



FLAGLER COUNTY

Flagler County Transit
Development Plan (TDP)
FY 2026-2035

March 2026

Prepared by



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CHAPTER 1.

INTRODUCTION AND PLAN OVERVIEW

1.A. Introduction to the TDP Development Process

The Flagler County 2026-35 Transit Development Plan (TDP) is Flagler County Public Transportation's (FCPT's) ten-year strategic plan for improving public transportation services and supporting facilities and equipment. The TDP documents existing conditions, evaluates current services, and identifies transit needs and opportunities. It also defines a prioritized implementation program for service, capital, and policy actions over the ten-year planning horizon. As a five-year major update, this TDP also provides the documentation and supporting analyses needed to guide near-term decision making and to position FCPT to pursue state and federal funding for eligible transit investments.

Development of the TDP followed a structured process designed to connect community needs with feasible and fundable recommendations. Key elements of the development process included:

- **Situational appraisal and baseline conditions analysis:** Compilation of demographic, household, economic, commuting, and land use conditions that influence transit demand and mobility needs in Flagler County, along with review of how these conditions are expected to change over time.
- **Evaluation of existing services and resources:** Review of FCPT's current service model, service area, staffing and organizational structure, operating characteristics, and performance trends, and capital assets and asset management practices to establish baseline performance and constraints.
- **Public and stakeholder engagement:** Implementation of a public involvement program and targeted outreach to gather input from riders, non-riders, community partners, and stakeholders, and to identify service needs, barriers, and priorities (summarized in Chapter 3).
- **Coordination with the metropolitan transportation planning process:** Ongoing coordination with the Volusia-Flagler Transportation Planning Organization (TPO) to align the TDP with the LRTP and related planning and programming activities, including use of regional forecasts and coordination on public involvement and data (summarized in Section 2.H).
- **Consistency review:** Review of relevant local, regional, and state plans and programs to ensure the TDP is consistent with broader transportation goals and local comprehensive planning direction (summarized in Section 2.I).
- **Development and prioritization of alternatives:** Identification and evaluation of service and capital alternatives, including corridor and market assessment, demand estimation, and prioritization of improvements (summarized in Chapter 4).
- **Ten-year implementation planning:** Development of a phased, prioritized schedule of projects and supporting financial plan, along with organizational and policy considerations needed to implement the recommended program (summarized in Chapter 5).

Together, these steps provide a defensible basis for identifying public transportation improvements that respond to local needs, reflect the county’s growth and development patterns, and align with regional planning and funding processes.

The TDP ultimately establishes a phased strategy that transitions FCPT from a primarily demand-response system toward a more diversified transit network aligned with county growth.

1.B. TDP Checklist

This TDP meets the requirements for a Five-Year TDP Major Update. A list of all required TDP elements from Rule 14-73.001, and where each requirement is developed in the TDP document, is provided in Table 1-1 (see below).

Table 1-1: TDP Reviewer's Checklist

TDP RULE MINIMUM REQUIREMENT		WHERE TO FIND IN THIS TDP DOCUMENT
FIVE-YEAR (MAJOR UPDATE) TDPs		
1	<input type="checkbox"/> Used TDP-specific PIP that has been approved by FDOT, or a local MPO-adopted PIP that has been approved by FTA and FHWA	Chapter 3
2	<input type="checkbox"/> Opportunities for public involvement are outlined in PIP	Chapter 3
3	<input type="checkbox"/> Included a description of the public involvement process used and the activities undertaken	Chapter 3
4	<input type="checkbox"/> Solicited comments from local/regional workforce board	Chapter 3
5	<input type="checkbox"/> Advised FDOT, the local/regional workforce board, local government comprehensive planning departments, and the MPO of all public meetings where the TDP was presented or discussed	Chapter 3
6	<input type="checkbox"/> Provided FDOT, the local/regional workforce board, local government comprehensive planning departments, and the MPO an opportunity to review and comment on the proposed transit projects needs and implementation timeline	Chapter 3
7	<input type="checkbox"/> Conducted relationship reviews of plans/studies as identified by TDP Rule	Chapter 2
8	<input type="checkbox"/> Reviewed the relationship between the TDPs Operating & Capital Program and other local plans	Chapter 2, 5
9	<input type="checkbox"/> To the extent possible, coordinated with local MPO on data and utilized MPO's L RTP socioeconomic forecasts for baseline year and future year data for the TDP	Chapter 2
10	<input type="checkbox"/> Coordinated with local MPO on L RTP outreach efforts by sharing outreach resources and findings, to the extent possible	Chapter 3
11	<input type="checkbox"/> Reviewed current UPWP, TIP, and Corridor Development Studies to ensure TDP is consistent with them	Chapter 2
12	<input type="checkbox"/> Coordinated with local MPO to inject transit-related guidance into L RTP goals and objectives and stay consistent with the goals and objectives in the L RTP	Chapter 2, 3, 4
13	<input type="checkbox"/> Coordinated with local MPO to support their efforts to consider/include TDP project priorities in UPWP and TIP updates and Corridor Development Studies	Chapter 3, 4, 5
14	<input type="checkbox"/> Assessed land use and urban design information in the service area	Chapter 2, 4
15	<input type="checkbox"/> Identified and evaluated priority transit corridors for the TDP and compared them with priority transit corridors in the L RTP, if any, for consistency and coordination	Chapter 2, 4
16	<input type="checkbox"/> Conducted 10-year annual projection of transit ridership using the software tool provided by FDOT, or using some other FDOT-approved estimation method and summarized ridership data	Chapter 4
17	<input type="checkbox"/> Included a 10-year Schedule of Projects, including descriptions, maps, timeframes, costs, and the types and levels of service and capital improvements	Chapter 5
18	<input type="checkbox"/> Included a 10-year Financial Plan with operating and capital expenses for the Schedule of Projects	Chapter 5
19	<input type="checkbox"/> Included a ranked List of Priority Projects based on the Schedule of Projects, showing description, type, location, and funding availability by project	Chapter 5
20	<input type="checkbox"/> Approved and adopted by the provider's governing body	3/16/2026
21	<input type="checkbox"/> Presented to the local MPO Board	3/25/2026
22	<input type="checkbox"/> Submitted to FDOT by March 1st or a revised date as agreed by FDOT	3/20/2026

CHAPTER 2.

BASELINE CONDITIONS AND OPERATING ENVIRONMENT

2.A. Chapter Overview

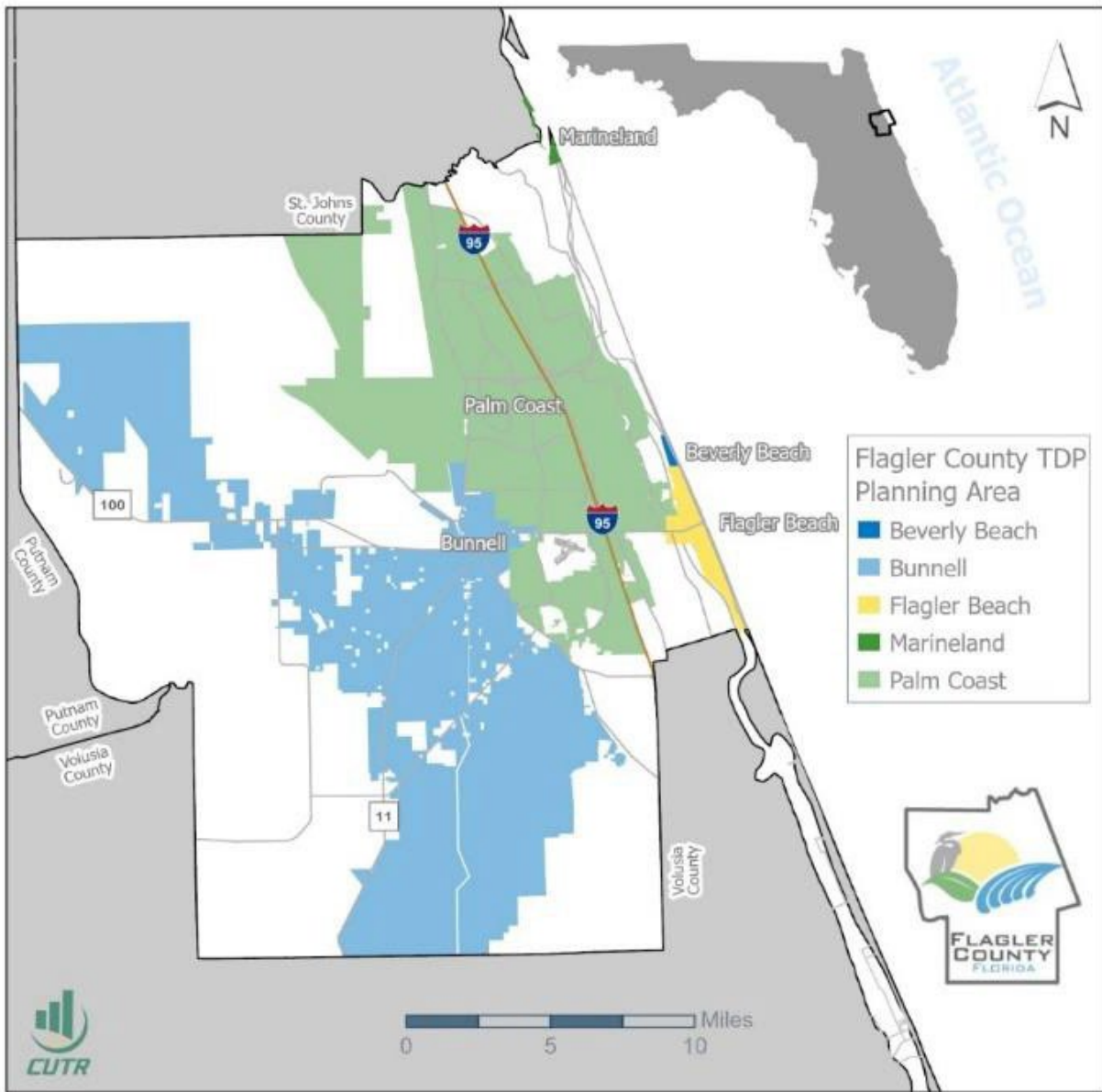
Flagler County is growing, aging, and regionally connected, with concentrated activity areas capable of supporting expanded transit, but existing service capacity, staffing, and dispersed development patterns require carefully phased and context-sensitive service improvements.

This chapter profiles Flagler County’s demographic, economic, commuting, and land use conditions that influence transit demand and mobility needs. It also summarizes existing public transportation services and the relevant planning and policy context that informs the TDP. Flagler County is growing and has a relatively large share of older adults; housing costs and regional commuting patterns further shape how residents travel and who may face mobility constraints. Together, these baseline conditions provide the foundation for later chapters that identify transit needs, evaluate service performance, and define short- and long-term priorities.

2.B. Study Area - Flagler County / FCPT Service Area

Flagler County includes urbanizing corridors, established community grids, extensive conservation lands, and a barrier island coastline. FCPT serves the full county, including Palm Coast, Bunnell, and Flagler Beach, and also supports trips to neighboring counties for medical and specialized services. Map 2-1 shows the county and the service area for FCPT’s existing demand-response services.

Map 2-1: Flagler County Study Area



2.C. Population Characteristics

Population growth and where residents concentrate help indicate where travel demand is increasing and where transit markets are most likely to emerge. Flagler County is projected to continue growing through 2050. The Bureau of Economic and Business Research (BEBR) forecast from April 2024 estimates a 2025 population of 139,900 under the medium scenario, rising to 202,000 by 2050 (Table 2-1). The forecast range is wide, from 146,800 (low) to 257,100 (high) in 2050, but all scenarios point to an overall increase in travel demand as the county grows.

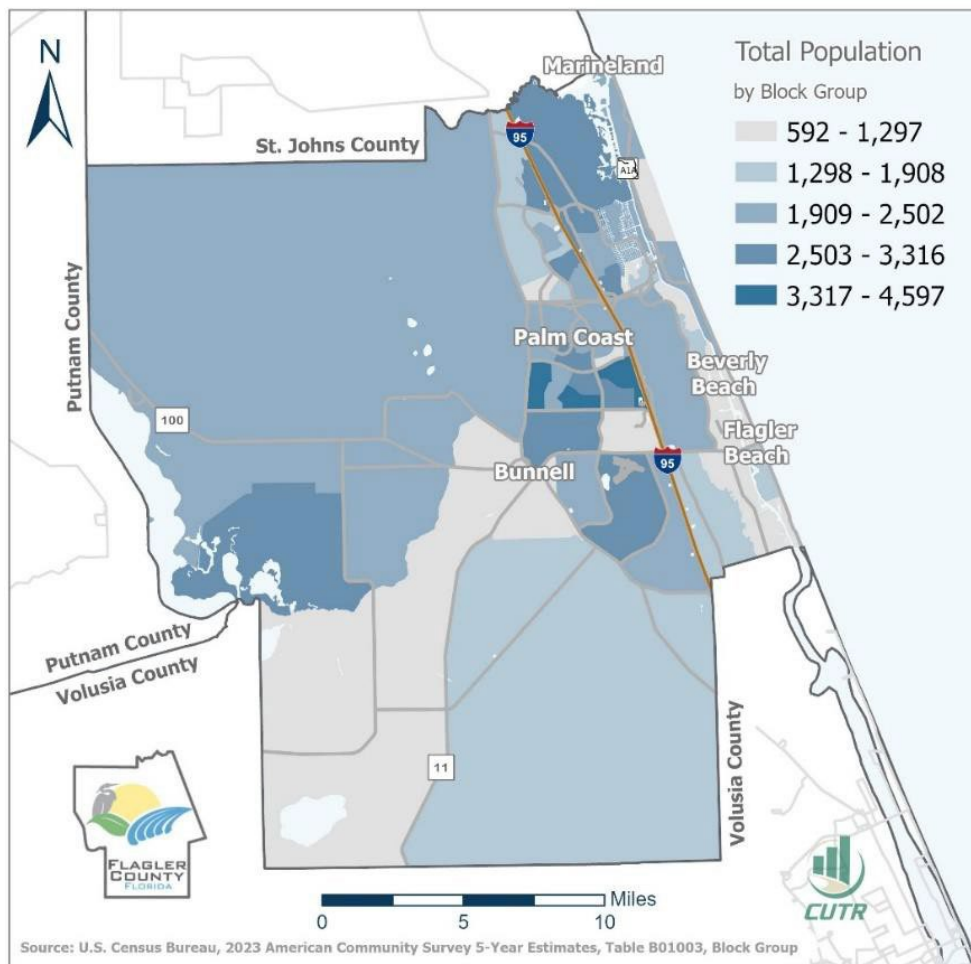
Table 2-1: Population Projections (BEBR April 1 Forecasts)

Year	Low	Medium	High
2025	134,300	139,900	145,500
2030	142,700	156,800	171,000
2035	147,200	171,100	195,000
2040	148,900	183,100	217,200
2045	148,700	193,300	238,000
2050	146,800	202,000	257,100

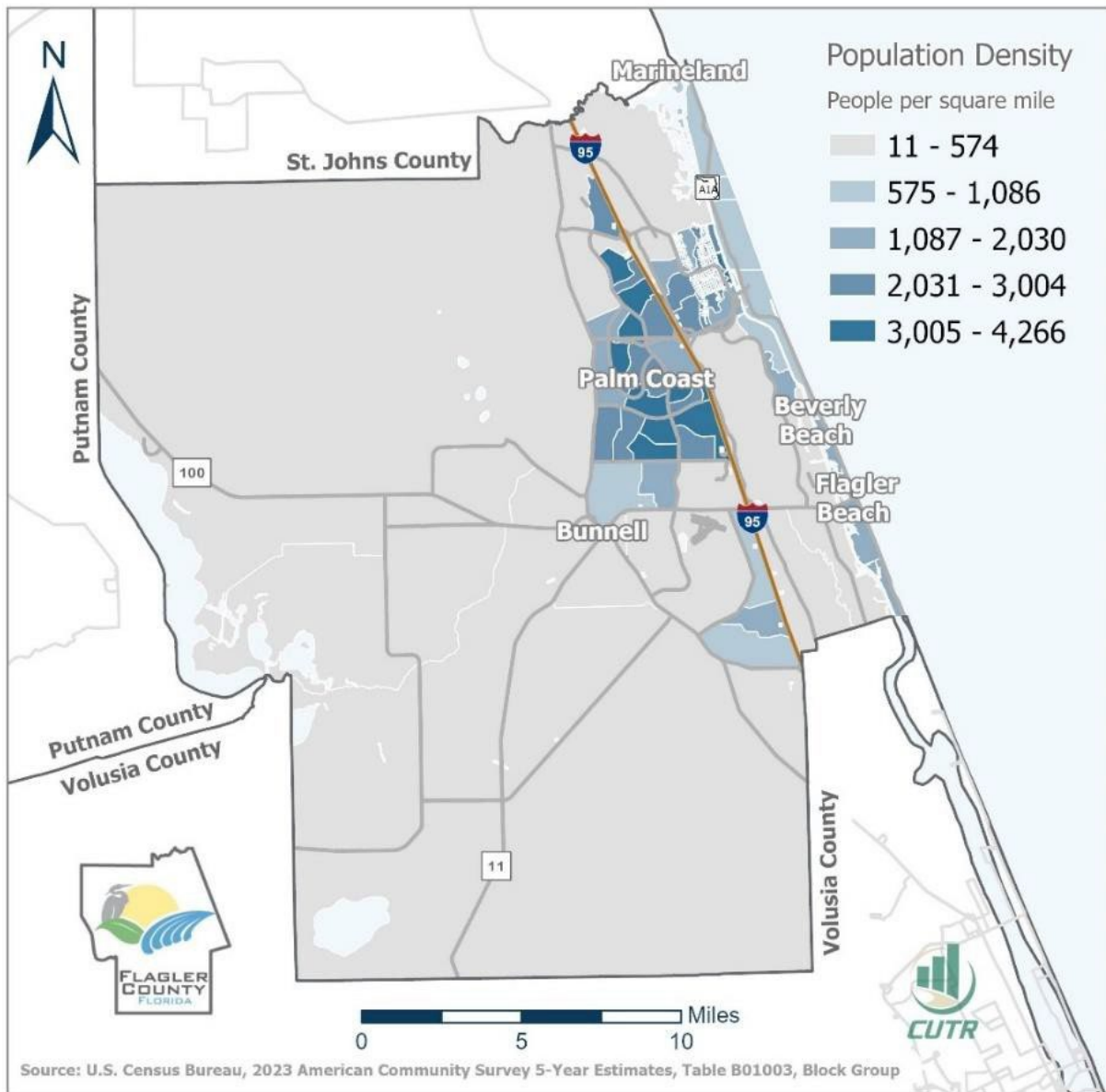
Growth alone does not determine transit potential; the location and density of growth also influence how travel demand is distributed.

Map 2-2 shows the total population and Map 2-3 shows population density. More concentrated areas may present stronger conditions for transit evaluation, while more dispersed areas may present different operational considerations explored in later chapters.

Map 2-2: Total Population



Map 2-3: Population Density by Blockgroup Boundary

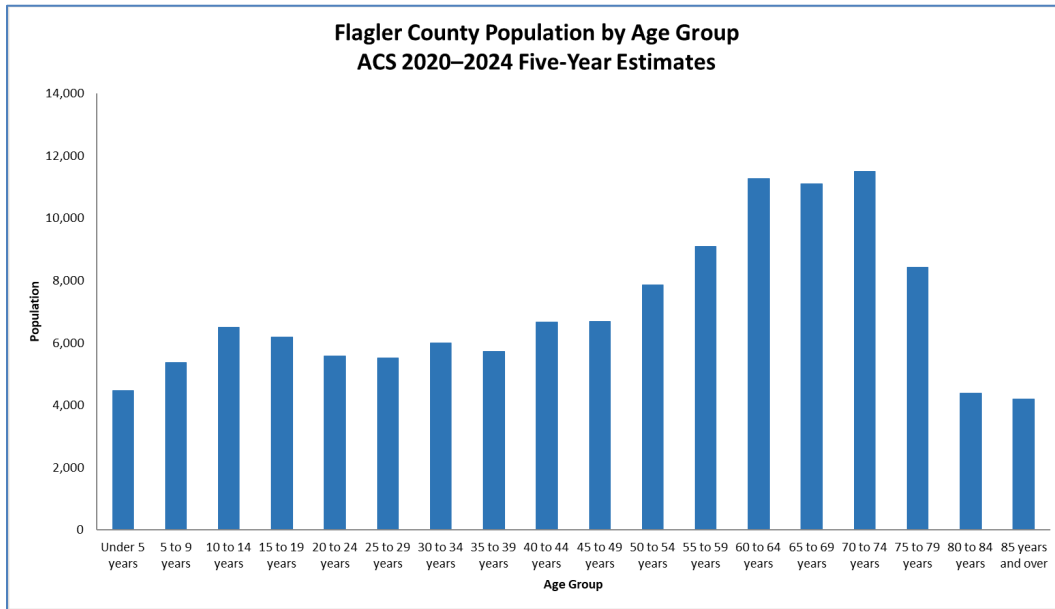


2.C.1. Age Profile

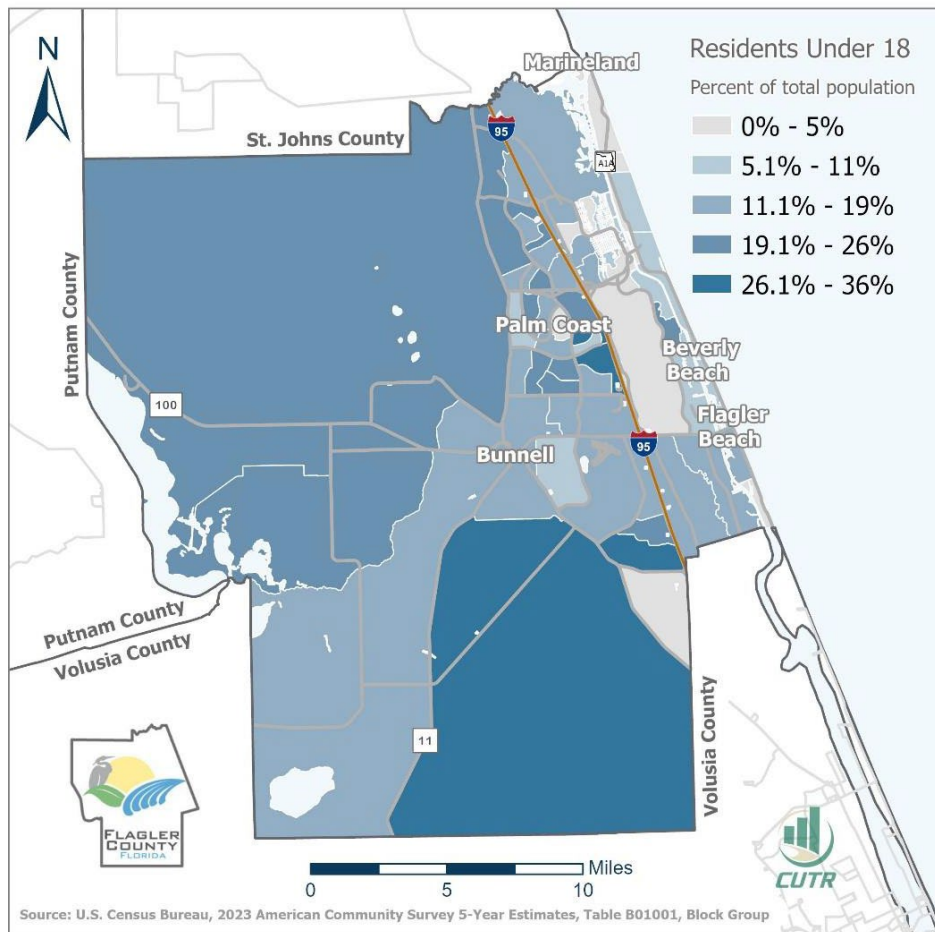
Age distribution helps define transit markets and service needs, particularly in a county with a large older population. Where older adults and youth live provide context for likely trip purposes and potential mobility constraints, including access to healthcare and daily services.

According to the ACS 2020–2024 5-year estimates, Flagler County’s median age is 53.1, reflecting an older population. As shown in Figure 2-1, residents age 65 and older make up 31.3% of the population (39,628 individuals), which helps frame non-work travel needs such as access to healthcare and daily services. Residents under age 18 account for 16.1% (20,335 individuals). Maps 2-4 and 2-5 show where youth and older adult populations are located across the county.

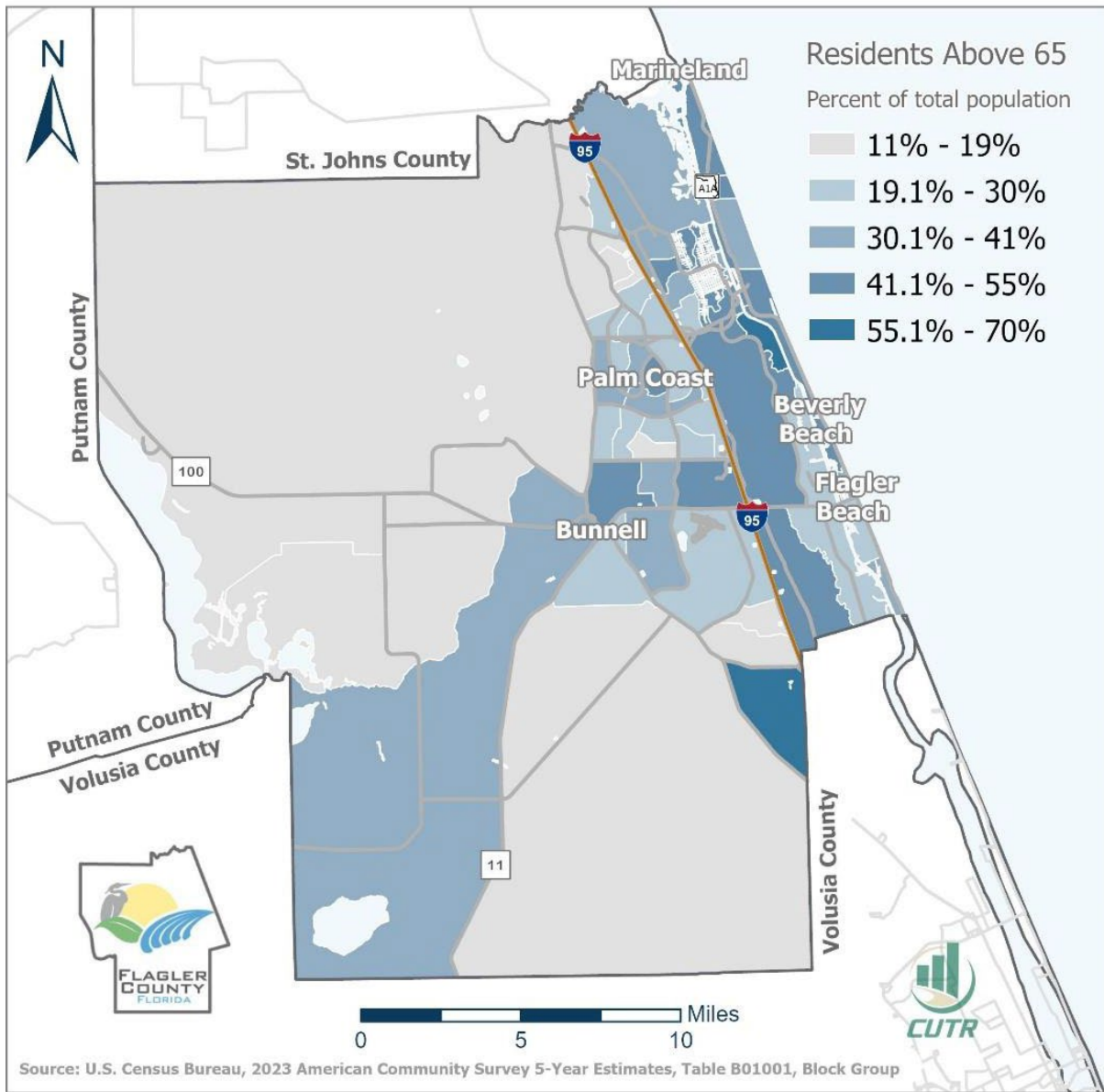
Figure 2-1: Distribution of Population by Age Categories



Map 2-4: Percent of Population Under Age 18 by Census Block Group



Map 2-5: Percent of Population Over Age 65 by Census Group



2.D. Household Characteristics

Household and housing characteristics help explain where transit demand may be stronger and where mobility constraints may be more common. Housing growth and occupancy patterns indicate the scale and stability of day-to-day trip making, while housing form, household composition, affordability, and vehicle access provide added context for how residents travel and who may benefit most from public transportation.

2.D.1. Housing Growth and Occupancy

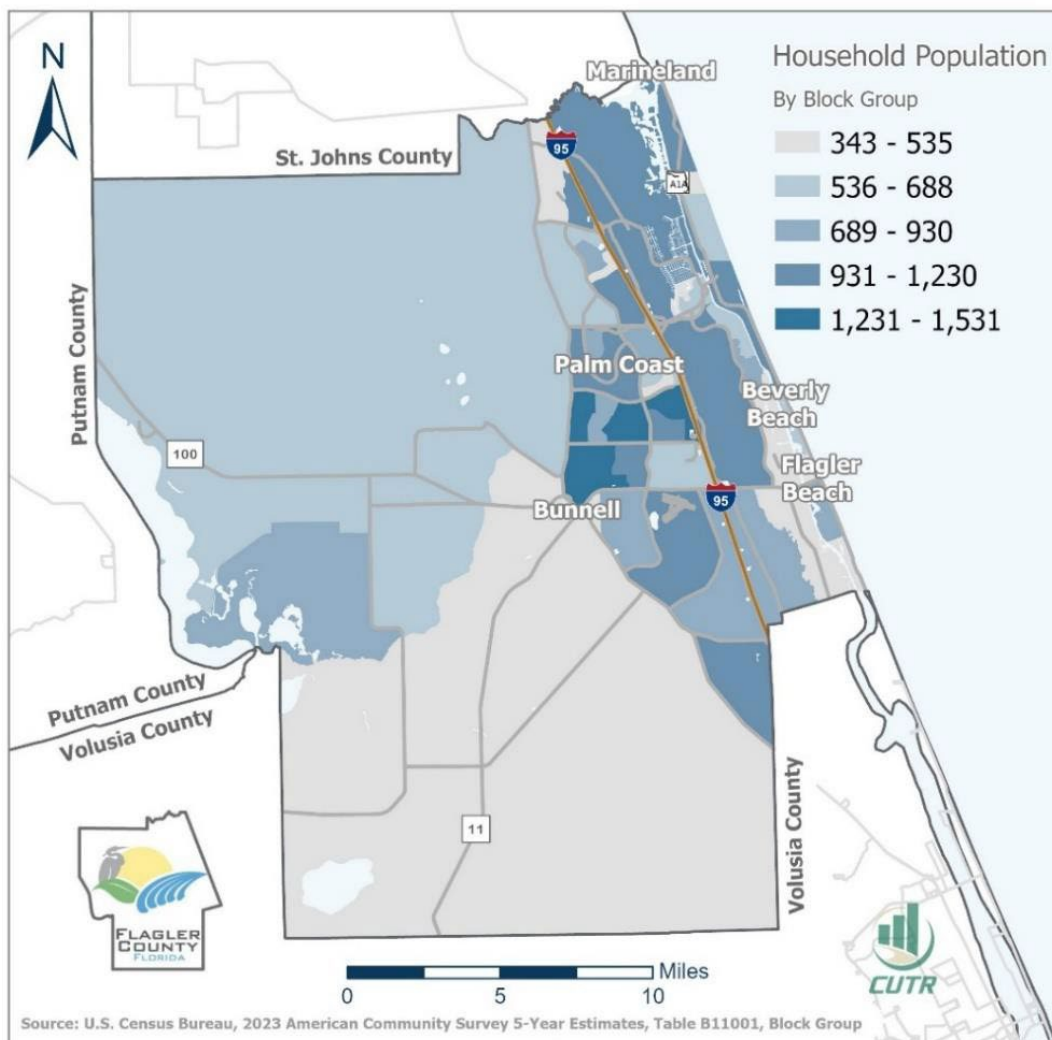
Flagler County’s housing market expanded substantially between the 2012–2016 and 2019–2023 ACS 5-year periods. Total housing units increased from 49,657 to 58,520 (about +18%). Over the same period, occupied housing units rose from 38,150 to 50,296 (about +32%), while the vacancy rate

declined from 23.2% to 14.1% (Table 2-2). This shift suggests growth translating into more year-round households and more consistent daily activity, rather than primarily seasonal occupancy. From a transit planning perspective, higher occupancy generally corresponds to more regular trip needs, particularly where housing and destinations are concentrated. Map 2-6 shows the distribution of households across the county.

