COMPREHENSIVE PLAN

Adopted September 9, 2014

Prepared by The City of Milton, Department of Planning and Development

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"Anyone who has never made a mistake has never tried anything new."

- Albert Einstein

EXECUTIVE SUMMARY

The State of Florida regulates local government comprehensive planning through Chapter 163, Part II of Florida Statutes (F.S.). These laws mandate that local governments must maintain a long-range, comprehensive planning program that should be a continuous and ongoing process.

Since the last EAR based amendments the City has maintained and updated its Plan as new legislative initiatives have been approved, and as needs were identified for the community. The City established a Community Redevelopment Area (CRA) in essentially the City's Historic Central Business District (CBD).The City of Milton adopted the required amendments to the Plan to incorporate a Public School Facilities Element in August of 2009, and executed the Inter-local Agreement for Public School Facility Planning at the same time. The amendments also included school concurrency-related updates to the Capital Improvement and Intergovernmental Coordination elements. The Water Supply Work Plan and water supply-related Comprehensive Plan amendments were transmitted in July 2009.

The roadways within the City are operating at the adopted levels of service. The City is cooperating with Santa Rosa County, Florida-Alabama Transportation Planning Organization (TPO), Florida Department of Transportation (FDOT), and other regional organizations to invest and improve facilities related to transit, bicycle and pedestrian systems, in addition to roadway capacity improvements and targeted system improvements. The City is also looking to establish transit oriented land uses and Transportation Demand Management (TDM) and Transportation System Management (TSM) strategies to address traffic congestion.

Based on past EAR and Comprehensive Plan amendments and the City's desire to move forward with a Comprehensive Plan that will provide the necessary framework for the future of our community and the basis for our growth, we have restructured and reshaped our Comprehensive Planning mechanism.

The following Plan Elements are included:

1) Community Wide Assessment/Introduction
2) Capital Improvements
3) Future Land Use
4) Transportation
5) Housing
6) Infrastructure
7) Water Facility Supply Plan
8) Recreation
9) Conservation
10) Intergovernmental Coordination
11) Public Schools
12) Consistency of the Local Comprehensive Plan with the State Comprehensive Plan

CHAPTER 1: COMMUNITYWIDE ASSESSMENT

INTRODUCTION

The City of Milton, the county seat of Santa Rosa County, is located near the center of this western Florida Panhandle County, adjacent to the Blackwater River. The City of Milton is among the oldest cities in Florida, incorporated in 1844 under the Florida Territorial Acts of 1844. In founding days, the Blackwater River served as the main transportation artery for timber, lumber, brick, naval stores and ship building industries. Milton roots go back to the early 1800's when people began settling along the banks of the river. In its earliest days, the settlement may have been referred to simply as "Blackwater." The origin of the name Milton is uncertain, but was likely a derivation of "Milltown," demonstrating the importance of the lumber industry in the area. Legend has it that the area was also referred to by one of its most irritating features: the brambles and briars that once grew along the banks of the river. Hence, in early days Milton was referred to as "Scratch Ankle."

The Civil War had a catastrophic effect on progress in the city, being most commercial facilities were destroyed early in the war to prevent their use by Federal troops. Many residents fled to Alabama during the war and many lost their estates.

In the early 1880's, the railroad came to town, bringing a new dimension to the commercial activities of the area. Soon, railroad tracks covered the county, extending deep into the forests north of town as timber related industries flourished. Small towns such as Munson and Belandville began to spring up along the tracks. As virgin forestlands were cleared, farming became a major industry, with cotton and peanuts becoming the staple crops.

The first Courthouse in Milton, located on Berryhill Road on the site of the current Berryhill School Administration building, served as the Town Hall. Three devastating fires struck Milton in 1885 and 1892. Each largely destroyed the commercial sections of town. The worst fire of all, in 1909, razed almost every building within two blocks of the river, including the Town Hall. One of the few buildings remaining was the old courthouse. Downtown Milton today reflects the aggressive rebuilding effort that took place in the years following after this fire.

In the early part of the 20th Century, the City of Milton began to provide many of the services and conveniences of larger cities. In 1910, an electrical plant was installed at the edge of town on Berryhill Road. Shortly after, a modern waterworks, with 110-foot tall steel water tower, was erected at the same site. The Milton Fire Department was established in 1914. Over the next several years infrastructure began as sewer lines were laid, and streets were paved. A bridge was built across the Blackwater River at the foot of Grace Street, replacing the ferry which operated from the end of Berryhill Road for over 70 years.

As World War II approached, the trees were disappearing and the lumber industry began to decline. But war produced the need for Naval Aviators and the U. S. Navy built N.A.S. Whiting Field north of Milton. Over time, Whiting Field, and its associated outlying fields, became the preeminent training facility for Naval Aviators, and a vital part of our community. Census estimates put Milton's population at over 9,000 residents for the roughly five square mile city. Milton operates with a Council - Manager form of government. Manufacturing, service, farming and military are now major industries of the area. Milton is a vital, progressive city able to maintain the fine balance between small town charm and modern urban life. While the growth in new housing continues, historic preservation remains important, as exhibited in the City's Downtown Historic District.

A. POPULATION TRENDS AND SOCIOECONOMIC CONDITIONS

1. *Population Trends*

The rate of population growth in Milton has been higher than the statewide rate of growth. Between 2000 and 2010 the State of Florida grew at approximately 1.76 percent and Santa Rosa County grew at nearly 2.86 percent. During the same time period Milton grew at a rate of 2.53 percent. The growth rate of Milton from 1990 to 2000 was -0.2 percent but over 2.00 percent in the decade following. Of the 3 municipalities in Santa Rosa County, Milton has had the highest rate of population growth since 2000.

2. *Current and Projected Population*

Table 1 displays historic and projected population figures for Milton. In 1990 the City had a population of 7,216. The 2010 census population for Milton was 8,826, and represents a 20.18 percent increase over the 2000 Census population. This growth is a result of new development within the City, as well as annexations of portions of unincorporated Santa Rosa County and the subsequent development of those lands. The population figures shown below are taken from the US Census; they were collected and calculated by the Shimberg Center of the University of Florida.

Table 1.1:
City of Milton Population Estimates, 1990-2025

Year	Population Estimates	Population Change
1990	7,216	N/A
2000	7,045	-171
2007	7,717	+672
2010	8,826	+1,109
2015	9844	+950
2020	10923	+1079
2025	11980	+1057

University of Florida, Shimberg Center

For the next decade the population is projected to maintain a growth rate of 3 percent. After 2015, the population growth rate is projected to be less than the previous period, but only moderately. By 2025, the City is projected to have a total population of 11,980 residents.

3. *Housing Demand & Development*

Table 2 highlights the projected housing needs for Milton through 2025. The demand for housing units was projected by dividing the population estimate (permanent residents) by the average number of persons per household for the City, or 2.31 persons according to the U.S. Census (2007-2011 American Community Survey). The projected housing demand should only be used for planning level analyses. In addition, housing demand is dynamic and is affected by many influences, including market conditions, household income, and inflation.

Table 1.2:
Projected housing Demand, 2010-2025

Year	Population Estimate	Projected Demand for Housing Units
2010	8747	3786
2015	9844	4261
2020	10923	4728
2025	11980	5186

University of Florida, Shimberg Center

Table 3 below illustrates the number of households in the City in 2009 according to the proportion of a household's annual income paid for housing, by ownership type. Around 21.8 percent of the owner occupied households are "cost-burdened," while 32.1 percent of the renter occupied households are "cost-burdened." A household that is "cost-burdened" is spending more than 30 percent of its income on housing. The proportion of all owner-occupied households that are "severely cost-burdened" is 8.5 percent. The proportions of all renter-occupied households in Milton that are "severely cost-burdened" are 14.9 percent, and nearly double the proportion for owner-occupied households. A household is considered "severely cost-burdened" if it spends more than 50 percent of its income on housing.

Table 1.3:
City of Milton Households,
Amount of Income Paid for Housing by Ownership, 2009

Ownership Type	0–30%	30-50%	50% or More	Total
Owner	1426	241	156	1823
Renter	866	219	190	1275

University of Florida, Shimberg Center, 2010

Table 4 shows the households in Milton by income level and the approximate percentages of income those households paid for housing. Nearly 74 percent of all households in the City are not classified as cost-burdened, and more than 58 percent of all households fall into those affordable for moderate income levels. The proportion of households that are "cost-burdened" is approximately 26 percent, and the vast majority of those are within the very low and extremely low income categories.

Table 1.4: City of Milton Households,
Proportion of Income Paid for Housing, 2009,
Household Income as Percentage of Area Median Income

Income Category	0-30%	30-50%	50% or More	Total
Extremely Low AMI	115	33	209	357
Very Low AMI	188	145	88	421
Low AMI	330	145	35	510
Moderate AMI	1659	137	14	1810
TOTAL HOUSEHOLDS	**2292**	**460**	**346**	**3098**

University of Florida, Shimberg Center, 2008

Those households in the extremely low income category as well as the very low income category likely have a difficult time finding affordable housing within the City. The percentage of extremely low income households that are not cost-burdened is less than one third of all households in that income category, though for very low income households the percentage rises to 44.3 percent.

Generally, the availability of affordable housing within the City is adequate based on only 11 percent of the City's total households contribute 50 percent or more of their income towards housing.

B. CHANGES IN LAND AREA

1. *Annexations*

In 1990 the total acreage of the City was 2,487.31 acres. The current City acreage stands at 3,702 acres (2012). This increase of 1,214.69 acres is attributed to annexations of County land. The majority of these annexations include several large areas and developments, including 83 parcels along Highway 90. The City currently owns 256.3 acres within the city limits. Table 5 presents the annexations since 1998.

Table 1.5:
Recent City of Milton Annexations

	DESCRIPTION	ORD #	Effective Date	Land Area Acres
1.	HWY 90 ANNEXATION, 83 PARCELS 496.22 ACRES	1032	12-14-99	496.22
2.	COMP PLAN AMENDMENT RE: 1959 ANNEX 53.8 ACRES	1137-03	12-09-03	53.8
3.	ASHTON WOODS ANNEXATION 52.79 ACRES	1056	08-08-00	52.79
4.	ADJACENT LOT TO RUSSELL HARBER EXTENSION	1110-03	02-11-03	40
5.	SUMMERTOWNE ANNEX 26.36 AC	1224-06	11-14-06	26.36
6.	TARYN'S ESTATE, 19.5 ACRES	1170-05	05-11-04	19.5
7.	RUSSELL HARBER LNDG EXTENSION 35-2N-28-0000-01301-0000	1106	12-10-02	3.74
8.	ANNEXATION OF 6 PARCELS OFF DOGWOOD/WISTERIA/HONEYSUCKLE (APRX 4 ACRES 4 PARCELS – MOONEY, PET #2 6396 WISTERIA, PET #1 6391 HONEYSUCKLE, PET #3	1267-07 1268-07 1269-07	01/08/08 01/08/08 01/08/08	3.38
9.	6339 HONEYSUCKLE	1296-08	10/14/08	0.986
10.	6373 HONEYSUCKLE	1272-08	03/11/08	0.826
11.	TOM THUMB ANNEX – GLOVER LN	1093	06-11-02	0.819
12.	RENTION POND ADJ VANITY FAIR .74 ACRES	1133-03	12-09-03	0.74
13.	PARCEL ADJ FORSYTH HS, BHILL RD SN-28-0000-03604-0000 .47 ACRES	1115-03	04-08-03	0.47
14.	JACKSON LANE ANNEXATION, 2 LOTS	1015	8-10-99	0.3

15	NWFWMD PROPERTY	1338-10	12-14-10	67.82
16	NWFWMD	1339-10	12-14-10	3.14
17	4917 GLOVER LANE	1364-12	1-10-12	1.14

City of Milton, Department of Planning and Development

Total Area in Square Miles: 1.206293

Total Area in Acres: 772.031 Acres

2. *Location of Actual and Anticipated Development*

During the last planning period, most of the growth in Milton was along the City's northwestern edge. This is expected to continue, even though growth is targeted toward infill and redevelopment. According to the Santa Rosa County EAR, the County expects future growth activity for its territories to occur along the city's corridors. In addition to the City's designated redevelopment areas, Milton does possess vacant land which will likely be a major contributor to the future growth of the City.

FLUM Amendments Since 1998

Table 6 below displays the approved FLUM amendments from 1998 to 2012. The FLUM amendments range in size from 67.82 acres to less than 1.00 acres. Two other amendments were over 50 acres (50.3 acres and 52.79 acres respectively), and one amendment in 2003 changed the FLU designation of 40 acres. Six of the 14 amendments were less than an acre. For those 14 amendments half were considered small scale (less than 10 acres). The largest by far 496 acres was the annexation of commercial property along the city's principle east west corridor U.S. 90 amendments resulted in approximately 118 acres of increases in density and intensity, and decreases for approximately 67 acres.

Table 1.6:
Future Land Use Map Amendments, 1998-2012

Year	Acres	Existing FLU Designation	Amended FLU Designation
1999	3.84	Single-Family Residential	Multi-Family Residential
2002	1.08	Single-Family Residential	Multi-Family Residential
2003	18.48	Industrial	SFR; Multi-Family Res. & Commercial
2004	N/A	Commercial	Multi-Family Residential
2005	2.41	Single-Family Residential	Commercial

2006	2.21	Single-Family Residential	Residential-Commercial
2007	2.02	Single-Family Residential	Residential-Commercial
2007	0.51	Single-Family Residential	Commercial
2008	2.68	Multi-Family Residential	Commercial
2010	67.82	NWFWMD	Public
2010	3.14	NWFWMD	Public
2012	1.14	County	Commercial

City of Milton, Department of Planning and Development (2012)

The overall effect of the large scale amendments on the City was a general maintenance of the status quo. Even though the amendments produced an overall increase in the density and intensity in uses on the FLUM, the effects of these amendments are only significant when their location relative to each other and to existing uses are taken into account.

The great majority of the land use changes occurred in 1999. This accounted for nearly 64 percent of the total land use changes. More than 496acres of the 772.03 acres was one land use change. Therefore, the City of Milton's Future Land Use Map has anticipated where development will occur relatively well.

Over the next several years, commercial growth will continue to occur along the city's corridors and around their interchanges. As soon as the residential markets come back, the majority of the future residential development is predicted to be largely in the north and east.

Other types of development that will occur within the City include small-scale development within the City's Central Business District in the older, southeastern part of Milton, and larger, high-profile commercial/office/distribution.

3. *Land Use Analysis*

The City maintains an Existing Land Use (ELU) map and a Future Land Use (FLU) map of all parcels within the City, as well as for the Santa Rosa County enclaves within the City. Currently, one of the largest existing land uses in the City is Single Family Residential which covers over 37.00 percent of the City's total land. This percentage speaks to the residential character of the City. Additionally, the City has over 500 acres of existing Commercial land uses (nearly 15.00 percent), and approximately 37 acres of existing Industrial land uses, or approximately 1 percent of the City's total area. The low percentage of industrial land uses is indicative of a "commuter town".

Table 1.7:
Existing Land Use, 2012

Existing Land Use	Acres	Percent of Total
Commercial	599.54	16.19%
Industrial	37.18	1.00%
Institutional	229.34	6.19%
Mixed Use (RC)	49.46	1.34%
Multi-Family Residential	58.42	1.57%
Planned Development	68.76	1.86%
Public	143.33	3.87%
Recreational	135.72	3.67%
Single-Family Residential	1416.40	38.26%
Transportation	451.39	12.19%
Undeveloped	513.61	13.87%
Water Features	131.29	3.55%
Total	**3702.05**	**100.00%**

Santa Rosa County, 2012

Vacant Developable Land Analysis

The City of Milton is approximately 77 percent built out. There are roughly 830 acres of undeveloped land, representing approximately 23 percent of the City's land area. The figure for 'Undeveloped' land in Table 7 reflects land acreage that is not currently classified as another land use though there are roughly 300 additional acres presently vacant or undeveloped in the other various land use categories. Table 8 presents the City's undeveloped land by future land use.

Table 1.8:
Undeveloped Land by Future Land Use

Future Land Use	Acres
Commercial	120.44
Industrial	24.79
Public Lands	160.79
Recreation	4.79
Rural Urban	.45
Single-Family Residential	292.25
Multi-Family Residential	217.39
Residential-Commercial	10.04
TOTAL	**830.94**

City of Milton Department of Planning and Development, 2013

C. FINANCIAL FEASIBILITY

Section 163.3191(2)(c), F.S. requires that the EAR evaluate the City of Milton's ability to achieve and maintain their adopted level-of-service (LOS) standards for all public facilities. The EAR is also required to present the financial feasibility of implementing the plan to meet the demands of growth on public services and facilities.

1. *Financial Feasibility of Comprehensive Plan Implementation – Retrospective*

The City has been sporadically preparing annual Concurrency Management Reports (CMRs) since at least 2005. Based on a review of past CMRs, and following analysis of current data there are no public facilities with identified LOS issues. Regarding transportation, a LOS issue

was identified on Highway 90 at its intersection with Stewart Street around 2007. The City was relying on data derived from Santa Rosa County to track potential transportation concurrency issues. The county working through DCA developed a different methodology for determining concurrency and the road segment in question met standards as a result of the change. The following information presents the current LOS for public facilities and the projected LOS to demonstrate the changes that will be needed for the EAR-based amendments to adopt a financially feasible comprehensive plan.

2. Financial Feasibility of Comprehensive Plan Implementation – Future

The Capital Improvements Element (CIE) contains objectives and policies designed to achieve and maintain adopted LOS standards for public facilities. The CIE policies describe the City's process for ranking projects according to community need, as well as debt management and annual budget. The CIE Data and Analysis outlines the structure and functions of the Concurrency Management System, and *CIE Policy* 2.1.1 incorporates this analysis and description by reference. The Data and Analysis also contains the City's Capital Improvement Schedule for projects related to maintaining public facility concurrency in that document's Table VIII-1, as noted in *Capital Improvement Element*, *Policy 1.3.2.*

3. Maintenance of Adopted Level of Service Standards

The City of Milton has adopted LOS standards for each of the following types of public facilities and services:

- Roads
- Potable water
- Wastewater/sanitary sewer
- Stormwater
- Solid waste
- Recreation and open space
- Public school facilities

CHAPTER 2: CAPITAL IMPROVEMENTS ELEMENT

INTRODUCTION

The FY 2008-2013 Capital Projects listing totals $5,241,400.00. Funding sources for these projects were varied and consisted of current revenues, revenue bonds, loan proceeds, impact fees, grants, and developer contributions. The City will continue to look for additional methods of funding for the projects.

Over the next five years $24,500.000.00 is proposed for the refurbishment of the city's sewer collection system and the new Wastewater Treatment Facility. The City continues its area utility provisions through the gas system expansions and updates on associated technology, totaling $1,230,000.00. Stormwater issues and concerns identified by the City are corrected by the established stormwater utility fees generated for that purpose. A total of $975,000.00 is proposed to be allocated on Parks and Recreation during this planning period to include Sportsplex expansion, new lighting, restroom facilities, and other upgrades. A need identified by many, Water system improvements, is an area where large outlays are expected, with a budgeted amount of $2,900,000.00. Transportation improvement projects and general governmental operation improvement projects makeup the remainder of the proposed planning period capital improvement projects. These capital improvement projects have been identified to meet the demands of future growth and make Milton truly a place where *"Good Living Flows".*

A. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: THE CITY SHALL PROVIDE FOR NEEDED PUBLIC FACILITIES FOR ITS EXISTING AND FUTURE RESIDENTS THROUGH THE USE OF SOUND FISCAL POLICIES BY PROTECTING INVESTMENTS IN EXISTING FACILITIES, MAXIMIZING THE USE OF EXISTING FACILITIES AND PROMOTING ORDERLY GROWTH.

OBJECTIVE 1.1: CAPITAL IMPROVEMENTS SHALL BE PROGRAMMED TO MEET EXISTING DEFICIENCIES, TO ACCOMMODATE DESIRED FUTURE GROWTH, AND TO REPLACE WORN OUT OR OBSOLETE FACILITIES, AS INDICATED IN THE FIVE-YEAR SCHEDULE OF IMPROVEMENTS OF THIS ELEMENT.

POLICY 1.1.1: The City shall include all projects identified in the other elements of this plan and determined to be large scale and high cost ($25,000 or greater), as capital improvements projects for inclusion within the 5-Year Schedule of Improvements of this element.

POLICY 1.1.2: The City shall, after identification and prioritization of fiscal resources, schedule and allocate funds for needed capital improvement projects in the 5-Year Schedule of Improvements which are designed to correct existing and future deficiencies listed in this Capital Improvements Element.

POLICY 1.1.3: The City shall make efforts to seek public input for the projects being proposed for inclusion in the 5-Year Schedule of Improvements.

POLICY 1.1.4: Proposed capital improvements projects shall be evaluated and ranked in order of priority with projects meeting the following guidelines receiving the highest priority.

1. Whether the project is needed to protect public health and safety, to fulfill the City's legal commitment to provide facilities and services, to preserve or achieve full or designed use of existing facilities, to replace or renew existing capital facilities, or to maintain the level of service standards established in this element.
2. Whether the project increases efficiency of use of existing facilities, prevents or reduces future improvement cost or operational and maintenance needs, provides service to developed areas lacking full service, or promotes in-fill development; and
3. Whether the project is consistent with the Future Land Use Element of this comprehensive plan and represents a logical extension of facilities and services within a designated service area.

OBJECTIVE 1.2: (PROPORTIONATE SHARE IMPACT FEES) FUTURE DEVELOPMENT WILL BEAR A PROPORTIONATE COST OF FACILITY IMPROVEMENTS NECESSITATED BY THE DEVELOPMENT IN ORDER TO MAINTAIN ADOPTED LOS STANDARDS.

POLICY 1.2.1: New development is required, by the adoption of the City's Impact Fee Ordinance, to increase its proportional contribution of the cost for new facility improvements to maintain the level of service standards by paying impact fees. These fees are found in Resolution No.: 1265-13 prepared by the City's Planning and Development Services Department. These fees may be amended by ordinance from time to time.

POLICY 1.2.2: The funds collected from the impact fees shall be utilized as follows to ensure that development bears only the cost of capital facilities necessary to accommodate the development (i.e., their fair share):

1. Funds collected from the park impact fee shall be used for the purpose of land acquisition, capital improvements to and expansion of the park services and facilities within the City of Milton. Such improvements are intended to accommodate new growth and new development, as no deficiencies are created by the adopted level of service, these funds shall be used to ensure that the availability of park and recreation facilities can remain equal on a per unit or per capita basis to the level of service in the Parks and Recreation Element of this plan and as adopted in the Milton Parks and Recreational Services Impact Fee Ordinance. No funds shall be used for periodic or routine maintenance.
2. Funds collected from the sewer and water impact fees shall be used for the purpose of providing capital land, facilities and equipment for the provisions of water and sewer service to the City's present and future service areas. Such capital improvements are intended to accommodate the demand for facilities and equipment generated by growth and development so that the level of service existing on the adoption date of this plan element can be maintained. No funds shall be used for salaries, periodic or routine maintenance, or general operating expenditures.
3. In cases where jurisdictions overlap or service delivery enhancements can be achieved through, the City may enter into inter-local agreements with

Santa Rosa County, District service providers, the State, and the Federal Government to ensure that the funds are expended consistent with this Comprehensive Plan.

OBJECTIVE 1.3: THE CITY WILL MANAGE ITS FISCAL RESOURCES TO ENSURE THE PROVISION OF NEEDED CAPITAL IMPROVEMENTS FOR PREVIOUSLY ISSUED DEVELOPMENT ORDERS AND FOR FUTURE DEVELOPMENT AND REDEVELOPMENT.

POLICY 1.3.1: The City shall require that all facilities needed to serve development for which development orders were previously issued are available concurrent with the impacts of said development.

POLICY 1.3.2: The City shall continue to adopt a 5-Year capital improvement program including an annual capital budget as part of its budgeting process.

POLICY 1.3.3: The City may transfer the unexpended balance from one fund to another fund for service provision and maintenance is surplus funds are evident, subject to applicable law.

POLICY 1.3.4: Efforts shall be made to secure grants or private funds whenever available to finance the provision of capital improvements.

Strategy 1.3.4.1: The City shall pursue the following grants:

1. Urban Development Action Grants (U.D.A.G.) for the provision of infrastructure (i.e., streetscape, parking lot, etc.)
2. Land and Water Conservation Fund (L.W.C.F.) grant for the acquisition of park lands;
3. Florida Recreation Development Assistance Program (F.R.D.A.P.) grant for the development of parks and recreational facilities to include land acquisition;
4. Tax Incentive Programs to provide for attraction, expansion and retention of business and industry to be used as an "incentive" to encourage donations of lands, funds, and inventory for concurrency related items;
5. Community Development Block Grant (C.D.B.G.) - upgrade of housing stock and infrastructure improvements; and
6. Any other grants available to finance capital improvements.

POLICY 1.3.5: The City shall establish and implement strategies for the management of debt which, at a minimum, shall include the following:

1. Revenue bonds shall be limited to the specific revenue source capability for the type of bonds issued. This limitation requires an analysis of each issue to ensure adequate fiscal resources for debt service as well as operation and maintenance needs.
2. General obligation bonds shall be limited to 30% of the ad valorem tax base.
3. Total debt service shall be analyzed as stated in (a) and (b) above as part of each annual capital improvement program update.

OBJECTIVE 1.4: (LEVEL OF SERVICE STANDARDS) DECISIONS REGARDING THE ISSUANCE OF DEVELOPMENT ORDERS AND PERMITS WILL BE BASED UPON COORDINATION OF THE DEVELOPMENT REQUIREMENTS INCLUDED IN THIS PLAN, THE LAND DEVELOPMENT REGULATIONS AND THE AVAILABILITY OF NECESSARY PUBLIC FACILITIES NEEDED TO SUPPORT SUCH DEVELOPMENT AT THE TIME NEEDED AS OUTLINED IN THE FOLLOWING POLICIES:

POLICY 1.4.1: The City shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facilities and as a basis for development of land development regulations by which development orders will be either approved or denied.

POLICY 1.4.2: The City shall provide capital facilities and infrastructure necessary to maintain the levels of service as identified in the following elements of the City's Comprehensive Plan, Transportation Element Policy 1.1.1, Recreation and Open Space Element Policy 1.3.1, and Infrastructure Element Policy 1.2.1, and the following Community related levels of service.

Community Facilities*

The following levels of service (LOS) are based upon industry standards:

Police	2.0 FTE's per 1000 population*
Fire	6 minute response time 90% of call outs*

*These LOS standards are advisory only and are not to be utilized as a basis for approval or denial of a development order they are intended as a service level target only.

POLICY 1.5.1: Plan Amendments. Proposed plan amendments or requests for new development or redevelopment shall be evaluated according to the following guidelines and for preservation of the intentional consistency of this Comprehensive Plan, through specific findings that the proposal will not:

1. Contribute to a condition of public hazard;
2. Exacerbate any existing condition of public facility capacity deficits, as described in the elements of the Comprehensive Plan;
3. Generate public facility demands that may not be accommodated by capacity increases planned in the 5-year Schedule of Improvements;
4. Be incompatible with future land uses as shown on the Future Land Use Map of the Future Land Use Element, and as described in the Potable Water, Sanitary Sewer, Solid Waste, Stormwater Management, and Water Supply Facilities Plan;
5. If public facilities are developer provided, generate additional public facility demands based upon adopted LOS standards;
6. If public facilities are provided, in part or whole, by the demonstrated financial feasibility, subject to this element; and
7. The effect of a proposed development on state agencies and water management district facilities plans.

GOAL 2: THE CITY WILL MANAGE A CONCURRENCY MANAGEMENT SYSTEM TO EVALUATE THE IMPACT OF DEVELOPMENT ON THE LEVEL OF SERVICES OF PUBLIC FACILITIES SUCH AS POTABLE WATER, SANITARY SEWER, SOLID WAST, DRAINAGE, TRANSPORTATION, AND PARKS AND RECREATION.

OBJECTIVE 2.1: (CONCURRENCY MANAGEMENT SYSTEM) THE CITY WILL ENSURE THAT THE ISSUANCE OF A DEVELOPMENT ORDER OR DEVELOPMENT PERMIT IS CONDITIONED UPON THE AVAILABILITY OF PUBLIC FACILITIES AND SERVICES NECESSARY TO SERVE NEW DEVELOPMENT THROUGH THE ESTABLISHMENT OF A CONCURRENCY MANAGEMENT SYSTEM WHICH IS CONSISTENT THE FOLLOWING POLICY. THE CITY WILL NOT ISSUE AN APPLICATION FOR DEVELOPMENT APPROVAL FOR A DEVELOPMENT IF THE PUBLIC FACILITIES ARE NOT AVAILABLE.

POLICY 2.1.1: The City of Milton shall ensure that development orders and development permits are issued in a manner that will not result in a reduction in the levels of service below the adopted level of service standards for the affected facility through the establishment of a concurrency management system which requires:

1. The City of Milton shall maintain adopted level of service standards;
2. The City of Milton include in the Capital Improvements Element, a financially feasible plan demonstrating that adopted level of service standards will be achieved and maintained;
3. The City of Milton shall enforce the provisions of its land development regulations which specify and implement provisions of the concurrency management system.

POLICY 2.1.2: Prior to the approval of an application for a development order or functional equivalent which contains a specific plan for development, including the densities and intensities of development, a test for concurrency applying adopted level of service standards will be conducted. The following standards are hereby established to meet the City's concurrency requirements:

A. *For sanitary sewer, solid waste, drainage, and potable water supply and facilities:*
   1. Prior to the issuance of a application for development approval (ADA) or it functional equivalent (development order), the City of Milton shall determine whether adequate water supplies to serve the new development will be available. A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the necessary facilities, resources and services are in place and available to serve the new development; or
   2. At the time the development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., to be in place and available to serve new development at the time of the issuance of a certificate of occupancy or its functional equivalent.

B. *For parks and recreation facilities:*
   1. At the time the development order or permit is issued, the necessary facilities and services are in place or under actual construction; or
   2. A development order or permit is issued subject to the condition that, at the time of the issuance of a certificate of occupancy or its functional equivalent, the acreage for the necessary facilities and services to serve the new development is

dedicated or acquired by the City, or funds in the amount of the developer's fair share are committed; and:

a. A development order or permit is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent as provided in the City's adopted 5-year schedule of capital improvements; or

b. At the time the development order or permit is issued, the necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent; or

c. At the time the development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S., to be in place or under actual construction not more than one year after issuance of a certificate of occupancy or its functional equivalent.

C. *For transportation facilities designated in the City's adopted comprehensive plan:*

1. At the time a development order or permit is issued, the necessary facilities and services are in place or under construction; or

2. A development order or permit is issued subject to the conditions that the necessary facilities and services needed to serve the new development are scheduled to be in place or under actual construction not more than three years after issuance of a certificate of occupancy or its functional equivalent as provided in the City's adopted five-year schedule of capital improvements. The schedule of capital improvements may recognize and include transportation projects included in the first three years of the applicable, adopted Florida Department of Transportation five year work program. The Capital Improvements Element must include the following policies:

   a. The estimated date of commencement of actual construction and the estimated date of project completion.

   b. A provision that a plan amendment is required to eliminate, defer, or delay construction of any road or transit facility or service which is needed to maintain the adopted level of service standard and which is listed in the five-year schedule of capital improvements; or

3. At the time a development order or permit is issued, the necessary facilities and services are the subject of a binding executed agreement which requires the necessary facilities and services to serve the new development to be in place or under actual construction no more than three years after the issuance of a certificate of occupancy or its functional equivalent; or

4. At the time a development order or permit is issued, the necessary facilities and services are guaranteed in an enforceable development agreement, pursuant to Section 163.3220, F.S., or an agreement or development order issued pursuant to Chapter 380, F.S., to be in place or under actual construction not more than three years after issuance of a certificate of occupancy or its functional equivalent.

5. For the purpose of issuing a development order or permit, a proposed development may be deemed to have a de minimis impact and may not be subject to the

concurrency requirements of Rule 9J-5.0055(3)(c)1.-4., F.A.C., only if all of the conditions specified in subsection 163.3180(6), F.S., are met.

OBJECTIVE 2.2: FUNDING SOURCES. THE CITY SHALL PURSUE ADEQUATE FUNDING FOR THE CONSTRUCTION OF CAPITAL PROJECTS IDENTIFIED IN THE CAPITAL IMPROVEMENTS SCHEDULE.

POLICY 2.2.1: The following procedures shall be used to pursue adequate funding for potable water capital projects.

A. Maintain a reserve account restricted for potable water related capital projects derived from impact fee revenues.

B. A portion of funds collected from the pertinent Enterprise Fund shall be reserved to complete potable water capital projects.

C. The City may use long term capital lease payments on lease purchases for capital projects identified within this Element, provided adequate debt service requirement are provided.

D. Connection fees may be used to fund eligible growth-related water capital projects.

POLICY 2.2.2: The City adopts herein the five (5) year financially feasible Capital Improvements Projects (CIP) described as Table 2.1. The first three (3) years are funded through committed sources, while years, four (4), and five (5) are funded through planned sources. Table 2.1 also identifies the committed funding sources for those items in years one (1), two (2), and three (3) and further identifies potential and known funding sources for the out years. Notations on revenue increases based on fund balance histories and the extrapolation of same, using proven methodology. In the event that a source of funding is not available for the purpose outlined in years one (1), two (2), and three (3) the City shall identify alternative revenue sources, amend the Capital Improvement Projects (CIP), or implement other options provided in the Florida Statute (F.S.) or the Florida Administrative Code (FAC) to ensure that levels of service continues to be attained and maintained. Items identified in Table 2.1 that have a relationship to concurrency are identified by the notation CIE found next to the particular item.

Table 2.1:
Five Year Schedule of Improvements

FY	Category	Item	Cost	Funds Source
2014				
	Equipment			
		New Police Cars	$75,000.00	Budget
	Facilities			
		Land Acquisition for Sportsplex Expansion	$250,000.00	Reserves
	Infrastructure			
		Natural Gas Steel Line Replacement - Phase 1	$30,000.00	Budget
		Extend Gas line to I-10 Industrial Park	$50,000.00	Budget
		Hwy 90 Median Beautification - Phase 1	$150,000.00	Grants
		Hwy 90 Median Beautification - Phase 2	$150,000.00	Grants
2015				

	Facilities			
		Complete Pase II Upgrades to Gill-Bass Park	$80,000.00	Budget
	Infrastructure			
		Natural Gas Steel Line Replacement - Phase 2	$50,000.00	Budget
2016				
	Equipment			
		Fire Department Command Vehicle	$55,000.00	Budget
	Facilities			
		Upgrade Field Lighting	$200,000.00	Reserves
		CNG Station Upgrade	$300,000.00	Reserves
	Infrastructure			
		HINOTE ST: Resurface STEWART TO BYROM	$26,000.00	Budget
		Lift station Refurbishments	$250,000.00	Budget
		Berrhill Road Water Main Up-sizing	$500,000.00	Reserves
		Canal Streeet Streetscape Improvements	$180,000.00	Grants
		MARY ST: Mill & Resurface SOUTH OF U.S.90	$28,000.00	Budget
		Mary St: Mill & Resurface North of 90	$31,500.00	Budget
		Add Sidewalks to Berryhill Rd From Stewart to Dogwood	$100,000.00	Budget
		Natural Gas Steel Line Replacement - Phase 3	$50,000.00	Budget
		Alabama St: Mill and Resurface Munson Hwy to Stewart	$76,340.00	Budget
		Alabama St: Mill & Resurface from Munson to Berryhill	$117,900.00	Budget
		South Willing St and Parking Lots: Mill & Resurface	$77,200.00	Budget
		Roeville Water Well	$500,000.00	Grants
		Roeville Elevated Water Tank	$1,500,000.00	Grants
2017				
	Equipment			
		96 Gal Sideload Recycling Cans	$183,680.00	Reserves
		Replace Rescue Vehicle	$250,000.00	Loan
		Vacuum Truck	$250,000.00	Budget
		Drive By Meters	$2,000,000.00	Loan
		Rescue Boat	$75,000.00	Reserves
		Extrication Equipment Replacement	$35,000.00	Budget
		Purchase a Grapple Truck for Yard Debris Pick-up	$85,000.00	Reserves
	Facilities			
		City Hall Remodel	$150,000.00	Reserves
		Warehouse Build Out	$150,000.00	Reserves
		R & R Restroom at Lucille Johnson Park	$50,000.00	Budget
		Expand Skate Park Street Skating Area	$150,000.00	Budget
		City Hall Chiller Replacement	$200,000.00	Budget
	Infrastructure			
		Highway 87 South Extension/Improvements	$300,000.00	Loan
		Whiting Field Natural Gas High Pressure Line Extension	$600,000.00	Grants
		Additional Natural Gas Supply Gate Station	$50,000.00	Reserves
		Park Ave: Mill & Resurface West of Dogwood	$29,000.00	Budget
		South Willing Street Streetscape Improvements	$250,000.00	Grants
		Walker St: Level and Overlay Canal to Susan	$52,000.00	Budget
		Berryhill Rd: Mill & Resurface Stewart to Dogwood	$111,000.00	Budget
		Natural Gas Steel Line Replacement - Phase 4	$50,000.00	Budget
		Byrom St: Resurface North of Magnolia	$29,000.00	Budget
2018				
	Equipment			
		SCBA Replacement	$30,000.00	Budget
	Facilities			
		Replace Gazebo on North Riverwalk	$30,000.00	Grants
		East Milton WWTP	$24,000,000.00	Loan
		Replace Pavilion at South Riverwalk	$60,000.00	Grants
		Replace Basketball Courts at Lucille Johnson Park	$30,000.00	Budget
		R & R structures at Lucille Johnson Park	$50,000.00	Budget
		Construct Restrooms at Russell Harber Landing	$50,000.00	Budget

		Replace Restrooms at Hindall Park	$75,000.00	Budget
		Construct Car Port/Storage Area for Police Station	$60,000.00	Budget
	Infrastructure			
		Berryhill Well Replacement	$400,000.00	Loan
		Dogwood Drive Median Beautification	$200,000.00	Grants
		Decorative Lighting on Dogwood Drive	$350,000.00	Reserves
		Alabama Street Improvements	$2,500,000.00	Grants
		Natural Gas Steel Line Replacement - Phase 5	$50,000.00	Budget

City of Milton, 2013

GOAL 3: CONSISTENT WITH THE INTERLOCAL AGREEMENT FOR PUBLIC SCHOOL FACILITIES, THE CITY WILL, WITH THOSE WHO ARE A PARTY TO THE INTERLOCAL, MAINTAIN THE UNIFORM DISTRICT-WIDE LEVEL-OF- SERVICE STANDARDS WHICH ARE ESTABLISHED AS A PERCENT OF PERMANENT FLORIDA INVENTORY OF SCHOOL HOUSE (FISH) CAPACITY. THE LOS STANDARDS ARE SET AS FOLLOWS:

The LOS standard to be used by the County and the School Board to implement school concurrency shall be as follows:

A. Elementary: 105% of permanent Florida Inventory of School House (FISH) capacity as adjusted by the School Board annually to account for measurable programmatic changes.

