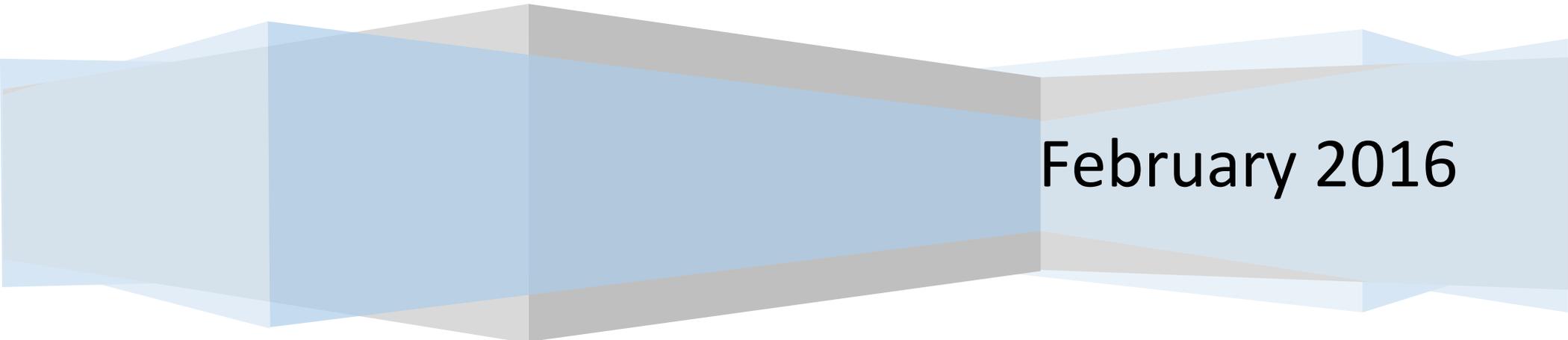


CRA II North, Master Plan

Making the River Accessible



February 2016

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Executive Summary

Over the years, the City of Milton has witnessed waterfront development come and go along the Blackwater River. The ebb and flow of the economy, seasonal storm events, and natural deterioration have taken its toll on many of the city's riverfront properties. Also, as with many City's, Milton developed away from its historical center and what was once filled with the hustle and bustle typical of an active town center, became nothing more than a means to end, as commuters passed through without stopping. Some time ago, in an effort to counter act these forces, the City of Milton established a Community Redevelopment Area (CRA) in what was once the City's downtown center. In recent years, in the last two or three decades, the City of Milton has been applying its efforts in the rejuvenation and redevelopment of its riverfront and downtown properties. Now, the establishment of another Community Redevelopment Area to the north of the original CRA is considered a natural step towards the re-creation of a lively and prosperous downtown and riverfront area.

Background

This Community Redevelopment Area II North Plan was adopted in an effort to hone focus on a vision for the riverfront. The over-arching charge of this effort is to develop the riverfront into a "world-class amenity". By making use of ecologically sustainable design standards, pleasing aesthetics,

and the beauty of one of Northwest Florida's most prized natural settings, the City seeks to draw both residents and visitors alike to a significantly improved mixed-use, urban waterfront befitting the City of Milton. This plan has been prepared as an instrument that will set the table for both private and public investment. The Community Redevelopment Area II North (CRAIIN) will provide the mechanisms necessary to see the riverfront not only redevelop but transform.



Figure 1

The Community Redevelopment Area II North

LEGAL DESCRIPTION

CITY OF MILTON COMMUNITY REDEVELOPMENT AREA II NORTH

COMMENCE AT THE INTERSECTION OF THE WESTERN BOUNDARY OF THE BLACKWATER RIVER, AND THE SOUTHERLY RIGHT-OF-WAY LINE OF MADISON STREET; THENCE MOVE WESTERLY ALONG SAID SOUTHERN RIGHT-OF-WAY LINE OF MADISON STREET TO ITS INTERSECTION WITH THE CENTERLINE OF BROAD STREET; THENCE NORTHERLY ALONG SAID CENTERLINE OF BROAD STREET TO ITS INTERSECTION WITH THE SOUTHERLY RIGHT-OF-WAY LINE OF MUNSON HIGHWAY; THENCE EASTERLY ALONG SAID MUNSON HIGHWAY RIGHT-OF-WAY LINE TO THE EASTERN PROPERTY LINE OF CARPENTER'S PARK; THENCE SOUTHERLY ALONG THE EASTERN PROPERTY LINE OF CARPENTER'S PARK TO THE WESTERN SHORELINE OF THE BLACKWATER RIVER; THENCE CONTINUE WESTERLY, SOUTHEASTERLY, THEN SOUTHERLY ALONG SAID WESTERN BOUNDARY OF THE BLACKWATER RIVER TO THE POINT OF BEGINNING.



**NORTHERN COMMUNITY REDEVELOPMENT AREA
(CRA II)**



0 250 500 1,000 Feet



Figure 2

General Description

The Community Redevelopment Area II North (also known as Northern Community Redevelopment Area II) of the City of Milton is that land generally located between Broad Street and the Blackwater River, north of Madison Street and south of Munson Highway. The area of the CRA is approximately 37 acres. These boundaries were determined based on the levels and condition of the development present in the area surrounding the riverfront. Broad Street is the first boundary, inland from the waters' edge which demarcates and serves to separate the more developed area of the City's downtown area from the riverfront properties. Similarly the northern boundary of the designated CRA II North was so chosen because of the clear demarcation made by Munson Highway. The Southern boundary was so determined based on the existing extent of the original CRA.

Existing Conditions

An initial examination of the physical, natural, and economic characteristics of the CRA II North was performed in order to identify the area's assets and liabilities. Though the described area is similar in some aspects to the proposed CRA III South, it is quite different in others. The CRAIIN has not been defined by nor shaped through industrial processes. The area is more built out in respect to utilized land area as compared to the CRA III South area. However, many of the blight and slum conditions, characteristic to the CRA III South, find a continuity in the designated Northern redevelopment area.

Structural Conditions

Many of the structures have been found in either fair or poor condition within the CRAIIN. There are a number of old and archaic multi-family units, including a two story apartment complex and a number of duplex and triplex structures in the area. There are also a number of single family dwellings and accessory structures which appear to be in desperate need of rehabilitation, renovation, or demolition. The City's Quinn Street Marina is located at the end of Quinn Street, the only paved access points to the river on Broad Street. It is an old and outmoded structure and is in need of similar treatment to many of the other structures in the CRA II North area.

Natural Features

The CRAIIN designated area has but one dominate feature, the Blackwater River. The designated redevelopment area is linear in shape and 90 percent of the parcels abut the river. The most northerly parcels contain Carpenters Park, one of the biggest parks in the City, if not the biggest. Carpenters Park includes multiple seating and picnic areas, a playground, and boat access.

