
COMPREHENSIVE PLAN SUPPORT DOCUMENTS

V O L U M E I I

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Amended by: WEST FLORIDA REGIONAL PLANNING COUNCIL

**CITY OF MILTON
COMPREHENSIVE PLAN
SUPPORT DOCUMENTS
VOLUME II**

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SECTION I
FUTURE LAND USE ELEMENT

I. INTRODUCTION

An inventory of Milton’s existing land use is essential in understanding the key trends which are shaping development. Land use datum illuminates the strengths and weaknesses of the City’s property tax base as well as revealing how community land use development may be affecting growth. Without a clear understanding of land use trends, the community cannot adequately control future demands for public services and infrastructure support. This element provides a detailed survey of the current land usage and an assessment of existing structural conditions in Milton. Through an analysis of this information, existing land use conflicts, land use problems, structural condition problems, and desirable features are identified. In addition, the future development potential of existing vacant land within the City is evaluated.

II. DATA AND ANALYSIS

A. Land Use Categories

Existing land use data for the City of Milton was collected by Baskerville-Donovan Engineers, Inc., in March of 1987. This data was gathered from a field survey of the City. The survey is an inventory of all present land uses within the City. The land use classifications, as identified on the existing land use map, are outlined in Table I-1 and discussed in the following sections:

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TABLE I-1

City of Milton
 Existing Land Use Acreage
 1990

<u>Use Classification</u>	<u>Acreage</u>	<u>% of Developed Land</u>	<u>% of Total</u>
1. Residential	996.97	61.72	40.08
**Low Density	(797.58)	(49.38)	(32.07)
**medium Density	(199.39)	(12.34)	(8.02)
2. Commercial	290.31	17.97	11.67
3. Industrial	10.02	0.62	0.40
4. Recreational	29.24	1.81	1.18
5. Public/Educational	265.19	16.42	10.66
6. Vacant	871.98	N/A	35.06
7. Historical	*	N/A	N/A
8. Agricultural	0.0	N/A	N/A
9. Conservation	24.0	1.49	.96
Total	2487.31	100%	100%

Source: 1990 Digitized Planimeter Readings; Baskerville-Donovan Engineers, Inc.

* Specific historic sites are located within other land use categories.

** Based on generalized 1986 Census projections as shown in Table III-3 of the Housing Element.

1. Residential Use

A parcel of land used specifically for housing and accessing activities such as off-street parking, patios, etc., is classified as residential. Subcategories of this classification are single-family, duplex, multi-family, and mobile home.

Single-family – This subcategory refers to a single housing unit designed to accommodate one family.

Duplex – A single structure in which two families reside in separate residences is classified as Duplex.

Multi-family – A single structure in which three or more families reside in separate residences is referred to as Multi-family.

Mobile Home – This subcategory refers to a lightweight structure designed to be transportable, usually occupied by one family.

The following discussion provides general density standards for residential uses in Milton. Low-density residential is characterized by densities of less than six (6) single-family units per gross residential acre of land. Low-density residential land use is characterized by single-family detached homes built on individual lots in subdivisions. Milton should maintain its overall low-density character over the next 10 years.

Medium-density residential land use denotes a density of about twelve (12) units per gross residential acre of land. This density classification is characterized by multiple-family housing units such as duplexes, townhouses, patio homes, condominiums, and cluster homes.

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A total of 996.97 acres of land in Milton is devoted to residential use. This represents 40.08% of total land area and 61.72% of all of the City's developed land. Low-density residential structures make up the largest part of residential acreage, 797.58 acres. Medium-density residential land use accounts for 199.39 acres.

In 1980, there were an estimated 2660 housing units in Milton. Of this number, 14 were classified as either seasonal or migratory, and 2646 were classified as year-round housing units. There were a total of 7014 persons in occupied housing with 2.85 persons per unit. Of total occupied housing units, 3958 persons lived in owner-occupied housing, and 3056 lived in renter-occupied housing. Total vacant housing was 185 units.

Annexations to the north and west have included Milton's newest residential neighborhoods. Much of the newly annexed areas are vacant, with a strong potential for development. In fact, some subdivisions have already been platted and new construction has added to the housing stock. No substantial limitation exists in these areas to restrict future growth.

In Milton, the United States Navy owns 55.9 acres within the City which is used for residential housing. There are 319 units, of which 225 are single-family and 94 (47 structures) are duplexes. This entire military neighborhood was annexed by the City in 1970. Since that time, the number of units have stabilized due to limited room for expansion. The neighborhood is well-maintained; all structures are in standard condition.

