.3184(9), or b) issuance of a final order by the State of Florida Administration Commission determining this Ordinance to be in compliance with Florida Statutes Section 163.3184(10).

ADOPTED BY THE COUNTY COUNCIL OF VOLUSIA COUNTY, FLORIDA, IN OPEN MEETING DULY ASSEMBLED IN THE COUNTY COUNCIL CHAMBERS AT THE THOMAS C. KELLY ADMINISTRATION CENTER, 123 WEST INDIANA AVENUE, DELAND, FLORIDA, THIS __ DAY OF _____________ A.D. 2009.

ATTEST:  COUNTY COUNCIL
COUNTY OF VOLUSIA, FLORIDA

James T. Dinneen, County Manager          Frank T. Bruno Jr., County Chair
Chapter 2: Transportation Element

Proposed Figure 2-8

Figure 2-8
Scenic Corridors 2025 Map
Volusia County, Florida

State Designated Scenic Highways

- Ormond Loop (adopted comp plan 08-2)
- Florida Black Bear
- Scenic Byway (pending comp plan 09-1 adoption)
- Heritage Crossroads, Mile of History Heritage Highway (proposed comp plan 09-3)
- River of Lakes Heritage Corridor (proposed comp plan 09-2)