Transportation and Parking Overview

There are four streets that make up the CRAIIN, Broad, Madison, Quinn Street, and Munson Highway (See Figure 4), three of which serve as the boundaries to the area. Broad, Quinn, and Madison Streets are in need of repair and during storm events can become impassable. The introduction of

new development and initiation of redevelopment will require at the very least repaving. Less than half of the street frontage contains sidewalk and that much of the existing sidewalk is uneven and in a state of disrepair.

There are existing parking areas, both residential and private as well as a number of available spaces at Carpenters Park. Any addition of commercial and/or recreational properties shall include the establishment of parking areas. Due to the close proximity of the Blackwater River and wetland areas, any extensive creation of parking areas should be done so with permeable materials in order to prevent additional or extensive runoff. The City will promote the use of these materials and shall incentivize its provision.

Market Overview

There is currently a virtual absence of commercial activity within the CRA II North. The City's Marina, Santa Rosa Health and Rehab and the apartment complex are the only quasi-commercial facilities within the area. Every effort shall be made to accommodate commercial interests provided they do not conflict with this and other plans and objectives of the area. To make the residential market in the CRA II North more attractive, several things are needed. Housing rehabilitation programs should be used to improve the appearance of the area and the quality of life for the residents. New housing of a type which is affordable and attractive to home buyers must be made available as well. Vacant parcels of property that are suitable and attractive for residential development shall be

developed in an aesthetically pleasing way and will serve to provide for all City residents.

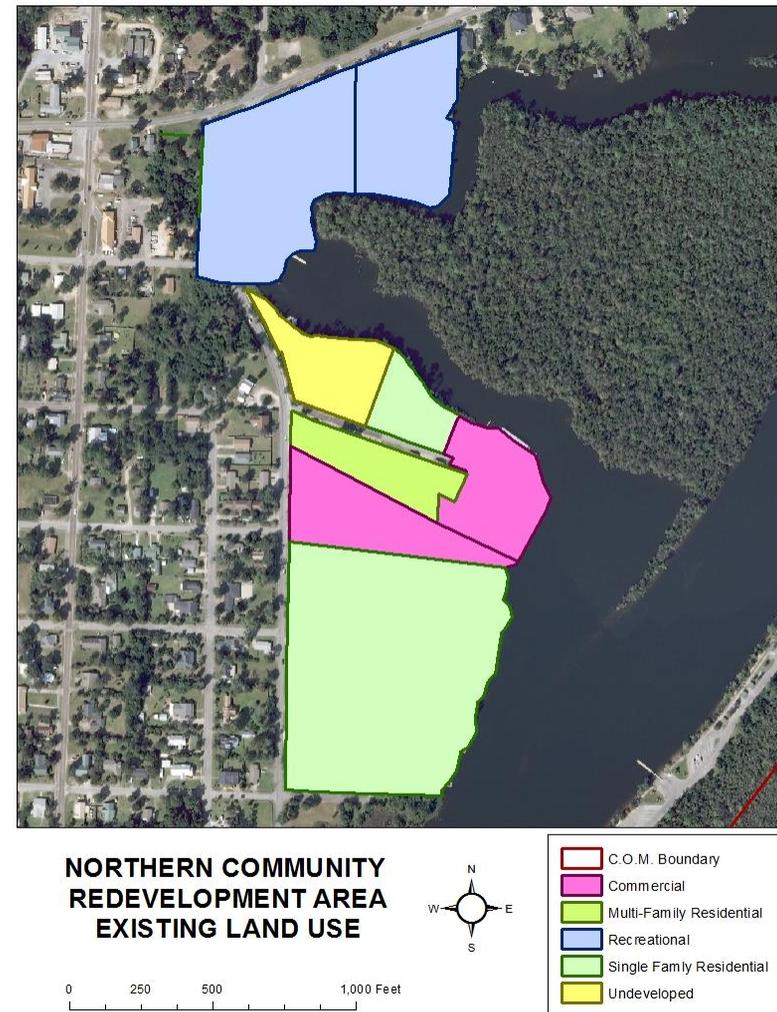
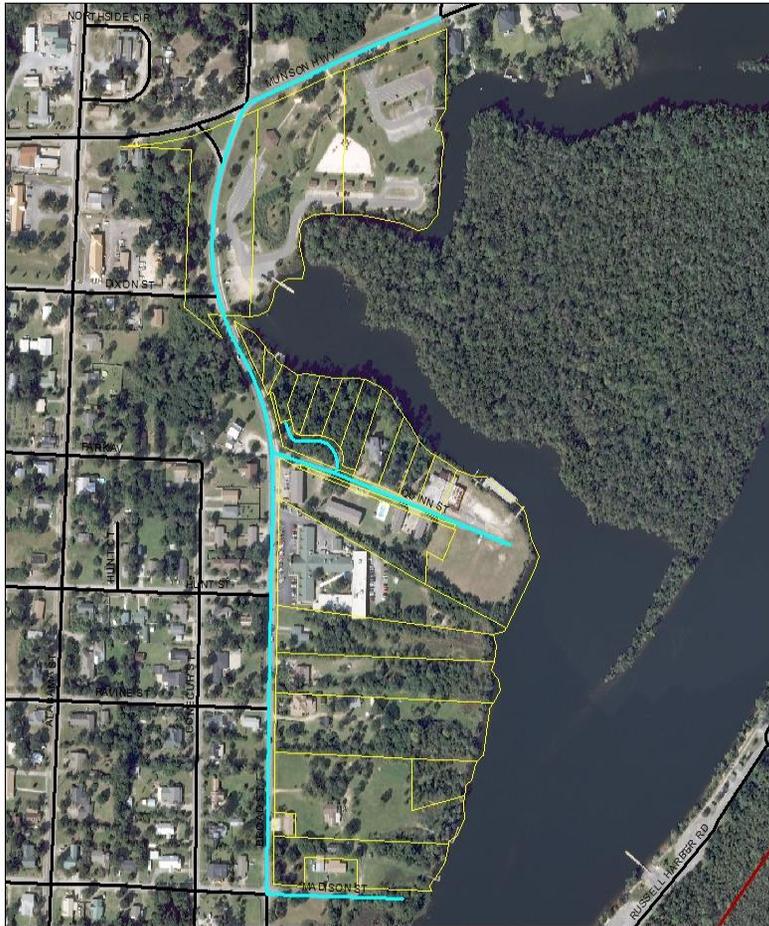


