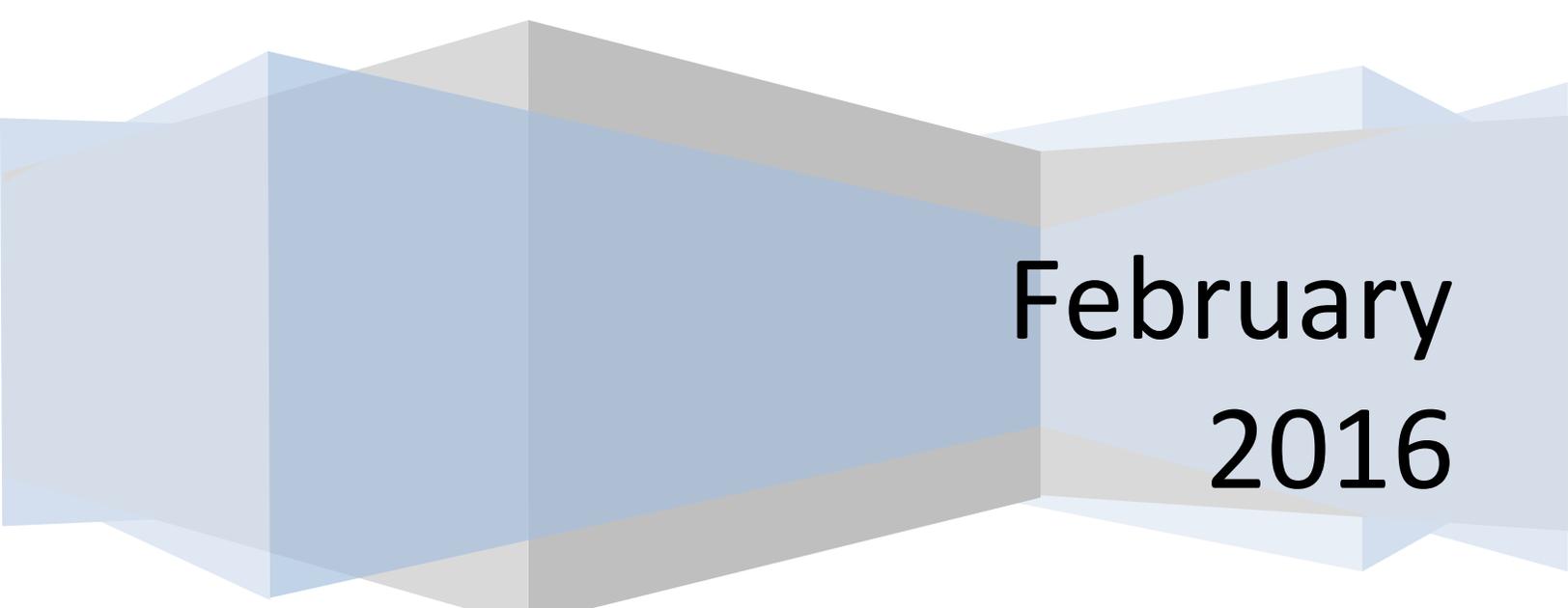


THE CITY OF MILTON

**COMMUNITY  
REDEVELOPMENT  
PLAN, CRA III SOUTH**

Planning and Development Department



February  
2016

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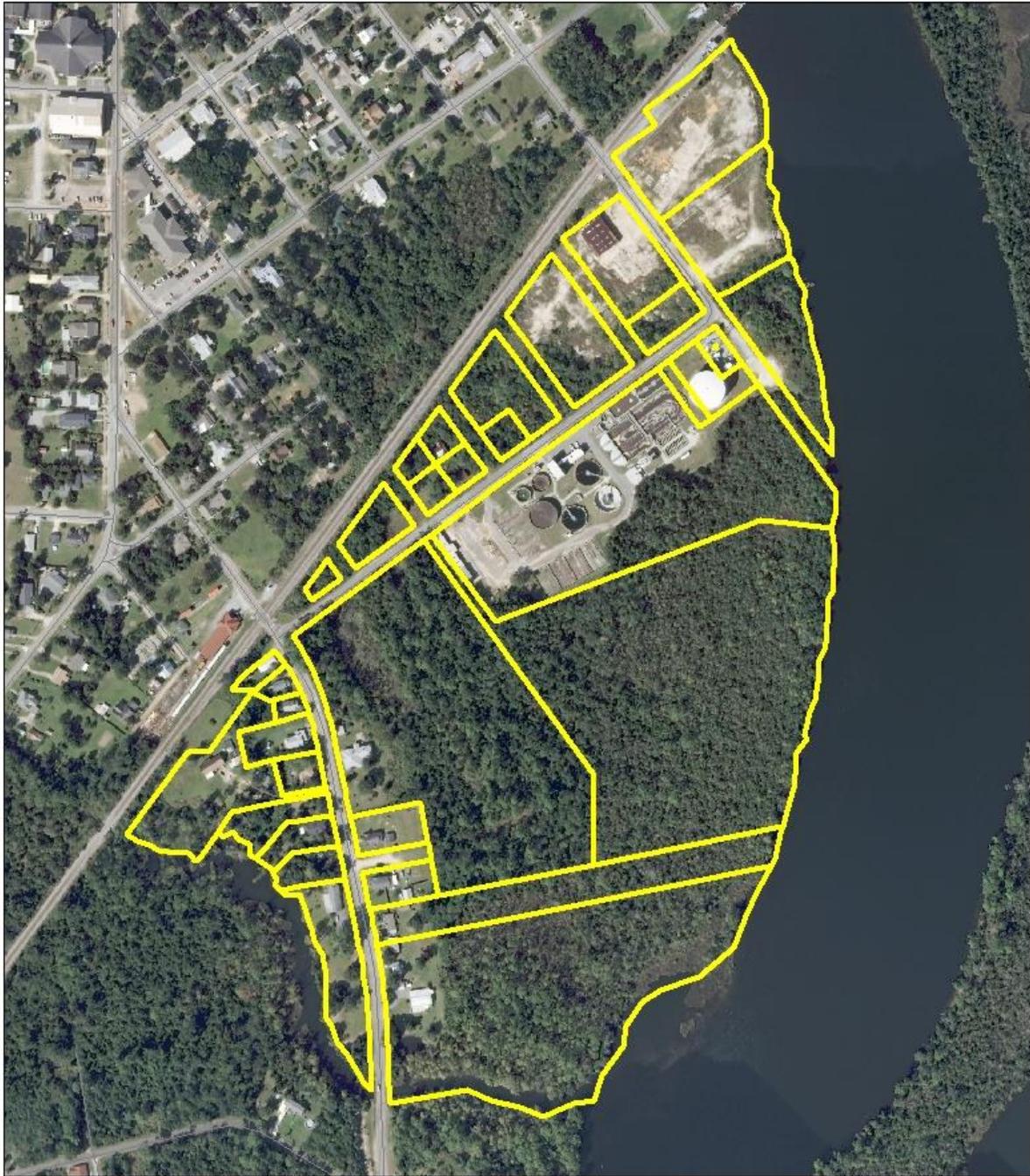
## Community Redevelopment Area III South

### General Description and Background

The Community Redevelopment Area III South (CRAIIIS), also known as the Southern Community Redevelopment Area, is essentially an extension of the existing CRA and as such is an integral part of the City of Milton's Downtown Community Redevelopment Areas (CRA) which includes both the older retail and the residential sections of the City's Central Business District. The original CRA consists of approximately 300 acres and is generally bordered by the Blackwater River on the east, the CSX Rail line to the South, the Blackwater Heritage Trail to the west, and Madison Street to the north. These boundaries, except for Madison Street, Broad Street and Munson Highway, are physical features that have played a role in the development of the existing CRA and the two new proposed areas. They have served to isolate the CRA from the rest of Milton. This is apparent in the street grid system in the CRA's most of which is out of alignment with the rest of Milton.