B. Middle: 105% of permanent FISH capacity as adjusted by the School Board annually to account for measurable programmatic changes.

C. Combined: 90% of permanent FISH capacity as adjusted by the School Board Junior/Senior annually to account for measurable programmatic changes.

D. High: 105% of permanent FISH capacity as adjusted by the School Board annually to account for measurable programmatic changes.

OBJECTIVE 3.1: LEVEL-OF-SERVICE (LOS) STANDARDS: PURSUANT TO SECTION 163.3180(6) (B), F.S., THE LOS STANDARDS SET FORTH HEREIN SHALL BE APPLIED CONSISTENTLY WITHIN EACH LOCAL GOVERNMENT IN SANTA ROSA COUNTY FOR PURPOSES OF IMPLEMENTING SCHOOL CONCURRENCY, TO DETERMINE WHETHER SUFFICIENT SCHOOL CAPACITY EXISTS TO ACCOMMODATE A PARTICULAR DEVELOPMENT PROPOSAL, AND TO DETERMINE THE FINANCIAL FEASIBILITY OF THE SCHOOL BOARD'S 5-YEAR WORK PROGRAM. THE LOS STANDARDS SET FORTH HEREIN ARE ADOPTED BY REFERENCE AND BY THEIR INCLUSION IN THIS ELEMENT OF THE CITY'S COMPREHENSIVE PLAN.

POLICY 3.1.1: The City of Milton will provide, or require others to provide, public facilities and services needed to support development concurrent with the impacts of such development.

POLICY 3.1.2: The City of Milton will coordinate proposed development or redevelopment with State and regional agencies to consider whether the proposed action will affect State agency, water management district, or school district facility plans.

POLICY 3.1.3: The City of Milton will adopt annual updates to the School Boards 5-year schedule of capital improvements. These annual updates by the School Board will be adopted by reference as the City annually updates its CIE and CIP.

OBJECTIVE 3.1.4: SCHOOL FACILITY CONCURRENCY MITIGATION OPTIONS SHALL BE AVAILABLE TO ADDRESS THE IMPACTS OF RESIDENTIAL DEVELOPMENTS WHEN APPLICABLE ELEMENTARY, MIDDLE, OR HIGH SCHOOLS TO WHICH THE DEVELOPMENT IS ASSIGNED OR DISTRICTED BY THE SRCSB ARE AT MAXIMUM CAPACITY AND/OR EXCEED ADOPTED LEVELS OF SERVICE STANDARDS. THE SCHOOL CONCURRENCY MITIGATION OPTIONS SHALL BE INCORPORATED INTO THE CITY'S ORDINANCE FOR CONCURRENCY MANAGEMENT AND SHALL BE CONSISTENT WITH THOSE OPTIONS IDENTIFIED WITHIN THE SRC INTER-LOCAL AGREEMENT FOR PUBLIC SCHOOL FACILITY PLANNING. AT A MINIMUM THEY SHALL INCLUDE DONATION, CONSTRUCTION OR FUNDING OF SCHOOL IMPROVEMENTS SUFFICIENT TO OFFSET THE DEMAND CREATED BY THE PROPOSED DEVELOPMENT. THE CITY'S ANNUAL CIE UPDATE WILL INCLUDE THIS PROGRAM OF WORK BY REFERENCE.

B. MONITORING AND EVALUATION

Chapter 163 of Florida Statutes requires the Capital Improvement Element to be continuously monitored and evaluated. Therefore this element will be reviewed on an annual basis to ensure that required fiscal resources will be available to provide the public facilities needed to support the adopted Level of Service Standards.

The annual review will be the responsibility of the City Manager, the City Finance Director, and the City Planning Manager. This group's findings and recommendations will be presented to the Mayor and City Council at a public meeting. The City Council will direct staff to take appropriate actions based upon the review committee's findings and recommendations.

The City, in conducting its annual review of the Capital Improvement Element, will consider the following factors and will amend the element accordingly:

1) Any corrections, updates, and modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the element; or the date of construction of any facility enumerated in the element;

2) The Capital Improvement Element's consistency with other elements and its support of the Future Land Use Element;

3) The City's ability to provide public facilities and services within the City's utility service area in order to determine any additional needs;

4) The priority assignment of existing public facility deficiencies, if any;

5) The City's progress in meeting those needs determined to be deficiencies;

6) The criteria used to evaluate capital improvement projects in order to ensure that projects are being ranked in their appropriate order of priority;

7) The City's effectiveness in maintaining the adopted LOS standards;

8) The City's effectiveness in reviewing the impacts of plans and programs of state agencies and water management districts, which provide public facilities within the city's jurisdiction;

9) The effectiveness of impact fees for assessing new development a pro rata share of the improvement costs which they generate;

10) The impacts of special districts and any regional facility and service provision upon the City's ability to maintain its adopted LOS standards;

11) Efforts made to secure grants or private funds, whenever available, to finance the provision of capital improvements;

12) The transfer of any unexpended account balances;

13) The criteria used to evaluate proposed plan amendments and requests for new development or redevelopment; and

14) Capital improvements needed for the latter part of the planning period, for inclusion in the 5-year Schedule of Capital Improvements.

C. EVALUATION OF MAJOR ISSUES

1. *Statement of Major Issue Land Use*:

Evaluate the Future Land Use Element to determine if changes are needed to the Future Land Use Categories. Evaluate the Comprehensive Plan to ensure the goals, objectives and policies encourage the preservation of structures and sites that are of historic significance to the City.

The dominant land use development pattern for Milton is residential. The major issue identifies three areas related to this issue to consider when planning for future development.

The major issue is specifically defined as:

- Evaluate the Future Land Use Element to determine if changes are needed to the Future Land Use Categories. Evaluate the Comprehensive Plan to ensure the goals, objectives and policies encourage the preservation of structures and sites that are of historic significance to the City.

Determining what the dominant land use pattern should be for remaining vacant land:

- Locations of vacant land and suitability for development.
- Development pattern changes since plan adoption and consistency with anticipated plan patterns.
- Evaluate the effectiveness of the Comprehensive Plan in ensuring the availability of housing at all price points.
- Explore the implication of continuing the existing land use pattern.

- Explore opportunities and possibilities for mixed-use development in appropriate areas.
- Explore if the Comprehensive Plan preserves and protects sites and structures of historical significance.

The issue description identifies several possible strategies for existing vacant, developable land uses and development opportunities. The evaluation of the major issue will determine how well the Comprehensive Plan addresses the issue and identify actions, if necessary, to better address the issue. The evaluation will also assess the level of achievement of the City's objectives relative to this major issue.

2. *Issue Background and Analysis*

The City of Milton is a relatively small to medium sized City and covers roughly 3700 acres. Approximately 23 percent of the City's land area is vacant. The City can be characterized as generally a residential community. The majority of the City's future land use categories consist of single-use designations, except the area that has served as the City's Central Business District, which is a mixed-use category and thus allows for a variety of uses. The City in recent history has begun moving towards a more mixed-use and non-strip retail-type development pattern and in areas where strip development has occurred the City has established a new set of standards for future development. The City will continue to explore opportunities and possibilities for mixed-use development to facilitate the promotion of retail, commercial and other development opportunities, and provide developers with increased options. While the Planned Community PUD category allows for a development to have a mixture of uses, the category is limited in its designation by the parcel size standard.

As of July 2009, the existing amount of residential development totals approximately 1550 acres, which accounts for 42.65 percent of the City's total acreage. Combining the Commercial/Office and Warehouse/Industrial acreage the total is 599.54 acres, or approximately 16.19 percent of the City's total acreage. Table 7 in the previous section illustrates the City's existing land use totals.

FLUM Amendments Since 1998

Since 1998, the City has approved 23 FLUM amendments, including annexations. See table 6 in the previous section for the approved FLUM amendments from 1998 to 2008. The amendments range in size from approximately 500 acres to less than one acre. One amendment in 1999 was 496 acres, and one amendment in 2003 changed the FLU designation of 54 acres. Two of the 23 amendments were between 20 acres and 10 acres in size. For those amendments considered small scale (less than 10 acres), the overall trend showed an increase in the density and intensity of future land uses within the City. The amendments resulted in approximately 14.75 acres of increases in density and intensity, and decreases for approximately 18.5 acres.

The overall effect of the large scale amendments on the City was a general maintenance of the status quo. The relative changes of some small scale amendments were also in keeping with the historical uses that dominated the areas affected. Even though the amendments produced an overall increase in the density and intensity in uses on the FLUM, the effects of these amendments are essentially insignificant when their location relative to each other and to existing uses are taken into account.

3. *Opportunities and Possibilities for Mixed-Use Development*

A more effective balance between residential and non-residential uses is possible. The City could achieve more land use diversity without losing its residential character through application of mixed-use future land use categories. This category could allow for increased commercial, office, and retail uses, while at the same time maintaining residential development opportunities. The application of mixed-use FLU category can also provide a buffer between areas of high and low densities and use intensities. The City currently has employed no real buffer between areas of differing intensity. The most significant difference between the inclusion of a pure mixed-use land use category and the existing practice is there would be more options available to the development community. Ensuring compatibility and appropriate buffering in land-uses would be a required priority following the application of these new standards. In addition to displaying the above argument for the possible inclusion of additional FLU categories,

Table 8 in the previous section, can be used to compare the relative proportions of each land use against possible desired land uses. The City may choose to focus on the infill and redevelopment of parcels located throughout the City, and some of these areas may have development constraints, such as environmental, additional right-of-way needs, and ownership, which may further reduce the amount of developable land. Table 8 in the previous section details the future land use designations of the approximately 830 acres of undeveloped land. The adjustment for platting recalculates the total acreage for certain land use classifications that have been platted and are in the process of, or are scheduled for, development. Recent FLUM amendments tend to indicate the City will retain its residential character. While the City still has some large vacant tracts of land left, there are a considerable amount of smaller parcels located throughout the City. These vacant parcels should be the focus of infill mixed-use development. Some of these parcels have the potential to be designated as mixed-use, but would not meet the assignment criteria for the PUD classification. In some instances the parcels are already classified within the FLU category as residential but these land areas are ideal locations for mixed-use designations and for the most part are along major roads and corridors. The City should reevaluate the designation of certain areas.

4. Opportunities for Industrial Uses

The City currently has 37.18 acres of existing Industrial land uses. This area or series of connecting parcels are concentrated at or near the City's wastewater treatment plant. The FLUM designation for these properties is derived from their historical use and not based on the principles of highest and best use. While light industrial uses are more compatible, heavy industrial development should be constrained. Total acreage within the City truly identified for industrial development should be little or none as a result of a lack of suitable locations for this type of development. Light industrial FLU designations if allowed, should be located next to major transportation corridors to facilitate the movement of goods. The ideal location for this designation within the City, if any, would be in the areas that are overlaid with the Corridor Overlay District.

However, the normal and anticipated direction of growth for the community is currently being encouraged away from any industrial development and the shift in policy as reflected in the City's newly adopted Community Redevelopment Master Plan indicates that the official zoning designations will not remain fixed in perpetuity. In the interest of putting land to its highest and best use the City seeks to ultimately eliminate industrial land use within its boundaries.

CHAPTER 3: FUTURE LAND USE ELEMENT

A. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: TO MANAGE LAND DEVELOPMENT IN SUCH A WAY THAT THE HEALTH, SAFETY, SOCIAL AND ECONOMIC WELL-BEING OF THE CITIZENS OF THE CITY OF MILTON IS ENSURED.

OBJECTIVE 1.1: THE CITY OF MILTON WILL CONTINUE TO ENFORCE LAND DEVELOPMENT REGULATIONS THAT REQUIRE LAND DEVELOPMENT TO BE COMPATIBLE WITH THE TOPOGRAPHY, SOIL CONDITIONS AND THE AVAILABILITY OF FACILITIES AND SERVICES.

POLICY 1.1.1: The City of Milton will use land development regulations that detail the procedures whereby the provision of facilities and services that are necessary to serve proposed developments concurrent with their impacts, at the adopted level of service standards, is confirmed prior to the issuance of development orders and permits.

POLICY 1.1.2: The City of Milton shall investigate soil and slope information from the U.S.D.A. Soil Conservation Service for compatibility of proposed land use with existing soils and slopes before a construction permit is granted by the City.

POLICY 1.1.3: The City of Milton will continue to use the adopted Concurrency Management Regulations contained in Article II-2 of the Land Development Regulations which requires coordination with area utility providers to ensure the authorization of utility service concurrent with the approval of the proposed land use.

POLICY 1.1.4: Continue to enforce the requirement for continued maintenance of stormwater and drainage facilities as part of the land development plan.

POLICY 1.1.5: The City of Milton will require that the owner of any development project shall be responsible for the provision of adequate drainage and stormwater controls in compliance with State stormwater management regulations and Article V-6 of the City's Land Development Regulations.

POLICY 1.1.6: City land development regulations shall include measures designed to address the cumulative impact of development.

POLICY 1.1.7: During review of proposed site development plans, the City will require that all development projects provide for safe and convenient on-site traffic flow and adequate off-street parking.

POLICY 1.1.8: The City will amend the Future Land Use Map at the time of the first Evaluation and Appraisal Review (EAR) following Plan adoption, to depict public parklands acquired through land dedications during the subdivision approval process.

POLICY 1.1.9: The City of Milton will adhere to minimum criteria for considering annexations, as established in Chapter 171, F.S., consistent with comprehensive plan goals, objectives and policies.

As part of the project review process the City examines the areas outlined within this objective. However, the City's continued growth shall be based upon the Future Land Use Map, which shall specify the desired development pattern for Milton through a land use category system that provides for the location, type, density, and intensity of development. Growth based on FLUM consistent with adopted location, type, density and intensity of development will be guided to the areas identified as a part of this process. The areas examined in this objective will continue to be examined but the decision making process will place an emphasis on the FLUM. Approximately 36.4 % of the land within the City limits was vacant when the City's last EAR was completed. The analysis of FLUM amendments indicates the City's map amendments have generally been small in scale and tended to maintain the City's overall balance of land uses. The addition of a mixed-use FLU category should be considered. Growth based on FLUM consistent with adopted location, type, density and intensity of development will be guided to the areas identified as a part of this process.

OBJECTIVE 1.2: THE CITY OF MILTON WILL PROMOTE THE REDEVELOPMENT AND RENEWAL OF BLIGHTED AREAS WITHIN THE CITY AND WILL SEEK FUNDING FROM A VARIETY OF AVAILABLE SOURCES FOR HOUSING REHABILITATION AND RELATED PROGRAMS IN BLIGHTED NEIGHBORHOODS AND OTHER BLIGHTED SECTORS OF THE CITY.

POLICY 1.2.1: Milton will maintain an active code enforcement program to ensure the maintenance of existing structures.

POLICY 1.2.2: Continue to promote the use of programs such as the Community Development Block Grant Program to renew blighted areas.

POLICY 1.2.3: Continue to promote downtown revitalization by continuing to follow and implement the City's adopted Downtown Community Redevelopment Plan.

OBJECTIVE 1.3: THE CITY OF MILTON WILL CONTINUOUSLY, THROUGH CODE ENFORCEMENT EFFORTS, IDENTIFY USES WHICH ARE INCOMPATIBLE WITH THE ADOPTED FUTURE LAND USE MAP AND THE COMMUNITY'S CHARACTER AND WILL IDENTIFY MEASURES TO REDUCE THE EXTENT OF THESE INCOMPATIBLE USES.

POLICY 1.3.1: Milton will strictly enforce the regulations governing non-conforming land uses as set forth in the Milton Zoning Ordinance.

POLICY 1.3.2: Permits may be approved by the City only for those developments that are consistent with the density requirements of the adopted Comprehensive Plan.

POLICY 1.3.3: Permits for the construction of signs shall be approved by the City of Milton only for those signs in conformance with the Land Development Regulations.

POLICY 1.3.4: Continue to regulate land use categories identified on the Future Land Use Map, as well as signage and areas subject to seasonal or periodic flooding, in accordance with the Land Development Regulations.

POLICY 1.3.5: The City of Milton will enforce tree protection and landscaping standards, to include the use of vegetative buffer zones to ensure the compatibility of adjacent land use, as set forth in the Land Development Regulations.

POLICY 1.3.6: The City will continue to regulate subdivision development in accordance with the subdivision requirements contained in the Land Development Regulations.

Through the development review process development is directed into appropriate areas and at appropriate times according to the availability of municipal services. Development approvals are in part contingent upon public infrastructure concurrency requirements. The City established minimum water service and sanitary sewer requirements in the LDR and CIP. The City utilizes its concurrency management system to determine if a proposed development project has appropriate public services to meet its needs. The City continues to review future land use amendments based on the availability of existing and future services. In addition, the City coordinates with the TPO and Santa Rosa County to ensure consistency with their plans. Existing land uses that are inconsistent or incompatible with the City's Land Use Plan and FLUM are eradicated by the elimination of inconsistent land use designations. The City prevents new land use inconsistencies from occurring through the zoning code. Higher intensity development areas are designated and protected from the encroachment of incompatible low intensity uses restricting encroachment of those incompatible low intensity uses. The City has allocated industrial and commercial land uses in appropriate and desired locations on the FLUM and through the future land use amendment review process. However, as historical patterns of development are reviewed, areas that lent themselves well to one type of development may not be suited to that type of use in the future. It appears that is the case in the City. An area previously and currently designated for industrial use appears better suited to meet the needs of an expanding commercial/ residential mixed use part of the community. Knowledge of this condition demonstrates that the City continues to monitor encroachment of incompatible use through the development review and future land use amendment process.

OBJECTIVE 1.4: THE CITY OF MILTON SUPPORTS THE CONTINUED PROTECTION OF HISTORICALLY SIGNIFICANT STRUCTURES WITHIN THE CITY.

POLICY 1.4.1: The City will continue to evaluate identified historically significant resources for inclusion in the National Register of Historic Places and the Florida Master Site File.

POLICY 1.4.2: The City of Milton has adopted an Historic Resource Protection Ordinance which provides for protection of identified historic structures in the City.

POLICY 1.4.3: The Historic Resource Protection Board will provide guidance and incentives as described in the Land Development Regulations to the adaptive re-use of historic resources over activities that would significantly alter or destroy them.

POLICY 1.4.4: The City shall continue to utilize services and assistance from the Florida Department of State, Division of Historical Resource in order to identify significant historical and/or

archaeological sites within the City, and further, to assist in the preservation and protection of sites.

The City of Milton originally developed around the riverfront. With the development of the areas transportation network growth for the commercial portion of the community sought locations along hwy. 90, 89, and 87. As new development moved west, the older neighborhoods and commercial centers with cultural and historic significance have remained relatively in the same state over the last 30 years. Recognizing the need for re-investment and revitalization, the City will explore opportunities for neighborhood preservation and identify provisions to redevelop aging commercial and residential properties.

OBJECTIVE 1.5: THE CITY OF MILTON WILL, THROUGH THE LAND DEVELOPMENT REGULATIONS, CONTINUE TO REGULATE DEVELOPMENT IN OR ADJACENT TO ENVIRONMENTALLY SENSITIVE LANDS TO PROTECT NATURAL RESOURCES SUCH AS SURFACE WATER BODIES.

POLICY 1.5.1: The City of Milton will enforce Land Development Regulations, criteria for the location of those land uses, such as landfills and hazardous waste-related uses, with the potential to adversely affect the quality and quantity of identified water sources which may include existing cones of influence, water recharge areas and water wells.

POLICY 1.5.2: The City of Milton will require the review and approval of development proposals by the appropriate environmental protection agencies prior to issuing development permits.

POLICY 1.5.3: Development in identified flood prone areas must be in accordance with Articles IV-3 (Flood Damage Protection) and V-6 (Stormwater Management) of the Land Development Regulations.

POLICY 1.5.4: The City shall preserve vegetated non-use areas within public parks as open space.

POLICY 1.5.5: The City of Milton establishes a minimum buffer distances of 500 feet between adverse uses and wellheads. In those situations where the property comprising the buffer area is not under City jurisdiction the City will open discussions with the adjacent jurisdiction to achieve the desired buffering.

POLICY 1.5.6: The Land Development Regulations shall include provisions establishing a well head protection zone so that water supplies are protected, especially within the cone of influence of public water supply wells. The provisions will include, but not be limited to, restriction of activities within a minimum radius of five hundred (500) feet around wellheads. However, the specific radius of the protection zone may be determined by use of the three dimensional sand and gravel aquifer computer mode generated by the Northwest Florida Water Management District. Also, activities prohibited within the protection zone include sanitary landfills, gasoline stations, wastewater treatment facilities, and/or other land uses which utilize, store or handle toxic or hazardous materials. Within the five hundred (500) foot minimum zone the only activities allowed are those associated with the well or existing single-family residential uses, open spaces recreation facilities and other similar activities which limit impervious surfaces.

POLICY 1.5.7: In the interest of protecting the City's water wells the City will encourage the owners of existing non-conforming and incompatible uses located within a wellhead protection zone to relocate the use to another suitable site. The City will continue to enforce Policies 1.3.1 and 1.3.2 to preclude the establishment of any new or reestablish a closed inconsistent use within a wellhead protection zone.

POLICY 1.5.8: The City shall integrate land use and water resource planning to verify that a sufficient supply of potable water is available at time of development.

The City shall maintain, as one of Florida's primary economic assets, the environment, including clean air and water, forests, and natural resources, by protecting and preserving environmentally significant areas and open space.

The City shall coordinate the intensity of future development with the natural constraints of an area such as topography, soils, floodplains, wetlands, significant wildlife habitat, and historic resources. The City shall protect/preserve environmentally significant areas and open space. In order to ensure the integrity of the City's natural resources from the impact of future development the City has adopted standards that protect the area's natural resources. The City continues to ensure the integrity of the environment and natural resources through established land development regulations for site development governing specimen trees, natural areas and vegetation. In addition, the development review process analyzes future land use designations in conjunction with environmental constraints before approving development projects. This objective is being achieved and no changes are recommended.

OBJECTIVE 1.6: THE CITY OF MILTON WILL ENSURE THE AVAILABILITY OF SUITABLE LAND FOR UTILITY FACILITIES NECESSARY TO SUPPORT PROPOSED DEVELOPMENT BY MAINTAINING THE CURRENT SUPPLY OF CITY-OWNED PROPERTY SUITABLE FOR UTILITY LOCATION AND BY DESIGNATING SUCH PROPERTY FOR PUBLIC USE ON THE FUTURE LAND USE MAP.

POLICY 1.6.1: Milton will require project development plans to specify the location of all required utility facilities.

POLICY 1.6.2: Milton will investigate means to purchase the necessary land required for utility needs as projected in the Comprehensive Plan.

The City in keeping with this objective requires that project development plans specify the location of all required utility facilities. The City routinely investigates means to purchase the necessary land required for utility needs as projected.

OBJECTIVE 1.7: THE CITY OF MILTON THROUGH ITS LAND DEVELOPMENT REGULATIONS ENCOURAGES AND PROVIDES FOR THE USE OF INNOVATIVE LAND DEVELOPMENT TECHNIQUES SUCH AS PLANNED DEVELOPMENT PROJECTS.

POLICY 1.7.1: Land development regulations shall provide opportunities for innovative land development techniques such as planned developments. Such planned development projects (PDPs) shall be compatible with the uses permitted within the land use districts in which they are

approved, and shall provide for flexibility in site planning such as clustering of development and the provision of open space. Residential planned development projects shall allow C-1 (neighborhood retail commercial) uses not to exceed five percent of the total acreage devoted to residential uses.

POLICY 1.7.2: The Planning Board shall review changes in land use practices on a continuing basis.

POLICY 1.7.3: The following densities and intensities are hereby adopted:

R-1AA - Residential, Single-Family
Minimum lot size is 12,500 S.F.

R-1A - Residential, Single-Family
Minimum lot size is 9,000 S.F.

R-1 - Residential, Single-Family
Minimum lot area is 7,000 S.F.

R-2 - Residential, One and Two-Family
Minimum lot area:
One Family – 7,000 S.F.
Two Family – 9,000 S.F.

R-3 - Residential, Multiple Family
Maximum Density – Up to one (1) unit for each 3,000 S.F. of land area

R-4 - Residential, Rural-Urban
Minimum lot size:
One Family – 7,000 S.F.
Two Family – 9,000 S.F.

C-1 - Neighborhood Retail Commercial
Permitted uses include shopping centers, personal services, retail uses, churches, automobile services, and similar uses. Maximum lot coverage for principal and accessory structures is 50 percent.

C-2 - General Commercial District
Any C-1 uses plus amusement parks, car washes, garages, machine and welding and shops, and similar uses. Maximum lot coverage for principal and accessory structures is 50 percent.

C-3 - Wholesale Commercial
Any uses permitted in C-2 and light manufacturing, storage, contractor equipment yards, machinery sales, marinas, and similar uses. Maximum lot coverage for principal and accessory structures is 50 percent.

I-1 - Light Industrial
Banks, manufacturing, bulk storage, food processing, chemical products and processing, and similar uses. Maximum lot coverage for principal and accessory structures is 70 percent.

I-2 - General Industrial District
Any uses permitted in I-1 plus bulk materials processing and storage, asphalt plants, corrosive acids manufacturing, heat and glare generating operations, and similar uses. Maximum lot coverage for principal and accessory structures is 70 percent.

RC-1 - Residential Commercial
Downtown redevelopment district which allows uses permitted in R-1, R-2, R-3 and C-1 as well as personal service establishments such as banks and beauty parlors, professional office buildings, marinas, restaurants and small retail shops. Maximum lot coverage for new construction of principal and accessory structures is 70 percent.

CON - Conservation
Uses designated for the purpose of protecting or conserving natural resources. Passive recreation and open space uses are permitted.

REC - Recreation
Areas developed for active recreation use such as ballfields, tennis courts, playgrounds and picnic facilities.

PE - Public/Education
Uses designated for location of educational facilities, public buildings and grounds, and other public uses. Maximum lot coverage for principal and accessory structures is 50 percent.

POLICY 1.7.4: Land use densities and intensities within each generalized land use category shall include a range from the most restrictive to the least restrictive requirements of the zoning districts contained within each category, as set forth in Future Land use Policy 1.8.3. The generalized categories are established as follows, listing the specific zoning districts contained within each category.

- Single-Family Residential District:
  - Single Family Residential – Low Density (R-1AA)
  - Single Family Residential – Medium Density (R-1A)
  - Single Family Residential – High Density (R-1)
  - One and Two Family Residential (R-2)
- Multi-Family Residential District:
  - Multiple Family Residential (R-3)
- Commercial District:
  - Neighborhood Retail Commercial (C-1)
  - General Commercial (C-2)
  - High Intensity Commercial (C-3)
- Industrial District:
  - Light Industrial (I-1)
  - General Industrial (I-2)
- Rural – Urban (R-U)
- Residential - Commercial (RC-1)
- Recreation (REC)

- Public – Education (P-E)
- Conservation (CON)
- Planned Development Project (PDP)

POLICY 1.7.5: Public and private schools are considered allowable uses within the Public/Education, Commercial, Rural-Urban and Multiple Family Residential land use categories.

POLICY 1.7.6: The City will coordinate with the Santa Rosa County School Board to encourage the location of schools proximate to residential and mixed use areas to the extent possible and shall seek to co-locate public facilities, such as parks, libraries, and community centers, with schools to the extent possible.

The City has established two overlay districts to guide growth and development in specific areas. The purpose section of the TND Overlay District follows: The purpose of this ordinance is to allow the optional development and redevelopment of land in the City of Milton, Florida consistent with the design principles of traditional neighborhoods which follow:

1. Is compact;
2. Is designed for the human scale;
3. Provides a mix of uses, including residential, commercial, civic, and open space uses in close proximity to one another within the neighborhood;
4. Provides a mix of housing styles, types, and sizes to accommodate households of all ages, sizes, and incomes;
5. Incorporates a system of relatively narrow, interconnected streets with sidewalks, bikeways, and transit that offer multiple routes for motorists, pedestrians, and bicyclists and provides for the connections of those streets to existing and future developments; development must be approved by the City of Milton's Department of Public Works.
6. Retains historical features or architectural features that enhance the visual character of the community for both new development and redevelopment;
7. Incorporates significant environmental features into the design i.e. wetland preservation, creative landscape design and application;
8. Is consistent with the Milton comprehensive plan.

Applicability: The traditional neighborhood development ordinance is an alternative set of standards for development within the Community Redevelopment Area (CRA) of the City of Milton, Florida. Further, the City has adopted another floating zoning district commonly referred to as the Transportation Corridor Overlay District. The purpose section of that ordinance follows: The purpose of the Hwy. 87, 89 & 90 Corridor Overlay District is:

A. To promote the general health, safety, and welfare of the community.
B. To improve the efficient operation of traffic in and around the City of Milton.
C. To promote safe and efficient movement within the Overlay District for persons using all modes of travel – motorized vehicles, bicycles, and walking.

D. To create an attractive gateway that is aesthetically appealing and environmentally responsible.
E. To encourage innovative development projects that set standards for landscaping, open space, community design, and public amenities.
F. To establish consistent and harmonious design standards for public improvements and private property development within the Overlay District so as to unify and improve the distinctive visual quality of highways 87, 89 & 90.

Boundaries: This Article applies to land parcels of record within the City of Milton having frontage on Hwy. 87, 89 & 90. This ordinance shall also apply to land parcels of record within the City with portion of said parcels fall within 250 feet of the centerline of Hwy. 87, 89 & 90. These Ordinances demonstrate the City's commitment to the use of innovative land development techniques. This objective is being achieved and no changes are recommended.

OBJECTIVE 1.8: RESOURCE PROTECTION: WETLANDS SHALL BE PROTECTED AND CONSERVED IN THE CITY OF MILTON. THOSE LAND USES AND ACTIVITIES THAT HAVE A GREATER POTENTIAL TO ADVERSELY AFFECT WETLANDS AND WETLAND FUNCTIONS, INCLUDING WILDLIFE HABITAT, FROM STORM-WATER RUN-OFF, LIGHT, NOISE AND OTHER SIMILAR IMPACTS, WILL BE DIRECTED AWAY FROM WETLANDS. THIS INCLUDES HIGH DENSITY AND HIGH INTENSITY LAND USES SUCH AS INDUSTRIAL, COMMERCIAL AND HIGH DENSITY RESIDENTIAL.

Wetlands, for the purpose of this section shall be defined as those areas that fall under the jurisdiction of the United States army corps of engineers (USACOE) or the Florida Department of Environmental Protection (FDEP).

The City will ensure that new and proposed developments comply with all applicable wetland regulations of the FDEP and NWFWMD. Site review will not proceed until all applicable permits are obtained from either or both agencies.

POLICY 1.8.1: The location of wetlands on a development site shall be accurately identified at the time of site development review. The City shall not issue a development order or permit for a parcel until all wetlands on that parcel have been identified by the FDEP and/or the USACOE and located by a Florida registered surveyor.

POLICY 1.8.2: Buffers shall be created between development and wetlands, surface water bodies and areas adjacent to these resources. The purpose of the buffer is to protect natural resources from the activities and impacts of development. The buffer shall function to:

a. Provide protection to the water bodies and their water quality, wetlands and adjacent natural resources used by wildlife in association with the water bodies and wetlands, form intrusive activities and impacts of development. The negative impacts of the uses upon each other must be minimized or, preferably, eliminated by the buffer such that the long-term existence and viability of the natural resources, including water quality and wildlife populations, are not threatened by such impacts and activities. In other words, incompatibility between the uses is eliminated or minimized and the uses may be considered compatible (which means a condition in which the land uses or conditions can co-exist in relative

proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition).

b. Types of buffers: The buffer may be existing undisturbed natural vegetation or, where the natural barrier was altered or no longer exists because of past lawful activities, a planted vegetated buffer supplemented with fencing or other manmade barriers, so long as the function of the buffer and intent of this policy are fulfilled. Fencing can be used to supplement the buffer requirements but may not be used as a replacement to the buffering requirements.

POLICY 1.8.3: The City shall protect and preserve the natural functions of wetlands and water bodies through wetland and shoreline protection buffers. The buffer width of wetland and shoreline protection buffers may vary depending upon such factors as slope, elevation and vegetation transition. The buffers shall be:

1. For existing cleared industrial and commercial projects along rivers, streams and regulated wetlands, a minimum fifteen (15) foot buffer is to be provided.
2. For new industrial and commercial projects on undeveloped land located along rivers, streams and regulated wetlands, a minimum thirty (30) foot natural vegetative buffer shall be provided. Thinning of the underbrush without disturbing the land will be allowed. The definition of underbrush and method of removal of the underbrush shall be as defined by FDEP and USACOE.
3. For existing cleared residential property the same requirements as (1) above shall apply with a minimum fifteen (15) foot buffer and the area between the rear building setback line and the buffer shall be stabilized and/or grassed.
4. For residential development on undeveloped land, the same requirements as (2) above except the buffer provided shall be fifteen (15) feet and the area between the rear building setback line and the buffer shall be stabilized and/or grassed.

Allowable development within wetlands and associated wetland buffers includes piers, docks, elevated walkways, public picnic pavilions, public parks, gazebos, or structures approved and permitted by the FDEP and/or USACOE and an attendant fifteen feet wide cleared path through the buffer for purposes of providing access to such structures. Encroachments are also permitted for roads, utilities and recreational crossings, consistent with permits issued by regulatory agencies. The number of such encroachments shall be minimized by co-location of utilities, roads and other crossings. The wetlands protection buffer shall begin at the Florida Department of Environmental Protection Agency or the Army Corps of Engineering jurisdictional line whichever is more landward of the two. In the absence of wetlands along rivers and streams, a buffer extending landward of the mean or ordinary high-water line, as applicable, shall be required as specified above. The buffer zones shall consist of preserved native vegetation, including canopy, understory and ground cover whenever possible. If there is no native vegetation on the site, a planted vegetated buffer (as indicated above) shall be required as part of the site development. Variances to the buffer requirements shall only be granted when strict application of the requirements limits all reasonable use of the property as allowed by the Future Land Use Map.

POLICY 1.8.4: Where sufficient uplands exist to locate the proposed development in the upland portion of the site, the City may allow the transfer of development at the lesser of the future land use densities established on the Future Land Use map, or the density established for the assigned zoning district in the Land Development Code, from the wetland to the upland portion of the site. The transfer of density may occur provided all other plan provisions are satisfied regarding, but not limited to, upland and floodplain resource protection, compatibility of adjacent land use, storm-

water management and setbacks. Transfer of development densities shall also satisfy the minimum lot size of the zoning district in which the lot is located.

POLICY 1.8.5: Any new lots created hereafter will have enough build-able upland area to accommodate the level of development appropriate for the designated land use, so that wetlands impacts can be avoided and appropriate buffers accommodated.

POLICY 1.8.6: For lots existing prior to adoption of this plan, where sufficient uplands do not exist to avoid a taking, development in the wetlands shall be restricted to allow the appropriate residential density use at the density of one dwelling unit per five acres. In the event a parcel is less than five acres, a single family dwelling will be allowed on each parcel, which existed prior to the adoption of this Plan. Single family dwelling development on existing parcels which are permitted pursuant to this policy that cannot meet the buffer requirements, may be reduced proportionately with the parcel dimensions. For lots existing prior to adoption of this plan where sufficient depth of the uplands do not exist, to avoid a taking, development shall be restricted to a single-family dwelling subject to a reduced buffer. A lot lacking sufficient depth means a lot that is 100 feet or less. Such lots shall be subject to a minimum buffer of 10 percent of the depth of the lot. The buffer may be supplemented with a fence to further protect the wetlands. Access to the river, stream or wetland shall be limited to a 15 foot swath

POLICY 1.8.7: Permitting and Mitigation:
The City of Milton does not duplicate the permitting functions of other agencies. Impacts to wetlands under the jurisdiction of the FDEP and USACOE will be permitted, and mitigation will be required, as determined by the agency or agencies having jurisdiction. Demonstration of compliance with applicable FDEP and USACOE regulations is required by the city prior to issuing city development approvals.

POLICY 1.8.8: Amendments to the Future Land Use Map for parcels that contain wetlands must demonstrate that added impacts to wetlands will be avoided. Incompatible land uses will be those land uses that would result in a greater impact to onsite wetlands than would occur under the current Future Land Use designation.

POLICY 1.8.9: The City shall protect floodplains, at a minimum, by implementing the following provisions:

1. Uses which are dangerous to health, safety and property due to water or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities will be restricted or prohibited.
2. Uses vulnerable to floods, including facilities, which serve such uses, must be protected against flood damage at the time of initial construction.
3. The alteration of natural floodplains, stream channels and natural protective barriers, which are involved in the accommodation of floodwaters, will be controlled.
4. Filling, grading, dredging and other development, which may increase erosion or flood damage, will be controlled.
5. The construction of flood barriers which will unnaturally divert floodwaters or which may increase flood hazards to other lands will be prevented or regulated.
6. Public expenditures within the Category 1 evacuation zones as delineated on the Santa Rosa Hurricane Storm Tide Map contained in the Northwest Florida Hurricane Study (U.S. Army Corps of Engineers, May 1998) will be limited to the provision, or support of recreation uses such as parks, walkways and boat ramps;

erosion control devices; increased public access and the correction of deficiencies; and to support infrastructure provided, however, that infrastructure sizing is consistent with that needed to support the densities and intensities established by this Plan for those areas within the Category 1 evacuation zones.

POLICY 1.8.10: The location of parcels subject to FEMA construction standards (reference Policy 11.A.4.1) shall be determined through use of the FEMA Flood Insurance Rate Maps (panels) which are incorporated herein by reference.

B. ISSUES BACKGROUND AND ANALYSIS

Neighborhood preservation is a successful way for municipalities to maintain older housing stock while at the same time allowing for the infill of vacant parcels. There are significant benefits that can result from neighborhood preservation and the redevelopment of aging commercial structures. These benefits may include an increase in economic development, quality of life improvements and a decrease in crime, and the protection of historically significant cultural assets. In addition, the preservation of neighborhoods may increase the quality of these areas, and with the proper maintenance, preserve the image and character of the City.

The challenge in promoting and encouraging neighborhood preservation is that it cannot be a one-sided effort. Community residents must be willing to expend the time and effort of forming associations and creating neighborhood goals, while a local government needs to provide assistance and support to participating residents. There are several approaches that local governments can take to support neighborhood preservation.

1. *Redevelopment*

The City continues to take a proactive approach toward redeveloping blighted and aging parts of the community, particularly those in predominately commercial areas. The City has directed Goals, Objectives, and Policies in this Comprehensive Plan to help address and reverse blighted conditions.