Figure 3



NORTHERN COMMUNITY REDEVELOPMENT AREA WITH HIGHLIGHTED STREET LAYOUT

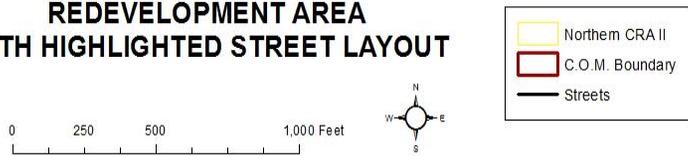
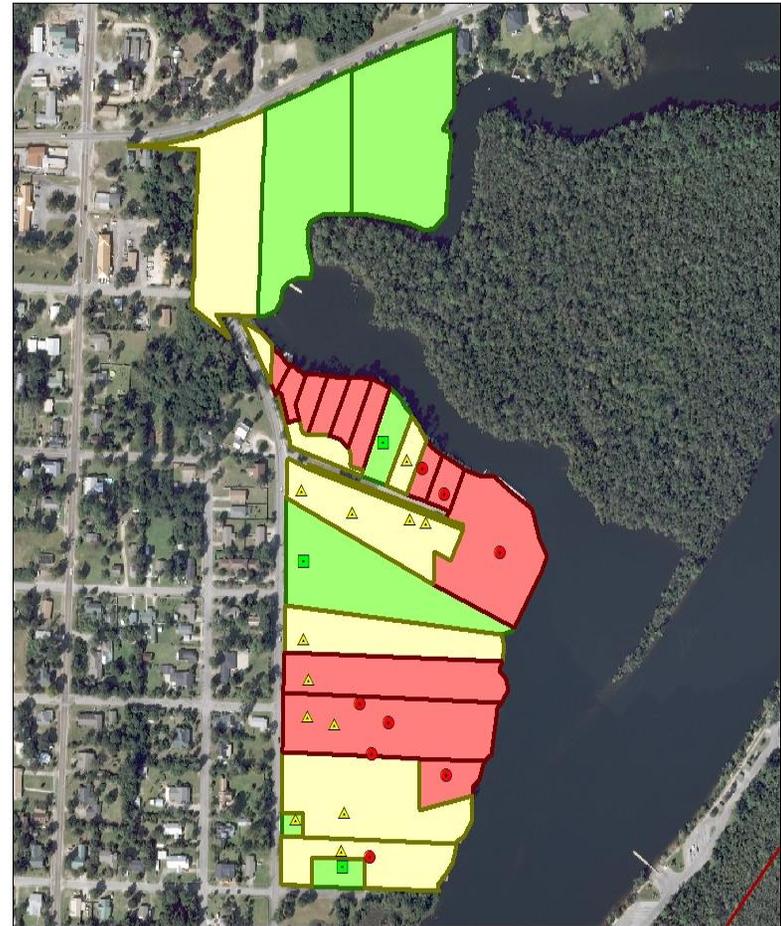


Figure 4



NORTHERN COMMUNITY REDEVELOPMENT AREA SITE AND STRUCTURES

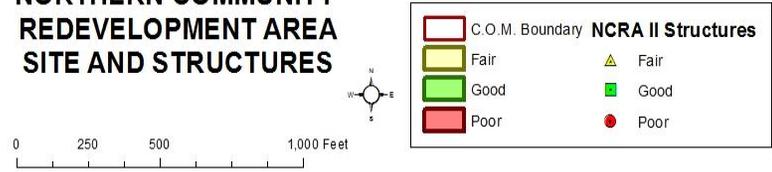


Figure 5

Problem Analysis

Analysis of the current difficulties facing the City of Milton’s CRAIIN is essential to the proper conceptualization of a redevelopment plan and strategy. Only through such analysis will it be possible to identify, prioritize, and overcome the obstacles of redevelopment. Once these hindrances to development have been identified, it becomes possible to formulate a redevelopment strategy designed to accurately direct public sector expenditures and encourage private sector financial investment.

In order for any county or municipality to exercise powers under the Community Redevelopment Act of 1969, the governing body of the area (The Milton City Council) must adopt a resolution finding that slum or blight exists in the area and that rehabilitation, conservation, or redevelopment of such an area is necessary in the interest of the public, health, safety, morals or welfare of the residents of the county or municipality. As per Florida Statute 163.340, slum and blighted areas were identified and summarized in the adopted Findings of Necessity. The findings are summarized in the following table.

Table 1: Summary of Statutory Requirements and Conditions Identified in the CRAIIN

AREA	CONDITION	NA/Y/NU N
SLUM AREA	Related to Structures	
A.	Inadequate provision of ventilation, light, air, sanitation	UN
B.	High density population	N
C.	The existence of conditions that endanger life or property.	Y
BLIGHTED AREA	Related to Area	
A.	Predominance of defective or inadequate street layout...	Y
B.	Failure of appreciable property value increase	Y
C.	Faulty lot layout	N
D.	Unsanitary or unsafe conditions	Y
E.	Deterioration of site or improvements	Y
F.	Inadequate or outdated density patterns	N
G.	Falling lease rates relative to surroundings	NA
H.	Tax delinquency exceeding fair value of land	UN
I.	High vacancy rates relative to surroundings	UN
J.	Incidence of crime higher than surroundings	N
K.	Fire and emergency response higher than surroundings	N
L.	Florida Building Code violations higher than surroundings	UN
M.	Defective or unusual title conditions	UN
N.	Governmentally owned property with adverse environmental conditions	UN
O.	Substantial sinkhole damage	NA

***NA – Not Applicable; Y – Condition Exists; N – Condition Does Not Exist; UN – It is Unclear or Undetermined if the Condition Exists**

Unlike the proposed CRA III South, the CRA II North has not been afflicted with the blight of an outdated and failed industrial sector. It does however hold substantial issues similar to those identified within the SCRA.

The following table implicates falling property values as one of the symptoms of the deteriorating CRA II North area.

Unfortunately falling property values can become more than simply a symptom of a failed market but can eventually serve to perpetuate those conditions. Much like the CRA III South there is a gross lack of economic activity and a predominant need for retail establishments in the CRA IIN. Again, similar to the CRA III South, this is evidenced by the relative lack of operating commercial establishments throughout the entire area. As mentioned above there are a number of recognized commercial structures in the CRA II North, however, they are residential and health care related and do not necessarily fit the desired retail oriented commercial investment needs that will perpetuate its success.

The elimination of slum and blight is one of the most important, if not the most important goal(s) in front of the City of Milton and the CRA II North. The adoption of this plan will serve to establish many of the mechanisms necessary to achieve this crucial goal. This plan addresses the specific problem areas that should be corrected if blight is to be eventually eliminated.

Table 2: North CRA Private Parcel Value Depreciation between 2007 and 2014

PARCEL ID	2007	2014	DIFFERENCE
342N283335000000030	\$76,180.00	\$40,095.00	\$36,085.00
031N282530007000160	\$1,135,689.00	\$1,025,769.00	\$109,920.00
031N282530007000170	\$145,258.00	\$158,156.00	-\$12,898.00
342N283335000000040	\$64,980.00	\$34,200.00	\$30,780.00
342N283335000000010	\$78,343.00	\$41,233.00	\$37,110.00
342N283335000000AREA	\$475.00	\$500.00	-\$25.00
031N28253000700017B	\$71,590.00	\$39,104.00	\$32,486.00
031N282530007000173	\$416,532.00	\$524,344.00	*-\$107,812.00
342N283335000000020	\$75,667.00	\$39,825.00	\$35,842.00
342N280000198000000	\$8,802.00	\$6,949.00	\$1,853.00
342N280000269000000	\$32,946.00	\$6,502.00	\$26,444.00
031N282530007000120	\$34,485.00	\$31,036.00	\$3,449.00
031N282530007000071	\$80,715.00	\$64,175.00	\$16,540.00
031N282530007000030	\$4,112.00	\$60,765.00	**-\$56,653.00
031N282530007000131	\$62,795.00	\$78,724.00	-\$15,929.00
031N282530007000130	\$16,071.00	\$60,238.00	**-\$44,167.00
031N282530007000070	\$65,972.00	\$63,865.00	\$2,107.00
031N282530007000010	\$47,496.00	\$71,831.00	*-\$24,335.00
031N282530007000011	\$104,573.00	\$137,068.00	-\$32,495.00
TOTAL			<\$38,302.00>

*The SRC Property Appraiser has flagged these properties for potential correction. **These Parcel values are resultant from new construction

Current Zoning

- a) R-1 Single Family Dwelling District
- b) R-3 Multiple Family Dwelling District
- c) C-3 High intensity Commercial District

R-1 Single Family Dwelling District

The Single Family Dwelling District is located in the North West corner of the CRAIIN. It is mostly composed of right-of-way and has very little impact on the entirety of the designated redevelopment area.