2. Commercial Use

All structures used for the provision of private goods and services, as well as general businesses and offices, are classified as commercial. In Milton, 290.31 acres are devoted to commercial use. This represents 17.97% of all developed land and 11.67% of total land area. Major concentrations of commercial development extend along U.S. Highway 90 from the City's southwestern boundary to the City's northern boundary along Stewart Street, and in the Downtown Redevelopment Area. Secondary concentrations of commercial development occur in the western section of the City along Berryhill Street, while small retailers and "convenience-type" businesses are scattered throughout the City.

Development outside the City's boundaries is expected to continue as the areas contiguous to Milton increase in population.

3. Recreation Use

At present, the City of Milton has approximately 29.24 acres of recreational lands, in addition to public school facilities. Public parks in Milton include Sanders Street Park, Adrian Carpenter's park, Mary Street Park, and the new Milton Riverwalk Park. Also located in the City is Whiting's Capehart Park which is owned by the military. Table I-2 lists the sites devoted to public recreational use, military recreational use, as well as the approximate acreage of athletic and playground facilities associated with the City's public schools.

There are four City-owned parks in Milton. The Sanders Street Park is located next to the W.H. Rhodes Elementary School (formerly Oakhurst), at

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Sanders Street and Byrom. This is a large 17-acre park with two complete softball fields, four tennis courts, two volleyball courts, two baseball fields, playground equipment, restrooms, equipment building, and five picnic tables. This is a high-use park oriented to family recreation. The park is in good condition and appears well-maintained.

TABLE I-2

Existing Recreational Facilities
City of Milton
1987

Public Parks

Sanders Street Park
Adrian Carpenter's Park
Milton Riverwalk Park
Mary Street Park

Military Park

Whiting's Capehart Park

School Playground/Athletic Facilities

Milton High School
W.H. Rhodes Elementary
West Florida Community Center
Berryhill Elementary School

Source: Baskerville-Donovan Engineers, Inc., 1987.

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The Adrian Carpenter's park is located on Munson Highway (S.R. 191) at Broad Street on the beautiful Blackwater River. Carpenter's Park is one of the loveliest and better designed parks in Santa Rosa County. The park is located on 8.7 acres and has the following facilities: two boat ramps, playground, two footbridges, a basketball court, picnic area with shelters, and a pavilion. Since it borders on the Blackwater River, the park provides water-access for fishing. The park is in excellent condition.

The City of Milton constructed the new downtown Riverwalk Park along Simpson Street with grant monies from the Florida Department of Natural Resources and a legislative appropriation. The Riverwalk Project is a 0.7 acre linear riverfront park which serves as the keystone for Milton's Downtown Redevelopment effort. Facilities include a landscaped, 480' boardwalk fronting the Blackwater River; docking facilities for recreational craft; and a gazebo. This provides the citizens of Milton with a leisure park on the eastern entrance to the City. The City is expecting to extend this park facility southward and has purchased property and will be seeking state funds for further park development.

The Mary Street Park, a mini-park, is located at Mary and Alice Streets. This park is approximately 0.8 acres in size with lighted basketball and volleyball courts and limited picnic and playground equipment.

In addition to City-owned parks, there is a recreation and playground facility in Whiting's Capehart Park. Whiting field is north of the City and provides additional recreational facilities to Naval personnel and their dependents. There is also one park administered by Santa Rosa County near Milton, the A.G. Mayo

Park. This is a 2.1 acre facility located on Highway 90 west of Milton which provides picnicking, and swimming. To the north of Milton is Blackwater River State Forest which is owned and maintained by the State of Florida. It is located approximately 15 miles northeast of Milton and consists of 183,153 acres of natural forests.

4. Public-Educational Use

This land use classification combines three required land use categories: educational use, public buildings and grounds, and other public facilities. A total of 265.19 acres of land is owned by the local government. This land represents 16.42% of developed land and 10.66% of total land area. The classification includes those parcels of land used for publicly or semi-publicly owned and operated activities available to the general public. Included are government buildings, and properties, all educational facilities (including public, private and parochial schools), services and cultural organizations such as fraternal, civic and political organizations, medical centers and nursing homes.

5. Conservation Use

Conservation land uses include all land areas designated for the purpose of conserving or protecting natural resources or environmental quality. Extensive areas of conservation are located in the immediate vicinity of Milton in Santa Rosa County. These areas include the Blackwater State Forest and Wildlife

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Management Area, the Eglin Wildlife Management Area, and the Gulf Island National Seashore (Naval Live Oaks).