The proposed Community Redevelopment Area III South is composed of the lands south of the CSX Rail line (formerly known as the L&N Rail line) which serves to separate the area from the rest of the city. Though the rail line may act as a divide it also provides a unique and historically attractive setting with a distinct character. The Blackwater River establishes the land's eastern border providing a picturesque and desirable backdrop. The total land area is approximately 64 acres, not including road right-of-ways (Figure 1). It is made up of 34 parcels of which the majority are vacant or undeveloped. There are residential units in the south western portion of the area and large undeveloped "green spaces" in much of the interior and southern portions. The north eastern portion of the land is composed of the remnants of industrial uses, skeletons of buildings and past operations as well as wide expanses of impervious surface. The City's Wastewater Treatment facility is located on Municipal Drive within the CRAIIIS area as well.

Historically, a large portion of the area was used as an industrial site because of the deep channel directly off shore which allowed large boats to deliver goods into the City. A concrete plant and various other industrial activities have come and gone. Over time the landscape has changed and the economies of scale annulled the benefits of the area and the industries moved to other locations where work could be done for fractions of the price. Since then the parcels have been left mostly unaffected by the surrounding development and a large percentage remains undeveloped. The Future Land Use and Zoning designations have shifted away from industrial uses and the remaining industrial type uses are considered non-conforming, including the City's Treatment Plant. The City's Wastewater Treatment plant was built on a portion of the land and though it may currently provide a less than attractive view, the prevailing winds serve, in most instances, to negate any negative aromatic effects. While the visual aspects of the Wastewater Treatment facility may seem like a disincentive for improvement, the East Milton Wastewater Treatment Plant is currently in the development process and the existing facility will eventually be removed. Though the relocation of the treatment plant is physically years away from completion the City is actively taking all the strides necessary for the change to occur as swiftly as possible.



**SOUTHERN COMMUNITY REDEVELOPMENT AREA  
(CRA III)**



0 250 500 1,000 Feet



Figure 1: Community Redevelopment Area III South

## **Delineation of the Southern Community Redevelopment Area**

The Community Redevelopment Area III South of the City of Milton encompasses approximately 57 acres lying within the City of Milton, Santa Rosa County, Florida. The area is generally bounded by the Blackwater River on the east, the City limits on the south and west, and the CSX Rail line on the north. The legal boundaries of the entire South CRA as set forth in accordance with Chapter 163.362 (1) Florida Statutes, is as follows:

**LEGAL DESCRIPTION**  
**CITY OF MILTON**  
**SOUTHERN COMMUNITY REDEVELOPMENT AREA**  
**SANTA ROSA COUNTY, FLORIDA**

COMMENCE AT THE INTERSECTION OF THE WESTERN SHORELINE OF THE BLACKWATER RIVER, AT ITS INTERSECTION WITH THE CENTERLINE OF THE CSX RAILROAD TRACKS, OTHERWISE KNOWN AS THE POINT OF BEGINNING; THENCE SOUTHEASTERLY, THEN SOUTHWESTERLY ALONG WESTERN SHORELINE OF BLACKWATER RIVER; TO THE CENTERLINE OF MOUTH OF TILL BAYOU, OTHERWISE KNOWN AS THE CITY OF MILTON BOUNDARY LINE; THENCE NORTHWESTERLY ALONG THE CENTERLINE OF TILL BAYOU AND CITY OF MILTON BOUNDARY LINE TO THE WESTERN RIGHT-OF-WAY LINE OF THE CSX RAILROAD (FORMERLY KNOWN AS L&N RAILROAD); THENCE CONTINUE NORTHWESTERLY ALONG THE CENTERLINE OF TILL BAYOU TO THE CENTERLINE OF THE CSX RAILROAD; THENCE NORTHEASTERLY ALONG SAID CENTERLINE OF THE CSX RAILROAD TO THE POINT OF BEGINNING

The boundaries as described herein are illustrated in Figure 1 of this document. The boundaries were established in this way because the existing water features and the City's legal border represent the end of the area which could be designated as a CRA.

### **Goals and Objectives of the Plan**

The overarching goal of the South CRA is the transformation of the general character of the land composing the South Community Redevelopment Area in order to reverse the continuing deterioration of the landscape, and to provide an impetus and setting for the positive growth and improvement of the community.

To facilitate the transformation of the South CRA and the development of land uses that stray away from the historical uses of the area, it is critical that the goals established in this plan are consistent with the desires of the citizens of Milton. It is also imperative that this plan be consistent with and conforming to the City of Milton's Comprehensive Plan, the City of Milton's Downtown Community Redevelopment Plan, and the City of Milton's Blackwater Riverfront Master Plan. The City of Milton has adopted by ordinance, a number of objectives which are

complimentary to the objectives of this redevelopment plan. In addition, several long-term goals were identified in the City's Community Development Block Grant (CDBG) application, which also apply to the South CRA.

In order to ensure maximum consistency with these plans and programs, the objectives contained in previous studies have been reviewed, extracted, modified, and combined with newly identified intentions to serve as the goals and objectives for the City of Milton's South Community Redevelopment Plan.

The goals and objectives for the South Community Redevelopment Area are as follows:

In order to initiate the transformation of the CRA III South and to redevelop the area into a mixed use district that will increase economic activity and growth, the City has recently changed the zoning designation of the great majority of the CRAIIIS from an Industrial use zoning district to a Mixed Residential and Commercial district. This rezoning will allow the redevelopment of the area to be conducive to the Traditional Neighborhood Development (TND) guidelines, the Downtown area, and the Blackwater Riverfront. A seamless aesthetic atmosphere could then be applied throughout all parts of the CRA areas. This will provide some of the stimulus needed to attract businesses, visitors, and residents alike. The deep banks adjacent to the area will also serve as an attraction and destination for larger vessels that are not able to continue upriver. The area will become an ideal location for the development of a mixed-use residential and commercial community.

## **Goals and Objectives of the Community Redevelopment Area III South**

The order of the identified goals and objectives does not necessarily speak to any adopted hierarchy of project importance.

***GOAL: Determine if there are any hazardous conditions related to the historical land use such as soil contamination***

**Objective:** Elimination and/or removal of any hazardous conditions

***GOAL: Improve the appearance and attractiveness of the CRAIIIS***

**Objective:** Elimination of blight and deteriorated structures through housing rehabilitation programs and the provision of necessary municipal facilities, infrastructure and services

**Objective:** Encouragement of residential development that will improve the aesthetic quality of the area while providing a variety of housing types to meet the varied needs of our community.