Table 2-2: Housing Growth and Occupancy Indicators

Indicator	2012–2016 ACS (5-yr)	2019–2023 ACS (5-yr)	Change
Total housing units	49,657	58,520	+8,863 (+17.8%)
Occupied housing units	38,150	50,296	+12,146 (+31.8%)
Vacancy rate	23.2%	14.1%	-9.1 percentage points

Map 2-6: Total Households by Census Block Group

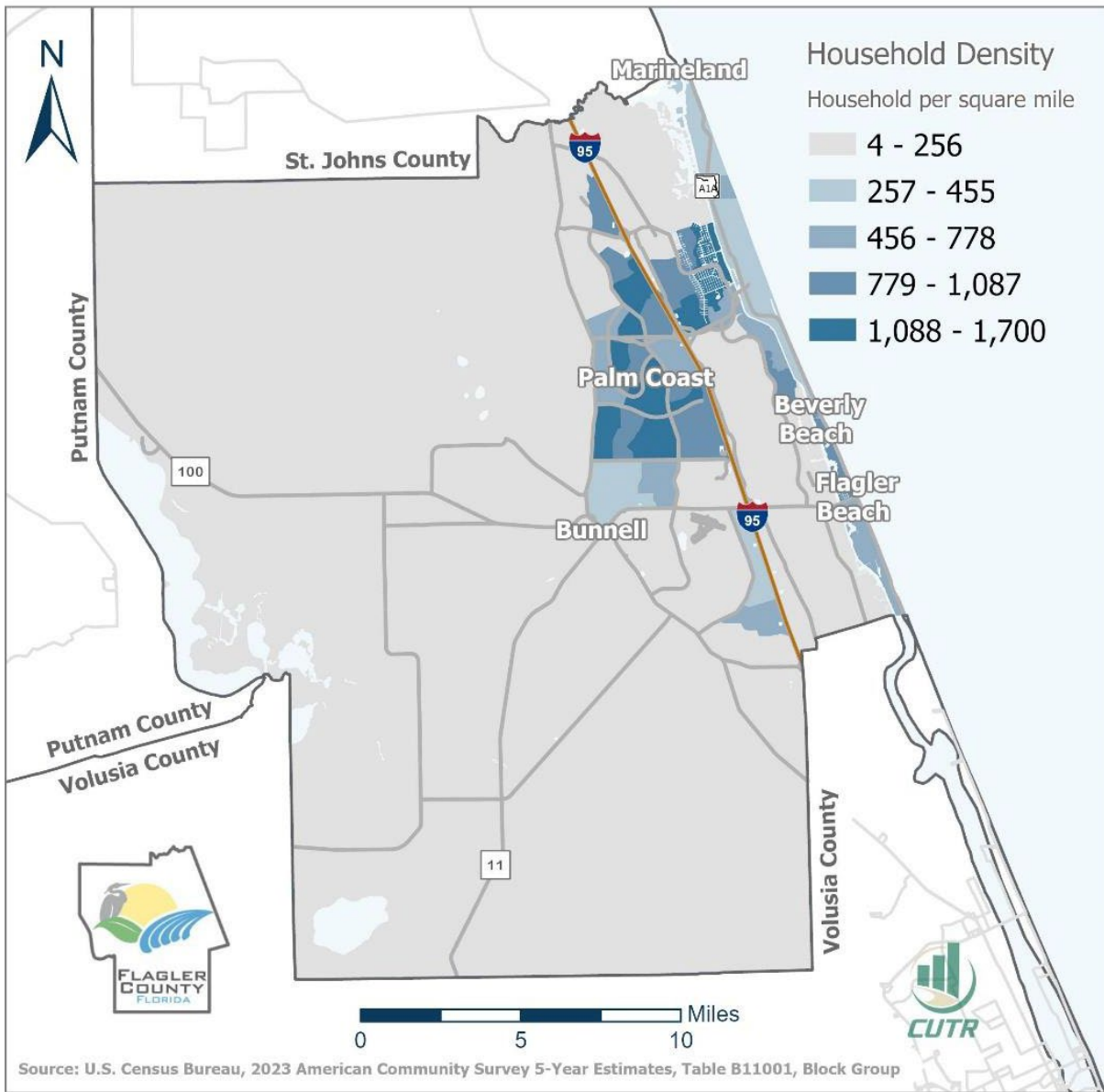


2.D.2. Household Concentration and Housing Form

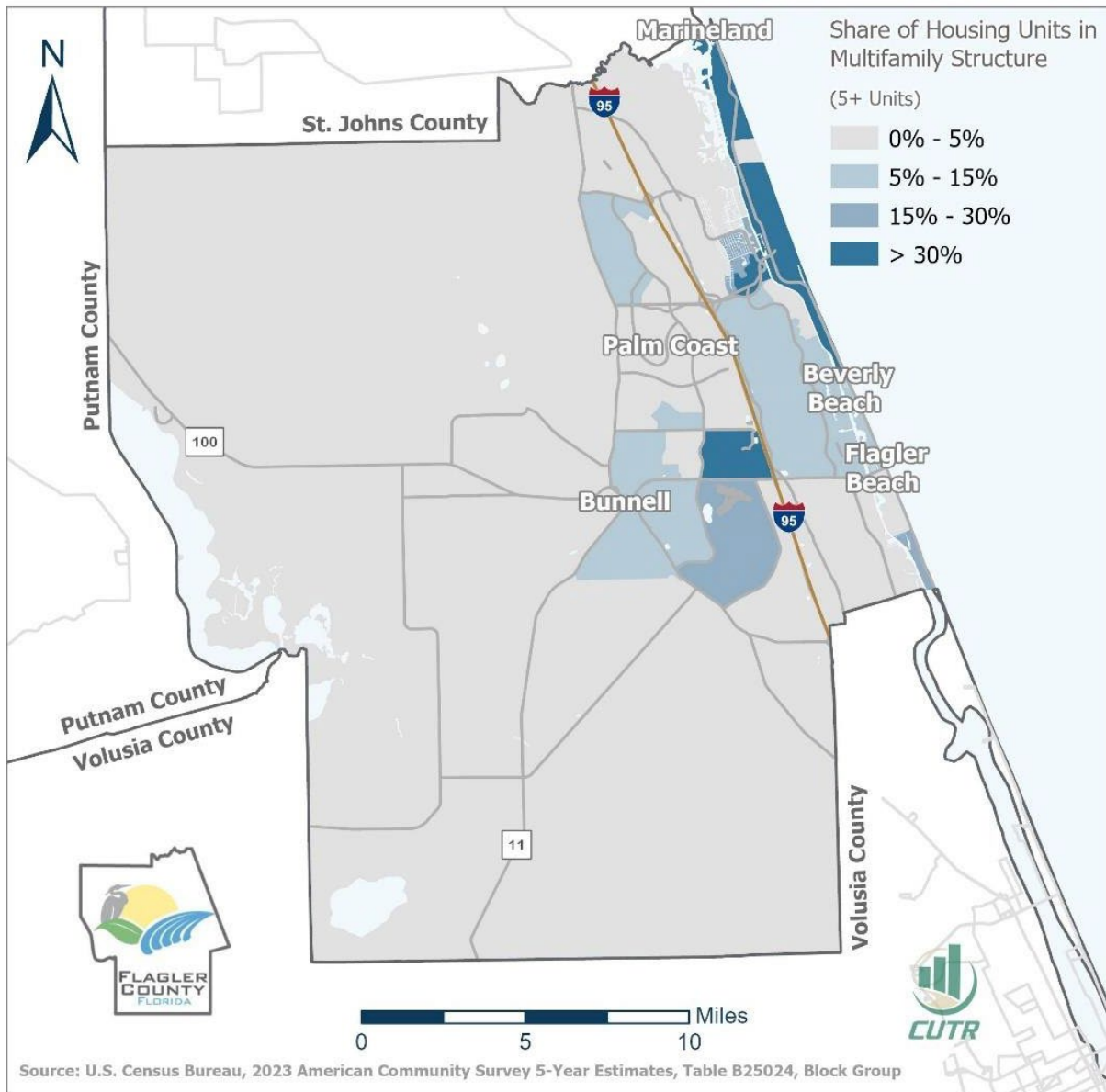
Household density indicates where residents are more concentrated, but does not fully capture whether development patterns support direct service or convenient access to stops. Map 2-7 shows higher household concentrations in select areas of the county, though these areas vary in housing form and neighborhood layout. Map 2-8 shows the share of multifamily housing units, which can help identify locations where households are clustered in more compact residential development patterns.

In general, compact development patterns can support shorter walking distances and more potential riders within a given stop area. Areas with moderate density but low multifamily shares may reflect more dispersed single-family development, where reaching the same number of households can require longer alignments or broader coverage. Together, these maps help distinguish where more direct services may be feasible and where flexible or coverage-oriented approaches may be more appropriate to evaluate in later chapters.

Map 2-7: Households per Square Mile (Density) by Block Group



Map 2-8: Percent of Multifamily Housing Units by Census Block Group



2.D.3. Household Composition, Accessibility, and Affordability

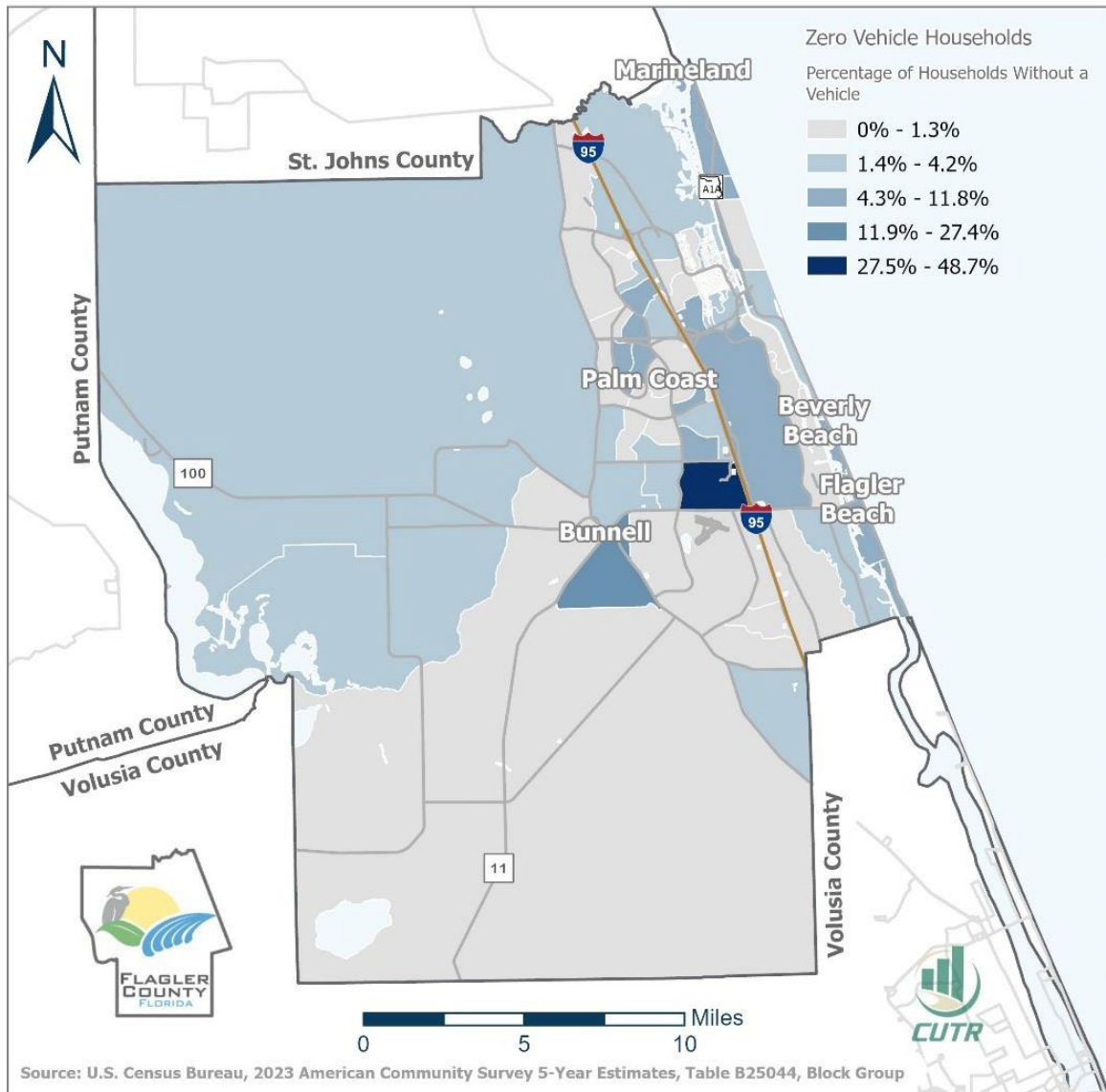
Household composition provides additional context for non-work travel needs and aging-related mobility considerations. In the 2019-2023 period, 50.4% of households included one or more people age 65 or older, indicating a substantial aging-in-place presence. Living alone is also common; male and female householders living alone represent about 23.3% of all households. These conditions are often associated with a greater need for trips for healthcare, errands, and daily activities, and may coincide with reduced driving among some residents. Disability prevalence adds to these considerations: 15.6% of the civilian (noninstitutionalized) population reported a disability, including 28.4% of residents age 65 or older. For transit planning and operations, these patterns underscore the importance of accessible service design and coordination between fixed-route and complementary services where applicable.

Housing affordability also shapes mobility options, particularly for renters. The 2019–2023 ACS reports a median home value of \$333,400 and median gross rent of \$1,687, compared with \$174,700 and \$1,079 in 2012–2016. Cost burden is highest among renters: 51.4% paid 35% or more of income toward gross rent in 2019–2023. Among owners with a mortgage, 27.9% paid 35% or more of income toward selected monthly owner costs. These conditions provide context for the role public transportation can play in supporting access to employment, education, medical care, and essential shopping while helping households manage transportation costs.

2.D.4. Vehicle Availability

Vehicle availability is one of the clearest indicators of baseline transit dependence because it reflects whether households can reliably access a car for daily needs. ACS 2023 indicates that most workers in Flagler County live in households with multiple vehicles available (50.5% in two-vehicle households and 30.1% in households with three or more vehicles). A smaller but meaningful share of workers live with limited access to a car (17.1% in one-vehicle households and 2.3% in zero-vehicle households). Even in an auto-oriented county, these limited-vehicle households can face transportation vulnerability when a vehicle is unavailable or needed by another household member. Map 2-9 shows the distribution of zero-vehicle households. Where service is available and reliable, these households are more likely to generate consistent demand for transit work trips and essential destinations such as medical care and shopping.

Map 2-9: Percent of Households Without a Vehicle



2.E. Economic, Employment, and Travel Market Characteristics

Economic and employment conditions influence the scale, timing, and geography of travel demand. They also provide context for where jobs and services are concentrated and where affordability constraints may affect transportation choices.

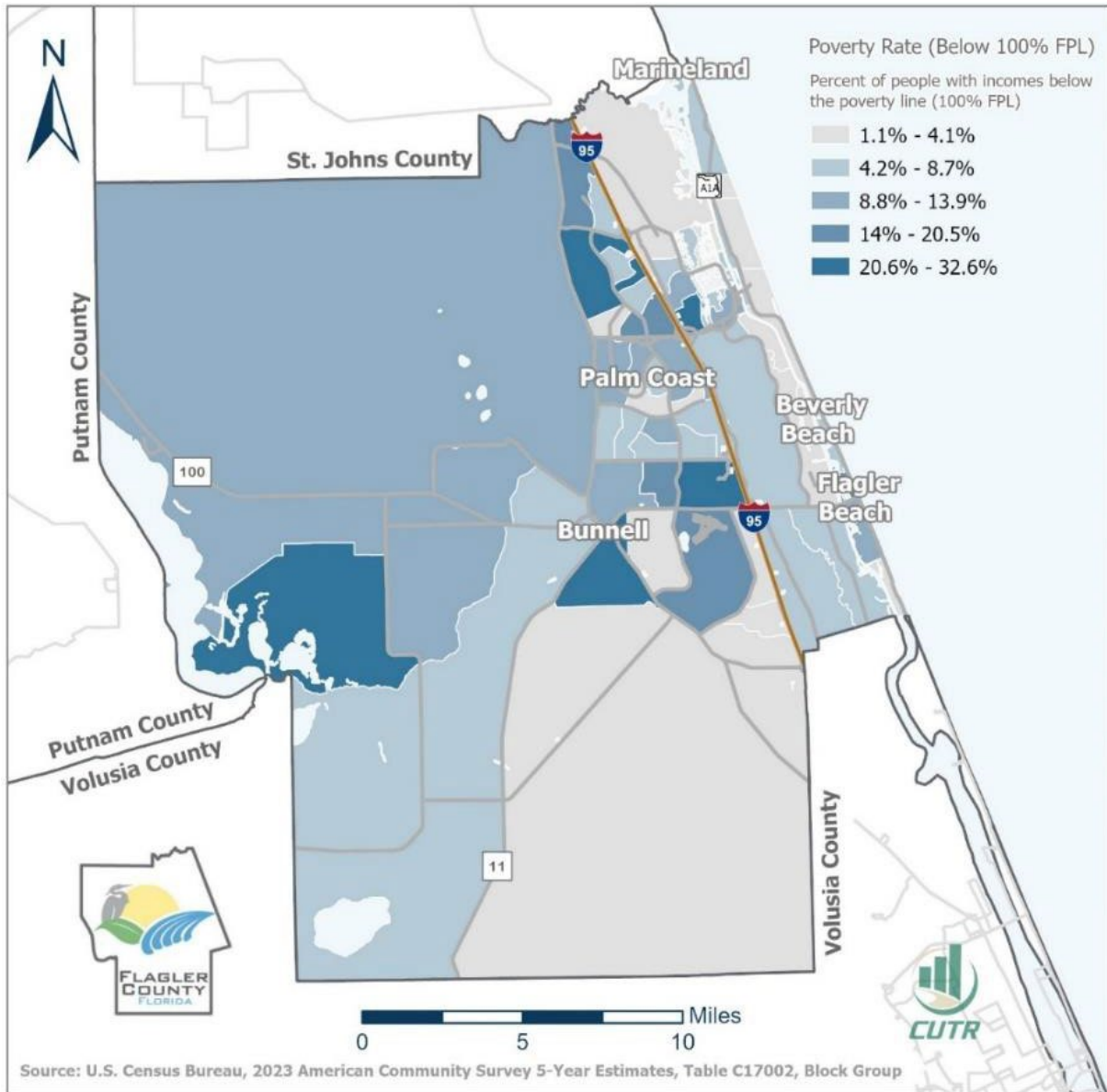
2.E.1. Labor Force and Employment Context

According to the U.S. Census Bureau’s ACS 2019–2023 5-year estimates, Flagler County has 104,327 residents age 16 and over. Of these, 51,860 are in the labor force (49.7%). The County reports 49,815 employed residents and 1,891 unemployed residents, corresponding to an unemployment rate of 3.7%. Together, these indicators establish the size of the work-related travel market and reflect that a substantial share of residents are not in the labor force.

2.E.2. Poverty and Near-Poverty Conditions

ACS estimates indicate that 11.7% of Flagler County residents for whom poverty status is determined live below the federal poverty level (approximately 15,773 people). This countywide benchmark helps frame the scale of income constraints that can make affordable, reliable transportation essential for access to work and basic needs. Map 2-10 shows the geographic distribution of these populations.

Map 2-10: Percent of Population Living Below the Poverty Level

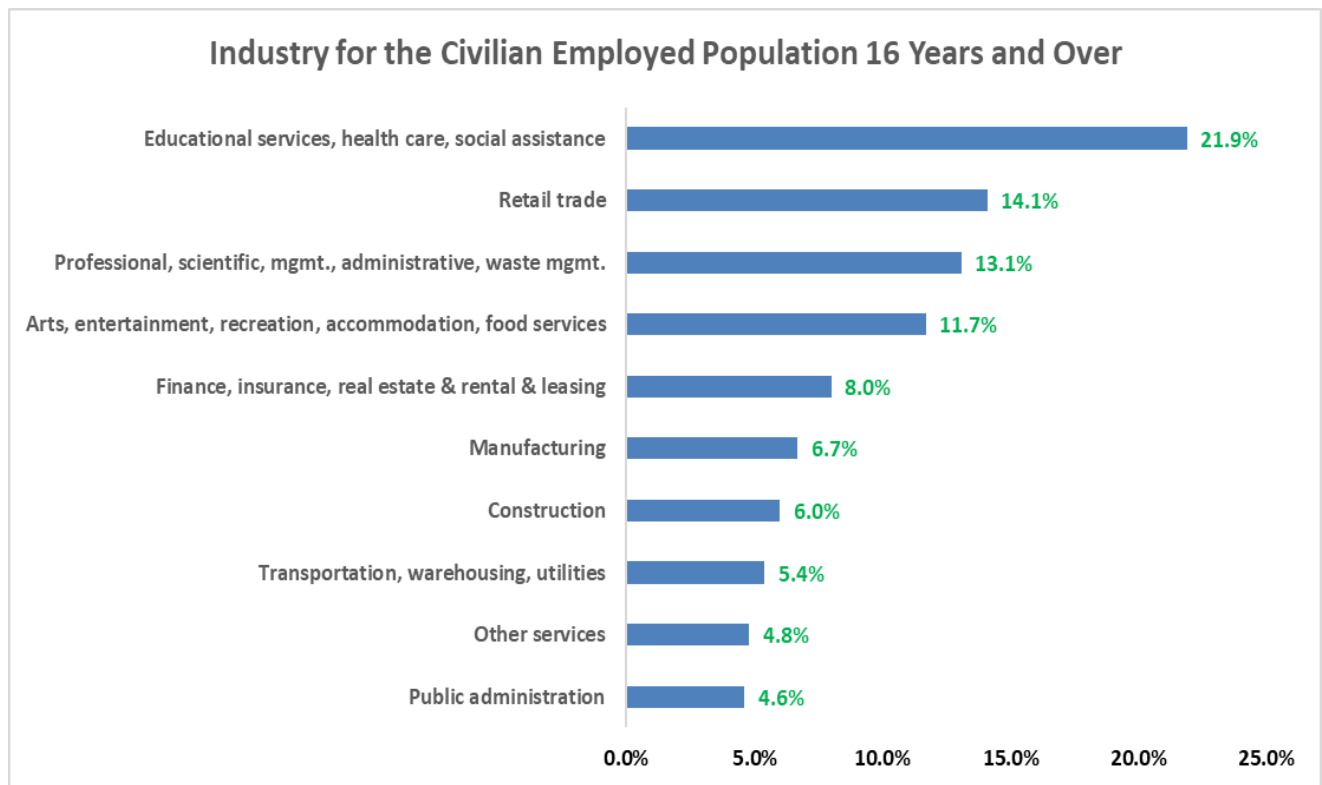


2.E.3. Employment Characteristics and Major Employers

Flagler County workers over 16 years old are employed across a range of industry types, which shapes the timing and geography of commute travel and the types of trips that support daily activity (Figure 2-2). The county's largest employers in 2025 provide additional context on where job activity is concentrated and which sectors anchor the local economy (Figure 2-3). Together, these patterns help

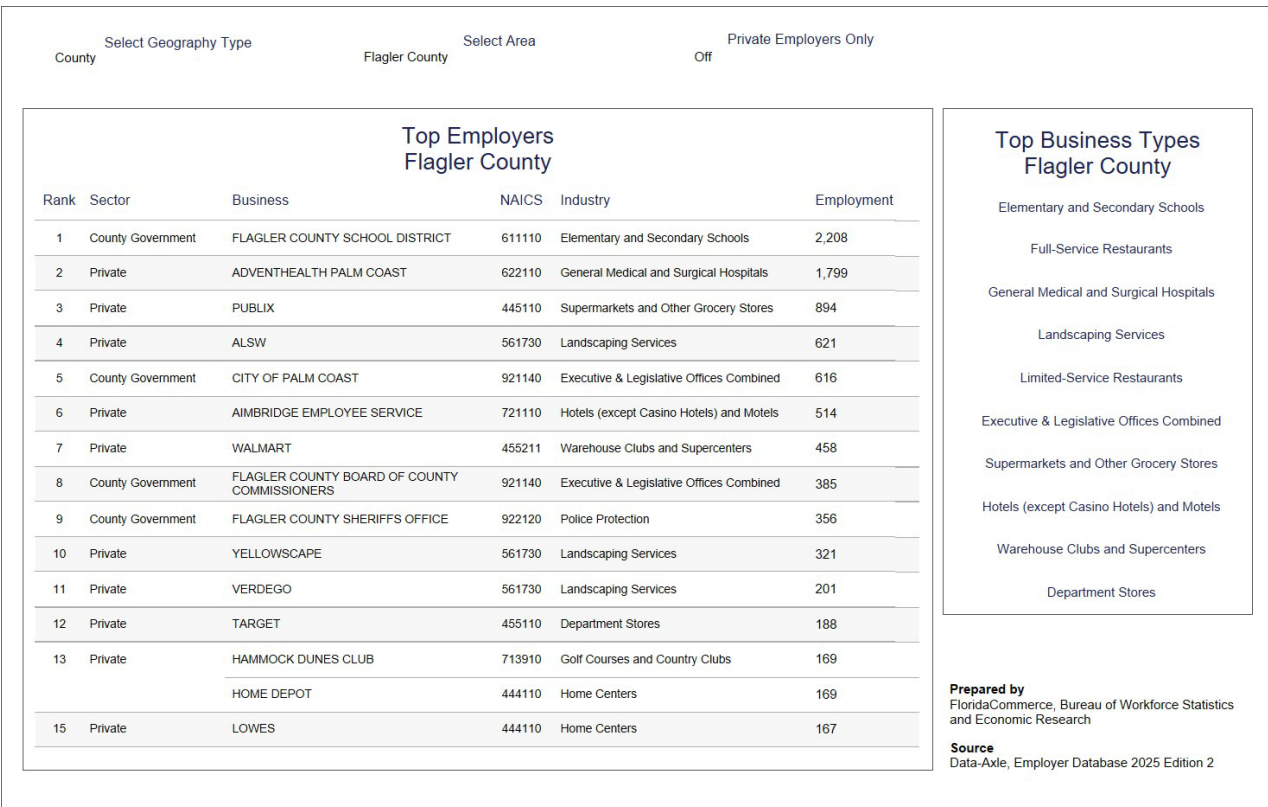
frame the county’s primary employment markets and inform later discussion of work-related travel patterns and potential transit connections to major job sites.

Figure 2-2: Employment by Industry Type



Source: 2024 American Community Survey 1-Year Estimates

Figure 2-3: Top Employers in Flagler County (2025)



Source : <https://floridajobs.org/wser-home/employer-database>

2.E.4. Long-Term Employment Growth

Long-range forecasts anticipate continued employment growth as the county’s population increases. Based on the Volusia-Flagler TPO 2050 LRTP socioeconomic forecasts, employment in the industrial, commercial, and service sectors is projected to increase substantially by 2050 (Table 2-3). This growth will expand the scale of work travel and can increase the demand for reliable mobility options, particularly where employment growth is concentrated and where workers have limited vehicle access.

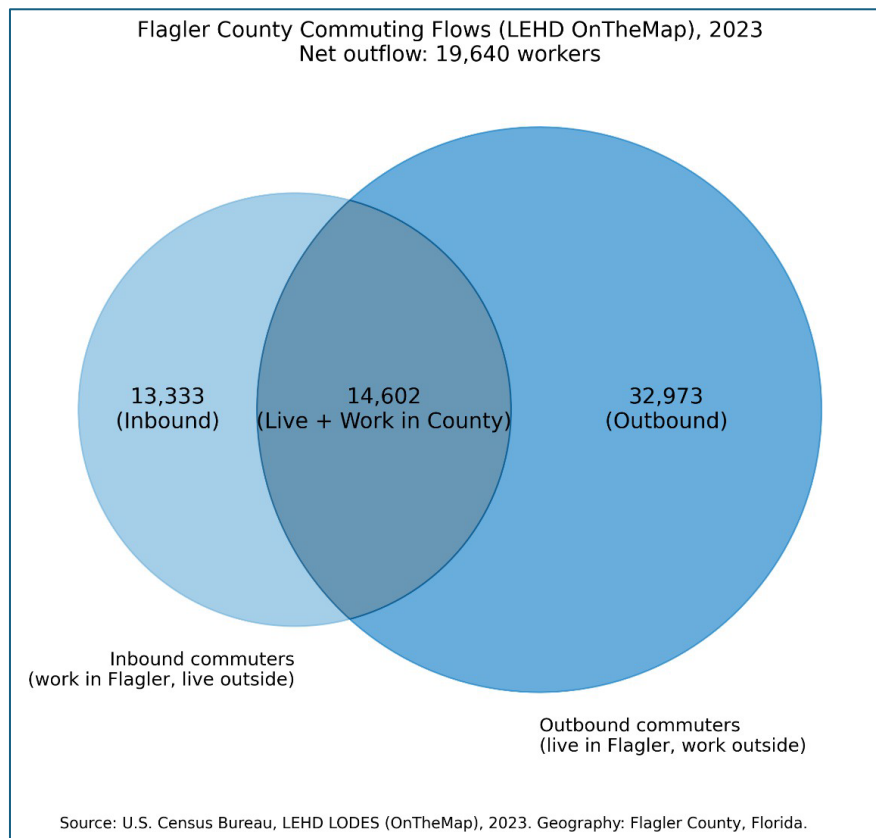
Table 2-3: Flagler County Projected Employment Sector Growth 2015-2050

Sector of Employment	Employment 2015	% of Total County Employment 2015	Employment 2050	% of Total County Employment 2050	Employment Change 2015-205	% Change Employment 2015-2050
Industrial Sector	2,174	8.42%	4,829	9.25%	2,655	122.13%
Sector of Employment	Employment 2015	% of Total County Employment 2015	Employment 2045	% of Total County Employment 2045	Employment Change 2015-2045	% Change Employment 2015-2045
Commercial Sector	5,584	21.64%	10,289	19.70%	4,705	84.26%
Service Sector	18,047	69.94%	37,107	71.05%	19,060	105.61%

2.E.5. Commuting Patterns and Regional Labor Flows

Flagler County’s commuting patterns reflect a strongly regional labor market. LEHD Origin–Destination Employment Statistics (LODES) and OnTheMap provide the data used for this analysis. Figure 2-4 summarizes overall commuting flows.

Figure 2-4: Net Inflow and Outflow of Commuters



Jobs–Housing Balance and Net Labor Flows

LEHD OnTheMap estimates indicate that Flagler County had 27,935 jobs located within the county in 2023 (all jobs). Of these, 14,602 jobs (52.3%) were held by workers who both live and work in Flagler County, while 13,333 jobs (47.7%) were filled by workers commuting in from outside the county.

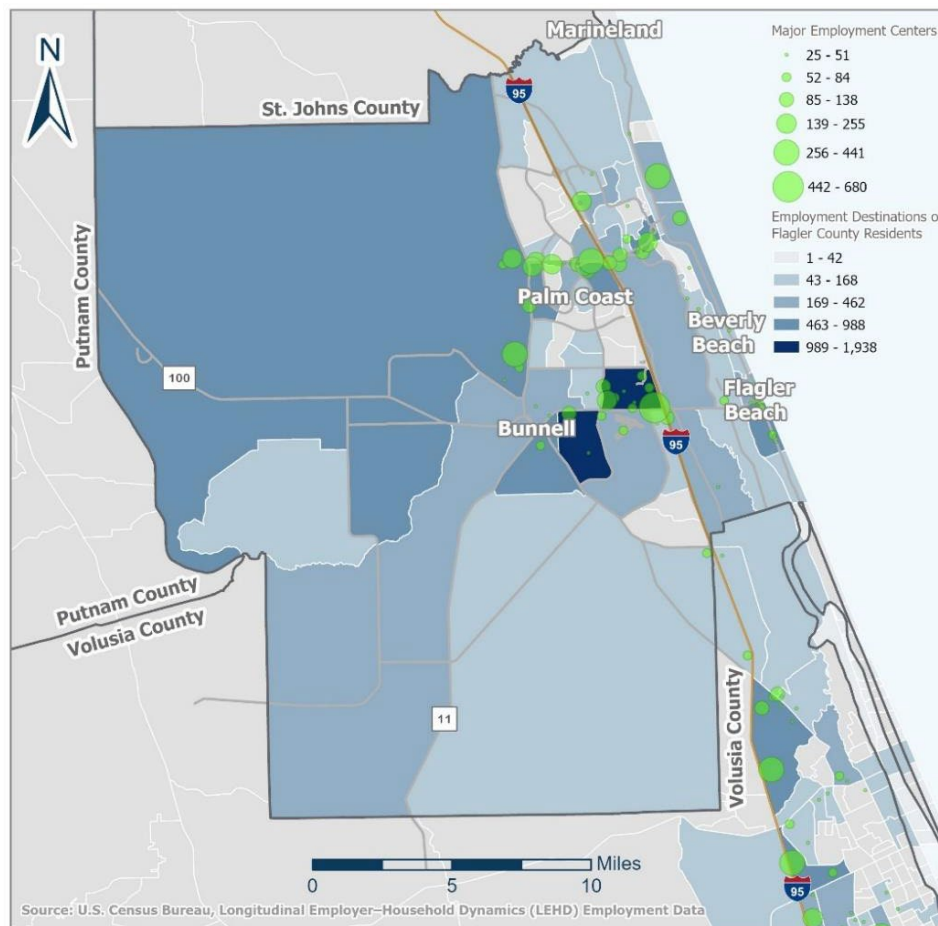
From the resident perspective, Flagler County had 47,575 employed residents in 2023 (workers living in the county, employed anywhere). Of these residents, 14,602 (30.7%) worked within Flagler County, while 32,973 (69.3%) worked outside the county.

Taken together, these flows indicate that Flagler County is a net exporter of workers. Subtracting inbound commuters (13,333) from outbound commuters (32,973) yields a net labor outflow of 19,640 workers. These commuting patterns provide context for evaluating where transit can support local work trips, as well as where regional connections and trip-chaining needs may influence travel markets.

In-County Employment Centers and Local Destinations

Map 2-11 highlights employment locations within Flagler County and the distribution of resident job destinations that remain in-county. This provides context for where local work destinations and employment activity are concentrated.

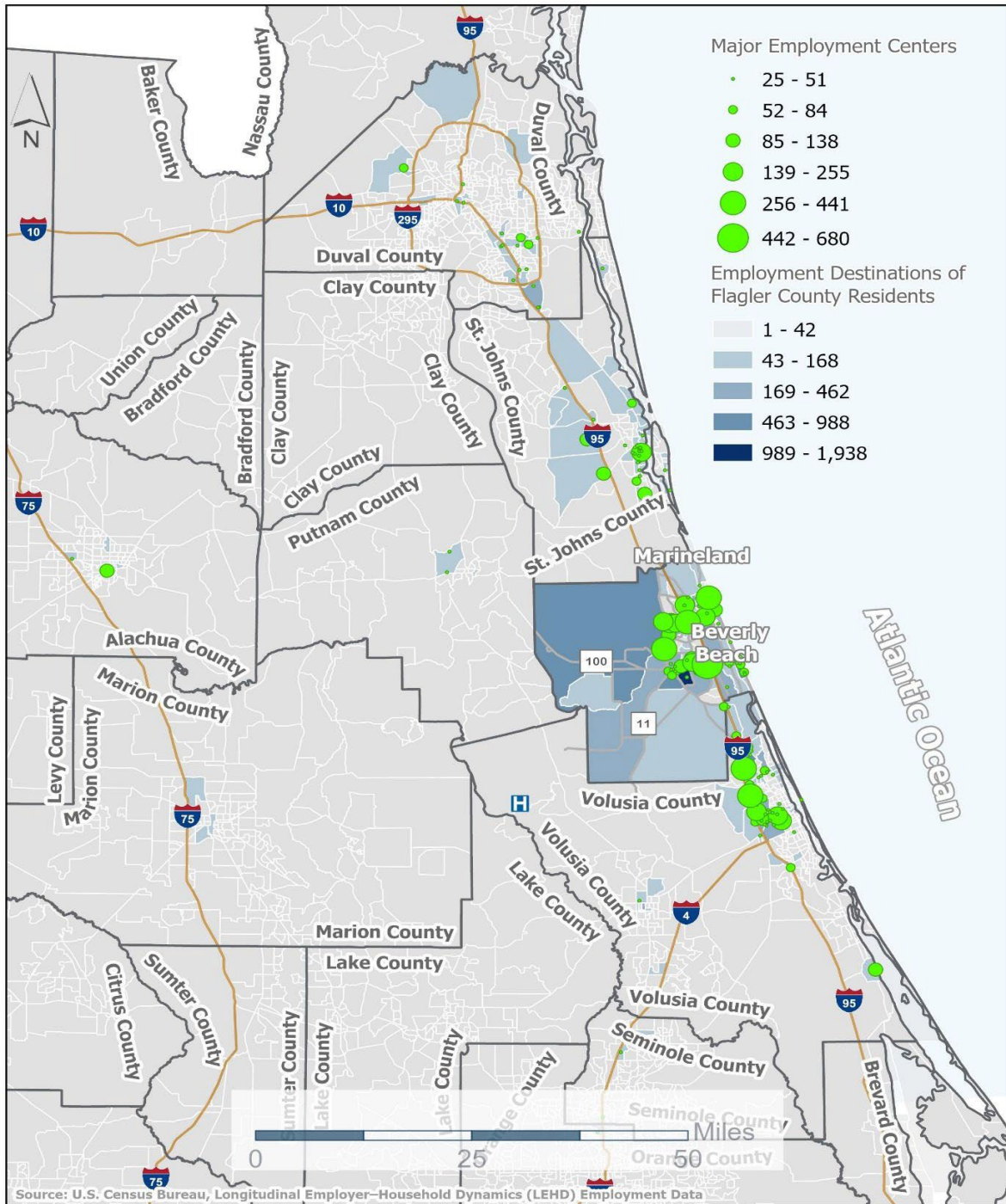
Map 2-11: Location of Jobs for Flagler County Residents



Outbound Commuting: Where Flagler Residents Work

Map 2-12 shows both in-county and out-of-county job destinations, illustrating the regional orientation of commuting and the primary travel corridors connecting Flagler residents to employment centers outside the county.