The first redevelopment plan established and adopted by the City, in March 1982, was for the Historic Central Business District of the community which became the City's Community Redevelopment Area (CRA). The intent of the redevelopment plan was to turn the area into a modern and competitive business center to provide jobs to the community. The redevelopment effort included the streetscape improvements and the development of the community's Riverwalk. The focal point of the Milton CBD CRA is the Riverwalk. The Riverwalk itself is located along the Blackwater River adjacent to Willing Street bounded by Pine St. to the South and Berryhill St. to the North. This area has recently seen the adoption of an overlay zoning district intended to incorporate new urbanism principles of pedestrian-oriented and mixed-use development. The redevelopment of the Riverwalk area will significantly contribute to the goal of revitalizing aging commercial properties in the area. The redevelopment strategy of the Milton Town Center CRA is based on the historic character of the structures located within its boundary. The intent of the overlay is to promote the preservation of historic structures, stabilize the adjacent neighborhoods, and protect and enhance the communities' historic character. The area also serves as the eastern entrance or "gateway" into the City. The redevelopment of the streetscape and infill of vacant properties is the main focus of the redevelopment plan. The area also has environmental constraints.

As part of these redevelopment processes the City of Milton is submitting in conjunction with the proposed amended Comprehensive Plan an amended Proposed Future Land Use Map. (See Appendix D, Future Conditions Map Series, pg. 236.) The areas currently zoned as Industrial I-1 and I-2 will be rezoned as a Mixed Use RC-1 zone. The Traditional Neighborhood District Overlay will be applied to the corresponding area to ensure that future development parallels desired growth. As part of the newly adopted Riverfront Master Plan the City has proposed a mixed-use Riverfront Village.

Other areas in need of redevelopment are the aged commercial properties found along the community's corridors. There is currently a desire to improve the City's image and to that end Milton has applied a new set of development standards along its corridors again through the application of a floating zoning district the "Corridor Overlay" which applies to all the properties a portion of which lies within 250' of the centerlines of Hwy. 90, 87, and 89. Boulevards with improved streetscapes, facades, and landscaping are envisioned. The overlay calls for the redevelopment of non-conforming properties and urban design requirements that de-emphasize strip commercial development.

2. *Historic Preservation*

According to the National Register of Historic Places, the following sites have been listed in the City of Milton:

MILTON HISTORIC DISTRICT BUILDING INVENTORY

Status Code: C = Contributing N = Non-contributing

Original Address		New Address	Status
BERRYHILL STREET: from junction of Broad & Willing Streets west to Railroad			
102	1st United Methodist	6830	C
104	Milligan/Whitmire	6820	C
105	Collins/Mitchem	6819	C
202	Chadwick/Hartsell	6810	C
206	McLeod/Penfield	6790	C
208	Williams/Johnson	6780	C
	(Alabama Street Intersects)		
300	Polk	6768	N
302	McWhortes/Lynn	6760	C
303	Mints/Merchant	6767	C
304	Diamond/Wesley	6748	C
306	Melvin/Rorie	6740	C
308	Diamond/Johnson	6732	C
401	Melvin/McCombs	6731	C
406	Berryhill Elementary School	6751	C

CANAL STREET: from Berryhill Street south to Filmore Street

102	McDaniels	5225	N
102-B	House in back of McDaniels		N
104	Thames	5217	C
106	H. Mason Smith House	5211	C
108	Krentzman/Whittle	5203	C
109	Schneider Security	5200	N
204	James Stewart	5193	N
206	E.H. Black House	5185	C
208	Jackson/Fisher	5177	C
302	Presbyterian Manse	5165	C
	(Caroline Street intersects)		
501	Locklin Vo-Tech	5118	N
504	Cohen/Cobb	5111	C
508	Urquhart	5107	N
510	Urquhart	5101	N
600	Bray/Jones House	5093	C
603	SRC Grade School	5086	C
600 ½	Eugene Wall (trailer)	5087	N
604	E. S. Beasley House	5081	C
606	E. S. Beasley	5075	C
608	Beasley/English	5069	C
610	Henderson/Stewart	5061	C
612	E. L. Stewart House	5055	C
612	Odd Fellows Hall	5049	C

CAROLINE STREET

502	Texaco Station – vacant	6798	N
503	U. S. Post Office – DT branch	6815	N
	(Escambia Street intersects)		
600	Gulf Station	6820	N
601	Old Post Office – vacant	6821	C
603	True North	6827	N
604	PSC	6828	N
	(Santa Rosa Street intersects)		
701, 703	Milton Parcel Ser & Golden Dragon	6835	N
705 A&B	Kim Ho Lang – vacant	6843	N
	(Elmira Street intersects)		

800	Allen Building	6850	C
	Johnson, Green & Locklin PA		
801	SRC Courthouse	6865	C
802/804	Allen Building/Jay Mortgage – vacant	6860	C
808	Allen Building/Professional Mall	6860	C
810,812	Imogene Theatre	6868	C
COMBS STREET: from Canal Street southeast to Railroad			
105	S. G. Collins Rental	5061	C
106	Drummond	5055	N
206	T.W. Jones House	5055	C
ELMIRA STREET: from Berryhill Street southeast to Pine Street			
104	Almon Spencer	5228	N
105	Mayer/McClure	5212	C
106	Landrum/Stewart House	5226	C
107	Arthur Johnson	5208	N
200	Rev. Owens	5214	N
204	1st Presbyterian ED Building	5203	N
205	1st Presbyterian Church	5206	C
207	Allen/McDonald	5194	C
	(Caroline Street intersects)		
302	Exchange Hotel	5185	C
304, 306	Rosasco Enterprises		N
303	Mason/Allen House	5152	C
404	R.M. Jernigan House	5147	C
410	Leo Sheets	5139	N
ESCAMBIA STREET: from Canal Street southeast to Hill Street			
100	Faircloth Rental	5188	C
202		5153	N
204		5149	N
	(Oak Street intersects)		
300		5123	N
301	David Cox	5120	C
302		5119	N
303	Stewart/Cox	5108	C
304		5115	N
FILMORE STREET: from Canal Street southeast to Railroad			
102	Ramsey/Jernigan	4993	C

104	Jordan House – vacant		C
106	Henderson House	5005	C

HENRY STREET: from Canal Street southeast to Railroad

102	J.M. Hindsman House/Stephens	5039	C
103		5042	N
105		5040	N
107	T.W. Jones House	5032	C
201	Brashear House	5024	C
202	Finkelstein House	5021	C
206	L&N Depot	5003	C

HILL STREET: (Known as BALDWIN STREET from Canal Street northwest to Escambia Street)

210			N
301	Britt House		C

MARGARET STREET: from Canal Street west to Railroad (north side only)

102	Park House/Pitts	6794	C
104	C.E. Emmett Rental/Meredith	6786 (demolished)	C
106	C.E. Emmett Rental/Meredith	6788	C
206	Allen St. Clair/Lempo	6778	C
302		6742	N

MARY STREET: from Berryhill Street south to Margaret Street

98	Melvin/Bostic	5231	C
100	Melvin/Melvin	5227	C
106	Hobbs/King	5221	C
108	Hobbs Rental/Horn	5215	C
110	Hobbs Rental/Griffin	5211	C
112	R.B. Hobbs/Melvin	5209	C
114	Chavers Rental/Fairchild	5205	C

OAK STREET: from Canal Street northeast to Elmira Street

101	Joiner's Garage	6805	N
103	Wm Davison	6813	C
104	Wm Bonifay	6812	C
201	Beulah Clark	6824	N
202	Fitzgerald	6823	C
203	Lewis Golson House	6834 A, B & C	C

WALTON STREET: from Canal Street southeast

105	Steele House	5113	C
107	H. L. Williams	5108	C

206	Fred Turner	5071	N

WILLING STREET: from junction of Broad & Berryhill Street south to Pine Street

101	Newman House/Nutt	5243	C
102	D.T. Williams/Jeans Beauty	5242	C
103	Nutt	5241	N
104	D.T. Williams/Rollo Property	5240	C
105	Thrash	5237	N
107	Elliott	5235 Ste. B	C
108	Stewart/Gulf Title	5236	C
109	Presley	5235 Ste. A	N
110	I.M. Josephson's Dry Goods/Donovan	5234	C
111 & 113	Earl Lewis, PA & Ye Ol Music Shop	5233	N
112	John Nix	5232	N
116 & 118	Chaffin/Cohen/Frame's/Nix Realty	5230	C
117	Bates-Kentzman/Bracha	5227	C
120	Cohen Brothers/William Bean	5224	C
122	Fisher & Co./W. FL Title	5220	C
124a	Jones Building/Allen Lindsay, PA	5218	C
124b	Hamilton Building/Roy Andrews, PA	5218	C
128	Johnson Drugs/Milton Drug Store	5216	C
	(Caroline Street intersects)		
200	Fisher & Hamilton/Ducker-Lawson	5210	C
202	Fisher & Hamilton/SRC Office Supply	5206	C
204	Fisher & Hamilton/Old Pool Hall	5202	C
206	Chelsea Title	5198	N
210	Fisher & Hamilton/SRC Annex		C
212	C.E. Elliott/SRC Annex		C
214	C.E. Elliott/SRC Civil Service		C
311	Chair/Sullivan	5165	C

46 N = 28%

117 C = 72 %

163 =100%

The City will continue to preserve and protect historically significant structures and sites. The associated policies provided for in the Traditional Neighborhood District (TND) overlay allow certain professional offices and mixed uses in structures recognized as historically significant provided the use does not adversely affect external appearance. The City has developed Historic District guidelines to offer assistance to owners of historic properties and others interested in the rehabilitation and renovation of historically significant structures with information on appropriate action steps. These guidelines provide property owners with specific suggestions for materials and techniques for renovation based upon the style of the building they own. Additionally the technical review committee's (TRC) is another group used by the City to ensure area development is compatible. The Comprehensive Plan acknowledges the City's historic preservation ordinance which states that in the Historic District, where a characteristic development pattern and distinctive architectural style have already been established, new development shall be planned to reinforce the special character found there. The issuance of land use certificates in the Historic District of the City has more than one review authority. The Downtown Redevelopment Advisory Board reviews development plans, including exterior facades and sign construction and renovation, for conformance with the guidelines established in the LDR.

The approach is intended to provide flexibility in the development of property within the district in a manner which balances the interest of the property owner with the public's need for assurance that development will be orderly and aesthetically compatible with neighboring structures and historic resources.

Each development proposal within the Historic District will be considered by the Downtown Redevelopment Advisory Board and the Historic Preservation Board based upon the following guidelines in part:

A. Site Planning:

The historic character of the district shall be reflected as closely as possible in the site planning of new development.

B. Architecture:

The scale, height, massing, materials, textures, and colors of new buildings shall be compatible with those of existing structures to which such new construction or renovation is visually related.

C. Landscaping:

New landscaping should be consistent with the existing landscape character of the District.

In addition to the areas previously mentioned fences, signs, and exterior colors are examined.

A Historic Preservation Ordinance with the necessary measures to ensure protection is in place. The Objective achievements related to this major issue appear to be adequate.

CHAPTER 4: TRANSPORTATION ELEMENT

A. ELEMENT OVERVIEW

According to Rule 9J-5.019 of the Florida Administrative Code, the purpose of the Transportation Element is to plan for a multi-modal transportation system that places emphasis on public transportation systems. The goal of the City of Milton's Transportation Element is to develop and maintain an integrated multi-modal transportation system that ensures that multiple travel options are afforded to all. The transportation system is required to be consistent with the other goals that are described in this Comprehensive Plan. Another purpose of the Transportation Element is to coordinate local transportation planning with the West Florida Regional Planning Council (WFRPC) Long Range Transportation Plan (LRTP). The Milton Transportation Element contains objectives and policies related to the provision of infrastructure for all travel modes, preservation of right-of-way and maintenance of transportation concurrency. The objectives within the Transportation Element directly impact an efficient multi-modal transportation system, traffic congestion, travel choices and the modal split. The City's current travel choice is predominately automobiles, especially single-occupancy vehicles. The achievement of policies within the Comprehensive Plan will have a positive impact on increasing the modal split of transit along with bicycle and pedestrian modes. Additionally, promoting quality developments with accessible pedestrian, bicycle and transit infrastructure provides increased mobility to disadvantaged populations, as well as achieving resource protection goals.

B. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: PROVIDE A SAFE AND EFFICIENT TRANSPORTATION CIRCULATION SYSTEM FOR ALL RESIDENTS AND VISITORS TO THE CITY OF MILTON.

OBJECTIVE 1.1: THE CITY OF MILTON SHALL PROVIDE FOR SAFE, CONVENIENT, AND EFFICIENT MOTORIZED AND NON-MOTORIZED TRAFFIC BY IMPLEMENTING THE POLICIES OF THE COMPREHENSIVE PLAN.

POLICY 1.1.1: The City hereby adopts peak hour level of service "D" as the minimum peak hour level of service for all roads within the City.

POLICY 1.1.2: City development regulations shall require the provision of safe and convenient on-site traffic flow for all new developments.

POLICY 1.1.3: City development regulations shall require the provision of adequate motorized and non-motorized vehicle parking for all new developments.

POLICY 1.1.4: All road construction projects within the City shall accommodate pedestrian and bicycle traffic when such a need is established during facility planning.

POLICY 1.1.5: City development regulations shall include the control of connections and access points of driveways and roads to facilitate safe and efficient access.

POLICY 1.1.6: Coordinated access routes shall be considered for developments adjacent to major roadways within the City.

POLICY 1.1.7: The City will explore alternate sources of revenue to fund roadway and drainage improvements.

OBJECTIVE 1.2: THE CITY OF MILTON SHALL COORDINATE WITH THE FLORIDA DEPARTMENT OF TRANSPORTATION AND THE FLORIDA-ALABAMA TPO TO MAINTAIN ADOPTED LEVELS OF SERVICE AND TO PLAN IN ACCORDANCE WITH THE CITY'S FUTURE LAND USE MAP BY ACTIVELY PARTICIPATING IN THE LONG-RANGE TRANSPORTATION PLAN UPDATE PROCESS PERFORMED BY THE WFRPC.

POLICY 1.2.1: If during the planning period, the level of service of a roadway segment is found to have decreased below adopted standards, the City shall coordinate with FDOT to designate the segment as a "backlogged" facility and will adopt a LOS standard to maintain conditions in accordance with a negotiated degradation agreement. Roadway LOS shall be monitored utilizing annual FDOT traffic counts in conjunction with Concurrency Management Regulations.

POLICY 1.2.2: An assessment of the LOS impact on existing transportation systems shall be required for proposed developments.

POLICY 1.2.3: The city shall provide accurate future land use data for traffic zones within the City to the Florida-Alabama TPO for use in future transportation modeling.

POLICY 1.2.4: Participate in the development of the Five Year Transit Development Plan and the TPO Long Range Transportation Plan Update as they address establishment of transportation demand management programs to modify peak hour travel demand and reduce the number of vehicle miles traveled per capita within the community and region.

POLICY 1.2.5: Participate in the development of the TPO Long Range Transportation Plan Update as it addresses establishment of transportation system management strategies that are appropriate to improve system efficiency and enhance safety.

OBJECTIVE 1.3: THE CITY OF MILTON SHALL PROTECT THE RIGHT-OF-WAY OF EXISTING AND FUTURE TRANSPORTATION CORRIDORS BY ENFORCING THE EXISTING SET BACK REQUIREMENTS OF THE CITY'S ZONING ORDINANCE AND BY IMPLEMENTING POLICIES 1.3.1 AND 1.3.2.

POLICY 1.3.1: Minimum right-of-way requirements for new roadways within the City shall not be less than 100 feet for arterial roadways, 60 feet for collector roadways, and 60 feet for local roadways. These standards are consistent with the City's Land Development Code and Public Works Policy Manual.

POLICY 1.3.2: In the event that a future transportation corridor is designated by the City, right-of-way needs shall be formally identified, and a priority schedule for acquisition or reservation shall be established.

OBJECTIVE 1.4: THE CITY SHALL COORDINATE TRANSPORTATION SYSTEM IMPROVEMENTS WITH THE PLANS OF THE PENSACOLA URBANIZED AREA TRANSPORTATION PLANNING ORGANIZATION, AND THE FLORIDA DEPARTMENT OF TRANSPORTATION'S FIVE-YEAR TRANSPORTATION PLAN AND STRATEGIC PLAN.

POLICY 1.4.1: The City shall continue active membership in the Northwest Florida Regional Transportation Planning Organization (TPO), review any TPO area transportation plans, and amend the Comprehensive Plan as necessary to ensure consistency.

POLICY 1.4.2: The City shall annually review the Florida Department of Transportation's Five-Year Improvement Program and amend the Comprehensive Plan as necessary to ensure consistency.

POLICY 1.4.3: The City shall review any updates of the Florida Department of Transportation's Strategic Plan and amend the Comprehensive Plan as necessary to ensure consistency.

OBJECTIVE 1.5: THE CITY WILL ENCOURAGE ACCESSIBLE PUBLIC TRANSPORTATION FOR THE TRANSPORTATION DISADVANTAGED THROUGH COORDINATION OF LOCAL SOCIAL SERVICE TRANSPORTATION.

POLICY 1.5.1: The City will continue to support, through participation in the Florida-Alabama Urbanized Area TPO, the provision of transportation services to the transportation disadvantaged by the designated provider.

POLICY 1.5.2: The City will re-evaluate the need for public mass transit as part of the required Comprehensive Plan Evaluation and Appraisal Review process.

POLICY 1.5.3: The City will participate in the development of the Five Year Transit Development Plan especially in the establishment of numerical indicators against which the achievement of the mobility goals of the community can be measured, such as modal split, annual transit trips per capita, and automobile occupancy rates.

C. EVALUATION OF TRANSPORTATION ISSUES

The City continues to meet or exceed the adopted LOS standards of most City roadways, and coordinates with Santa Rosa County and FDOT to address LOS on County and State roadways through its development review process. According to current LOS data all roadways within the City were meeting or exceeding their adopted LOS standard. No improvements have been identified to address LOS deficiencies

The City continues to closely coordinate with Santa Rosa County, WFRPC and FDOT to implement improvements through inclusion of projects in the City's Capital Improvements

Program (CIP), FDOT's Adopted Work Program, and Santa Rosa County's CIP. Since the adoption of the Comprehensive Plan several facilities have been widened or improved to enhance capacity of roadways.

The City ensures maintenance of transportation LOS standards and availability of transportation facilities through its development review process. The City reviews all new development and redevelopment in accordance with the Concurrency Management System's provisions to measure impacts on the transportation system and identify mitigation measures to address such impacts.

The City continues to coordinate with Santa Rosa County, WFRPC and FDOT to protect existing rights-of-way and preserve future rights-of-way. The City implements access management controls along major arterials by limiting access points and coordinates with FDOT and Santa Rosa County, respectively, for issuance of driveway permits and other access points. This is an ongoing objective.

The City works to ensure that the required LOS for evacuation routes is maintained. All developments that have the potential for impacting evacuation routes are reviewed relative to maintenance of LOS and maximum evacuation time of six hours.

The City continues to enhance its pedestrian and bicycle infrastructure along all City roads through the TPO seeking enhancement proceeds and state financial support. The current state trail system provides all with the opportunity to recreate along one of the leading trail system in the state. The overlays referred to earlier in this instrument include provisions that require multimodal means to be met. The City also coordinates with Santa Rosa County and FDOT for pedestrian and bicycle improvements on County and State roads. Currently the City does not have a transit provider. A transit feasibility study completed in 2008 showed the need for service from Milton to Bagdad.

The City continues to closely coordinate its transportation planning and land use planning efforts with WFRPC, Santa Rosa County, FDOT, Florida-Alabama TPO and other regional transportation agencies by participating in their work programs to ensure implementation of County and State roadway projects that are within the City boundaries. The City provides representation in the planning committees of the WFRPC to remain updated on planning decisions that have a potential to impact Milton.

The Transportation Element is internally consistent within the Comprehensive Plan and is closely linked to the Future Land Use Element. The land development pattern necessitates improvements and expansion to the County's transportation system and the changes in land use densities are made consistent with the transportation system's ability to support these changes. In addition to City staff, input is also obtained from Santa Rosa County, WFRPC, FDOT and others for amendments that have a regional impact.

The following shortcomings have been identified for the Transportation Element:

The Transportation Element does not contain specific policies that support a Transit Oriented Development pattern along major transit corridors. There was however good reason for the exclusion. Public transportation services were limited at best. The City will assign major roadways with transit services as "Public Transit Corridors". However, specific strategies related to the development of a transit oriented development pattern, if desired, will take some time. Supportive future land use categories would also need to be developed and utilized to promote such a development pattern.

D. OBJECTIVE ACHIEVEMENT RELATED TO MAJOR ISSUES

An assessment of the Transportation Element's objectives has been completed to identify how the objective achievement relates to the major issues identified by the City. The following is a synopsis of the objective achievement.

1. *ISSUE: Natural Resources*

Balancing Development and Environmental Resource Protection. (Major Issue # 4) The achievement of objectives within the Transportation Element does not directly impact the City's ability to conserve environmental resources and habitat protection. The achievement of the objectives within the Transportation Element does not directly affect the City's ability to determine the best mix of recreation facilities. However, planning of community facilities around major transportation nodes can support the urban design and community planning goals of the City.

2. *ISSUE: Downtown Redevelopment*

The Transportation Element supports urban infill and redevelopment in older areas of the City. Redevelopment is typically associated with challenges to providing adequate capacity for public facilities and services. However, if redevelopment is based on sound transportation planning that accommodates multiple modes; the demand on roadway infrastructure can be minimized. Achieving the objectives within the Transportation Element will help support infill development and redevelopment within the older areas of the City, particularly within the CRA.

3. *ISSUE: Housing Needs*

The achievement of objectives within the Transportation Element does not directly impact the City's ability to provide adequate affordable housing for the City's workforce, elderly and disabled populations. However, increasing transportation choices, combined with transit oriented and mixed use development patterns, will have a positive effect on the affordability of housing.

4. *ISSUE: Future Land Use*

Evaluate the Future Land Use Element to determine if changes are needed to the Future Land Use Categories. Evaluate the Comprehensive Plan to ensure the goals, objectives and policies encourage the preservation of structures and sites that are of historic significance to the City. To support a multi-modal transportation system, the underlying land use pattern should be supportive of all modes and promote a mix of land uses. A mixed land use pattern can reduce the number of trips by increasing internal trips and reducing the number of local trips along major roadways. The major roadways can be used to efficiently serve regional trips, further reducing the impact on the overall transportation system. In order to promote a multimodal system promoting mixed use and transit oriented developments along major roadway corridors and transportation nodes should be the dominant land use pattern. Until recently that has not been the case in the City of Milton. However, with the adoption of the corridor overlay and its emphasis on the type of growth described in this section the City is taking appropriate action steps to address the deficiencies.

CHAPTER 5: HOUSING ELEMENT

A. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: TO ENSURE THE PROVISION OF AN ADEQUATE QUANTITY OF SAFE AND AFFORDABLE HOUSING FOR THE CURRENT AND FUTURE RESIDENTS OF THE CITY OF MILTON.

OBJECTIVE 1.1: THE CITY OF MILTON WILL PROVIDE GUIDANCE AND DIRECTION TO THE PUBLIC AND PRIVATE SECTORS FOR THE PROVISION OF ADEQUATE AND AFFORDABLE HOUSING FOR EXISTING AND FUTURE POPULATIONS INCLUDING HOUSEHOLDS WITH SPECIAL NEEDS BY IMPLEMENTING Policies 1.1.1 through 1.1.3.

POLICY 1.1.1: The City will perform a housing specific review every five years or concurrent with each Evaluation and Appraisal Review, and will implement its regulatory and permitting processes to identify and make changes to improve the public and private housing delivery processes.

POLICY 1.1.2: The city will utilize available Federal, State, and local subsidy programs to provide adequate housing.

POLICY 1.1.3: The City of Milton will continue to enforce its adopted Fair Housing Ordinance (#725) to eliminate discriminatory housing practices.

OBJECTIVE 1.2: THE CITY OF MILTON WILL CONTINUE TO REDUCE THE NUMBER OF SUBSTANDARD HOUSING UNITS AND ENCOURAGE THE STRUCTURAL AND AESTHETIC IMPROVEMENT OF EXISTING HOUSING BY STRICTLY ENFORCING ADOPTED BUILDING PRESERVATION AND MAINTENANCE ORDINANCES AND BY IMPLEMENTING POLICY 1.2.1.

POLICY 1.2.1: The City will enforce its adopted building preservation and maintenance ordinances to ensure that quality of housing and stabilization of neighborhoods is maintained by reducing the number of substandard units by approximately one percent annually.

OBJECTIVE 1.3: THE CITY OF MILTON WILL GUIDE THE PROVISION OF ADEQUATE SITES AND DISTRIBUTION OF LOW AND MODERATE INCOME HOUSING, AND MOBILE HOMES WITHIN VARIOUS RESIDENTIAL LAND USES. THIS WILL BE ACCOMPLISHED THROUGH ENFORCEMENT OF THE CITY'S LAND DEVELOPMENT REGULATIONS.

POLICY 1.3.1: Mobile homes, mobile home parks, and mobile home subdivisions shall be permitted in the Rural Urban future land use category, except that no mobile homes shall be permitted to locate in FEMA A or V zones. The adequate siting and distribution of mobile homes is further accomplished through the zoning provisions of the Land Development Regulations.

When approved as a planned development project (PDP), mobile home parks and subdivisions shall be permitted to locate in the R-2 (One and Two Family Dwelling), R-3 (Multiple Family Dwelling), and R-U (Rural Urban) zoning districts. Manufactured housing approved by the Florida Department of Economic Opportunity shall be permitted to locate in all residential zoning districts.

POLICY 1.3.2: Accessory housing, defined as guest cottages in the City's land development regulations, shall be permitted to locate on the same lot with a single family unit in all single family residential districts.

OBJECTIVE 1.4: HOUSEHOLDS WITH SPECIAL NEEDS, SUCH AS GROUP HOMES AND FOSTER CARE FACILITIES WILL BE LOCATED CONSISTENT WITH THE REQUIREMENTS OF CHAPTER 419, F.S. BY IMPLEMENTING POLICY 1.4.1

POLICY 1.4.1: Group homes (community residential facilities) which house six (6) or fewer residents shall be permitted in any residential land use category in accordance with the provisions of F.S. 419. Group homes (community residential facilities) which house seven (7) or more residents shall be permitted in multi-family residential land use districts in accordance with the provisions of F.S. 419.

OBJECTIVE 1.5: THE CITY WILL PROVIDE FOR THE CONSERVATION AND REHABILITATION OF HOUSING BY ENFORCING EXISTING BUILDING PRESERVATION AND MAINTENANCE ORDINANCES WHICH ESTABLISH STRUCTURAL STANDARDS AND BY SUPPORTING APPROPRIATE STATE AND FEDERAL HOUSING REPAIR AND RECONSTRUCTION PROGRAMS.

POLICY 1.5.1: The City's Code Enforcement program for the conservation, rehabilitation, or demolition of housing will be designed to extend the useful life of the existing housing stock and stabilize or improve existing neighborhoods.

OBJECTIVE 1.6: THE CITY OF MILTON WILL ENFORCE ITS HISTORIC PRESERVATION ORDINANCE TO ENSURE THE PROTECTION OF HISTORICALLY SIGNIFICANT HOUSING.

POLICY 1.6.1: When permits are requested to demolish or renovate homes, the site must first be evaluated to determine if it is of historic significance.

POLICY 1.6.2: The Historic Preservation Ordinance will specify procedures to be used in issuing development permits to give preference to the adaptive reuse of historic resources over activities that would significantly alter or destroy them.

OBJECTIVE 1.7: THE CITY WILL CONTINUE TO PROVIDE RELOCATION HOUSING ASSISTANCE IN ACCORDANCE WITH THE CITY'S DEMOLITION/DISPLACEMENT STRATEGY RELOCATION POLICY WHICH PROVIDES FOR FINANCIAL ASSISTANCE TO DISPLACED HOUSEHOLDS WHEN FEDERAL AND/OR STATE ASSISTANCE IS INVOLVED.

POLICY 1.7.1: All plans for public programs and projects which would involve the displacement of residents must include a housing relocation plan which contains provisions for interim and/or permanent housing for persons being displaced.

POLICY 1.7.2: The City will make referrals and requests priority placement by the Milton Housing Authority for displaced households.

OBJECTIVE 1.8: THROUGH COORDINATION WITH PUBLIC AND PRIVATE ENTITIES, THE CITY OF MILTON WILL PARTICIPATE IN THE IMPLEMENTATION OF ANY HOUSING PROGRAMS IDENTIFIED AS NECESSARY BY THE ADOPTED COMPREHENSIVE PLAN OR AS REQUIRED BY THE COMPREHENSIVE PLAN MONITORING AND EVALUATION PLAN AND EVALUATION AND APPRAISAL REVIEW.

POLICY 1.8.1: The City will encourage the coordination of local government and private or non-profit groups involved in the provision of housing through the establishment of advisory groups as housing related issues arise.

B. HOUSING NEEDS

Statement of Major Issue

Housing needs have been identified by the City of Milton as an important community issue. The recent trends in the housing market have increased the City's desire to ensure that its Comprehensive Plan addresses its housing issues adequately. The major issue identified by the EAR is the determination of which affordable housing practices and methodologies are appropriate to address the housing needs for the City's workforce, elderly and disabled populations. The City has also identified related areas to address the City's housing conditions including:

(1) Examining the City's housing stock and identifying existing affordable housing opportunities;

(2) Examining the regional jobs/housing balance; and examining existing affordable housing initiatives.

Issue Background and Analysis

Historically, housing prices have been generally lower in Santa Rosa County compared to the surrounding counties and other areas in Florida. Due to the decreasing land costs and housing costs statewide, the median home prices in Milton have not risen in the last few years. This trend has affected the supply of affordable housing for many of the City's residents. In recent years, home prices throughout Florida have dramatically decreased; however, during the first quarter of 2010, the median home prices in many communities have either leveled off or have begun to increase. However, the City's affordable housing stock and related practices remain a major issue.

The availability of housing data within the City is limited in many cases to data collected prior to 2009, and in some cases earlier. Data has been collected from a variety of sources including the US Census, Shimberg Center and the Florida Housing Data Clearinghouse, the National Association of Home Builders, and the Florida Association of Realtors. The following data summary is based on the assumption that trends seen at the metropolitan statistical area level apply to the City. The dynamic conditions associated with the real estate market present challenges regarding the applicability of data from, and prior to, 2009. However, the data is presented to illustrate the changing housing trends in the region.

Table 6 illustrates the assessed value and the median sales price of various housing types within Milton, Santa Rosa County and Florida State. Historically, Santa Rosa County has had lower housing prices than the statewide average, including the surrounding counties in the Florida Panhandle. According to the Florida Department of Revenue's 2011 household data, the assessed value and median sales price of a single family home in Milton is much lower than Santa Rosa County.

Table 5.1:
Assessed Value and Median Sales Price by Housing Type, 2011

	City of Milton	Santa Rosa County	State of Florida
Average Just Value			
Single Family Residence	$79,921.00	$129,273.00	$164,644.00
Mobile Home	$45,941.00	$44,659.00	N/A
Condominium	N/A	$182,549.00	N/A
Median Sales Price			
Single Family Residence	$119,500.00	$168,000.00	$150,000.00

Shimberg Center for Housing Studies, 2011

Affordable housing is defined as "housing which costs 30 percent or less of the purchaser's gross income". Approximately 65 percent of the City's households are owner-occupied. Table 7 shows the number of households in Milton in 2008 by the amount of annual income paid for housing by ownership type. Approximately 26 percent of the owner occupied households and 32 percent of the renter-occupied households are "cost-burdened", meaning they are spending more than 30 percent of their income on housing. Additionally, 9 percent of the owner-occupied units and 15 percent of the renter-occupied units are "severely cost-burdened", meaning they are spending more than 50 percent of their income on housing.

Table 5.2:
Amount of Annual Income Paid for Housing, 2011

	Amount of Income Paid for Housing		
	0-30%	30-50%	50% or more
Owner	1426	241	156
Renter	866	219	190

Shimberg Center for housing Studies, 2011

According to the National Association of Home Builders/Wells Fargo Housing Opportunity Index (HOI), a negative change has occurred in the Pensacola Metro Area's affordability ranking. The HOI is a measure of the percentage of homes sold in a given area that are affordable to families earning the area's median income during a specific quarter. The HOI is calculated based on two major components -- income and housing cost. The income component is derived from the annual median family income estimates for metropolitan areas published by the Department of Housing and Urban Development. Affordability is calculated based on housing expenditure as 28 percent of a family's gross income. Table 8 illustrates the HOI and ranking for the Pensacola Metro Area for approximately the last ten years.

Table 5.3:
Housing Opportunity Index for Pensacola Metro Area Criteria,
Pensacola-Ferry Pass-Brent, Florida

Quarter	Q4_03	Q1_04	Q2_04	Q3_04	Q4_04	Q1_05	Q2_05
Median Price	110	117	125	132	132	137	147
Housing Opportunity Index	77.9	82.9	76.6	75.5	74.8	69.7	64.8
Median Income	47.4	50.7	50.7	50.7	50.7	49.8	49.8
National Bank	50	33	47	44	42	55	59
Regional Bank	15	8	14	12	11	15	18
Count	2199	1941	3931	4222	3694	3222	4167

Quarter	Q3_05	Q4_05	Q1_06	Q2_06	Q3_06	Q4_06	Q1_07

Median Price	157	160	159	150	160	150	148
Housing Opportunity Index	60.2	57	59	60.8	55.3	61.7	64.5
Median Income	49.8	49.8	51.9	51.9	51.9	51.9	52.5
National Bank	68	67	70	69	78	68	76
Regional Bank	21	18	20	26	27	20	25
Count	3902	3739	3206	3428	2602	2410	2187

Quarter	Q2_07	Q3_07	Q4_07	Q1_08	Q2_08	Q3_08	Q4_08
Median Price	158	158	149	141	150	149	138
Housing Opportunity Index	61.2	58.3	67.6	74	71.8	68.5	76.7
Median Income	52.5	52.5	52.5	55.9	55.9	55.9	55.9
National Bank	75	71	66	63	65	74	55
Regional Bank	26	25	19	17	17	24	11
Count	2393	2296	1951	1413	1772	1771	1357

Quarter	Q1_09	Q2_09	Q3_09	Q4_09	Q1_10	Q2_10	Q3_10
Median Price	125	145	145	138	143	140	142
Housing Opportunity Index	81.6	78.5	77.1	80.4	75.9	79.8	79.4
Median Income	57.1	57.1	57.1	57.1	57.5	57.5	57.5
National Bank	73	102	104	93	142	117	106
Regional Bank	20	32	34	29	56	42	34
Count	990	1644	1648	1722	1341	1837	1621

Quarter	Q4_10	Q1_11	Q2_11	Q3_11	Q4_11	Q1_12	Q2_12
Median Price	142	150	135	137	130	126	135

Housing Opportunity Index	79.9	68.1	77.2	78.6	82.5	84.4	82.5
Median Income	57.5	57.5	58.4	58.4	58.4	59.2	59.2
National Bank	116	190	134	129	108	106	108
Regional Bank	39	67	40	39	28	27	28
Count	1591	1462	1683	1746	1617	1391	1968

NAHB/Wells Fargo HOI, 2013

Currently, the Pensacola Metro Area (which includes Milton) is ranked 107th nationally and 31st regionally on the HOI for the 2nd Quarter of 2013. Even with the recent slowdown of the housing market and the drop in housing prices, the region still continues to decline in its ranking.

The 2011 HUD-estimated median income for a family of four in the Milton area was $ 58,400. As shown in Table 6, the median sales price in 2011 was $119,500. Of note is the fact that home purchase affordability is generally 2.5 to 3 times household income, depending on the household's debt levels. This is also called the price to income ratio. The following are the home price to income ratios, and are generally called the Housing Affordability Rating.

Table 5.4:
Housing Affordability Rating

Rating Home Price	Income Ratio
Severely unaffordable:	5.1 and more
Seriously unaffordable:	4.1 to 5.1
Moderately unaffordable:	3.1 to 4.0
Affordable:	3.0 or less

Markets Demographia International Housing Affordability Survey,
***The Income Ration or Median Multiple is widely used to evaluate Urban**

Based on the affordability index of 3.0, a family had to make an annual income of $ 39,833 to afford a median priced home of $ 119,500 in 2011. This is 68 percent of the HUD estimated 2011 median income of $ 58,400. Based on the median income and home price in Milton, residents are generally likely to spend greater than 30 percent of their annual income on housing. This means that there are and will continue to be households in the City that are cost burdened.

Regional Jobs to Housing Balance

Jobs- to-housing balance is a measure of the equilibrium between employment and housing in an area or a region. It is measured as a ratio of the number of jobs to the number of housing units in a region. A balanced jobs-housing ratio at a regional level ensures that adequate employment opportunities are available to support the local populations as well as the regional and local economy. A low jobs-housing ratio is more representative of a bedroom community and high jobs-housing ratio is more representative of an employment zone. There are varying degrees of acceptable job-housing ratios; the American Planning Association however recommends a 1.5:1 ratio. When there is a favorable jobs to housing balance in a community, it is assumed that a significant amount of residents work closer to their homes. It is also assumed there will be an overall reduction in commuting distances. A better balance will also contribute to minimizing transportation impacts. The City is a predominantly residential community with few non-residential uses. The Comprehensive Plan does not specifically address the issue of the jobs to housing balance. However, certain objectives and policies that indirectly relate to promoting the concept of a jobs-to-housing balance of residential and commercial uses, and minimizing of travel distances are included. Data regarding the jobs-to-housing-units-ratio was not available at the City level. According to the best available data, the jobs-to-resident workers (actual labor force) ratio within the County in 2004 was 0.67. This is not a particularly healthy job/housing balance. The City of Milton likely has the same, or a lower, jobs-to-resident workers ratio than Santa Rosa County. A significant portion of the County's workers commute to work outside of the County. Similarly, a significant portion of the City's residents work outside the City, due to the shortage of non-residential areas and limited employment opportunities within the City.

Future of Mobile Home Parks

Milton has historically had a relatively modest percentage of mobile home developments. Even though the share of mobile homes has reduced over time with the increase in the number of single family homes and condominiums, it still remains an available housing type. During the housing market boom from 2004 through 2006 the costs of land and housing increased at unprecedented rates. For many people with lower incomes, who may otherwise have not been able to pay for a home, the availability of mobile and manufactured homes provided opportunities for affordable housing.

According to the Florida Department of Revenue, the assessed value of a mobile home in 2011 in Milton was $ 45,941. This is nearly 79 percent of the household median income of Milton in 2011. The loss of mobile home developments could result in a decrease in affordable housing options available to residents. The City of Milton will continue to insure that housing options will be available to all of its residents regardless of income level.