**Objective:** Protect the aesthetic value of the community in conjunction with its physical resources.

**Objective:** Encourage aesthetic design of street layout through controlled vegetation and green space.

***GOAL: Make the Southern Community Redevelopment Area a vital and healthy segment of the entire community***

**Objective:** Provide a segment of a compact downtown recreational, governmental, residential, commercial office, and restaurant/specialty-shopping district, which is easily accessible to all citizens of Milton

**Objective:** Residential development patterns should be convenient to work and shopping, provide for an orderly extension of public facilities, and minimize energy consumption.

**Objective:** Promote future commercial land uses, which provide a range of commercial establishments/services in a concentrated area that are convenient to potential users.

**Objective:** Commercial developments should be maintained in high quality condition and designed to minimize conflicts with other land uses.

**Objective:** Encourage commercial developments to protect, utilize and emphasize the historic and natural characteristics of the locality.

**Objective:** Encourage residential development to protect, utilize, and emphasize the natural characteristics of the locality.

***GOAL: Make the downtown riverfront area an image of civic pride and beauty***

**Objective:** Develop a Riverwalk Park that exemplifies the history and the proud culture of the City of Milton

**Objective:** Develop a nature preserve and/or wetlands observation deck and recreational areas

**Objective:** Encourage the revitalization of deteriorating neighborhoods to protect their viable use to the community.

**Objective:** Development of a viable urban community in which all citizens have the opportunity to live in safe, decent, sanitary, and affordable housing located in a suitable living environment.

**Objective:** The provision of orderly economic development and employment opportunities for the citizens of Milton by broadening the present economic base to diversify both skilled and unskilled job opportunities.

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

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

**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.

## Other Guiding Principles and Philosophies

- Use of the City's public facilities as a tool and guide to stimulate or deter growth when necessary to maintain adopted levels of service standards.
- Develop land use plans and regulations, which reflect local desires concerning growth.
- Foster cooperation with other local, county and state governments to coordinate transportation plans of all related entities.

## Existing Conditions

Examination of the physical, natural, and economic characteristics of the CRAIIS has been performed in order to identify and analyze the area's assets and liabilities. In addition, an evaluation of the system of infrastructure improvements currently present within the CRAIIS will provide the City of Milton and the Community Redevelopment Agency with a benchmark by which any necessary upgrading of the system can be accomplished. The evaluation of CRAIIS characteristics combined with an accounting of the regulations affecting the area will make it possible to further identify the problems which this redevelopment plan must address. Accurate problem identification has led to the formulation of a redevelopment strategy, which is based on both current and projected conditions, and will in turn serve to support implementation of this plan.

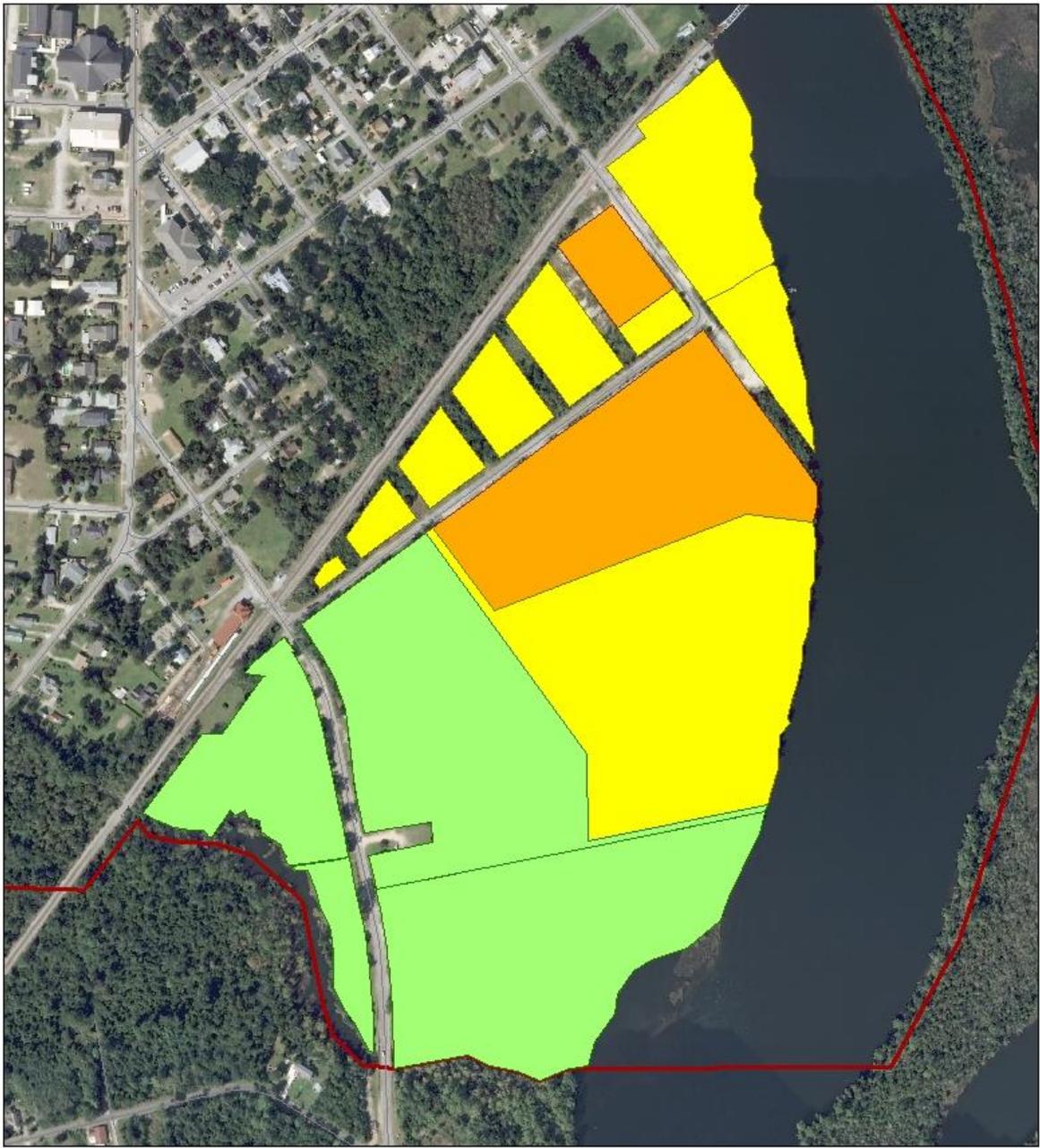
A portion of the old industrial zone, particularly the north eastern area of the CRAIIS, may be problematic for development as it contains large spans of impervious surface and has sat vacant for some time. The physical conditions are grossly unattractive but the backdrop of the area is a portrait of serenity and will surely provide development opportunity given the appropriate management. The designation of the area as a Brownfield will allow for increased funding opportunities and its eventual development to potentially include a large marina and mixed use commercial activities.