The City has designated a total of 24 acres for conservation to include the following uses within its jurisdiction:

1. The rails-to-Trails Corridor includes an approximate 1.75 mile abandoned rail line running north-south through the City. This corridor provides a valuable open space/greenbelt through the City.
2. The Collins Mill Creek Utility Easement is an east-west 20-foot wide corridor which runs approximately 0.75 miles from Locklin Lake to the Blackwater River. This conservatin corridor provides an open space/greenbelt within the City.
3. Publicly-owned land lying within the floodplain adjacent to the Blackwater River just south of the City Sewage Treatment Plant provides approximately seven acres of conservation land within an environmentally sensitive area.

6. Agricultural Use

There are currently no land areas being utilized primarily for agricultural uses within the City of Milton.

7. Industrial Use

There is a total of 10.02 acres being used for industrial purposes in Milton. This figure represents 0.61% of the developed land area and 0.40% of the total

land area. These figures do not include the industrial park located adjacent to the Milton “T” Airport which is outside the City limits.

8. Historical Resources

The City of Milton is fortunate to have an abundance of historical resources within its boundaries. Six sites in the Milton area are listed on the Florida Master Site File and three structures have been included on the National Register. In November of 1987, the Milton Historic District was also added to the National Register. Additional historical sites were identified by a City-wide survey conducted by the Historic Pensacola Preservation Board in May of 1986.

The following list briefly describes the sites of historical value in the Milton area:

1. 1870’s Vintage House, (the Ollinger-Cobb House), owned by Joseph Ollinger, merchant and dry dock owner; made of cypress, and foundation rafters are put together with wooden pegs. The Ollinger-Cobb house was listed on the National Register of Historic Places on 1/11/83.
2. Site of Panton/Lesley Trading Post Branch, originally called Scotsman Anchorage then Scratch Ankle, operated in 1760’s-80’s; traded salt and English manufactured trade goods to Indians.
3. Keyser’s Saw Mill, located near the dam which forms what is now called Locklin Lake; this site was there in 1827 when survey maps were first drawn.

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4. L&N Railroad Depot built originally in 1883; present building built in 1909. This is one of only two sites in the immediate Milton area listed on the Florida Master Site File, Site No. 8SR47. Thought to be the only remaining depot of its type with its original clay tile roof. The L&N Railroad Depot was listed on the National Register of Historic Places on 10/29/82.
5. Forsyth and Simpson Lumber Company began operations (c) 1830 at Arcadia and moved to Bagdad (c) 1836; saw mill continued in operation under various owners until 1939.
6. Cotton's Saw Mill, constructed in the early 1800's, was there in 1827 when original township survey was done.
7. The site of the Arcadia Cotton Factory, built in 1846 and operated by slave labor until 1852. The two (2) story 7,000 square foot building burned in 1855.
8. St. Mary's Episcopal Church on Oak Street built (c) 1869 described by Frank Lloyd Wright as the most perfect example of its kind in the United State (Gingerbread style). St. Mary's Episcopal Church was listed on the National Register of Historic Places on 5/6/82.
9. Old brick yard located off the Munson Highway north of Milton. Clay bricks were made here which were used in the construction of various forts in West Florida (Fort Pickens, Fort Barrancas, Fort San Carlos, Fort McRae). The owner was Senator Jackson Morton

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who was Florida's and Santa Rosa County's first and only Whig U.S. Senator from 1850-56.

10. Benjamin W. Thompson House, Bagdad, built (c) 1850 Mr. Thompson was part owner of a sash and door company and also involved in Simpson and Company Lumber Mill in Bagdad. House occupied by Union troops during raid on Bagdad. Writing left by Union soldiers is still visible on walls.
11. Milligan House, Berryhill Street built (c) 1872. the Milligan House is listed on the Florida Master Site File.
12. C.E. McDougall House built (c) 1852. He served as rector of St. Mary's Episcopal Church as well as a physician. This house was listed on the National Register of Historic Places on 5/6/82.
13. J.A. Chaffin House built (c) 1870.
14. The McDavid House built (c) 1855.
15. The McWhorter House built (c) 1870. Judge McWhorter was Chief Justice of Florida Supreme Court.
16. Masonic Hall built (c) 1855.
17. William J. Keyser House built (c) 1850.
18. Bagdad Methodist Church built (c) 1870.
19. Bruce House built (c) 1870. Partner with Joseph Ollinger in dry dock and shipbuilding company – its operations were in Bagdad.