Existing Affordable Housing Initiatives

Santa Rosa County recognizes the need to provide residents with a variety of quality affordable housing choices. The County's Housing Programs' primary purpose is to improve housing opportunities for the benefit of low and moderate income families. The goal of the Housing Program is to create partnerships, maximize resources and identify new strategies to develop and preserve affordable housing. The program operates within the City and provides the services described below to our citizens. The County attempts to ensure that the people are represented in the process and to that end has established a housing coalition that is tasked with identifying barriers to quality workforce housing and identifying ways to reduce or eliminate those barriers. The Coalition is made up of housing supporters, including among others, employers,

non-profit and for-profit housing developers, credit counselors, utility providers, mortgage lenders, realtors and community service providers. The Coalition serves as a resource for potential homebuyers and renters to help individuals and families reach their housing goal. Additionally the County has established an Affordable Housing Advisory Committee (AHAC) Members of the AHAC are appointed by the Board of County Commissioners (BOCC) to serve as a citizen's advisory representative for state funding under the State Housing Initiatives Partnership (SHIP) Program. All meetings of the advisory committee are public meetings. The AHAC reviews local housing incentive strategies and makes recommendations to the BOCC for the creation of best practices for the programs to both develop affordable housing and to maintain the current housing stock.

The programs used most commonly to achieve the desired outcomes include the State Housing Initiatives Partnership (SHIP) Program and the Federal HOME Program. The SHIP First Time Homebuyers program is designed to assist with down payment and closing cost assistance for the purchase of their first home. Applicants qualified for first mortgage financing may apply for participation through lenders located in Escambia or Santa Rosa County. The assistance provided is in the form of a deferred payment loan that becomes forgivable after fifteen (15) years of residence. The Santa Rosa County HOME Homebuyer Assistance Program also provides down payment and closing cost assistance to low income families for the purchase of a home to be used as the applicant's primary residence. Unlike the SHIP First Time Homebuyer Program, the HOME Program does not require that the applicant be a first time homebuyer. A list of registered first mortgage financing lenders can be obtained through the County's Housing Department. Funds are never forgiven. As program funding is limited it is available on a first-come, first qualified basis. Also utilized is the First Time Homebuyer Program (SHIP) Santa Rosa County participates in the State Housing Initiatives Partnership (SHIP) Program. The program is designed to assist families with down payment and closing cost assistance for the purchase of their first home. Applicants qualified for first mortgage financing may apply for participation through lenders located in Escambia or Santa Rosa County. The assistance is in the form of a deferred payment loan that becomes forgivable after fifteen (15) years.

Other programs include the following: Low-Income Owner Occupied Home Rehabilitation Program (SHIP/HOME) eligible repairs or improvements include work needed for safe or sanitary habitation and/or correction of building code violations. A waiting list exists for this program. The Neighborhood Stabilization Program (NSP) a part of the Florida State Administered Community Development Block Grant Program for eligible uses specified in the 2008 Housing and Economic Recovery Act. NSP funds must be used to address abandoned and foreclosed properties in areas of greatest need. Homeownership and rental activities must meet the national objective of providing benefit to low, moderate and middle income persons (maximum of 120% of area median income). The City continues to partner with private and public agencies to provide for more affordable housing opportunities within the City. The LDR allows for modular housing within residentially zoned areas to increase the variety of available housing types. In addition, zoning districts include all housing types in declining densities which allow for a variety of housing types for low income housing.

Affordable Housing Supply

The City has historically had a reasonably adequate supply of affordable housing to meet the needs of its residents due to the comparatively lower housing prices within Milton, and due to the variety of housing available within the City including single family homes, multi-family homes, mobile homes, condominiums and rentals apartments. The LDR provided for a variety of zoning categories allowing houses of varying densities and sizes for affordable housing projects.

The housing market fluctuation boom of recent years, and the volatile land and housing costs, has challenged the City to provide adequate affordable housing units. The change in costs combined with the conversion of rental units to condominiums and a reduction in the number of mobile homes have exacerbated the affordable housing challenge. These costs combined with increasing transportation costs resulted in a low job to housing balance that burdens low income households. In addition to trying to maintain the existing stock of older homes and continuing to provide sites for a variety of housing types and densities, additional provisions and incentives could be adopted to ensure adequate supply of affordable housing to moderate, low, very low, and extremely low income households.

With the passage of recent legislation creating additional incentives for the development of affordable and workforce housing, there may be more opportunities to encourage the development of such housing in the City. These additional incentives should be noted and incorporated into both the City's Comprehensive Plan and LDR updates.

Objective Achievement Related to Major Issue

Objectives in the Comprehensive Plan that have an impact on the Major Issue were found in the following elements:

- Future Land Use
- Housing

The successes and shortcomings of the identified objectives and associated policies, where appropriate, are presented in the following information.

OBJECTIVE 1.2: FUTURE LAND-USE: THE CITY OF MILTON WILL PROMOTE THE REDEVELOPMENT AND RENEWAL OF BLIGHTED AREAS WITHIN THE CITY AND WILL SEEK FUNDING FROM A VARIETY OF AVAILABLE SOURCES FOR HOUSING REHABILITATION AND RELATED PROGRAMS IN BLIGHTED NEIGHBORHOODS AND OTHER BLIGHTED SECTORS OF THE CITY.

The City's LDR protected the quality of older neighborhoods through allowing more mixed residential densities, aggressive code enforcement and building inspection program. The City encourages partnerships between the City and the neighborhood organizations/associations. The program provides funding for eligible neighborhood organizations to implement physical improvements that enhance the quality of life of the neighborhoods.

OBJECTIVE 1.3: FUTURE LAND-USE: THE CITY OF MILTON THROUGH ITS LAND DEVELOPMENT REGULATIONS ENCOURAGES AND PROVIDES FOR THE USE OF INNOVATIVE LAND DEVELOPMENT TECHNIQUES SUCH AS PLANNED DEVELOPMENT PROJECTS.

Future growth and development is managed through the use of the Land Development Regulation, in a manner consistent with the Future Land Use Map and Comprehensive Plan. This Objective is achieved by the following practices (as related to the Housing Major Issue):

The City shall continue to encourage the use of Planned Developments Projects (PDP) and the application of overlays and other innovative regulatory techniques. Ensure adequate lands are provided for housing of all types through application of these techniques. The Comprehensive Plan and the Land Development Regulations provides for a variety of land use and zoning categories that allow for the development of affordable homes. The City continues to implement these mechanisms to promote more housing choices for all income levels. No additional policies or programs have been adopted. The intent of the objective has been largely achieved. Additional policies will be considered, along with mechanisms in the LDR, to increase the supply of affordable housing.

CHAPTER 6: INFRASTRUCTURE ELEMENT

SANITARY SEWER SUB-ELEMENT

INTRODUCTION

Wastewater disposal is an important consideration of the planning process. As population increases, the need for additional sanitary sewer facilities and additional capacities increases. In the sanitary sewer sub-element, the wastewater discussed includes water from the kitchen and bathroom sinks, toilets, dishwashers, clothes washers, and bathtubs and showers. Each day, every person within The City of Milton produces an average of approximately 90 gallons of wastewater. The final destination may be either an on-site treatment disposal system (usually a septic tank), a private sewage treatment plant (generally located near the dwelling unit or other structure), or a regional treatment plant, which may be located many miles from the structure where wastewater is generated.

The purpose of the Sanitary Sewer Element is to provide information on the existing conditions of the City's sanitary sewer system. The Element will examine existing and potential deficiencies of the system as they relate to the health, safety and welfare of the population of the intended service area (both now and in the future). It will identify geographic service areas, operational responsibility, and the level of service of the facilities, and it will identify environmentally acceptable methods of the disposition of treated wastes and sludge from the wastewater treatment plants.

1. *Organization of the Element*

This element is divided into four main headings that include the Introduction, Terms and Concepts, Existing Regulatory Framework, and Data and Analysis. The Terms and Concepts section define the terms utilized throughout most of this document. The Existing Regulatory Framework describes the current federal, state, regional and county regulations. This section describes the City's population and demographic characteristics, discusses potential funding sources and provides current and projected needs at the recommended level of service.

2. *Relationship to other Elements of the Comprehensive Plan*

There are several key linkages between the Sanitary Sewer Element and other elements of the Comprehensive Plan which include the following:

The *Future Land Use Element,* as an overall blueprint for managing growth in the City, locates and describes land use densities and intensities that will strongly influence future growth and development. Together, the Future Land Use Element and the Infrastructure Element function together to implement many growth-management strategies.

The *Conservation* and *Coastal Management Elements* identifies all of the City's natural resources (i.e., geology, topography, minerals, soils, surface water quality and groundwater quality and quantity; floodplains, natural vegetative communities, wildlife habitats, fisheries, air quality, hazardous waste in addition; to coastal management issues beach and dune preservation, beach access, archaeological and historic sites, natural disaster planning, coastal high hazard areas and evacuation planning) and discusses various preservation techniques (i.e., preservation ordinances, conservation easements, financial incentives and land acquisition) as well as various land management techniques which will help to eliminate various land use conflicts.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other agencies, such as the Florida Department of Environmental Protection and the Northwest Florida Water Management District in the exchanging of important information relative to the environment located within the City of Milton.

The *Capital Improvements Element* will reflect the City's strategy for the delivery of infrastructure and other public services, which will serve a primary role in growth management and help shape future Sanitary Sewer demand. In addition, the Capital Improvements Element will reflect the five-year budget plan for capital plan for capital outlay, which should support the Goals, Objectives, and Policies of this Sub-Element.

The *Infrastructure Element* consists of the Sanitary Sewer, Potable Water, Natural Groundwater Aquifer Recharge, Solid Waste and Stormwater Management Sub-Elements. From a growth management perspective, the Sanitary Sewer Sub-Element will help implement growth management strategies which will have an impact on the timing, planning, and location of development into the next planning horizon, thus protecting the groundwater resources throughout the City and ensuring sufficient sanitary sewer services for the residents of the City of Milton.

A. TERMS AND CONCEPTS

Biochemical Oxygen Demand (BOD): The quantity of oxygen used in the aerobic stabilization of wastewaters and polluted waters. The standard 5-day BOD value is commonly used to define the strength of municipal wastewaters, to evaluate the efficiency of treatment by measuring oxygen demand remaining in the effluent and to determine the amount of organic pollutant in surface waters.

Domestic Waste: Human body waste and household-type wastes, including bath and toilet type wastes, laundry wastes, kitchen wastes, and other similar wastes from household or established appurtenances.

Effluent: Liquid by-product of the wastewater treatment process.

Force Main: A pressurized segment of the collection system.

Infiltration: Water, other than wastewater that enters a sewer system (including sewer service connections and foundation drains) from the ground through such means as defective pipes, pipe joints, connections or manholes.

Inflow: Water, other than wastewater, that enters a sewer system (including sewer service connections) from sources such as, but not limited to, roof leaders, cellar drains, yard drains, area drains, drains from springs and swampy areas, manhole covers, cross connections between storm sewers and sanitary sewers, catch basins, cooling towers, storm waters, surface runoff, street wash waters or drainage.

Influent: Wastewater or other liquid (raw or partially treated) flowing into a reservoir, basin, treatment process, or treatment plant.

Level of Wastewater Treatment: The proportion of solid and organic materials removed from the wastewater. The most common levels of treatment are: primary, secondary; tertiary.

Lift Station: A pumping facility which discharges flow directly into a gravity conduit.

NPDES: National Pollution Discharge Elimination System.

Primary Treatment: Removes between 30 and 35 percent of the organic material and up to 50 percent of the solids from the sewage. Because screens and settling tanks are the most common methods used to remove the solids, this process is also referred to as physical treatment.

Secondary Treatment: Removes between 80 and 90 percent of the total organic material and suspended solids from the sewage. This level of treatment generally requires multiple steps involving one biological process and one or more processes for removal of suspended solids.

Sludge: The accumulated solids separated from liquids during processing, or the precipitate resulting from chemical treatment, coagulation, or sedimentation of wastewater.

Tertiary Treatment: A level of wastewater treatment, which removes the organic material and suspended solids, synthetic organic compounds and inorganic chemicals. If not removed, these agents may cause pollution problems. Tertiary treatment adds steps to the primary and secondary processes, which will remove these pollutants.

Wastewater: A combination of the liquid and water-carried wastes from residences, commercial buildings, industrial plants, and institutions, together with any groundwater, surface water, and storm water that may be infiltrated.

1. *Regional Treatment Facilities*

Regional treatment facilities are large-scale sanitary sewer systems, which usually provide service to populated areas. These facilities generally provide for the collection, treatment and disposal of wastewater.

Collection methods include a series of sewer pipes, which collect sewage from individual sources and move it to the central location for treatment. The major components of the collection system are interceptors, which connect directly to the treatment plant; trunk mains, which connect to the interceptors; and mains, which connect to the trunk mains. In Milton, as well as the rest of Florida, the collection system includes a series of pump stations and force mains to transfer wastewater because of the flat topography.

The treatment plant removes the solid and organic matter from the sewage. In the regional treatment facility, this is usually accomplished by using more than one detached treatment processes. Preliminary treatment removes large objects like rags, plastics and wood by mechanical means. Primary treatment removes 30 to 50 percent of the solids. Removal is accomplished by using settling tanks. Secondary treatment involves the removal of 80 to 90 percent of organic and solid materials from sewage. The treatment process involves multiple steps of biological processes for removal of materials.

However, primary or secondary treatment does not remove the inorganic pollutants. *Tertiary* treatment is the process used to remove the majority of these pollutants. Tertiary treatment is an advanced treatment system, which is added to primary and secondary treatment to remove these

compounds. Phosphorus and nitrogen are the most commonly removed of these inorganic compounds.

Effluent and sludge are the remaining products of the treatment process. These byproducts must then be disposed of. Effluent is treated, or reclaimed, wastewater and sludge is the accumulated solid material. Effluent disposal methods include discharge to a water body, reuse through irrigation or injection into deep aquifers. Sludge requires additional treatment before disposal to remove any pathogens. Common disposal methods for sludge are burial in landfills or use as a soil conditioner and fertilizer for agriculture.

2. Package Treatment Facilities

Package treatment facilities are small pre-engineered facilities, that consist of a collection network, treatment plant and disposal system. Package treatment plants generally serve small isolated developments and are usually partially or completely preassembled by the manufacturer prior to shipment to the site. A secondary level of treatment is usually provided by these plants. Package treatment plants are generally constructed of steel or precast concrete and have multiple treatment processes contained within a single tank. These treatment facilities are generally considered to be less reliable than regional treatment facilities. Problems that are usually experienced at these facilities include:

- These plants are usually constructed by the developer at minimum accepted standards. This, in turn, results in pollution problems down the road.
- Maintenance and monitoring have proven to be expensive and time consuming. Therefore, these tasks are not regularly handled, resulting in decreased treatment levels and efficiency.
- Effluent disposal often is simply discharged into a nearby water body or retention pond. This can severely decrease the surface and ground water quality, especially when the effluent has not been treated properly.

3. *Septic Tank Systems*

Septic tank systems provide on-site wastewater treatment for both residential and small-scale commercial developments. The septic tank system consists of two components. One is the septic tank, while the other is the drainage field. The tank receives sewage from the dwelling unit or commercial establishment and provides a period of settling, during which time a significant portion of the solids settle out. The treatment process is accomplished by bacteria, which gradually decompose the solids, which have settled to the bottom of the septic tank. The remaining liquids are discharged through underground drainage pipes into the drain field and percolate into the soil. Once in the soil, microorganisms and filtration processes purify the liquids. Every three to five years, the accumulated solids should be removed. These solids, called septage, are generally transported to regional sanitary sewer facilities for treatment prior to disposal.

Residential septic tanks usually range in capacity from 900 to 1000 gallons. Generally, commercial septic tanks have a larger capacity. Since effluent from septic tanks is discharged

to the drain field where it is allowed to percolate into the soil, soil permeability and depth to the water table are limiting factors for septic tank use. To ensure adequate performance and protect groundwater quality, elevation of septic tank drain fields is often required.

The correct soils are needed to assure the proper functioning of these septic tank systems. According to the Santa Rosa County soil survey, the majority of soils in the City have severe limitations for septic tank use. According to the Soil Conservation Service, nearly 99 percent of the soils within the City are considered to be “very limited” or “somewhat limited” for septic tank use. Soils which have slight or moderate limitations are Bonifay, Fuquay, Kalmia, Kureb, Lakeland, Lucy, Maxton, Orangeburg, Ortega, Red Bay, Tifton, and Troup. Soils with slight limitations are the best suited for septic tank usage. Moderate soils have limitations, which can be easily removed with minor additions, which interfere with the proper functioning of the septic tank systems. However, additions need to be made during construction and the original problems are reoccurring. The soil survey provides detailed soil maps suitable for determining specific site limitations.

Soil information has been obtained from the Natural Resources Conservation Service, formally known as the Soil Conservation Service. According to the Santa Rosa County Health Department, there is no known information as to problems in the areas presently served by septic tanks in the City of Milton.

B. EXISTING REGULATORY FRAMEWORK

1. *Federal*

The Federal Water Pollution Control Act, Public Law 92-500, and its amendments through the Clean Water Act (1977 and 1982) and the Water Quality Act of 1987 regulate sanitary sewer services on the Federal level. The goal of these acts is the restoration and maintenance for the chemical, physical and biological composition of the nation’s water bodies. The acts established policies of implementation of area-wide waste treatment and management to ensure the control of sources of pollutants. Local governments were required to develop plans for construction of facilities to treat “point” sources of pollution, including effluent from sewage treatment plants. The Environmental Protection Agency (EPA) is responsible for implementation of the act.

The Clean Water Act of 1972 called for the EPA to develop national pretreatment standards to control industrial discharge into sewage systems. All publicly-owned treatment works (POTWs) must enforce the Federal standards. The National Pretreatment Program is a cooperative effort of federal, state, and local officials for reducing undesirable industrial wastewaters introduced into municipal sewers. The overall framework for the National Pretreatment Program is contained in the General Pretreatment Regulations that the EPA established in 1978 and modified in 1981. These regulations require all large POTWs – more than five million gallons, and smaller POTWs with significant industrial discharges, to establish local pretreatment programs. Similarly, the National Pollutant Discharge Elimination System (NPDES) regulates the direct discharge of wastewaters to surface waters. Under this program, a NPDES permit is required for POTWs and industries before discharging wastewater directly to surface waters. The permits require compliance with all federal standards and may also require additional controls based on local conditions.

2. *State*

The ***Florida Department of Environmental Protection (DEP)*** is responsible for carrying out the Water Pollution Control Act and the Clean Water Act at the State level. Chapter 62-600 (formerly

Chapter 17-6) of the Florida Administrative Code states the rules established by DEP for regulation of sewer facilities. The rules apply to facilities which treat flows exceeding 10,000 gallons per day (GPD) for residential and a 5,000 GPD for commercial and industrial.

The ***Florida Department of Health*** or Santa Rosa County Health Department regulates septic tank and drain field installation in the State. Within each County, the DOH has an office to regulate septic systems. These regulations have been adopted by rule in Chapter 64E-6. While 64E-6 does not set the criteria for septic tank effluent quality, it does require that septic tanks are installed in such a manner that, with reasonable maintenance, they will not create a health hazard or endanger the safety of any domestic water supply (groundwater or surface water). In addition, 64E-6 also establishes criteria for mandatory connections to wastewater and potable water systems.

The ***Florida Public Service Commission*** has the responsibility for regulating the rates and service of privately-owned water and sewer utilities in counties where the Board of County Commissioners has officially transferred jurisdiction to the commission. This authority was set out by Chapter 367, F.S., in the "Water and Wastewater System Regulatory Law." The commission establishes service standards which regulated utilities must meet. Section 367.171 provides for the adoption of a resolution where counties may transfer authority to regulate services to the Public Service Commission.

Additional State Statutes and Rules

In addition, the Sanitary Sewer Element of the Comprehensive Plan must remain consistent with the State Comprehensive Plan, Chapter 163, Part II of the Florida Statutes (F.S.), and Rule 9J-5 of the Florida Administrative Code (F.A.C.).

The State Comprehensive Plan, Chapter 187, F.S. contains the adopted goals and policies of the State of Florida. The State Comprehensive Plan establishes legislative framework, or direction, which all the State government agencies must be consistent with. Since the original plan adoption in 1972, various sections of the State Plan were amended. These amendments included the adoption of a new goal and supporting policies pertaining to "Health" and a new policy was added to the goal of "Agriculture", which is applicable to the Sanitary Sewer Sub-Element. This goal affirms that the State should have "an environment which supports a healthy population and which does not cause illness. Several policies were also added to support this goal, which include:

- Every Florida resident has a right to breath clean air, drink pure water and eat nutritious foods;
- The State should assure a safe and healthful environment;
- Future growth will not cause adverse impacts to the environment and people's health; and
- Employers shall provide a safe and healthful workplace.

In addition, the policy added to the "Agriculture" goal states that Florida will "eliminate the discharge of inadequately treated wastewater and storm water runoff into waters of the state".

Several amendments have also been made to Chapter 163, F.S. which indirectly affect the Sanitary Sewer Sub-Element. In 1993, Section 163.3180(2) (a) was added by the State Legislature requiring local governments to have certain types of public infrastructure, including sanitary sewer, to be in place at the time a certificate of occupancy (CO) is issued for new developments. Then in 1994, Chapter 163 added a requirement that states that "each independent special district must submit a public facilities report to the appropriate local government," to achieve greater coordination. This procedure will aid the city in formulating the

Comprehensive Plan and implementing the land development regulations that provide strategies which maximize the use of existing facilities and services. In an attempt to promote redevelopment, urban infill development, and other strategies for urban revitalization, Chapter 163 also included a new section which mandates that "local government's Comprehensive Plans implemented development regulations must provide strategies which maximize the use of existing facilities and services."

In addition, setback distances for newly constructed public drinking water wells are described in Chapter 17-555.312, FAC. Public water supply wells serving water systems having total sewage flows greater than 2,000 gallons per day shall be placed no closer than 200 feet from septic tanks. Public water supply wells shall be placed no closer than 100 feet from septic tanks for sewage flows less than or equal to 2,000 gallons per day. In accordance with Chapter 17-610, FAC, Reuse of Reclaimed Water and Land Application, a 500-foot setback distance shall be provided from the edge of the wetted reuse area to potable water supply wells. The distance is reduced to 200 feet if facility Class I reliability is provided in accordance with Rules 17-610.462 (1), FAC or 100 feet if facility Class I reliability is provided and if high-level disinfection if provided. Public drinking water supply wells shall not be constructed within 300 feet of storage and treatment facilities of dairy farms or closer than 100 feet from other sanitary hazards. As much as practical, wells are to be located on ground least subject to localized flooding and upstream of sanitary hazards.

3. *Regional*

The West Florida Regional Planning Council adopted the Strategic Regional Policy Plan (SRPP) in 1996. This document provides a long-range guide for the economic, physical, and social development of West Florida. The following themes from within the Natural Resources of Regional Significance (NRRS) pertain to the Sanitary Sewer Element:

- Require buffer zones around water bodies, landscaping techniques that minimize erosion, and proper maintenance of onsite domestic waste treatment facilities so as to protect water quality.
- Protect wetlands from pollution and unnatural degradation due to development.
- Implement intergovernmental coordination and interlocal agreements for cost-sharing in the planning and construction of new area-wide wastewater treatment and solid waste facilities, where feasible.
- Allow the use of reclaimed wastewater for irrigation.
- Prohibit any activities that would introduce wastes or other by-products into the groundwater system via recharge areas.
- Coordinate with HRS public county health units to ensure required upgrading of defective septic tank systems or tie-in to central sewer to meet state regulations.
- Where conditions are inadequate to support alternative wastewater disposal systems require that an adequate sewer system is in place or will be in place by the time a subdivision is ready for occupancy before subdivision permitting occurs.
- Identify areas served by septic tanks and develop plans to provide sewer service within a twenty-year period.
- Require all developments adjacent to marine, aquatic, and estuarine areas to include structural and/or nonstructural facilities for treatment of stormwater and domestic waste that are sufficient to eliminate any chance of degradation of these areas.

4. *Local*

The City's sanitary sewer service includes areas outside of the city limits including, NAS Whiting Field, East Milton, Bagdad, and Berryhill Road West. Approximately 20% of the sewer connections are located outside of the City of Milton. With an average daily flow of 1.51 MGD for the entire area and an estimated service population of 10,004, the system could support a service population of 16,442 under its maximum 2.5 MGD capacity. The population of the sewer service area is not expected to reach this number within the current planning timeframe.

C. EXISTING CONDITIONS

At the direction of the City of Milton Council, a long range plan was developed for the provision of sanitary sewer facilities in the Milton area by S/C Design Associates, Inc. and Baskerville-Donovan Engineers, Inc. The plan was developed pursuant with the requirements of Section 201 of the Federal Water Pollution control Act and is called the city of Milton, Santa Rosa County 201 Facilities Plan. The Plan was adopted by the city in April of 1978, and covered the time period to the year 2000. The plan addressed the provision of service throughout the City of Milton and nearby unincorporated areas.

For sanitary sewer planning purposes, the "201 Facilities Plan" considered four service sub-areas. These sub-areas included the City of Milton, Whiting Field N.A.S., Bagdad, and East Milton. The Navy has determined a regional facility un-advantageous for its purposes; therefore, consideration of the Whiting Field N.A.S. sub-area in a regional facility will not be necessary.

The City of Milton has provided basic sewage services to its citizens for many years, the first major program for collection and treatment of domestic sewage was undertaken in 1958. At that time the City expanded its sewage collection system to include many areas of the City not previously served. In conjunction with the expansion of the system, a sewage treatment plant was constructed and at the time it was considered to be modern and adequate. In 1965, a second major expansion into new service areas was undertaken. The trickling filter plant was also expanded in 1965 to a total capacity of 1.7 million gallons per day (MGD). Since this last major expansion, periodic extensions to the collection system and increases in the number of connections to the system have been incorporated in to the overall system. The present number of connections, which includes residential and commercial units, inside and outside the City limits, is approximately 4,900.

In 1985, the trickling filter plant was replaced. The 1985 treatment facility expansion included construction of a new treatment plan at the downtown location with a capacity of 2.5 MGD at the site of the old City of Milton Treatment facilities. The plant is designed to meet the secondary treatment standards of the Florida DEP which includes 90 percent removal of (5-day) Biological Oxygen Demand and total Suspended Solids (TSS). The plant is also capable of providing biological nitrogen reduction. The reclaimed water, which is of a higher quality than when initially received, is discharged to the Blackwater River.

Also in 1985, the Milton interceptors were constructed. The interceptors were installed to phase out obsolete sewage pumping stations located throughout the City. It also relieved overloaded sewers by diverting the sewer load from the North Milton service area directly to the plant's master lift station. In 2005, the treatment facility was upgraded to Advanced Wastewater Treatment

(AWT). The capacity remained at 2.5 MGD, but the permit limits were reduced to come in line with AWT standards. Additionally in 2005, over 3,200 linear feet of gravity sewer were lined and 500 manholes were rehabilitated to omit nearly 250,000 gallons per day of inflow and infiltration.

Table 6.1.1:
City of Milton Wastewater Treatment Plant Effluent Permit Limitations

Parameters	Limitations
Flow*	2.5 MGD (Max. Mo. Avg.)
pH	6.0 (Min.) 8.5 (Max)
Chlorine Residual	1.0 mg/1 (Min) 0.1 mg/1 (Max)
BOD	8.0 mg/1 (Max Annual Avg.)
Total Nonfilt.	
Residual (SS)	5.0 mg/1 (Max. Annual Avg.)
Fecal Coliform	14 ml (Max. Annual Avg.)

City of Milton, Public Works

An indication of the actual effluent performance is shown in Table A-2 which gives the water quality parameters for the sewage treatment plant effluent. The effluent has been well within all FDEP/EPA parameters for water quality. The system has no other significant impacts upon natural resources.

Table 6.1.2:
Summary of Milton Wastewater Treatment Plant Operational Parameters

	Effluent	**Effluent**	**Effluent**	**Total**
FLOW	CBOD 5	TSS	pH	KJELDAHL
(MGD)	(mg/l)	(mg/l)	(Std. Units)	Nit. (mg/l)
Mean Value (Avg.) of Operational Data, 2012				
1.094	4	5	6.7	5.2

1.51	1.36	1.11	6.8	.74
FDEP/EPA Limits: Maximum Average				
2.500	15	20	6.0-8.5	N/A
FDEP/EPA Limits: Maximum Weekly Average				
2.500	23	30	6.0-8.5	N/A

City of Milton, Public Works

1. *Capacity/Performance Assessment*

The collection system consists of over 700,000 linear feet (L.F.) of sewer lines from four-inch diameter to twenty-four inch diameter (excluding interceptor sewers). At present, more than 75 percent of the collection lines are eight inch diameter pipes installed at minimal slopes. The collection system also includes over 35 lift stations.

The design capacity of the Milton Sewage treatment Plant is 2.5 million gallons per day (MGD). Average daily flow data reported to the Florida Department of Environmental Protection indicated a demand of approximately1.51 MGD for the period from February 2012-January 2013. This leaves the system with a surplus capacity of 0.99 MGD. Currently, the system is serving approximately 4850 connections. The number of persons per occupied household in Milton in the year 2011 was estimated at 2.31. This figure is utilized to reflect the commercial and industrial usage per person. This number was applied to the number of connections to obtain a residential equivalent Level of service (LOS) of 133.8 gallons per capita per day, which exceeds the City's adopted LOS standard of 100 g/c/d. Though the general condition of the system is good, especially the recently upgraded portions, the city is growing. The City's sewer service is growing; in the last two years alone over 750 new connections have been established. The recent annexations of a utility service in the Skyline district as well as an ever increasing population have applied additional stresses to the system.

Adequate capacity will be available to serve the existing and projected population of the City to the year 2025. However, when taking commercial growth and additional connections outside the city into consideration, the current treatment facility appears inadequate. There are a number of different connection projection methodologies available to investigate the demand verse capacity relationship. The worst case scenario suggests a system capacity deficiency sometime between 2015 and 2020. Other system deficiencies, including groundwater infiltration problems, will be addressed in the future. The City has been considering a new wastewater treatment facility for some time. Currently, a new facility location has been acquired, the planning and engineering is well on its way, and financing options are being sought after. The East Milton Waste Water Treatment Plant, scheduled to come on line in the not-so-distant-future, will address the current systems deficiencies.

Table 6.1.3:
Approximate Connections

Year	Total Connections	Residential Demand	Commercial Demand	Total Demand g/c/d
2015	6080	1,221,897	667,888	1,889,785
2020	8836	1,775,770	970,635	2,746,405
2025	12841	2,580,656	1,410,584	3,991,240

***Table A-3 data is based on an annual 8% connection increase similar to the recently observed connection increase rate.**

2. *Septic Tanks*

In general, septic tanks have worked well where they have been adequately separated and in areas with sandy soils and low groundwater tables. The Soils Map shows the soil types within the City of Milton. The following soil types are represented according to the Soil Survey of Santa Rosa County (USDA, 1980):

Table 6.1.4:
Santa Rosa County Soil Survey

Soil type	Complex
Bibb-Kinston	Pactolus
Bonifay	Pits
Fuquay	Rutledge
Johns	Troup (0-5% slope)
Lakeland (0-5% slope)	Troup (5-8% slope)
Lakeland (5-12% slope)	Troup-Orangeburg-Cowarts

USDA Natural Resources Conservation Service, Soil Survey of Santa Rosa County, 1980

Of these types, the Soil Survey identified the Bibb-Kinston, Johns, Lakeland (5%-12% slope), Pactolus, Pits, Rutledge, and part of the Troup-Orangeburg-Cowarts complex as having severe limitations for use in septic tank absorption fields. As the map shows, these types occur mainly along the Blackwater River, and much of the developed portions of southeast and east-central Milton. However, the only areas within the City having severe septic tank limitations which are currently sewer-less are small areas of Bibb-Kinston and Rutledge soils along the southern

City boundary, from US 90 to the Blackwater River, a small area east of Broad Street, and Buzzard Island, as well as areas south of Munson Highway, fronting the river (see Unsuitable Soils for Septic Tanks Map).

The City of Milton plans to begin a testing program in these areas to determine if septic tanks are contributing to degradation of water quality. The program will be done in cooperation with the Santa Rosa County Health Department. Where problems are discovered, development using septic tanks will be required to be converted to the sanitary sewer system. Any required conversions and/or extensions of the sewer system will be prioritized by a study to be done after completion of the testing program.

More restrictive regulations are planned for sewer-less areas within 150 feet of the Blackwater River (An Outstanding Florida Water) and are discussed further in the Conservation Element.

D. SUMMARY AND RECOMMENDATIONS

As the preceding section shows, there is a demonstrated need to expand the treatment capacity of the sanitary sewer system. The current wastewater treatment plant, though historically sufficient and geographically acceptable, is now nearing a max capacity date as well as becoming aesthetically displeasing and a hindrance upon the desired future growth of the Blackwater River waterfront. The City of Milton will continue to pursue and plan for the relocation of the current wastewater treatment facility.

E. GOALS, OBJECTIVES & POLICIES

GOAL 1: TO PROVIDE SANITARY SEWER, SOLID WASTE, STORMWATER MANAGEMENT, POTABLE WATER, AND AQUIFER PROTECTION SERVICES TO MEET THE NEEDS OF CURRENT AND FUTURE RESIDENTS OF THE CITY OF MILTON IN ACCORDANCE WITH ADOPTED LEVEL OF SERVICE STANDARDS.

OBJECTIVE 1.1: THE CITY OF MILTON WILL CORRECT EXISTING FACILITY DEFICIENCIES BY IMPLEMENTING THE FIVE YEAR SCHEDULE OF CAPITAL IMPROVEMENTS, REVIEWING AND REVISING THE SCHEDULE ANNUALLY, AND BY IMPLEMENTING POLICIES 1.1.1 AND 1.1.2.

POLICY 1.1.1: Projects included in the Five Year Schedule of Capital Improvements will maximize the use of existing facilities by prioritizing improvement of existing infrastructure deficiencies through replacement or correction.

POLICY 1.1.2: The “Infrastructure” Element will be revised and updated as necessary to identify required improvements as part of the Comprehensive Plan.

OBJECTIVE 1.2: IN ORDER TO ASSURE THE AVAILABILITY OF PUBLIC FACILITIES CONSISTENT WITH THE FUTURE LAND USE MAP, THE CITY OF MILTON WILL

COORDINATE THE EXTENSION OF OR THE INCREASE IN CAPACITY OF FACILITIES NECESSARY TO MEET FUTURE NEEDS THROUGH THE ADOPTION, IMPLEMENTATION, AND ANNUAL REVIEW OF THE CAPITAL IMPROVEMENTS ELEMENT OF THE COMPREHENSIVE PLAN, AND BY IMPLEMENTING POLICIES 1.2.1 AND 1.2.2.

POLICY 1.2.1: The following level of service standards are hereby adopted, and shall be used as the basis for determining the availability of facility capacity and the demand generated for all new development and redevelopment activity:

FACILITY	LEVEL OF SERVICE STANDARD
Potable Water Facilities	117 gallons/capita/day
Sanitary Sewer Facilities	100 gallons/capita/day
Solid Waste Facilities	4.4 lbs./capita/day
Stormwater Management Facilities	Treatment of the first inch of runoff is required for sites less than 100 acres in size and treatment of the first one and one-half inches of runoff is required for sites greater than 100 acres in size, given a 100-year frequency, 24-hour duration design storm event.

POLICY 1.2.2: The following projects are desirable to meet future infrastructure needs and may be included in the City's Capital Improvements Program as City and other private, County, State or Federal funds become available:

- Further expansion of sanitary sewer service to East Milton and the Bagdad area;
- Upgrading of potable water distribution system through water main modifications, construction of an elevated water tank, and/or construction of an additional well.

OBJECTIVE 1.3: IN ORDER TO PROTECT THE QUALITY OF THE BLACKWATER RIVER AND ASSOCIATED CREEK SYSTEMS, AND TO PROVIDE FOR COMPACT URBAN DEVELOPMENT, THE CITY OF MILTON WILL MAXIMIZE THE USE OF EXISTING INFRASTRUCTURE SYSTEMS, AND WILL MINIMIZE THE POTENTIAL TO PROMOTE URBAN SPRAWL IN THE PLANNING OF FUTURE SYSTEMS OR EXPANSIONS.

POLICY 1.3.1: The Water Supply Facilities Work Plan will be consistent with the adopted level-of-service standards established in Policy 1.2.1 of this element.

OBJECTIVE 1.4: THE CITY OF MILTON SHALL FURTHER PROTECT THE QUALITY OF THE BLACKWATER RIVER, A DESIGNATED OUTSTANDING FLORIDA WATER, BY IMPLEMENTING POLICIES 1.4.1 THROUGH 1.4.3.

POLICY 1.4.1: The City of Milton shall continue to require conversions from existing septic tank use to sanitary sewer facilities within 150 feet of the Blackwater River.

POLICY 1.4.2: The City of Milton shall continue to research and utilize alternative methods of effluent disposal.

POLICY 1.4.3: The City of Milton shall continue to cooperate with other government agencies, as appropriate, to provide for additional property and techniques for the disposal of effluent from the Wastewater Treatment Plant.

SOLID WASTE SUB-ELEMENT

INTRODUCTION

The Solid Waste Element provides an understanding of both solid waste and hazardous wastes in the City. On average, each person within the City of Milton produces 3.9 pounds of solid waste per day. Although hazardous waste disposal is not a large component of the total waste generated, several large and small hazardous waste generators are located within the City.

The purpose of this sub-element is to determine the current and projected needs of the City of Milton in order to provide adequate solid waste facilities to meet those needs. Analysis and projected levels of service are based on an inventory of existing facilities and capacities.

1. *Organization of the Element*

This element is divided into four major sections, the Introduction, Terms and Concepts, Existing Regulatory Framework, and Data and Analysis. The Terms and Concepts define the terms applicable to solid waste, which are utilized throughout this document. The Existing Regulatory Framework describes the current federal, state, regional and county regulations. The Data and Analysis section identifies the conditions of the City's solid waste disposal facilities. The Needs and Assessments subsection describes the City's solid waste facility capacity, population projections, and provides current and projected needs assessment at the recommended level of service for both solid and hazardous waste.

2. *Relationship to Other Elements of the Comprehensive Plan*

There are several key linkages between the Solid Waste Element and other elements of the Comprehensive Plan.

The *Future Land Use Element,* as an overall blueprint for managing growth in the City, defines the direction and intensity of future growth and development, and will strongly influence the analysis of future solid waste disposal demand within the City of Milton.

The *Conservation/Element* identifies all of the City's natural resources and discusses various preservation and land management techniques, which will help to eliminate various land use conflicts.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other agencies such as the Florida Department of Environmental Protection (FDEP) and the U.S. Environmental Protection Agency (EPA).

The *Capital Improvements Element* reflects the City's strategy for the delivery of infrastructure and other public services, which will serve a primary role in growth management and help shape future demand for solid waste collection. In addition, the Capital Improvements Element reflects recommendations, which should support the Goals, Objectives, and Policies of this Element.