### **Structural Conditions**

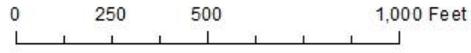
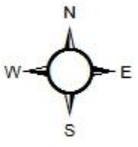
In general, a substantial portion of the CRAIIS has an existing land use that is not conducive to the desired growth and transformation of the area. Non-conforming uses such as the City's Wastewater Treatment Plant and other remnant structures designed for light industrial use still existing in the CRAIIS are a complication for development. The City is currently in the design process for the new East Milton Wastewater Treatment Plant; the completion of which will signal the end of the current Treatment Plant. The other existing light industrial type uses and sites have experienced a substantial amount of deterioration and the vacant structures that are not being utilized for the highest and best economic use or for the well-being of the area and the community are functionally obsolete (Figure 3).

### **Wetlands Conditions**

Areas with limitations for urban development due to the presence of wetlands make up a portion of the interior CRAIIS (Figure 4). A considerable portion of this area will provide an attractive setting for a raised boardwalk and nature trail. Whenever possible, construction, in these sensitive areas, shall be limited to low density development or building construction methods which are suitable for these types of soils. Ideally the majority of the area will serve as a recreational attraction for nearby residents, nature enthusiasts, and tourists. Additionally, a portion of the Southern Community Redevelopment Area is located within the flood plain of the Blackwater River. For this reason, all construction shall comply with a myriad of regulations.



**SOUTHERN COMMUNITY  
REDEVELOPMENT AREA  
EXISTING LAND USE**

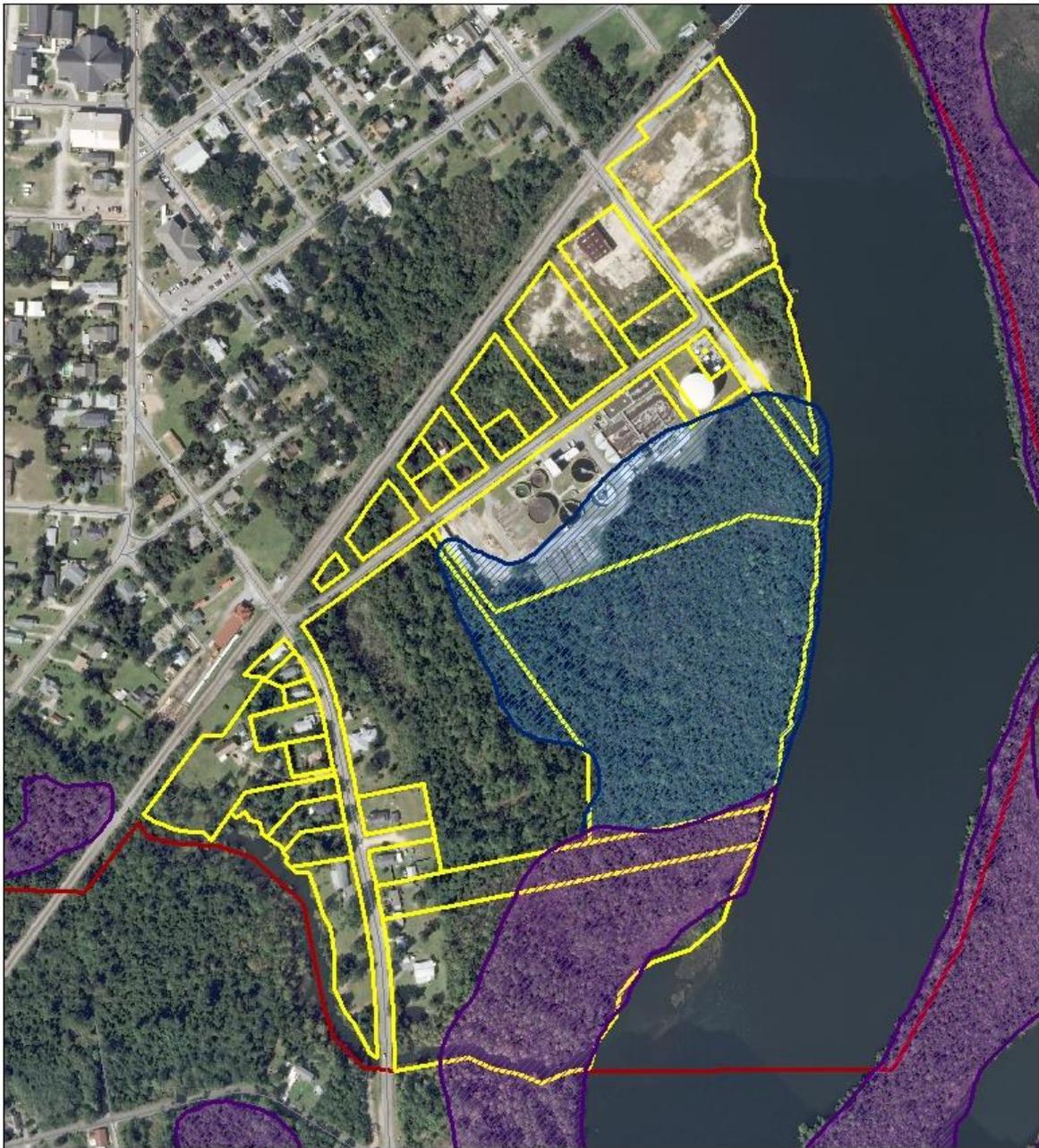


	C.O.M. Boundary
<b>SCRA III Existing Land Use</b>	
	Industrial (Non-Conforming)
	Single Family Residential
	Undeveloped

Figure 2: City of Milton CRAIIS Existing Land use



Figure 3: Existing CRAIIS Conditions



**SOUTHERN COMMUNITY  
REDEVELOPMENT AREA  
WETLAND AREAS**

0 250 500 1,000 Feet

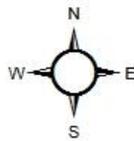


Figure 4: Wetlands within the CRAIIS

## Natural Features

The Milton CRAIIS has only a few distinguishing natural features, however, they are visually dominant and aesthetically pleasing. The CRAIIS's natural features that will have a favorable impact on development are an abundance of forested and natural vegetation areas in its interior and along its periphery, and most importantly, the Blackwater River. The Blackwater River is the strongest natural asset which the CRAIIS possesses and all efforts shall be made to ensure that any future development in this area is not only of the highest quality but will also serve to enhance its beauty.

The abundance of trees can be one asset used to attract new residents into the CRAIIS if suitable housing can be made available. The natural vegetation that is found along the railroad tracks to the north and along the river forms a potential "green belt" around most of the CRAIIS. While this natural vegetation is at present poorly maintained, it could be improved and used as a promotional tool to sell the CRAIIS as a desirable place to live, work, play, and shop.

## Transportation Overview

There are only three streets within the CRAIIS: Elmira, Municipal, and Henry (See Figure 2, Street layout is visible between land use designations). These streets are dilapidated and generally in need of repair. The introduction of new development and initiation of redevelopment will require additional streets and redesign of the existing layout. Sidewalks are virtually non-existent within the CRAIIS. The construction of any streets and repairs to existing streets shall be accompanied by a sidewalk network to accommodate increases in pedestrian traffic and to increase multi-modal transportation opportunities.

## Parking Analysis

There are no existing parking areas, street or otherwise, currently in the CRAIIS. 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 creation of extensive parking areas should be done so with pervious materials and/or with other stormwater retention techniques in order to prevent additional or extensive runoff. The City will promote the use of these materials and systems and shall seek ways to incentivize their provision.