9. Vacant or Undeveloped Land

Within the City of Milton, approximately 871.98 acres, or 35.30% of total land area is currently vacant or undeveloped. This total includes all vacant lots adjacent to developed lots, as well as floodplains. The following discussion of natural resources such as waterwells, soils, topography, and wetlands provides an analysis of vacant and undeveloped land in Milton.

B. Natural Resources

1. Waterwells

Existing community waterwells have been identified on the Existing Land Use Map for Milton. The location of well sites is important in that adjacent land uses could potentially contribute to groundwater contamination near the well site. The Northwest Florida Water Management District has been given the responsibility of preparing a Groundwater Basin Resource Availability Inventory. Prior to completion of this inventory, mapping of the cones of influence for these wells could not be accomplished.

2. Soils

The Soils Map depicts soils characteristics within the City of Milton. Much of the City is characterized by soils which are suitable for most types of urban development. This characteristic extends into the County to the north and west;

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however, there are areas where development potential is restricted and conservation encouraged.

In the eastern section of the City, along the shores of Blackwater River, development potential is especially limited by soils. These severe soil limitations also extend into the areas of the intersection of Stewart Street and Highway 90. Much development has already occurred in these areas and more development is expected in the future due to its prime location for commercial use. The basic consideration in this area is the increased development costs required for site preparation and drainage facilities to make the land suitable for development. Nevertheless, future development of the area should take into consideration the area's natural limitations and should be compatible with the policies of the Comprehensive Plan.

The primary soil type located within the City of Milton is known as Lakeland sand with 0-5% slopes. Other major soils found within the City include the Bibb-Kinston association, Pactolus loamy sand (0-5% slopes), Rutlege loamy sand, Troup loamy sand (0-5% slopes) and Troup loamy sand (5-8% slopes). Lakeland sand (0-5% slopes) is an excessively drained, nearly level to gently sloping soil. The water table is at a depth of more than 72 inches. Available water content is low or very low. Permeability is very rapid while runoff is slow, and the erosion hazard is slight. This soil has very high potential for septic tank absorption fields, dwellings without basements, and local roads and streets. It has high potential for low commercial buildings. This soil has medium potential for trench sanitary landfills, shallow excavations, and playgrounds. Suitable fill

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should be used as a sealer and daily cover for sanitary landfills. Shallow excavations need filling or shoring. Paving, sodding, or filling is needed on playgrounds. Large vacant tracts located in the City of Milton are predominantly characterized by the Lakeland Sand soil type, which does not have severe limitations to development; however, there are vacant areas adjacent to the Blackwater river with severe soil limitations characteristic of the Bibb-Kinston soil type. Provisions for protection of the Blackwater River will be included in the adopted Plan.

The Bibb-Kinston association are poorly drained, nearly level soils located in drainageways and on floodplains along streams. Slopes range from 0-2%. The areas are interspersed with depressions, old stream channels, and meandering sloughs. Bibb and Kinston soils occur in a regular and repeating pattern. The Bibb soil is in the wider areas generally back from the stream edge. Both the Bibb and Kinston soils have the water table located at a depth of less than 10 inches for 6 months or more during most years. These soils are subject to frequent flooding. Permeability is moderate, and available water capacity is medium in the Bibb soil and medium to high in Kinston soil. Natural fertility is moderate. These soils have a very low potential for septic tank absorption fields, dwellings without basements, low commercial buildings, and trench sanitary landfills. They have low potential for shallow excavations, playgrounds, and local roads and streets. Mounding, water control, filling, and control of flooding may overcome the limitations for these uses.

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The Pactolus loamy sand (0-5% slopes) is a moderately well drained to somewhat poorly drained, nearly level to gently sloping soil on low positions in the uplands. In the Pactolus soil, the high water table is at a depth of 18 to 30 inches for 2 to 4 months during most years. Available water capacity, natural fertility, and organic matter content are low. Permeability is rapid, while runoff is slow, and the erosion hazard is slight. This soil is severely limited for septic tank absorption fields. It has medium potential for shallow excavations and playgrounds, a low potential for trench sanitary landfills. If this soil is used for sanitary landfills, the sandy overburden should be removed and suitable fill should be used as sealer and daily cover. All urban uses require water control, mounding, or shoring.

The Rutlege loamy sand is a very poorly drained, nearly level soil located generally along small stream bottoms, in ponded areas, and on low upland flats. Slopes are less than 2%. In this Rutlege soil, the water table is at or near the surface for long periods. Many areas are ponded in wet seasons. Available water capacity is moderate to high in the root zone. Natural fertility is moderate. Permeability is rapid throughout while runoff is slow or ponded. Internal drainage is slow, but response to artificial drainage is rapid. This soil has low potential for septic tank absorption fields and local roads and streets. It has very low potential for shallow excavations, playgrounds, low commercial buildings, dwellings without basements, and trench sanitary landfills. Wetness and the shallow water table are the limitations. Water control and filling are needed for all urban uses. Shoring is also needed in shallow excavations.