Map 2-12: Regional Distribution of Flagler County Resident Employment



Inbound Commuting: Where Workers in Flagler Jobs Live

Inbound commuting is also a notable feature of the county's employment system. In 2023, 47.7% of jobs located in Flagler County (13,333 jobs) were filled by workers living outside the county. The largest out-of-county sources include:

- Volusia County: 3,082 workers (14.5%)
- St. Johns County: 1,350 workers (6.3%)
- Duval County: 1,004 workers (4.7%)
- Orange County: 637 workers (3.0%)
- Putnam County: 469 workers (2.2%)

2.F. Current and Future Land Use

Public transit effectiveness is strongly influenced by where people live, work, shop, and access services. Land use patterns shape both travel demand and the practicality of providing different types of transit service. Areas with higher concentrations of residents and destinations can support frequent, direct fixed-route service. Dispersed development patterns are generally more difficult and costly to serve with traditional transit and are often better suited to flexible or demand-response service models.

This section examines existing and future land use patterns as reflected in local comprehensive plans and supporting datasets. The goal is to identify areas where development patterns and planned growth are most likely to support public transportation improvements over time.

Together, these patterns indicate that Flagler County contains identifiable corridors and activity centers capable of supporting more direct transit services, while much of the county's lower-density development will continue to require flexible or demand-response approaches. These findings help guide the evaluation of service alternatives presented in Chapter 4.

2.F.1. Existing and Future Land Use

Reviewing existing and projected land use helps identify where transit services may be viable in the near term and where future development may expand transit opportunities. In Flagler County, land use is guided by local comprehensive plans and future land use designations adopted by Flagler County (including unincorporated areas) and the municipalities of Bunnell, Palm Coast, Flagler Beach, Marineland, and Beverly Beach (see Section 2.I).

For this analysis, existing land use is summarized using Florida Department of Revenue (DOR) parcel classifications, which describe current development conditions but do not explicitly differentiate residential intensity (Map 2-13). To support transit planning and enable comparison with future land use, existing residential parcels were reclassified into high-, medium-, and low-intensity categories based on development patterns, activity context, and service orientation (Map 2-14). This approach provides a consistent analytical framework while preserving the underlying source data.

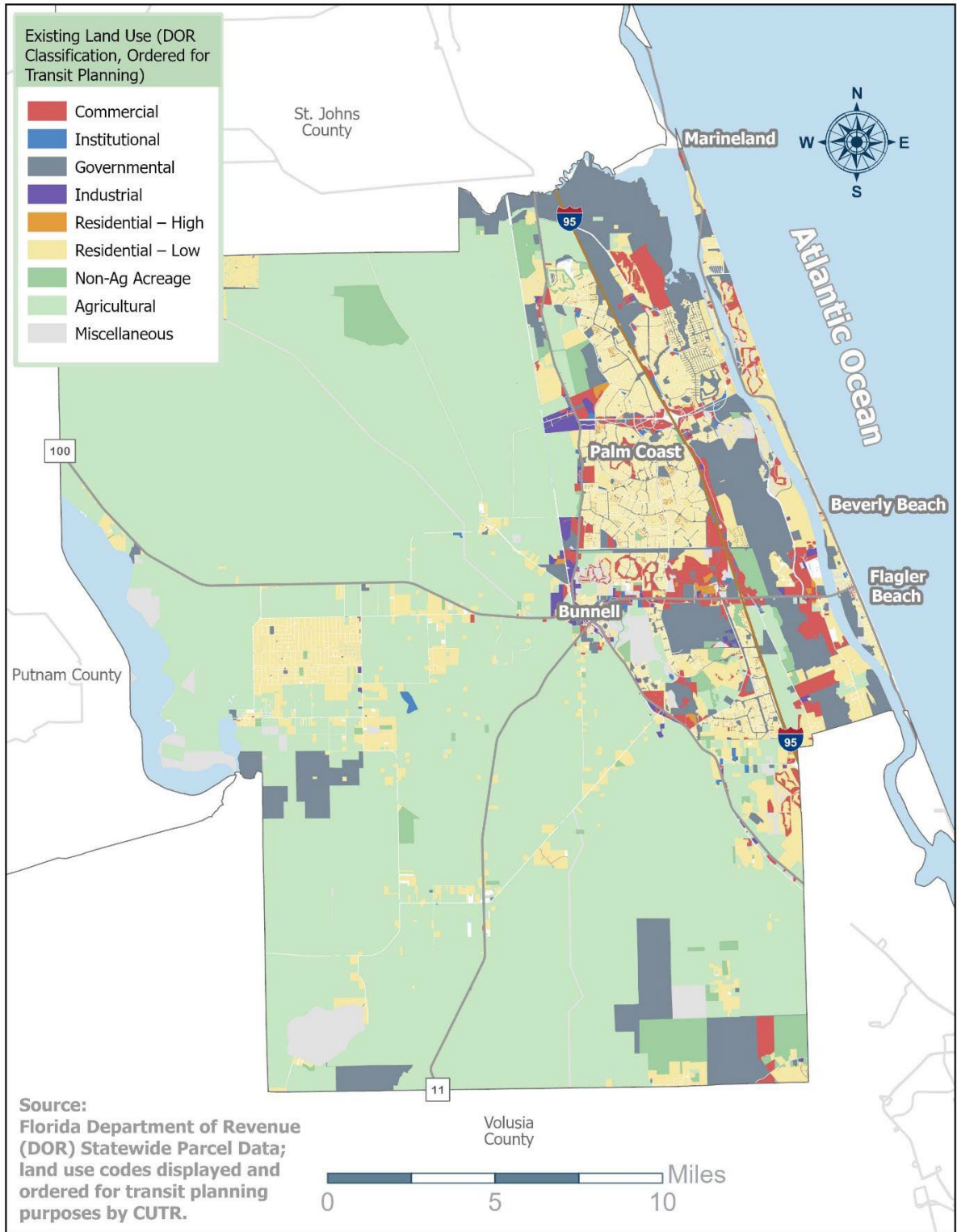
Future land use designations identify planned intensity levels and indicate where local governments anticipate growth in residential and mixed-use areas, along with employment and civic destinations. Together, the existing and future land use maps provide an initial picture of where land use patterns may support transit investment, particularly where medium- and high-intensity residential areas connect to commercial or mixed-use corridors, employment areas, and institutional and civic destinations.

Key implications for transit include:

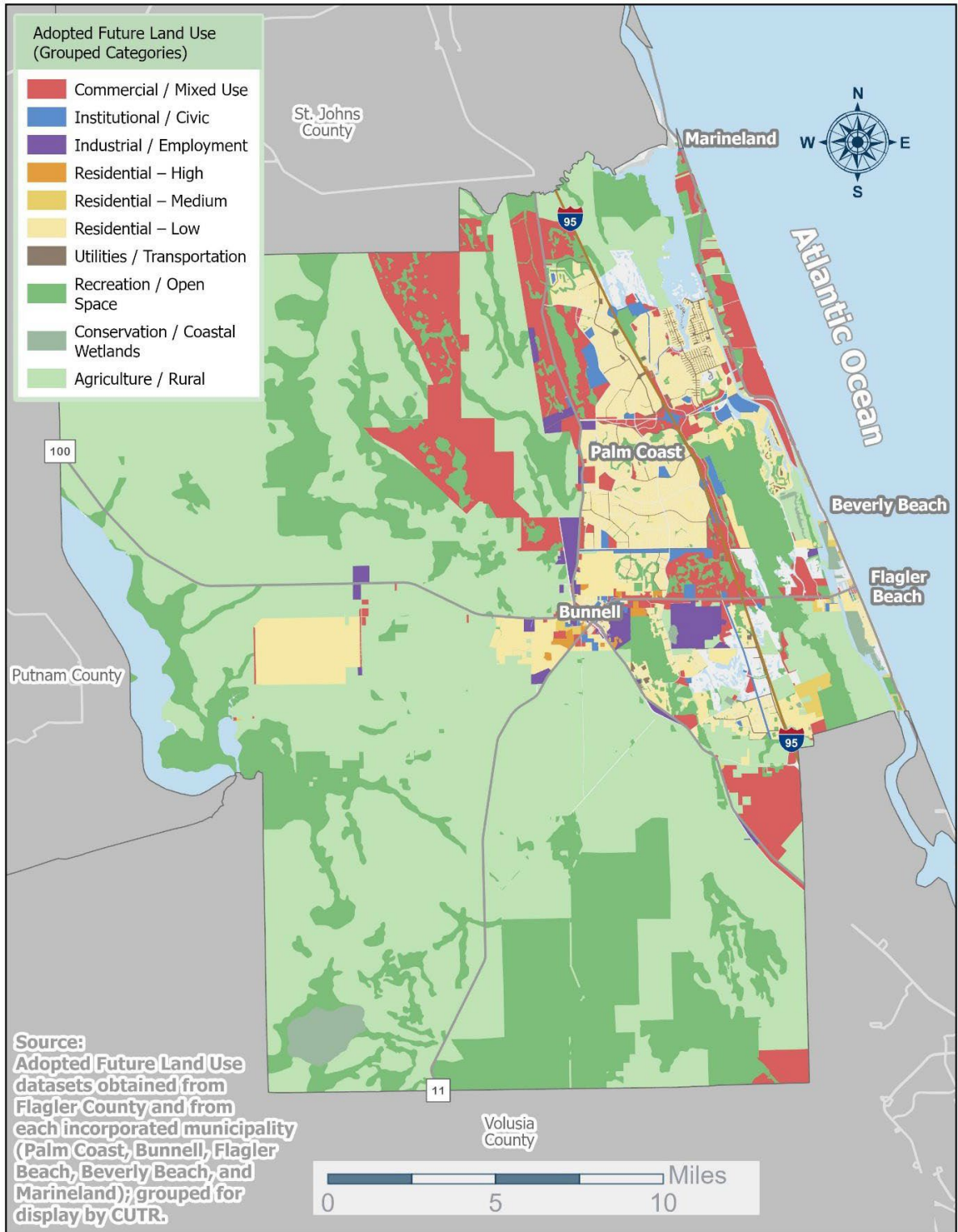
- **Concentration of transit-supportive land uses:** Most medium- and high-intensity residential areas and major destinations are concentrated in the central and northeast parts of the county, including key corridor and activity areas in unincorporated Flagler County, Bunnell, Palm Coast, and Flagler Beach, as well as some coastal locations.
- **Large areas not well suited to fixed-route expansion:** Extensive rural and conservation areas limit where fixed-route service can be efficient, reinforcing the role of demand-response services in lower-density areas.

Further assessment of existing and projected land use patterns that support public transportation is provided in Chapter 4.

Map 2-13: Existing Land Use Classifications in Flagler County



Map 2-14: Adopted Future Land Use Classifications



2.G. Review of Existing Transit Services

This section includes an analysis of the public transportation services directly operated by Flagler County through Flagler County Public Transportation (FCPT). It summarizes FCPT's service model, eligibility, fares, service area, staffing and organizational structure, and recent performance trends. The section also describes capital assets and asset management practices, provides context on federal funding eligibility efforts, and identifies other transportation resources available in the county.

Overall, FCPT performs efficiently relative to peer systems and demonstrates strong operational management within its current service model. However, staffing and fleet constraints limit the agency's ability to scale service levels or pursue near-term expansion without additional capacity investments.

2.G.1. Flagler County Public Transportation: Current Service

Flagler County operates a pre-scheduled, shared-ride, demand-response transportation system known as Flagler County Public Transportation (FCPT). FCPT primarily provides transportation for eligible riders through two related service frameworks: paratransit service for qualified older adults and individuals with disabilities, and Transportation Disadvantaged (TD) trips for individuals who meet program eligibility criteria and lack other transportation options.

Since 2004, Flagler County has been designated as the Community Transportation Coordinator (CTC) for Flagler County, as designated by the Florida Commission for the Transportation Disadvantaged (CTD). In this role, FCPT coordinates and provides eligible TD trips within the county and, when applicable, for certain out-of-county medical and specialized services. Riders must be pre-qualified to use FCPT services.

Trip demand is concentrated on essential trip purposes such as employment, education and training, and non-emergency medical transportation, along with other quality-of-life-trips. Service features include passenger assistance and wheelchair assistance, supporting the needs of older adults and individuals with disabilities who may face mobility constraints.

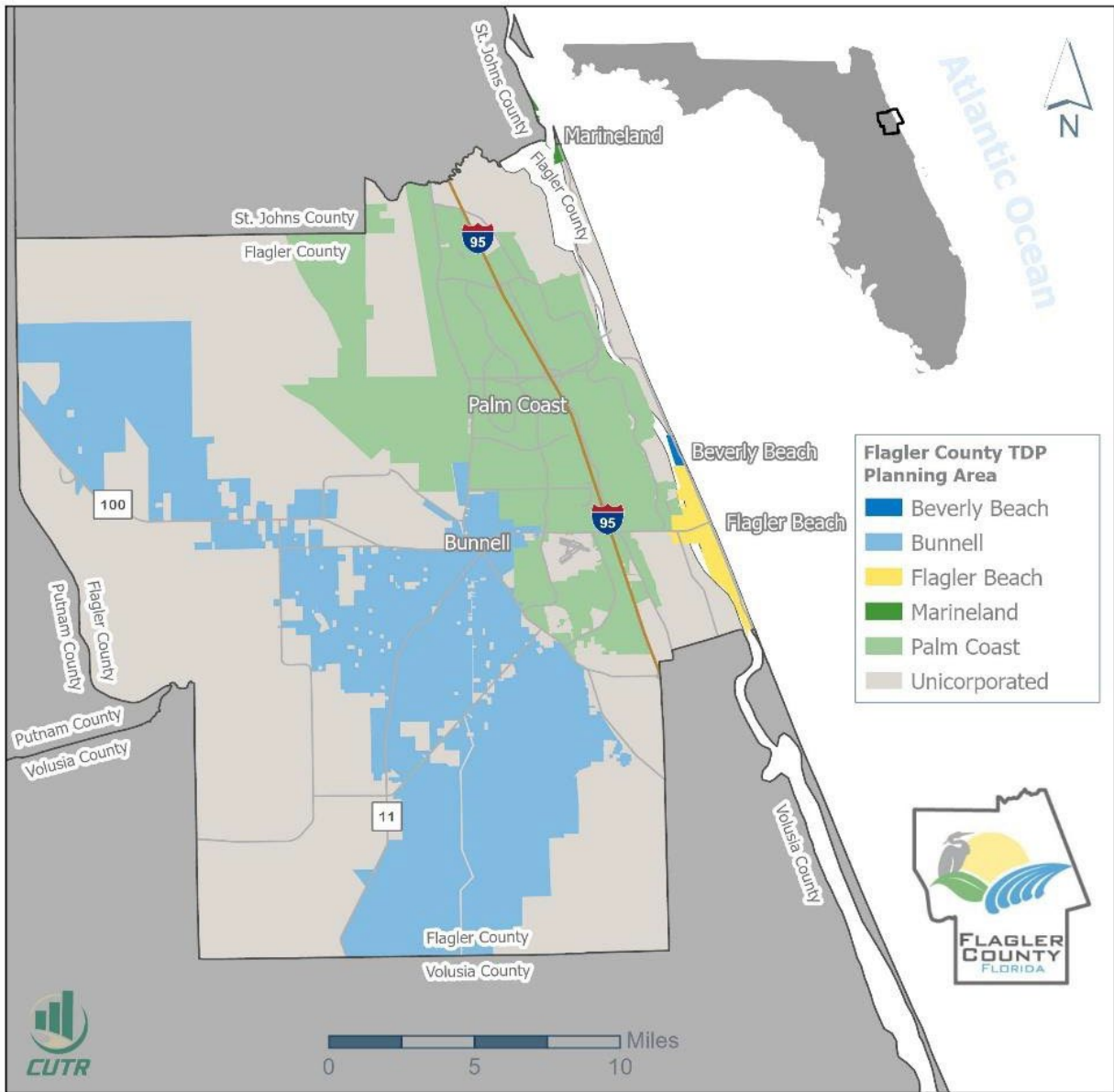
FCPT's regular service hours are from 6:00 a.m. to 6:00 p.m. Monday through Friday, and 8:00 a.m. to 6:00 p.m. on Saturday. The standard fare for trips that originate and end within Flagler County is \$2.00 one way, to payable in exact change or FCPT tokens. Tokens are available at the main office and may also be purchased from FCPT drivers. Tokens are \$20.00 for a bag of ten. Additional fares apply for out-of-area medical trips.

FCPT provides service within Flagler County and historically has offered limited out-of-county medical trip service on scheduled days and times, including service to Volusia County on Tuesdays and Thursdays from 9:00 a.m. to 1:00 p.m. and St. Augustine, Jacksonville, and Gainesville on Fridays from 9:00 a.m. to 1:00 p.m. Due to driver shortages entering FY 2025, FCPT has temporarily suspended out-of-county trips.

2.G.2. Flagler County Public Transportation (FCPT) Service Area

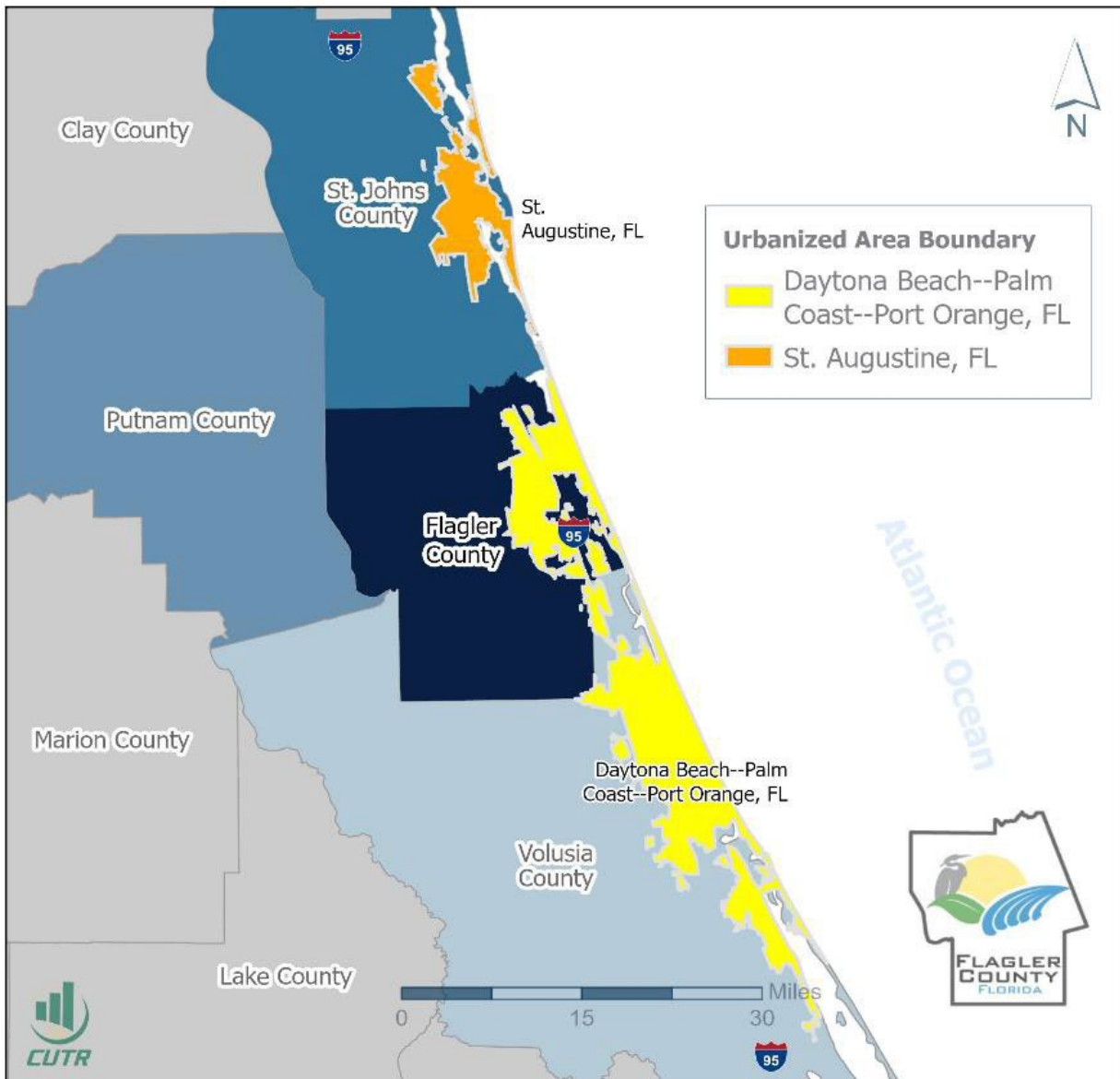
FCPT's service area is countywide and includes all of Flagler County (Map 2-15). This service area is recognized by the Federal Transit Administration (FTA), the Florida Department of Transportation (FDOT), and the CTD, and defines the geographic area used for service planning.

Map 2-15: FCPT Service Area



The more urbanized portions of Flagler County are within the Daytona Beach-Palm Coast-Port Orange, FL Urbanized Zone Area (UZA), which includes the major urbanized areas in Volusia County (Map 2-16). The UZA is a U.S. Census Bureau designation for a continuously built-up area with a population of 50,000 or more. UZA designation and geography affect federal transportation planning requirements and the distribution of certain transit funding programs, which are discussed later in this plan.

Map 2-16: Urbanized Area Boundaries

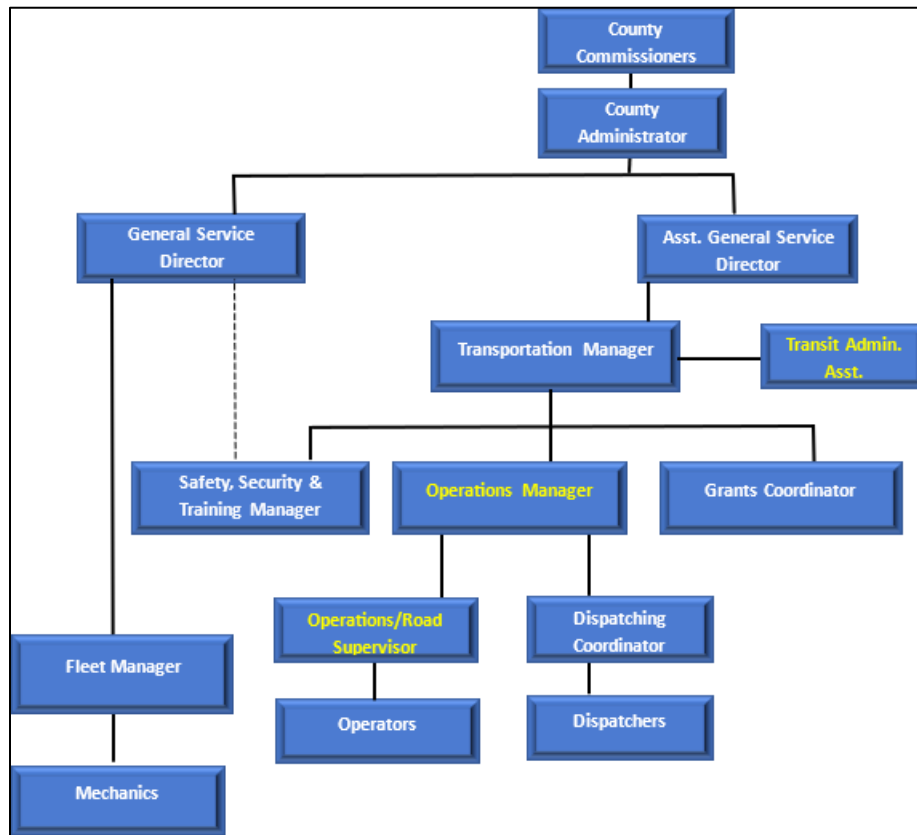


2.G.3. Personnel and Department Structure

FCPT is housed within the County’s General Services Department, which also includes Administration, Facilities Management, Fleet, Parks and Recreation, and Solid Waste departments. FCPT’s Transportation Manager reports to the Assistant General Services Director, who reports to the General Services Director. The County Administrator and County Commission provide overall oversight. Fleet staff provide vehicle maintenance support for FCPT (see Figure 2-5). Positions highlighted in yellow are recommendations and, therefore, are anticipated to be hired in FY 2026.

The General Services Department’s Financial Management Coordinator supports FCPT with accounting, budgeting, and financial management assistance. Additional support is provided by other county departments as needed, including Legal Counsel, Purchasing and Budgeting, and Human Resources functions such as EEO and risk management.

Figure 2-5: FCPT Organizational Chart: FY 2025



Other FCPT Staffing

Budgeted staffing levels for FY 2025 include:

- Transportation Manager (1)
- Transportation Grants Coordinator (1)
- Transportation Coordinator (2)
- Transportation Dispatch Clerk (3)
- Full-Time Transportation Operators (24)
- Part-Time Transportation Operators (6)

Since FY 2024, FCPT has reported persistent full-time operator vacancies, often up to five positions. This has contributed to trip denials or delays and has required occasional support from non-operator staff who hold CDL licenses. FCPT was also without a Grants Coordinator position for nearly two years; the role was filled in February 2024. Staffing limitations affect the number of vehicles that can be placed into daily service and the total number of trips FCPT can provide, as discussed in Section 2.G.4. In addition, the positions highlighted in yellow are recommended to be filled in FY 2026 for optimal staffing for current services.

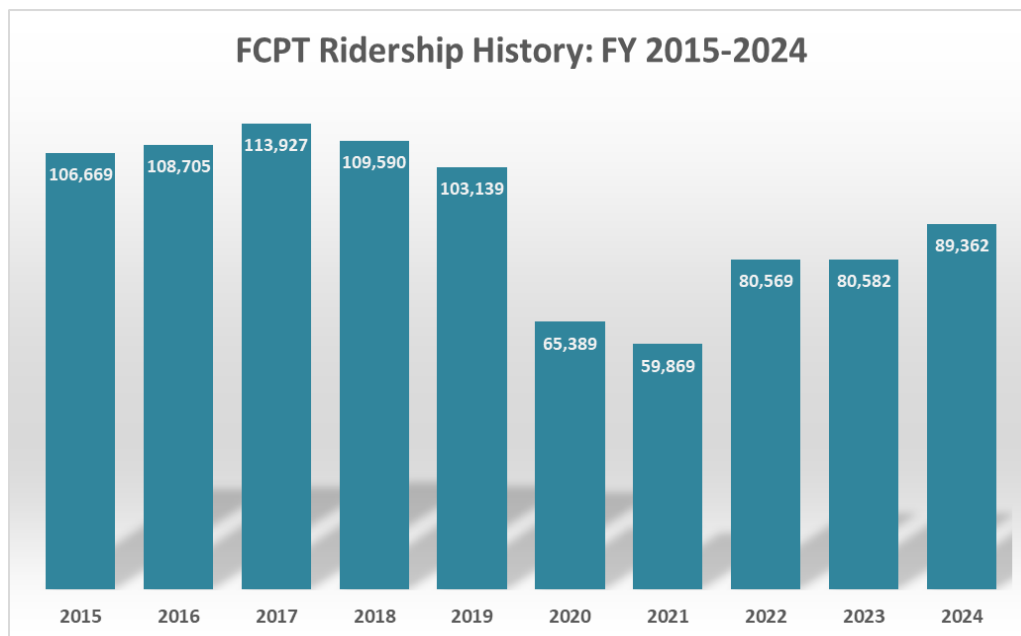
2.G.4. Current Transit Service Characteristics and Performance

This TDP update includes a review of FCPT’s demand-response services and recent performance trends. FCPT currently provides paratransit and TD services for the Flagler County service area.

FCPT Ridership History

FCPT ridership peaked in FY 2017 and declined during the COVID-19 pandemic years (FY 2020 and FY 2021). Ridership has increased in recent years, including FY 2024 (see Figure 2-6).

Figure 2-6: FCPT Ridership History: FY 2015-2024



Annual Operating Report (AOR) Summary: 2023-2025

FCPT reports service data annually to CTD through the Annual Operating Report (AOR). Table 2-4 summarizes trip purpose, passenger type, and related customer information for 2023-2025. FCPT’s most common trip purposes include Education/Training/Day Care, followed by Medical, Employment, Nutritional, and Life Sustaining/Other. Older Adults represent the most common passenger type, followed by Persons with Disabilities, Low Income, and Other.

Customer Information trends indicated that more individuals are accessing the service in FY 2025 than in prior years, based on unduplicated passenger counts. Unmet trip requests have declined, indicating fewer denied or canceled trips. No-shows have also declined, improving service efficiency and daily scheduling reliability. Customer complaints and commendations are steady or improving, indicating generally stable customer experience trends.

Table 2-4: FCPT Annual Operating Performance Highlights: 2023-2025

Indicator/Measure	2023	2024	2025	% Change 2023-2025	Status 2023-2025	Desired Trend
Passenger Trip By Purpose						
Medical	19,610	22,090	22,470	14.58%	↑	↑
Employment	13,435	14,684	14,451	7.56%	↑	↑
Ed/Train/Day Care	36,597	40,269	39,336	7.48%	↓	↑
Nutritional	7,652	6,073	5,986	-21.77%	↓	↑
Life Sustaining/Other	3,244	3,850	3,270	0.80%	↑	↑
Passenger Type: One-Way						
Older Adults	42,239	31,960	31,840	-24.62%	↓	↑
Persons With Disabilities	21,017	30,649	29,929	42.40%	↑	↑
Low Income	13,524	23,618	23,088	70.72%	↑	↑
Other	3,758	739	656	-82.54%	↓	↔
Customer Information						
Unduplicated Passenger Headcount	830	896	1,299	56.51%	↑	↑
Unmet Trip Requests	2,034	634	892	-56.15%	↓	↓
No-Shows	3,051	4,080	2,724	-10.72%	↓	↓
Customer Complaints	4	5	4	0.00%	↔	↓
Customer Commendations	93	11	13	-86.02%	↔	↑

Source: FCPT Annual Operating Reports 2023-2025 (7/1/23-6/30/25)

Snapshot of FCPT Trip Activity

Map 2-17 summarizes a one-week sample of trip origins and destinations to illustrate where trips are concentrated. The pattern shows higher trip activity in the central and northeastern parts of the county, including activity in Bunnell, Palm Coast, and Flagler Beach, along with additional activity in areas such as Hidden Trails and Beverly Beach.

Key Performance Indicators

As a recipient of Federal Transit Administration (FTA) Section 5310 and Section 5311 funding, FCPT reports annual operating and financial data to the National Transit Database (NTD). NTD reporting uses FCPT’s fiscal year period (October 1 through September 30) and supports consistent tracking of service supply, ridership, and costs over time. Table 2-5 summarizes key performance indicators for FY 2019–FY 2024.

Map 2-17: FCPT Relative Trip Activity

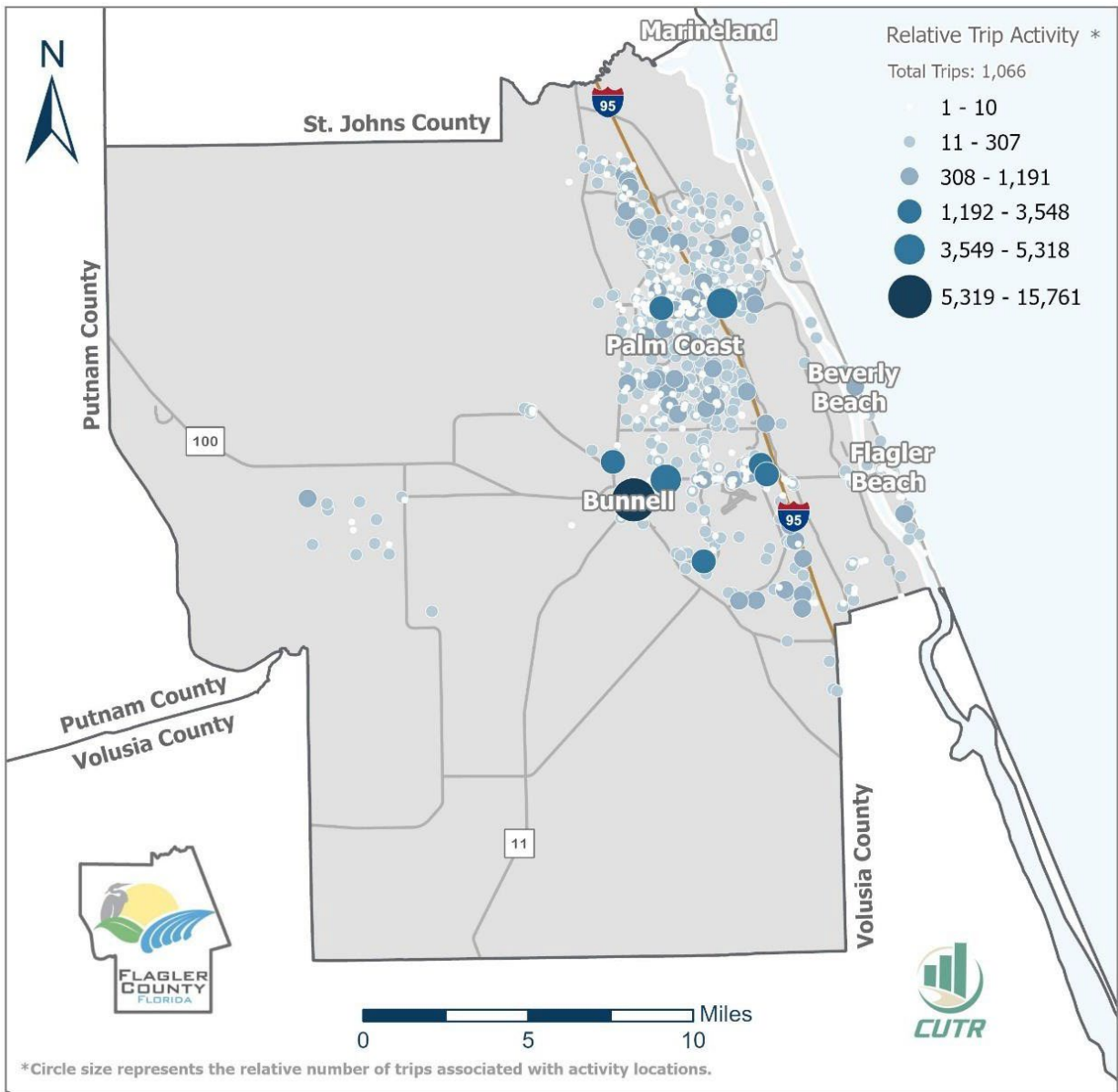


Table 2-5: FCPT Performance Indicators: FY 2019-2024

Indicator/Measure	2019	2020	2021	2022	2023	2024	% Change 2019-2024	Status 2019-2024	Desired Trend
General Indicators									
Service Area Population	110,510	115,081	115,081	115,081	115,081	131,439	18.94%	↑	↑
Service Area Density (pop per sq mi)	193.5	201.5	201.5	201.5	201.5	230.2	18.94%	↑	↑
Unlinked Passenger Trips (UPT)	103,139	65,389	59,869	80,569	89,362	89,582	-13.14%	↓	↑
Vehicle Revenue Miles (VRM)	549,349	438,068	552,985	984,578	602,607	611,264	11.27%	↑	↑
Vehicle Revenue Hours (VRH)	33,107	30,571	36,848	38,213	38,511	38,714	16.94%	↑	↑
Total Operating Expense	\$1,495,514	\$1,534,335	\$1,258,617	\$2,124,456	\$2,136,477	\$2,424,035	62.09%	↑	↓
Fare Revenue	\$154,912	N/A	\$33,861	\$65,596	\$153,363	\$139,215	-10.13%	↓	↑
Vehicles Operated in Maximum Service	21	21	21	20	18	18	-14.29%	↓	↑
Effectiveness Measures									
Revenue Miles Per Capita	4.97	3.81	4.81	8.56	5.24	4.65	-6.45%	↓	↑
Passenger Trips Per Capita	0.93	0.57	0.52	0.70	0.78	0.68	-26.97%	↓	↑
Passenger Trips Per Revenue Mile	0.19	0.15	0.11	0.08	0.15	0.15	-21.94%	↓	↑
Passenger Trips Per Revenue Hour	3.12	2.14	1.62	2.11	2.32	2.31	-25.72%	↓	↑
Efficiency Measures									
Operating Expense Per Capita	\$13.53	\$13.33	\$10.94	\$18.46	\$18.56	\$18.44	36.28%	↑	↓
Operating Expense Per Passenger Trip	\$14.50	\$23.46	\$21.02	\$26.37	\$23.91	\$27.06	86.62%	↑	↓
Operating Expense Per Revenue Mile	\$2.72	\$3.50	\$2.28	\$2.16	\$3.55	\$3.97	45.67%	↑	↓
Operating Expense Per Revenue Hour	\$45.17	\$50.19	\$34.16	\$55.60	\$55.48	\$62.61	38.61%	↑	↓
Farebox Recovery Ratio	10.36%	N/A	2.69%	3.09%	7.18%	5.74%	-44.56%	↓	↑
Average Fare	\$1.50	N/A	\$0.57	\$0.81	\$1.72	\$1.55	3.47%	↑	↑
Transit Asset Metrics									
Avg. Fleet Age in Yrs.	4.0	3.7	3.2	N/A	4.9	5.1	22.01%	↑	↓

Source: NTD Transit Agency Profile: FY 2019-2024 (10/1/18-9/30/24)

General Indicators (FY 2019–FY 2024)

Table 2-5 summarizes selected operational and financial indicators reported to the NTD for FY 2019–FY 2024. Key trends over this period include:

- Flagler County’s population and population density increased by nearly 19%.
- Ridership is on the rebound from the pandemic-related lows of FY 2020-2021.
- FCPT is operating more miles (VRM) and hours (VRH) in FY 2024 than in prior years.
- Annual operating expenses have increased 62% over the five-year period.
- The number of vehicles in service declined from 21 in FY 2019 to 18 in FY 2024.