## Market Overview

There is currently an absence of viable commercial activity within the CRAIIS. 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 CRAIIS 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 all to provide for all City residents.

## **Current Zoning**

- a) Residential Commercial RC-1;
- b) Residential R-2 and;
- c) Rural-Urban R-U

## **Residential Commercial (RC-1)**

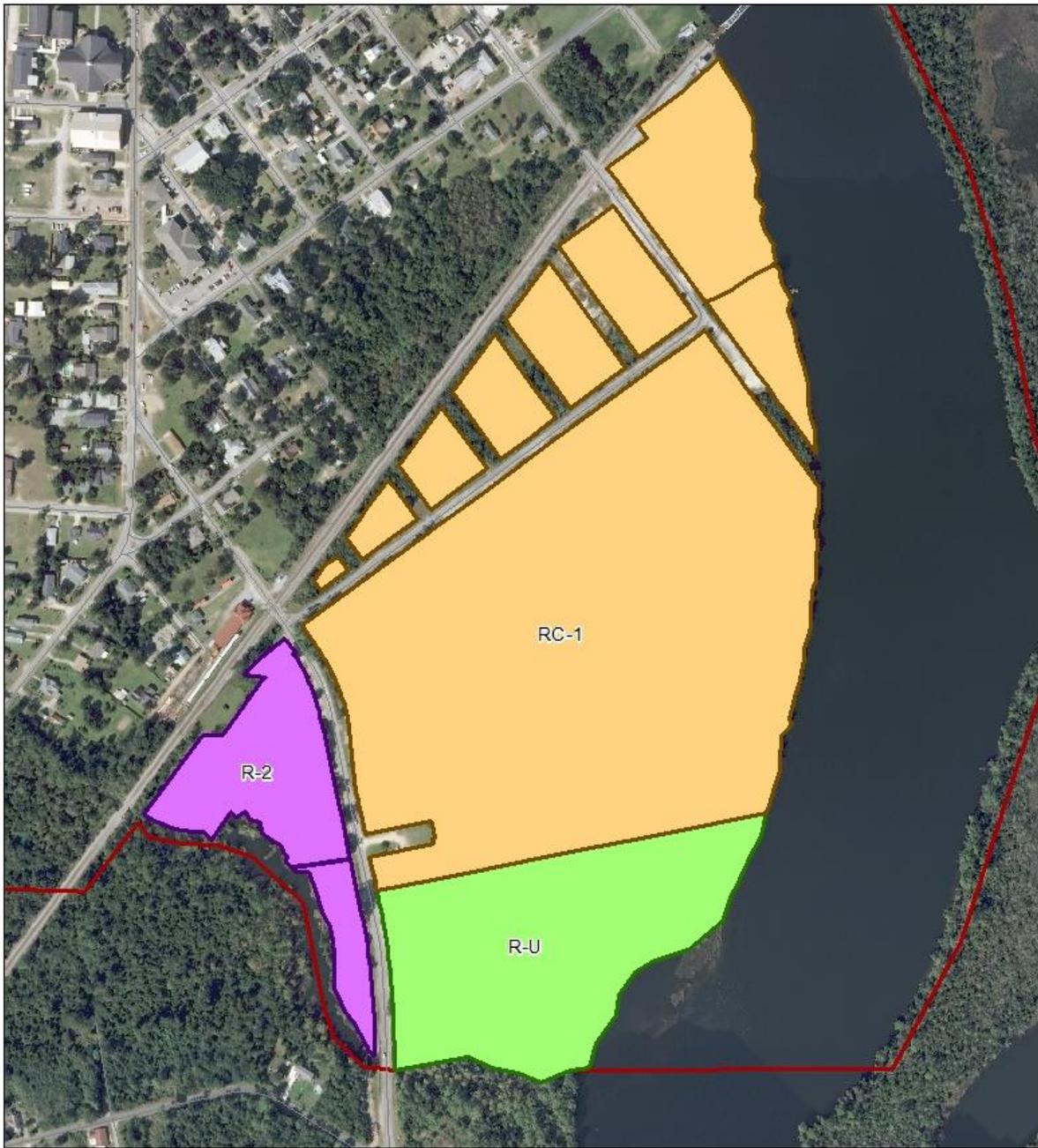
The RC-1 district is a residential commercial mixed use district that combines certain aspects of both residential and commercial zoning designations. The RC-1 area is a contiguous part of the South CRA which has recently replaced the old industrial zoning designation. This district will provide for a planned mixture of residential, commercial, and office uses while also allowing for ancillary uses and amenity features appropriate and complimentary to the downtown area and to the City's Riverfront vision (Figure 5). The R-C1 zoning designation provides for more uses while creating a higher aesthetic standard and promoting increased density and walkability. In general the district allows for increased building height, smaller setbacks and additional lot coverage as long as the development provides a consistent architectural motif.

## **Residential (R-2)**

The R-2 district of the CRA III South is located west of Henry Rd. and makes up the entire western portion of the CRAIIS. The R-2 designation allows for increased density in the form of duplex units (Figure 5).

## **Rural-Urban (R-U)**

The R-U district has served, in the past, as a kind of place holder. Its allowable uses including all those acceptable in the R-2 district. The designation in this case may have served as a buffer from the industrial uses that existed in the eastern side of the CRAIIS (Figure 5).



**SOUTHERN COMMUNITY  
REDEVELOPMENT AREA  
CURRENT ZONING**

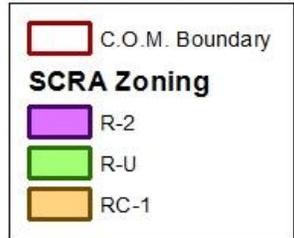
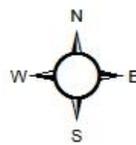
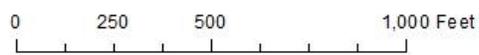


Figure 5: CRA III South Existing Zoning Map

## List of Public and Semi-Public Uses Located in the Milton CRAIIS

- 1) Blackwater River Foundation
- 2) Santa Rosa Historical Society
- 3) City of Milton Waste Water Treatment Plant

## Problem Analysis

Analysis of the current problems facing the City of Milton’s CRAIIS 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 to 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 1: Summary of Statutory Requirements and Conditions Identified in the CRAIIS**

AREA	CONDITION	NA/Y/N/UN
<b>SLUM AREA</b>	<b>Related to Structures</b>	
<b>A.</b>	Inadequate provision of ventilation, light, air, sanitation	UN
<b>B.</b>	High density population	N
<b>C.</b>	The existence of conditions that endanger life or property.	Y
<b>BLIGHTED AREA</b>	<b>Related to Area</b>	
<b>A.</b>	Predominance of defective or inadequate street layout...	Y
<b>B.</b>	Failure of appreciable property value increase	Y
<b>C.</b>	Faulty lot layout	N
<b>D.</b>	Unsanitary or unsafe conditions	Y
<b>E.</b>	Deterioration of site or improvements	Y
<b>F.</b>	Inadequate or outdated density patterns	N
<b>G.</b>	Falling lease rates relative to surroundings	NA
<b>H.</b>	Tax delinquency exceeding fair value of land	UN
<b>I.</b>	High vacancy rates relative to surroundings	UN
<b>J.</b>	Incidence of crime higher than surroundings	N

<b>K.</b>	Fire and emergency response higher than surroundings	N
<b>L.</b>	Florida Building Code violations higher than surroundings	UN
<b>M.</b>	Defective or unusual title conditions	UN
<b>N.</b>	Governmentally owned property with adverse environmental conditions	UN
<b>O.</b>	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

The most significant issues identified within the CRAIIS are enveloped by the umbrella of an overarching deteriorated state. The skeletons and marred land scape left over by the old industrial uses have created not only a lack of investment but a withdrawal of not only money but of time as well. The area has crumbled into a perpetual state of disrepair where trash and debris are constantly strewn about and properties are left unkempt to a point where they provide sanctuary for not only vermin but for transients and vagrants as well. The City’s own Wastewater Treatment Plant is perhaps the most aesthetically pleasing property in the area.