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The Troup loamy sands (0-5% and 5-8% slopes) are well drained soils. The 0-5% sloped soils are nearly level to gently sloping located primarily on broad ridgetops in the upland while the 5-8% sloped soils are located on side slopes in the uplands. In these Troup soils, the water table is at a depth of more than 6 feet. Available water capacity is low in the surface and subsurface layers and medium in the subsoil. Natural fertility and organic matter content are low. Permeability is rapid in the surface and subsurface layers and moderate in the subsoil. Runoff is slow and the erosion hazard is slight. The 0-5% sloped soils have a very high potential for septic tank absorption fields, local roads and streets, dwellings without basements, and low commercial buildings. It has high potential for trench sanitary landfills. The 5-8% sloped soils have a very high potential for septic tank absorption fields, dwellings without basements, and local roads and streets. It has high potential for low commercial buildings and trench sanitary landfills. Trench sanitary landfills in both soils should have the sandy overburden removed, or suitable full used as a sealer and daily cover. The potential for shallow excavations and playgrounds for both slopes is medium. Shallow excavations require shoring and playgrounds need sodding or filling. A portion of the vacant land area is characterized by this soil type, which is suitable for both residential and commercial development.

Smaller pockets of various soils are also located within the City. They include: Bonifay loamy sand (0-5% slopes), Fuquay loamy sand (0-5% slopes), Johns fine sandy loam, Lakeland sand (5-12% slopes), Pitts, and the Troup-Orangeburg-Cowarfs Complex (5-12% slopes).

3. Topography

Topographic characteristics, like soil limitations, can be restrictive factors in development. Development problems relating to topography occur in regions of rapid topographic change and low lying elevations. Incompatible development in areas of extreme topographic relief can result in soil erosion and drainage cuts. Improper development in low lying regions can result in flood hazards and property damage.

The topographic relief in Milton ranges from sea level to approximately 100 feet above sea level. The low lying areas occur along the riverbank. Development in this region is regulated by the Federal Flood Insurance Program.

The degree of topographic relief in Milton is not extreme. Therefore, the topographic features of the upland areas are not an inhibiting factor to development of the vacant land area in the City.

4. Floodprone Areas

The natural resources most likely to be influenced by the development of vacant land are the City's floodprone areas. Most of the City's vacant land area is located out of the floodplains. Although isolated, small parcels are located in floodprone areas. As discussed in Section G of this element, all floodprone areas within the City will be developed in accordance with Federal Emergency Management Agency guidelines.

5. Wetlands

According to USGS 7.5 Minute Quadrangle Maps, as photo-revised in 1987, wetlands are not identified within the Milton City limits and are, therefore, not mapped as part of the existing or future land use map series. In the event that isolated wetlands are identified, the City has specified protective measures in this Plan.

C. Population Projections

In projecting future population size, an apportionment technique was used. An analysis of the correlations between the City of Milton, the Pensacola MSA, and Santa Rosa County was assessed to determine the most clearly representative parent population. It was determined that a greater correlation existed between the City and the County than between the City and the Pensacola MSA. An apportionment technique was also deemed appropriate because it assumes that historical proportions of the County's population, among the incorporated and unincorporated areas, is a trend that will continue for the forecast period.

The City of Milton's population has historically represented an average of 13% of Santa Rosa County's total population. However, there has been a trend, since 1970, for the City's share of the County's population to decline proportionate to the increase in population in the unincorporated areas. This trend has been impacted by the City's recent annexations. A conservative estimate for future population growth would have to include a consideration for future annexation, especially toward the Pea Ridge area.

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In fact, annexation of part of this area has already come under consideration through a 1986 fiscal impact study. These factors, coupled with overall density and land use intensity standards, must be considered in rational projections of future growth. Therefore, a conservative estimate of future population growth for the forecast periods is determined to be 12% of the County's population. Table I-3 provides population projections calculated by

TABLE I-3
 Population Projections*
 City of Milton 1987

	<u>1990</u>	<u>1995</u>	<u>2000</u>
Santa Rosa County			
Low	67,100	68,200	67,900
Medium	70,700	75,800	79,900
High	74,200	83,300	91,800
City of Milton			
Low	8,052	8,184	8,148
Medium	8,484	9,096	9,588
High	8,904	9,996	11,016

Source: "1987 Population Studies, Bulletin No. 80," Population Program, Bureau of Economic and Business Research, University of Florida; and, 1987 Baskerville-Donovan Engineers, Inc.
 * There is no measurable seasonal population in the City of Milton.

applying a 12% rate of growth to the official State projections for Santa Rosa County.