The *Infrastructure Element* consists of five Sub-Elements, including the Potable Water, Sanitary Sewer, Natural Groundwater Aquifer Recharge, Stormwater Management and Solid Waste.

Together, these Sub-Elements help shape the development trends within the City of Milton into the next planning horizon, thus directly impacting municipal solid waste management and hazardous waste management practices within the area.

A. TERMS AND CONCEPTS

Terms included in Appendix A are applicable to this element and are identified and described by the Florida Department of Community Affairs, in Rule 9J-5 of the Florida Administrative Code (F.A.C.) and in Section 163.3164, Florida Statutes (F.S.). All other terms and concepts used in this element are consistent with the intent of Rule 9J-5 and Chapter 163, F.S

Commercial Waste: Waste generated by commercial and institutional entities. These wastes have physical characteristics similar to residential wastes, consisting largely of combustible materials such as paper and food waste.

Composting: The process by which biological decomposition of the organic constituents of solid waste under controlled conditions occurs.

Industrial Waste: Waste generated by industrial processes and manufacturing operations. These can include general industrial housekeeping and support activity wastes, but exclude hazardous wastes.

Landfill: The final disposal (burial) site of solid waste that has not been, or cannot be, recycled.

Large Quantity Generators (LQG): Generators that produce over 2,200 pounds of hazardous waste per month.

Leachate: A liquid that has emerged from solid waste and contains dissolved or suspended materials.

Recycling: Any process by which materials otherwise considered to be solid waste are collected, separated, processed and reused or changed into raw materials or new products.

Residential Waste: Mixed household solid wastes, including yard trash.

Resource Recovery: The process of recovering usable materials or energy from the municipal solid waste system.

Small Quantity Generators (SQG): Generators that produce between 200 and 2,200 pounds of hazardous waste per month.

Special Waste: Waste having special characteristics or requiring special handling. These wastes include tires, asbestos, liquids, sludge, containers, oversize bulky wastes, and process fuels.

Transfer Station: A facility established to receive and store solid waste, including recyclables, prior to transportation to a processing plant or disposal site.

Waste Generation Unit: A weight unit equivalent to 1 ton of solid waste.

Yard Wastes: Vegetative matter resulting from landscaping maintenance and land clearing operations. These wastes are generated in both the residential, commercial and industrial sectors.

Solid Waste: *The materials in this sub-element fall under the definition of solid waste as adopted in Section 9J-5.003(125) (Florida Administrative Code, F.A.C.). Rule 9J-5 defines solid*

waste as sludge from waste treatment plants and air pollution control facilities. Garbage, rubbish, refuse and other discharged materials are also considered solid waste. Any solids, liquids, semi-solids and controlled gaseous materials resulting from domestic, industrial, commercial, mining, agricultural or governmental operations are also defined as solid waste. Solid waste facilities are structures designed for the collection, processing or disposal of solid wastes. Such facilities include transfer stations, processing plants, recycling plants, landfills and other disposal systems.

Solid waste is further defined by the generation source and characteristics of materials composing the waste. Residential wastes are mixed household wastes including yard clippings. Commercial wastes are generated by commercial sources and are similar to residential wastes in composition. These wastes consist of paper and foods from offices, restaurants, retail stores and centers, schools and churches. Industrial wastes are generated by industrial sources and manufacturing processes. Hazardous wastes produced by these sources are not included in solid waste management and need to be treated and disposed of by different methods. Special wastes include wastes that have special characteristics or require special handling or disposal, again excluding hazardous waste. These wastes include oversize bulky wastes, materials generated in demolition and construction activities, abandoned automobiles, batteries, tires, waste oil, sludge, dead animals and septic tank pumpings.

Hazardous Waste: This sub-element also addresses hazardous wastes as defined in Section 9J-5.003 (56) (F.A.C). Hazardous waste is defined as solid waste or a combination of solid wastes, which, because of the composition, may cause or contribute to an increase in mortality or an increase in serious irreversible illness. These wastes include anything that may pose a threat or hazard to human health or the environment when transported, stored or disposed of improperly. Hazardous waste requires treatment or processing in handling and disposal.

B. EXISTING REGULATORY FRAMEWORK

The focus on solid waste and hazardous waste management has been a major concern nationwide, as well as throughout the state of Florida. In Florida, over 90% of the population is dependent on groundwater from aquifers for its water supply. Once pollution reaches a groundwater resource, the aquifer may hold the contaminants for thousands of years, continually polluting the groundwater that flows through the area. As a result, the protection of land from contamination is an essential aspect in the preservation of the extensive network of aquifers that provide the residents of the City of Milton, and Florida, with water supplies for the future.

The potential environmental impacts of solid waste facilities have led to the development of an extensive network of permitting requirements at the federal, state, regional and local level. An overall discussion of the regulatory framework that has been developed will help put in perspective the issues that must be addressed in waste management, and to describe what agencies are mandated to help manage waste.

1. *Federal*

Federal regulations for solid waste management have primarily focused on adequate disposal of waste, with little emphasis placed on controlling solid waste generation or mandating recycling practices on a nationwide level. Therefore, federal regulations have centered around the

potential environmental impacts of solid waste facilities, developing an extensive network of permitting requirements at the federal and state levels. The U.S. Environmental Protection Agency (EPA) and the Florida Department of Environmental Protection (DEP) review facilities with impacts on air and water quality. In contrast, in areas where dredging and filling may occur, the U.S. Army Corps of Engineers (USACE) must also review the facilities.

In relation to hazardous waste regulation on the federal level, the United States established the "Resource and Recovery Act" (RCRA)(US Public Law 94-580) in 1976. The Act established a means of monitoring hazardous waste by directing the EPA to develop a national program to regulate and manage the production and disposal of hazardous waste and provide incentives for states to adopt consistent programs. The RCRA further required the EPA to establish standards necessary to protect the human health and the environment from hazardous and toxic waste. The RCRA gives States with approved programs primary responsibility for hazardous waste management. Under this Act, the EPA is responsible for developing regulations in four major areas, which include:

1) The establishment of a manifest system to track the movement of hazardous waste from "cradle to grave;"
2) Development of criteria to identify what constitutes a hazardous waste, and a listing of hazardous wastes;
3) Promulgation of standards for generators, transporters, owners and operators of treatment, storage and disposal facilities for hazardous waste with permit requirements for all such facilities;
4) The establishment of state-based waste management programs.

In addition, the RCRA sets guidelines for the development of solid waste management plans, prohibits open dumping (while requiring the closure or upgrading of existing dumps), and regulates underground storage tanks. The Act also encourages public participation in the regulatory process. Regulations are enforced through civil penalties, civil actions for injunctive relief and judicial penalties. RCRA specifies that generator standards include specific requirements for the record keeping, reporting, use of appropriate containers, container labeling, providing information on the chemical composition of the waste and compliance with the manifest system. Similarly, transporter standards also include record keeping requirements, labeling requirements, and requirements for compliance with the manifest system. These standards also restrict the transportation of hazardous waste to permitted facilities only. The Hazardous and Solid Waste Amendments of 1984 serve to expand and strengthen these provisions and broaden those subject to federal hazardous waste regulations to include small quantity generators (SQGs).

In 1998, the U.S. EPA established the National Comprehensive Emergency Response and Compensation Liability Act (CERCLA), also known as the EPA "Superfund Program." This act gave the EPA the authority to respond to incidents requiring hazardous waste site cleanup and emergency mitigation and provided funding for site cleanup. The Act also defined the liability of a business engaged in hazardous waste generation, transport and disposal, provided for enforcement measures, and establishes priority of the sites and selects sites for clean-up and mitigation when needed.

2. *State*

To parallel the legislative efforts of the EPA, Florida has taken sound steps in managing solid and hazardous waste generation and disposal within the state boundaries. Chapter 403.700, F.S.,

has delegated regulatory responsibility on the state level to the Department of Environmental Protection (DEP). The applicable DEP regulations governing solid and hazardous waste facilities are contained respectively in Chapter 62-700 and 62-730, F.A.C. In addition, surface water facilities require permit review by the regional water management district (Northwest Florida), which are also responsible for state level review for water quality and quantity impacts.

In 1980, the Florida Legislature passed the Florida Resource Recovery and Management Act (FRRMA). This act adopted the federal guidelines and directed the Florida Department of Environmental Protection (FDEP) to develop and implement a hazardous waste management program. Amendments to the FRMMA in 1983 provided directions and funds to establish a cooperative hazardous waste management program between local, regional and state levels of government. Regulation of hazardous wastes by the Department of Environmental Protection is performed under Chapter 62-730, F.A.C. This section contains requirements for Treatment, Storage and Disposal (TSD) Facilities, Large Quantity Generator (LQG) facilities, Small Quantity Generator (SQG) facilities, and Conditionally-Exempt Small Quantity Generator (CESQG) facilities.

In 1988, the legislature passed the Solid Waste Management Act titled “An Act Relating to Waste Management” (Chapter 88-130, F.S.) pertaining to a wide variety of solid waste issues. The Act was designed to reduce the amount of waste being generated by the public and encouraged recycling, composting and other methods of solid waste management and resource recovery. The basic goal was to reduce the amount of solid waste by 30% before it is incinerated or land-filled. It provided for grants to assist local governments in achieving this goal and stipulated that governments that fail to implement recycling programs will be ineligible for such grants.

In addition, impacts on air and water quality are reviewed by FDEP, along with the U.S. EPA. Similarly, actual construction and operation of solid waste facilities require further permits and review by the State Department of Environmental Protection (FDEP).

3. *Regional*

The Northwest Florida Water Management District (NWFWMD) implements regional regulations relevant to the Solid Waste Sub-Element. These regulations include the issuance of consumptive use permits (CUPs) and state level review for water quality and quantity impacts, as discussed in the previous section (State level regulations).

4. *Local*

Solid Waste from the City of Milton is disposed of at the Central Landfill. The landfill is owned and operated by Santa Rosa County. A proportional capacity has not been assigned to the City of Milton. Since the time of plan adoption, the County has increased the size of the landfill to 593± acres. The current facility is expected to accommodate the needs of the projected

population well beyond the planning horizon. Mandatory collection of solid waste continues to be provided by the City. According to the County, the landfill currently has enough remaining capacity to meet the needs of its consumers, be they residential, commercial, institutional, or industrial until the year 2065. Thus, based on estimated population projections of the landfill service area, the remaining life of the landfill is approximately 55 years.

C. GOALS, OBJECTIVES, AND POLICIES

The Goals, Objectives, and Policies for this sub-element are addressed in other sub-elements of this Infrastructure Element. See Objective 1.2 Sanitary Sewer Sub-element.

STORMWATER MANAGEMENT SUB-ELEMENT

INTRODUCTION

The purpose of the City of Milton Stormwater Management Element is to describe the existing stormwater systems and drainage problems and to set forth the basic policies to ensure that the City will be able to meet the existing and anticipated stormwater management needs. The analysis of the existing conditions and future needs serves as a basis for formulating suitable recommendations concerning the Stormwater Management needs in addition to formulating the Goals, Objectives, and Policies (GOP's).

In evaluating this sub-element, it became apparent that the information found in previous renditions of this document was lacking. In light of that fact, the basis for this sub-element is the Foundation Document for the Santa Rosa County Comprehensive Plan 2008-2025.

1. *Organization of the Element*

This element is divided into four main headings, the Introduction, Terms and Concepts, Existing Regulatory Framework, and Data and Analysis. The Terms and Concepts define the terms utilized throughout most of this document. The Existing Regulatory Framework describes the current federal, state, regional and county regulations. The Data and Analysis section identifies the current stormwater management conditions of the City. This section describes several factors that influence the stormwater management practices employed within the City. The Implementation subsection discusses funding sources and future actions to assist in the planning, design and implementation of actions required to meet the future Stormwater Management needs of the City of Milton.

2. *Relationship to Other Elements of the Comprehensive Plan*

There are several key linkages between the Stormwater Management Sub-Element and other Elements of the Comprehensive Plan which include the following:

The *Future Land Use Element* is an overall blueprint for managing growth in the City, it defines the direction and intensity of future growth and development. The future land use types and intensities will have a direct impact on the Stormwater Management quantity and quality in different areas of the City.

The *Conservation Element* identifies all of the City's natural resources (i.e., geology, topography, minerals, soils, surface water quality and groundwater quality and quantity, floodplains, natural vegetative communities, wildlife habitats, fisheries, air quality, hazardous waste in addition to discussing various preservation techniques (i.e., preservation ordinances, conservation easements, financial incentives and land acquisition) as well as various land management techniques which will help to eliminate various land use conflicts.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other agencies and units of government, such as, Santa

Rosa County, the Florida Department of Environmental Protection and the U.S. Environmental Protection Agency (EPA) to develop the best Stormwater Management tools to meet the needs of the City of Milton.

The *Capital Improvements Element* will reflect the City's strategy for delivery of infrastructure and other public services, and will serve a primary role in growth management and help shape future stormwater management. In addition, the Capital Improvements Element will reflect the five-year budget plan for capital plan for capital outlay, which should support the Goals, Objectives, and Policies of this Element.

The *Infrastructure Element* consists of five sub-elements, which include Potable Water, Sanitary Sewer, Stormwater Management, Solid Waste and Natural Aquifer Groundwater Recharge. Together, these sub-elements will impact the development patterns within the City of Milton into the next planning horizon. This in turn will influence the Stormwater Management practices within this area.

A. TERMS AND CONCEPTS

Best Management Practices (BMPs): Practices used to achieve satisfactory water quality at a minimum cost. Structural BMPs emphasize preservation and/or simulation of natural drainage features to promote infiltration, filtration, and reduced peak discharges. Examples include: retention/detention ponds, infiltration trenches/basins and grassed swales. Examples of non-structural BMPs include: watershed management, facilities maintenance, land use planning and public education.

Capacity Analysis: A determination of a stormwater management facility's ability to provide a given level of service.

Capital Improvement Plan: A projected schedule of capital projects based on estimated costs and expected funding.

Conveyance: Transport of stormwater via pipe and/or open channel system(s).

Design Capacity: The amount of flow a storm sewer system is designed to manage, usually expressed in cubic feet per second for flow and cubic feet or acre feet for storage.

Design Storm Event: A measure of capacity for which drainage facilities are designed. The design storm event is calculated by the intensity, duration, and frequency of the storm.

Flood Zones: Areas that have been designated as "special flood hazard areas" have been delineated by the FEMA's National Flood Insurance (NFIP) as "A" zones or "V" zones on Flood Insurance Rate maps (FIRMs). Designated flood zones as defined by the FEMA are listed below:

Zone "A"	Base flood elevations have not been determined.
Zone "AE"	Base flood elevations determined.
Zone "AH"	Base flood elevations determined; flood depths of 1 to 3 feet (usually areas of ponding).
Zone "AO"	Average depths determined; flood depths of 1 to 3 feet.
Zone "D"	Areas in which flood hazards are undetermined.
Zone "V"	Coastal flood area with velocity hazard (wave action); no base flood elevations determined.

Zone “VE” Coastal flood area with velocity hazard (wave action); base flood elevations determined.

Zone “X” 1) Areas outside of 500 year flood;

Zone “C” 2) Areas of 500 year flood (outside 100 year flood); or

Areas of 100 year flood with average depths less than 1 foot, with drainage areas less than 1 square mile, or areas protected by levees from a 100-year flood.

COBRA Zone: Flood insurance not available for new or substantially improved structures after a specific deadline on designated coastal barrier islands.

Flow Rate: Area X Velocity = Quantity per unit of time, or discharge rate. AxV=Q is the formula for determining the capacity of drainage facilities. “A” represents the area of the cross section of the drainage facility and is expressed in square feet. “V” represents the velocity speed and duration of the water and is expressed as a rate in feet per second (ft/s). The product ”A” and “V” equals “Q” the quantity of water per unit of time. “Q” is expressed in cubic feet per second (CFS).

Impervious Surface: A substance or surface, such as roads, parking lots, buildings, which will not allow percolation of water or other liquids (impermeability) into the ground.

Models: Approximations of the hydraulics and hydrology or a drainage basin based upon mathematical derivations of quantifiable relationships between various factors. These factors usually include, but are not limited to, area, slope, drainage system characteristics, rainfall and land use.

Outfall: The location where stormwater flows out of a given system. The ultimate outfall of a system is usually a “receiving water”.

Percolation: The ability of water to pass through a porous medium. In most cases, this medium is the underlying soil.

One Hundred (100) Year Storm Event: The eschewed probability of a storm capable of producing a specific amount of rainfall in a specific period of time which has a one (1) percent chance of being equaled or exceeded in a given year.

Pre-development Conditions: The conditions (relief, land cover, and the rate, volume and direction of stormwater runoff) which are present at a site prior to the commencement of land disturbing activities.

Post-development Conditions: The conditions (relief, land cover, and the rate, volume and direction of stormwater runoff) which are present at a site following the completion of land disturbing activities.

Stormwater Treatment Facility: A structural “best management practice” (BMP) designed to reduce pollutant loading on a receiving water by either reducing the volume of flow; biological uptake of pollutants, the limiting the loading of pollutants or by allowing pollutants to settle out of stormwater flow. Structural BMPs include but are not limited to detention basins, retention basins, open bottom inlets, undercut ditches, exfiltration trenches and swales.

Swale: A stabilized and/or grassed trench with side slopes less than three (3) feet horizontal to one (1) foot vertical. A properly functioning swale should convey stormwater runoff while providing some water quality treatment, and requiring minimal maintenance.

Ten (10) Year Storm Event: The eschewed probability of a storm capable of producing a specific amount of rainfall in a specific period of time which has a ten (10) percent chance of equaled or exceeded in a given year.

Twenty-five (25) Year Storm Event: The eschewed probability of a storm capable of producing a specific amount of rainfall in a specific period of time which has a four (4) percent chance of being equaled or exceeded in a given year.

Stormwater Management:

Stormwater management is a term used to describe all aspects used to control stormwater runoff in areas affected by development. Typical measures of management include storm sewers, culverts, swales, and retention and detention basins. Storm sewers and culverts help convey stormwater from one point to another. In addition, detention and retention basins reduce and eliminate the peak rate of flow respectively. These facilities, in turn, affect both the quantity and quality of stormwater runoff. Therefore, these facilities have become the central point of focus of stormwater management.

Detention Facilities:

The primary task of detention facilities is to temporarily store water during a storm and to slowly release it so that the net effect is the reduction of the rate of flow of the runoff. This reduction is known as attenuation of the flow. In these facilities, water is stored in a pond or reservoir, which is typically an open cut in the ground or a series of underground pipes or chambers. An outlet structure or spillway employing an orifice, weir or a combination of flow controlling devices then accomplishes the slow release of water.

Water quality improvement of stormwater runoff is an important consideration in the selection of a detention basin design. However, to be effective, the basin must provide a permanent pool with sufficient storage time to allow for the physical, chemical and biological removal of pollutants. The Department of Environmental Protection has strict requirements for the design and implementation of these types of stormwater management facilities. These criteria will vary depending on individual site characteristics.

Retention Facilities:

Similar to detention facilities, the primary task of retention-type stormwater management facilities is to capture the runoff during a storm event. However, retention facilities do not have an outlet structure. The runoff is simply routed into these basins, where the water will be stored. The runoff leaves this type of facility through either evaporation or percolation. Therefore, primary consideration must be given to the underlying soil type and depth to water table before it is determined that this type of facility is to be used. Although these facilities, if used correctly, can play an important role in providing areas of recharge to the underlying groundwater sources, if they are not used in the proper circumstances, they can cause more problems than benefits.

In cases where the underlying soil types have adequate permeability, retention ponds are a very effective method of improving the quality of the stormwater runoff entering the groundwater aquifer. Recent research indicates that most of the pollutants carried by stormwater runoff are contained in the first one inch or so. Diverting this first flush of runoff into a retention basin allows for their elimination. However, in a similar fashion to the practices that must be employed with detention-type systems, the gradual accumulation of these sediments and pollutants must be removed in order to maintain the performance of this type of basin.

Basins can, and in many cases do, employ detention and retention components. Runoff that is routed to these facilities will be retained until the retention volume is exceeded. At that point, excess runoff will be detained with the use of outflow structures as previously described.

B. EXISTING REGULATORY FRAMEWORK

1. *Federal*

The three primary agencies responsible for regulation of stormwater management in the United States are the U.S. Environmental Protection Agency (EPA), the Federal Emergency Management Agency (FEMA) and the U.S. Army Corps of Engineers (USACE). EPA regulatory framework includes the implementation of the Clean Water Act of 1987 and Section 208 of the Federal Water Pollution Control Act.

U.S. Environmental Protection Agency

The Federal Water Pollution Control Act and The Clean Water Act of 1987 are the primary regulations governing stormwater management on the federal level. In relation to the Federal Water Pollution Control Act, the U.S. Environmental Protection Agency (EPA) has identified several pollutants carried in stormwater runoff as a major source of water contamination. To achieve the goals set forth by this Act, the EPA has provided assistance to state and local agencies for the development of area wide Water Quality Management Plans, or “208” Plans. These plans are intended to study a broad range of potential water pollution sources, including stormwater, and focus on identifying pollutant and abatement needs as well as to develop regulatory programs to ensure implementation.

In relation to the regulation of stormwater discharge quality, the Clean Water Act, and its respective amendments in 1987 required the EPA to develop a permit system for this area. The intent of this system was to reduce the pollutant loadings of the subsequent runoff for these areas. Under this Act, the National Pollutant Discharge Elimination System (NPDES) was implemented, requiring all facilities with conveyances in place to direct wastewater or stormwater to waters of the United States to submit an application for municipal separate storm sewer system (MS4) discharges. In addition, under the Clean Water Act, EPA is responsible for issuing and reviewing all dredge and fill permits with the assistance of the U.S. Army Corps of Engineers (USACE), the Department of Environmental Protection (DEP) and the Northwest Florida Water Management District (NWFWMD). The pertinent regulations and the department responsible for the jurisdiction of these activities vary with the type and quantity of the dredge and fill activities performed. In 1995, a combination of the dredge and fill permit issued by DEP and the former Storage and Management of Surface Waters (MSSW) permit issued by the Water Management Districts were used to form what became known as Environmental Resource Permits (ERPs). This Program was initiated to ensure that any new type of development will not cause flooding by adversely affecting the natural flow and/or the storage of water while preventing stormwater pollution in nearby lakes and streams and to protect the wetland environments. The Northwest Florida Water Management District does not implement Florida's Environmental Resource Permit (ERP) program. Section 373.4145, Florida Statutes, exempts the District from the implementation of this program due to its limited financial resources. The Florida Department of Environmental Protection is responsible for all non-agricultural wetland related permits.

Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) is indirectly responsible for the regulation of stormwater management and flood protection in Santa Rosa County. These practices are carried out through the Agency’s establishment of regulations for the National Flood Insurance

Program (NFIP). FEMA completed the Flood Insurance Study (FIS) for the incorporated areas of the City of Milton (Community Number 120276), on November 1, 1985. Since that time, the FEMA maps for the southern portion of the County were revised in December 2006 to take into account changes caused by Hurricane Ivan in 2004, and Hurricane Dennis in 2005. The study includes peak discharges, floodway, and base flood elevations for the applicable floodplain areas within the County. The study also includes elevations for the 10-year, 100-year, and 500-year return frequency floods. These elevations are used to carry out the floodplain management objectives of the NFIP that will be used to determine the appropriate flood insurance premium rates for buildings and their contents.

U.S. Army Corps of Engineers

The primary responsibilities of the Corps of Engineers are to regulate the wetlands and regulate major dredge and fill activities within the United States. Under Section 9 of the Rivers and Harbors Act and Section 404 of the Clean Water Act, the USACE works in cooperation with the EPA in the regulation of activities within jurisdictional wetlands. Also, as previously discussed the Corps works in cooperation with the Environmental Protection Agency in the issuance of dredge and fill permits within Santa Rosa County.

2. *State*

At the state level, there are two primary agencies responsible for Stormwater Management within the City of Milton. These agencies include the Florida Department of Environmental Protection (DEP) and the Florida Department of Transportation (FDOT).

Florida Department of Environmental Protection

The Florida Department of Environmental Protection (DEP) is responsible for the implementation of appropriate rules for the design and construction of stormwater management facilities under Chapter 62-25, F.A.C. This section of regulation provides the Department with design standards and permitting requirements for new stormwater facilities within the City of Milton, as well as throughout the state of Florida.

In addition, DEP is responsible for the review and permitting of stormwater discharges into waters of the State under Chapter 62-3 of the F.A.C to ensure that state water quality standards are not compromised. Chapter 62-302.530 contains a table for the acceptable standards for the water quality permitted for stormwater discharges.

Florida Department of Transportation

The Florida Department of Transportation (FDOT), under the authority of Chapter 353-02, F.S. owns and maintains several drainage facilities, which serve major arterial roads within the City

of Milton. Many outfall ditches, canals and stormwater structures, for example, drain the I-10, U.S. Highway 90 and U.S. Highway 98 corridors. In addition, the FDOT permits connections to stormwater management facilities (SWMF) within FDOT right-of-ways.

3. *Regional*

There are two agencies responsible for establishing the regional Stormwater Management policies within the City of Milton. However, only one of these regional agencies is responsible for regulating Stormwater Management criteria. These agencies include the Northwest Florida Water Management District (NWFWMD) and the West Florida Regional Planning Council (WFRPC).

Northwest Florida Water Management District

The Northwest Florida Water Management District (NWFWMD) encompasses an area of approximately 11,305 square miles, which includes all of Santa Rosa County and the City of Milton. Other duties of the NWFWMD include regulation of the management and storage of surface waters within the district boundary under the authority of Chapter 40C-42, F.A.C. In addition, the 1987 Surface Water Improvement Management (SWIM) Act directed the NWFWMD to develop a SWIM Plan for the Pensacola Bay System. The SWIM Plan for the Pensacola Bay System Watershed, which encompasses the area of Santa Rosa County including the City of Milton, was originally developed in 1997. Within this Plan, four principal issues were addressed. These issues include:

- Water and sediment quality;
- Habitat quality;
- Administration, planning and coordination; and,
- Public education and awareness

The SWIM Plan further addressed these issues by identifying respective goals, sub-programs, objectives, strategies and projects directing the organization of the watershed's surface water resource restoration and protection. Throughout this sub-element the SWIM Plan will be discussed further.

West Florida Regional Planning Council

Stormwater management regulation on the regional level also falls under the responsibility of the WFRPC. The WFRPC encompasses approximately 6,026 square miles, which include seven counties and thirty-five incorporated municipalities. In 1996, the Council adopted the West Florida Strategic Regional Policy Plan (SRPP). Several key components of this Plan are applicable to the Stormwater Management Sub-Element, including the Emergency Preparedness and Natural Resources of Regional Significance Elements.

4. *Local*

Three natural drainage systems have been identified: Blackwater River, Collins Mill Creek, and Pond Creek. The City continues to implement its adopted Comprehensive Stormwater

Development Plan. The extent to which the natural drainage systems have been modified by diverting and retaining water in various areas is documented.

An inventory of existing major drainage facilities and structures by location, size and conditions was completed shortly after the City adopted its comprehensive plan, but not soon enough to be included in that Comprehensive Plan. This inventory is now available. Data on rainfall intensity

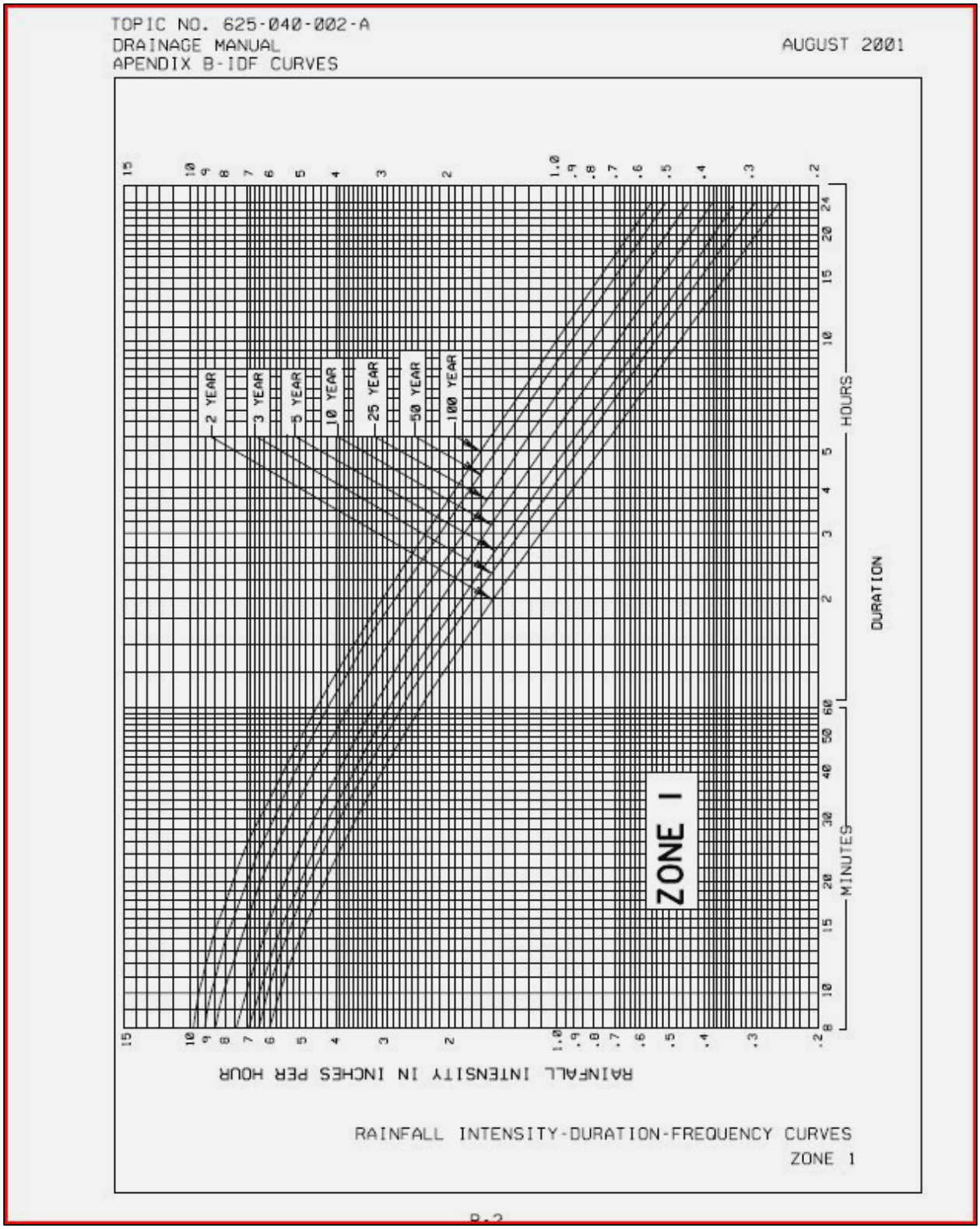
and duration have been summarized for various regions of the state by the Florida Department of Transportation (FDOT) in graphs such as the one shown in Figure C-1. The curved lines on the graph represent the frequency of occurrence of rainfall events of various intensities and durations (at intervals of 2, 3, 5, 10, 25, 50, and 100 years) for this region. These graphs are used to specify design storm events. The conventional method is to indicate the required frequency and duration of the event, which allows the intensity and total rainfall amount to be interpreted from the appropriate hydrograph for the region. Thus, for the region to which Figure C-1 applies, a 10-year frequency/5-hour duration storm event would produce rainfall at an intensity of one inch per hour. Over a one acre parcel of land, this would produce a total storm flow of five acre-inches of 136 GPD. Ideally, the selection of a standard design storm must also be consistent with facility design for pollution abatement goals. Local regulations which affect land use and development of drainage features include: Erosion, Sedimentation, and Runoff Control Ordinance, which requires a drainage plan indicating all drainage improvements to be submitted prior to any clearing of land and encourages the use of porous materials, the preservation of ground cover, and the staging of land clearing; Flood Damage Control Ordinance, which requires the provision of easements for drainage improvements, and states that the City will not assume maintenance for subdivided areas with improper drainage.

These local ordinances, in addition to the state and federal regulations, provide for excellent control and maintenance of the functions of natural drainage features.

The City has enacted a Stormwater Utility in 2008 to maintain its stormwater management facilities and has developed a priority list for drainage problems to repair. The City has completed fifteen projects on this priority list to improve drainage issues. The Capital Improvements Program will be included as projects as part of the EAR-based amendments.

Local regulations which affect land use and development of drainage features include: Erosion, Sedimentation, and Runoff Control Ordinance, which requires a drainage plan indicating all drainage improvements to be submitted prior to any clearing of land and encourages the use of porous materials, the preservation of ground cover, and the staging of land clearing; Flood Damage Control Ordinance, which requires the provision of easements for drainage improvements, and states that the City will not assume maintenance for subdivided areas with improper drainage. These local ordinances, in addition to the state and federal regulations, provide for excellent control and maintenance of the functions of natural drainage features.

Figure 6.3.1:
FDOT, Rainfall Intensity-Duration-Frequency Curve, 2001



FDOT, Drainage Manual Appendix B IDF Curves, August 2001

C. EXISTING CONDITIONS

1. *Regional Drainage Basin Features*

Three major drainage basins effect regional drainage patterns in Santa Rosa County: the Escambia River Basin, the Blackwater River Basin and the Yellow River Basin.

Principal urban areas of these basins are Pensacola, Milton, Century, Jay, and Crestview. A major portion of all land in this region is forested and consists of over 60 percent of the region's total 11,200 square miles. Agricultural lands comprise another 16 percent, followed by forested wetlands, which cover approximately 10 percent of the region. Water bodies, including lakes, rivers, bays, and estuaries cover approximately 6 percent of the total land area. Urban and developed areas account for an additional 6 percent of total land use in the region. The remaining 2 percent is divided between non-forested wetlands and barrier lands (such as mines, quarries, and beaches).

Existing Drainage Features

Surface Water:

Surface water features in the Milton area includes Locklin Lake, the Blackwater River, Big Coldwater Creek, and associated riverine areas, as well as a number of ponds and drainage facilities. The Blackwater River originates in southeastern Alabama as part of the Pea River Basin area. Locklin Lake is centrally located in Milton and is surrounded by low to medium density residential areas.

It should be noted that groundwater contribution is an important factor in determining the flow of the Blackwater River and Big Coldwater Creek. These streams receive large and fairly uniform discharges of ground water from the Sand and Gravel Aquifer that then to moderate their annual variations in stream flow. Average maximum, mean, and average minimum flows are presented in Table C-1.

Table 6.3.1:
Daily Discharge

Discharge	Blackwater River (Near Baker)	Big Coldwater Creek (Near Milton)
Maximum	810 ft^3/sec	1620 ft^3/sec
Mean (2012)	221.5 ft^3/sec	327.3 ft^3/sec
Minimum	61 ft^3/sec	203 ft^3/sec

http://waterdata.usgs.gov; Station Numbers: 02370000 and 02370500

Flood hazard areas, defined as areas with a one in one hundred chance of being inundated in any one year period, have been mapped by the U.S. Army Corps of Engineers. These maps indicate that significant portions of the City adjacent to the Blackwater River are at risk for flood hazard.

2. *Needs Assessment*

Capacity and Performance Assessment:

The central section of Milton is served by a storm water system composed of a network of underground pipes, concrete spillways, and drainage ditches. In outlying parts of the City, stormwater is drained through the natural process of percolation. Some areas where urban growth has occurred without specific attention to proper stormwater planning and installation have experienced problems of standing water and minor flooding following periods of heavy rainfall. As an example, the area near W.H. Rhodes Elementary School has historically not drained well.

Other drainage problems arise in areas where the storm sewer system is inadequate in size or design. Traditionally this type of problem involves new construction and urbanization in areas surrounding the problem area. The City's drainage system is not a unified system; however, performance and design standards have been adopted to consider a critical storm of up to 100 years and 24 hour duration, and treatment of the first one-inch (1") of run-off for sites less than 100 acres.

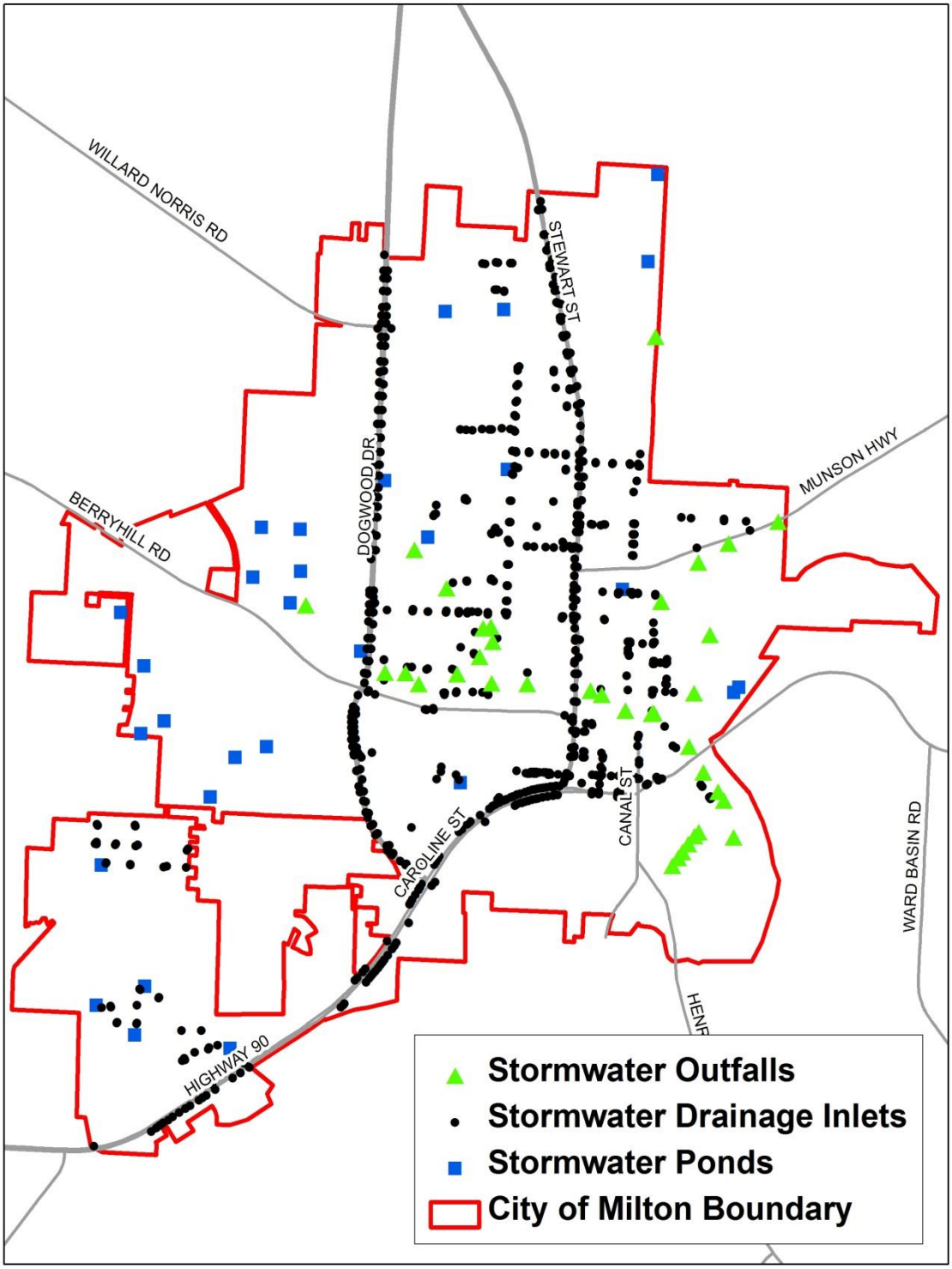
D. SUMMARY AND RECOMMENDATIONS

As stated in Milton's Land Development Regulations, all future development is required to meet level of service standards for infrastructure facilities, including stormwater management. A stormwater system must be able to carry any increased run-off caused by the development for a particular storm event, the design storm. This design storm is typically described as the stormwater management level of service standard.