The following table implicates falling property values as one of the symptoms of the deteriorating CRAIIS area. Unfortunately falling property values can become more than simply a symptom of a failed market but can eventually serve to perpetuate those conditions. The gross lack of economic activity and a predominant need for retail establishments in the CRAIIS is evidenced by the one operating commercial establishment throughout the entire area. Regrettably this use is non-conforming and often out of compliance with the code requirements of the area.

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 CRAIIS. 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. In the following, the Community Redevelopment Strategy addresses all of the indicated problems and seeks to establish the policies and procedures, that will, if implemented, serve to eliminate the slum and blight and to encourage redevelopment.

**Table 2: CRA III South Private Parcel Value Depreciation between 2007 and 2012**

<b>PARCEL</b>	<b>2007</b>	<b>2012</b>	<b>DIFFERENCE</b>
<b>031N280000003000000</b>	\$170,111.00	\$71,228.00	<b>\$98,883.00</b>
<b>031N280000003010000</b>	no record	\$110,541.00	---
<b>031N2800000043000000</b>	\$20,841.00	\$22,970.00	-\$2,129.00
<b>031N282530041000040</b>	\$162,570.00	\$106,334.00	<b>\$56,236.00</b>
<b>031N282530041000070</b>	\$155,030.00	\$101,066.00	<b>\$53,964.00</b>
<b>031N282530041000100</b>	\$156,962.00	\$117,721.00	<b>\$39,241.00</b>
<b>031N282530045000080</b>	\$2,622.00	\$2,622.00	\$0.00

031N282530046000060	\$7,590.00	\$7,590.00	\$0.00
031N282530047000040	\$6,606.00	\$5,960.00	\$646.00
031N282530047000050	\$1,662.00	\$1,662.00	\$0.00
031N282530047000070	\$5,571.00	\$5,571.00	\$0.00
031N282530047000080	\$4,408.00	\$3,956.00	\$452.00
031N282530048000010	\$7,338.00	\$7,338.00	\$0.00
031N282530048000070	\$1,953.00	\$1,953.00	\$0.00
031N282530049000010	\$9,932.00	\$9,932.00	\$0.00
031N282530050000010	\$84,235.00	\$58,888.00	\$25,347.00
031N282530050000070	\$7,800.00	\$7,800.00	\$0.00
101N280870001000011	\$37,688.00	\$34,881.00	\$2,807.00
101N280870002000010	\$39,726.00	\$43,977.00	-\$4,251.00
101N280870002000020	\$46,719.00	\$38,812.00	\$7,907.00
101N280870002000040	\$72,089.00	\$60,711.00	\$11,378.00
101N280870003000010	\$82,350.00	\$91,161.00	-\$8,811.00
101N280870003000011	no record	no record	---
101N280870003000012	no record	no record	---
101N280870003000013	no record	no record	---
101N280870003000021	\$39,853.00	\$34,965.00	\$4,888.00
101N280870003000022	\$15,415.00	\$12,881.00	\$2,534.00
101N280870003000023	\$16,700.00	\$18,328.00	-\$1,628.00
101N280870003000024	\$44,426.00	\$42,653.00	\$1,773.00
031N280720003000010	\$40,705.00	\$48,404.00	-\$7,699.00
101N280870003000030	\$122,220.00	\$117,906.00	\$4,314.00
<b>TOTAL</b>			<b>&lt;\$285,852.00&gt;</b>

## Community Redevelopment Strategies

It is essential that the strategy for redevelopment take all of the existing assets and liabilities of the CRAIIS in to account and be structured in such a manner so as to provide as much flexibility as possibility to private developers and at the same time institute controls which will serve to maintain development quality consistent with the desires of the citizens of Milton.

### Critical CRAIIS Action Steps:

- Determine the conditions of soil in the old Industrial I-1, I-2 zones;
- Remove and or mitigate any nocuous material if present;
- The advancement of a mixed-use (RC-1) development that provides high-quality, high-density residential structures utilizing the adopted Traditional Neighborhood Overlay;

- Develop and implement an incentive program and advance existing state and county programs for developers seeking to build targeted private commercial establishments;
- Obtain easements from private property owners and construct access paths for the Riverwalk and;
- The relocation of the City of Milton’s Wastewater Treatment Plant;

### **CRAIIS Relationship to the City of Milton Riverfront Master Plan**

The City of Milton has recently adopted a Riverfront Master Plan. The Plan serves as a guide that directs the City on a path linked directly with the redevelopment of the CRAIIS and this plan. The successful implementation of the Masterplan and effectiveness of the CRAIIS Plan are not only intertwined but interdependent. The Master Plan seeks to steer Riverfront development, including the CRAIIS area, towards the creation of a downtown core that is active, pedestrian oriented, supportive of successful businesses, and inviting to private sector investment. The Plan advances enhanced access to the river, the creation of a continuous public space along the waters’ edge, redevelopment, and infill opportunity as the means to stimulate economic development and encourage investment in the area.

The CRAIIS seeks, in keeping with the Riverfront Master Plan, to address the above through capital investment and/or by promoting and incentivizing private investment in the following activities:

- The development of retail and restaurant commercial buildings to increase the economic base of the area utilizing aesthetically pleasing design;
- The development of natural “green space”, nature preserve, or other recreational areas that utilize the natural beauty of and protects the river and wetland areas;
- To develop in such a way that the area can utilize the deep water channel found directly off the banks as this will serve to promote tourism and continued economic development;
- Construct the missing Riverwalk from its current southern terminus to the CSX rail line to include access to the envisioned Riverfront Village Marina and;
- Continue to add necessary and desired public facilities (including restrooms and parking) throughout the new Riverwalk areas and marina as developed.

## **CRAIIS Specific Projects Outlined in the Vision of the Riverfront Master Plan**

- Development of the proposed Riverfront Village Marina;
- Roadway, streetscape, storm-water, and utility improvements to meet the needs of the area as redevelopment occurs;
- Improve access to the Blackwater River;
- Construction of multiple public parking facilities;
- Construction of Preservation Park

Riverfront Village Marina is envisioned as a new marina facility created just south of the rail line on the former industrial use property. Conceptually, the Village Marina includes a full service marina for both seasonal and transient boaters, and a pier to accommodate visiting fishing and tour boats. On the land side of the marina, a pedestrian promenade lines the basin and would be developed in association with plaza/park space defined by clustered commercial retail buildings.