R-3 Multiple Family Dwelling District

The Multiple Family Dwelling District is the most concentrated zoning designation within the CRA II North. It takes up the great majority of the shoreline and contains the majority of the area. The R-3 zoning designation has provided for the increased density seen on the southern side of Quinn Street. The Minimum lot area is 7000sq ft. and the maximum height is 45 feet. Front building setback is 15 feet, while the rear is 20 feet.

C-3 High Intensity Commercial District

The High Intensity Commercial District within the CRAIIN takes up the least amount of land but is perhaps the most important current zoning district. The City's Quinn Street Marina is located there. There is no minimum lot size, front and rear yard depth is 15 feet, and height shall not exceed 45 feet.

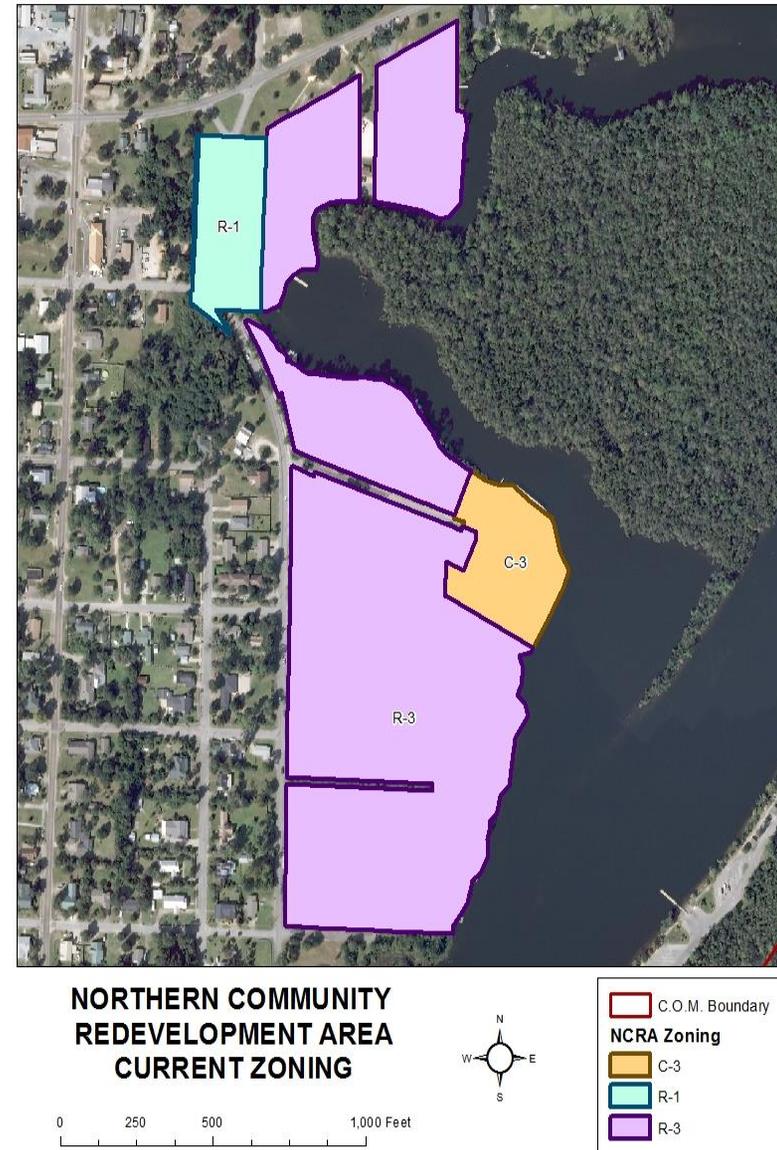


Figure 6

The Community Redevelopment Area II North Plan

Vision Statement –

To initiate and to guide the process of the transformation of the identified Community Redevelopment Area II North into a higher quality private/public realm by assisting in the invigoration of the downtown economy.



Introduction

The vision of the Riverfront Master Plan is unique and reflective of the history, culture, and the desired growth of the citizens of the City of Milton. The envisioned riverfront is an inspiration to the residents of Milton and it encourages long term private sector investment and economic development, while further reinforcing the rediscovery of downtown as both a destination and residential center. The Community Redevelopment Area II North Plan, in keeping with the much larger vision of the riverfront and downtown areas, identifies and gives focus to the physical assets and public infrastructure investments which will in turn help mold the public landscape into a setting in which private investment will intensify.

Above all, the CRA II North Plan embraces the Blackwater River and provides for a diverse and impactful set of amenities and attractions along the water's edge. Perhaps the most dynamic and important to future development is the envisioned network of trails which will serve to link the entire riverfront from Carpenters Park in the North to the proposed Preservation Park in the South. The Northern trail system is envisioned as including, interpretive signs, pedestrian promenades, bicycle paths, landscaping, sculptures, and conveniences including parking, shade, and concessionaires. One of the main points or attractions within the CRA II North, on the riverfront is the envisioned Quinn Street Marina. Steps are being taken presently to facilitate the renovation and redesign of the current marina facilities and to provide the setting for a significant private investment near the marina site.

Design Elements and Considerations

Despite the beautiful views available of the Blackwater River, pedestrians are often unable to make full use of the river due to limited public access to the waterfront and a lack of walkways. The CRA II North Plan seeks to address standard pedestrian and landscape components, particularly water features, as well as a broader utilization of the riverfront landscape components. The Plan hopes to encourage residential recreation, local commerce, and awareness of the riverfront's natural character. The provision of as many street connections between the waterfront and Broad Street will maximize the waterfront visibility and further entice investment.

The City has secured the necessary permits for the expansion of the dock facilities at Quinn Street Marina to allow for nearly double the available space and will continue to pursue development funding. If implementation is to occur without significant financial assistance, the City has identified those aspects that are most important to the area and will push for the development of those.

The success of the Community Redevelopment Area II North is intrinsically linked to the successes of the entire Riverfront Master Plan and those identified redevelopment projects. As such, the Northern CRA seeks to build dynamic relationships between the private and public realms. As part of this undertaking the City has identified three important aspects to consider as development is pursued.