Effectiveness and Efficiency Measures

Effectiveness and efficiency measures help explain how changes in service supply, ridership, and costs affected performance:

- Effectiveness measures declined between FY 2019 to FY 2024, reflecting lower ridership coupled with an increase in hours and miles of service provided. These measures have

- improved as ridership has increased.
- Efficiency measures increased over the period, reflecting higher costs and higher service levels relative to ridership. Average fleet age also increased, reinforcing the need for fleet replacement planning.

Key Performance Indicator Summary

Overall, the FY 2019–FY 2024 indicators suggest the following:

- Lower ridership, combined with fewer vehicles in service, reduced operational and financial effectiveness.
- Reported operator shortages in FY 2025 limited daily pull-out and prevented FCPT from placing more than 18 vehicles into service on a given day.
- Fleet replacement remains a priority to improve reliability and cost efficiency (see the Vehicle Inventory section).
- Reducing operator vacancies and placing an additional 3-4 vehicles into daily service could support higher ridership and improve effectiveness and efficiency outcomes.
- An increase in ridership (trips) could increase the operational and cost effectiveness of the current system.

Comparative Performance Review

NTD data also support comparison with peer systems that report similar service types and performance measures. Table 2-6 compares FCPT with selected Florida county-operated demand-response systems in Charlotte, Citrus, Indian River, Lake, and St. Johns Counties. These five peer systems were selected because they operate in a similar service context, are managed within county government structures, and maintain small to mid-sized demand-response fleets.

For FY 2024, the comparison indicates that FCPT performs competitively on several general indicators, including annual ridership and fare revenue, and shows relatively strong cost efficiency among the peer group. The comparative results provide additional context for interpreting FCPT's performance trends and for evaluating service and resource needs in later chapters.

Peer System Selection Criteria

The peer systems were selected to provide a comparison set that is broadly similar to FCPT in service type and operating context. The comparison agencies:

1. Provide demand-response (DR) service in both urban and rural settings
2. Are managed within a county government structure, rather than a municipality or transit authority
3. Operate DR fleets of 30 vehicles or fewer
4. Serve counties with populations below 275,000
5. Also operate fixed-route and/or general public on-demand services

Table 2-6: Comparative Performance Review: DR Mode

Indicator/Measure for Demand Response Mode: FY 2024	Charlotte County, FL	Citrus County, FL	Indian River County, FL	Lake County, FL	St. Johns County, FL	Flagler County, FL	Trend Average	Flagler % Deviation from Peer Average	Flagler Trend vs. Peer Trend	Desired Trend
General Indicators										
Service Area Population	199,998	30,858	174,292	151,523	273,425	131,439	160,256	-17.98%	↔	↔
Service Area Density (pop per sq mi)	135.0	49.0	106.0	86.0	600.0	230.2	201	14.50%	↑	↑
Unlinked Passenger Trips (UPT)	85,946	28,731	26,837	75,293	43,392	89,582	58,297	53.67%	↑	↑
Vehicle Revenue Miles (VRM)	549,401	401,305	232,884	812,870	283,834	611,264	481,926	26.84%	↑	↑
Vehicle Revenue Hours (VRH)	30,865	23,929	16,374	55,448	25,572	38,714	31,817	21.68%	↑	↑
Total Operating Expense	\$3,473,632	\$2,018,492	\$2,329,375	\$5,108,801	\$1,788,929	\$2,424,035	\$2,857,211	-15.16%	↓	↑
Fare Revenue	\$33,563	\$44,353	\$0	\$104,271	\$67,855	\$139,215	\$64,876	114.59%	↑	↑
Vehicles Operated in Maximum Service	23	14	12	30	20	18	20	-7.69%	↓	↑
Effectiveness Measures										
Revenue Miles Per Capita	2.75	13.00	1.34	5.36	1.04	4.65	4.69	-0.85%	↔	↑
Passenger Trips Per Capita	0.43	0.93	0.15	0.50	0.16	0.68	0.48	43.39%	↑	↑
Passenger Trips Per Revenue Mile	0.16	0.07	0.12	0.09	0.15	0.15	0.12	19.58%	↑	↑
Passenger Trips Per Revenue Hour	2.78	1.20	1.64	1.36	1.70	2.31	1.83	26.30%	↑	↑
Efficiency Measures										
Operating Expense Per Capita	\$17.37	\$65.41	\$13.36	\$33.72	\$6.54	\$18.44	\$25.81	-28.54%	↓	↓
Operating Expense Per Passenger Trip	\$40.42	\$70.25	\$86.80	\$67.85	\$41.23	\$27.06	\$55.60	-51.33%	↑	↓
Operating Expense Per Revenue Mile	\$6.32	\$5.03	\$10.00	\$6.28	\$6.30	\$3.97	\$6.32	-37.23%	↓	↓
Operating Expense Per Revenue Hour	\$112.54	\$84.35	\$142.26	\$92.14	\$69.96	\$62.61	\$93.98	-33.37%	↓	↓
Farebox Recovery Ratio	0.97%	2.20%	0.00%	2.04%	3.79%	5.74%	2.46%	133.77%	↑	↑
Average Fare	\$0.39	\$1.54	\$0.00	\$1.38	\$1.56	\$1.55	\$1.07	44.86%	↑	↓
Transit Asset Metrics										
Avg. Fleet Age in Yrs.	5.2	5.9	9.2	6.7	6.5	5.1	6.4	-20.73%	↓	↓

Source: NTD Transit Agency Profiles: FY 2024

Comparative Results Summary

Table 2-6 indicates the following comparative patterns for FY 2024:

- FCPT reports higher annual ridership (unlinked passenger trips) than the peer agencies.
- FCPT provides relatively high levels of service, ranking among the highest in vehicle revenue hours (VRH) and vehicle revenue miles (VRM).
- FCPT reports the highest fare revenue among the comparison systems.

Effectiveness and efficiency measures further indicate that FCPT’s service performs strongly relative to the peer group:

- FCPT generally ranks favorably on effectiveness measures, supported in part by higher passenger trip volumes.
- FCPT also ranks favorably on efficiency measures, indicating comparatively lower cost per unit of service and per trip within the peer group.

Overall, the FY 2024 comparison suggests that FCPT delivers a relatively high level of demand-response service and does so with competitive cost efficiency, despite operating in a smaller county context with a smaller fleet and with less operating resources than many peers.

2.G.5. FCPT Transit Asset Management

FCPT participates in the FDOT-led Transit Asset Management (TAM) planning process, which last updated in 2022, because FCPT is not a Direct Recipient of FTA Section 5307 funds and receives funding through FDOT-administered programs. FCPT follows the FDOT-led TAM process to help ensure that FDOT-administered Section 5311-funded assets are maintained in a state of good repair (SGR), used for their intended purpose, and managed appropriately through the end of their useful life and disposition. Performance measures and targets for rolling stock, equipment, and facilities are updated annually and shared with the Volusia-Flagler Transportation Planning Organization (TPO) for inclusion in the annual performance updates adopted as part of the TPO's Transportation Improvement Program (TIP) process.

Flagler County maintains a TAM process that inventories rolling stock and capital assets, assesses asset condition, identifies available financial resources, evaluates maintenance and operational plans, and supports a capital replacement plan. County staff enter and update vehicle assets annually using vehicle identification information (VIN), mileage, maintenance history, and repair records. Vehicle condition and usage forecasts are reconciled with service characteristics, including estimates of future mileage and replacement timing by year, to support planning for useful life benchmarks. Similar tracking and evaluation practices are used for facilities and equipment assets.

FCPT tracks and manages the following capital assets:

- **Facilities:** Administrative and maintenance facilities supporting FCPT operations (Government Services Center campus, Building #5)
- **Equipment:** Maintenance and fueling equipment and IT hardware and software located at above facilities
- **Rolling Stock (Vehicles):** Vehicles used for revenue service, including bus, cutaway bus, or transit vans (non-revenue vehicles are tracked as equipment).

As part of the annual TAM planning process, FCPT aims to keep each asset class within established performance targets. Current targets and performance are summarized in Table 2-7. Notably, FCPT has reached its useful life benchmark target for 30% of rolling stock and 100% of equipment, while facilities are at 0%. These capital asset needs are addressed in the final TDP short-term needs plan (Chapter 5) to support safe and reliable service.

Table 2-7: FCPT TAM Targets & Performance

Asset Category Performance Measure	Asset Class	2022 Target	2023 Target	2024 Target	2025 Target	2026 Target
Rolling Stock						
Age - % of revenue vehicles within a particular asset class that have met or exceeded their Useful Life Benchmark (ULB)	Bus	0%	10%	10%	14%	31%
	Cutaway Bus	0%	0%	0%	0%	0%
Equipment						
Age - % of non-revenue vehicles within a particular asset class that have met or exceeded their Useful Life Benchmark (ULB)	Non Revenue/Service Automobile	100%	100%	100%	100%	100%
Facilities						
Condition - % of facilities with a condition rating below 3.0 on the FTA Transit Economic Requirements Model (TERM) Scale	Administration	0%	0%	0%	0%	0%
	Maintenance	0%	0%	0%	0%	0%

Source: Volusia-Flagler TPO FY 2025/26-FY 2029/30 TIP

FCPT Maintenance Plan

FCPT manages a preventive maintenance program based on a 2025 Maintenance Plan update to support consistent fleet condition, parts management, and scheduling of required maintenance activities. The goals and objectives of the FCPT Maintenance Plan include:

1. Establish a prescribed systems approach to vehicle maintenance.
 - Update the FCPT vehicle maintenance plan annually.
2. Ensure FCPT vehicles operate safely and reduce the accident rate.
3. Minimize maintenance costs while performing required work.
 - Modernize the fleet by retiring vehicles that have exceeded service life.
 - Emphasize preventive maintenance.
4. Meet the preventive maintenance schedule for each vehicle by following established procedures and applying schedules appropriate to each vehicle based on manufacturer specifications and FDOT guidance.
5. Ensure timely warranty work is performed.
 - Monitor mileage so warranty vehicles receive dealer attention as needed, supporting quality maintenance and controlling costs.
 - Maintain working relationships with dealers qualified to perform warranty work.

FCPT Existing Vehicle Inventory and Needs

FCPT’s fleet planning is supported by the TAM and maintenance processes described above. As an FDOT grantee for replacement vehicles, grant stipulations require a vehicle to be at least 5 years old and have 200,000 miles of service on the odometer before it can be considered for replacement. Using these requirements and projected vehicle usage over time, FCPT identifies when revenue service vehicles may reach replacement eligibility by fiscal year.

As shown in Table 2-8, FCPT purchased and added five replacement vehicles to the active fleet in FY 2025 (vehicles 139-143). Additional replacement needs are identified on a year-by-year basis. These capital needs will form part of FCPT’s capital funding plan, which is described in more detail in Chapter 5.

Table 2-8: FCPT FY 2025 Vehicle Inventory Plan

Vehicle #	1st Yr. of Svc.	Make/Size/Type	Vin #	Seats & W/C Positions	Expected Retirement	Active or Backup	Mileage - 11.29.25	Yr. Qualifies for Replacement	Est. 2nd Cycle of Replacement
115	2017	Ford E-450 Bus	1FDPE4FS6HDC51567	16 + (3)	2024	Active	252,321	2026	2033
116	2017	Ford E-450 Bus	1FDPE4FS6HDC51570	16 + (3)	2024	Active	211,360	2026	2033
117	2017	Ford E-450 Bus	1FDPE4FS8HDC51568	16 + (3)	2024	Active	227,683	2026	2033
118	2017	Ford E-450 Bus	1FDPE4FSXHC51569	16 + (3)	2024	Active	216,292	2026	2033
119	2018	Ford E-450 Bus	1FDPE4FS1JDC38733	14/4+(4)	2025	Active	195,445	2026	2033
120	2018	Ford E-450 Bus	1FDPE4FS7JDC38736	14/4+(4)	2025	Active	204,198	2026	2033
121	2018	Ford E-450 Bus	1FDPE4FS5JDC38735	14/4+(4)	2025	Active	221,924	2026	2033
122	2018	Ford E-450 Bus	1FDPE4FS3JDC38734	14/4+(4)	2025	Active	192,747	2026	2033
123	2019	Ford E-450 Bus	1FDPE4FS6KDC36705	14/4+(4)	2026	Active	167,235	2027	2034
124	2019	Ford E-450 Bus	1FDPE4FS0KDC35906	14/4+(4)	2026	Active	174,190	2027	2034
125	2019	Ford E-450 Bus	1FDPE4FS8KDC36706	14/4+(4)	2026	Active	164,126	2028	2035
126	2019	Ford E-450 Bus	1FDPE4FS2KDC35907	14/4+(4)	2026	Active	157,267	2028	2035
127	2020	Ford E-450 Bus	1FDPE4FS0KDC72793	14/4+(4)	2027	Active	148,379	2028	2035
128	2020	Ford E-450 Bus	1FDPE4FS7KDC72791	14/4+(4)	2027	Active	185,196	2027	2034
129	2020	Ford E-450 Bus	1FDPE4FS9KDC72792	14/4+(4)	2027	Active	149,349	2028	2035
130	2020	Ford E-450 Bus	1FDPE4FS2KDC72794	14/4+(4)	2027	Active	148,089	2028	2035
131	2019	Ford Transit Van HR	1FDZX2XM4KKB77659	6+(1)	2024	Active	15,212	2031	post-2035
132	2021	Ford Transit Van HR	1FDVU4X85LKB50459	6+2	2026	Active	48,188	2031	post-2035
133	2021	Ford Transit Van HR	1FDVU4X83LKB50461	6+(2)	2026	Active	66,345	2031	post-2035
134	2021	Ford Transit Van HR	1FDVU4X85LKB50462	6+(2)	2026	Active	55,713	2031	post-2035
135	2021	Ford Transit Van HR	1FDVU4X87LKB50463	6+ (2)	2026	Active	40,443	2031	post-2035
136	2021	Ford Transit Van HR	1FDAX2X8XMK23718	6+ (2)	2026	Active	10,192	2031	post-2035
137	2021	Ford Transit Van HR	1FDPE4FS9CDA94397	6+ (2)	2026	Active	10,345	2031	post-2035
138	2021	Ford Transit Van HR	1FDVU4X83LKB50458	6+ (2)	2026	Active	72,651	2029	post-2035
139	2025	Ford E-450 Bus	1FDPE4FN2RDD45697	14 (3)	2032	Active	11,301	2030	post-2035
140	2025	Ford E-450 Bus	1FDUF5GN1PDA02773	23 (2)	2032	Active	22,587	2030	post-2035
141	2025	Ford E-450 Bus	1FDPE4FN3SDD31314	14/4+(4)	2032	Active	9,495	2030	post-2035
142	2025	Ford E-450 Bus	1FDPE4FN3SDD28803	14/4+(4)	2032	Active	7,281	2030	post-2035
143	2025	Ford E-450 Bus	1FDPE4FN5SDD31265	14/4+(4)	2032	Active	10,453	2030	post-2035

2.G.6. Flagler County FTA Section 5307 Funding Eligibility and Findings

In 2023, Flagler County initiated an effort to become a direct recipient of FTA Section 5307 formula funding for public transportation services and infrastructure. FCPT led this effort to support the needs and priorities identified in the FY 2022–31 TDP and subsequent Annual Updates adopted in 2023 and 2024. The Section 5307 eligibility assessment began in early 2024 and culminated with a May 2025

submission to FTA. This section summarizes key findings from the eligibility process and explains how they affect FCPT's capacity to implement service and capital priorities identified through the TDP process.

Establishing the Planning Basis for FTA Section 5307 Funding

A key condition for receiving FTA approval to access formula-based Section 5307 capital and operating funds is demonstrating a defined planning process that prioritizes how funds will be used and managed on an annual basis. The adopted FY 2025-34 TDP Annual Progress Report (APR), which builds on APRs adopted in 2023 and 2024, provides the most recent planning basis that meets FTA requirement for projects funded under Section 5307.

The FY 2025-34 TDP APR identifies several unfunded service needs, including expanded service hours and new deviated fixed-route services designed to broaden access to public transportation and serve additional customers. The APR also identifies unfunded capital needs, including improved or expanded IT systems, fleet investments, maintenance facilities, bus stops/shelters, capacity-building planning studies, and additional staffing required to sustain existing services and support planned service expansions and capital initiatives.

Preliminary Findings in the FTA Section 5307 Eligibility Process (Early 2024)

In a preliminary assessment in early 2024 reviewed FCPT's institutional and organizational readiness to attain and retain new recipient eligibility for 5307 funding. Key findings included:

1. **Key functional areas are not adequately staffed.** FCPT staff maintain the core administrative and operational functions required to deliver paratransit and TD services. However, the agency remains understaffed in several critical areas, including administration, grants and financial management, safety and security, training, program management, compliance, and planning. The October 2023 FDOT Triennial Review documented several deficiencies, areas of concern, and observations that align with these capacity gaps. Staffing limitations also place a disproportionate workload on the transportation manager because key responsibilities cannot be delegated within an understaffed organization.
2. **Operations staffing shortages affect daily service quality.** Long-term bus operator vacancies have required staff from dispatch and supervisory positions to support daily pull-out, and qualified administrative staff have also operated trips when needed. Addressing chronic operator shortages is important for meeting current service needs, preparing for anticipated growth in demand, and positioning FCPT to manage Section 5307 responsibilities effectively.
3. **A draft Section 5307 Program of Projects (POP) will be needed.** Initial conversations with County and FCPT staff indicated that a Section 5307 POP should be developed to reflect the capital and operating needs identified in the adopted FY 2025-34 TDP APR. There is interest in applying Section 5307 funds annually to support both capital priorities, such as staffing, vehicles, maintenance facility upgrades, information technology upgrades, and safety and security upgrades, and operating priorities, including sustaining current services and potential expansion into on-demand and deviated fixed-route services.
4. **Planning partner support is strong, with noted capacity considerations.** FDOT District 5

and the Volusia-Flagler TPO expressed support for Flagler County becoming a new recipient of Section 5307 funding. FDOT also noted concerns related to FCPT’s administrative staffing levels and organization capacity, based on recent compliance reviews and prior experience with the agency. The TPO’s support is reflected in a 2023 resolution endorsing Flagler County’s pursuit of designated recipient eligibility as part of the Daytona Beach-Palm Coast-Port Orange, FL Urbanized Area (UZA).

5. **The Section 5307 apportionment split with Volusia County is established, with follow-up coordination needed.** In 2022, Flagler County and Volusia County agreed to an apportionment split for the Daytona Beach-Palm Coast-Port Orange UZA through a signed agreement. Under this split, Flagler County is allocated 9.69% of the UZA’s annual Section 5307 formula apportionment. Flagler County also agreed to cede its share of FY 21 Section 5307 funding to Volusia County. County leadership will need to coordinate with Volusia County to clarify the allocation of apportionments for FY 2022-24.
6. **Completing the FTA new recipient eligibility checklist requires formalized policies and procedures.** Flagler County management identified and assigned subject matter experts for the required elements of the FTA Section 5307 New Recipient Eligibility Checklist. Developing clear policies and procedures responsive to checklist requirements is critical for Flagler County’s new recipient eligibility.

Final Findings and Current Status (May 2025 through January 2026)

In May of 2025, Flagler County submitted the Section 5307 new recipient application and checklist, along with required documentation, to FTA Region IV for review and approval. At the time of the May 2025 submittal and as documented in the *2025 Flagler County 5307 New Recipient Eligibility Technical Assistance* report, the following short-term steps were recommended to support successful approval:

1. Implement the recommended functional area staffing plan.
2. Seek third-party technical assistance in areas that cannot be staffed directly to continue developing the institutional structure and processes needed to manage Section FTA 5307 funding.
3. Update the TDP and subsequent Section 5307 POPs based on each fiscal year’s top identified needs and priorities.

As of January 2026, Flagler County has received FTA approval for the technical capacity requirements to become a direct recipient. FCPT and County staff continue to work with FTA Region IV on follow-up questions, edits, and partial resubmittals, with a current focus on improving procurement processes and policies to meet FTA requirements. Completing the remaining steps, with the goal of full approval in FY 2026, remains a critical objective for implementing future TDP priorities. These findings provide a roadmap for strengthening institutional capacity and directly inform the phased implementation strategy presented in Chapters 4 and 5.

2.G.7. Other Transportation Resources Available in Flagler County

In addition to FCPT, other transportation options are available to Flagler County’s residents and visitors (Table 2-9). These providers are privately owned and operated and typically service specific markets or trip types.

Table 2-9: Other Transportation Resources Available in Flagler County

Provider	Service	Clients Served	Website/Contact Info.
Other Medical/Senior/Wheelchair Transportation Providers			
All Care Medical Transport	Non-Emergency Medical Transport	General Public	https://allcaremedicaltransport.com/
ANP Transportation LLC	Wheelchair, Ambulatory & Emergency Medical Transport	General Public	https://anptransportfl.com/
Palm Coast Transportation	Airport, Seaport, Corporate Transportation	General Public	http://www.pctransportation.info/home.html
Reliance Taxi	Non-Emergency Medical Transport	General Public	https://www.reliancetaxifl.com/non-emergency-service
Uber Health	Non-Emergency Medical Transport	General Public	https://www.uberhealth.com/us/en/d/nemt/palm-coast-fl-us/
Vinny Transport Services	Wheelchair & Seniors	General Public	https://vinnytransportservice.com/flagler-beach-transportation-services/
Intercity Bus Services			
FlixBus	Intercity Bus Service - from Palm Coast Bus Stop 6125 E Hwy 100 Palm Coast, FL 32136	General Public	https://www.flixbus.com/bus/palm-coast-fl https://www.flixbus.com/bus/palm-coast-fl/palm-coast-bus-stop
Greyhound Bus Lines	Intercity Bus Service from Palm Coast Bus Stop: 6125 E Hwy 100 Palm Coast, FL 32136	General Public	https://www.greyhound.com/bus/palm-coast-fl/palm-coast-bus-stop
Major Shuttle/Taxi/Car Service Companies			
AAA Limousine & Airport Service	Taxi/Airport Service	General Public	https://aaaairporttransportation.com/
Alliance Taxi & Shuttle Service	Taxi/Airport Service	General Public	https://alliancetaxishuttlellc.localsearch.com/
Coastal Cab	Taxi/Airport Service	General Public	https://coastal-transportation.volasite.com/
<i>*note that there are several additional Taxi & Car Service companies that appear to be available that will not be compiled here</i>			
Transportation Network Companies (TNC's)			
LYFT	On-Demand Service	General Public	https://www.lyft.com/
Uber	On-Demand Service	General Public	https://www.uber.com/

Neighboring Transit Agencies

Public transportation is also provided in neighboring counties, including:

- Putnam County: The Ride Solution (<https://theridesolution.org/>)
- St. Johns County: St. Johns County Public Transit (<https://www.sjcfl.us/public-transit/>)
- Volusia County: VoTran (<https://www.votran.org/>)

Currently, none of these neighboring transit agencies provide service to or from Flagler County. However, VoTran has identified the need for an express bus route connecting Daytona Beach and Palm Coast along I-95 (see the VoTran TDP referenced in Section 2.1).

2.H. Coordination with the Volusia-Flagler TPO Planning Process

This section addresses the coordination requirements in FDOT rule 14-73.001 (3)(c), which requires the TDP to include a detailed coordination program that demonstrates collaborative participation and consistency between the transit agency and the local MPO in developing and implementing the TDP and the Long-Range Transportation Plan (LRTP). The rule also calls for coordination with other MPO multimodal planning and programming activities, including the Transportation Improvement Program (TIP), Unified Planning Work Program (UPWP), and corridor development studies.

The Volusia-Flagler TPO (formerly the River to Sea TPO) is the metropolitan planning organization (MPO) for Flagler County. In 2023, the Volusia-Flagler TPO expanded its Metropolitan Planning Area (MPA) to include all of Volusia and Flagler counties. FCPT and the Volusia-Flagler TPO have coordinated consistently during planning activities, including annual TDP updates, and throughout the development of this major TDP update.

The Volusia-Flagler TPO's LRTP was developed in coordination with FCPT and other partners. The LRTP transit needs section incorporates service improvements and expansion opportunities identified in the Flagler County FY 2022-31 TDP. Revenue projections were also developed in coordination with multiple agencies, including FCPT, and Flagler County transit revenue projections in the LRTP were derived from the TDP. The following subsections describe coordination activities during the development of this TDP, along with opportunities for ongoing coordination.

2.H.1. TDP Process Coordination

The TPO was engaged at the start of the TDP updated process and remained involved throughout plan development. Coordination began with a meeting between the TDP project team, the TPO Transportation Planner/Project Manager, and the TPO Community Outreach Coordinator. This initial meeting covered the proposed plan schedule, outreach activities, public involvement schedule, and coordination steps to support consideration of TDP priorities in upcoming UPWP, TIP, and corridor study updates. This meeting established a coordinated approach for ongoing TPO participation.

Coordination activities included:

- **Public involvement alignment:** Reviewed the TPO's Public Participation Plan (PPP) alongside the draft Flagler County TDP Public Involvement Plan (PIP) and completed compatibility review after the first draft of the PIP.
- **Plan and program consistency review:** Reviewed the LRTP, TIP, UPWP, List of Priority Projects (LOPP), and related plans and studies, including the Vision Zero Action Plan, with a focus on future transit needs and opportunities. This review helped ensure that the TDP complements the existing TPO programs and initiatives outlined in these documents.
- **Staff engagement:** Interviewed a member of the TPO staff during the stakeholder engagement process to discuss the TPO project prioritization process, opportunities to integrate transit in Flagler County into the LRTP, regional priorities, stakeholder engagement strategies, and approaches for ongoing collaboration on funding.
- **Ongoing communication:** Included the TPO Executive Director and key staff in the PIP submittal and related outreach updates to maintain visibility into plan progress and public involvement activities.

- **Coordinated outreach delivery:** Worked with the TPO to distribute TDP outreach materials, including surveys, through TPO channels and partners, and shared outreach outcomes with TPO staff.
- **Briefings and updates:** Presented updates at multiple TPO Board and committee meetings, including the TPO Governing Board (2 meetings), the Citizens Advisory Committee (CAC) (2 meetings), the Technical Coordinating Committee (TCC) (2 meetings), and the Bicycle and Pedestrian Advisory Committee (BPAC) (1 meeting).
- **Data coordination:** Coordinated with the TPO on baseline and future-year data inputs, including the use of LRTP socioeconomic forecasts in the TDP Situational Appraisal.

LRTP and Other Core Products

Coordination with the LRTP and other related MPO products supported consistency with the metropolitan transportation planning process. This included a review of the LRTP and supporting products such as the TIP, UPWP, PPP, LOPP, transportation performance measures, congestion management process, and the Vision Zero Action Plan. A summary of the plan review is provided in Section 2.I.

Public Involvement Process

FDOT guidance calls for coordinated public involvement between the transit agency and the local MPO. The PIP developed for this TDP was designed to align with the Volusia-Flagler TPO PPP. Early coordination with TPO staff identified opportunities to use the TPO communication channels to support outreach. The TPO maintains accounts on Facebook, X (formerly Twitter), Nextdoor, LinkedIn, and YouTube. Announcements about the survey and other TDP materials were shared through these platforms and on the TPO website. More information about the public involvement process is provided in [Chapter 3](#).

2.H.2. Usability Analysis of TPO 2050 LRTP Data and Forecasts

This task evaluated the usability of Volusia-Flagler TPO 2050 LRTP data and forecasts for the Flagler County TDP. The coordination process identified opportunities to improve data sharing and integration, particularly for demographic forecasting, land use, congestion, and travel demand modeling.

During the initial coordination meeting, TPO staff provided guidance on LRTP socioeconomic and model-based data and helped identify additional FDOT datasets, including level of service (LOS) and congestion management data, which could support corridor screening and identification of roadway segments where transit may provide mobility benefits.

Socioeconomic Data

The LRTP socioeconomic dataset is derived primarily from the U.S. Census and regional model inputs aggregated at the Census tract level. While appropriate for regional modeling, the TDP required a finer spatial scale to support localized service planning. For this reason, the project team relied on Census block group data, which provide higher geographic precision and better support small-area analyses such as T-BEST modeling and the identification of transit-supportive neighborhoods.

The LRTP dataset also reflected a Census year that was approximately one year older than the most

current data available. To reflect current demographic conditions, the project team obtained the most recent American Community Survey (ACS) block group data directly from the U.S. Census Bureau.

Population and Employment Forecasts

Population and employment projections from the TPO LRTP were highly usable for the TDP. These forecasts, developed through the TPO's regional travel demand model, provide Traffic Analysis Zone (TAZ)-level data that integrate directly with T-BEST and other spatial analyses. These projections established the baseline for evaluating future growth and service expansion potential.

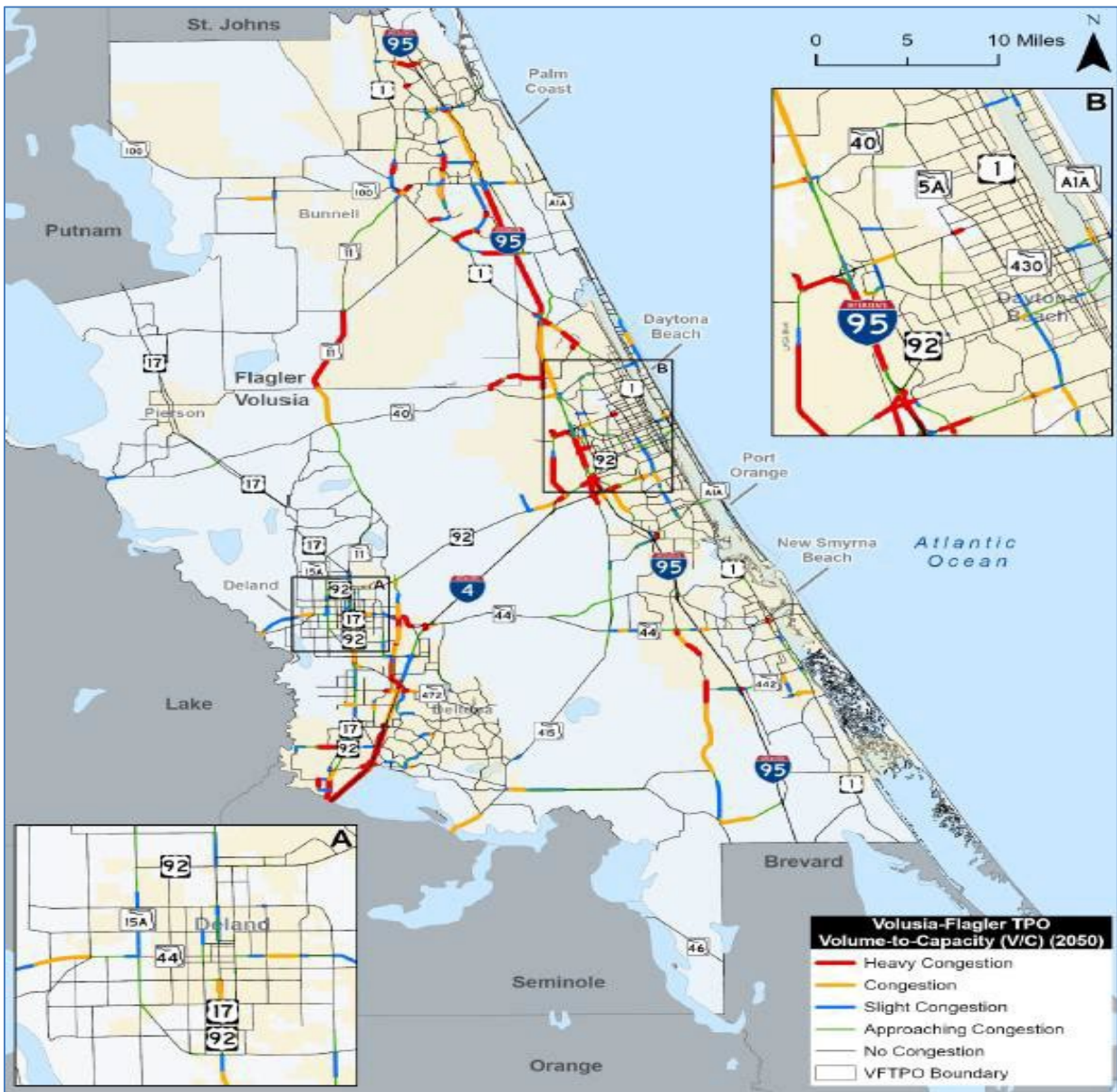
To supplement the countywide growth assessment, the project team also relied on population forecasts from the University of Florida Bureau of Economic and Business Research (BEBR). BEBR projections provided a statewide reference point and were used to validate the long-range population assumptions embedded in the LRTP and TDP analyses.

Land Use, Corridor, and Congestion Data

To supplement the regional model and socioeconomic data, the project team incorporated local planning and property appraiser datasets to refine land use and corridor-level assessment. These datasets supported confirmation of development patterns, identification of emerging growth areas, and assessment of alignment between development and transit-supportive corridors.

In collaboration with the TPO, the project team also reviewed FDOT LOS and congestion management data to identify roadway segments with recurring congestion or approaching capacity. These data helped identify corridors where transit investment could provide mobility benefits and improve travel reliability. The Volusia-Flagler TPO's 2050 LRTP analysis of the regional roadway network found that regional congestion conditions are generally satisfactory, but it also identified corridors projected to experience congestion that could affect transit scheduling and operations on key corridors (see Map 2-18 and Map 2-19).