Preservation Park is envisioned as occupying much of land south of the existing Wastewater Treatment plant. It land should be designated for preservation and passive recreational activities, including bird watching, fishing, and walking, while river access for canoes will be included as well. The trails are proposed as a raised boardwalk that meanders along the river and throughout the wetlands area that will include interpretive signs and stations.

Riverfront Village is directly associated with the Riverfront Village Marina. It is proposed to sit where the old industrial site and current Wastewater Treatment plant. The redevelopment is envisioned as a mixed use community of residential, office, and local neighborhood commercial uses. Ideally it will serve as a gateway to the marina facilities and localized residential neighborhood. Internal pathways link the neighborhood, Marina, and park.

## **CRAIIS Conformity to the City of Milton Comprehensive Plan**

The CRAIIS Plan conforms to the City of Milton Comprehensive Plan and Future Land Use Map. The development of the Riverfront into a mixed-use walkable downtown while providing for increased recreation and protection of the Blackwater River is in keeping with the goals and objectives of the Comprehensive Plan.

### **Land Use – Residential**

One and two family residential, as well as multiple family residential (R-1, R-2, R-3), uses are permitted in the RC-1 mixed-use district. Density levels for multiple family developments

located within in the mixed use district may be different than multiple family developments located in R-3 zones. Mixed low intensity and medium density (one and two family) residential land use should be permitted and encouraged adjacent to the mixed use district. The Traditional Neighborhood District (TND) Overlay has been adopted within the RC-1 zoning designated areas and will be applied to development upon request. TND regulations serve to increase the regulatory standards in exchange for a broadened list of permitted uses. The Blackwater Riverfront Master Plan vision indicates the proposed development of a number of new multi-family residential units, mixed use structures, and commercial structures throughout the area. The CRAIIS, in conjunction with the Milton Housing Authority, will ensure the development of affordable housing units to accommodate all demands including those of low and moderate income households, including the elderly.

### **Land Use – Commercial**

Both commercial office space and retail commercial land uses are permitted within the mixed-use district where economically viable. Retail commercial land uses should be of the neighborhood commercial variety, including eating and drinking establishments and selected specialty retailers. Initially the majority of these specialty retailers will most likely be establishments designed to serve the redevelopment commercial offices located in and around the Commercial Business District.

Commercial office space utilization should be encouraged throughout the mixed-use district and will most likely be the type of development, which will occur initially. The redevelopment of existing single-family structures located in the single family and the one- and two-family district to commercial office space should not be allowed.

### **RC-1 Site and Building Requirements.**

The following site and building requirements apply to RC-1 districts. They have been included here as the great majority and the focus of the Redevelopment area falls under this zoning designation.

(1) *General.* No building or structure on a site located in the RC-1 district shall exceed the lessor of three stories or 45 feet from grade at the required front, rear, or side yard lines, except as provided in sections III-5.1 and III-12.5;

(2) *Residential.* The following requirements apply to residential property located within the RC-1 district:

- a. Single-family density shall be the same as the R-1 district;
- b. One-family and two-family density shall be the same as the R-2 district; and
- c. Multiple-family side yard requirements shall be the lesser of ten percent of the lot width at the front building line or 15 feet. The maximum floor area ratio shall be 3.0, except as provided for in section III-12.5.

(3) *New residential.* The following requirements apply to new residential property located within the RC-1 district.

- a. Same requirements as R-1 district with setbacks of:
  1. Front yard and rear yard: 30 feet;
  2. Side yard: ten percent or 15 feet, whichever is less; and
  3. Lot coverage: 50 percent with a maximum height of 35 feet.Must be consistent with architecture or motif.
- b. There shall be a front yard having a depth of no less than the average depth of the front yards on the lots next adjacent thereto on either side. In case there is no dwelling within 200 feet of either side of the lot, the front yard depth shall be no less than 30 feet (to align building fronts).

(4) *Existing residential.* The following requirements apply to existing residential property located within the RC-1 district:

- a. If surrounded by commercial property, the same requirements as C-1 existing structures; provided that life safety/fire prevention concerns of building separations can be met; and
- b. In a residential setting with two sides or fewer are abutting commercial property, the same requirements as R-1 new residential.

(5) *Commercial.* The following requirements apply to commercial property located within the RC-1 district:

- a. Floor area ratio.
  1. No new structure shall be constructed with a floor area ratio in excess of 3.0, except as provided in section III-12.5.
  2. No structure shall be renovated with a floor area ratio in excess of 3.0, except as provided in section III-12.5.
  3. Structures used exclusively for parking shall not be included in floor area ratio calculations, but must meet all other requirements and shall be included in site coverage, yard regulations, etc.
- b. Site coverage.
  1. Renovations of existing structures will be allowed for a structure covering 100 percent of the site area. New construction may only cover 70 percent of the entire site area at ground level, except as provided in section III-12.5.
- c. Yard regulations.
  1. There are no specific yards or setbacks required, except where a lot line is adjacent to a residential use, in which case a 15-foot building setback from the adjacent residential lot line shall be maintained.
  2. No structure shall be erected closer than 30 feet from the Blackwater River, except as provided for in section IV-2.

(6) *New commercial.* The following requirements apply to new commercial property located within the RC-1 district:

- a. Setback specifications:

1. Front yard and rear yard: 15 feet;
  2. Side yard: five feet;
  3. Street fronts: to have ten-foot landscaping buffer; and
  4. Maximum lot coverage not to exceed 70 percent;
- b. If attached to an existing building must match existing setbacks, heights, lot coverage, and style of architecture or motif. In the case of an existing building within 200 feet of the lot, the front yard depth may be adjusted to align the building fronts, with approval of the city council serving as the community redevelopment agency;
- c. Maximum height is 45 feet; and
- d. Allowable use of bonus criteria for development community redevelopment agency (DCRA) per section III-12.5.

(7) *Existing commercial.* The following requirements apply to existing commercial property located within the RC-1 district:

- a. Must meet C-1 requirements wherever possible as stated in subsections (a) and (b) of this section.
- b. Landscaping requirements to be met wherever possible, but can be waived by the planning director, city manager, and engineer (if applicable); provided that two of the bonus criteria of subsection (d)(8) of this section are met.