Water Use Areas

The landscape and delivery features adjacent to the envisioned Blackwater Riverwalk shall be designed in an effort to connect all aspects of the area to the River. The Quinn Street Marina will become a very active, public/commercial boating area and gathering place for visitors and residents alike. The Marina will serve as the key attraction in the CRA II North. The marina area will include a non-motorized zone that will reflect the natural and passive attributes. The Blackwater River is the key to the entire success of the Riverfront Master Plan and as such holds the fate of the CRA II North area. It will be utilized in such a way that will allow for full enjoyment by visitors to the riverfront but allow for its protection as well.

Site Grading Concept

The site should be graded to protect all private development from a 100 year storm event. Certain areas, such as public parks and other recreational and open space zones should be susceptible to periodic flooding for didactic and pragmatic purposes.

All primary structures should be constructed above the minimum flood elevation, while secondary structures, such as trails and pathways near the River may be inundated during major storm events such as hurricanes. All areas subject to periodic flooding shall be designed to withstand such events through proper design including material selection.

Stormwater Concept

The Northern CRA should utilize low impact stormwater techniques and sustainable solutions to the greatest extent possible. Stormwater transmission and system design should be emphasized through creative strategy and conveyance techniques as an educational opportunity for visitors and to create additional water features to enhance the aesthetic appeal of the area.

Rain Gardens or Bio-Swales should be incorporated into many street “bulb-outs”, between on-street parking spaces where applicable, and in areas where drainage will be needed. These should be designed as amenities and aesthetic features both functional and also educational.

CRA II North Relationship to the City of Milton Riverfront Master Plan

The recently adopted Riverfront Master Plan focuses most of its attention on the existing Community Redevelopment Area and that area south of its boundary line in developing a functional and inviting setting with which to draw private investment. However, the Northern CRA is not devoid of an improvement vision nor of the potential for commercial redevelopment. The CRA II North area is an integral part of the entire riverfront vision and moving forward it may be one of the key impetuses for reinvestment in the entirety of the CRA areas.

The Riverfront Master Plan includes three important aspects directly tied to the Northern Community Redevelopment Area. They include the extension of the Riverwalk, the construction of what has been called the Blackwater Landing and Banquet Hall and is otherwise known as the Quinn Street Marina, and the Broad Street Redevelopment Area.

Quinn Street Marina

Perhaps the most important of the above Riverfront Master Plan proposed projects is the Quinn Street Marina. The concept for this area expands upon the City’s current plans



to redevelop the existing marina. Initially the plans vision included a banquet hall that would serve to anchor the Riverwalk and provide a much needed venue for larger events. Improvement to the marina was envisioned as including new docks, boat launch, fuel dock, pump out, parking, and a new utilitarian building that would act as a marina office, mechanic shop, and general concession. The City's current marina facility onsite is sorely outmoded and in serious need of rehabilitation. The City has begun to make advances in the redesign of the marina site and continues to pursue funding from various sources, including RESTORE proceeds. Total Marina Improvement costs have been estimated at \$1,009,700.00. The City is anticipating a 50% expenditure with matching funds, of the estimated project cost.

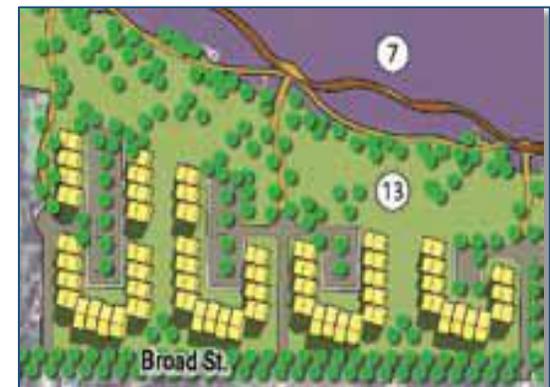
Blackwater Walk

Blackwater walk is essentially the northern continuation of the existing Riverwalk. Though conceptually different than the existing, it is equally important and is considered a necessary step in the pursuit of private investment in the CRA II North. The Riverwalk Masterplan envisions the Walk as the primary pedestrian feature in the area. Initially thought of as a moveable boardwalk, one that would skim the water and mimic the character of the Blackwater River itself, has been toned down due to its exorbitant cost and now sits more like what the Masterplan calls for in the SCRA, a trail system. It is now envisioned as a meandering on-grade/raised boardwalk that will cut through much of the CRA II N providing views of not only the water but of the natural inland ecosystems as well. Initial cost estimates place the Boardwalk at between 2

and 2.5 Million. However, the scope of the Walk has shifted dramatically, indicating a lower cost for construction. There is no established timeframe for completion.

Broad Street Redevelopment Area

This area is made up of that riverfront property between Madison and Quinn Street within the CRA II North. The Riverfront Master Plan identifies this area as having a significant redevelopment potential. The Plan calls for this area to be mixed use with a focus on residential units and neighborhood retail. The Master Plan also calls for a riparian buffer between the development and the river with access points at the main cross streets to Broad. The vision for the riparian buffer and the boardwalk have molded together to become one in the same. Initial cost estimates of the Blackwater Walk have pushed the boardwalk more inland with only portions extending to the water instead of the entirety being over and in the River. A boardwalk which meanders through the open space or buffer zone, with river access points, is a much more feasible and tangible vision. Little public funding should be provided, the table shall be set for private investment.



Community Redevelopment Area II North Goals and Objectives

GOAL: *The creation of a community oriented environment near the downtown core that stimulates and sustains a vibrant and active mixed use setting*

Objective: Promote pedestrian and business friendly street design conducive to the vision of the Blackwater Riverfront Master Plan

Objective: Promote façade improvements to existing and future development that aligns with the vision of the CRA II North and Blackwater Riverfront Masterplan

Objective: The creation of a vibrant residential and commercial mixed-use and retail activity center that promotes a downtown destination

Objective: The creation of family friendly activities and attractions.

Objective: Ensure the expansion of pedestrian and visitor access to the Blackwater River in conjunction with the Riverfront Master Plan; public investment in additional public spaces and open/green spaces

Objective: The expansion of housing opportunities to include affordable housing and the promotion of a variety of housing stock, while maintaining attractiveness and appeal

GOAL: *Develop a safe, effective, and attractive multi-modal transportation network that will connect the CRAIIN to the rest of the City*

Objective: Provide a connected and safe sidewalk network to ensure that all pedestrians can enjoy the CRAIIN

Objective: Provide convenient and appropriately spaced parking facilities designed to serve downtown visitors, residents, and employees

Objective: Prepare and Implement a Streetscape Improvements Plan

Objective: Provide a compatible street network in accordance with proper use and scale so as to meet existing and anticipated traffic needs.

Objective: Establish a functional collector system in residential areas, which will promote and facilitate proper development.

Objective: Ensure good accessibility from residential areas to work, shopping, and leisure activity areas.