Map 2-18: Projected Volume-to-Capacity (2050 Network)



Map 2-19: Projected Annual Average Daily Traffic (2050 Network)



Summary and Coordination Outcomes

Overall, the TPO's LRTP datasets were compatible and useful for the Flagler County TDP, particularly TAZ-level model outputs and the population and employment forecasts. Coordination also identified FDOT congestion datasets that enhanced the TDP's corridor-level analysis. This process reinforces the value of ongoing data-sharing among Flagler County, the TPO, and FDOT, including regular exchange of updated socioeconomic and congestion data and synchronization of LRTP and TDP planning cycles. A table summarizing these findings is provided in Appendix A.

2.H.3. Opportunities for Ongoing and Future Coordination

There are several opportunities to maintain and strengthen coordination between FCPT and the Volusia-Flagler TPO across metropolitan transportation planning and public transportation planning activities.

Ongoing coordination includes:

- Flagler County representation on the CAC, TCC, and BPAC.
- FCPT participates in monthly coordination meetings with FDOT and the Volusia-Flagler TPO to address regional transit topics, including funding and project and program status. Both the TPO and FCPT expressed interest in continuing these meetings.
- FCPT participates in the Transportation Disadvantaged Local Coordinating Board (TDLCB) hosted by the Northeast Florida Regional Council (NEFRC), which is also attended by Volusia-Flagler TPO staff.

Volusia-Flagler TPO staff have noted improvements in areas where coordination gaps previously existed. A major outcome of enhanced coordination was the expansion of the Volusia-Flagler TPO MPA to include all of Flagler County. As a result, the 2050 LRTP now covers the entirety of county.

Additional coordination opportunities discussed during this TDP effort include:

- Coordination on development of a more robust on-demand system similar to the VoTran's Vo-Ride service in Volusia County.
- Participation in the LOPP call for applications, which is open from the first week in December through the last week in February.
- Continued coordination related to the Vision Zero Action Plan, including implementation considerations for corridors identified on the high-injury network and recommended safety improvements in Flagler and Volusia counties.
- Collaboration on establishing fixed route transit in Flagler County. If the county implements this, it was noted that the TPO is ready to collaborate.

FDOT TDP guidance also recommends continued coordination beyond plan adoption. The Flagler County TDP 2024 annual update identified additional recommendations to support ongoing coordination between FCPT and the TPO, including:

- Increasing active participation in TPO committee meetings by appointing an alternate voting member.
- Continuing participation in the monthly coordination meetings with the TPO.
- Ensuring FCPT is positioned to submit and advance projects through the annual LOPP process.



- Participating in TPO working groups, project-specific committees, and other joint activities.

2.I. Consistency with Other Plans

The TDP is required to align with relevant local, regional, and state plans and programs. FDOT Rule 14-73.001(3)(b) requires TDPs to include a comprehensive review of their relationship to other plans and to discuss how the public transportation Ten-Year Operating and Capital Program relates to other local plans.

FDOT Rule 14-73.001, Part (3)(b) Relationship Review to Other Plans: The TDP shall consider and be consistent with the Florida Transportation Plan, the local government comprehensive plans, the MPO long-range transportation plan, and regional transportation goals and objectives. The TDP shall discuss the relationship between the public transportation Ten-Year Operating and Capital Program and other local plans.

This section satisfies these requirements by summarizing insights from a review of 30 plans, programs, and related documents. Key themes that emerged from the plan review include:

- **Funding:** Multiple plans emphasize the need for adequate and sustainable funding to address transit service and capital needs.
- **Transportation-disadvantaged populations:** Plans consistently highlight the importance of services that support older adults, people with disabilities, low-income households, and other transportation-disadvantaged populations.
- **Fixed-route service:** Many plans support implementation of fixed-route service and emphasize the importance of aligning service with both municipal and regional growth patterns, including opportunities for inter-county and regional connections.
- **Transit and land use integration:** Several documents highlight the value of coordinating transit planning with land use and infrastructure to support transit-supportive development and improve access.
- **Alignment with municipal goals:** Local plans emphasize transit investments that advance municipal visions for a connected, multimodal system that improves mobility and accessibility.
- **Service efficiency and quality:** Plans stress the importance of improving service efficiency while maintaining service quality and customer experience.
- **Ongoing Coordination:** Documents recognize the need for continued coordination among FCPT, the Volusia-Flagler TPO, and regional partners, including VoTran, to support complementary planning and regional mobility objectives.

2.1.1. Documents Reviewed

The following plans, programs, studies, and federal legislation were reviewed to assess implications for FCPT service:

Local Plans

- Flagler County TDP FY 2022 – 2031
- Flagler County TDP Annual Progress Report FY 2025 – 2034
- Flagler County Transportation Disadvantaged Service Plan
- Flagler County Comprehensive Plan 2010-2035
- The City of Bunnell Comprehensive Plan 2035
- The City of Bunnell Development Documents (x5)
- The City of Palm Coast Comprehensive Plan 2050
- The City of Flagler Beach Comprehensive Plan 2035
- The City of Flagler Beach Transportation Studies and Projects (x3)

Regional Plans and Programs

- Volusia Flagler 2050 Long Range Transportation Plan (LRTP)
- Volusia-Flagler TPO Public Participation Plan (PPP)
- Volusia-Flagler Transportation Improvement Program (TIP)
- Volusia-Flagler TPO Unified Planning Work Program (UPWP)
- Volusia-Flagler TPO 2025 List of Priority Projects (LOPP)
- Volusia-Flagler TPO Transportation Performance Measures
- Volusia-Flagler TPO 2022 Congestion Management Process
- Volusia-Flagler TPO Vision Zero Action Plan
- Northeast Florida Strategic Regional Policy Plan
- VoTran TDP FY 2022-2031
- VoTran TDP Annual Update

State Plans and Programs

- 2045 Florida Transportation Plan
- Strategic Intermodal System (SIS) Policy Plan
- 2055 Florida Transportation Plan Draft Performance Report

Federal Legislation

- Infrastructure Investment and Jobs Act (IIJA)

Short summaries of these documents and their key considerations for the TDP are provided in Table 2-10 through Table 2-13. Complete summaries are provided in Appendix B.

Table 2-10: Local Plans Reviewed

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Flagler County TDP FY 2022 – 2031	Flagler County	2022	The TDP outlines a vision of the future of transit for a ten-year period and a requirement for receiving state funds for transit initiatives.	Focuses on expanded services, including new fixed-route services and extending operating hours/days.
Flagler County TDP Annual Progress Report FY 2025 – 2034	Flagler County	2025	The annual progress report highlights the achievements from the past fiscal year, provides updates for the current fiscal year, and outlines recommendations for the new tenth year. Key adopted goals include: 1. Maintain & Improve Existing Public Transportation; 2. Actively Participate in Municipal, County, and Regional Planning Activities; 3. Develop and Pursue New Transportation Options for Flagler County; 4. Secure Adequate Funding from Local, State, & Federal Sources; 5. Educate the Community & Solicit Support for FCPT	Key accomplishments for the 2024 fiscal year included: <ul style="list-style-type: none"> • Maintaining existing demand response service in Flagler County • Replacing vehicles for the existing demand response service by adding one (1) 23-foot Ford E-450 with 14 ambulatory seats and three (3) wheelchair securements • Making progress on completing the FTA section 5307 designated recipient process • Retaining and expanding staff • Increasing public outreach activities
Flagler County Transportation Disadvantaged Service Plan (TDSP)	Flagler County	2025	The Transportation Disadvantaged Service Plan (TDSP) outlines how a county or service area will provide persons with disabilities, and/or economically disadvantaged people.	The plan guides efforts to provide affordable and accessible transportation services for the transportation-disadvantaged populations.

Table 2-10: Local Plans Reviewed (Continued)

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Flagler County Comprehensive Plan 2010-2035	Flagler County	2011	The Flagler County comprehensive plan was developed for the planning of the unincorporated areas of Flagler County.	The transportation element of the plan emphasizes the development of alternative modes of travel, interconnected bicycle and pedestrian facilities, and integrated transportation and land use and development.
The City of Bunnell Comprehensive Plan 2035	The City of Bunnell	2022	The City of Bunnell 2035 Comprehensive Plan was adopted on April 11, 2022. It assesses potential growth in the City, including residential, commercial, and industrial development, and establishes goals to accommodate this growth.	The Traffic Circulation Element promotes a multimodal transportation system that serves all members of the community, including the transportation disadvantaged.
The City of Bunnell Development Documents (five (5) documents)	The City of Bunnell	2025	Multiple ordinances and agreements describe recently approved and upcoming development in the City.	Bunnell recently approved two large-scale development projects that will significantly influence travel within Bunnell. Other anticipated developments are expected to also be major trip generators in Bunnell.
The City of Palm Coast Comprehensive Plan 2050	The City of Palm Coast	2025	The City of Palm Coast Comprehensive Plan is currently being updated for the horizon year 2050.	The Transportation Element specifically addresses collaboration with Flagler County in the development and regular updates of the TDP. It also includes the implementation of programs and actions to provide a safe, convenient, and energy-efficient multimodal transportation system.

Table 2-10: Local Plans Reviewed (Continued)

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
The City of Flagler Beach Comprehensive Plan 2035	The City of Flagler Beach	2025	The Flagler Beach Comprehensive Plan emphasizes an approach that maintains a focus on growth areas within the jurisdictional boundaries in a more regional and comprehensive approach.	The transportation element includes a goal to develop and maintain an integrated and multimodal transportation system, which provides both accessibility and mobility for pedestrians, bicyclists, transit users, and motorized-vehicle users.
The City of Flagler Beach Transportation Studies and projects (three (3) documents)	The City of Flagler Beach	2025	Multiple studies and projects describe transportation needs and ongoing transportation studies in the city.	These studies and plans directly address multimodal transportation, placing emphasis on bicycle and pedestrian safety and micromobility.

Table 2-11: Regional Plans Reviewed

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Volusia-Flagler 2050 Long Range Transportation Plan (LRTP)	Volusia Flagler TPO	2025	The LRTP identifies the future transportation needs in the areas covered by the MPO.	The LRTP relies on the TDP of the transit agencies within its jurisdiction to identify transit needs. In Flagler County, these needs include: <ul style="list-style-type: none"> • Route 1 - Blue Route: City of Bunnell / Moody Boulevard Corridor – Flagler Beach via SR 100 • Route 2 - Red Route: City of Bunnell / Moody Boulevard Corridor – Palm Coast commercial area via Belle Terre Parkway • On-Demand Service Areas: City of Bunnell / Palm Coast / and Flagler Beach
Volusia-Flagler TPO Public Participation Plan (PPP)	Volusia Flagler TPO	2023	MPOs are required by Federal law to develop a public participation plan (PPP) in collaboration with the public and stakeholders. The PPP ensures meaningful public involvement in the decision-making process.	Strategies listed in the PPP include TPO Board meetings, advisory committee, and subcommittee meetings. The plan emphasizes outreach and engagement tools such as a website, social media, focus groups, public workshops, surveys, videos, and local media coverage.

Table 2-11: Regional Plans Reviewed (Continued)

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Volusia-Flagler Transportation Improvement Program (TIP)	Volusia Flagler TPO	2025	The TIP is a fiscally constrained list of upcoming, prioritized transportation projects consistent with the LRTP and the comprehensive plans of local governments.	Section VI of the TIP addresses transit and transportation disadvantaged projects. The TIP includes the following Flagler County projects: <ul style="list-style-type: none"> • Flagler County Public Transportation FTA Section 5311 - operating/admin. Assistance • Flagler-block grant operating assistance demand response - operating for fixed route • Flagler-block grant operating assistance demand response - operating for fixed route
Volusia-Flagler TPO Unified Planning Work Program (UPWP)	Volusia Flagler TPO	2024	The UPWP is an annual statement of work defining planning priorities and activities to be carried out in the metropolitan planning area (MPA). The UPWP specifies the costs and agency involvement needed to complete its activities and tasks.	Required activities and work products included: <ul style="list-style-type: none"> • Provide technical planning assistance and reports for local government and transit agencies • Provide input to local and regional transit planning studies • Identify Transit Development Priorities • Improve Transit Related Safety and Connectivity • Participation in Flagler County Public Transportation Meetings (Flagler TDLCB) • Technical/planning assistance for Flagler County Public Transportation to complete FTA Section 5307 Designated Recipient Process • Technical/planning assistance for Flagler County Public Transportation to complete Public Transportation Agency Safety Plan (PTASP)

Table 2-11: Regional Plans Reviewed (Continued)

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Volusia-Flagler TPO 2025 List of Priority Projects (LOPP)	Volusia Flagler TPO	2025	The list of priority projects (LOPP) is an annual list of high-priority, unfunded transportation projects.	The current LOPP does not include any transit projects within Flagler County.
Volusia-Flagler TPO Transportation Performance Measures	Volusia Flagler TPO	2025	State Departments of Transportation (DOTs) and MPOs are required to adopt performance targets.	Transit Asset Management (TAM) Plan Targets and Public Transportation Agency Safety Plan (PTASP) Targets are adopted by the Volusia-Flagler TPO.
Volusia-Flagler TPO 2022 Congestion Management Process	Volusia Flagler TPO	2022	MPOs designed as Transportation Management Areas (TMAs) are required to address congestion through a Congestion Management Process (CMP). The CMP results in multimodal system performance measures that are reflected in the LRTP.	Transit strategies in the CMP include expanding or implementing fixed-route bus services and preparations for transit traffic signal priority. Other relevant strategies include adding new sidewalks and bike lanes, as well as developing guidelines for multimodal or transit-oriented development.
Volusia-Flagler TPO Vision Zero Action Plan	Volusia Flagler TPO	2025	A Vision Zero Action Plan is a strategic document that outlines steps that will be taken to eliminate traffic fatalities and serious injuries.	While the plan does not specifically address transit, it emphasizes improving safety for bicyclists and pedestrians, which is crucial for enhancing first-mile/last-mile access to transit services.

Table 2-11: Regional Plans Reviewed (Continued)

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
North East Florida Strategic Regional Policy Plan	Northeast Florida Regional Council (NEFRC)	2011	The North East Florida Strategic Regional Policy Plan serves as a long-range guide for the physical, economic, and social development of the region.	The plan contains regional goals and policies in several focus areas, including affordable housing, emergency preparedness, natural resources, economic development, and regional transportation.
VoTran TDP FY 2022-2031	VoTran	2021	The TDP represents the County’s vision for public transportation during this time period and functions as the strategic guide for public transportation in the community.	The VoTran TDP addresses connectivity with neighboring counties, including Flagler County, through coordination with the transit agencies. Alternative improvements for consideration include an option for the Volusia-Flagler Express as a part of the VoTran Regional Transit Express (Vortex) Network.
VoTran TDP Annual Update	VoTran	2023	The annual update serves as a progress report on the 10-year implementation program.	Regional coordination was addressed via exploring inter-county service connections.

Table 2-12: State Plans Reviewed

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
2045 Florida Transportation Plan (FTP)	FDOT	2020 (2055 plan update in progress)	The FTP was developed to guide the transportation future of Florida. It is updated every five years through a collaborative process involving state, regional, and local transportation stakeholders.	While each of the goals within the FTP can support transit, goals 3, 4, 6, and 7 are particularly relevant to the Flagler County TDP: 3. Connected, efficient, and reliable mobility for people and freight 4. Transportation choices that improve accessibility and equity 6. Transportation systems that enhance Florida’s communities 7. Transportation solutions that enhance Florida’s environment
2055 Florida Transportation Plan Draft Performance Report	FDOT	2025	This report establishes performance measures and targets while providing a framework for monitoring and assessing Florida’s transportation system.	In addition to asset management and safety performance measures, the report emphasizes collaboration among the FDOT, MPOs, and public transportation providers.
Strategic Intermodal System (SIS) Policy Plan	FDOT	2022	The Strategic Intermodal System (SIS) is a high-priority network of transportation facilities of statewide and interregional significance.	The SIS Policy Plan operates under three main objectives: (1) interregional connectivity, (2) intermodal connectivity, and (3) economic development.

Table 2-13: Federal Legislation Reviewed

Plan/Document Name	Responsible Agency	Most Recent Update	Plan/Document Overview	Key Considerations for the TDP
Infrastructure Investment and Jobs Act (IIJA)	U.S. DOT	2021	IIJA authorizes up to \$108 billion to support federal public transportation programs for fiscal years 2022-2026.	IIJA makes funding available for several transit programs.

2.J. Summary of Flagler County’s Baseline Conditions and Operating Environment

Flagler County is at a key point for assessing current and future public transportation needs. Continued population growth and expanding economic activity will increase travel demand and may require additional mobility options for residents and workers. The following subsections summarize key findings from the baseline conditions analysis, coordination with the Volusia-Flagler TPO, and the review of related plans.

These findings provide a foundation for identifying, evaluating, and prioritizing transit service and investment options in later chapters. Collectively, the baseline conditions indicate growing potential for expanded transit in select corridors and activity centers, while also reinforcing the need to strengthen organizational capacity and capital resources. Future service expansion will need to occur in a phased and sustainable manner, aligning service investments with staffing, fleet condition, and available funding.

2.J.1. Key Findings from Existing and Projected Economic, Population, and Land Use Conditions

- **Population growth:** Population is projected to continue growing through the TDP horizon (FY 2026-35).
- **Age profile:** Older adults represent a substantial share of residents, increasing the importance of access to healthcare, shopping, and daily services.
- **Vehicle availability:** Vehicle access varies across the county; some neighborhoods have higher shares of households without a vehicle.
- **Regional commuting:** Commuting patterns are strongly regional, with many employed residents working outside the county.
- **Employment growth:** Employment opportunities are projected to grow within the county in all sectors.
- **Transit-supportive land use:** Transit-supportive land uses are concentrated primarily in the central and northeast portions of the county.

2.J.2. Key Findings from the Current Personnel/Organizational Structure, Transit Service Characteristics and Performance

- **Address current staffing needs:** Continue efforts to hire needed staff for operations and administrative needs to help increase ridership and system efficiency.
- **Continue efficient practices as compared to peer agencies:** Continue to deliver cost-efficient services as compared to aspirational peer transit agencies.
- **Continue transit asset & fleet management efforts:** Continue monitoring of transit asset and fleet needs and incorporate these needs into the final capital plan for this TDP.
- **Continuing implementation of maintenance plan:** Continue maintenance



- planning and practices to lower costs and lengthen the life of capital assets.
- **Become eligible for FTA 5307 funding:** Become eligible to draw down on FTA 5307 funding in FY 2026 or FY 2027 and follow all needed staffing and compliance steps to manage these new funds effectively.

2.J.3. Key Findings from Coordination with the Volusia-Flagler TPO Planning Process

- **Expanded planning geography:** The Volusia-Flagler TPO expanded its MPA to include all of Flagler County.
- **Active coordination:** The TPO participated during the TDP update through coordination meetings, involvement in the PIP, presentations to the TPO Board and committees, and coordination on data inputs.
- **L RTP consistency:** Transit needs and service improvements in the 2022-2031 Flagler County TDP were included in the Volusia-Flagler TPO 2050 LRTP.
- **Data usability:** LRTP datasets and forecasts are useful for regional analysis, including TAZ-level population and employment projections, but the TDP required finer geographic detail for localized transit market assessment and modeling.
- **Foundation for ongoing coordination:** Improved coordination has strengthened communication and supports continued alignment between TDP implementation and the regional planning process.

2.J.4. Key Findings from Consistency Review of Other Plans

- **Support for fixed-route and regional connections:** Local and regional plans show strong support for fixed-route service, including emphasis on intercounty and regional transit networks.
- **Coordination is essential:** Plans emphasize ongoing coordination with the Volusia-Flagler TPO and neighboring transit providers to support a connected regional network.
- **Transportation-disadvantaged focus:** Many plans highlight the importance of services that meet the needs of transportation-disadvantaged populations.
- **Transit and land use alignment:** Several plans highlight the importance of synchronizing transit planning with land use and infrastructure to support emerging growth and development.
- **Service quality and sustainability:** Plans prioritize improving the rider experience while maintaining efficient and sustainable operations.
- **Municipal alignment:** Local plans emphasize transit service that supports municipal visions for a unified, multimodal transportation system.
- **Funding needs:** Plans consistently recognize the importance of adequate and diverse funding to implement transit improvements.



CHAPTER 3. PUBLIC OUTREACH

This chapter outlines the public involvement and stakeholder coordination activities completed as part of the Flagler County TDP. The Public Involvement Plan (PIP) was created in accordance with FDOT Rule 14-73.001. The PIP ensures the use of effective techniques to engage the public and collect meaningful feedback throughout the TDP development process. Additionally, it helps to identify opportunities to coordinate with the local municipalities, the Volusia-Flagler Transportation Planning Organization (TPO), local and regional workforce boards, and other key stakeholders.

The PIP was developed by USF CUTR and Flagler County Public Transportation with input from the Volusia-Flagler TPO and FDOT District 5. It was submitted to FDOT District 5 for review and approval and was approved on December 5, 2025. The PIP is included as Appendix C. This chapter describes the activities and outcomes of the PIP implementation.

The public outreach activities engaged the public and key stakeholders, ensured transparency throughout the TDP development process, and gathered input that informed the TDP. Key engagement activities undertaken are shown in Figure 3-1. Stakeholders who were engaged during the TDP update process are identified in Table 3-1.

Figure 3-1: Key public outreach activities



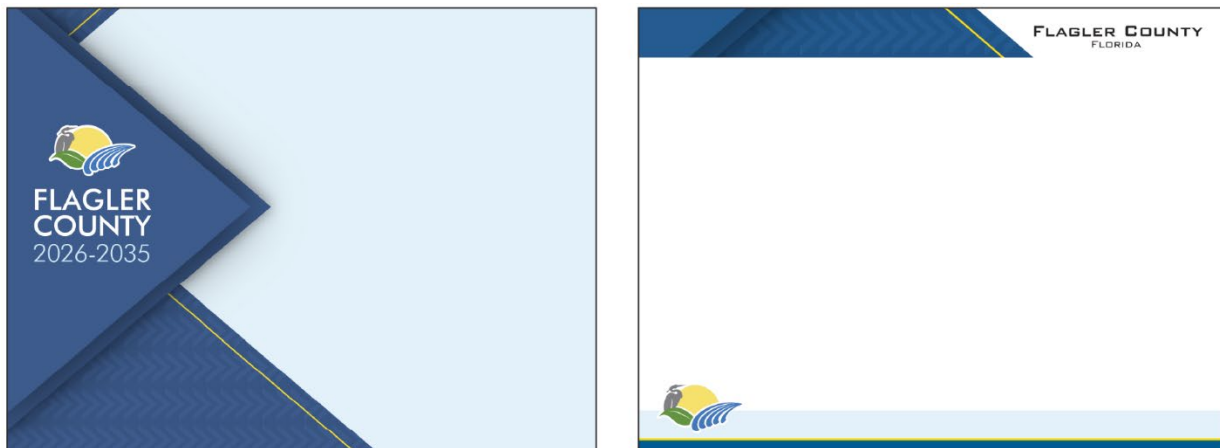
Table 3-1: Engagement Type for Each Stakeholder Group

Stakeholder Type	Surveys	Public Workshops	Stakeholder Interviews	Public Meetings
The Public	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>		<input checked="" type="checkbox"/>
Transit Operators	<input checked="" type="checkbox"/>			
County Government			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Municipalities			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
FDOT District			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Local MPO			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Neighboring Transit Agency			<input checked="" type="checkbox"/>	
Workforce Board			<input checked="" type="checkbox"/>	
Local Coordinating Board			<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>

3.A. Branding and Messaging

Slogans, logos, fonts, colors, and images that are consistent with Flagler County increase brand recognition. Branding and messaging developed during this process were used throughout the TDP outreach activities. Figure 3-2 shows the PowerPoint background used in all TDP presentations.

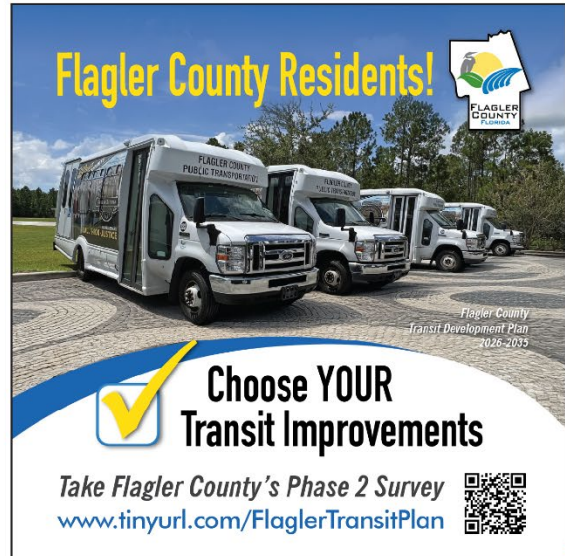
Figure 3-2: PowerPoint Background for Public Meeting Presentations



3.A.1. Social Media Outreach

Social media campaigns used actionable messages and materials tailored to Flagler County residents. Social media flyers used for online surveys are shown in Figure 3-3.

Figure 3-3: Social Media Flyers



3.A.2. Fact Sheets

Fact sheets briefly describe what the TDP is, what the update process entails, why the public is involved, and how the information collected during the public involvement process will be used. The project webpage, workshops, public meetings, and surveys included elements of the fact sheet.

3.A.3. Project Webpage

A single project landing page with TDP project information was added to the Flagler County Public Transportation website. The page included links to active surveys, information on public meetings where the TDP was discussed, details about public workshops, and other components

of the TDP update, such as presentations shared at public meetings. A screenshot of the project landing page is shown in Figure 3-4.

Figure 3-4: Screenshot of the Project Webpage



3.B. Surveys

Surveys engaged the public in the TDP planning process by collecting information on their transit needs and priorities. This TDP included two survey phases:

Phase I: Assessed current system needs and performance and identified the types of mobility options that can best serve Flagler County.

Phase II: Ranked mobility options under consideration.

This section summarizes the key findings from both phases. A complete summary of the survey findings is included in Appendix D.

3.B.1. Phase I

This phase consisted of three surveys: (1) an online survey, (2) a passenger survey, and (3) an operator survey. The online survey was targeted toward the general public, including current transit riders and potential future transit riders. Passenger surveys were used to better understand current passenger experiences and gather feedback on current transit users' needs. The operator survey collected insights into driver experiences and needs, and any feedback received from passengers.

Online Survey #1 Results Summary

The Phase I online survey was open from November 10th, 2025, through December 12th, 2025, and received 390 completed responses.

Online Survey Participant Profile

- The majority of participants are residents of Flagler County (97%, n=378 of 390).
- Most participants do not use Flagler County Public Transportation's on-demand door-to-door service (90%, n=351 of 390).
- A significant portion of the respondents are aged 65 years or older (57%, n=222 of 390), followed by individuals aged 45 to 64 (31%, n=119 of 390)
- Many participants chose not to disclose their income (29%, n=112 of 389); among those who did, most have a household income of \$75,000 or more (28%, n=111 of 389).
- The majority of participants have a driver's license (92%, n=359 of 389), have access to a personal vehicle (91%, n=353 of 390), and own a smartphone (92%, n=366 of 390).

Rider Travel Behavior, Characteristics, and Satisfaction Levels

A small number of online survey participants (4%, n=14) indicated that they currently use the service, and their feedback demonstrates strong reliance on the system.

- **Frequency:** Most riders use the service 1-3 times a month (36%, n=5 of 14).
- **Length of Use:** A majority of current riders have used the service for more than 2 years (64%, n=9 of 14).
- **Primary Uses:** Riders primarily use the service to travel to medical appointments (64%, n=9 of 14).
- **Necessity:** Most riders rely on the service because they are unable to drive (71%, n=10 of 14).
- **Other Options:** Almost two-thirds of riders (64%, n=9 of 14) would have no other transportation options if the service were not available.
- **Satisfaction:** A significant majority of riders reported being very satisfied (50%, n=7) or satisfied (43%, n=6) with the service.
- **Top Rated Characteristics:** Most participants ranked public transportation characteristics high, with bus driver courtesy (86%, n=12 of 14) and cost (79%, n=11 of 14) receiving the highest ratings.

Perspectives from Non-Riders

Responses from the 376 (96%) participants who have never or do not currently use the service revealed a lack of familiarity: unfamiliar (30%, n=112 of 376) and very unfamiliar (23%, n=87 of 376).

- **Awareness:** Slightly less than half (48%, n=181 of 376) stated that they don't use the service because they don't know anything or much about it.
- **Eligibility:** Several respondents indicated that they are not eligible for Transportation Disadvantaged services (31%, n=117 of 376).
- **Interest in Expanded Service:** Despite their non-use, 54% (n=202 of 376) of non-

riders expressed interest in using expanded public transportation options if they were available.

Opinions on Service Needs

There is a strong consensus that public transportation is essential for Flagler County, with 53% (n=205) indicating that it is very important and 24% (n=93) indicating that it is important. All participants were asked to select improvements that would most benefit public transportation in Flagler County. The top three selections were:

1. Addition of fixed route bus service on key corridors, providing regularly scheduled buses serving bus stops along a route (68%, n=266 of 390),
2. Addition of point-to-point on-demand services, offering same-day scheduled service for the general public (43%, n=166 of 390)
3. Weekday evening transit service (38%, n=149 of 390)

When asked if there were additional comments, 160 survey participants provided a response. These responses are summarized as follows:

Positive Feedback

- Survey participants included positive remarks for staff and drivers.
- Survey participants highlighted the importance of transit for older adults, individuals with disabilities, and those without personal vehicles.
- Many expressed gratitude for the quality of service provided by the existing transit system.

Concerns Expressed

- Participants raised concerns about the scheduling for and availability of current services.
- Comments reflected worries about the potential effects of expanded service on transportation infrastructure, including traffic congestion, sidewalks, and capacity amidst growth.
- Some commenters opposed the expansion of public transportation, citing concerns about cost/funding and public safety.

Desired Improvements

- Comments demonstrated interest in improving regional connectivity to access major hubs outside of Flagler County.
- Several participants suggested adding fixed route service along major corridors.
- Survey respondents expressed a desire for an online scheduling system.
- Many participants indicated the need for enhanced marketing and improved communication to raise awareness of transit services.
- Comments also expressed an interest in transit services that provide access to key areas, such as jobs, shopping, beaches, and schools.

Passenger Survey Results Summary

Surveys were distributed by operators for passengers to complete and return between

November 10th, 2025, and December 5th, 2025. On the survey close date, 86 completed surveys were received. Not all respondents answered every question; therefore, the number of respondents is indicated for each question.

Passenger Survey Participant Profile

- More than half of the survey participants were 65 or older (57%, n=47 of 82).
- While many chose not to disclose their income (43%, n=33 of 76), among those who did, most have a household income less than \$25,000 (34%, n=26 of 76).
- The majority of participants do not have a driver's license (66%, n=51 of 77) or a personal vehicle (86%, n=68 of 79); however, most own a smartphone (66%, n=53 of 80).

Rider Travel Behavior, Characteristics, and Satisfaction Levels

- **Frequency:** Most riders use the service 1-3 times a month (46%, n=39 of 84).
- **Length of Use:** A majority of current riders have used the service for more than 2 years (46%, n=39 of 85).
- **Primary Uses:** Riders primarily use the service to travel to medical appointments (41%, n=35 of 85).
- **Necessity:** The majority of system users rely on the service because they are unable to drive (74%, n=62 of 84).
- **Other Options:** If the services were not available, most riders would ride with someone (55%, n=46 of 84) or use a ride-sharing service (30%, n=25 of 84).
- **Satisfaction:** A significant majority of riders report being very satisfied (60%, n=50 of 84) or satisfied (29%, n=24 of 84) with the service they receive.
- **Top Rated Characteristics:** Most participants ranked public transportation characteristics high, with bus driver courtesy (82%, n=59 of 72) and cost (74%, n=46 of 62) receiving the highest ratings.

Opinions on Service Needs

Similar to the online survey results, there is a strong consensus that public transportation is essential for Flagler County, with 87% (n=75 of 86) rating it as “very important.” When asked to select improvements that would most benefit public transportation in Flagler County, the top three selections for current riders were:

1. Same day scheduled trips (50%, n=43 of 86)
2. Saturday transit service (37%, n=32 of 86)
3. Addition of point-to-point on-demand services (34%, n=30 of 86)

Thirty-nine passengers wrote in additional comments. These comments are summarized as follows:

Positive Feedback

- Passengers compliment the professionalism of drivers and staff.
- Survey participants expressed their gratitude for the service and emphasized its importance.
- Participants remarked on the cleanliness of the buses.

- Several passengers commented that the size of the vans is appropriate for their needs.

Concerns Expressed

- Passengers indicated a need for more drivers.
- Some participants mentioned experiencing long wait times.
- Several passengers reported difficulties booking their preferred times.
- A few comments pointed to inconsistencies in communication with dispatch.
- Some passengers raised concerns about the speed of certain drivers.

Desired Improvements

- Participants expressed a desire for Sunday transit service.
- There is interest in regional travel options.
- Passengers requested more trips per week or month.
- Passengers expressed a desire for same-day booking.

Operator Survey Results Summary

Surveys were distributed by the Flagler County Transportation Manager for operators to complete and return between November 10th and December 5th. On the survey close date, 21 completed operator surveys were received.

Feedback and Compliments Received by Operators

Operators were asked to select the compliments as well as the suggestions or complaints that they most frequently hear from passengers.

- **Top Compliment:** A significant number of operators (89%, n=17 of 19) report that riders frequently praise them for being courteous.
- **Quality:** More than half (53%, n=10 of 19) of operators regularly hear that vehicles are clean, comfortable, and the overall service quality is good.
- **Punctuality:** Despite some challenges, 53% (n=10 of 19) of operators also receive compliments on the vehicle being on time for both pickups and drop-offs, although several also noted scheduling challenges, receiving feedback that the vehicle is late (80%, n=16 of 20).
- **Availability:** Slightly more than half (65%, n=13 of 20) of operators hear that the service isn't available when riders need it.
- **Frequency:** 35% (n=7 of 20) of operators report that passengers feel the service doesn't run often enough.
- **Other comments:** Some operators noted complaints regarding difficult reservation processes and the need for more lead time when scheduling rides.

Opinions on Service Needs

Operators were asked to select improvements based on their experience and the feedback they received. The top three selections for operators were:

1. Same-day scheduled trips (62%, n=13)
2. Addition of fixed route bus service on key corridors (48%, n=10)

3. Addition of point-to-point on-demand services (43%, n=9)

Six drivers provided written feedback at the end of the survey. These comments are summarized as follows:

Recruitment

- Operators expressed a desire to increase the number of drivers. Some suggestions to address driver shortages included:
 - Providing compensation for drivers to obtain a Commercial Driver's License (CDL), and
 - Offering a sign-on bonus.

Communication

- Operators suggested that drivers should be asked to share their ideas on improving efficiency during meetings or interviews.
- Comments indicated a desire for dispatchers to gain a better understanding of the experiences operators face on the road.

Operations

- Operators requested the inclusion of an information board for dialysis trips.
- Operators asked for passengers to be reminded of how to properly cancel trips.
- There was also a request to ensure that stops are closer together to minimize the need to rush to stops.

3.B.2. Phase II

This phase consisted of one survey disseminated online and in person at the two public workshops, to the current passengers, and to the operators.

Survey #2

The Phase II survey was conducted from January 30, 2026, to February 13, 2026, and had 463 complete responses. Of these, 355 were online surveys, 93 were completed by current passengers as a print survey, and 14 were completed by operators as a print survey.