Please note that the City of Milton is an inland community with no measurable seasonal population. As a result, population projections for Milton do not include a seasonal component.

D. Availability of Facilities and Services to Serve Existing Land Uses

1. Sanitary Sewer

The City of Milton operates a wastewater collection and treatment system which serves the vast majority of the City's residents. The capacity of the system is 2.5 million gallons per day. Currently, the average daily demand is approximately 1.8 mgd, including domestic, commercial, and industrial uses, as well as infiltration/inflow. Projected daily demand is 2.36 mgd in the year 2000, leaving a surplus capacity of .14 mgd.

Some small areas within the City are served by septic tanks. Septic tanks within 150 feet of the Blackwater River will be converted and required to connect to the sanitary sewer system. Development served by septic tanks in other parts of the City which have severely limited soils and have exhibited water quality problems related to septic tank use will also be converted.

2. Solid Waste

The City of Milton provides mandatory solid waste collection within the City limits. Solid waste is disposed of in the Santa Rosa County Central Landfill, which is owned and operated by Santa Rosa County. The currently permitted

area of the landfill is 114 acres, which is projected to last through 1995 if a recycling program is totally implemented. An additional 100 acres is being added to the permitted area in 1991, which will result in adding at least 20 years to the life of the facility, according to the Santa Rosa County Department of Public Works.

3. Drainage

The central section of Milton is served by a stormwater system composed of a network of underground pipes, concrete spillways, and drainage ditches. In other parts of the City, no man-made drainage facilities are present, so stormwater is drained through the natural process of percolation.

The City's drainage system is not adequate and is not a unified system. In order to determine the extent of deficiencies and the needed improvements, the City is completing a Comprehensive Stormwater Development Plan, which is scheduled for completion by October, 1990.

4. Potable Water

The City of Milton owns and operates a water system which serves the entire City, as well as the community of Roeville and other outlying areas. The system utilizes five wells supplied by the Sand and Gravel Aquifer. The design capacity of the system is 4.2 mgd, with a population of 14,980 served. The current average daily demand is about 1.6 mgd, with a maximum daily flow of 3.3 mgd. The projected demand in the year 2000 is 1.9 mgd average, and 3.7 mgd maximum, leaving a surplus capacity of .5 mgd.

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5. Transportation

Traffic circulation is provided by a network of federal, state, and local roadways. Arterial roadways in the City include U.S. 90 (SR 10), SR 87, and SR 89. All segments are currently operating within adopted levels of service. One segment of SR 89 and one segment of U.S. 90 are projected to be deficient by 1995. For these segments, studies will be done to determine whether actual LOS differs from that shown by the FDOT generalized tables and to identify possible improvements. An additional segment of US 90 is projected to be deficient by 2000.

6. Recreation

The City of Milton owns over 27 acres of park land developed for recreational purposes. There are four City-owned parks in Milton in addition to a 2-acre park that is owned and operated by Whiting Field. The City of Milton also enjoys recreation opportunities in close proximity. The Blackwater River State Park is one of only six State parks in Northwest Florida and covers 360 acres located approximately 15 miles north of Milton. The City has elected to use a level of service standard of five (5) acres of recreation and open space land per 2,000 population. Based on existing population estimates, the current resident recreational acreage demands are as follows:

<u>Year</u>	<u>Population</u>	<u>Acreage Needed</u>	<u>Existing Acreage</u>	<u>Existing Surplus or Deficiency</u>
1980	7206	18.02	27.32	+ 9.30
1985	7791	19.48	27.32	+7.84

E. Projected Land Use Demands by Type

1. Future Land Use Categories

Milton is a well-planned community with an effective zoning ordinance in place that appropriately directs future growth. Therefore, the City's zoning ordinance, as well as land area needed to accommodate future population, was utilized to develop the Future Land Use map. Table I-4 provides a description of each future land use category along with their density ranges. Table I-5 identifies the total projected acreage for each future land use category.

The City of Milton will not approach a build-out status within the 10 year planning timeframe. The Existing Land Use Map shows vacant acreage as scattered parcels of varying size throughout the City. Infrastructure is reasonably available to each of these areas. Population projections indicate an increase of 1104 residents between 1990 and 2000, which represents an approximate housing need for over 400 units. The remaining vacant land area of 871.98 acres has been designated primarily residential with supporting commercial uses, etc.