Objective: Provide for maximum feasible segregation of traffic types, i.e., local, cross-town, and through city.

Objective: Initiate street improvement in conjunction with other related public facilities

Objective: Minimize adverse environmental and ecological damage associated with transportation facility development.

GOAL: *Develop and maintain a drainage system which provides adequate drainage while at the same time limits flow, as far as practicable, to surface water outfalls.*

Objective: Upgrade drainage systems in areas where flood problems occur.

GOAL: *Protect the natural environment*

Objective: The use of natural features as a basis for determining suitability for growth.

Objective: Use the City's natural resources and man-made infrastructure to promote economic growth.

Objective: Encourage the maintenance of a quality environment through the proper use and development of land.

Objective: Encourage the minimization of the impact of development on natural environmental systems in the area.

Objective: Require development to fit harmoniously into the natural environment.

Objective: Encourage growth and development in areas in which the resources are capable of supporting such growth.

Objective: Encourage a high level of water quality in Milton's surface and ground-water resources.

Objective: Encourage orderly and planned growth and expansion consistent with the protection of Milton's natural resources.

Potential Action Steps

Potential Action Steps: Creation of streetscape improvement design and transportation plan for the CRA II North; Public investment in projects designed to attract private investment, including the Quinn Street Marina and Blackwater Walk.

Potential Action Steps: Adoption of and promotion of Traditional Neighborhood Design Standards, adherence to adopted Land development regulations, and other promotion of aesthetically pleasing design and incentive programs.

Potential Action Steps: Coordination with private partners to incentivize programs that promote infill, development, and redevelopment of the CRA II North; Public investment and capital projects designed to attract private investment

Potential Action Steps: Foster partnerships with private providers of attractions to coordinate investment and construction; Public investment in additional park amenities, trails; and the promotion of family oriented events within the CRA II North.

Potential Action Steps: Continuity of the Riverwalk north, purchase of additional right-of-way, design and permitting of Blackwater Walk

Potential Action Steps: Continue Code Enforcement and Permitting activities to ensure compliance with the City's Code of Ordinances and Land Development Regulations including use, design, height, and density regulations. Coordinate with the Milton Housing Authority and others, to create and implement Housing Opportunity programs.

Conformity to the City's Comprehensive Plan

Pursuant to Chapter 163.360(2)(a) Florida Statutes, this plan was developed in conformity with the City of Milton Comprehensive Plan. The CRA II North Plan is in keeping with the goals and objectives outlined in the City of Milton Comprehensive Plan. The CRAIIN Plan's goal and objectives seeks only to pave the way for an improved and enriched expanded downtown area with increased access and commercial opportunity. Development along the Riverfront will maintain the Comprehensive Plan's objectives of protecting the Blackwater River's pristine waters. Development projects identified in the Riverfront Masterplan and in this Plan are in keeping with the identified Future Land Use Map and Element.



Implementation Strategies

In order for redevelopment to occur in the City of Milton's CRAIIN, plan implementation must be developed and be based on those deficiencies identified in the Findings of Necessity. In addition, this plan for implementation must take into account both present and future economic and physical factors which can serve to affect the plan's viability. The factors which will most affect the Milton CRAIIN are: the proximity to the original CRA, the absence of retail establishments in the area; the number of vacant buildings; the general residential structural conditions; the population shift away from downtown; and the aesthetically pleasing built and natural features. Other factors must also be considered in developing a course of action for the CRAIIN. The most important factor that must be constantly considered is that the CRAIIN did not decline overnight. It happened over a period of at least 30 years, and the origins of the decline go back perhaps more than 40 or 50 years. Marked improvement to the area will not occur overnight. It will take years to reverse the physical and economic decline of the CRA II North.

Another significant factor is the limited amount of financial and personnel resources available to the City of Milton. All areas needing attention and all projects that are possible cannot be undertaken immediately because of these limited resources. Private sector resources must, therefore, be utilized whenever possible. Public funding should complement and not compete with private funding, although it is very likely that additional public funding will have to be expended in the Northern Community Redevelopment Area before any large

scale private sector redevelopment projects will be initiated. In keeping with state law, the private sector shall be the primary resource in developing most projects. Developers and individual businesses should be the primary funding source for both residential and commercial development of all types. Available local, state and federal programs should be utilized whenever possible to implement any public aspects within the redevelopment area. Preferably, funds from public sources should be utilized for infrastructure improvements designed to encourage private sector investment.

All funding options for a given project should be fully explored before a decision is made on what course of action to take. The amount of effort and skill put into resource development will determine whether sufficient resources are available to complete projects.

Current Public Funding and Capital Improvements

There are no projects indicated within the Five Year Capital Improvements Schedule that are to take place within the boundaries of the CRA II North area. There are a number directly outside and associated with the CRAIIN, however, that will more than likely have an impact on the redevelopment area.

Quinn Street Marina is the only project to date that has seen any movement forward. The project has been selected by Santa Rosa County for RESTORE Act funding though the timeframes for funding and actual construction have not been determined.

General and Long Term Effects

New development in the CRAIIN area will complement, rather than compete with the existing CRA Master plan and Riverfront Master Plan by adding to the overall tax increment value for the entire riverfront. Tax Increment Financing of TIF is the main funding instrument utilized by Community Redevelopment Agencies. Implementation of a CRA Master Plan and efforts of a Community Redevelopment Agency are generally funded through tax increment financing (TIF). TIF allows a government to utilize the incremental increase in property tax revenues to fund improvements and redevelopment projects within a specified redevelopment district. By using this tool a government can repave or reroute streets, provide other public improvements and open space, provide housing, provide incentives, acquire property for redevelopment or undertake other redevelopment activities authorized by an adopted plan. However, in many instances the schedule of activities identified in a CRA Plan will require private and public sector investment that will far exceed the ability of the limited TIF proceeds to meet the need.

The basic idea of TIF is that the additional increment in tax revenues will provide a portion of the necessary revenues to accommodate the short-term and long-term projects or programs identified in a CRA area master plan. The identified improvements will generally result in the creation of a setting or the ideal situation to stimulate private sector investment. The CRAIIN seeks as a result of this plan to stimulate new tourist and recreational activity and increased user presence to produce an environment conducive to private investment.

The CRAIIN Master Plan is not anticipated to adversely impact neighborhood residents in terms of relocation, traffic circulation, environmental quality, school population, and other matters affecting the physical and social quality of the area. In general, residents and citizens will benefit from the public and private investments proposed in the new area master plan. Redevelopment activities should have few negative effects on the residential population of the community redevelopment and surrounding areas. Effects from construction activities should be short term.

Displacement and relocation of residents is not an expected effect of redevelopment in the CRAIIN area. However, if displacement becomes a reality, the City will work with the local housing authority and others to ensure replacement housing is provided. Redevelopment will have significant positive effects on the CRA area as well as other City neighborhoods and the region as a whole. Overall, the increased activity in the CRAIIN area will make the City a more livable, walkable place for all residents. Open space connections to the Blackwater River as well as the provision of additional trails will serve as recreation opportunities and alternative transportation access to development within all of the CRA areas.