Survey #2 Participant Profile

- Most of the participants are residents of Flagler County (99%, n=444 of 448).
- Most participants do not use Flagler County Public Transportation's on-demand door-to-door services (69%, n=310 of 448).
- A significant portion of respondents were aged 65 years or older (44%, n=205 of 459)
- Several participants opted not to disclose their household income (29%, n=136 of 457). Among those who did provide this information, the most selected household income bracket was \$75,000 or more (24%, n=110 of 457).
- The majority of participants reported having access to a personal vehicle (81%, n=371 of 456).

Ranking of Improvements, Routes, Zones, and Locations for Transit

Participants were asked to rank various improvements in order of importance to them or perceived benefit to Flagler County. They were also asked to rank nine routes and four zones, and to identify areas where they feel public transportation services are most needed in the county.

Improvements:

1. Regularly scheduled bus service on key corridors in areas that do not have transit service
2. Point-to-point on-demand services (same-day scheduled service for the general public)
3. Weekday evening transit service
4. Saturday transit service
5. Bus stops with benches or shelters
6. Transit service connections to neighboring counties
7. Sunday transit service

Routes:

1. Blue
2. Pink
3. Black
4. Beach line
5. Red
6. Green
7. Orange
8. 95 Express
9. Red Connector

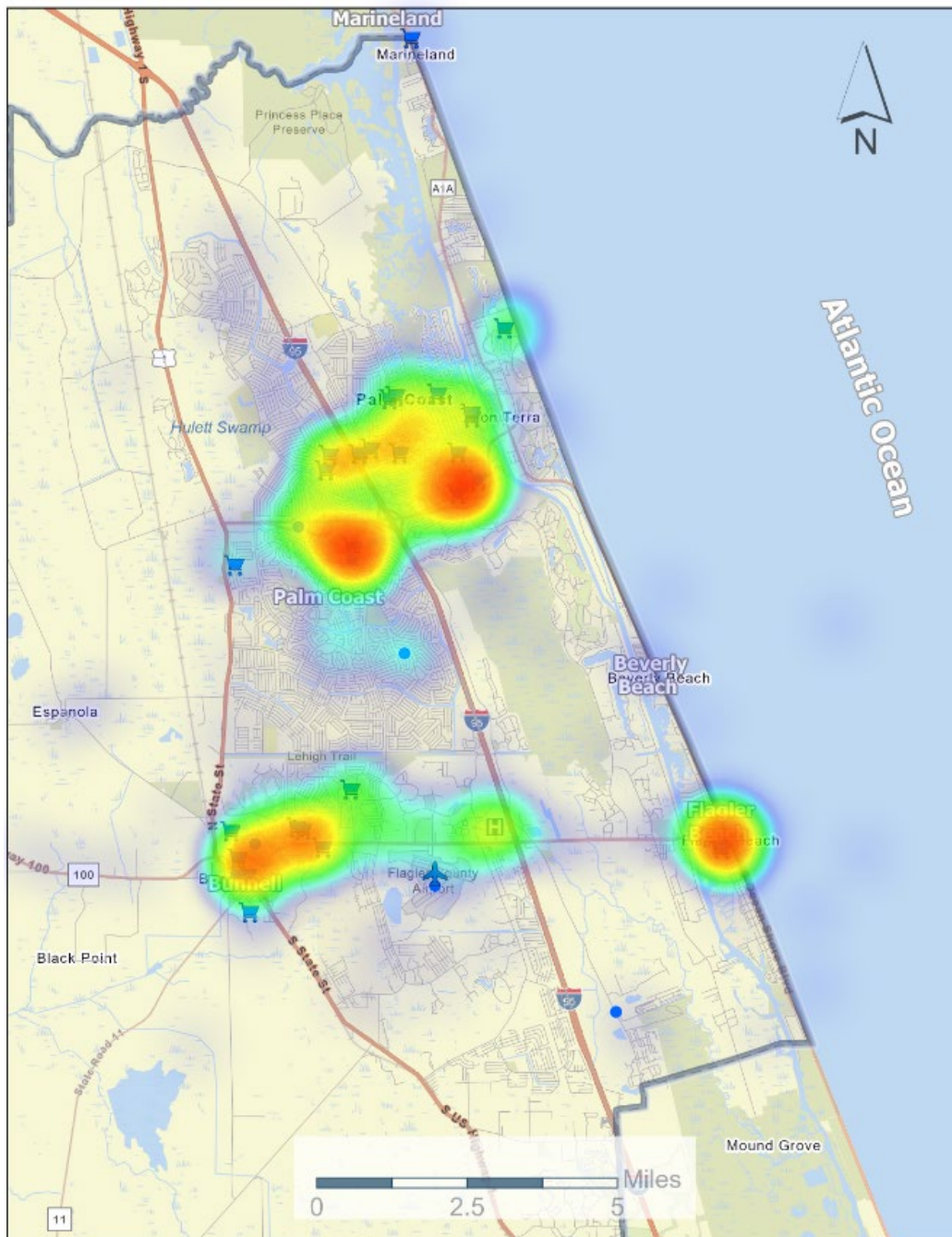
Zones:

1. Southwest Zone
2. Northeast Zone
3. Northwest Zone
4. Beach Zone

Locations for Transit Identified by Survey Participants

Survey participants selected up to three locations where they believe public transportation services are most needed in Flagler County. The areas with the most interest are primarily near Bunnell and Flagler Beach along SR 100, as well as Palm Coast along Palm Coast Parkway (see Figure 3-5).

Figure 3-5: Areas Identified in the Survey as Needing Transit



3.C. Public Workshops

The TDP development process included in-person public workshops at two separate locations in Flagler County. The feedback collected during these sessions is summarized in this section.

Announcements were shared 2 weeks in advance of the workshop and are shown in Figure 3-6. They were shared by Flagler County and emailed to key stakeholders, including Flagler County Public Libraries, the City of Bunnell, the City of Palm Coast, the City of Flagler Beach, the Town of Beverly Beach, the Volusia-Flagler TPO, NEFRC, FDOT District 5, and Career Source BFV.

Figure 3-6: Workshop Flyers

You are invited to help shape the future of public transportation in Flagler County!

Join us for the Flagler County Transit Development Plan Public Workshops

FLAGLER COUNTY 2026-2035

Flagler County is updating its Transit Development Plan, and we need your input. Whether you use transit services often or have never used public transportation, your voice matters. We invite you to participate in one of the upcoming public workshops to discuss current services and proposed alternatives.

Tuesday, February 3, 2026 11 am – 1 pm Bunnell City Chambers 2400 Commerce Pkwy Bunnell, FL 32110	Wednesday, February 4, 2026 10 am – 12 pm Palm Coast Community Center 305 Palm Coast Pkwy NE Palm Coast, FL 32137
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Why attend? Your feedback will directly influence the final plan.

- Share your thoughts on existing transit services
- Suggest new areas for expanded transit service
- Help prioritize transit projects for the next decade

Can't attend the workshop? You can still provide input through the online survey from January 30, 2026, to February 13, 2026. To participate, visit the following link or scan the QR code: www.tinyurl.com/FlaglerTransitPlan

Need more information? Visit the TDP update webpage for further details www.flaglercounty.gov/County-Services/Transportation/Public-Transportation/Transit-Development-Plan-Survey

WE WANT YOUR FEEDBACK



El transporte público del condado de Flagler cumple con el Título VI de la Ley de Derechos Civiles de 1964 y con los estatutos y reglamentos relacionados. Se solicita la participación del público en la distribución de esta oferta, nacionalidad, edad, sexo, religión, discapacidad o situación familiar. Las personas que reciben prestaciones especiales en virtud de la Ley para Estadounidenses con Discapacidad (ADA), en su rol de clientes, en su rol de empleados, en su rol de proveedores de servicios o en su rol de socios comerciales, tienen el derecho de recibir servicios de transporte público que sean accesibles para ellos. Este derecho se aplica a todos los usuarios del transporte público. Cualquier persona a quien se le deniegue un servicio de transporte público por motivo de raza, color, religión, sexo, edad, nacionalidad, discapacidad o situación familiar puede presentar una queja ante el Coordinador del Título VI del condado de Flagler: <https://www.flaglercounty.gov/files/assets/county/TI/Transportation/Documentos/El%20compañero%20de%20título%20VI.pdf>

¡Lo invitamos a ayudar y darle forma al futuro del transporte público del condado de Flagler!

Participo en los talleres públicos del Plan de Desarrollo del Transporte Público

FLAGLER COUNTY 2026-2035

El condado de Flagler está actualizando su Plan de Desarrollo del Transporte Público y necesitamos su opinión. Ya sea que utilice con frecuencia los servicios de transporte público o que nunca los haya utilizado, su opinión es muy importante. Lo invitamos a debatir en uno de los próximos talleres públicos sobre los servicios actuales y las alternativas propuestas.

martes, 3 de febrero de 2026 de 11:00 a.m. a 1:00 p.m. Bunnell City Chambers 2400 Commerce Pkwy Bunnell, FL 32110	miércoles, 4 de febrero de 2026 de 10:00 a.m. a 12:00 p.m. Palm Coast Community Center 305 Palm Coast Pkwy NE Palm Coast, FL 32137
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¿Por qué asistir? Sus comentarios tendrán un impacto directo en el plan definitivo.

- Comparta su opinión sobre los servicios de transporte público existentes.
- Sugiera nuevas zonas para ampliar el servicio de transporte público.
- Ayude a priorizar los proyectos de transporte público para la próxima década.

¿No puede asistir al taller? Aun así, puede brindar su opinión a través de la encuesta en línea, disponible del 30 de enero de 2026 al 13 de febrero de 2026. Para participar, escanee el siguiente código o visite el enlace: www.tinyurl.com/FlaglerTransitPlan

¿Necesita más información? Para más información, visite la página web del TDP actualizada: www.flaglercounty.gov/County-Services/Transportation/Public-Transportation/Transit-Development-Plan-Survey

Necesitamos SU opinión



El transporte público del condado de Flagler cumple con el Título VI de la Ley de Derechos Civiles de 1964 y con los estatutos y reglamentos relacionados. Se solicita la participación del público en la distribución de esta oferta, nacionalidad, edad, sexo, religión, discapacidad o situación familiar. Las personas que reciben prestaciones especiales en virtud de la Ley para Estadounidenses con Discapacidad (ADA), en su rol de clientes, en su rol de empleados, en su rol de proveedores de servicios o en su rol de socios comerciales, tienen el derecho de recibir servicios de transporte público que sean accesibles para ellos. Este derecho se aplica a todos los usuarios del transporte público. Cualquier persona a quien se le deniegue un servicio de transporte público por motivo de raza, color, religión, sexo, edad, nacionalidad, discapacidad o situación familiar puede presentar una queja ante el Coordinador del Título VI del condado de Flagler: <https://www.flaglercounty.gov/files/assets/county/TI/Transportation/Documentos/El%20compañero%20de%20título%20VI.pdf>

Each workshop session featured a presentation outlining the significance of TDP, the update process, current data and findings, and upcoming milestones, followed by a call for action to take the survey and participate in upcoming public meetings. At the end of each workshop, participants were invited to share their input.

Workshop attendees were provided with the following materials:

Visuals: Posters of the proposed system under consideration and the current improvements being considered.

Documents: Fact sheets explaining the TDP update process.

Feedback Tools: Online surveys (via a QR code and link) and a paper survey for participants who preferred to complete it in person.



3.C.1. Workshop #1

The first workshop took place at the Bunnell City Chambers on Tuesday, February 2, 2026, and had 10 participants in attendance (7 from Palm Coast, 2 from Bunnell, and 1 from Port Orange). The following is a summary of the comments made during the workshop:

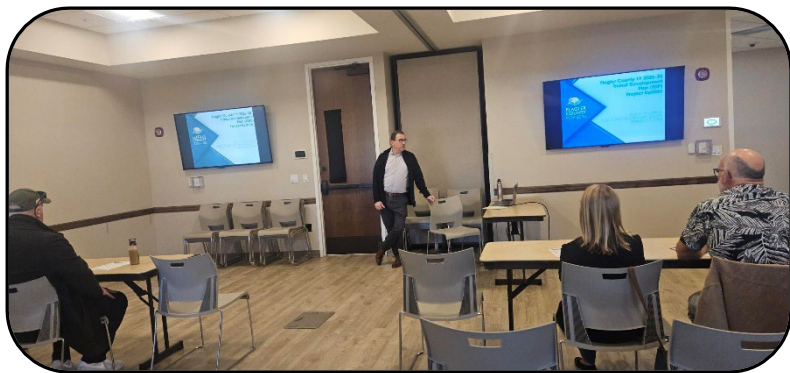
- Participants expressed concerns about the current lead time for scheduling trips, noting it as a barrier for medical and employment-related travel.
- Inquiries were raised regarding options for passengers whose work shifts start at 7 am, as the current system prioritizes dialysis patients at 6 am.
- Discussions covered the current driver shortage and the potential for reducing bus sizes to bypass Commercial Driver's License (CDL) requirements, although some participants worried that this might impact safety.
- Feedback indicated that the current reservation system is not user-friendly.
- Inquiries were made about the proposed or expected cost for expanded service options that may be provided in the future.
- Questions were also raised regarding funding to address current service needs, including what funding is currently being sought and when it will be available.



Overall, there was a general consensus among attendees at workshop #1 that improving current services to better meet the needs of current passengers should be prioritized.

3.C.2. Workshop #2

The second workshop was held at the Palm Coast Community Center on Wednesday, February 3, 2026, and had 5 attendees (2 from Palm Coast, 2 from Flagler Beach, and 1 from Flagler City). The following is a summary of the comments made at the workshop:



- Participants discussed how the proposed system might serve new development, senior living facilities, and employment centers.
- There was a conversation about implementing public transportation within the narrow roadway corridor along the coast.
- Attendees expressed interest in a park-and-ride option that connects to Flagler Beach, in light of the limited parking that is available.

- There was a desire to establish transit connections to Volusia County.
- Inquiries were made regarding the timeline and feasibility of pilot programs for new routes.
- Questions arose about funding and cost recovery for future service expansion.

Overall, attendees at workshop #2 showed a shared interest in understanding how future transit options can maximize limited roadway space while addressing the impacts of increased population growth and development.



3.D. Stakeholder Interviews

Interviews involved one-on-one conversations with key transit stakeholders to gather their insights on current and future transit needs. These interviews were conducted online using Microsoft Teams, with a total of 10 interviews taking place between November 6, 2025, and January 9, 2026 (Table 3-1).

Table 3-2: Stakeholders Interviewed

Agency Type	Stakeholder Organization	Contact Name	Title/Role
County government	Flagler County Commission - District 1	Andy Dance	County Commissioner/Chair
County government	Flagler County Commission - District 5	Pam Richardson	County Commissioner
County government	Flagler County	Heidi Petito	County Administrator
Workforce board	CareerSource Brevard Flagler Volusia	Marc Thompson	Deputy Director, Workforce Operations and Partnerships
Municipality	City of Flagler Beach	Dale Martin	City Manager
Municipality	Town of Beverly Beach	Jim Ardell	Town Clerk
FDOT District	FDOT District 5	Carlos Colon	Transit Project Coordinator
Metropolitan Planning Organization	Volusia-Flagler TPO	Stephan Harris	Transportation Planner
Neighboring transit agency	VOTRAN	Bobbie King	Transit Services Director
Local Coordinating Board	Northeast Florida Regional Council (NEFRC)	Summer Jones	TD Coordinator of the NEFRC

Before each interview, participants received a handout that explained the TDP and its purpose, as well as the role of stakeholder engagement in the TDP update process. Each set of interview handouts included standard questions along with additional, tailored questions specific to the stakeholders' organizational characteristics. The purpose of the tailored questions was to highlight the unique contributions that each stakeholder could provide for the TDP update process.

The complete summary of findings from the stakeholder interviews is provided in Appendix E. The key points from the interviews addressed:

- The limits of the current eligibility-based demand-response model
- Land use and development patterns
- The preferred near-term direction: mobility-on-demand and hybrid service concepts
- Aligning service span to match real schedules and daily needs
- Section 5307 funding eligibility and implementation readiness
- Technology modernization and inclusive access
- Public awareness, branding, and proactive outreach
- Transit-supportive infrastructure as a prerequisite for service

A handful of points surfaced that did not rise to the level of cross-cutting themes, but are notable because they suggest specific policy questions, targeted pilot concepts, or “small levers” that could materially shape service perception or usability. These include considerations for:

- Service animals and day-to-day accommodation policies
- A targeted “quality-of-life” regional trip concept (shopping-oriented), with a park-and-ride pickup model
- A locally specific mobility initiative: enabling golf carts to cross the bridge (pilot concept)
- A near-term planning hook: mobility fee implementation and a city mobility plan timeline
- Regional trail extension as a complementary mobility investment
- Fare ideas intended to simplify the value proposition
- Tourism as a potential market to normalize transit use
- Data-sharing as a practical coordination opportunity (with caveats)
- Curiosity about emerging technology and micromobility integration

3.E. Public Meetings

A significant aspect of the PIP involved participating in public meetings and coordinating with local municipalities, the Volusia-Flagler TPO, and the Flagler County TDLCB. The TDP update was presented to the Flagler County Board of County Commissioners (BoCC) and other bodies, such as the Palm Coast City Council and the Volusia-Flagler TPO Board. Members of the TDP development team participated in 12 meetings, including 2 meetings with the Flagler County BoCC, 1 with the Palm Coast City Council, 7 meetings with the Volusia-Flagler TPO board and committees, and 2 meetings with the TDLCB.

Comments received at the public meetings highlighted both the existing service needs and gaps, as well as considerations/improvements needed to enhance mobility in Flagler County. Currently, transit service availability is based on Transportation Disadvantaged (TD) program eligibility, and residents expressed a desire for expanded transit options that serve more of the general public. However, there is also significant interest in improving the current services for existing users before implementing new options. Additionally, meeting attendees emphasized the importance of coordination and alignment with local municipalities, the Volusia-Flagler TPO, and VoTran as new service options are developed and implemented.

Existing Service Needs and Gaps

- The requirement to make reservations two weeks in advance has posed challenges for some users.
- While drivers received praise for their services, there is a demand for more drivers and weekday evening service.
- Many residents are unaware of the existing transit services. There is interest in using existing apps and other resources to share information about current and future services, such as the Palm Coast Connect App, to increase awareness and use.

Considerations and Improvements

- There is interest in ensuring that bus stop locations are safe (away from high-crash locations) and that a plan for maintaining bus shelters is developed.
- The current design of the street network and existing congestion present obstacles to future service options.
- There is support for Mobility on Demand (MOD)/microtransit, same-day service, and hybrid fixed-route/on-demand models. Additionally, there is interest in conducting peer comparisons and pilot projects that test new services and technologies, such as apps or autonomous transit vehicles.
- Emphasis was placed on expanded connectivity, particularly with routes along the Moody Corridor to Flagler Beach, connections to airports, and cross-county links to VoTran.
- There are concerns noting that addressing first-mile and last-mile gaps will be challenging. Suggestions included exploring the use of e-bikes to address these gaps and adding bike racks on buses for any new services.
- There are concerns regarding the transit needs outside of the zones under consideration in the TDP.
- Comments expressed that it is essential to consider how an expanded system will manage seasonal tourist fluctuations and major local events.
- Considerations for ridership and how new services will be evaluated for efficiency and productivity are also noted as important.

Public feedback reinforced the need for improved access to medical services, shopping, and employment destinations. These priorities directly informed the service concepts evaluated in Chapter 4.

CHAPTER 4.

DEVELOPMENT OF PUBLIC TRANSPORTATION ALTERNATIVES

Chapter 4 translates the needs, demographic conditions, and community priorities documented in Chapters 2 and 3 into a structured set of transit service investment options for Flagler County. Instead of presenting each analytical layer as a separate section, this chapter creates a cohesive narrative. It begins with the range of potential service options and improvement types (the transit service toolkit), identifies community needs and where those needs exist, confirms commitments from prior plans, and introduces specific routes and zones that align service options with these needs. The chapter concludes with a consolidated prioritization that ranks all service investment options within a common framework. Overall, this chapter answers a single question in sequence: what should Flagler County invest in, and in what order?

The service investment options identified in this chapter are presented as an unconstrained program. This means that the full set of investments, guided by community needs, land use conditions, and demand analysis, is developed without considering current budget limitations. This approach is consistent with FDOT TDP Handbook guidance, which states that the Operating and Capital Program “should be developed in an unconstrained fashion” so that all potential projects can be identified and evaluated before funding availability is applied. Budgetary constraints and funding are addressed in Chapter 5, where the Financial Plan converts this unconstrained investment list into a funded and phased Schedule of Projects.

4.A. Transit Service Toolkit: Service Options and Improvement Types

Before identifying Flagler County’s transit needs or where service should go, it is useful to establish the range of tools that can be considered. Public transportation does not take a single form; different service models are suited to different densities, geographies, trip types, and populations. Table 4-1 presents the five service option types considered in this TDP, including a description of each, the primary needs it addresses, the geographic contexts where it is most appropriate, and the specific investments in this plan that use each approach.

Table 4-1: Transit Service Options and Improvement Types

Service Option Type	Description	Primary Need Addressed	Appropriate Geographic Context	Examples in This TDP
Fixed-Route Bus Service	Regularly scheduled buses operating on fixed alignments with defined stops, headways, and daily service spans.	Corridor access Employment Medical & shopping Daily mobility	Activity centers Higher-intensity residential Major arterials Population density ≥ 3 persons/acre	Blue Route Red Route Pink Route Orange Route Black Route Green Route
Coastal / Regional Connector	Longer-distance service linking coastal communities, regional destinations, or neighboring county transit networks.	Regional connectivity Tourism access Cross-county commute	A1A corridor I-95 / US-1 corridors Inter-county travel markets	Beach Line Red Connector 95 Express (study)
Mobility on Demand (MOD) — Zone Service	On-demand, app- or phone-dispatched service operating within a defined geographic zone; no fixed stops or schedule.	Coverage in low-density areas Flexible trip scheduling TD population access First/last-mile connections	Lower-density residential Rural and suburban areas Where fixed-route is not cost-effective	Southwest MOD Zone Northeast MOD Zone Northwest MOD Zone Beach MOD Zone
Demand-Response Enhancements	Operational and capital improvements to FCPT's existing paratransit and TD service, including driver recruitment, fleet investment, scheduling tools, and span expansion.	Unmet trip requests (892 in FY 2025) Driver shortage (5–6 vacancies) Scheduling flexibility Evening/weekend access	Countywide — existing service baseline Highest impact where current service is capacity-constrained	Driver recruitment program Fleet replacement/expansion Online scheduling platform Weekend/evening span pilot
Deviated Fixed-Route / Hybrid Service	A fixed route that can deviate within a defined corridor to serve off-route trip requests, combining predictability with flexibility.	Suburban neighborhoods First/last-mile gaps Areas between fixed-route and MOD coverage	Transition zones between activity corridors and lower-density residential areas	Not modeled in this TDP Candidate for future development as network matures

Two points are worth noting at the outset. First, Demand-Response Enhancements are treated as a formal service investment type alongside new routes and MOD zones. The evidence from [Chapter 2](#), 892 unmet trip requests in FY 2025, a persistent shortage of 5–6 drivers, and an aging fleet establishes that FCPT's existing service is performing well by efficiency measures but is constrained by capacity. Addressing that constraint is not merely operational maintenance; it is the prerequisite for any expansion. Second, MOD zone service and fixed-route service are not alternatives to each other; they are complementary tools suited to different parts of the county, designed to work as a system rather than compete for the same riders.

4.B. What the Community Needs: Identified Service Needs and Options

Public transportation service needs for Flagler County were identified through the two-phase engagement process described in [Chapter 3](#), encompassing surveys, public workshops, stakeholder interviews, coordination with partner agencies, and public meetings. These needs are grounded in the demographic, land use, and system performance conditions documented in earlier chapters and are organized by the service option type best positioned to address each one.

Table 4-2 maps each identified need to the service option that addresses it and explains how that need is met within this TDP. This structure makes explicit the connection between what the community said it needs and what this plan proposes to do about it.

Table 4-2: Identified Service Needs Mapped to Service Options

Identified Service Need	Service Option(s) That Address This Need	How the Need Is Met in This TDP
Access to regularly scheduled transit along key corridors connecting activity centers, employment, medical facilities, and services	<i>Fixed-Route Bus Service</i>	Blue, Red, Pink, Orange, and Black routes serve the primary commercial and institutional corridors of Palm Coast and Bunnell where this demand is concentrated
Expanded options beyond eligibility-based demand response for residents who do not qualify for TD or ADA paratransit service	<i>Mobility on Demand (MOD) – Zone Service</i>	MOD zones are explicitly designed to serve residents without TD/ADA eligibility, providing on-demand coverage in the four geographic zones
More flexible and responsive scheduling, including same-day or point-to-point options for medical appointments and variable schedules	<i>Demand-Response Enhancements</i>	Online scheduling platform and same-day scheduling capability address this need within the existing FCPT service structure
Expanded service span: evenings and weekends to align with work schedules, medical needs, and daily activities	<i>Fixed-Route Bus Service; Demand-Response Enhancements</i>	Weekend service modeled for all core fixed routes (Saturday priority, Sunday phased); evening span expansion identified as DR enhancement

Table 4-2: Identified Service Needs Mapped to Service Options (Continued)

Identified Service Need	Service Option(s) That Address This Need	How the Need Is Met in This TDP
Improved regional connectivity to neighboring counties and major employment and medical destinations outside Flagler County	<i>Coastal / Regional Connector</i>	Beach Line (coastal corridor), Red Connector (Western County), and 95 Express (regional commuter, study stage) address regional access
Enhanced reliability of existing demand-response service: address driver shortages, unmet trip requests, and aging fleet	<i>Demand-Response Enhancements</i>	Driver recruitment program and fleet replacement/expansion directly resolve the capacity constraints documented in Chapter 2 (892 unmet trips, 5–6 driver vacancies in FY 2025)
Coverage for lower-density residential and rural areas where fixed-route service is not financially viable	<i>Mobility on Demand (MOD) — Zone Service; Deviated Fixed-Route / Hybrid</i>	Four MOD zones cover the areas where parcel land use data confirms insufficient density for fixed-route operations; hybrid service identified as a future option

Two observations emerge from this mapping. First, no single service option addresses all identified needs; a multi-modal approach is required by the nature of the needs themselves. Second, Demand-Response Enhancements appear as the response to needs that span the entire county and affect the greatest number of current riders. Resolving the capacity constraints in existing service is both an immediate community need and the operational foundation upon which expanded fixed-route and MOD service will depend.

4.C. Where Service Is Needed: Land Use, Corridors, and Geographic Context

Identifying what types of service to offer is only part of the planning challenge — the equally important question is where each service type is viable. The answer lies primarily in land use: the density, intensity, and mix of development patterns determine whether a given area can support fixed-route operations, is better suited to on-demand coverage, or falls in between. This section presents the land use framework used to assign service types geographically across Flagler County.

4.C.1. Land Use Classification and Service Compatibility

Parcel land use classifications are derived from the Florida Department of Revenue (DOR) statewide parcel dataset, which assigns a standardized land use code to each parcel based on its predominant use. DOR codes were reclassified into three functional categories aligned with transit service potential. Table 4-3 presents these categories, their representative uses, where they are found in Flagler County, and the service options each supports.

Table 4-3: Land Use Categories and Compatible Service Options — Flagler County

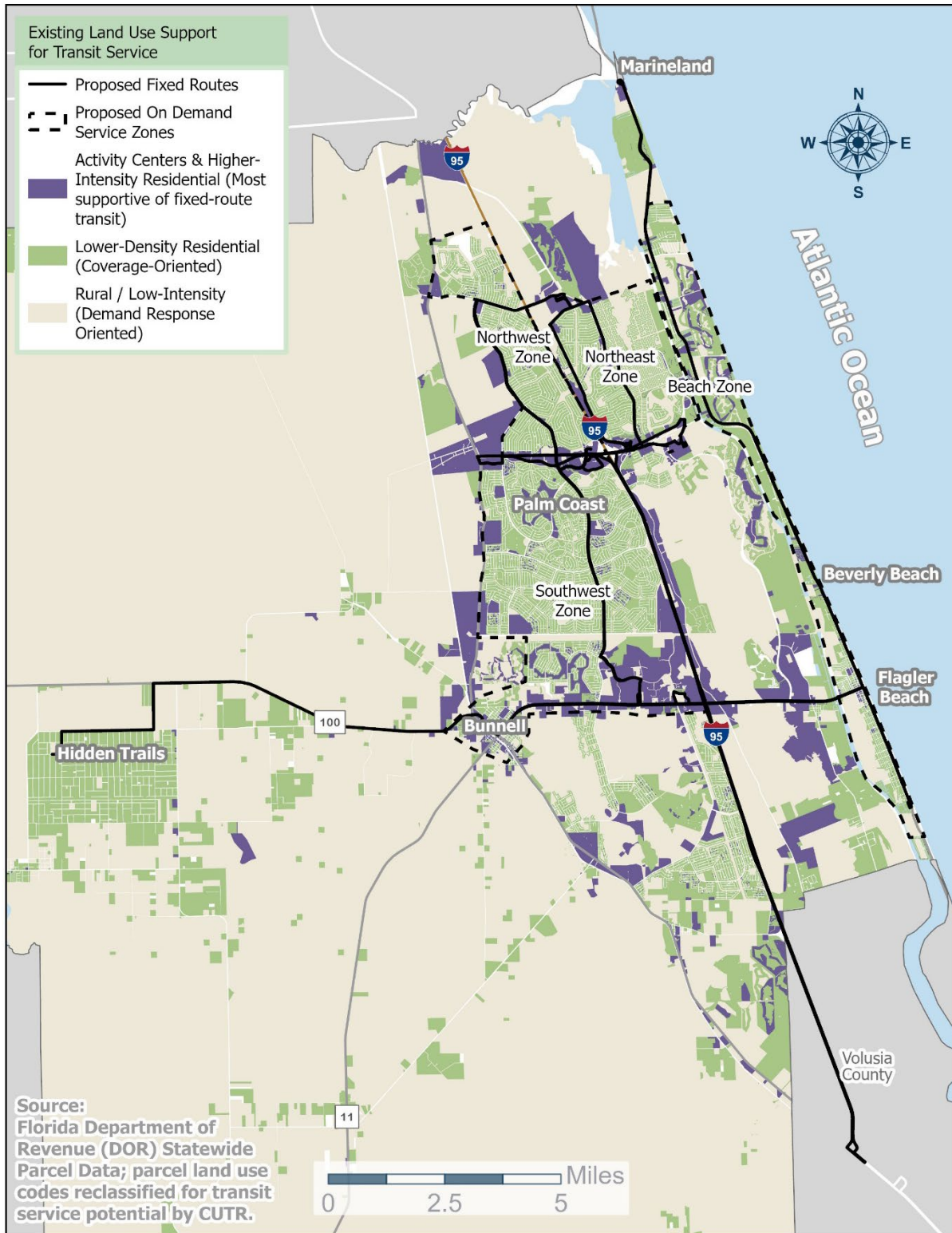
Land Use Category	Representative Uses (DOR Classification)	Primary Locations in Flagler County	Compatible Service Options
Activity Centers & Higher-Intensity Residential	Commercial, retail, office, institutional, government, industrial, multi-family residential	Eastern Palm Coast, Flagler Beach, Bunnell urban core, Beverly Beach	<i>Fixed-Route Bus Service; Coastal/Regional Connector</i>
Lower-Density Residential	Single-family and other lower-intensity residential development	Suburban Palm Coast neighborhoods; areas between arterial corridors	<i>Coverage-oriented fixed route; MOD Zone Service; Deviated/Hybrid</i>
Rural and Low-Intensity	Agricultural, open space, undeveloped; large parcels with dispersed development	Western county; areas west of I-95	<i>Demand-Response; MOD Zone Service only</i>

4.C.2. Spatial Distribution and Service Area Implications

Map 4-1 illustrates the spatial distribution of DOR-classified land uses across Flagler County, overlaid with the proposed fixed-route alignments and MOD zone boundaries. The pattern is clear: Activity Centers and Higher-Intensity Residential land uses are concentrated in the eastern portion of the county, particularly in and around Palm Coast, Flagler Beach, Beverly Beach, and the Bunnell urban core. These areas form continuous north–south corridors and clustered activity nodes along major arterials — exactly the conditions that support fixed-route bus service.

Lower-Density Residential land uses are widespread throughout Palm Coast's suburban neighborhoods. These areas are served by the MOD zones and, where corridors pass through them at sufficient density, by coverage-oriented fixed routes. The western county is dominated by Rural and Low-Intensity uses, where on-demand service is the only cost-effective approach, and the proposed MOD zones provide the primary coverage mechanism.

Map 4-1: Land Use Classification and Proposed Transit Network — Flagler County 2035



This spatial pattern confirms that the service toolkit described in Section 4.A fits directly onto Flagler County's geography: fixed routes in the east, MOD zones cover the rest, and Demand-Response Enhancements operate countywide as the existing service backbone.

4.D. Building on What Has Been Established: LRTP and Prior TDP Alignment

Transit planning in Flagler County does not start from a blank page. The Volusia-Flagler 2050 Long Range Transportation Plan (LRTP), adopted in September 2025, and FCPT's prior TDP (adopted July 2022) have already identified priority corridors and service areas that reflect years of community input, technical analysis, and regional coordination. This TDP update builds directly on that foundation.

The 2050 LRTP identifies two fixed-route priority corridors for Flagler County — the Blue Route (SR 100, Bunnell to Flagler Beach) and the Red Route (Belle Terre Parkway, Bunnell to Palm Coast commercial area), along with on-demand service areas covering the City of Bunnell, Palm Coast, and Flagler Beach. Because the LRTP draws its Flagler County transit priorities directly from the prior TDP, no conflicts exist between the two documents. The 2026–35 TDP update reinforces those same investments while identifying additional corridors and zones that emerged from the current planning process and may be considered for future LRTP inclusion.

Table 4-4 documents each proposed service investment, whether it has been identified in the 2050 LRTP or prior TDP, and its service option type, providing a clear record of continuity and new additions.

Table 4-4: Proposed Service Investments — LRTP and Prior TDP Alignment

Service Investment	2050 LRTP Identified	Prior TDP Priority	Service Option Type	Notes
Blue Route (SR 100 corridor)	Yes — LRTP Priority	Yes — Prior TDP	Fixed-Route Bus	Explicitly identified in 2050 LRTP; top priority in prior TDP and public input
Red Route (Belle Terre Pkwy)	Yes — LRTP Priority	Yes — Prior TDP	Fixed-Route Bus	Identified in 2050 LRTP; second priority in prior TDP and public input
On-Demand Zones (Bunnell, Palm Coast, Flagler Beach)	Yes — LRTP On-Demand Areas	Yes — Prior TDP	MOD Zone Service	LRTP on-demand service areas align with Southwest, Northwest, Northeast, and Beach MOD zones
Pink Route	No	No — New	Fixed-Route Bus	New corridor developed through this TDP process; high T-BEST productivity confirms viability
Orange Route	No	No — New	Fixed-Route Bus	New corridor; strong T-BEST results; candidate for future LRTP inclusion
Black Route	No	No — New	Fixed-Route Bus	New corridor; highest total Saturday boardings of any modeled route
Beach Line (A1A)	No	No — New	Coastal Connector	Coastal access function; new corridor developed through TDP outreach

Table 4-4: Proposed Service Investments — LRTP and Prior TDP Alignment (Continued)

Service Investment	2050 LRTP Identified	Prior TDP Priority	Service Option Type	Notes
Red Connector	No	No — New	<i>Regional Connector</i>	Red Route Extension / Fixed Route, serving a remote residential cluster, low modeled ridership
95 Express	No	No — New	<i>Regional Connector</i>	No modeled ridership; commuter concept requiring additional study
DR Enhancements (fleet, drivers, scheduling)	No	Documented need	<i>Demand-Response Enhancement</i>	Operational need documented in Chapter 2 AOR data; not an LRTP project

The Blue and Red routes carry the strongest planning foundation of any proposed corridor: both are explicitly named in the adopted regional plan, both appeared in the prior TDP, and both were ranked high by the public in Phase 2 of TDP engagement.