The City of Milton meets the above recommendations. The City uses a 100-year frequency, 24-hour duration design storm, meaning that detention facilities are required to provide storage for all critical storm events, up to and including the 100 year, 24-hour storm. A one-foot minimum freeboard above the maximum calculated high-water elevation must also be provided for all detention facilities.

Onsite detention with filtration is required for the first inch of runoff for sites less than 100 acres in size and for the first 1-1/2 inches of runoff for sites greater than 100 acres in size. As required by Chapter 62-25 of the Florida Administrative Code, these requirements are fifty percent greater than standard requirements, due to the fact that stormwater in Milton discharges directly into a designated Outstanding Florida Water, the Blackwater River. The following figure shows the City of Milton's Stormwater system:

Figure 6.3.2:
City of Milton Stormwater System, 2012



City of Milton, Department of Planning and Development, 2012,
* Stormwater Drainage Inlet data is incomplete

In order to assure the availability of public facilities consistent with the Future Land Use Map, the City of Milton will coordinate the extension of or the increase in capacity of facilities necessary to meet future needs through the adoption, implementation, and annual review of the Capital Improvements Element of the Comprehensive Plan. The City has recently completed a number of stormwater projects and is nearly finished with a sewer project in the east Bagdad area.

The City's adopted Stormwater Management Ordinance # 1178-05 specifies procedures whereby those developments that protect, enhance, or utilize natural drainage features will be given preference when issuing building permits. The alteration of natural drainage features will be prohibited unless no economically feasible development alternatives exist, adequate man-made drainage facilities are designed and installed in accordance with the adopted Stormwater Management Ordinance, and the required permits are obtained from the Florida Department of Environmental Protection, Army Corps of Engineers and Northwest Florida Water Management District. The City of Milton Comprehensive Plan includes a policy which addresses water quality standards for stormwater discharge. This policy will be reviewed and amended if necessary. Florida Administrative Code 9J-5.011(2) requires that the infrastructure element contain a policy establishing water quality standards for stormwater discharge. The City of Milton in keeping with the established standard of Santa Rosa County requires and enforces a finished floor elevation of 12" above the designated flood zone. Finally the City of Milton reviews changes to the county's local hazard mitigation strategy for incorporation into the City's Comprehensive Plan continually.

E. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: THE PROVISION OF AN ENVIRONMENTALLY SAFE AND EFFICIENT STORMWATER MANAGEMENT SYSTEM THAT SERVES TO PROTECT THE PROPERTY OF THE CITIZENS OF THE CITY OF MILTON WHILE PRESERVING WATER QUALITY.

OBJECTIVE 1.1: CORRECT EXISTING FACILITIES DEFICIENCIES, IF ANY, BY IMPLEMENTING POLICIES 1.1.1 THROUGH 1.1.3, AMONG OTHERS.

POLICY 1.1.1: The City shall continue its practice of not issuing development permits for projects not meeting the design criteria for correcting existing deficiencies or meeting future drainage requirements.

POLICY 1.1.2: The City shall continue its practice of correcting localized drainage problems so that LOS standards are maintained.

POLICY 1.1.3: The City shall continue its periodic inspection program of stormwater control structures to ensure the proper functioning of such structures.

OBJECTIVE 1.2: TO COORDINATE THE INCREASE IN CAPACITY OF STORMWATER FACILITIES WITH MEETING FUTURE NEEDS.

POLICY 1.2.1: Installation of stormwater management facilities made necessary by new development shall be the responsibility of the developer.

POLICY 1.2.2: The City shall continue to enforce regulations in the LDR containing LOS standards for drainage stormwater management and water quality.

POLICY 1.2.3: The LOS standards for drainage and water quality shall be:

Retain the first inch of run-off; and

Post development run-off shall not exceed the pre-development run-off rate for all storm events, up to and including an event with a 24-hour duration, 100 year return frequency.

Post development run-off in constrained basins shall not exceed the pre-development run-off rate for a 10-year storm even during all storm events, up to and including an event with a 24-hour duration, 100 year return frequency.

POLICY 1.2.4: There shall be no reduction in the flood storage capacity or the other natural functions and values of the floodplain in the City of Milton in areas designated as regulatory floodway by FEMA Flood Insurance studies in the City of Milton. Encroachments shall be prohibited within designated regulatory floodway including, but not limited to, fill and new construction and development improvements that would result in any increase in flood levels.

POLICY 1.2.5: The City shall regulate development within the flood prone areas to minimize flood storage capacity reduction so that post development equals pre-development standards, which will afford protection to life and property within the floodplain.

POLICY 1.2.6: The City shall require that stormwater management facilities meet or exceed the adopted LOS, and that capacity is available concurrent with the impacts of the development.

POLICY 1.2.7: Where soil conditions and land use permit, the City may require the use of swale drainage on all new roadways or drainage easements.

OBJECTIVE 1.3: EXISTING DRAINAGE FEATURES (FACILITIES) SHALL BE UTILIZED WHENEVER SUFFICIENT CAPACITY IS AVAILABLE WITHIN SUCH FEATURES AND TO DISCOURAGE URBAN SPRAWL. UTILIZATION OF NATURAL DRAINAGE FEATURES SHALL BE REQUIRED WHEN SUCH USE DOES NOT IMPACT SENSITIVE NATURAL RESOURCES.

POLICY 1.3.1: Site specific development plans will be required to protect natural drainage features and incorporate such features into the site planning and development process.

POLICY 1.3.2: The use, storage, transmission or generation of hazardous substances, or substances which may artificially accelerate the eutrophication of wetlands and/or water bodies, shall be prohibited within wetland systems and shall be reported.

POTABLE WATER SUB-ELEMENT

INTRODUCTION

Potable water is the term applied to water that is considered fit for human consumption. This resource is not only used as drinking water, but for cooking, washing clothes and dishes, bathing, and other various commercial and industrial purposes. Within the City of Milton, the average daily usage of potable water is 93.6 gallons per person per day (GPCD). With the rapid growth rate of Santa Rosa County and the City of Milton, an important part of the planning process is the evaluation of the potable water resources available. The availability of potable water has major implications regarding the type and density of development an area can accommodate. The availability of potable water is dependent on the type and capacity of facilities, the existing regulations, and the nature of the intended use. Generally, potable water is made available through a system consisting of three principal components: a water source, treatment facilities, and a storage and distribution system.

The purpose of the City of Milton Potable Water Sub-Element is to identify existing and future sources of potable water supply, potable water needs; determine the adequacy of existing facilities to meet those needs and to define operational responsibilities, geographic service areas, and the level of service provided to the customer. The analysis of the existing conditions and future needs then serves as a basis for formulating suitable recommendations concerning the management of the potable water system, in addition to formulating the Goals, Objectives and Policies for effective management of the potable water resource in the future.

1. *Organization of the Element*

This element is divided into four sections: the Introduction, Terms and Concepts, Existing Regulatory Framework, and Data and Analysis. Terms and Concepts define the terms used throughout most of this document. The Existing Regulatory Framework describes the current federal, state, regional, county, and city regulations. The Data and Analysis section identifies the condition of the City's existing utility systems, both public and private.

The Potable Water Needs and Assessments section describes the City's potable water facility standards, population and demographic characteristics, and provides a current and projected needs assessment at the recommended level of service. The Implementation section discusses funding sources and future actions to assist in the planning, design and implementation to ensure adequate water supply quantity and quality. Finally, the Conclusions and Recommendations section summarizes the main issues made throughout this document and includes recommendations based on the identified needs.

2. *Relationship to other Elements of the Comprehensive Plan*

There are several key linkages between the Potable Water Element and other elements of the Comprehensive Plan. These linkages are outlined as follows:

The *Future Land Use Element*, as an overall blueprint for managing growth in the City, locates and describes land use densities and intensities that will strongly influence future growth and

development. Both the Future Land Use and Infrastructure Elements function together to implement many growth management strategies.

The *Conservation and Coastal Management Elements* identifies all of the City's natural resources and discusses various preservation techniques as well as various land management techniques which will help to eliminate various land use conflicts.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other agencies, such as the School Board, the Florida Department of Environmental Protection, the Northwest Florida Water Management District or others, in the delivery of potable water resources.

The *Capital Improvements Element* will reflect the City's strategy for the delivery of infrastructure and other public services, which will serve a primary role in growth management and help shape future demand for potable water. In addition, the Capital Improvements Element will reflect issues that should support the Goals, Objectives, and Policies of this Element.

The *Infrastructure Element* consists of five Sub-elements, Potable Water, Natural Groundwater Aquifer Recharge, Sanitary Sewer, Solid Waste, and Stormwater. The Potable Water Sub-Element, from a growth management perspective, will shape development trends into the next planning horizon. The preservation of potable water resources and their respective development allocations are major issues over this next planning timeframe.

A. TERMS AND CONCEPTS

Terms included in this element are identified and described by the Florida Department of Community Affairs, in Rule 9J-5 of the Florida Administrative Code (F.A.C.) and in Section 163.3164, Florida Statutes (F.S.). All other terms and concepts used in this element are consistent with the intent of Rule 9J-5 and Chapter 163, F.S.

Average Household Size: It was determined that, for the Comprehensive Plan Amendments, the average household size within the City of Milton is 2.31 persons (2.31 persons per household based on 2007-2011 American Community Survey). This value is used to convert from population served to equivalent residential connections (ERCs) and equivalent residential unit (ERU) demand.

Consumption per Capita (per person): The amount of potable water consumed per person per day within the City of Milton.

Consumptive Use Permit (CUP): A permit for any use of water which reduces the supply from which it is withdrawn or diverted. A consumptive use permit must be obtained from the Governing Board of the Northwest Florida Water Management District (NWFWMD) before withdrawal of water shall be commenced for quantities set forth in Chapter 40D-2.031, F.A.C.

Equivalent Residential Connection (ERC): The number of connections to a water supply source or treatment system. This value is obtained from the population served, when divided by the average household size.

Equivalent Residential Unit (ERU): The number of equivalent residential connection multiplied by the average number of persons per household. This figure is often used to compare commercial and industrial users with residential users to obtain applicable level of service standards.

Franchised System: These systems are smaller facilities, which are owned and operated by private utility companies.

Gallons Per Day (GPD): Unit of flow measurement indicating both the amount of water leaving the plant, as well as the actual capacity of the plant.

Groundwater Recharge Areas: Areas contributing to or providing volumes of water which make a contribution to the storage or regional flow of an aquifer.

Potable Water: Water that is fit for human consumption.

1. *Water Supply and Treatment*

Potable water is either produced from surface water obtained from lakes, rivers, man-made surface impoundments, etc., or groundwater. Surface water, groundwater, or a combination of the two constitutes a source of supply for potable water systems. The selection of the source of the potable water supply must consider the type and quality of the water resources available, the cost of developing the source for use, and the manner and cost of providing protection of the resource to ensure its long-term availability. In the City of Milton, as is the case in most of Florida, groundwater is the source of potable water.

The water withdrawn from the source is commonly referred to as raw water. This raw water typically requires treatment before being used for public consumption. Treatment removes impurities from the raw water in order to improve its quality for either public health or aesthetic reasons, or both. The treatment process adds to the cost of supplying water, but it also expands the range of raw water sources that can be used.

After treatment, the water is supplied to individual users via a system of pipes and storage reservoirs. In the smallest systems, for individual households or businesses, the entire potable water system is normally contained on the development site. In larger community systems the withdrawal and treatment may take place some distance away from the final users, and an extensive distribution network may be required. Large transmission lines, called distribution mains, carry water to major demand areas and interconnect with a network of smaller lines which eventually supply individual establishments. Both the distribution mains and distribution networks should be interconnected to allow water to circulate within the system to areas of highest momentary demand.

Water is delivered under pressure within the distribution system in order to ensure adequate flow to meet demands. Demand fluctuates during each day, usually exhibiting peaks during the morning and evening hours corresponding to periods of highest residential use. Localized demand peaks also occur when the system is designed and used for firefighting purposes. In order to provide adequate quantities and pressure to meet peak use and fire flow demands, storage tanks are linked with the distribution system at strategic locations. During low demand periods, these tanks are filled as water is pumped into the system. During the peak demand periods, water flows into the distribution system to augment flows and maintain pressure. Ground level and elevated storage tanks are both commonly used. Elevated storage tanks (water towers) are usually the most economical. Many systems also include auxiliary pumps, which operate during peak demand periods.

2. *Potable Water Demand*

The demand for potable water, and consequently the capacity of potable water systems, is described in terms of gallons per day (GPD). The basic unit normally used in estimating demand is based on consumption per capita (per person), expressed in gallons per capita per day (GPCD).

It is an accepted practice to convert per capita demand to equivalent residential unit (ERU) demand based on the average household size within an area. Demand for non-residential uses, such as commercial or industrial users, are also frequently converted to ERU figures based on statistical records of average daily demand for the various non-residential users.

This means of measuring demand, either in gallons per capita per day (GPCD) or ERU, provides the mode for establishing the level of service standard for a facility. For example, if average daily water use is 100 gallons per person per day, the level of service (LOS) standard would be expressed as:

> LOS = 100 GPCD, average daily demand
>
> If the average household size within the area is 2.31 persons per household, an equivalent way of expressing the LOS standard is:
>
> LOS = 231 GPD per ERU, average daily demand

Similarly, if a commercial business uses 1,000 gallons per day per 1,000 square feet of floor area, the demand created by an establishment of 1,000 square feet would equate to 3.98 ERU on an average daily basis.

By this method, future demand can be estimated by projecting the total population or dwelling units, plus the total ERU of non-residential users to be served by a facility. The future capacity needs for a facility can therefore be projected.

B. EXISTING REGULATORY FRAMEWORK

1. *Federal*

The quality of the nation's water supply is protected by the Clean Water Act (33 CFR 320-220) and the Safe Drinking Water Act (40 CFR 141-149). The Clean Water Act mandates that states develop Water Management Plans for areas with substantial water-quality control problems and provides for the distribution of limited funds to pay for treatment facilities. The Management Plans regulate the location and construction of facilities that may produce discharges, require pretreatment of waste, and identify and control non-point sources of pollution. The act gives states the authority to determine the total maximum daily pollutants that affected waters can receive.

In 1974, the Safe Drinking Water Act (SDWA), Public Law 92-523, was established requiring the United States Environmental Protection Agency (EPA) to set primary and secondary drinking water standards and establish maximum contaminant levels for each contaminant that may have an adverse effect on human health. The "primary" standards are those required for public health and the "secondary" standards are those recommended for aesthetic quality. Subsequent to the original act, the 1986 Amendments to the SDWA were established as Public

Law 99-339. These amendments included revisions to the National Primary Drinking Water Regulation requiring the regulation of 83 contaminants, defining and requiring treatment techniques for regulated contaminants, filtration of surface water, disinfection of all water supplies, prohibition of lead products in conveyance of drinking water, and protection of groundwater sources through the Wellhead Protection Program.

Under Section 1413 of the SDWA, "a state has primary enforcement responsibility for public water systems when such state has adopted drinking water regulations which are no less stringent than the national primary drinking water standards in effect." As such, the State of Florida [through the Florida Department of Environmental Protection (FDEP)] is authorized with the responsibility of enacting and enforcing the 1986 Amendments to the SDWA.

2. *State*

Department of Environmental Protection

In accordance with federal requirements, the Florida Legislature has adopted the Florida Safe Drinking Water Act, Section 403.850-403.864, Florida Statutes (F.S.). The Florida Department of Environmental Protection (DEP) is the state agency responsible for implementing this act. In this regard, DEP has promulgated rules classifying and regulating public water systems under Chapter 62-550 of the Florida Administrative Code (F.A.C.). The primary and secondary standards of the Federal Safe Drinking Water Act are mandatory in Florida. Specific state drinking water regulations are under (1) Chapter 62-550 of the F.A.C., Drinking Water Standards, Monitoring and Reporting, (2) Chapter 62-555 of the F.A.C., Permitting and Construction of Public Water Systems and (3) Chapter 62-560 of the F.A.C., Public Water System Non-Compliance Requirements.

Chapter 17-555, F.A.C., addresses the permitting requirements for public water systems including the location and construction of wells serving the system and the treatment plant. Section 381.261, F.S., gives general supervision and control over all private water systems and certain public water systems to the Department of Health. The public water systems, under the Department of Health, include systems that meet all of the following criteria:

- Consist of distribution and storage facilities only and do not have any collection or treatment facilities;
- Obtain all water from, but are not owned or operated by, a public water system to which such rules apply;
- Do not sell water to any person;
- Are not carriers which convey passengers in interstate commerce;
- And which also have at least 15 service connections or which regularly serve at least 25 individuals daily at least 60 days out of the year.

The Department of Health also has supervision and control of all water systems that "have less than 15 service connections used by year-round residents or serve less than 25 individuals daily at least 60 days out of the year or at least 25 individuals daily less than 60 days out of the year." Private systems are regulated in accordance with Chapter 10D-4, F.A.C.

Setback distances for newly constructed public drinking water wells are described in Chapter 62-555.312, F.A.C. Public water supply wells serving water systems having total sewage flows greater than 2,000 gallons per day shall be placed no closer than 200 feet from septic tanks.

Public water supply wells shall be placed no closer than 100 feet from septic tanks for sewage flows less than or equal to 2,000 gallons per day. In accordance with Chapter 62-610, F.A.C., Reuse of Reclaimed Water and Land Application, a 500-foot setback distance shall be provided from the edge of the wetted reuse area to potable water supply wells. The distance is reduced to

200 feet if facility Class I reliability is provided in accordance with Rules 62-610.462 (1), F.A.C. or 100 feet if facility Class I reliability is provided and if high-level disinfection is provided. Public drinking water supply wells shall not be constructed within 300 feet of storage and treatment facilities of dairy farms or closer than 100 feet from other sanitary hazards. As much as practical, wells are to be located on ground least subject to localized flooding and upstream of sanitary hazards.

On a similar note, the Florida Water Resource Act, Section 373, F.S., established a program for regulating the consumptive use of water in Florida and divided the state into five water management districts charged with responsibility for implementing the consumptive use regulatory program. The City of Milton falls within the boundaries of the Northwest Florida Water Management District. Consumptive Use is regulated under Chapter 40C-2, F.A.C., Permitting of Consumptive Uses of Water.

Florida Public Service Commission

The Public Service Commission has the responsibility for regulating the rates and service of privately-owned water and sewer utilities in counties where the Board of County Commissioners has officially transferred jurisdiction to the commission. This authority has been set out by Chapter 367, F.S., in the "Water and Wastewater System Regulatory Law." The commission establishes service standards that regulated utilities must meet. Section 367.171, F.S., provides for the adoption of a resolution where counties may transfer authority to regulate services to the Public Service Commission.

Additional State Statutes and Rules

In addition, the Potable Water Sub-Element of the Comprehensive Plan must remain consistent with the State Comprehensive Plan, Chapter 163, Part II of the Florida Statutes (F.S.), and Rule 9J-5 of the Florida Administrative Code (F.A.C.). The State Comprehensive Plan, Chapter 187, F.S., contains the adopted goals and policies of the State of Florida. The State Comprehensive Plan establishes legislative framework, or direction, which all the State government agencies must be consistent with. Since the original plan adoption in 1985, various sections of the State Plan have been amended. These amendments include the adoption of a new goal pertaining to "Health" and a new policy pertaining to "Agriculture", which are applicable to the Potable Water Sub-Element. This goal states that the State should have "an environment which supports a healthy population and which does not cause illness. Several policies were also added to support this goal which includes:

- Every Florida resident has a right to breath clean air, drink pure water and eat nutritious foods;
- The State should assure a safe and healthful environment;
- Future growth will not cause adverse impacts to the environment and people's health; and
- Employers shall provide a safe and healthful workplace.

In addition, the policy added to the "Agriculture" goal states that Florida will "eliminate the discharge of inadequately treated wastewater and storm water runoff into waters of the state". These policies require the City of Milton to ensure the cleanliness of potable water to safeguard the environment from effects of pollution to the treatment of wastewater discharges and to protect the health of the citizens of the City.

Several amendments have also been made to Chapter 163, F.S., which indirectly affect the Potable Water Sub-element. In 1993, Section 163.3180(2)(a) was added by the State Legislature

requiring local governments to have certain types of public infrastructure, including potable water, to be in place at the time a certificate of occupancy (CO) is issued for new developments. Then in 1994, Chapter 163 added a requirement that states that "each independent special district must submit a public facilities report to the appropriate local government," to achieve greater coordination. In an attempt to promote redevelopment, urban infill development, and other strategies for urban revitalization, Chapter 163 also included a new section, which mandates that "local government's comprehensive plans implementing development regulations must provide strategies which maximize the use of existing facilities and services."

The changes made to Rule 9J-5, F.A.C., include the addition of several terms and concepts which are included in the previous section, along with reinforcement of the ideas which are included in the State Comprehensive Plan.

3. *Regional*

Northwest Florida Water Management District

The Florida Water Resources Act of 1972 established the authority for management of the State's water resources through five water management districts under the Florida Department of Natural Resources (DNR). Among other things, the Act empowered the districts to permit well drilling and the withdrawal of ground water for consumptive use that is shown to be reasonable or beneficial. Later, the Florida Environmental Reorganization Act of 1975 created the Department of Environmental Regulation (DER) and transferred all its powers and functions of the DNR relating to water management. Since 1975, the water management districts have function under the DER, which is now known as the Department of Environmental Protection (DEP), and generally have been delegated the primary responsibility for quantity-related aspects of water management under general statutory authority as contained in Chapters 403 and 373, F.S.

The City of Milton falls within the Northwest Florida Water Management District (NWFWMD). The NWFWMD is responsible for managing water supplies to meet existing and future demand. The authority of the District includes regulation over water well permitting, water quality provisions, the permitting and construction of public water systems, underground storage tank requirements, and public water system non-compliance requirements. The District's rules pertinent to Milton include Chapter 40D-2, F.A.C., which governs Consumptive Use Permitting, Chapter 40D-3, F.A.C., which governs Well Construction permitting, and Chapter 40D-5, F.A.C., which governs Artificial Recharge/Water Reuse permitting. In addition, the Water Management Districts are a source of technical information on the geology and hydrology of areas within their respective jurisdiction.

The method of managing water supplies through consumptive use permitting requires that a permit be issued for all uses of ground or surface water which:

- Exceed 100,000 gallons per day (estimated on an average annual basis); or
- Is from a facility (wells, pumps, etc.) or facilities which are capable of withdrawing 1,000,000 gallons of water per day or more; or
- Is from a well in which the outside diameter of the largest permanent water bearing casing is six inches or greater.

Consumptive Use Permit (CUP) applications must show reasonable or beneficial use of the water being withdrawn and that there is no interference with existing legal uses of water. All water wells, regardless of size, must comply with Florida's well construction standards. Permits are required

for the construction, alteration, repair or abandonment of water wells with an inside diameter of 2 inches or greater. Chapter 17-524, F.A.C., provides requirements for the prevention of new potable water well contamination. Chapter 17-531, F.A.C., establishes licensing requirements for water well contractors. The Water Management District's process applications and renewal requests for water well contractors. Chapter 17-532, F.A.C., establishes minimum standards for the aforementioned circumstances with the intent to conserve and protect the groundwaters of the state. The Water Management Districts have been delegated administration and enforcement of Chapters 17-524 and 17-532, F.A.C., standards by the DEP. The Department of Health has been delegated implementation of testing and clearing for use of new potable water wells by the DEP.

Approved in February 2001, the *Regional Water Supply Plan* (RWSP) for Santa Rosa, Okaloosa and Walton counties was developed by the Northwest Florida Water Management District to address current and future water supply issues in the region. The RWSP identifies current water sources, current and future water demands within the region, as well as alternative water supply sources that will meet and exceed the region's water needs through the 2020-planning horizon. The RWSP also identifies strategies to better determine the ability of current and alternative sources to meet the region's future demands.

West Florida Regional Planning Council

The West Florida Regional Planning Council (WFRPC) adopted the Strategic Regional Policy Plan (SRPP) in 1996. The SRPP sets standards, as well as goals, objectives and policies to ensure water quantity and quality to meet current and future demands. These issues are discussed in further detail in the Natural Resources of Regional Significance section of the Plan.

C. GOALS, OBJECTIVES, AND POLICIES

The Goals, Objectives, and Policies associated with this sub-element are clearly stated in the following Water Supply Facilities Plan.

NATURAL GROUNDWATER AQUIFER RECHARGE SUB-ELEMENT

INTRODUCTION

The purpose of the City of Milton Natural Groundwater Aquifer Recharge Sub-Element is to describe the existing groundwater conditions, issues, and concerns and to provide the background necessary to understanding the goals, objectives, and policies related to groundwater and aquifer recharge. The analysis of the existing conditions and future needs serves as a basis for formulating suitable recommendations concerning the management of natural groundwater aquifer recharge areas.

1. Relationship to Other Elements of the Comprehensive Plan

There are several key linkages between the Natural Groundwater Aquifer Recharge Sub-Element and other Elements of the Comprehensive Plan which include the following:

The *Future Land Use Element* is an overall blueprint for managing growth in the City; it defines the direction and intensity of future growth and development. The future land use types and intensities will have a direct impact on runoff and infiltration rates and in turn Groundwater quality

The *Conservation Element* identifies all of the City's natural resources (i.e., geology, topography, minerals, soils, surface water quality and groundwater quality and quantity, floodplains, natural vegetative communities, wildlife habitats, fisheries, air quality, hazardous waste in addition to discussing various preservation techniques (i.e., preservation ordinances, conservation easements, financial incentives and land acquisition) as well as various land management techniques which will help to eliminate various land use conflicts.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other agencies and units of government, such as, the Northwest Florida Water Management District, Santa Rosa County, the Florida Department of Environmental Protection and the U.S. Environmental Protection Agency (EPA) to protect our groundwater resources and to meet the needs of the City of Milton.

The *Capital Improvements Element* will reflect the City's strategy for delivery of infrastructure and other public services, and will serve a primary role in growth management and help shape future aquifer recharge area management strategies.

The *Infrastructure Element* consists of five sub-elements, which include Potable Water, Sanitary Sewer, Stormwater Management, Solid Waste and this Natural Aquifer Groundwater Recharge. Together, these sub-elements will impact the development patterns within the City of Milton into the planning horizon.

A. TERMS AND CONCEPTS

Aquifers are water-bearing layers of porous rock, sand, and/or gravel. Aquifer recharge is a hydrologic process whereby rainwater and/or surface water moves downward from the surface to these water-bearing layers. A recharge area or zone is an expanse of land in which water can infiltrate into an aquifer with relative ease. This infiltration acts to replenish the aquifer. An aquifer's potentiometric surface is the potential height of the aquifer otherwise known as the water table.

The areas of highest recharge potential are called prime recharge areas. The presence of overlying confining beds also determines which surface areas will be effective recharge areas for a given aquifer, and is another factor in identifying prime recharge areas for the aquifer. Since aquifer recharge areas are surface features, they are subject to alteration by development. Covering recharge areas with impervious surfaces, such as roads, parking lots and buildings reduces the area available for rainfall percolation, altering the total rate and volume of recharge in that area. Increasing the rate at which stormwater drains from recharge area surfaces also decreases recharge potential.

A second concern related to development within aquifer recharge areas is the potential for contamination of groundwater within the aquifer. Just as with stormwater runoff to surface water, pollutants picked up by runoff which enters an aquifer can degrade the quality of the groundwater. Since water flows within an aquifer in a manner similar to surface water flow, downstream portions of the groundwater may be polluted over time. This becomes particularly significant when the aquifer is tapped as a potable water supply downstream.

B. REGULATORY FRAMEWORK

1. Federal

In 1986, the Federal Safe Drinking Water Act (PL 93-523) was amended to strengthen protection of public water system well-fields and aquifers that are the sole source of drinking water for a community. The amendments for wellfield protection require states to work with local governments to map wellhead areas and develop land use controls that will provide long-term protection from contamination for these areas. The aquifer protection amendments require EPA to develop criteria for selecting critical aquifer protection areas. Once a plan is approved, EPA may enter in to an agreement with the local government to implement the plan.

2. State

In implementing the Florida Safe Drinking Water Act (Chapter 403, F.S.), the FDEP has developed rules classifying aquifers and regulating their use (Chapter 62, F.A.C.). These rules have been amended to strengthen the protection of sole source aquifers and wellfields. The FDEP has also established regulatory requirements for facilities which discharge to groundwater (Chapter 62, F.A.C.) and which inject materials directly underground (Chapter 62, F.A.C.).

The task of identifying the nature and extent of groundwater resources available within the State has been delegated to the Regional Water Management Districts. Each district must prepare and make available to local governments a comprehensive water management plan which the local governments are to use to plan for future development in a manner which reflects the limits of available resources. The criteria for the management plan and legislative intent for their use, are found in Chapter 373, Florida Statutes and Chapter 62 F.A.C. Each Water Management District shall develop a comprehensive water management plan covering those areas deemed appropriate by the governing board. District Plans shall address, at minimum, the following subjects:

(A) District overview;

(B) Water management goals;

(C) Water management responsibilities, including:

1. Water supply protection and management, to include source protection and regional water supply planning;

2. Flood protection and floodplain management. This shall include the District's strategies and priorities for managing facilities and floodplains, and a schedule for District mapping of floodplains;

3. Water quality protection and management for both surface water and ground water. This shall include the District's strategies, priorities, and schedules to develop pollutant load reduction goals and any basin-specific rules as needed to assure that a TMDL is met; and

4. Natural systems protection and management. This shall reflect the schedule for establishing minimum flows and levels required by Section 373.0421, F.S.

(D) For each water management responsibility, the following shall be included:

1. Resource assessments, including identification of regionally significant water resource issues and problems within the District;

2. Water management policies for identified issues and problems; and

3. Implementation strategies for each issue and problem, including tasks, schedules, responsible entities, and measurable benchmarks.

(E) Integrated plan, describing how the water problems of each county in the District are identified and addressed;

(F) Intergovernmental coordination, including measures to implement the plan through coordination with the plans and programs of local, regional, state and federal agencies and governments; and

(G) Procedures for plan development, including definitions and public participation.

It is the intent of the Legislature that future growth and development planning reflect the limitations of the available groundwater or other available water supplies (Sec. 373.0395, F.S.).The Florida Legislature has also directed local governments to include topographic maps of areas designated by the Water Management Districts as prime recharge areas for the Floridian or Biscayne aquifers in local comprehensive plans, and to give special consideration to these areas in zoning and land use decisions (Section 163.3177 (6)(c), F.S.).

3. Northwest Florida Water Management District

The Northwest Florida Water Management District comprehensive water management plan includes the following strategic priorities:

(A) Alternative Water Supply Development (AWSD)
(B) Coastal Utilities Interconnections
(C) Consumptive Use Permitting
(D) Cumulative Impacts Analysis
(E) Environmental Resource Permitting (ERP)
(F) No Net Loss of Wetland Function
(G) Flood Hazard Mapping
(H) Reuse of Reclaimed Water
(I) Restoration
(J) Lands Management

4. Santa Rosa County

In 2010, Santa Rosa County established a Wellfield Protection Zone and Ordinance encompassing approximately 27,000 acres just east of the City limits for the purpose of protecting aquifer recharge areas and in turn groundwater quality.

5. City of Milton

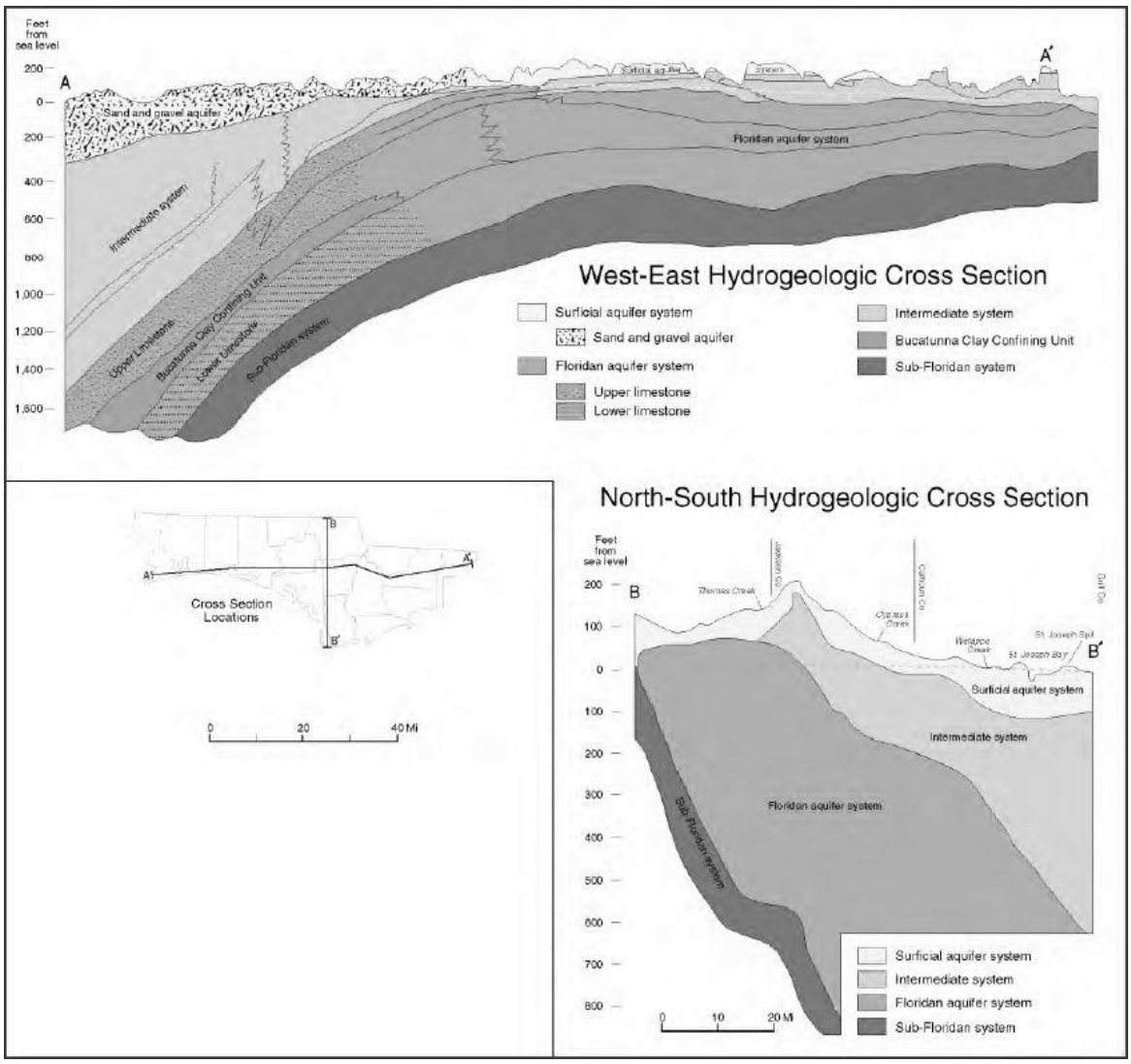
The City of Milton regulates the land use, as per Florida Department of Environmental Protection and Northwest Florida Water Management District specifications, of all land within a five-hundred (500) foot radius of existing and proposed well heads. As mentioned in previous sections the City also employs the use of vegetative buffer zones around environmentally sensitive lands including aquifer recharge zones. The city has also implemented a number of stormwater regulations that serve to protect sensitive areas and water resources

C. EXISTING CONDITIONS

The groundwater system underlying Santa Rosa County generally consists of two aquifers:

(1) The Sand and Gravel Aquifer, and
(2) The Upper Floridian Aquifer.

Figure 6.5.1: Regional Aquifer Cross Section



Strategic Water Management Plan, 2011, NWFWMD

1. The Sand and Gravel Aquifer System:

The Sand and Gravel Aquifer exists throughout portions of Northwest Florida and Southern Alabama. It plays a vital role in meeting the potable water needs of the region, supplying upwards of 100 million gallons per day. The aquifer is what's known as an unconfined surficial aquifer, and it consists of varying and complex stratified silts, clays, sands, and gravels. The water table, which sits just below the land surface, can be easily found throughout most parts of the County. It is open to infiltration from rainfall in varying degrees and depending on the percolation characteristics of surface soils and the extent of impervious surfaces can be easily contaminated. The majority of rainfall infiltrating the water table travels in a southeasterly direction from higher elevations to natural discharge areas such as lakes, streams, and wetlands

2. The Upper Floridian Aquifer:

The upper Floridian Aquifer lies below the Sand and Gravel Aquifer and is separated by confining layers with relatively low permeability. Depth to the base of the Floridian aquifer in the Milton area is approximately between 1000 and 1500 feet below the land surface.

D. ISSUES AND ANALYSIS

Current groundwater issues in the Northwest Florida region include:

- long term depression of the potentiometric surface;
- Groundwater aquifer quality alteration;
- Reduction in available recharge area;
- Reduced groundwater discharge to surface water bodies

The sandy composition of most parts of the aquifer tends to limit mineralization. Chloride concentrations are highest in the coastal areas where salt water mixes to varying degrees with the fresh water of the aquifer (eg. south Santa Rosa and Okaloosa Counties). Water throughout the Sand and Gravel Aquifer contains carbon dioxide obtained from the atmosphere and from decomposition of organic matter in the sediments. The weak carbonic acid produced through the breakdown processes of carbon dioxide gives the water a low pH (from 4.0 to 6.9) that can cause slight corrosion of metals unless it is buffered before use. Individual on-site household wastewater disposal units can also contribute to aquifer degradation. This in an important source for potential contamination of groundwater pumped by private wells.

Considerable discharge from the Sand and Gravel Aquifer occurs where streams, such as the Blackwater River, Big Coldwater Creek, and other surface waters in and around Milton, cut into the aquifer. Groundwater is continuously discharged into the beds of most of the major streams in northwest Florida.