TABLE I-4

MILTON LAND USE CLASSIFICATIONS

RC-1 RESIDENTIAL COMMERCIAL DISTRICT

The purpose of this district is to promote development of the downtown area as an intensely developed center of the City through providing for a planned mixture of residential, commercial and office uses. Uses permitted include single family dwellings, one and two family dwellings, and neighborhood retail commercial districts.

R1AA SINGLE FAMILY DWELLING DISTRICT

This district is made up of single family residential areas with large lots and low population density. Certain structures and uses required to serve educational, religious, utility and non-commercial recreational needs of such areas are permitted within the district as special exceptions. There is a maximum density of 3.48 units/acre with a minimum lot size of 12,500 square feet per dwelling.

R-1A SINGLE-FAMILY DWELLING DISTRICT

The areas included in the R-1A Single Family Dwelling District are of the same general character as the R-1AA District, but include smaller minimum lots and a corresponding increase in population density. The minimum lot area is 9,000 square feet per dwelling with a maximum density of 4.84 units per acre.

R-1 SINGLE FAMILY DWELLING DISTRICT

The areas included in the R-1 Single-Family Dwelling District are of the same general character as the R-1A District, but with smaller minimum lots and a corresponding increase in population density. The minimum lot area is 7,000 square feet per dwelling with a maximum density of 6.2 units per acre.

R-2 ONE AND TWO FAMILY DWELLING DISTRICT

This district is composed of certain limited areas where it is desirable, because of established trends, to recognize a more intensive form of residential use than in the Single-Family Districts. Provision is made for the inclusion of duplex dwelling structures. The minimum lot size for a two-family dwelling is 9,000 square feet with a maximum density of 9.68 individual dwellings per acre.

TABLE I-4

(continued)

R-3 MULTIPLE-FAMILY DWELLING DISTRICT

The areas included in the R-3 Multiple-Family Dwelling District are primarily residential in character. Residential uses are permitted at high population densities. Low intensity commercial and service facilities are also permitted. The minimum lot size for a multiple family dwelling or a boarding or lodging house is 10,000 square feet. Lot coverage varies based on the number of stories per building.

R-4 RURAL URBAN DISTRICT

The R-4 Rural Urban Districts are intended to apply to those areas where future development is uncertain and for which a more restricted zoning would be premature. The regulations in these districts are intended to permit a reasonable use of property, which at the same time, prevents a condition which would blight or prevent the proper future use of contiguous or nearby property. Any uses are permitted in R-4 including agricultural activities.

C-1 NEIGHBORHOOD RETAIL COMMERCIAL DISTRICT

This district is composed of lands and structures used primarily to provide for the retailing of commodities and the furnishing of selected services. The regulations are intended to permit and encourage a full development of essential commercial uses, while simultaneously protecting nearby residential properties from adverse effects of commercial activity.

C-2 GENERAL COMMERCIAL DISTRICT

This district is composed of certain land and structures used to provide for the retailing of commodities and the furnishing of several major services, selected trade shops, and automotive repairs. Characteristically, this type of district occupies an area larger than that of the Retail Commercial District, is intended to serve a considerably greater population and offers a wider range of services.

C-3 WHOLESALE COMMERCIAL DISTRICT

This district is composed of those lands and structure which, by their use and location, are especially adapted to the business of wholesale distribution, storage, and light manufacturing. Such lands are conveniently located to principal thorough-fares and/or railroads.

TABLE I-4

(continued)

I-1 LIGHT INDUSTRIAL DISTRICT

The intent of this district is to provide space for those industries which require locations accessible to major transportation facilities, establish and maintain standards that will promote the development of those industries and related activities which desire an attractive, pleasant environment and compatible surroundings, and establish and maintain standards which will protect adjacent residential and commercial developments.

I-2 GENERAL INDUSTRIAL DISTRICT

The intent of this district is to provide and maintain space for industries which employ the processing of bulk materials and which require space for open storage of materials, standards which will permit a wide variety of processing activities, and standards which will protect adjacent residential and commercial developments.

PDP PLANNED DEVELOPMENT PROJECT

The intent of this district is to encourage the unified development of tracts of land by permitting, within the confines of an overall density limitation, more creative and flexible concepts in site planning.

REC RECREATION

Areas that are designated for public recreational use and that are publicly owned and/or maintained.

PE PUBLIC/EDUCATION

The Public/Educational classification is used to designate those land or building areas that are owned and/or maintained by a governmental entity. Additionally, this category includes all public, private and parochial educational facilities and land area.