This convergence of regional, local, and community priorities is a significant planning asset. New corridors identified in this TDP — particularly the Pink, Orange, and Black routes — are supported by T-BEST modeling results and land use analysis, but do not yet have LRTP backing. Therefore, they are candidates for inclusion in the next LRTP update as FCPT's service develops.

4.E. Proposed Service Investments: Routes, Zones, and T-BEST Results

The proposed service investments are summarized in Table 4-5 . They are presented as an unconstrained needs network, the complete set of operating and service investments that planning analysis, public input, and regional plan coordination support for the Flagler County 2026–35 TDP horizon. No investment has been excluded from this chapter solely because its funding source has not been confirmed. Projects at every level of implementation readiness are included, from investments with a clear near-term path (Demand-Response Enhancements, On-Demand Pilots, Blue Route) to study-stage concepts that require additional coordination (95 Express). [Chapter 5](#) applies the Financial Plan to distinguish funded, partially funded, and unfunded projects and to produce the final ranked List of Priority Projects.

With the service toolkit defined, needs mapped to options, geographic context established, and prior plan alignment documented, this section introduces the specific service investments proposed for the Flagler County 2026–35 TDP. The proposed network consists of nine fixed-route or commuter service concepts, four MOD zone coverage areas, and a package of Demand-Response Enhancements. Table 4-5 presents a consolidated summary of all proposed investments, organized by service type.

Table 4-5: Proposed Service Investments Summary — Flagler County 2026–35 TDP

Service Investment	Service Type	Population Served	Jobs Served	Annual Operating Cost	Key Characteristics
Blue	Fixed-Route Bus	8,055	3,977	\$472,525	L RTP priority; high density corridor; SR 100, Bunnell to Flagler Beach
Pink	Fixed-Route Bus	4,529	6,986	\$424,351	Highest boardings/hour; strong residential-to-commercial demand
Orange	Fixed-Route Bus	5,970	2,769	\$429,899	Top T-BEST performer; commercial core alignment
Black	Fixed-Route Bus	6,925	3,340	\$679,772	Highest total boardings (weekday & Saturday); central Palm Coast corridors
Beach Line	Coastal Connector	7,917	2,434	\$890,710	Coastal A1A corridor; coverage and equity function
Red	Fixed-Route Bus	4,295	4,827	\$889,946	L RTP priority; Belle Terre Pkwy; employment access
Green	Fixed-Route Bus	3,838	1,057	\$313,768	Coverage-oriented; lower-density northern/western Palm Coast
Red Connector	Regional Connector	1,046	573	\$251,391	Fixed-Route, serving a remote residential cluster; low ridership; potential hybrid option
95 Express	Regional Connector	310	1,321	\$41,594	No modeled ridership; commuter concept; requires further study
Southwest Zone	MOD Zone Service	54,005	11,785	\$128K – \$320K/yr	Largest population; highest jobs; 22.7% low-income HH; first-priority zone
Northeast Zone	MOD Zone Service	19,768	3,038	\$128K – \$320K/yr	37.0% pop. over 65; second-highest trip demand; second-priority zone
Northwest Zone	MOD Zone Service	20,767	1,573	\$128K – \$320K/yr	23.8% low-income HH (highest); equity priority; third-priority zone
Beach Zone	MOD Zone Service	10,141	3,409	\$128K – \$320K/yr	Seasonal/tourism demand; lowest permanent population; fourth-priority zone
DR Enhancements	Demand-Response Enhancement	117,515 (county)	—	TBD — Chapter 5	Fleet, drivers, scheduling platform, span expansion; foundational to all new service

4.E.1. T-BEST Demand Estimation Results

Ridership demand for the nine proposed fixed-route corridors was estimated using FDOT's Transit Boardings Estimation and Simulation Tool (T-BEST), Version 6, the FDOT-approved platform for Florida TDPs. T-BEST estimates route-level ridership using stop-level population, employment, and socioeconomic data combined with service characteristics and route network configuration. The modeling effort produced demand estimates for all three service periods: weekday, Saturday, and Sunday. Weekday service represents the primary productivity measure, given its importance to regular riders for employment access, medical appointments, and daily essential trips. Saturday and Sunday scenarios provide supplementary demand estimates that inform phased expansion planning.

The T-BEST scenario was run against the projected 2035 land use and socioeconomic conditions. All of the boarding figures in Table 4-6 are annualized on a consistent basis: weekday boardings multiplied by 260 operating days, Saturday boardings multiplied by 52, and Sunday boardings multiplied by 52, consistent with requirements for a ten-year annual ridership projection. Table 4-6 presents annualized T-BEST results for all nine routes across all three service periods.

Table 4-6: T-BEST Route Demand Estimation Results — Annualized Boardings by Service Period (Flagler 2035 TDP Scenario)

Route	Population Served	Jobs Served	Weekday Boardings (Ann.)	WD B/Hr	Saturday Boardings (Ann.)	Sat. B/Hr	Sunday Boardings (Ann.)	Sun. B/Hr	Annual Operating Cost	Key Finding
Blue	8,055	3,977	36,400	8.9	4,667	6.2	2,864	4.5	\$472,525	L RTP priority; top public rank
Pink	4,529	6,986	43,940	11.9	4,718	7	2,610	4.6	\$424,351	Highest B/hr of any route
Orange	5,970	2,769	37,700	10.1	4,301	6.3	2,713	4.7	\$429,899	Top-3 T-BEST; lower public rank
Black	6,925	3,340	41,600	7	5,715	5.3	3,419	3.8	\$679,772	Highest total Sat. boardings
Beach Line	7,917	2,434	39,520	5.1	4,734	3.3	2,796	2.3	\$890,710	Coastal coverage; higher cost
Red	4,295	4,827	40,300	5.2	3,632	2.6	1,986	1.7	\$889,946	L RTP priority; long alignment

Table 4 6: T-BEST Route Demand Estimation Results — Annualized Boardings by Service Period (Flagler 2035 TDP Scenario) (Continued)

Route	Population Served	Jobs Served	Weekday Boardings (Ann.)	WD B/Hr	Saturday Boardings (Ann.)	Sat. B/Hr	Sunday Boardings (Ann.)	Sun. B/Hr	Annual Operating Cost	Key Finding
Green	3,838	1,057	11,960	4.4	1,590	3.2	838	2	\$313,768	Coverage-oriented; low density
Red Connector	1,046	573	1,820	0.9	331	0.8	191	0.4	\$251,391	Low ridership; regional function
95 Express	310	1,321	2,860	6	0	—	0	—	\$41,594	No modeled ridership; study stage
SYSTEM TOTAL	38,224	16,140	256,100	6.7 avg	29,688	4.2 avg	17,417	2.9 avg	\$4,393,956	

Weekday service accounts for the dominant share of annual ridership across the network. On an annualized basis, weekday boardings range from 36,400 (Blue) to 43,940 (Pink), compared to Saturday annualized boardings of 4,667 (Blue) to 5,715 (Black) — reflecting weekdays’ roughly 7–8x greater annual contribution. Pink leads all routes in weekday productivity at 11.9 boardings per hour, followed by Orange (10.1) and Blue (8.9); the same three routes also lead on Saturday and Sunday, confirming consistent demand across service periods. The Black Route produces the highest annualized Saturday boardings (5,715) and ranks among the top routes for total annual ridership (49,930). The Beach Line and Red Route serve important coverage functions but carry higher costs relative to their modeled productivity, consistent with their longer alignments and lower-density service environments. The Red Connector and 95 Express produce very low or no modeled ridership across all service periods and are treated as longer-term study items. MOD zone demand is expressed through weekday person trip density rather than T-BEST boardings.

4.F. Consolidated Prioritization: Ranking All Service Investments

The preceding sections have established a complete picture of proposed service investments across all types: what tools are available, what needs they address, where they are geographically appropriate, what prior plans have committed to, and what demand modeling shows. The task now is to rank all of these investments on a single, consistent framework so that implementation decisions in Chapter 5 are grounded in a defensible, transparent ordering of priorities.

A consolidated approach is used rather than separate rankings for routes and zones. The Handbook's requirement for a ranked List of Priority Projects covering the full Operating and Capital Program implies a single ordering, and the community engagement process also ranked all service options together rather than by category. A common set of five criteria, described in Table 4-7, is applied to every proposed investment regardless of service type.

Table 4-7: Consolidated Prioritization Criteria — Flagler County 2026–35 TDP

Criterion	What It Measures	Weight	How It Is Applied Across All Service Types
1. Community Support	Level of support from public surveys and stakeholder engagement; Phase 2 route and zone rankings weighted by participation	25%	Survey-based priority ranking (1st–9th for routes; 1st–4th for zones); converted to comparative score. All service types included.
2. Transit Market Strength	Concentration of transit-dependent populations (low-income HH, zero-vehicle HH, seniors 65+, minorities) and employment access within the service area or zone	20%	Composite of TD population indicators from T-BEST corridor and MOD zone reports. Applicable to routes, zones, and countywide DR service equally.
3. Demand and Productivity Potential	Evidence of ridership demand relative to service cost: boardings/hour for modeled routes; weekday person trip density for MOD zones; unmet trip rate for DR service	25%	T-BEST weekday boardings/hour (primary metric) for fixed routes, with Saturday and Sunday B/Hr as supplementary measures; trip density (trips/acre) for MOD zones; unmet trip requests as percent of total trips for DR enhancements.
4. Plan and Policy Alignment	Consistency with the Volusia-Flagler 2050 LRTP, prior TDP priorities, adopted TDP Goals and Objectives, and the existing UPWP and TIP	15%	LRTP-identified corridors receive highest score; prior TDP continuity receives second-highest; new corridors with strong analytical justification receive moderate score.
5. Implementation Feasibility	Realistic path to implementation given current funding landscape, vehicle and driver requirements, operational complexity, and funding availability	15%	Lower annual cost, existing funding sources, and lower vehicle/driver requirements score higher. Projects requiring new infrastructure or regional coordination score lower near-term.

The 25/20/25/15/15 weighting reflects two deliberate choices. Community Support and Demand/Productivity are weighted equally at 25 percent each, honoring the public's voice while ensuring that investments without demonstrated demand do not advance on community preference alone. Plan Alignment and Implementation Feasibility together account for 30 percent, reflecting the practical reality that a well-designed service that cannot be funded or coordinated with regional partners is not a near-term investment.

4.F.1. Consolidated Priority Ranking

Table 4-8 presents the consolidated priority ranking for all 14 proposed service investments, organized into three implementation tiers. The ranking integrates the five criteria described above and is intended to guide the development of the Ten-Year Schedule of Projects and the final ranked List of Priority Projects in Chapter 5. The ranking does not preclude adjustments based on emerging funding opportunities, shifts in local priorities, or findings from future annual TDP updates.

Table 4-8: Consolidated Service Investment Priority Ranking — Flagler County 2026–35 TDP

Rank	Service Investment	Type	Community Support (25%)	Market Strength (20%)	Demand/Productivity (25%)	Plan Alignment (15%)	Feasibility (15%)	Weighted Total	Implementation Notes
TIER 1 — Immediate Priority (Ranks 1–3): Foundational investments that enable all subsequent service development									
1	Demand-Response Enhancements	DR Enhancement	7	7	5	7	7	6.50	Foundational; unblocks all other investments. Implement immediately.
2	Southwest MOD Zone	MOD Zone	7	7	5	7	5	6.20	Largest market; highest market indicators; first zone to launch.
3	Blue Route	Fixed-Route Bus	7	5	5	7	5	5.80	LRTP-identified; top public choice; strong productivity. Phase 1.
TIER 2 — Near-Term Priority (Ranks 4–12): Service investments with demonstrated demand; sequence by funding availability									
4	Pink Route	Fixed-Route Bus	7	3	7	3	5	5.30	Highest boardings/hr of any route; strong residential demand.
5	Red Route	Fixed-Route Bus	5	5	3	7	5	4.80	LRTP priority; longer alignment with higher cost; phased build-out.
6	Northwest MOD Zone	MOD Zone	3	3	3	5	7	3.90	Good market; manageable geography; near-term MOD expansion.
7	Northeast MOD Zone	MOD Zone	5	1	3	5	5	3.70	Growing area; moderate market; mid-plan implementation.
8	Black Route	Fixed-Route Bus	5	1	5	3	3	3.60	Highest total Saturday boardings; strong commercial corridor.
9	Orange Route	Fixed-Route Bus	3	1	7	3	3	3.60	Strong T-BEST results; new corridor; candidate for LRTP inclusion.
10	Beach Line (A1A)	Coastal Connector	5	1	3	3	5	3.40	Coastal access function; seasonal demand; equity coverage role.
11	Beach MOD Zone	MOD Zone	1	3	3	5	5	3.10	Seasonal demand profile; complements Beach Line service.
12	Green Route	Fixed-Route Bus	3	1	3	3	3	2.60	Moderate demand; lower TD market; later plan-period implementation.
TIER 3 — Longer-Term / Conditional (Ranks 13–14): Require additional study, infrastructure, or regional coordination									
13	95 Express	Regional Connector	1	7	5	3	1	3.50	Commuter concept needing further study.
14	Red Connector	Regional Connector	1	3	1	3	1	1.70	Low modeled ridership; requires Volusia County coordination.

Source: T-BEST Scenario Reports (Saturday and Sunday Annualized), Flagler 2035 TDP; Phase 2 Public Engagement Survey Rankings, February 2026; FCPT AOR FY 2025; Volusia-Flagler 2050 LRTP (September 2025). Tier colors: Green = Tier 1 (Immediate); Yellow = Tier 2 (Near-Term); Orange = Tier 3 (Longer-Term/Conditional). Scores: 1=Low, 3=Moderate, 5=High, 7=Very High.

Demand-Response Enhancements rank first across all service types, not because they are the most visible or transformative investment, but because they are the most foundational. Every other investment in this plan depends on FCPT having the operational capacity to absorb new ridership, and that capacity does not currently exist at full strength. Resolving the driver shortage, replacing aging vehicles, and deploying modern scheduling tools are the preconditions for everything that follows.

The Blue Route and Southwest MOD Zone rank second and third, respectively, reflecting the convergence of LRTP identification, public preference, strong market characteristics, and implementation feasibility. Together, these three Tier 1 investments represent FCPT's most immediate and defensible priorities for the early years of the plan period.

Tier 2 investments (Ranks 4–12) represent the core of the ten-year network build-out. The sequencing within Tier 2 should be guided primarily by funding availability and operational readiness. The criteria scores distinguish them in relative terms, but the differences are modest, and all Tier 2 investments have sufficient justification for implementation within the plan horizon. The Red Route's relatively low productivity score compared to Pink and Orange is offset by its LRTP identification and public support, placing it at Rank 5 despite higher per-boarding costs.

The Red Connector and 95 Express are Tier 3, not because they are unimportant, but because they cannot be responsibly advanced to near-term implementation without additional study, infrastructure, or coordination with regional partners. Both are retained in the plan as longer-term aspirational investments, consistent with the Handbook's guidance that the List of Priority Projects may include projects beyond the ten-year horizon.

4.F.2. Transition to Chapter 5

The consolidated priority ranking in Table 4-8 is the product of an unconstrained evaluation — every proposed investment was assessed on its merits without regard to whether funding is currently confirmed. This is intentional: the purpose of Chapter 4 is to establish what Flagler County needs and in what order, not to pre-screen investments based on current budget limitations. Chapter 5 applies the Financial Plan to this ranked list, identifies which investments are funded, partially funded, or unfunded within the ten-year horizon, and produces the final required List of Priority Projects under TDP Rule 14-73.001(3)(f). Projects that cannot be funded within ten years are retained on the list beyond the horizon, consistent with the Handbook's guidance that the List of Priority Projects may include longer-term aspirational investments.

The consolidated priority ranking established in this section provides the analytical and policy foundation for Chapter 5's Ten-Year Implementation Plan. Chapter 5 will develop the full Schedule of Projects, encompassing operating projects, capital needs, and organizational development requirements, apply the Financial Plan to identify funded and unfunded projects, and produce the final ranked List of Priority Projects required under TDP Rule 14-73.001(3)(f). The scoring methodology used in that final list will carry forward the five-criterion framework established here, applied to the complete schedule, including maintenance of existing service and capital investments not analyzed in this chapter.

CHAPTER 5.

TEN-YEAR TDP IMPLEMENTATION PLAN

This chapter outlines the final recommendations and priorities for the transit operating and capital program for Flagler County for FY 2026-35. It is based on a culmination of all completed activities conducted as part of this TDP development process, including the compilation and incorporation of the previous elements contained in this TDP:

- Baseline Conditions and Operating Environment (Chapter 2)
- MPO Process Coordination (Chapters 2 & 4)
- Public Involvement Plan (PIP) Implementation/Results (Chapter 3)
- Land Use and Corridor Development (Chapters 2 & 4)
- Demand Estimation (Chapter 4)
- Project Prioritization Process & Selection Methodology (Chapter 4)

The TDP elements listed above provide the framework for the development and prioritization of a final set of recommended transit service and capital projects for the FY 2026-35 span of this plan. As such, this section will outline four critical final elements for the FY 2026-35 timeframe of this TDP:

- Schedule of Projects
- Financial Plan
- Final Prioritized List of Projects
- Implementation of Flagler County FY 2026-35 TDP

As outlined in the following section, some projects are suitable for near-term implementation, while others will require additional analysis, funding, and, in certain cases, long-term policy changes that are more long-term. The development of a Financial Plan for FY 2026-35 will also influence the feasibility, timing, and prioritization of the recommended transit services and capital projects described below.

5.A. Recommended Schedule of Projects

This section outlines a comprehensive list of service and capital needs identified for the FY 2026-35 timeframe of this TDP. This comprehensive project list, known as the Schedule of Projects, represents a financially unconstrained overview of all transit service and capital needs identified in the overall TDP development process. Important factors that directed the content and scope of the Schedule of Projects include:

- Market Strength and Demand (Chapters 2 & 4)
- Community Support (Chapter 3)
- Alignment with Local and Regional Plans (Chapter 2)
- Land Use and Corridor Development (Chapters 2 & 4)
- Demand Estimation (Ch. 4)
- Project Prioritization Process & Selection Methodology (Chapter 4)

The Schedule of Projects (see Table 5-1) includes the following elements for both transit service



and capital project needs:

- *Project Definition* – primary purpose for the service/project
- *Type of Improvement* – type of service or capital improvement
- *Location of Improvement* – general area or corridor (if known) for each project
- *Implementation Timeframe* – anticipated timeframe for start of project
- *Level of Transit Service* – planned frequency, span of service, and days of service
- *Annual Operating Cost* – projected first-year operating costs for service projects
- *Total Capital Cost* – projected capital cost required to implement the project

Table 5-1: Flagler County FY 2026-35 TDP Schedule of Projects

PROJECT DEFINITION	TYPE OF IMPROVEMENT	LOCATION OF IMPROVEMENT	IMPLEMENTATION TIMEFRAME	LEVEL OF TRANSIT SERVICE			ANNUAL OPERATING COST	TOTAL CAPITAL COST
				FREQUENCY (MIN.)	SPAN OF SERVICE	DAYS OF SERVICE		
SERVICE PRIORITIES								
Maintain Existing ADA/TD Services	Maintain Existing ADA Paratransit Service	Countywide	year 1	N/A	6:00 am - 8:00 pm	MON-SAT	\$2,964,086	\$468,756
Enhance Existing ADA/TD Services	Improve Existing ADA Paratransit Service	Countywide	1-2 years	N/A	6:00 am - 8:00 pm	MON-SAT	\$293,453	\$264,328
Southwest Mobility-on-Demand (MOD) Service	New On-Demand Service	Southwest Zone	1-2 years	N/A	6:00 am - 8:00 pm	MON-SAT	\$268,408	\$0
Blue Route	New Fixed Route Service	Belle Terre Pkwy. (from Moody Ave. to Palm Coast Pkwy.)	3-4 years	60	6:00 am - 8:00 pm	MON-FRI	\$288,202	\$153,223
Pink Route	New Fixed Route Service	Palm Coast Pkwy. (E-W)	3-4 years	60	6:00 am - 8:00 pm	MON-FRI	\$258,967	\$153,223
Red Route	New Fixed Route Service	Moody Ave. (from Bunnell to Flagler Beach), peak trips to Hidden Trails.	3-4 years	60	6:00 am - 8:00 pm	MON-FRI	\$547,957	\$306,446
Northwest MOD Zone	New On-Demand Service	Northwest Zone	4-5 years	N/A	6:00 am - 8:00 pm	MON-SAT	\$283,183	\$0
Northeast MOD Zone	New On-Demand Service	Northeast Zone	3-4 years	N/A	6:00 am - 8:00 pm	MON-SAT	\$290,570	\$0
Black Route	New Fixed Route Service	Belle Terre Pkwy. North & Matanzas Woods Pkwy.	4-5 years	60	6:00 am - 8:00 pm	MON-FRI	\$427,405	\$145,927
Orange Route	New Fixed Route Service	Florida Park Dr. (from Palm Coast Pkwy. to Matanzas High School)	4-5 years	60	6:00 am - 8:00 pm	MON-FRI	\$262,414	\$160,884
Beach Line	New Fixed Route Service	N. Ocean Shore Blvd/A1A	5-6 years	60	6:00 am - 8:00 pm	MON-FRI	\$558,208	\$153,223
Beach MOD Zone	New On-Demand Service	Beach Zone	5-6 years	Various	6:00 am - 8:00 pm	MON-SAT	\$312,732	\$0
Green Route	New Fixed Route Service	Old Kings Rd. (from Palm Coast Pkwy. to Matanzas Woods Pkwy.)	5-6 years	60	6:00 am - 8:00 pm	MON-FRI	\$201,380	\$168,929
Saturday Fixed Route Service	New Day of Service	All Fixed Routes	6-7 years	60	6:00 am - 8:00 pm	SAT	\$535,829	\$0
Sunday Fixed Route Service	New Day of Service	All Fixed Routes	7-8 years	60	6:00 am - 6:00 pm	SUN	\$477,999	\$0
I-95 Express	New Express Bus Service	Palm Coast to VoTran (N. Ridgewood 3A/3C)	9-10 years	60 (AM & PM Peak only)	6:00 am - 8:00 pm	MON-FRI	\$55,287	\$205,334

Table 5-1: Flagler County FY 2026-35 TDP Schedule of Projects (Continued)

PROJECT DEFINITION	TYPE OF IMPROVEMENT	LOCATION OF IMPROVEMENT	IMPLEMENTATION TIMEFRAME	LEVEL OF TRANSIT SERVICE			ANNUAL OPERATING 2026 (YOE \$)	TOTAL CAPITAL 2026 (YOE \$)
				FREQUENCY (MIN.)	SPAN OF SERVICE	DAYS OF SERVICE		
CAPITAL & OTHER PROJECT PRIORITIES								
Replace Existing ADA/TD Vehicles	State of Good Repair/TAM	Systemwide	year 1	N/A	N/A	N/A	N/A	\$7,212,079
Modernization to Existing Scheduling Systems	Customer Service/Operations	Systemwide	1-2 years	N/A	N/A	N/A	N/A	\$1,102,660
Mobile Ticketing/Trip Planning App	Customer Service/Operations	Systemwide	1-2 years	N/A	N/A	N/A	N/A	\$381,313
Maintenance Facility Upgrades	Transit Facility Improvements	1768 E Moody Blvd, Bldg #5	2-3 years	N/A	N/A	N/A	N/A	\$6,362,816
Operations/Dispatch Facility Improvements	Transit Facility Improvements	1769 E Moody Blvd, Bldg #5	2-3 years	N/A	N/A	N/A	N/A	\$949,766
New Bus Stop Infrastructure & Transfer Locations	Access/Safety/Transit Amenities	Systemwide	2-3 years	N/A	N/A	N/A	N/A	\$4,041,264
Planning, Engineering, Construction Services	Professional Services for Planning, Design, Construction projects.	Systemwide	2-3 years	N/A	N/A	N/A	N/A	\$6,029,465
New Vehicles for Fixed Route Service	Fleet for New Fixed Route service	Systemwide	3-4 years	N/A	N/A	N/A	N/A	\$2,221,200
Travel Training Program	Customer Service/Operations	Systemwide	3-4 years	N/A	N/A	N/A	N/A	\$845,922

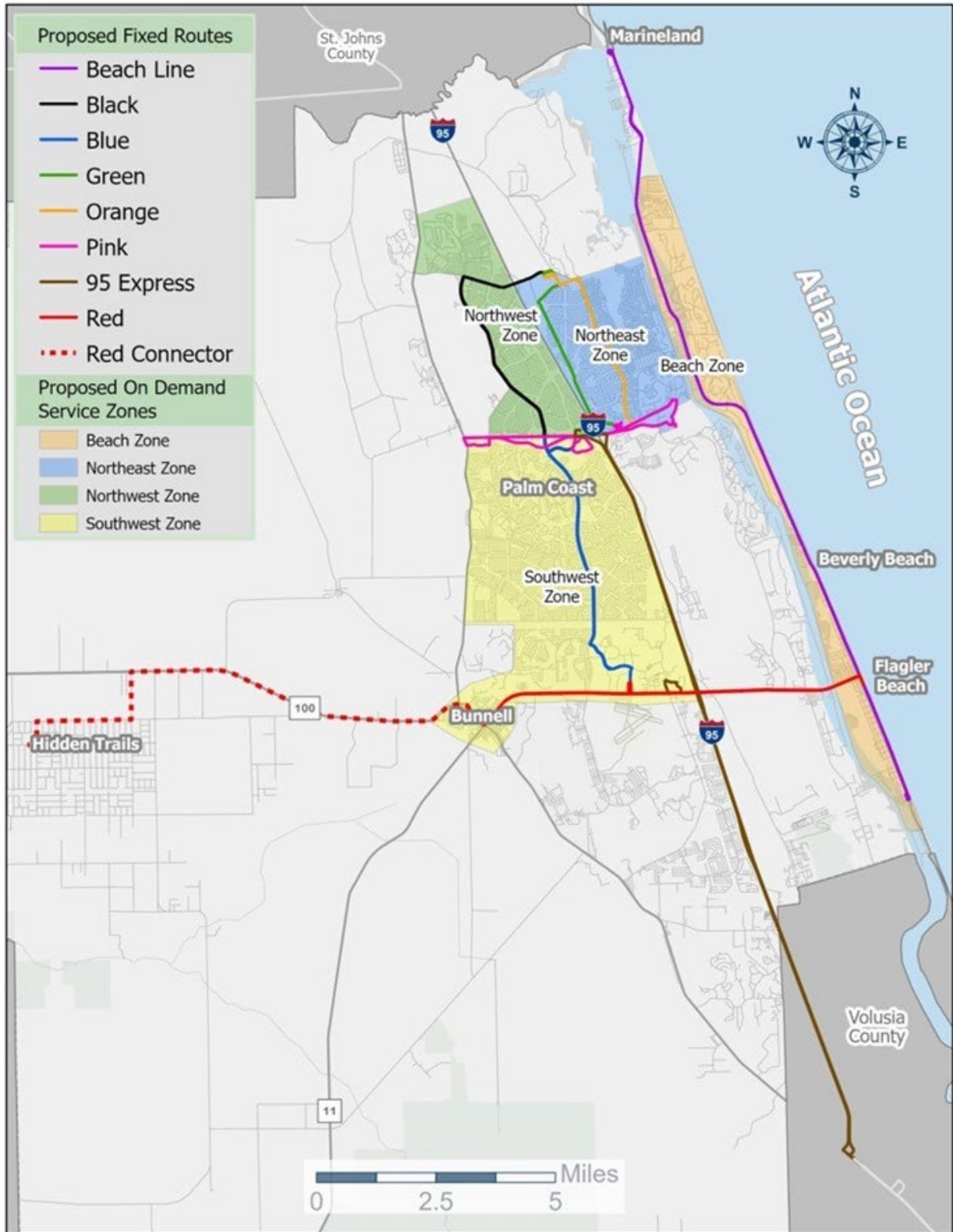
5.A.1. Service Needs: FY 2026-35

The service priorities outlined above represent all transit service needs identified for Flagler County for the FY 2026-35 TDP timeframe. For each proposed service need, the following assumptions are made for each service improvement type:

- Maintain Existing ADA/TD Services –maintain current Flagler County ADA/TD level of service.
- Enhance Existing ADA-TD Services – projected costs for increasing number of daily trips and by adding Weekday Evening and Saturday Evening trips (until 8:00 pm) to existing ADA/TD system.
- Mobility-on-Demand (MOD) Service - new flexible service type that can offer flexible point-to-point service within a designated zone. Service may include same-day scheduling, connections to major hubs or destinations with a zone, and first mile/last mile connections to other MOD zones or fixed routes bus stops. For this proposed service, it is assumed that Flagler County will procure a third-party vendor to provide all aspects of MOD service (vehicles, staff, information/scheduling/ticket technology).
- Fixed Route Service – traditional corridor-based bus service operating on hourly headways, serving fixed bus stops located every ¼-mile, using larger vehicles, and operating on a fixed schedule.
- New Days of Service - expansion of planned fixed route services to Saturdays or Sundays.
- Express Bus – regional fixed route service that operates in the AM and PM peak periods only, has limited stops, and connects to neighboring transit system (VoTran) in Volusia County.

As outlined in Table 5-1 , four Mobility-on-Demand (MOD) Zones and eight fixed routes are proposed as service needs for the FY 2026-35 timeframe. These service needs are outlined in Map 5-1.

Map 5-1: Flagler County Transit Service Needs for FY 2026-35



5.A.2. Capital and Other Project Needs: FY 2026-35

The capital and other project priorities represent all transit capital and planning needs identified as critical to implementing all identified service needs. For each proposed capital and other project need, the following assumptions are made for each project type:

- State of Good Repair/Transit Asset Management – capital investments need to maintain existing Flagler County ADA/TD service vehicles in a state of good and safe repair.
- Customer Service & Operations – capital investments needed to maintain and improve the customer experience and improve operations (such as scheduling and information systems) critical for existing ADA/TD services and for implementing additional new service improvements.
- Transit Facility Improvements – capital investments needed to maintain existing and projected operations and maintenance infrastructure that supports the service improvements.
- Access/Safety/Transit Amenities – capital infrastructure needed to support new service improvements, including new bus stops, shelters, signage, and transfer locations.
- Professional Services – professional planning, environmental, design and construction services that will be needed to implement most aspects of the service and capital needs identified in this TDP.

5.B. FY 2026-35 Financial Plan

In the final Financial Plan for the Flagler County FY 2026-35 TDP, operating and capital costs and revenue assumptions are made for all service and capital needs identified above, including the cost of maintaining existing ADA/TD services. Notably, the Financial Plan addresses how Flagler County can implement some, but not all, service and capital needs based on available and feasible new grant-based financial resources specific to public transportation.

Cost estimates in the TDP Financial Plan are based on a wide variety of data, including recent (Flagler County and other) transit agency budget and grant practices, recent procurements, National Transit Database (NTD) data, trend analyses, fleet planning, and Flagler County's approved FY 2025-26 budget. Revenue projections capture existing and potential capital and operating revenue from several sources, including state and federal grants, allocated county funding, fare revenue, and advertising sales.

5.B.1. Financial Plan Assumptions

The Financial Plan includes the costs and estimated revenue required to maintain existing Flagler County ADA/TD services and the addition of all service and capital improvements that the TDP identified as needs for the community (see Schedule of Projects in **Error! Reference source not found.** above). The Financial Plan is summarized in a 10-year snapshot of the total budget picture of the TDP (FY 2026-2035). The Financial Plan is divided into the following categories and related assumptions:

- **Operating Expenses** – estimated operating costs for existing and planned service upgrades in the categories related to operations, including but not limited to salaries and benefits. Other assumptions include:
 - The current hourly cost (FY 2024 DR Mode data from NTD) to operate the existing Flagler County ADA/TD services is utilized to project the cost of all new services, regardless of mode.
 - A 3% annual inflationary factor is applied to each operating expense category.
- **Operating Revenues** – estimated operating revenues for existing and planned service upgrades utilizing existing and new revenue sources, including revenue from grant funds, fares and an advertising program. Operating revenue assumptions include:
 - Existing grant revenue from state and federal sources (and local match) continues and grows modestly (2.5-3%) each year.
 - Anticipated new state and federal operating grant revenue sources (and associated local match) are added once new service improvements begin in FY 2027.
 - Flagler County becomes a Designated Recipient for Federal Transit Administration (FTA) 5307 grant funding in FY 2026 or early FY 2027 and that 50% of this annual formula funding from previous years (FY 2022-25) and all subsequent years are secured and that 50% of future year 5307 funding for FY 2026-35) is also applied toward operating costs.
 - Flagler County maintains or increases annual revenue from existing FDOT-managed 5310 and 5311 operating grant fund sources.
 - Flagler County begins to apply for and secure new operational funding grants from FDOT (such as Service Development or Transit Corridor grant programs) or the Florida Commission for the Transportation Disadvantaged (CTD) Innovative Service Development (ISD) annual operating grant programs.
 - Fare revenue and program income (advertising, other sources) are projected to grow modestly (5% annually) starting in FY 2027 onwards as new service and capital programs are implemented.
- **Capital Expenses** – estimated capital costs for existing and planned capital and other project priority investments required for the delivery of transit services. Capital expense assumptions include:
 - All capital and other project priorities that can be assigned to a capital cost category, including preventative maintenance.
 - Does not include the ability to apply some third-party operations costs toward the capital cost of contracting. Future annual updates to the TDP Financial Plan may reflect this potential to offset some qualified operational program costs to the capital budget.



- A 5% annual inflationary factor is applied to each capital expense category.
- **Capital Revenues** – estimated revenues for existing and planned capital and infrastructure investments. Capital revenue assumptions include:
 - Anticipated new state and federal capital grant revenue sources (and associated local match) are added once new service improvements begin in FY 2027.
 - Flagler County becomes a Designated Recipient for Federal Transit Administration (FTA) 5307 grant funding and that 50% of all annual formula funding from previous years (FY 2022-25) and all subsequent years (FY 2026-35) are secured and applied toward capital costs.
 - Flagler County maintains or increases annual revenue from existing FDOT-managed 5310 and 5311 capital grant fund sources.
 - Flagler County applies for FDOT-managed 5339 grant funding on an annual basis.
 - Flagler County applies for and secures new discretionary grants from the FTA (5307, 5339, other TBD), FDOT (Service Development, Transit Corridor, Park and Ride, other TBD) or the Florida CTD (TRIPS, Shirley Conroy) capital grant programs.

5.B.2. Financial Plan for FY 2026-30

The FY 2026-30 TDP Financial Plan provides a five-year picture of the estimated costs and revenues for the FY 2026-30 timeframe of this plan (see Table 5-2). The FY 2026-30 TDP Financial Plan offers a look at potential cost and revenue estimates related to implementing all recommended service and capital alternatives within the next five years.