Development patterns within the City are expected to remain relatively constant and stable into the foreseeable planning future. The major impacts to groundwater aquifer recharge areas will occur in the urbanized and urbanizing areas of the City. Increases in impervious surfaces will

reduce the available aquifer recharge areas. Groundwater quality will also be impacted. To offset this impact, the City's stormwater drainage regulations emphasize the preservation of natural drainage features and the use of drainage retention structures to maximize aquifer recharge. As stated earlier in this element and in previous elements, the city regulates land use around wellheads and protects recharge areas through buffer zones. The City also encourages the re-use of treated effluent for irrigation in urban areas to increase recharge of the aquifer. The City incorporates provisions in its land development regulations requiring conservation of areas with the greatest recharge potential.

The City will work in cooperation with the Northwest Florida Water Management District, Santa Rosa County, and the FDEP to ensure proper aquifer recharge area protection and management.

E. GOALS, OBJECTIVES, AND POLICIES

The Goals, Objectives, and Policies associated with the Natural Groundwater Aquifer Recharge Element are clearly stated in previous sections. See Conservation Element, Objective 1.2 and Infrastructure Element, Sanitary Sewer Sub-Element, Goal 1.

CHAPTER 7: WATER SUPPLY FACILITIES PLAN

Capital Improvements Element

INTRODUCTION

The City of Milton owns and operates and is sole provider of a water supply system (withdrawal, treatment, and distribution) that supplies the potable water needs of the residents of this franchise area in the Central portion of the County. The City of Milton is solely responsible for the planning, financing, construction, and operation of the facilities that will supply water within its franchise area. The system currently serves approximately 20,000 persons. The City of Milton Water System's franchise area is shown on Map MWD-1. The current service area does not include those portions of the franchise area which are sparsely populated. These areas lie primarily in the northeastern and northwestern sections of the franchise area.

Figure 7.1:
City of Milton Water Franchise Area, 2012

City of Milton, Department of Planning and Development, 2012

All potable water supplied by the City of Milton is done so through the use of six (6) wells; these wells withdraw potable water from the Sand-and-Gravel Aquifer. The Northwest Florida Water Management District (NWFWMD) through standard and special conditions in each System's Consumptive Use Permit (CUP) regulates the water system. The City of Milton's CUP number is #19842715 was issued on October 22, 2009. The CUP is scheduled to expire on November 1, 2014. As such, the City will collaborate with the NWFWMD during the coming months to identify the source of water required for the identified need. The City of Milton will need to renew the CUP before the expiration date.

A. MILTON WATER SYSTEM

The City of Milton water system has six elevated water storage tanks with a combined capacity of 1,700,000 gallons. Two pipeline interconnections with the Point Baker Water System exist for emergency flow – a 6" pipeline on Tanglewood Drive and a 4" pipeline on Willard Norris Road.

The Included map indicates the most current water system service area information available. There is no indication that there are areas that receive service which are not depicted on the maps. The City of Milton has been successful in placing facilities that will best serve the system's users.

Table MWD-1 identifies the estimated service populations for the foreseeable future. The population projections estimate that the system will grow at an annual rate of approximately 2.1%, which is the projected County growth rate. These projections are based on the University of Florida, Shimberg Center for Affordable Housing at the University of Florida and Florida Department of Environmental Protection 2013 Public Water System data.

Table 7.1:
Estimated Population of City of Milton Water System Area

	2010	2015	2020	2025
Santa Rosa County	146,386	162,017	177,715	192,713
City of Milton Water System	19,600	20,017	20,405	20,750

Shimberg Center, FDEP

The City of Milton is authorized through its CUP an average daily rate of 2.530 MGD, a maximum daily rate of 4.34 MGD and monthly rate of 86.4 MGD. Table MWD-2 illustrates the current CUP levels provided from the NWFWMD for the water system. Withdrawals for the individual facilities are detailed as shown in Table MWD-3 below. However, the total combined amount of water withdrawn by all facilities listed is not allowed to exceed the amounts identified below.

Table 7.2:
Permitted Withdrawal Information

Ground Water Use	Authorized	Present
Average Day (GPD)	2,530,000	1,690,425
Maximum Day (GPD)	4,340,000	2,640,000
Maximum Month (GAL)	86,400,000	63,777,000

NWFWMD CUP # 19842715

The potable water supply system currently consists of six (6) wells, which tap the sand and gravel aquifer to supply water to the system. The wells range in capacity from 500 GPM to 1,000 GPM and range in total depth from 150 to 338 feet. The actual measured total capacity is 4,600 GPM or 6.624 MGD. The water system has a current maximum facility storage capacity of 1,700,000 MGD. Table MWD-3 shows the construction details and pumping data for the existing wells.

Table 7.3:
Well Supply Source Information

Well ID #	Florida Unique ID	Location	Diameter (Inches)	Total Depth (Feet)	Actual Capacity (GPM)	Permitted Max. Daily Withdraw (MGD)	Operational Status
1. (Firehouse)	AAA5223	Rose & Bruner Sts.	18	188	900	1.296	Active
2. (City Hall)	AAA5224	Dixon St.	18	188	500	0.720	Active
3. (Byrom St.)	AAA5225	Byrom & Grace Sts.	18	252	800	1.152	Active
4. (Berryhill)	AAA5227	Berryhill Rd. & Fairview St.	16	150	600	0.864	Active
5. (Hospital)	AAA5226	Berryhill Rd.	18	338	1,000	1.440	Active
6. (Appaloosa)	AAA5228	Dogwood St. & Appaloosa St.	24	342	800	1.152	Active
7. Roeville	TBD	TBD	18	TBD	600-800*	TBD	Proposed*
8. Whisper Creek	TBD	TBD	TBD	TBD	800*	TBD	Proposed*
Total					**6,100***	**6.624***	

NWFWMD CUP #19842715, City of Milton Operational Report 2012
***Each well is equipped with auxiliary power to ensure water is maintained for the system.**

1. *Distribution System*

The potable water distribution system consists of in excess of 750,000/ 145 feet/miles of mains sized 2", 4", 6", and 12" in diameter. All 6 inch mains and larger have fire hydrants spaced at approximately 1,000 feet. There is in excess of 6,800 meters in the City of Milton Water System. See Map MWD-1.

2. *Capacity Details*

Table MWD-4 illustrates the projected demand, facility capacity, and permitted conditions for the City of Milton Water System. The water system has a current maximum facility capacity of 6.624 MGD (City of Milton Water System). The Average Daily Demand is expected to increase at a steady rate due to projected increases in consumer population. The results predict that there will be sufficient facility capacity for the upcoming planning period to 2025. The plan to have the proposed well #7 online by 2020 will result in an increase in facility capacity by as much as 1.44 MGD, therefore there will be sufficient facility capacity for the upcoming planning period.

The projected facility capacity available after the Average Daily Demand is 4.25 MGD in 2010, 3.86 MGD, 2015, 3.40 MGD in 2020, and 2.87 MGD in 2025. The City of Milton Water Department is current projected to have sufficient facility capacity. This facility capacity will ensure that future land use decisions will be based upon the availability of adequate water supplies and public facilities and services.

Currently, the NWFWMD has permitted the CUP to allow withdrawal from the Sand-and-Gravel Aquifer at the Average Daily Rate (ADR) of 2,530,000 GPD. The Average Daily Demand is projected to increase due to the overall increase in population. The resulting Average Daily Demand is projected to be 2.76 MGD in 2015, 3.22 MGD in 2020, and 3.75 MGD in 2025 for the population served. When the rate of Average Daily Demand is compared against the permitted Average Daily Rate of 2.53 MGD the water system is expected to have a shortage of permitted daily usage occurring between now and 2015. The projected surplus/deficit of the permitted ADR will be <0.23> MGD in 2015, <0.69> MGD in 2020, and <1.22> MGD in 2025. The continual increase in ADR permitted deficit identifies a situation where the permitted ADR for the water system should be increased by the NWFWMD. The City of Milton Water System will continue to work with NWFWMD to ensure the permitted ADR continues to address the Average Daily Demand.

Table 7.4:
City of Milton Projected Water System Capacity and Demand

	2015	**2020**	**2025**
Population Served[1]	20017	20405	20750
Ave. Daily Demand (MGD)[2]	2.76	3.22	3.75
Demand per Capita[3] (GPD)	120.12	120.12	120.12
Available Facility Capacity (MGD)	8.064*	8.064*	8.064*

Facility Capacity Surplus (Deficit) [4]	5.30	4.84	4.31
Permitted Amount ADR	2.530	2.530	2.530
Surplus[5] **(Deficit) ADR**	0.23	0.69	1.22

NOTES: Population projections are based on an approximate 2.1% growth rate; Average Daily Demand Projections are based on estimated population and 2010 demand; Demand was calculated using 2010 actual demand and population, and the adopted LOS standard 100 gal/cap/day; Facility surplus was calculated by subtracting demand from capacity; Deficit was calculated by subtracting demand from ADR. * Available facility capacity will increase from 6.624 upon completion of well projects.

3. *Storage System*

As mentioned above, there are a total of six (6) elevated storage tanks in the potable water system. The tanks range in storage capacity from 100,000 gallons to 500,000 gallons.. The combined capacity of the storage tanks is 1,700,000 gallons. Table MWD-5 provides a summary of each of the storage tanks.

Table 7.5:
City of Milton Water Storage Tank Data

Tank Number	Location	Capacity (Thousands of Gallons)
1	Barnes St.	200
2	Roeville	100
3	Byrom St.	150
4 & 5	Berryhill Rd.	850
6	Appaloosa	300
7	Whisper Creek	TBD

City of Milton, Public Works

4. *Water Conservation/Alternative Water Supply*

The conflict between increasing demand for potable water, and limited supply, brings to the forefront the need for water conservation. In many cases, reductions in the demand for water can be more cost effective than increasing the supply.

The CUP provided by the NWFWMD does identify several initiatives the City of Milton must undertake as required by the CUP. A copy of the NWFWMD Consumptive Use Permit is attached as Appendix E. The City has asked its customers to participate in voluntary conservation measures. The City will continue to try and identify additional conservation methods.

Reclaimed Water

The use of treated wastewater for irrigation and other beneficial applications is becoming more commonplace in response to restrictions on the discharge of treated effluents to surface water bodies, and the need to preserve high quality potable water supplies.

Attachment A of the City's Consumptive Use Permit states that the Permitted shall continue to investigate the feasibility of expanding the use of reclaimed water to non-potable water users, especially Whiting Field per the Engineering Evaluation dated March 5, 2004. The Permitted, at the time of permit modification or renewal, shall submit a copy of any further determination, an implementation schedule for sites where reuse is determined feasible, and progress made toward 100 percent reuse.

Regulations

The City of Milton does not have any ordinances regarding the promotion of water conservation efforts. All new developments are encouraged under the Comprehensive Plan and Land Development Regulations to install water conservation devices.

Planned Reuse

The City of Milton is seeking to expand the use of reclaimed water at Whiting Field and to establish a spray field in the East Milton area.

Reduction of Irrigation

The City of Milton has not instituted a policy to reduce the amount of potable water used for irrigation purposes. The City only has limited public sites that use potable water for irrigation purposes. At the time of this writing there is no plan to convert public facilities to different irrigation sources.

Table 7.6:
City of Milton Irrigation Status

Site/Area	Area Size (ac.)	Weekly Demand (Gallons)	Present Irrigation Source
Irrig./Escambia-Caroline St.	0.54	1,270 GPW	Potable Water
Median @ Texas Roadhouse - Dogwood	2.1	60,000 GPW	Potable Water*

Irrig. @ City Hall	4.01	33,600 GPW	Potable Water
Riverwalk-North	0.36	1,500 GPW	Potable Water
Riverwalk-South	0.61	2,500 GPW	Potable Water
Sanders St. Park	3.26	50,000 GPW	Meter*
Hindall Park	3.14	50,000 GPW	Well
Skate Park	4.77	3,000 GPW	Well
New Field Park	27.15	100,000 GPW	3 wells
6866 Caroline St. A	.1	6,000 GPW	Potable Water
Santa Rosa Caroline St	.1	2,160 GPW	Potable Water
6699 Caroline St.	.18	2,000 GPW	Potable Water
Caroline / Elmira St.	.1	5,000 GPW	Potable Water
Caroline / Elmira Fountain	.1	2,000 GPW	Potable Water

City of Milton Public Works

Conservation Efforts

The City of Milton has implemented a variety of conservation efforts. The System promotes conservation efforts by mailing out quarterly reminders included in the water bills that promote the conservation of water. The System also provides water conservation pamphlets that can be picked up at their office by the public. The City will conduct a public outreach effort to educate the public on the positive effect of xeriscaping techniques in an attempt to gain public support prior to adoption consideration

The City of Milton has instituted incremental pricing for water based upon use. Under this structure water users with minimum use levels benefit and those users with high monthly use pay increasingly higher rates thus providing a strong incentive for large users to reduce their use. A result of incremental pricing is a natural tendency to reduce the amount of water used. This action indirectly supports conservation efforts for the Water System.

Table 7.7:
City of Milton Water Department Water Utility Rates

Gallons	Inside City Limits	Outside City Limits
Residential Users (2012/13)		
Up to 3,000	$13.70	$17.12
All above 3,000 gallons (Per 1,000 gallons)	$3.22	$4.03

City of Milton Public Works

Reduction of "Unaccounted for" Water

The difference between the amount of water produced and the amount of water billed is known as "*unaccounted for*" water. Sources of unaccounted for water include un-metered water used for flushing lines, tank drainage for maintenance purposes, fire protection, main breaks, leaks, inaccurate meters, non-functioning meters, and theft. The City of Milton Water System accounts for many, but not all of these "losses", and then makes a comparison of the amount of water billed and the amount of water produced each month to acquire a total of unaccounted for water.

In Special Condition #3, the NWFWMD Consumptive Use Permit states the City of Milton Water System "*shall continue to implement its formal water-loss accounting system and, by March 31 of each year, report the utility's annual unaccounted-for water losses (with calculations) to the District. The accounting system shall provide for an accurate determination of the amounts of water withdrawn, the amounts of water billed to customers, and the amounts of unaccounted-for water by type (e.g. leaks, line breaks, inaccurate meters, unmetered users, line flushing, etc.).*"

Table MWD-8 identifies the unaccounted for water on a monthly bases for the City of Milton Water System beginning in 2007. Month by month percentages are somewhat misleading due to variations in meter reading dates and production reports. For this reason, it is important to evaluate the unaccounted for water status on a quarterly or yearly basis in order to get an accurate picture of the unaccounted for water. The City is currently utilizing GPS and GIS technologies in locating all of its appurtenances and as a result will be in a position to accurately determine loss locations in coming years.

Table 7.8:
City of Milton Unaccounted for Water 2012

Month	Water Produced	Water Billed	Used by the Water System	Utility Department Water Loss	% Unaccounted for
January	46,886,000	40,807,800	6,078,200	16,790	0.04%
February	42,499,000	36,578,800	5,920,200	9,325	0.02%

March	50,607,000	41,214,900	9,392,100	8,620	0.02%
April	56,259,000	42,044,900	14,214,100	8,380	0.01%
May	63,777,000	46,102,100	17,674,900	18,470	0.03%
June	57,483,000	60,963,900	-3,480,900	36,835	0.06%
July	54,446,000	46,036,800	8,409,200	65,200	0.12%
August	49,660,000	42,807,700	6,852,300	21,335	0.04%
September	51,644,000	45,985,800	5,658,200	53,395	0.10%
October	53,353,000	41,616,700	11,736,300	26,370	0.05%
November	49,336,800	41,101,700	8,235,100	26,800	0.05%
December	46,191,000	46,672,300	-481,300	17,750	0.04%
Totals	**622,141,800**	**531,933,400**	**90,208,400**	**309,270**	**.05%**

City of Milton Public Works

Water Meter & Water Coupling Replacement

The City replaces water meters and water couplings on an as needed basis to ensure the accurate counting of water is achieved. The City does not have an established replacement plan for these items.

Xeriscape ™ Landscaping Techniques

Xeriscape™ is a landscaping technique used to conserve water while still providing a healthy and attractive landscape. Incorporating native plants and grasses into the landscape helps to accomplish this. For the most part, the native specimens are already adapted to surviving on the amount of natural precipitation for the area. Using Xeriscape™ techniques does not totally

eliminate the need for supplemental irrigation, but if applied correctly will minimize supplemental irrigation. It is becoming more common for municipalities to adopt Xeriscape™ landscaping techniques are employed on new developments.

The City of Milton Water System does not use Xeriscape™ landscaping techniques for public facilities irrigation purposes. Currently, the City of Milton Water System does not require new development to use the Xeriscape™ landscaping techniques. The City's Planning and Development Department is actively pursuing the adoption of standards that will require their use. This will allow for less potable water to be used for irrigation purposes. The City is also recommended to use the Xeriscape™ on all public facilities.

Public Education

As stated earlier the City of Milton Water System includes quarterly water conservation reminders with utility bills and has pamphlets available for the general public. Special Condition #4 of the CUP states that the City of Milton Water System program shall specifically inform existing customers of the automatic irrigation shut-off requirement of Chapter 373.62, Florida Statutes. The Permittee shall provide a summary of the efforts undertaken in this regard at the time of permit renewal or modification. A recommendation will be for the City of Milton Water System to increase public education efforts for the conservation of water with special emphasis placed on the automatic irrigation shut-off requirement of Chapter 373.62, Florida Statutes. These public outreach efforts can be by a variety of methods to stress the importance of conservation.

Alternative Water Supply

The NWFWMD Regional Water Supply Plan (RWSP) identifies the need for local communities to address alternative water supply projects. The RWSP provides a list of alternative water supply alternatives that can be undertaken by a community.

Florida Statutes defines "Alternative Water Supplies" by the following: *(1) means salt water; brackish surface and groundwater; surface water captured predominately during wet-weather flows; sources made available through the addition of new storage capacity for surface or groundwater, water that has been reclaimed after one or more public supply, municipal, industrial, commercial, or agricultural uses; the downstream augmentation of water bodies with reclaimed water; stormwater; and any other water source that is designated as nontraditional for a water supply planning region in the applicable regional water supply plan.*

In addition, the RWSP provides specific examples of alternative water supply efforts that can be undertaken by local jurisdictions.

Inland Sand and Gravel Aquifer Alternative Water Supply

The City of Milton Water System currently uses the Sand and Gravel Aquifer for its entire potable water supply needs. The sand and gravel aquifer consists of clean, fine to course sand and gravel but locally contains silt, silty clay, and peat beds.

Reclaimed Water

The City currently does not use reclaimed water for irrigation or potable water purposes.

Surface water

Employing the use of surface water is not a viable option due to the lack of appropriate salt-free water bodies near the City of Milton Water Department franchise area that can be used for irrigation or potable water purposes.

Riverbank Filtration

Riverbank filtration is not a viable option due to the lack of appropriate water bodies near the City of Milton Water System franchise area that can be used for irrigation or potable water purposes.

Utility Interconnections and related infrastructure improvements

The City of Milton Water System actively supports intergovernmental coordination efforts as required by the RWSP. As stated earlier, The City has two (2) pipeline interconnections with the Point Baker Water System for emergency flow.

5. *Capital Improvements*

The City of Milton Water System has a formal structure in identifying capital improvement projects. There are currently three water related capital improvement projects identified in the upcoming planning period (now - 2020). The Roeville water supply well, the replacement of the Berryhill well, and water line upgrades will see completion prior to 2020.

A general recommendation will be for the City of Milton Water System to continue to utilize the comprehensive planning process to assist in identifying and ranking capital improvement projects.

6. *Concurrency Management*

The City of Milton maintains a concurrency management as required by F.S. 163.3180(2)(A) which states "*a system shall be in place and available to serve new development no later than the issuance by the local government of a certificate of occupancy or its function equivalent. Prior to approval of a building permit or its functional equivalent, the local government shall consult with the applicable water supplier to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance by the local government of a certificate of occupancy or its functional equivalent.*"

The concurrency management system for the City of Milton states the following: "*The City Manager shall be responsible for preparation of written findings on proposed developments' compliance with the concurrency requirement.* These findings shall be based on the following criteria:

The capacity of an existing and/or new facility is equal to or exceeds the demand for service created by the existing and/or new development.

The capacity of a new facility may be used in the compliance determination under one or more of the following scenarios:

1) The new facility is under construction at the time of the development order application.

2) The new facility is in the procurement cycle; there is a binding executed contract for construction of the facility. The use of the binding executed contract for construction applies only to the park and recreation facilities and roads. The

   Contract shall require the commencement of construction or provision of the facilities and services within one year of the issuance of the permit.

3) The new facility is guaranteed in an enforceable development agreement and is consistent with the Capital Improvements Element of the comprehensive Plan and includes the provisions of 9J-5.0055(2)(a)1.-3., F.A.C. The agreement shall guarantee that the necessary facilities and services will be in place when the impacts of the development occur.

Sufficient information shall be provided by the developer/applicant for the purpose of determining concurrency. The City Manager will be responsible for advising the developer/applicant concerning the items of information necessary for an assessment of the proposed items of information necessary for an assessment of the proposed developments' impact on services. Compliance reviews, including all appropriate county departments, will be coordinated by the City Manager and will occur simultaneously with the site plan review. Written findings shall be submitted to the Milton City Council. In no case shall a recommendation for issuance of a development order be made if the projected service demand exceeds capacity. Likewise, a determination of concurrency must be made prior to approval of an application for development order.

A development order may be issued if a determination of available capacity is made. A development order shall not be issued if the demand for service created by the existing and/or new facility exceeds capacity. Development orders may be approved in stages or phases so that facilities and services required by each phase are available consistent with adopted level of service standards.

7. *Conclusion*

In review the Water Supply Facilities Work Plan for the City of Milton Water System the following conclusions are made. The City of Milton Water System appears to be in a positive position to address future projected potable water demand. The System does not anticipate a significant amount of growth that will lead to an excessive increase in the demand for potable water. The Water System physical facilities are projected to have adequate capacity for the upcoming planning period to 2025.

The City of Milton Water System is projected to face a deficit in the amount of the CUP permitted ADR when compared to actual ADR water demand. The projected deficit for this issue will occur before 2015. This projected deficit will require the System to work with the NWFWMD to increase the amount of the CUP permitted ADR to address this issue.

Further recommendations will be for the City of Milton Water System to increase the promotion of conservation efforts by completing the following items. The City of Milton Water System should increase overall public outreach efforts on the benefit of potable water conservation. It is recommended the System enact regulations that require Xeriscape landscaping techniques for public facilities and new development. If financially feasible it is also recommended the City of Milton Water System evaluate the use of reclaimed or reuse water for irrigation purposes.

In conclusion, the City of Milton Water System appears to be in a positive position to meet the projected needs of the public. The water system is expected to maintain adequate physical facility capacity for the upcoming planning period.

B. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: TO PROVIDE SANITARY SEWER, SOLID WASTE, DRAINAGE, STORMWATER MANAGEMENT, POTABLE WATER, AND AQUIFER PROTECTION SERVICES TO MEET THE NEEDS OF CURRENT AND FUTURE RESIDENTS OF THE CITY OF MILTON IN ACCORDANCE WITH ADOPTED LEVEL OF SERVICE STANDARDS. (Repeated here for reference)

POLICY 1.1: The following level of service standards are hereby adopted, and shall be used as the basis for determining the availability of facility capacity and the demand generated for all new development and redevelopment activity:

FACILITY	LEVEL OF SERVICE STANDARD
Sanitary Sewer Facilities	100 gallons/capita/day
Stormwater Management Facilities	Treatment of the first inch of runoff is required for sites less than 100 acres in size and treatment of the first one and one-half inches of runoff is required for sites greater than 100 acres in size, given a 100-year frequency, 24-hour duration design storm event.
Potable Water Facilities	117 gallons/capita/day

(Repeated here for reference.)

OBJECTIVE 1.1: IN ORDER TO CONSERVE ITS POTABLE WATER SOURCES THE CITY OF MILTON SHALL IMPLEMENT POLICIES 1.1.1 THROUGH 1.1.3, AND SHALL ANNUALLY REVIEW WATER CONSUMPTION FOR PROGRESS IN CONSERVATION.

POLICY 1.1.1: In order to promote water conservation, the City will require that specific practices required by Section 553.14, Florida Statutes, implementing the Water Conservation Act of 1982, will be utilized in all new buildings.

POLICY 1.1.2: The City of Milton will implement procedures for emergency water conservation in accordance with the plans of the Northwest Florida Water Management District.

POLICY 1.1.3: The City of Milton will continue to explore opportunities to conserve water including, but not limited to, the use of reclaimed water, xeriscaping, and public education on individual consumption measures.

CHAPTER 8: RECREATION AND OPEN SPACE ELEMENT

INTRODUCTION

The purpose of the Recreation and Open Space Element is to present an overview of the existing open space and recreational facilities available to both the citizens of and visitors to the City of Milton.

1. *Element Overview*

The element is divided into six main sections which include the Introduction, Existing Conditions, Demand Analysis, Future Considerations, Goals and Objectives, and Recommendations. The Existing Conditions section will describe the availability of recreational and open space opportunities within the City and surrounding areas. The Demand Analysis section will discuss the intricacies of the provision of recreation and open space facilities and land. The Future Considerations section will describe the potential characteristics of the available open space and recreation areas. The Goals and Objectives section list the single Goal and five objectives. Finally, the Recommendations section sums the element up and makes some final comments on the element.

2. Relationship to other Elements of the Comprehensive Plan

There are several key linkages between the Recreation and Open Space Element and other elements of the Comprehensive Plan which include the following:

The *Future Land Use Element,* as an overall blueprint for managing growth in the City, it serves to locate and describe land use densities and intensities that will strongly influence future growth and development. Together, the Future Land Use Element and the Recreation and Open Space Element will function together to implement growth-management strategies in relation to the availability and placement of recreation and open space areas.

The *Conservation Element* identifies all of the City's natural resources (i.e., geology, topography, minerals, soils, surface water quality and groundwater quality and quantity; floodplains, natural vegetative communities, wildlife habitats, fisheries, and air quality) which will help to shape future decisions relating to recreational opportunities.

The *Intergovernmental Coordination Element* provides opportunities to improve City collaboration and coordination with other local governments and agencies, such as the Florida Department of Environmental Protection and the Northwest Florida Water Management District, Santa Rosa County, Escambia County, and the Forest Service, in the provision of open space and recreation opportunities and programs.

The *Capital Improvements Element* will reflect the City's strategies for the delivery of infrastructure and other public services, which may be necessary apart of any additional recreational services. In addition, the Capital Improvements Element will reflect the five-year budget plan for capital plan for capital outlay, which should support the Goals, Objectives, and Policies of this Element.

The *Infrastructure Element* consists of the Sanitary Sewer, Potable Water, Natural Groundwater Aquifer Recharge, Solid Waste and Stormwater Management Sub-Elements. From a growth management perspective, the Recreation and Open Space Element may help to guide some strategies which will have an impact on the timing, planning, and location of open space and recreation opportunities.

The City of Milton finds itself ideally located to provide its citizens and visitors with an abundance of various types of recreational activities. Resources provided by Santa Rosa County, Escambia County, and the nearby state forests and natural environments, including coastal dunes, wetlands, bays, rivers, and marshes, combine to provide the variety of outdoor recreation which has long been associated with the Florida panhandle.

The rivers, wetlands, estuaries, City and State Parks, floodplains, and open-space areas provide recreational opportunities for the residents and visitors to Milton. The City is acting now to ensure that open space and recreation will continue to be added to both private and public components of the City and County. This element of the Comprehensive Plan serves as a tool for assuring that the City's goals and objectives provide a full range of recreational opportunities in and around Milton.

A. GOALS AND OBJECTIVES

GOAL 1: TO PROVIDE RECREATIONAL OPPORTUNITIES AND OPEN SPACE FOR THE CURRENT AND FUTURE RESIDENTS OF THE CITY OF MILTON.

OBJECTIVE 1.1: THE CITY OF MILTON WILL ENSURE, WITH THE LIMITS OF FISCAL CONSTRAINTS AND NATURAL LIMITATIONS THAT PUBLICLY OWNED RECREATION FACILITIES ARE PHYSICALLY ACCESSIBLE TO ALL CITY RESIDENTS BY IMPLEMENTING POLICIES 1.1 THROUGH 1.4.

POLICY 1.1.1: The City will provide adequate parking for all City-owned recreation facilities.

POLICY 1.1.2: The City will provide access for the physically handicapped to all City-owned parks.

POLICY 1.1.3: The City will maintain all access corridors to City-owned parks including sidewalks, streets, bike paths, and stairways.

POLICY 1.1.4: The City will continue to provide and maintain current levels of public riverfront access to recreational surface waters within its jurisdiction.

OBJECTIVE 1.2: THE CITY OF MILTON WILL CONTINUE TO IMPLEMENT A PROGRAM TO COORDINATE PUBLIC AND PRIVATE RESOURCES IN ORDER TO MEET RECREATION DEMANDS IN CONJUNCTION WITH DEVELOPMENT.

POLICY 1.2.1: The City of Milton will coordinate public and private resources to meet recreational needs.

POLICY 1.2.2: The City of Milton will coordinate public resources to ensure the continued availability of public access to beaches, waterways and other recreational resources at an adequate level of service as defined in Policy 1.3.1.

OBJECTIVE 1.3: THE CITY OF MILTON WILL CONTINUE TO ENSURE THAT ADEQUATE PARK AND RECREATION NEEDS ARE PROVIDED TO ITS CITIZENS CONSISTENT WITH THE CITY'S RECREATION LEVEL OF SERVICE STANDARD AND BY IMPLEMENTING POLICIES 1.3.1 AND 1.3.2.

POLICY 1.3.1: The City will continue to provide recreation lands at the adopted level of service standard of five (5) acres per 2000 residents.

POLICY 1.3.2: Upon adoption of the Comprehensive Plan, the City will not permit any development activity that degrades the recreation level of service standard identified in Policy 1.3.1 and/or does not comply with the provisions contained in the Concurrency Management System.

POLICY 1.3.3: The City will provide appropriate facilities at City-owned park and recreation areas to ensure public use and enjoyment of those sites.

OBJECTIVE 1.4: THE CITY OF MILTON WILL MAINTAIN, AS PART OF ITS LAND DEVELOPMENT REGULATIONS, MINIMUM REQUIREMENTS FOR THE PROVISION OF OPEN SPACE BY PUBLIC AGENCIES AND PRIVATE ENTERPRISES THROUGH THE DEVELOPMENT OF A RECREATIONAL IMPACT FEE PROGRAM, AND DEVELOPMENT OF A TREE PROTECTION AND LANDSCAPE ORDINANCE ADDRESSING CRITERIA ESTABLISHED IN POLICIES 1.4.1 THROUGH 1.4.3.

POLICY 1.4.1: As part of its revised Land Development Regulations, the City will adopt specific open space definitions and standards which will address, at a minimum, the use of buffer zones, and vegetated non-use areas in public parks, as open space.

POLICY 1.4.2: The City will maintain an updated inventory of publicly-owned and specifically designated open space sites to ensure that the open space needs of City residents are met.

POLICY 1.4.3: The recreation impact fee program will require that an appropriate percentage of funds be allocated to acquisition and maintenance of open space areas.

OBJECTIVE 1.5: THE CITY WILL ENDEAVOR AS MUCH AS PRACTICABLE TO LINK CONSERVATION AND RECREATION LANDS IN SUCH A WAY AS TO CREATE AN OPEN SPACE NETWORK WHICH WOULD ALLOW FOR MOVEMENT BETWEEN SITES BY BOTH WILDLIFE AND PEOPLE.

POLICY 1.5.1: The City's Open Space Network may be linked via existing rights-of-ways, existing and extended bike paths and sidewalks, nature trails, and other corridor open spaces.

POLICY 1.5.2: The City will continue to pursue funding options for expansion of the Open Space Network in an effort to improve public recreation opportunities as well as to protect environmentally sensitive lands.

B. EXISTING CONDITIONS

Recreation and open-space planning is generally focused on two types of recreation: "user-oriented" and "resource-oriented". User-oriented types of outdoor recreation can be provided almost anywhere for the convenience of the user and are typically provided by the local government. Table 8.1 shows user-oriented categories as established by the State of Florida. Resource-oriented outdoor recreation is different in that it cannot be provided anywhere, but instead it is a function of some aspect of either the natural or cultural environments, or a combination of the two. The State of Florida Department of Natural Resources utilizes twelve resource-based outdoor recreation activities as shown in Table 8.2.

Table 8.1:
State of Florida User Oriented Recreation Activities

Golf	Handball/Racquet ball
Tennis	Shuffle board
Baseball/Softball	Basketball
Football/Soccer	Outdoor Swimming Pool Use

FDEP, Outdoor Recreation Defined

Table 8.2:
State of Florida Resource Oriented Outdoor Recreation Activities

Saltwater Beach Activities	Hunting
Bicycle Riding	Nature Study
Boating/Canoeing/Kayaking	Picnicking
Camping	Freshwater Swimming
Freshwater and Saltwater Fishing	Visiting Archaeological/Historical Sites
Hiking	Horseback Riding

FDEP, Outdoor Recreation Defined

The City of Milton possesses approximately 69 acres of park land which have been developed for recreational purposes. There are six main City-owned park areas in Milton. Both, resource-based and activity-based parks are represented. For instance, the Sanders/Hindall Park is a large activity-based park that includes a community center, baseball fields, volley ball, and six newly upgraded USTA compliant tennis courts as well as a new skate park; while Carpenters Park is essentially a mid-sized resource-based park with boat ramps and picnic areas.

The Blackwater River is an Outstanding Florida Water and its designation as such provides that its natural attributes are worthy of special protection. The close proximity of both Adrian-Carpenters Park and Riverwalk Park provide recreational access to the River and resource-based activities including fishing, canoeing, and boating. There are also a number of designated conservation areas that are located adjacent to the River and provide additional access. The Milton Community Center, located on Byrom Street, provides for a community meeting place and less intensive recreational activities, along with a gymnasium for indoor basketball and other sports.

There are also a number of recreation and open space areas located near the city which provide additional recreation opportunities. Whiting Field Naval Air Station, located north of the City, provides recreational facilities for military personnel and their dependents. The base offers a full range of recreational services which adequately serves military personnel in the area. Whiting field also owns and operates a 2-acre park within its Milton housing area. There is also the A.G. Mayo facility, a 2.1 acre park administered by Santa Rosa County located on Highway 90 west of Milton which provides picnicking and river access.

Table 8.3:
City of Milton Developed Parks, 2013

Park Name	Size	Function
Carpenter's Park	8.93 acres	Boat ramps, playground, picnic areas
Charleston Oaks Park	0.22 acres	Picnic areas
Gill-Bass Park	0.83 acres	Picnic areas
Mary Street Park	0.86 acres	Sports courts, playground, picnic areas
Riverwalk Park	1.68 acres	Picnic areas
Russell Harber Landing	11.75 acres	Picnic areas, boat ramps
Sanders St / Hindall Park	44.38 acres	Community center, sports courts, skate park, picnic areas

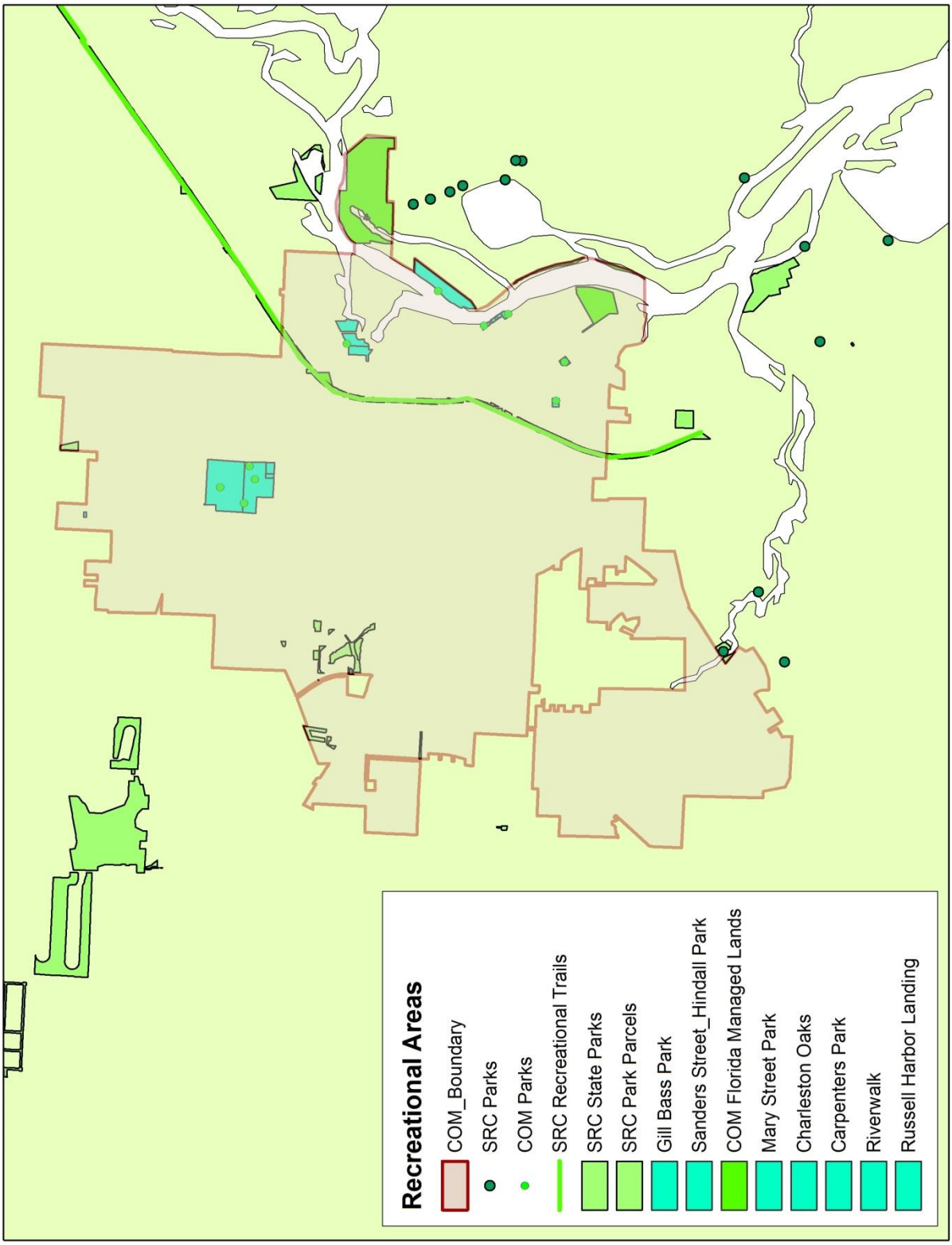
City of Milton, Department of Planning and Development, 2013

The Blackwater River State Park is located approximately 15 miles north of the City, covers nearly 360 acres and is one of only six State parks in the Northwest Florida area. The Blackwater Wildlife Management Area, encompassing 183,000 acres in northern Santa Rosa and Okaloosa Counties and the Eglin Wildlife Management Area, part of Eglin Air force Base, covers 463,360 acres in Santa Rosa, Okaloosa and Walton Counties and provides further resource-based recreation opportunities for Milton residents and visitors.