No specific road improvements are proposed in the CRAIIN area at this time. With the possible exception of the results of a PD&E potentially impacting the area and a Commercial Community Development Block Grant improvement project along Canal Street. This project equates to streetscape improvements, intersection realignments, access

management, and multimodal transportation investments. Other investments include adding bicycle facilities, providing safer pedestrian crosswalks and increasing transit services to provide transportation alternatives and increase safety in all of the CRA areas.

All of these activities however will simply compliment any private investment schedule and will dramatically change the current situation of the Riverfront in both the existing CRA and the new CRA areas. Neighborhoods within and around the CRAIIN area will be revitalized by the successful creation of new cultural, recreational, commercial, and residential opportunities. Additional households with families added to the CRAIIN area are not expected to add a significant burden to neighborhood schools. New residential units are likely to appeal to a variety of households without school-age children (young single professionals and empty- nesters), although neighborhood revitalization will lead to replacement of existing housing stock and the encouragement of more mixed-income units. The CRAIIN is expected to greatly appeal to military personnel as redevelopment is realized along the Riverfront. Existing public infrastructure will be upgraded to accommodate new development and for the successful revitalization of the CRAIIN area as the need arises.

Existing Status

In the case of the Milton Community Redevelopment Agency, a TIF district was established for the original Community Redevelopment Area to fund the implementation of the adopted CRA Master Plan. The annual revenues of the TIF

District are an amount equal to 95% of the incremental increase in ad valorem taxes levied each year in the Redevelopment Area by the City of Milton and Santa Rosa County. The equations used to determine the revenues are shown below:

$$\begin{aligned} & \text{Total Taxable Value of the Redevelopment Area (as} \\ & \text{determined by the Santa Rosa County Property Appraiser) –} \\ & \text{Total Taxable Value in the base year of 1982 = Increment} \\ & \text{Annual Revenue = (95%)(City millage)(increment) +} \\ & \text{(95%)(County millage)(increment)} \end{aligned}$$

Other TIF concepts that are important to consider are:

- 1) The CRA does not have the ability to levy or raise taxes; and
- 2) Each taxing authority (i.e. the City, the County) continues to receive the full amount of ad valorem tax revenues that it generated prior to the creation of the CRA.

Future Status

A viable financing program for redevelopment requires a strong commitment from the public and private sector. The key to implementing the public actions called for in our plan is attracting private market investment and the additional ad valorem tax revenue it produces. To carry out redevelopment, the Community Redevelopment Agency will seek to utilize all available sources of funding from local, state and federal government agencies and from the private sector as well.

A Redevelopment Trust Fund will be established for the purpose of funding redevelopment projects within the CRAIIN. All funds deposited into the trust fund shall be available to the Redevelopment Agency for any lawful purpose as provided in the Florida Statute to further the provisions of this plan in the CRAIIN area. The greatest single source of funding for the Community Redevelopment Agency will come from tax increment financing revenues determined by growth in certain real property tax revenues within the Redevelopment Area. That will only occur however, if outside capital injections are obtained at or near the onset of implementation.

Funds appropriated by “taxing authorities” (as defined by Florida Statutes) in the amount of 95% of the ad valorem taxes assessed against real property values generated by private investment in the Redevelopment area for each fiscal year subsequent to the base year will be deposited in the Redevelopment Trust Fund for use by the Redevelopment Agency to finance redevelopment projects identified in this plan.

Other Funding Sources

To make the most effective use of Tax Increment Revenues, the CRAIIN Agency and the City will use other City, State and Federal funding sources as appropriate and available to carry out the provisions of this plan. The financial plan assumes that funds for the public expenditures identified will be obtained from several sources in addition to Tax Increment Financing.

The following are some of the major funding sources and programs that the CRA proposes to use in financing the redevelopment projects. These include, but are not limited to:

- RESTORE Act Proceeds
- State Aid
- Community Development Block Grant
- Capital Improvement Program
- Federal Aid
- General Fund
- Wastewater Impact Fees
- Special Assessments
- Stormwater Utility Fees
- Tourist Development Tax
- HUD, SHIP & HOME

The City understands that tax increment financing funds will not provide the necessary revenue stream to service short-term and long-term debt incurred by the Community Redevelopment Agency to construct the public improvements plus fund other projects and programs identified in the plan. It is the intent of the City, to incur as little debt as possible in its redevelopment efforts; the City seeks to leverage Restore Act funds to stimulate the much needed increase in tourism and recreational based economic activities that set the stage for private sector investment. The time period and amount for each type of capital improvement are unknown. It is possible, and, in fact, likely, that some projects may, for a variety of factors, extend into other time periods before completion or may be accelerated and moved up.

The Community Redevelopment Agency has the authority and discretion to make such adjustments to the amounts in each time period, when such time periods are established, as deemed necessary and appropriate to best implement the provisions of this plan.

Advances and Loans

The Community Redevelopment Agency shall have the power to borrow money and accept advances or monies from any source, public or private, including the City of Milton, for any lawful purpose in connection with the redevelopment program. Tax Increment Revenues or any other funds deposited into the Redevelopment Trust Fund, which are not otherwise obligated, shall be available for repayment of such loans or advances. Any money that is granted, gifted, borrowed or advanced to the Community Redevelopment Agency from the City of Milton shall be authorized by the City Council.

Tax Increment Revenue Bonds

When authorized by the City Council, the CRAIIN may issue redevelopment revenue bonds, notes or other obligations to finance the undertaking of any community redevelopment project activity, including the payment of principal and interest upon any loans and retirement of bonds or other obligations previously issued. The security for such bonds may be based upon the anticipated tax increment revenues and such other revenues as may be legally available

Moving Forward

The long-range implementation of the CRA II North should be focused on its proximity to downtown and its unique situation as a riverfront historic mixed-use district with a range of housing options, unique goods and services, entertainment and recreation/cultural opportunities. The major features that will trigger this opportunity in the CRAIIN and the downtown area will be the provision of compact pedestrian-oriented development, clustered businesses, diverse uses, viable and sustainable businesses and the creation of an attractive living environment. Much of this will be occurring in the CRAII North given the proper attention and development.

A number of additional and important concepts or action steps have been identified that will help in the redevelopment and creation of a viable downtown and riverfront area within the CRAIIN and other CRA areas.

Brand Identity

The City of Milton must develop a brand for itself. The marketing process begins with a clear statement of Milton's brand identity to promote to target markets. Milton's brand identity should represent the cultural and emotional core of the city – something unique to Milton, something that sets it apart from its competitors. In a world with unprecedented options, being brighter, stronger, faster does not guarantee a sustainable lead. Cities that win are the ones that create a brand personality that connects with people, that shares values and that builds long term relationships. The brand idea

and the City's story becomes the central organizing principle – the DNA – from which all revitalization efforts are created.

Based on initial observations, the prevailing image of Milton can be summarized as follows: a growing community within a small town, riverside setting – a place where people can live in a unique, historic, small town yet be within an easy drive to jobs, services and activities throughout the area.