CON CONSERVATION

Conservation uses are areas designated for the purpose of conserving or protecting natural resources or environmental quality. Passive recreation uses are permitted in this category.

F. Analysis of Need for Redevelopment

The City of Milton has waged a continuous battle against aging and deteriorating housing stock since 1976. Approximately 15% of Milton's residential units in 1975 were constructed prior to 1940. Many housing units were in need of repair and normal maintenance. A combination of aging housing stock and disrepair increased blight in several problem areas. As a result, Milton obtained Community Development Block Grant (CDBG) Program funds in 1976 and has concentrated urban renewal efforts in several target areas. Since 1976, improvements have included extension of water and sewer services, street paving, park improvement, housing code enforcement, rehabilitation, and demolition.

The CDBG Program is attending to the structural needs of Milton's residential areas. Planned activities are intended to direct larger amounts of money to the housing rehabilitation and demolition program. Target areas have been identified by a Citizen's Task Force and the City Council to focus the program in smaller areas. As work progresses, the impact of this program in critical areas is visually apparent. As more Federal and State assistance becomes available, the program will become more extensive, addressing the living conditions of all low and moderate income residents throughout each target area.

Milton's downtown area contains many older commercial establishments. As the City has grown, commercial establishments have extended along U.S. Highway 90, away from the commercial business district in the downtown area,

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and now extended beyond the city's civil jurisdiction lines. Since 1980, the City has undertaken a major downtown revitalization program.

TABLE I-5
FUTURE LAND USE ACREAGE

<u>Use Classification</u>	<u>Acreage</u>
Single Family Dwelling – Medium Density	96.85
Single Family Dwelling – Low Density	534.61
Single Family Dwelling – High Density	406.77
One and Two Family Dwelling	240.19
Multiple Family Dwelling	255.68
Rural Urban	28.41
Residential Commercial	87.10
Neighborhood Retail Commercial	259.56
General Commercial	213.07
Wholesale Commercial	2.58
Recreation	34.87
Light Industrial	64.49
General Industrial	11.62
Public/Educational	213.31
Planned Development Project	14.20
Conservation	<u>24.00</u>
	2487.31

Source: Baskerville-Donovan Engineers, Inc. Digitized Planimeter Readings, 1990.

In 1982, a downtown Community Redevelopment Plan was prepared. This document was updated and revised in 1983. As a result, the formation of a Community Redevelopment Agency (CRA) to focus both the financial and

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physical resources of the community to provide the most logical vehicle for achieving revitalization and redevelopment was established. The identified Downtown community Redevelopment Area (DCRA) includes both the older retail and residential sections of the City. The overall goal is to reverse the continuing deterioration of the DCRA. It consists of approximately 265 acres and is bordered by the Blackwater River on the east, the City limits and the L&N Railroad on the south, the Whiting Field Railroad on the west and Madison Street on the north.

While much of the downtown area is residential, commercial establishments are scattered throughout the downtown area, with concentrations along U.S. 90, and Willing Street. The majority of the commercial structures located within the DCRA are in standard condition and are still structurally sound.

Several physical improvements have been completed within the DCRA since the first Downtown Community Redevelopment Plan was completed in 1982, including development of an off-street parking area and Riverwalk Park. Since 1982, six substandard structures have been demolished. Additionally, four of the demolished structures were cleared for construction of the City's Riverwalk Park. Several residential structures have also been renovated for commercial offices. Although no specific existing land uses have been identified as being inconsistent with the Community's character, or the future land use map, all redevelopment permitted within the City should address this issue.

G. Development and Redevelopment of Floodprone Areas

The consideration of floods and their effects is an essential element in planning development. The probability of future floods can be predicted on the basis of floods that have occurred in the past. The Federal Flood Insurance Program has established standards for flood frequencies and intensities in order to facilitate community planning. Floodprone areas should only be developed when their physical limitations have been compensated for through mitigating development techniques. Floodplains within the City of Milton have been included in the Existing and Future Land Use Map series. These areas have been mapped as either A or B zones with base flood elevations indicated where available, to provide a development suitability indication. Any plans for redevelopment of floodprone areas will consider the FIRM Maps suitability determination and will be accomplished in accordance with FEMA standards. The suitability of developing vacant land regarding floodplains was discussed in a previous section.

The City of Milton has adopted a floodplain ordinance in accordance with the Federal Flood Insurance Program which establishes guidelines for development or redevelopment in floodprone areas. These guidelines are designed to minimize structural damage, reduce public expenditure, and reduce health hazards associated with flood events.