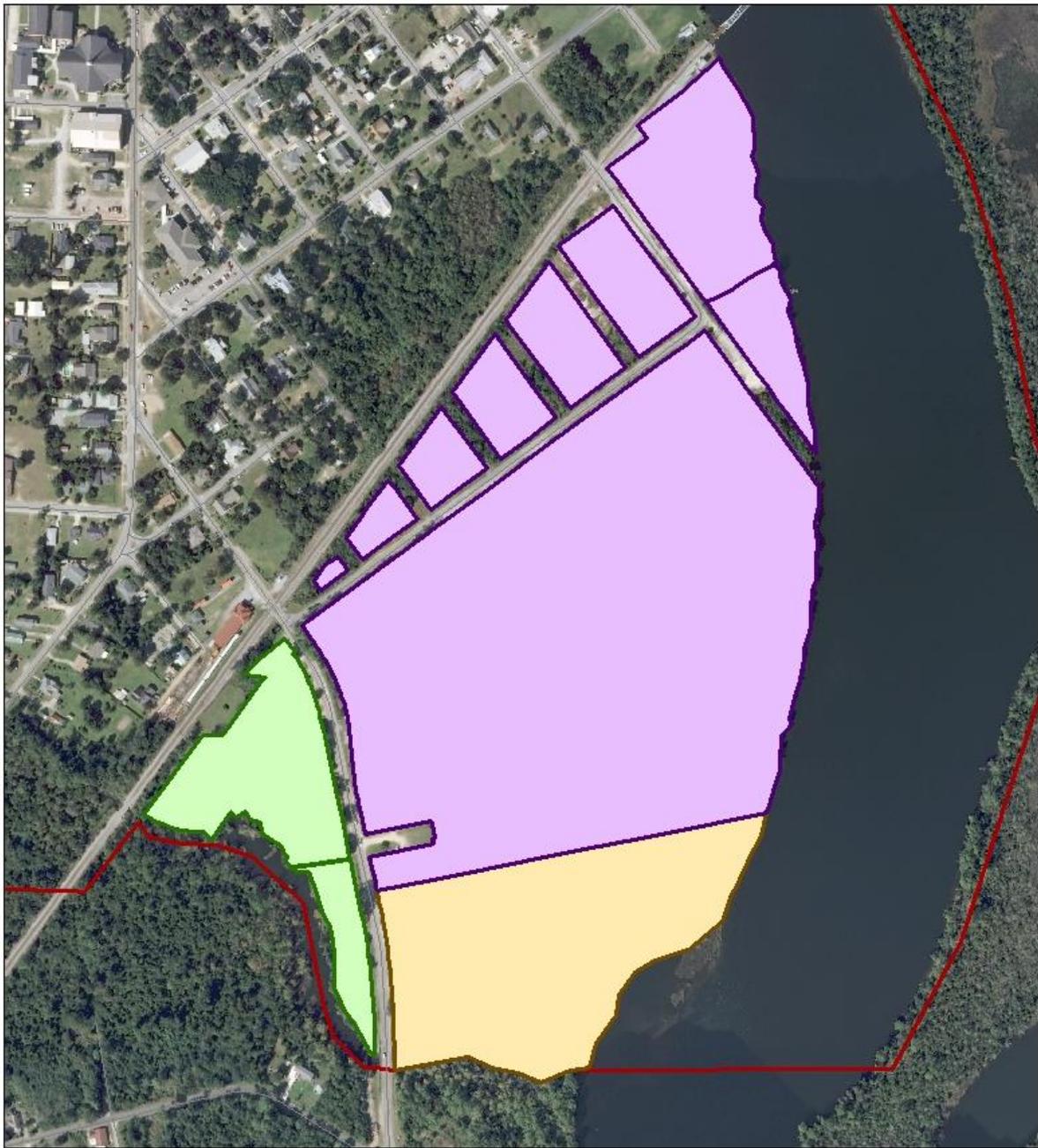
(8) *Bonus criteria.* Additional criteria to be considered for property located within the RC-1 district:

- a. A provision for landscaping in excess of requirements;
- b. The renovation of an existing building;
- c. Providing open space, outdoor seating, and/or pedestrian sidewalk;
- d. Compliance with the downtown theme or motif;
- e. Providing mural on building per guidelines;
- f. Revocation to existing building to "historic" architecture; and
- g. Providing on-site parking where none existed.

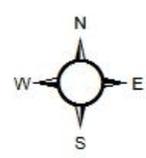
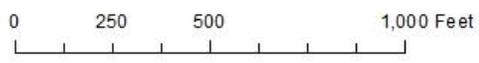


Figure 6: Proposed Riverfront Development in the Blackwater Riverfront Master Plan

Proposed Open Space: █  
 Proposed New Street Layout: █



**SOUTHERN COMMUNITY  
REDEVELOPMENT AREA  
FUTURE LAND USE**



**SCRA FLUM**

- Single Family Residential
- Residential Commercial
- Rural-Urban
- C.O.M. Boundary

Figure 7: CRAIIS Future Land Use

## **Land Use – Public Open Space, Parks, and Recreation Areas**

Land use devoted to open space and parks should be considered a top priority. The types of open space and parks to be created in the CRAIIS should include:

- 1) Landscaped areas and the extension of the riverwalk along Blackwater River (See Blackwater River Master Plan)
- 2) Conservation easements in a greenbelt around the CRAIIS, and
- 3) A fully developed wetlands boardwalk and observation deck in conjunction with other parks and recreational areas.

This additional park area should be developed to meet the proposed increase in population density and to increase the aesthetic appeal of the riverfront area. To increase the interest of development in the CRAIIS, this riverwalk development should be designed to attract as many visitors as possible and should be utilized as part of the centralized location for all local special activities such as the Riverwalk Arts Festival. The size of Preservation Park and the additional open space and playground/park facilities are envisioned as covering approximately 30 acres, not including any additional marina playground or park settings made available in the north eastern portion of the CRAIIS.

Public involvement in the acquisition of all other green areas, parks, and recreational areas located in the CRAIIS should be held to a minimum, this can be done by using public easements, deed restrictions, and low maintenance facilities. Conservation easements should be acquired along the portions of the CRAIIS boundary where trees and open areas already exist, this will serve as an aesthetically pleasing boundary for the CRAIIS and also provide opportunity for residents and tourists to visit minimally disturbed natural areas within the urban environment, public easements should be acquired along the riverfront and wetland areas which may be scheduled for development, this will serve to preserve the waterfront and wetlands for the use of all citizens and will assist in bringing people back to the area.

## **Rehabilitation and Conservation**

Whenever economically feasible and consistent with the recommended land use the concepts of rehabilitation and conservation should be extended to the CRAIIS. Existing neighborhoods can be conserved by the elimination of conflicting land uses and the use of higher density residential housing as barriers between low-density housing and commercial areas. This will protect the integrity of the residential area and prevent displacement of existing residents by commercial intrusion. Much of this will be the responsibility of the CRAIIS and the City of Milton Planning Board.

## **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 CRAIIS'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 CRAIIS 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 CRAIIS 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 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 increment 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 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 CRAIIS purposes only within the CRAIIS 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. However, as funding becomes available, the City has plans to reclaim the land the current Wastewater Treatment plant is on in an effort to further this plans efforts in the redevelopment area.

## **Redevelopment Policies and Elements**

### **Public/Private Partnerships Policy**

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

## Infrastructure, Policy, and Incentive Programs

Infrastructure improvements and capital investment within the CRAIIS 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, and the removal of the City's Wastewater Treatment Plant.

- 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 will be changed depending on the development format. An increase in traffic volume is expected. See proposed street layout identified in Figure 6. Pedestrian traffic will increase in the CRAIIS 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 CRAIIS 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 CRAIIS 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 CRAIIS. 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 CRAIIS 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 CRAIIS residents and employees. Construction of any recreational and park areas and provision of the “green belt” will improve resident access to passive and active recreational activities and pleasantly landscaped areas. The CRAIIS will become a desirable place to live and work and play.