Milton's brand position statement might be summarized as follows:

“A historic, mixed-use river town with unique shopping, Restaurants, and entertainment within walking distance”

Target Markets

As the CRA II North shares not only a common path as the existing CRA but a common fate as well, it is important to also consider that like Downtown Milton, it should center recruitment efforts on attracting businesses that serve multiple target markets. The primary target markets for retail sales in downtown Milton include the daytime business population, trade area residents and visitors. The potential to attract visitors which can become the primary support to niche markets cannot be overstated. However, Milton must first create the environment required to bring those market ‘types’ to the area.

Tourism

As downtown Milton continues with its physical improvements and initiates business expansion programs, the

district will draw increasing numbers of visitors. This will only be true however if Milton can become a unique “place”. Redevelopment emphasis should not only be placed on establishing a Riverfront community but should also seek to offer world class accommodations to the traveling public. Travel and tourism are major components of the economy of Florida. The area attracts several categories of visitors: “heritage tourists” who are interested in historic sites and attractions; “eco-tourists” who camp, hike, fish, canoe, and kayak in the local recreation areas such as Blackwater River State Park; “snowbirds” who are wintering in the area or passing through; shoppers who are “antiquing” and others.

Recruitment Program Guidelines

Downtown Milton should work to recruit business that would have the most appeal to the types of tourists and target markets identified in the preceding section. That effort however will not achieve the desired outcome until sufficient public investment occurs in creating the riverfront community. Successful business recruitment is a direct function of the community's ability to sell itself. This capability is based on a strong local sales team, excellent organization and persistence.

Perhaps the most critical aspect of a business recruitment program for downtown Milton will be the ability to convince the local real estate community to “buy into” plans for a broadened business mix. Real estate professionals will need to understand where various types of businesses would be most appropriately located so that they will reinforce one another

in terms of shared markets and sales. Creating a vibrant, unified downtown will require the cooperation of the real estate community, local government, and a host of others the base of which must be the consumer. The Milton Riverfront economic reversal is a “build it and they will come” situation in the truest sense. Recent investment in the community has seen a renewed emphasis on the appearance of new development and redevelopment as standards have embraced “place making” techniques.

Community Redevelopment Area Funding

The Community Redevelopment Agency is provided, by Florida statute, a significant range in powers but perhaps the most important, in the CRAIIN’s circumstance, is the ability to raise and allocate funds for activities and projects described within the adopted CRA plan. One of the most important financial tools is Tax Increment Financing or TIF. TIF is utilized whereby tax revenue from future growth in a CRA’s property value (the increment) is used, for instance, to remunerate the public debt issued to fund the CRA improvements. The CRAIIN then, will not see an immediate pulse or influx of available funding, this will take place over an extended period of time. In this post-recession economy the creation of the CRAIIN is an important step toward the rejuvenation and protection of an identified area.

As TIF funds are not available at this time and more than likely it will take investment in the area to produce an increment substantial enough to make a capital investment, the City has no immediate plans for capital improvement with TIF funds

currently. However, the City will continue to actively seek funding through various grant programs, legislative appropriation, RESTORE funds, and other sources. All redevelopment financed by TIF revenue will be completed, provided there are no extensions, within 40 years of the adoption of this plan.

After the adoption of this community redevelopment plan, there may be established a redevelopment trust fund. The tax increment financing revenues may be used immediately, saved for a particular project, or may be bonded to maximize the funds available. Any funds received from the tax increment financing area shall be used for specific CRAIIN purposes only within the CRAIIN targeted area, and not for any other general government purposes. The City will not incur any debt in the implementation of any capital project at this time.

Redevelopment Policies and Elements

Public/Private Partnerships Policy

It is the policy of the CRAIIN to encourage and leverage public/private partnerships for major projects. In order to participate, the CRAIIN must determine the public benefit, the return on investment, and consistency with the CRAIIN mission, vision, goals and priorities. It will be CRAIIN policy to afford maximum opportunity, consistent with the needs of the City, the CRAIIN, and this plan, to the rehabilitation or redevelopment of the CRAIIN by private enterprise.

Infrastructure, Policy, and Incentive Programs

Infrastructure improvements and capital investment within the CRAIIN may, in the future, include the provision of a new street layout, parking facilities, a raised boardwalk and trail system, increased river access, docks, piers, and slips.

- Infrastructure should receive a higher priority
- Long-term consideration should be given to business incentives
- After provision for recurring expenses, general budget allocation priorities should be as follows:
 - 1) 60% infrastructure
 - 2) 40% ongoing programs and special promotions
- Consideration should be given to incentives that leverage other outside funding
- Further incentives that target building renovation should be explored but may not be necessary considering the condition of existing stock
- City of Milton should be encouraged to consider an increased level of incentives Promotions Policy

- 1) Funding priority should be given to grants that supplement rather than fully cover event costs
- 2) Promotional events should be encouraged to reach self-sufficiency

Policy on Communication with City Council

- Minimally semi-annual meetings
- Need to present City with a more precise budget, especially on critical and primary projects
- Informal meetings (one-on-one lunches) should be encouraged
- Annual Report should be produced

Traffic Circulation

Traffic circulation may be changed depending on the development format. An increase in traffic volume is expected as neighborhood retail and mixed-use activities develop in the area. Therefore, this plan hereby mandates that all new construction require the building of public sidewalks to specification set by the CRAIIN agency.

Environmental Quality

All construction along the riverfront and wetlands will be built so that increased runoff from hard surfaces will not flow

directly into the water bodies. Holding ponds, permeable surface construction, and/or other safe and effective implementation, holding to the standards set forth by the Comprehensive Plan, TND guidelines, and the CRAIIN agency, will be considered as acceptable mitigation apparatus. All construction will be required to connect to the existing sewer and public utility systems.

Community Facilities, Services, and Schools

Growth will continue to take place in Milton whether or not this plan is implemented. Community facilities, services, and schools will have increased demands put on them as a result of continuing growth. These demands are anticipated by the organizations concerned, and they are making appropriate plans to handle increased demands.

The implementation of this plan will not generate additional growth for Milton; that growth is taking place with or without implementation of this plan. Implementation of this plan will hopefully funnel a portion of the anticipated growth in office, residential, and retail commercial demand into the CRAIIN. Since no abnormal additional growth, including school population, will result in Milton as a result of this strategy, existing plans for community facilities, services, and schools, are sufficient.

Conclusion

The overall physical and social quality of the area will be increased as a result of the implementation of this plan. Upon development, increased employment will be available to

existing and new residents of the CRAIIN as a result of new office construction and the addition of new retail trade establishments. Housing quality will improve as rehabilitation occurs and housing is constructed. As population and employment density increase, neighborhood retail activities will correspondingly increase, making available a wider range of shopping choices to the CRAIIN residents and employees. Construction of any recreational and park areas will improve resident access to passive and active recreational activities and pleasantly landscaped areas. The CRAIIN will become a desirable place to live and work and play.