Table 5-2: TDP Financial Plan for FY 2026-30

OPERATING EXPENSES	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	5-Yr. Total
Maintain Existing ADA/Paratransit/TD Services	\$ 2,964,086	\$ 3,053,009	\$ 3,144,599	\$ 3,238,937	\$ 3,336,105	\$ 15,736,735
Improve Existing ADA/Paratransit/TD Services	\$ -	\$ 293,453	\$ 302,257	\$ 311,324	\$ 320,664	\$ 1,227,698
Additional Weekend ADA/Paratransit/TD Services	\$ -	\$ -	\$ -	\$ -	\$ 154,803	\$ 154,803
New On Demand Service	\$ -	\$ 268,408	\$ 276,460	\$ 575,324	\$ 883,154	\$ 2,003,347
New Fixed Routes	\$ -	\$ -	\$ -	\$ 1,095,126	\$ 2,376,007	\$ 3,471,133
Total Operating Expenses:	\$ 2,964,086	\$ 3,614,870	\$ 3,723,316	\$ 5,220,712	\$ 7,070,734	\$ 22,593,717
OPERATING REVENUE	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	5-Yr. Total
FTA Section 5307 Urbanized Areas	\$ -	\$ 516,838	\$ 529,759	\$ 543,003	\$ 556,578	\$ 2,146,178
(50% Local Match)	\$ -	\$ 516,838	\$ 529,759	\$ 543,003	\$ 556,578	\$ 2,146,178
FTA Section 5310 Senior and Persons with Disabilities	\$ 208,605	\$ 207,180	\$ 213,395	\$ 219,797	\$ 226,391	\$ 1,075,369
(50% Local Match)	\$ 208,605	\$ 207,180	\$ 213,395	\$ 219,797	\$ 226,391	\$ 1,075,369
FTA Section 5311	\$ 97,379	\$ 100,300	\$ 103,309	\$ 106,409	\$ 109,601	\$ 516,998
(50% Local Match)	\$ 97,379	\$ 100,300	\$ 103,309	\$ 106,409	\$ 109,601	\$ 516,998
FDOT Block Grant	\$ 167,906	\$ 344,795	\$ 355,139	\$ 365,793	\$ 376,767	\$ 1,610,400
(50% Local Match)	\$ 167,906	\$ 344,795	\$ 355,139	\$ 365,793	\$ 376,767	\$ 1,610,400
FL CTD Trips & Equipment	\$ 907,974	\$ 935,213	\$ 963,270	\$ 992,168	\$ 1,021,933	\$ 4,820,557
(10% Local Match)	\$ 100,886	\$ 103,913	\$ 107,030	\$ 110,241	\$ 113,548	\$ 535,617
FL CTD Innovative Service Development	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
(10% Local Match)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
FDOT Service Development Grant	\$ -	\$ -	\$ -	\$ 287,662	\$ 441,577	\$ 729,239
(50% Local Match)	\$ -	\$ -	\$ -	\$ 287,662	\$ 441,577	\$ 729,239
FDOT Transit-Urban Corridor Grant	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
(50% Local Match)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Additional Local Operating Funds	\$ 857,446	\$ -	\$ -	\$ -	\$ -	\$ 857,446
FTA Operating Funds (FY 22-25 Roll Forward)	\$ -	\$ 322,386	\$ 359,785	\$ 467,368	\$ -	\$ 1,149,539
(50% Local Match)	\$ -	\$ 322,386	\$ 359,785	\$ 467,368	\$ -	\$ 1,149,539
Farebox	\$ 125,000	\$ 131,250	\$ 137,813	\$ 144,703	\$ 151,938	\$ 690,704
Advertising	\$ 25,000	\$ 25,750	\$ 51,500	\$ 53,045	\$ 54,636	\$ 209,931
Total Operating Revenue:	\$ 2,964,086	\$ 4,179,123	\$ 4,382,388	\$ 5,280,221	\$ 4,763,884	\$ 21,569,703
Operating Surplus /Deficit	\$ -	\$ 564,254	\$ 659,072	\$ 59,509	\$ (2,306,850)	\$ (1,024,015)
Local Match for Operating	\$ 1,432,222	\$ 1,595,411	\$ 1,668,418	\$ 2,100,273	\$ 1,824,462	\$ 8,620,787

Table 5-2: TDP Financial Plan for FY 2026-30 (Continued)

CAPITAL EXPENSES	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	5-Yr. Total
Replacement Vehicles - Existing ADA/TD Service	\$ 468,756	\$ 1,111,824	\$ 437,781	\$ 766,116	\$ 160,884	\$ 2,945,361
Dispatch-Operations Facility Improvements	\$ -	\$ -	\$ 105,000	\$ 110,250	\$ 115,763	\$ 331,013
Miscellaneous Vehicle Equipment	\$ -	\$ 46,000	\$ 48,300	\$ 50,715	\$ 53,251	\$ 198,266
Preventative Maintenance (PM)	\$ -	\$ 144,200	\$ 144,200	\$ 151,410	\$ 158,981	\$ 598,791
Modernization of Existing IT/Scheduling/Reservation System	\$ -	\$ 100,000	\$ 105,000	\$ 110,250	\$ 115,763	\$ 431,013
New Travel Training Pilot Program	\$ -	\$ 80,936	\$ 83,364	\$ 85,865	\$ 88,441	\$ 338,606
New Vehicles: Fixed Route Service	\$ -	\$ -	\$ -	\$ 949,629	\$ 598,266	\$ 1,547,895
New Mobile Ticketing/Trip-Planning App Pilot	\$ -	\$ 100,000	\$ 100,000	\$ 25,000	\$ 25,000	\$ 250,000
New Bus Stop Infrastructure & Transfer Locations	\$ -	\$ 150,000	\$ 407,500	\$ 427,875	\$ 449,269	\$ 1,434,644
New Miscellaneous Capital Purchases	\$ -	\$ -	\$ 100,000	\$ 105,000	\$ 110,250	\$ 315,250
Upgrade Maintenance Facility	\$ -	\$ 250,000	\$ 600,000	\$ 2,500,000	\$ 250,000	\$ 3,600,000
Planning/Design/Engineering Services	\$ -	\$ 300,000	\$ 600,000	\$ 630,000	\$ 661,500	\$ 2,191,500
Total Capital Expenses:	\$ 468,756	\$ 2,282,960	\$ 2,731,145	\$ 5,912,110	\$ 2,787,366	\$ 14,182,337
CAPITAL REVENUES	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	5-Yr. Total
FTA Section 5307	\$ -	\$ 516,838	\$ 529,759	\$ 543,003	\$ 556,578	\$ 2,146,178
(20% State Match)	\$ -	\$ 103,368	\$ 105,952	\$ 108,601	\$ 111,316	\$ 429,236
FTA Section 5310	\$ 375,005	\$ 889,461	\$ 587,044	\$ 604,656	\$ 622,795	\$ 3,078,961
(10% Local Match)	\$ 46,876	\$ 111,183	\$ 114,518	\$ 117,954	\$ 121,493	\$ 512,024
(10% State Match)	\$ 46,876	\$ 111,183	\$ 114,518	\$ 117,954	\$ 121,493	\$ 512,024
FTA Section 5311	\$ -	\$ -	\$ 145,927	\$ 153,223	\$ 160,884	\$ 460,035
(20% Local Match)	\$ -	\$ -	\$ 29,185	\$ 30,645	\$ 32,177	\$ 92,007
FTA 5339	\$ -	\$ 164,065	\$ 172,268	\$ 180,881	\$ 189,925	\$ 707,139
FTA Section 5307 (FY 2022-25 Roll Forward)	\$ -	\$ 322,386	\$ 359,785	\$ 467,368	\$ -	\$ 1,149,539
(20% State Match)	\$ -	\$ 64,477	\$ 71,957	\$ 93,474	\$ 96,278	\$ 326,186
FL CTD Trips & Equipment	\$ -	\$ -	\$ -	\$ -	\$ 160,884	\$ 160,884
(10% Local Match)	\$ -	\$ -	\$ -	\$ -	\$ 16,088	\$ 16,088
FL CTD Shirley Conroy Rural Area Capital	\$ -	\$ -	\$ 145,927	\$ -	\$ -	\$ 145,927
(10% Local Match)	\$ -	\$ -	\$ 14,593	\$ -	\$ -	\$ 14,593
Total Capital Revenue:	\$ 468,757	\$ 2,282,960	\$ 2,391,434	\$ 2,417,758	\$ 2,189,911	\$ 9,750,820
Capital Surplus /Deficit	\$ -	\$ 0	\$ (339,711)	\$ (3,494,352)	\$ (597,455)	\$ (4,431,518)
Local Match for Capital	\$ 46,876	\$ 111,183	\$ 158,297	\$ 148,599	\$ 169,758	\$ -
TOTAL BUDGET SURPLUS/DEFICIT	\$ -	\$ 564,254	\$ 319,362	\$ (3,434,843)	\$ (2,904,305)	\$ (5,455,532)
Total Local Match (for Operating & Capital)	\$ 1,479,098	\$ 1,706,594	\$ 1,826,715	\$ 2,248,872	\$ 1,994,220	\$ 9,255,499

The TDP Financial Plan for FY 2026-30 offers guidance on what aspects of the service and capital needs can be implemented:

1. First-Year (FY 2026) Budget Balance:

- The Financial Plan assumes a balanced budget for FY 2026.
- All subsequent TDP Annual Updates will maintain a balanced budget for year 1 of any updated plan.

2. Maintain Existing Services and Capital:

- Flagler County can maintain existing services for FY 2026-30 if current local, state, and federal funding sources remain committed and are increased incrementally on an annual basis for inflation.

3. New Operating Costs:

- Flagler County can consider adding the Improvements to the Existing ADA/TD system and some MOD and/or Fixed Route service needs in FY 2027-29 if all Operating Revenue assumptions (see above) are met.

4. Operating Shortfalls:

- Operating shortfall beyond FY 2029 will require the identification of additional sources of local, state, and grant funding and is therefore considered less feasible.

5. New Capital Costs:

- Flagler County can consider adding some of the capital needs in FY 2027-30 if all Capital Revenue assumptions (see above) are met.

6. Capital Shortfalls:

- Capital shortfall for FY 2028-30 is due to the cost associated with upgrading the operations and maintenance facilities as well as the cost for the purchase of new fixed route vehicles. These projects are not cost feasible unless Flagler County is successful in securing a discretionary 5307 or 5339 grant from FTA or other FDOT resources.

7. Local Match Requirements:

- Potential local match totals by year and by operating and capital grant programs are estimated for FY 2026-30.

8. Potential Grant Funding:

- Both operating and capital budgets assume that new grant funding will be secured annually by Flagler County, including but not limited to the following sources:

➤ Operating:

- FTA 5307 Operating Funding
- FDOT Service Development Grant Program
- FDOT Urban Corridor Grant Program
- FDOT-administered FTA 5310 and 5311 funding programs
- Flagler County needs to commit to meeting all local match requirements for all state or federal operating grants

➤ Capital:

- FTA 5307 Capital Funding



- Other FTA funding (potentially flexed from Federal Highway Administration sources via the TPO process, which is outlined in Section 5.F below)
- FDOT Service Development Grant Program
- FDOT-administered FTA 5310, 5311 and 5339 funding programs
- Florida CTD capital grants
- Flagler County will be required to commit to meeting all local match requirements for all state or federal capital grants

5.B.3. Financial Plan for FY 2031-35

The FY 2031-35 TDP Financial Plan provides a five-year picture of the estimated costs and revenues for the FY 2031-35 timeframe (see Table 5-3). This Financial Plan offers a look at potential cost and revenue estimates related to implementing all recommended service and capital alternatives that are long-term in need and not currently cost feasible.

Table 5-3: TDP Financial Plan: FY 2031-35

OPERATING EXPENSES	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	5-Yr. Total
Maintain Existing ADA/Paratransit/TD Services	\$ 3,461,882	\$ 3,461,882	\$ 3,461,882	\$ 3,461,882	\$ 3,461,882	\$ 17,309,408
Improve Existing ADA/Paratransit/TD Services	\$ 330,284	\$ 330,284	\$ 330,284	\$ 330,284	\$ 330,284	\$ 1,651,420
Additional Weekend ADA/Paratransit/TD Services	\$ 159,447	\$ 164,231	\$ 169,157	\$ 174,232	\$ 179,459	\$ 846,526
New On Demand Service	\$ 1,192,832	\$ 1,228,616	\$ 1,578,207	\$ 1,625,554	\$ 1,674,320	\$ 7,299,529
New Fixed Routes	\$ 2,319,735	\$ 2,925,156	\$ 3,012,910	\$ 3,581,296	\$ 3,744,022	\$ 15,583,119
Total Operating Expenses:	\$ 7,464,179	\$ 8,110,168	\$ 8,552,441	\$ 9,173,247	\$ 9,389,967	\$ 42,690,002
OPERATING REVENUE	FY 2031	FY 2032	FY 2033	FY 2034	FY2035	5-Yr. Total
FTA Section 5307 Urbanized Areas (50% Local Match)	\$ 645,425	\$ 661,560	\$ 678,099	\$ 695,052	\$ 712,428	\$ 3,392,564
FTA Section 5310 Senior and Persons with Disabilities (50% Local Match)	\$ 233,183	\$ 240,178	\$ 247,384	\$ 254,805	\$ 262,449	\$ 1,237,999
FTA Section 5311 (50% Local Match)	\$ 112,889	\$ 116,276	\$ 119,764	\$ 123,357	\$ 127,058	\$ 599,343
FDOT Block Grant (50% Local Match)	\$ 388,070	\$ 399,712	\$ 411,703	\$ 424,055	\$ 436,776	\$ 2,060,316
FL CTD Trips & Equipment (10% Local Match)	\$ 1,052,035	\$ 1,083,596	\$ 1,116,104	\$ 1,149,587	\$ 1,184,074	\$ 5,585,396
FL CTD Innovative Service Development (10% Local Match)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
FDOT Service Development Grant (50% Local Match)	\$ 269,198	\$ 221,060	\$ 227,692	\$ 234,523	\$ -	\$ 952,472
FDOT Transit-Urban Corridor Grant (50% Local Match)	\$ -	\$ -	\$ -	\$ -	\$ 55,287	\$ 55,287
Additional Local Operating Funds	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Operating Funds (Roll Forward)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Farebox	\$ 159,535	\$ 159,535	\$ 159,535	\$ 159,535	\$ 159,535	\$ 797,675
Advertising	\$ 57,368	\$ 57,368	\$ 57,368	\$ 57,368	\$ 57,368	\$ 286,839
Total Operating Revenue:	\$ 4,667,910	\$ 4,582,258	\$ 4,826,367	\$ 4,957,870	\$ 4,720,606	\$ 23,755,013
Operating Surplus /Deficit	\$ (2,796,269)	\$ (3,527,910)	\$ (3,726,073)	\$ (4,215,377)	\$ (4,669,360)	\$ (18,934,989)
Local Match for Operating	\$ 1,909,743	\$ 1,802,509	\$ 1,968,254	\$ 2,019,125	\$ 1,885,166	\$ 9,584,797

Table 5 3: TDP Financial Plan: FY 2031-35 (Continued)

CAPITAL EXPENSES	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	5-Yr. Total
Replacement Vehicles - Existing ADA/TD Service	\$ 844,643	\$ 1,241,625	\$ -	\$ 1,564,448	\$ 616,001	\$ 4,266,718
Dispatch-Operations Facility Improvements	\$ 114,737	\$ 120,473	\$ 124,088	\$ 127,810	\$ 131,645	\$ 618,753
Miscellaneous Vehicle Equipment	\$ 56,197	\$ 59,007	\$ 61,957	\$ 65,055	\$ 68,308	\$ 310,524
Preventative Maintenance (PM)	\$ 166,930	\$ 175,277	\$ 184,040	\$ 193,242	\$ 202,905	\$ 922,394
Modernization of Existing IT/Scheduling/Reservation System	\$ 121,551	\$ 127,629	\$ 134,010	\$ 140,711	\$ 147,746	\$ 671,647
New Travel Training Pilot Program	\$ 91,820	\$ 96,411	\$ 101,232	\$ 106,294	\$ 111,608	\$ 507,366
New Vehicles: Fixed Route Service	\$ 418,786	\$ -	\$ -	\$ -	\$ 254,519	\$ 673,305
New Mobile Ticketing/Trip-Planning App Pilot	\$ 25,000	\$ 26,250	\$ 26,250	\$ 26,250	\$ 27,563	\$ 131,313
New Bus Stop Infrastructure & Transfer Locations	\$ 471,732	\$ 495,319	\$ 520,085	\$ 546,089	\$ 573,394	\$ 2,606,620
New Miscellaneous Capital Purchases	\$ 115,763	\$ 121,551	\$ 127,628	\$ 134,010	\$ 140,710	\$ 639,661
Upgraded Maintenance Facility	\$ 500,000	\$ 525,000	\$ 551,250	\$ 578,813	\$ 607,753	\$ 2,762,816
Planning/Design/Engineering Services	\$ 694,575	\$ 729,304	\$ 765,769	\$ 804,057	\$ 844,260	\$ 3,837,965
Total Capital Expenses:	\$ 3,621,735	\$ 3,717,846	\$ 2,596,310	\$ 4,286,779	\$ 3,726,411	\$ 17,949,080
CAPITAL REVENUES	FY 2031	FY 2032	FY 2033	FY 2034	FY 2035	5-Yr. Total
FTA Section 5307	\$ 570,492	\$ 584,755	\$ 599,374	\$ 614,358	\$ 629,717	\$ 2,998,696
(20% State Match)	\$ 114,099	\$ 116,951	\$ 119,875	\$ 122,872	\$ 125,944	\$ 599,741
FTA Section 5310	\$ 653,935	\$ 686,631	\$ 720,963	\$ 757,011	\$ 794,862	\$ 3,613,402
(10% Local Match)	\$ 65,393	\$ 68,663	\$ 72,096	\$ 75,701	\$ 79,486	\$ 361,340
(10% State Match)	\$ 65,393	\$ 68,663	\$ 72,096	\$ 75,701	\$ 79,486	\$ 361,340
FTA Section 5311	\$ 168,929	\$ 177,375	\$ 186,244	\$ 195,556	\$ 205,334	\$ 933,437
(20% Local Match)	\$ 33,786	\$ 35,475	\$ 37,249	\$ 39,111	\$ 41,067	\$ 186,687
FTA 5339	\$ 198,581	\$ 208,510	\$ 218,936	\$ 229,883	\$ 241,377	\$ 1,097,287
Capital Funds (Roll Forward)	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
FL CTD Trips & Equipment	\$ -	\$ 177,375	\$ -	\$ 195,556	\$ -	\$ 372,931
(10% Local Match)	\$ -	\$ 17,738	\$ -	\$ 19,556	\$ -	\$ 37,293
FL CTD Shirley Conroy Rural Area Capital	\$ 168,929	\$ -	\$ -	\$ -	\$ 205,334	\$ 374,262
(10% Local Match)	\$ 16,893	\$ -	\$ -	\$ -	\$ 20,533	\$ 37,426
Total Capital Revenue:	\$ 2,056,430	\$ 2,142,137	\$ 2,026,833	\$ 2,325,305	\$ 2,423,139	\$ 10,973,844
Capital Surplus /Deficit	\$ (1,565,305)	\$ (1,575,709)	\$ (569,477)	\$ (1,961,474)	\$ (1,303,272)	\$ (6,975,236)
Local Match for Capital	\$ 116,072	\$ 121,876	\$ 109,345	\$ 134,368	\$ 141,086	\$ 622,747
TOTAL BUDGET SURPLUS/DEFICIT	\$ (4,361,573)	\$ (5,103,619)	\$ (4,295,550)	\$ (6,176,851)	\$ (5,972,632)	\$ (25,910,225)
Total Local Match (Operating & Capital)	\$ 2,025,815	\$ 1,924,384	\$ 2,077,599	\$ 2,153,493	\$ 2,026,253	\$ 10,207,544

The TDP Financial Plan for FY 2031-35 provides a clear picture that many of the long-term service and capital needs identified for this TDP (FY 2031-35) remain important but not cost feasible as compared to the first five years of the plan (FY 2026-30). The following section offers guidance on what aspects of the service and capital needs for the FY 2031-35 period can be considered:

1. Annual Budget Balance:

- Flagler County will always maintain an annual budget that is balanced.
- No new service or capital projects will be pursued without maintaining a balanced budget.

2. Maintain Existing Services and Capital:

- A priority for Flagler County in FY 2031-35 would be to maintain all existing services that are in place at the end of FY 2030.

3. New Operating Costs:

- Flagler County can consider adding incremental improvements to new services in FY 2031-35 if new funding is clearly identified.

4. Operating Shortfalls:

- Operating shortfalls for FY 2031-35 will require the identification of much larger sources of local, state, and grant funding (which are not programmed or estimated for this TDP) and are therefore not cost feasible.

5. New Capital Costs:

- Flagler County can consider adding incremental improvements to new capital needs in FY 2031-35 if new funding is identified on an annual basis.

6. Capital Shortfalls:

- Capital shortfalls for FY 2031-35 will require the identification of much larger sources of local, state, and grant funding (which are not programmed or estimated for this TDP) and therefore is considered not cost feasible.

7. Local Match Requirements:

- Potential local match totals by year and for operating and capital grant programs are estimated for FY 2031-35.

8. Potential Grant Funding:

- A substantial portion of the service operating and capital needs for FY 2031-35 will require a much heavier funding shortfall burden than the needs identified in the FY 2026-30 timeframe, and are therefore all deemed not cost feasible. However, the following new grant sources may become available for partial service and capital project implementation in the FY 2031-35 timeframe, including but not limited to these potential sources:

➤ Operating:

- FTA 5307 Operating Funding
- FDOT Service Development Grant Program
- FDOT Urban Corridor Grant Program
- FDOT-administered FTA 5310 and 5311 funding programs
- Flagler County needs to commit to meeting all local match requirements for all state or federal operating grants

- Capital:
 - FTA 5307 Capital Funding
 - Other capitalized FTA funding (potentially flexed from Federal Highway Administration sources via the TPO process, which is outlined in Section 5.F)
 - FDOT Service Development Grant Program
 - FDOT Urban Corridor Grant Program
 - FDOT-administered FTA 5310, 5311, and 5339 funding programs
 - Florida CTD capital grants
 - Flagler County needs to commit to meeting all local match requirements for all state or federal capital grants

5.C. FY 2026-35 List of Recommended Priority Projects

Based on the Project Prioritization Process (Chapter 4), the overall Schedule of Projects, and the Financial Plan for FY 2026-35, the following section outlines the recommended Priority Projects for Flagler County. Based on the ranking criteria and the financial plan findings and revenue assumptions, only some of the service and capital needs from the Schedule of Projects can be considered cost feasible. As such, the goal of this section is to outline the recommended service and capital projects that have the best chance at being implemented while also addressing the top priority needs for public transportation in Flagler County.

5.C.1. Priority 1 Projects

The List of Recommended Priority Projects for FY 2026-35 (see Table 5-4) outlines those transit services and capital projects that were ranked the highest priority (#1) and were considered “Funded” as per the cost and revenue assumptions from the FY 2026-35 Financial Plan (see Section 5.C). Most Priority 1 services and capital projects, therefore, have an implementation advantage based on need and likely funding.

The top recommended (Priority 1) service projects for FY 2026-35 include:

1. Maintain Existing ADA/TD Services (starting in FY 2026)
2. Improve Existing ADA/TD Services (starting in FY 2027)
3. Implement Southwest Mobility-on-Demand (MOD) Pilot Project (starting in FY 2027)
4. Implement the Northwest MOD service (starting in FY 2029)
5. Implement Blue Fixed Route or hybrid MOD version of service (FY 2029)

The top recommended (Priority 1) capital projects (even if deemed partially funded) for FY include:

1. Maintain Existing ADA/TD Service Fleet/Vehicles (starting in FY 2026)
2. Modernize Scheduling/IT systems for existing ADA/TD service (starting in FY 2027)
3. Develop Mobile Ticketing App and Service for existing and new customers (starting in FY 2027, partially funded)
4. Maintenance and Operations Facility Upgrades (starting in FY 2027, partially funded)
5. Develop and construct new Bus Stops and/or Transfer Locations to support new services



(starting in FY 2027, partially funded)

6. Develop Planning/Design/Construction program that supports all Priority 1 service and capital improvements (starting in FY 2027, partially funded)

Table 5-4: List of Recommended Priority Projects: FY 2026-35

PRIORITY	PROJECT DEFINITION	TYPE OF IMPROVEMENT	LOCATION OF IMPROVEMENT	1ST YR. OF SVC.	LEVEL OF TRANSIT SERVICE			ANNUAL OPERATING COST	TOTAL CAPITAL COST	FUNDING STATUS/SOURCE
					FREQUENCY (MIN.)	SPAN OF SERVICE	DAYS OF SERVICE	2026 (YOE \$)	2026 (YOE \$)	
SERVICE PRIORITIES										
1	Maintain Existing ADA/TD Services	Maintain Existing ADA Paratransit Service	Countywide	2026	N/A	6:00 am - 8:00 pm	MON-SAT	\$2,964,086	\$468,756	Funded
1	Enhance Existing ADA/TD Services	Improve Existing ADA Paratransit Service	Countywide	2026	N/A	6:00 am - 8:00 pm	MON-SAT	\$448,256	\$264,328	Funded
1	Southwest Mobility-on-Demand (MOD) Service	New On-Demand Service	Southwest Zone	2027	N/A	6:00 am - 8:00 pm	MON-SAT	\$0	\$0	Funded
1	Northwest Mobility-on-Demand (MOD) Service	New On-Demand Service	Northwest Zone	2029	N/A	6:00 am - 8:00 pm	MON-SAT	\$290,570	\$0	Funded
1	Blue Route	New Fixed Route service	Belle Terre Pkwy. (from Moody Ave. to Palm Coast Pkwy.)	2029	60	6:00 am - 8:00 pm	MON-FRI	\$3,080,362	\$145,927	Partially-Funded
2	Pink Route	New Fixed Route service	Palm Coast Pkwy. (E-W)	2029	60	6:00 am - 8:00 pm	MON-FRI	\$288,202	\$145,927	Partially-Funded
2	Red Route	New Fixed Route service	Moody Ave. (from Bunnell to Flagler Beach), peak trips to Hidden Trails.	2029	60	6:00 am - 8:00 pm	MON-FRI	\$258,967	\$291,854	Partially-Funded

Table 5-4: List of Recommended Priority Projects: FY 2026-35 (Continued)

PRIORITY	PROJECT DEFINITION	TYPE OF IMPROVEMENT	LOCATION OF IMPROVEMENT	1ST YR. OF SVC.	LEVEL OF TRANSIT SERVICE			ANNUAL OPERATING COST	TOTAL CAPITAL COST	FUNDING STATUS/SOURCE
					FREQUENCY (MIN.)	SPAN OF SERVICE	DAYS OF SERVICE			
					2026 (YOE \$)	2026 (YOE \$)				
SERVICE PRIORITIES										
2	Northeast Mobility-on-Demand (MOD) Service	New On-Demand Service	Northeast Zone	2030	N/A	6:00 am - 8:00 pm	MON-SAT	\$268,408	\$0	Partially-Funded
2	Orange Route	New Fixed Route Service	Florida Park Dr. (from Palm Coast Pkwy. to Matanzas High School)	2030	60	6:00 am - 8:00 pm	MON-FRI	\$558,208	\$153,223	Unfunded
2	Black Route	New Fixed Route service	Belle Terre Pkwy. North & Matanzas Woods Pkwy.	2030	60	6:00 am - 8:00 pm	MON-FRI	\$547,957	\$153,223	Unfunded
2	Beach Line	New Fixed Route service	N. Ocean Shore Blvd/A1A	2030	60	6:00 am - 8:00 pm	MON-FRI	\$427,405	\$153,223	Unfunded
2	Green Route	New Fixed Route service	Old Kings Rd. (from Palm Coast Pkwy. to Matanzas Woods Pkwy.)	2031	60	6:00 am - 8:00 pm	MON-FRI	\$262,414	\$160,884	Unfunded
2	Beach Mobility-on-Demand (MOD) Service	New On-Demand Service	Beach Zone	2030	Various	6:00 am - 8:00 pm	MON-SAT	\$283,183	\$0	Unfunded
2	Saturday Fixed Route Service	New Day of Service	All Fixed Routes	2032	60	6:00 am - 8:00 pm	SAT	\$201,380	\$0	Unfunded
3	Sunday Fixed Route Service	New Day of Service	All Fixed Routes	2034	60	6:00 am - 6:00 pm	SUN	\$535,829	\$0	Unfunded
3	I-95 Express	New Express Bus Service	Palm Coast to VoTran (N. Ridgewood 3A/3C)	2035	60 (AM & PM Peak only)	6:00 am - 8:00 pm	MON-FRI	\$477,999	\$195,556	Unfunded

Table 5-4: List of Recommended Priority Projects: FY 2026-35 (Continued)

PRIORITY	PROJECT DEFINITION	TYPE OF IMPROVEMENT	LOCATION OF IMPROVEMENT	1ST YR. OF SVC.	LEVEL OF TRANSIT SERVICE			ANNUAL OPERATING COST	TOTAL CAPITAL COST	FUNDING STATUS/SOURCE
					FREQUENCY (MIN.)	SPAN OF SERVICE	DAYS OF SERVICE			
					2026 (YOE \$)	2026 (YOE \$)				
CAPITAL & OTHER PROJECT PRIORITIES										
1	Replace Existing ADA/TD Vehicles	State of Good Repair/TAM	Systemwide	2026	N/A	N/A	N/A	N/A	\$7,212,079	Funded
1	Modernization to Existing Scheduling Systems	Customer Service/Operations	Systemwide	2027	N/A	N/A	N/A	N/A	\$1,102,660	Funded
1	Mobile Ticketing/Trip Planning App	Customer Service/Operations	Systemwide	2027	N/A	N/A	N/A	N/A	\$381,313	Partially-Funded
1	Maintenance Facility Upgrades	Transit Facility Improvements	1768 E Moody Blvd, Bldg #5	2027	N/A	N/A	N/A	N/A	\$6,362,816	Unfunded
1	Operations/Dispatch Facility Improvements	Transit Facility Improvements	1769 E Moody Blvd, Bldg #5	2027	N/A	N/A	N/A	N/A	\$949,766	Partially-Funded
1	New Bus Stop Infrastructure & Transfer Locations	Access/Safety/Transit Amenities	Systemwide	2027	N/A	N/A	N/A	N/A	\$4,041,264	Unfunded
1	Planning, Engineering, Construction Services	Professional Services for Planning, Design, Construction projects.	Systemwide	2026	N/A	N/A	N/A	N/A	\$6,029,465	Partially-Funded
2	New Vehicles for Fixed Route Service	Fleet for New Fixed Route service	Systemwide	2029	N/A	N/A	N/A	N/A	\$2,221,200	Partially-Funded
2	Travel Training Program	Customer Service/Operations	Systemwide	2027	N/A	N/A	N/A	N/A	\$845,922	Unfunded

5.C.2. Priority 2-3 Projects

As outlined on the List of Recommended Priority Projects for FY 2026-35 (see Table 5-4), there are several Priority 2-3 projects that are partially funded or deemed unfunded. With limited funding sources for these projects (see FY 2029-35 of the Financial Plan), implementation of all Priority 2-3 service and capital needs remain not cost feasible at this time. However, the following recommendations on how some of these projects can be considered after a successful Priority 1 implementation program:

1. Priority 2-3 Service Needs: once the Priority 1 service needs are implemented (see above), Flagler County can consider implementing smaller versions of the Priority 2-3 service needs identified from FY 2029-35. Example: the County could consider implementing the Priority 2 Northeast MOD Zone before the Priority 1 Fixed Route services are implemented. This decision will be more approachable once the SW and NW MOD services are implemented and analyzed.
2. Priority 2 Capital Needs: like the above, if Flagler County does not implement Priority 1 or 2 Fixed Route services, additional capital resources would be available for the MOD or hybrid MOD services and other Priority 2 capital needs.

5.D. Implementing the FY 2026-35 TDP

For Flagler County to be successful in implementing the Recommended List of Priority Projects identified above, the following organizational and planning/policy steps are recommended.

5.D.1. Implement Recommended Organizational Improvements

As outlined in Chapter 2, there are several recommended organizational and operational improvements for Flagler County Public Transportation (FCPT) to consider enacting to assist in the proper implementation and management of the service and capital priorities of this TDP. These include:

1. Increase Staffing: Hire staff for key known needs in key Functional Areas (Operations, Safety, Administration/Project Management, Contract Management)
2. Solve Driver Shortage Issue: Solve the current Driver shortage issue (hiring of 5-6 additional Drivers) so that existing services can be improved
3. Secure FTA 5307 Funding: Continue to work with the Federal Transit Administration (FTA) and all regional partners (TPO, Volusia County) to receive the approval to draw down on 5307 operating and capital funding

5.D.2. Continued Coordination with Volusia/Flagler TPO

With the recent completion of both the TPO's 2050 LRTP and this TDP effort, Flagler County is in an excellent position to continue to partner with the TPO to implement the transit visions and needs of each plan. For Flagler County, it is important that an updated set of service and capital priorities from the TDP process be provided/available for the TPO on an annual basis, particularly for the Annual Call for Projects process that begins soon after each new year. By

submitting a list of priority projects from this TDP, Flagler County could secure TPO funding in future years, particularly for capital project priorities/needs.

5.D.3. Coordinate with Other Transportation Partners

With the completion of both the 2050 LRTP and this TDP, Flagler County is encouraged to work closely with local transit partners (municipal and county planners, Volusia County - VoTran, FDOT District Five). Communicating the new priorities of the Flagler County Public Transportation (FCPT) system with these agencies will allow the County to optimize service quality, availability, and efficiency. Flagler County will need to establish participation and cooperation from the municipal governments (infrastructure, planning, etc.) to implement the top priority service and capital needs of the FY 2026-35 TDP.

Another key coordination step for Flagler County will be to communicate the priorities and funding needs of this TDP to critical state transit partners, in this case, the transit and intermodal staff of FDOT District Five (D5). D5 has always been a supportive funding and planning partner for Flagler County. With the adoption of this TDP and an established set of service and capital priorities, now is the time to enhance the existing partnership with D5 so that current and new grant funds can be secured and maximized for the implementation of the service and capital priorities of this TDP.

5.D.4. Performance Measurement and TDP Implementation

It is crucial that FCPT staff monitor the progress of implementing the FY 2026-35 TDP. To do this, it is recommended that there should be a performance measurement process and tracking system so that progress can be measured, analyzed, improved, and reported on for each fiscal year and for each subsequent TDP Annual Update.

RESOLUTION 2026 - ____

A RESOLUTION OF THE FLAGLER COUNTY BOARD OF COUNTY COMMISSIONERS APPROVING THE FILING OF THE TRANSIT DEVELOPMENT PLAN MAJOR UPDATE WITH THE FLORIDA DEPARTMENT OF TRANSPORTATION.

WHEREAS, the Flagler County Board of County Commissioners is eligible to receive State of Florida Public Transit Block Grant funds and to undertake a public transportation service project as authorized by Section 341.052, Florida Statutes, and

WHEREAS, the Flagler County Board of County Commissioners approves the submittal of the Transit Development Plan Major Update in accordance with Rule 14-73, Florida Administrative Code.

NOW THEREFORE, be it resolved by the Flagler County Board of County Commissioners as follows:

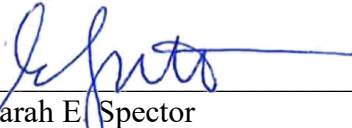
1. The above recitals are incorporated herein.
2. The Flagler County Board of County Commissioners authorizes the Flagler County Administrator to submit the major update of the Transit Development Plan to the Florida Department of Transportation.

DULY PASSED AND ADOPTED in open session of the Flagler County Board of County Commissioners, Florida, on this 16th day of March 2026.

FLAGLER COUNTY BOARD OF COUNTY COMMISSIONERS

Leann Pennington, Chair

Approved as to form:



Sarah E. Spector
Assistant County Attorney

Attest:

Tom Bexley
Clerk of the Circuit Court and Comptroller