The lacustrine and fluvial environments that surround Milton are havens for canoeists, kayakers and paddlers alike, validating the City's reputation as the "Canoe Capital of Florida". Within Santa Rosa County alone, four canoe trails are designated as part of the Florida Recreational Trails system. These include Coldwater Creek, Sweetwater/Juniper Creeks, the Blackwater River, and the Yellow River.

Though municipalities generally take the primary role in providing recreational opportunities there are a relatively large number of commercial enterprises which supply outdoor recreation and represent a fairly significant factor in recreation and open space planning. The private sector's contributions make up a large portion of the overall recreation and open space component within Santa Rosa County as a whole. The private sector also participates in the recreational activities of the area by sponsoring athletic teams (youth football, softball) and by providing support mechanisms for resource-based recreation (i.e., bicycle shops, bait and tackle shops, etc). County-wide, undeveloped private lands make up a large percentage of the land providing thousands of acres for outdoor recreation such as hunting, camping, hiking, picnicking, etc.

Figure 8.1:
City of Milton and Surrounding Area Recreation and Open Space



City of Milton, Department of Planning and Development, 2013

Table 8.4:
City of Milton, Selected Recreation Programs

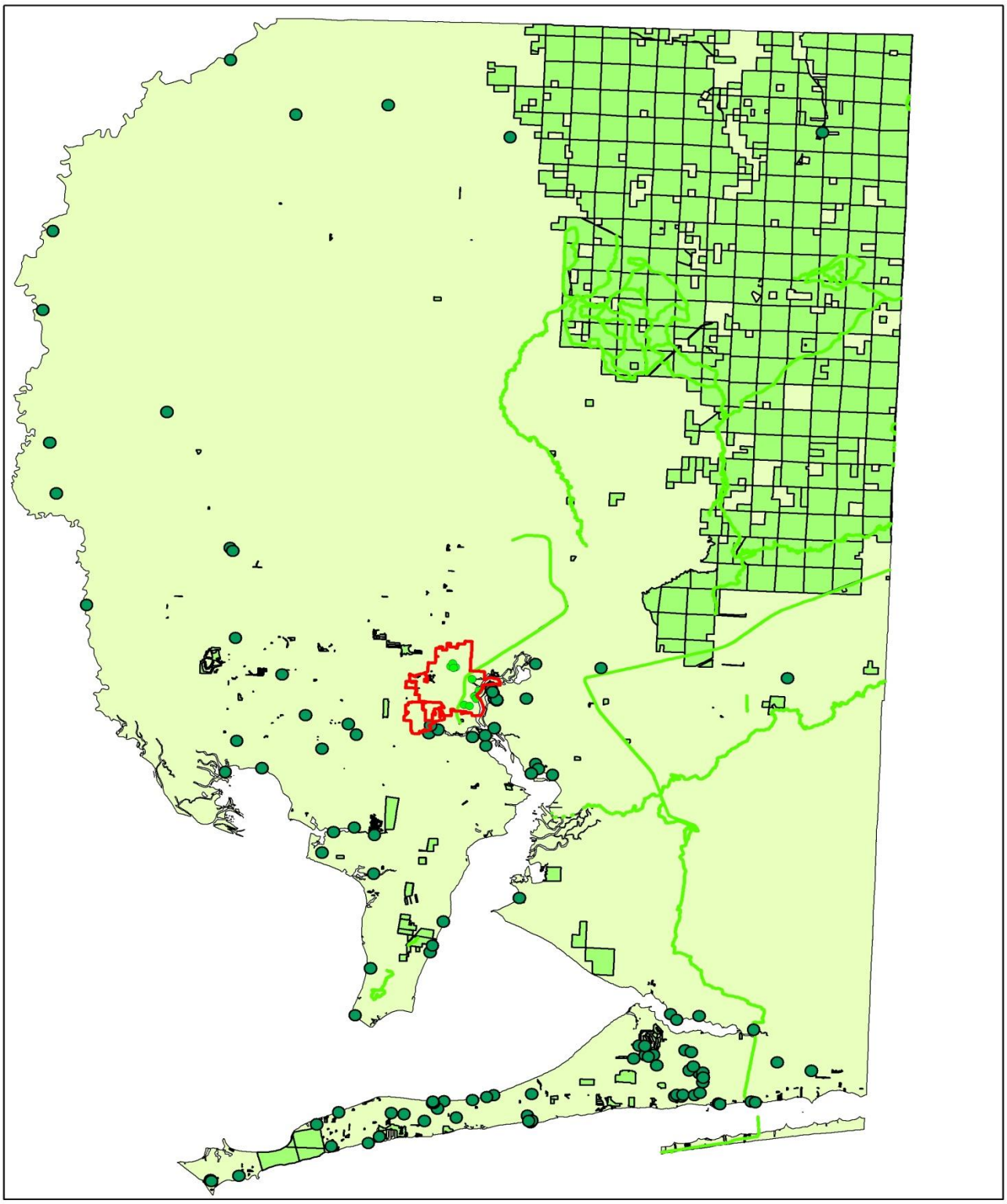
Men's Softball Programs	Milton Women's Invitational
Men's Church League	Milton Invitational
Men's Open League	Women's Class A Tournament
Men's Winter League	**Tennis Tournaments**
Women's Softball League	Spring Tournament
Women's Church League	Fall Tournament
Women's Open League	**Flag Football**
Girl's 13-15 Year Old League	**Little League**
Girl's 9-12 Year Old League	Football
Men and Women's League	Baseball
Invitational Softball Tournaments	Basketball
Northwest Florida Classic Invitational	Soccer
Gulf Coast Classic Invitational	

City of Milton, Department of Planning and Development

The City of Milton is not generally considered a tourist destination. However, the City's location and proximity to destinations such as the Blackwater River, the Blackwater River State Park, and the miles of Santa Rosa County's white sand beaches, can make it an ideal way point in many tourists' plans. Recreation and open-green spaces enhance the quality of life and in turn the community. The abundance of available recreation activities and open space in and around the City make Milton a prime location for residents and visitors alike.

Milton provides sufficient recreational/open space areas as shown on the Existing and Future Land Use Maps and will adopt specific open space definitions and standards to be included in revised Land Development Regulations. These definitions and standards will address, at a minimum, the use of buffer zones and vegetative non-use areas in public parks as open space. Additionally, there are several areas specifically dedicated to conservation use as shown on the Existing and Future Land Use Maps. Furthermore, substantial amounts of open space and conservation area is provided by State and Federal agencies within Santa Rosa County including pastoral lands, such as the Blackwater River State Forest; utilitarian lands along the Blackwater River and Escambia Bay; and corridor lands along railroad tracks and major arterial roads.

Figure 8.2:
Recreation and Open Space areas within Santa Rosa County



Source: Santa Rosa County, City of Milton Planning and Zoning Department

C. DEMAND ANALYSIS

Recreational facilities serving the City of Milton have been classified as either resource-based or user-oriented. In determining the need for and developing future recreational and open space area requirements, level of service standards have been developed using population estimates and minimum acreage criteria. The level of service standard adopted by the City of Milton is five acres per 2000 residents within City limits. Based on the 2010 population of 8,826 residents and the current available recreation and open space of 69 acres the City of Milton far exceeds the standards set forth. It is however important to look at projected population data and corresponding demand in order to insure the availability of open space and recreation facilities for the future. Based on Shimberg Center population projections and the adopted recreation and open space level of service standards, the City of Milton should have more than enough available recreation and open space available for the years to come.

Table 8.5:
Projected Population Growth and Recreation Level of Service Standards

Year	Population	Acreage Needed	Existing Acreage	Surplus / Deficiency
2010	8,826	22.07	67.82	+45.75
2015	9844	24.61	68.65	+44.04
2020	10923	27.31	68.65	+41.34
2025	11980	29.95	68.65	+38.70

Shimberg Center, City of Milton Department of Planning and Development, 2013

Table 8.6 provides, as an example of future demand upon recreational resources, FDEP projected population and recreation facility demand for the following open space and recreational facilities found in this region of Florida: freshwater fishing and boat ramp areas, recreational trails, and picnicking area.

Table 8.6:
Regional Sample of Recreation and Open Space Activities Demand
Based on Population Projections

Year and Criteria	Freshwater Area (linear ft, beach, jetty…)	Recreational Trails (miles)	Picnicking Area
2015			
Level of Service	64 ft / 1000 Participants	.35 miles / 1000	3 tables / 1000

Demand	1830 additional linear feet required	38 additional miles required	859 additional tables
2020			
Level of Service	60 ft / 1000 Participants	.32 miles / 1000	3 tables / 1000
Demand	3118 additional linear feet required	68 additional miles required	1523 additional tables

FDEP Outdoor Recreation Defined; City of Milton, Department of Planning and Development, 2013

D. FUTURE CONSIDERATIONS

Although the City of Milton will have ample open space and recreational facilities available into the near future, some consideration must be given to facility needs, such as basketball courts, baseball fields, picnic tables, and tennis courts. The following table, 8.7, illustrates the projected demand on a sample of facility amenities currently available to the citizens and visitors of the City of Milton. The projected City of Milton population for 2020 is 10,923 people. The various levels of service were taken from FDEP data and are based on resident and visitor populations. There will certainly be some variance in demand considering that the population of the Northwest Region as a whole utilizes beach area resources more than inland resources. Regardless of this possible variation in the output data, the City of Milton is cognizant of its growing population and its increasing demand on public recreation facility resources.

Table 8.7:
City of Milton Projected Demand for Sample Recreation Facilities and Amenities

Resource	Current Supply	2020 Demand
Tennis Courts	6	9
Basketball Courts	2	9
Baseball Fields	6	14
Boat Ramps (lanes)	6	6
Picnic Tables	18	26

Shimberg Center; FDEP; City of Milton, Department of Planning and Development

As demonstrated in the analysis contained in the previous section, recreational sites and open spaces required through the year 2020 for the City of Milton are generally in place. Resource-based activities exist in abundance within the City and in adjacent areas, and user-oriented

facilities are sufficiently available as well. The City will continue its Riverwalk Park expansion program that is currently underway. The best way to provide new user-oriented facilities will be through coordination with development interests. The City has developed a Recreation Impact Fee Program in conjunction with revision of its Land Development Regulations. The Impact Fee Program requires specific financial commitments in lieu of land dedications. These funds may be used by the City to acquire additional land area (as needed) and to enhance and maintain existing sites. Such a program fully incorporates the private sector into the provision of recreation and leisure services within the City.

In 1989, the U.S. General Services Administration made available 8.5 miles of abandoned railroad right-of-way from Milton to the Naval Air Station Whiting Field through the Federal Surplus Property Program. The State of Florida acquired this right-of-way as a multi-purpose trail facility and is now designated as the Blackwater Heritage State Trail. The trail is a user-oriented facility that provides roughly nine miles of paved trail for citizens of and visitors to Milton and Santa Rosa County alike.

Figure 8.3: City of Milton, Blackwater Heritage State Trail

City of Milton, Department of Planning and Development, 2013

There are currently two land-based conservation corridors within the City as well; the Rails-to-Trails Corridor and the Utility Corridor which link Locklin Lake with the Blackwater River and provide multi-purpose trails suitable for recreational biking, hiking and horseback riding. There are also approximately 97 acres of state managed conservation lands within the city as well. The Blackwater Heritage State Trail and Blackwater River Water Management Areas provide additional natural recreational areas, access to the Blackwater River and more open space. The City of Milton realizes the value of its pastoral, corridor and utilitarian spaces. The City of Milton shall continue to monitor these important recreational resources and cooperate with all Federal and State agencies in insuring the integrity of these resources and, hence, continued contribution to the overall quality of recreation and life in the City.

E. RECOMMENDATIONS

The City of Milton is currently achieving the goals and objectives adopted by its Comprehensive Plan. Furthermore it is surpassing its recreation and open space level of service standards by nearly three hundred percent. Planning for recreation and open space is an essential part of ensuring the sustained quality of life the City aspires to. The recent annexations of the NWFWMD lands have provided increased green/open space and access to recreation areas. The continuation of projects involving the Riverwalk and Sanders parks show the City's intent to pursue the realization of the above goals and objectives.

The City of Milton will continue to apply for grants and other funding sources through the utilization of such programs as the *Rural Development Program*, the *Florida Greenways and Trails Acquisition Program*, and the *Urban and Community Forestry Assistance Program*.

CHAPTER 9: CONSERVATION ELEMENT

INTRODUCTION

A variety of natural resources are found within the City of Milton that contribute to the social and economic value of the community, and are an important consideration in the planning process. When allowed to function naturally, these resources provide benefits to everyone at no cost; however, when development significantly alters natural resources, the effects are often disastrous and far-reaching. The purpose of this element is to establish guidelines for development that ensure the wise conservation, use, and protection of natural resources.

The Conservation Element identifies and analyzes the natural resources of Milton. Impacts on these resources from human activities are identified and needs for improved management strategies are discussed.

Element Overview

The purpose of the Conservation Element is to provide guidance for the conservation and protection of natural resources within the City. The Element contains goals, objectives, and polices with the intent of protecting the public health, safety and welfare through the retention and protection of environmentally sensitive lands.

A. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: TO PROTECT, MANAGE AND CONSERVE THE NATURAL RESOURCES OF THE CITY OF MILTON TO ENSURE THEIR CONTINUED BEST USE FOR THE CURRENT AND FUTURE CITIZENS OF THE CITY.

OBJECTIVE 1.1: THE CITY OF MILTON SHALL CONTINUE TO MAINTAIN AIR QUALITY WITHIN ITS JURISDICTION IN CONFORMANCE WITH STATE AND FEDERAL AIR QUALITY GUIDELINES BY IMPLEMENTING POLICY 1.1.1.

POLICY 1.1.1: In order to maintain air quality, all new developments with the potential to emit pollutants into the air will be required to obtain any and all necessary federal and state permits prior to authorization of a development permit by the City of Milton.

OBJECTIVE 1.2: THE CITY OF MILTON WILL CONSERVE, APPROPRIATELY USE, AND PROTECT THE QUALITY, QUANTITY AND NATURAL FUNCTIONS OF CURRENT AND PROJECTED WATER SOURCES AND WATERS THAT FLOW INTO RIVERINE, ESTUARINE OR OCEANIC WATERS BY IMPLEMENTING POLICIES 1.2.1 THROUGH 1.2.10.

POLICY 1.2.1: In order to protect water sources from adverse land uses, the City will enforce Land Development Regulations criteria for the location of those land uses (such as landfills, wastewater treatment facilities and land uses which handle or store hazardous or toxic waste) with the potential to adversely affect the quality and quantity of identified water sources including water recharge areas and water wells. These criteria include buffer distances, such as 500-foot radius from wellheads to potentially adverse land uses.

POLICY 1.2.2: In order to protect and conserve the natural functions of existing natural resources, all new developments with the potential to impact the quantity, quality of natural function of natural resources will be required to obtain the necessary permits from the U.S. Army Corps of Engineers, the Department of Environmental Protection and the Northwest Florida Water Management District prior to authorization of a development permit by the City of Milton.

POLICY 1.2.3: In order to provide for emergency water shortages, the City of Milton will implement procedures for emergency water conservation in accordance with the plans of the Northwest Florida Water Management District.

POLICY 1.2.4: In order to promote water conservation, the City will require that all new development will comply with the requirements of the Water Conservation Act of 1982 which requires that specific water conservation practices be utilized in all new buildings constructed after September 1983.

POLICY 1.2.5: In order to protect the natural function of surface water bodies and maintain or improve water quality, the City will review and consider the conclusions and any recommendations contained in the work products of the Pensacola Bay Surface Water Improvement and Management (SWIM) Program in development of an/or periodic review of Land Development Regulations. The City will continue to be an active member of the Bay Area Resource Council (BARC), formed by interlocal agreement in 1987 and consisting of Santa Rosa and Escambia Counties, and the Cities of Gulf Breeze, Pensacola and Milton. Furthermore, the City will implement the prioritized recommendations identified in the adopted Comprehensive Stormwater Development Plan.

POLICY 1.2.6: In order to protect the quality of water resources, prior to authorizing new development and/or redevelopment activity, the City will ensure the availability of sanitary sewer services in currently sewer less areas with soil conditions severely limited for septic tank absorption fields (as defined in the Soil Conservation Service, Soil survey for Santa Rosa County) and the City continues to require conversions from existing septic tank use to sanitary sewer facilities within 150 feet of Blackwater River. Areas with soil conditions that are acceptable for septic tank absorption fields will allow septic tank use provided that 150 foot setbacks from the Blackwater River are met.

POLICY 1.2.7: The City will protect the Blackwater River, including its water quality, recreational resources, and aquatic vegetation by protecting the River from encroachment of development activity. This protection will include public acquisition of lands, the prohibition of septic tank systems within 150 feet of the river, and the maintenance of shoreline protection buffers. The width of wetland and shoreline protection buffers may vary depending on such factors as slope, elevation and vegetation transition. The buffers are identified in the City's Land Development Regulations.

POLICY 1.2.8: The City shall implement the Northwest Florida Water Management District's Water Supply Planning Region II Regional Water Supply Plan updated in 2006.

POLICY 1.2.9: The City shall demonstrate full consideration of the most current NWFWMD Regional Water Supply Plan when proposing and/or amending the Water Supply Facilities Work Plan.

POLICY 1.2.10: The City of Milton will continue to encourage the use of water conservation efforts in the City to reduce daily water demand.

OBJECTIVE 1.3: THE CITY OF MILTON SHALL CONTINUE TO CONSERVE, APPROPRIATELY USE AND PROTECT ITS NATURAL RESOURCES, INCLUDING FISHERIES, WILDLIFE, WILDLIFE HABITAT, MINERALS, SOILS, NATIVE VEGETATIVE COMMUNITIES, AND ENVIRONMENTALLY SENSITIVE LANDS BY IMPLEMENTING POLICIES 1.3.1 THROUGH 1.3.16.

POLICY 1.3.1: In order to restrict activities known to affect survival of threatened or endangered species, as a matter of policy, the City of Milton will not issue permits for developments that would destroy or significantly alter any known habitats of endangered or threatened species.

POLICY 1.3.2: The City will comply with all state and federal regulations which pertain to protection of endangered, rare, and threatened species, and will consider the protection and conservation of the natural function of areas known to provide habitats for these species when issuing development permits.

POLICY 1.3.3: The City of Milton will continue to rely on regulatory programs of state and federal agencies to mitigate the cumulative impacts of development and will implement specific recommendations found within the Santa Rosa County Local Hazard Mitigation Strategy.

POLICY 1.3.4: Although no unique vegetative communities have been currently identified within the City of Milton, the City will cooperate with and actively participate on the Interlocal Action Committee to identify means to conserve, appropriately use, or protect unique vegetative communities located adjacent to the City's boundary, such as the development and adoption of an interlocal agreement concerning these issues and review of adjacent development permit applications.

POLICY 1.3.5: The City will coordinate with the Florida Fish and Wildlife Conservation Commission to identify any unique vegetative communities and develop strategies for their protection as appropriate.

POLICY 1.3.6: In order to protect native vegetative communities, the City will enforce Tree Protection and Landscape Ordinances in conjunction with Land Development Regulations. These ordinances provide that all new development and redevelopment shall preserve and protect native vegetation, including trees, shrubs, and ground cover, and will include provisions requiring landscaped buffer areas between land uses. The protection and use of these native resources will be evaluated as part of the site plan review process.

POLICY 1.3.7: Environmentally sensitive lands within the City of Milton are hereby designated as those flood prone areas identified by the Federal Emergency Management Agency on its Flood

Insurance Rate Maps as “A” Zones and any wetlands under the jurisdiction of the U.S. Army Corps of Engineers and/or the Florida Department of Environmental Protection.

POLICY 1.3.8:In order to protect environmentally sensitive lands, the City will continue to implement the adopted Flood Protection Ordinance which requires the use of FEMA approved construction techniques.

POLICY 1.3.9:The City shall protect floodplains, at a minimum, by implementing the following provisions:

1. Uses which are dangerous to health, safety and property due to water or erosion hazards, or which result in damaging increases in erosion or in flood heights or velocities will be restricted or prohibited.
2. Uses vulnerable to floods, including facilities which serve such uses must be protected against flood damage at the time of initial construction.
3. The alteration of natural floodplains, stream channels and natural protective barriers, which are involved in the accommodation of floodwaters, will be controlled.
4. Filling, grading, dredging and other development, which may increase erosion of flood damage, will be controlled.
5. The construction of flood barriers which will unnaturally divert floodwaters or which may increase flood hazards to other lands will be prevented or regulated.
6. Public expenditures, within the Category 1 evacuation zones as delineated on the 2010 Statewide Regional Evacuation Study, will be limited to the provision, or support of recreation uses such as parks, walkways an boat ramps; erosion control devices; increased public access and the correction of deficiencies; and to support infrastructure provided, however, that infrastructure sizing is consistent with that needed to support the densities and intensities established by this Plan for those areas within the Category 1 evacuation zones.

POLICY 1.3.10: Site plans for new development must identify the location and extent of floodplains and wetlands on a property. As part of the development review process, the National Wetlands Inventory and Flood Insurance Rate Maps will be reviewed to verify the potential presence of wetlands on or near proposed development sites. The City shall not issue a development order or permit for a parcel until all wetlands on that parcel have been identified by the regulatory agencies and located by a Florida registered surveyor.

POLICY 1.3.11: Where alteration of floodplains or wetlands is necessary to allow for reasonable use of property, site plans must provide measures to maintain natural hydrology, such as roadway and/or driveway culverts.

POLICY 1.3.12: In order to prevent sedimentation of surface water bodies and protect sensitive soils from erosion, the City will continue to control erosion, sedimentation and run-off in compliance with the National Pollutant Discharge Elimination System (NPDES) stormwater permitting program implemented by the Florida Department of Environmental Protection.

POLICY 1.3.13: In order to protect sensitive soils from erosion and surface water bodies from sedimentation, the City will require the use of Best Management Practices (BMP’s) during construction activity to minimize potential erosion and sedimentation impacts to adjacent surface water bodies.

POLICY 1.3.14: Prior to beginning mine operations, all mine operators will submit a plan to the City identifying measures to protect natural resources, plans for mine reclamation and compatibility with adjacent land uses.

POLICY 1.3.15: The City will pursue acquisition of appropriate parcels of land through Florida Forever and other funding sources to ensure the protection of environmentally sensitive lands and open space.

POLICY 1.3.16: The City will restore or enhance degraded natural areas within publicly-owned conservation lands as appropriate. Such restoration or enhancement may include, but is not limited to, the removal of non-native vegetation, reforestation, relocation of infrastructure or facilities, shoreline restoration, or restoration of natural hydrology.

OBJECTIVE 1.4: THE CITY OF MILTON WILL PROTECT NATURAL RESOURCES FROM THE EFFECTS OF HAZARDOUS WASTE BY IMPLEMENTING POLICIES 1.4.1 AND 1.4.2.

POLICY 1.4.1: The City of Milton will continue to identify alternatives for the transfer and/or disposal of hazardous waste.

POLICY 1.4.2: In cooperation with Santa Rosa County, the City will continue to educate the public concerning the proper storage and disposal of household hazardous waste.

B. DATA AND ANALYSIS

1. *Natural Resource Inventory and Analysis*

Surface Water Resources

The surface water resources of the City of Milton include the Blackwater River and Locklin Lake. The Blackwater River borders Milton on the east. It is a 58 mile river originating north of Bradley, Alabama and discharging south of Milton into the Blackwater Bay. Locklin Lake was formed by the construction of a dam as part of a subdivision development. It is a private lake located near the center of Milton and is linked to the Blackwater River by Collins Mill Creek.

Water Quality

Water quality information for the Blackwater River was obtained from the Florida Department of Environmental Protection's "1986 Florida Water Quality Assessment, 305(b) Technical Report." The Blackwater River is designated as having "good" overall water quality, meaning that the quality of the water meets its designated use. Two point sources of pollution affect the river. The Milton Sewage Treatment Plant discharges into the river near Blackwater Bay. The Whiting Field Sewage Treatment Plant discharges into Clear Creek, a tributary of the Blackwater River.

Locklin Lake is currently experiencing water quality problems due to eutrophication and siltation. The City has a Stormwater Management Sub-Committee established to address the issue of stormwater runoff entering Locklin Lake. Additionally, the City currently has a Comprehensive Stormwater Development Plan underway that will provide a review of drainage and water quality issues impacting Milton.

Surface Water Classification

The Department of Environmental Protection classifies State waters according to their present and future most beneficial uses. Section 17-3.081 F.A.C. identifies these classifications as:

Class I –	Potable water supplies
Class II –	Shellfish propagation or harvesting
Class III –	Recreation; propagation and maintenance of a healthy, well-balanced population of fish and wildlife.
Class IV –	Agricultural water supplies
Class V –	Navigation, utility, and industrial use

Locklin Lake is classified as a Class III Water. In addition to this classification system, the DEP administers the Outstanding Florida Waters Program which designates a special category of water bodies in the State worthy of special protection. The designation requires that the existing ambient (naturally occurring) water quality be maintained and that the DEP cannot issue permits that would lower the ambient water quality. The Blackwater River has been designated as an Outstanding Florida Water

Air

The Florida Department of Environmental Protection (DEP) has not identified any air quality problems in the Milton area. The DEP previously maintained air quality in the area but discontinued this practice due to continued excellent air quality conditions.

Floodplains

Floodplains are defined here as those areas identified by the Federal Emergency Management Agency (FEMA) on its Flood Insurance Rate Maps as “A” zones. “A” zones are defined as “special flood hazard areas inundated by the 100 year flood.” Floodplains encompass the eastern border of Milton along the Blackwater River. This location makes them vulnerable to the effects of development which could impede their natural functions..

Minerals

The predominant mineral resources in the Milton region are sand, gravel, and petroleum. The “Florida Mining Atlas” identifies only one active mine the immediate Milton area. This is the Galt City Pit, a sand pit located near the south border of the City. Petroleum is produced from the Jay Oil Field in Northwest Santa Rosa County. Although not produced within the City of Milton, this resource is mentioned here due to its impact on the region.

Soil Erosion Problems

The U.S.D.A Soil Conservation Service has not identified areas experiencing soil erosion problems in the City of Milton. The "1980 Santa Rosa County Soil Survey", together with the "1987 Soil Survey Legend," identifies specific soils that are highly erodible. This information is useful in formulating development plans and should be referred to prior to any construction activity.

Fisheries

The City of Milton is bordered by the lower river segment of the Blackwater River system. Characteristic fish of this area are the Chain pickerel, Largemouth bass, Warmouth, Bluegill, Read-ear sunfish, Coastal shiner, and Brook silverside. Overall fish production in this river segment is less than found in other warm water streams as is indicated by the low numbers of largemouth bass and bream. Table 9.1 lists the fish species known to be in the Blackwater River system. Only one known endangered fish species inhabits the Blackwater River system. This fish, the Black-mouth Shiner, is the rarest freshwater fish in Florida and is endemic to the Blackwater River and, possibly, the Yellow River.

Table 9.1:
Fish Species of the Blackwater River System

Common Name	Scientific Name
Southern brook lamprey,	Ichthyomyzon gagei
Bull shark,	Charcharhinus leucas
Atlantic sturgeon,	A. oxyrhynchus
Spotted gar,	Lepisosteus oculatus
Longnose gar,	L. osseus
Bowfin,	Amia calva
American eel,	Anguilla rostrata
Speckled worm eel,	Myrophis punctatus
Skipjack herring,	A. chrysochloris
Gulf menhaden,	Brevoortia patronus
Gizzard shad,	Dorosoma cepedianum
Threadfin shad,	D. petenense
Bay anchovy,	A. mitchilli
Redfin pickerel,	Esox americanus
Chain pickerel,	E. niger
Golden shiner,	Notemigonus crysoleucas
Ironcolor shiner,	N. chalybaeus
Pugnose minnow,	N. emiliae
Sailfin shiner,	N. hypselopterus
Longnose shiner,	N. longirostris
Taillight shiner,	N. maculatus
Coastal shiner,	N. petersoni
Flagfin shiner,	N. signipinnis
Weed shiner,	N. texanus
Blacktail shiner,	N. venustus
Bluenose shiner,	N. welaka

Blackmouth shiner,	Notropis sp.
Creek chub,	Semotilus atromaculatus
Lake chubsucker,	Erimyzon sucetta
Sharpfin chubsucker,	E. tenuis
Spotted sucker,	Minytrema mlanops
Blacktail redhorse,	M. poecilurum
White catfish,	I. catus
Yellow bullhead,	I. natalis
Brown bullhead,	I. nebulosus
Channel catfish,	I. punctatus
Black madtom,	Noturus funebris
Tadpole madtom,	N. gyrinus
Speckled madtom,	N. leptacanthus
Hardhead catfish	Arius felis
Gafftopsail catfish	Bagre marinus
Pirate perch	Aphredoderus sayanus
Altantic needlefish	Strongylura marina
Golden topminnow	Fundulus chrysotus
Banded topminnow	F. cingulatus
Marsh killifish	F. confluentus
Starhead topminnow	F. escambiae
Blackspotted topminnow	F. olivaceous
Longnose killifish	F. similis
Pygmy killifish	Leptolucania ommata
Rainwater killifish	L. parva
Mosquitofish	Gambusia affinis
Sailfin molly	Poecilia latipinna
Brook silverside	Labidesthes sicculus
Inland silverside	Menidia beryllina
Gulf pipefish	S. scovelli
Striped bass	M. saxatilis
Shadow bass	Ambloplites ariommus
Flier	Centrarchus macropterus
Everglades pygmy sunfish	Elassoma evergladei
Banded pygmy sunfish	E. zonatum
Bluespotted sunfish	E. gloriosus
Redbreast sunfish	Lepomis auritus
Warmouth	L. gulosus
Bluegill	L. macrochirus
Dollar sunfish	L. marginatus
Longear sunfish	L. megalotis
Readear sunfish	L. microlophus
Spotted sunfish	L. punctatus
Spotted bass	M. punctulatus
Largemouth bass	M. salmoides
Black crappie	P. nigromaculatus
Florida sand darter	A. bifascia
Choctawhatchee darter	Etheostoma davisoni
Brown darter	E. edwini

Swamp darter	E. fusiforme
Speckled darter	E. stigmaeum
Gulf darter	E. swaini
Orangeside darter	E. (Ulocentra) sp.
Blackbanded darter	P. nigrofasciata
Crevalle jack	Caranx hippos
Leatherjacket	Oligoplites saurus
Spotfin mojarra	Eucinostomus argenteus
Sheepshead	Archosargus probatocephalus
Pinfish	Lagodon rhomboides
Silver perch	Bairdiella chrysoura
Sand seatrout	Cynoscion arenarius
Spotted seatrout	C. nebolosus
Spot	Leiostomus xanthurus
Altantic croaker	Micropogonias undulatus
Black drum	Pogonias cromis
Red drum	Sciaenops ocellata
Striped mullet	Mugil cephalus
Spinycheek sleeper	E. pisonis
Darter goby	Gobionellus bolesoma
Naked goby	Gobiosoma bosci
Clown goby	Microgobius gulosus
Harvestfish	Peprilus alepidotus
Bighead searobin	P. tribulus
Southern flounder	P. lethostigma
Hogchoker	Trinectes maculatus

Vegetative Communities

The City of Milton has developed within the vegetative community known as Longleaf Pine – Turkey Oak Hills. Guess which types of trees are the most dominant types of trees? Table 9.2 lists plant species that are characteristic of the community. Note that the majority of land area within the City of Milton is developed; therefore, much of the naturally occurring vegetative community has been altered. Areas of unaltered vegetation are found along the Blackwater River, in local conservation areas, public parks, and undeveloped lots.

Wildlife

Animals are commonly referred to in terms of the vegetative communities to which they have adapted. Wildlife that is characteristic of the Longleaf Pine-Turkey Oak Hills vegetative community are listed in Table 9.2. Development within vegetative communities will drive out all but the most adaptive forms of wildlife. Wildlife, that can be found within the City of Milton include the fox squirrel, the fence lizard, the scrub jay, and Bachman's sparrow.

Marine Habitats

There are no marine habitats within the City of Milton.

Table 9.2:
Species Characteristic of or Known to Occur in Long Leaf Pine-Turkey Oak Hills Vegetative Communities

SPECIES TYPE	SCIENTIFIC NAME	COMMON NAME
TREES	PINUS PALUSTRIS	LONGLEAF PINE
	QUERCUS LEAVIS	TURKEY OAK
SHRUBS	ASIMINA PARVIFLORA	DWARF PAWPAW
	GAYLUSSACIA DUMOSA	DWARF HUCKLEBERRY
	LICANIA MICHAUXII	GOPHER APPLE
	QUERCUS PUMILA	RUNNER OAK
VINES	CENTROSEMA VIRGINIANUM	BUTTERFLY PEA
HERBACEOUS	ASCLEPIAS HUMISTRATA	SANDHILL MILKWEED
	ASTER SPP.	ASTER
.	BAPTISIA SPP.	WILD INDIGO
	CASSIA FESCICULATA	PARTRIDGE PEA
	CLITORIA MARIANA	BUTTERFLY PEA
	CROTALARIOA SPECTABILIS	SHOWY CROTALARIA
	DESMODIUM STRICTUM	PINELAND BEGGARWEED
	ELEPHANTOPUS SPP.	ELEPHANT'S FOOT
	HETEROTHECA GRAMINIFOLIA	GRASSLEAF GOLDENASTER
	PTERIDUM AQUILINUM	BRACKEN FERN
GRASSES	PANICUM ANCEPS RHIZOMATUM	HAIRY PANICUM
	PANICUM SPP.	LOW PANICUM
	SORGHASTRUM NUTANS	INDIANGRASS
	SPOROBOLUS CURTISSII	CURTIS DROPSEED
	SPOROBOLUS JUNCEUS	PINEWOODS DROPSEED
AMPHIBIANS	RANA AREOLATA AESOPUS	FLORIDA GOPHER FROG
BIRDS	BUBO VIRGINIANUS	GREAT HORNED OWL
	CAPRIMULGUS CAROLINENSIS	CHUCK-WILL'S WIDOW
	CHORDEILES MINOR	NIGHTHAWK
	COLAPTES AURATUS	FLICKER
	COLINUS VIRGINIANUS	BOBWHITE QUAIL
	COLUMBIGALLINA PASSERINA	GROUND DOVE
	CYANOCITTA CRISTATA	BLUE JAY
	DRYOCOPUS PILEATUS	PILEATED WOODPECKER
	MELANERPES CAROLINUS	RED BELLIED WOODPECKER
	MELANERPES ERYTHOCEPHALUS	RED HEADED WOODPECKER
	MELEAGRIS GALLOPAVO	TURKEY
	MIMUS POLYGLOTTOS	EASTERN MOCKINGBIRD
	MYIARCHUS CRINITUS	CRESTED FLYCATCHER
	SAYORNIS PHOEBE	EASTERN PHOEBE
	SITTA CAROLINENSIS	WHITE-BREASTED
	SITTA PUSILLA	BROWNHEADED NUTHATCH
	TURDUS MIGRATORIUS	ROBIN
	TYRANNUS TYRANNUS	EASTERN KINGBIRD
	ZENAIDA MACROURA	MOURNING DOVE
MAMMALS	CANIS LATRANS	COYOTE

	GEOMYS FLORIDANA	SOUTHEASTERN POCKET GOPHER
	LASIURUS BOREALIS	RED BAT
	LASIURUS CINEREUS	HOARY BAT
	MEPHITIS MEPHITIS	STRIPED SKUNK
	ODOCOILEUS VIRGINIANUS	WHITETAIL DEER
	SCIURUS NIGER	FOX SQUIRREL
	SPILOGALE PUTORIUS	SPOTTED SKUNK
	SUS SCROFA	FERAL PIG
	EPTESICUS FUSCUS	BIG BROWN BAT
	PLECOTUS RAFINESQUII	SOUTHEASTERN BIG EAR BAT
	NYCTICEIUS HUMERALIS	EVENING BAT
	MYOTIS AUSTRORIPAVIUS	SOUTHEASTERN BAT
	PIPISTRELLUS SUBFLAVUS	EASTERN PIPISTREL BAT
	LASIURUS INTERMEDIUS	YELLOW BAT
	LASIURUS SEMINOLUS	SEMINOLE BAT
	TADARIDA BRASILIENSIS	MEXICAN FREETAIL BAT
REPTILES	COLUBER FLAGELLUM	EASTERN COACHWHIP
	GOPHERUS POLYPHEMUS	GOPHER TORTOISE
	HETERODON PLATYRHINOS	EASTERN HOGNOSE SNAKE
	HETERODON SIMUS	SOUTHERN HOGNOSE SNAKE
	LAMPROPELTIS DOLIATA	SCARLET KING SNAKE
	PITUOPHIS MALANOLEUCUS	FLORIDA PINE SNAKE
	SCELOPORUS UNDULATUS	SOUTHERN FENCE LIZARD

"26 Ecological Communities of Florida," U.S.D.A., Soil Conservation Service, 1985 "201 Facilities Plan for South Escambia and Santa Rosa Counties," Flood and Associates, Inc.; Consoer, Townsend and Associates; Baskerville-Donovan Engineers, Inc.; Tom Jus and Associates Consulting Engineers and Theta Analysis Inc. Environmental Consultants 1978 Lt. Ken Watson, Florida Game and Fresh Water Fish Commission, Interview 6/11/87

Endangered Species

Recognizing the value of the diversity of Florida's fish, wildlife and plants, the State of Florida adopted the "Florida Endangered Species Act of 1977" and the "Preservation of Native Flora of Florida Act." These acts prohibit the destruction or harm of any species identified by the Florida Fish and Wildlife Conservation Commission, the Department of Natural Resources, the Department of Agriculture, or the U.S. Department of the Interior as being endangered or threatened.

Endangered species are those species which are so few in number that they are in imminent danger of extinction. Threatened species are those species that are likely to become endangered in the foreseeable future. A third designation, Species of Special Concern, applies to those species that are in danger of becoming threatened, already meet certain criteria for designation as a threatened species, have not sufficiently recovered from a past population depletion, or whose decline would result in significant adverse effects to other species. In addition to these designations, the Florida Department of Agriculture includes a Commercially Exploited category and the U.S. Fish and Wildlife Service includes a series of designations for those species under review for federal listing. Table 9.3 identifies the endangered and threatened plants, animals, and species of special concern that are characteristic of, or known to occur in the Longleaf Pine – Turkey Oak Hills Vegetative community.

Table 9.3:
Long Leaf Pine-Turkey Oak Hills Vegetative Community Endangered and Threatened Plants and Animals and Species of Special Concern

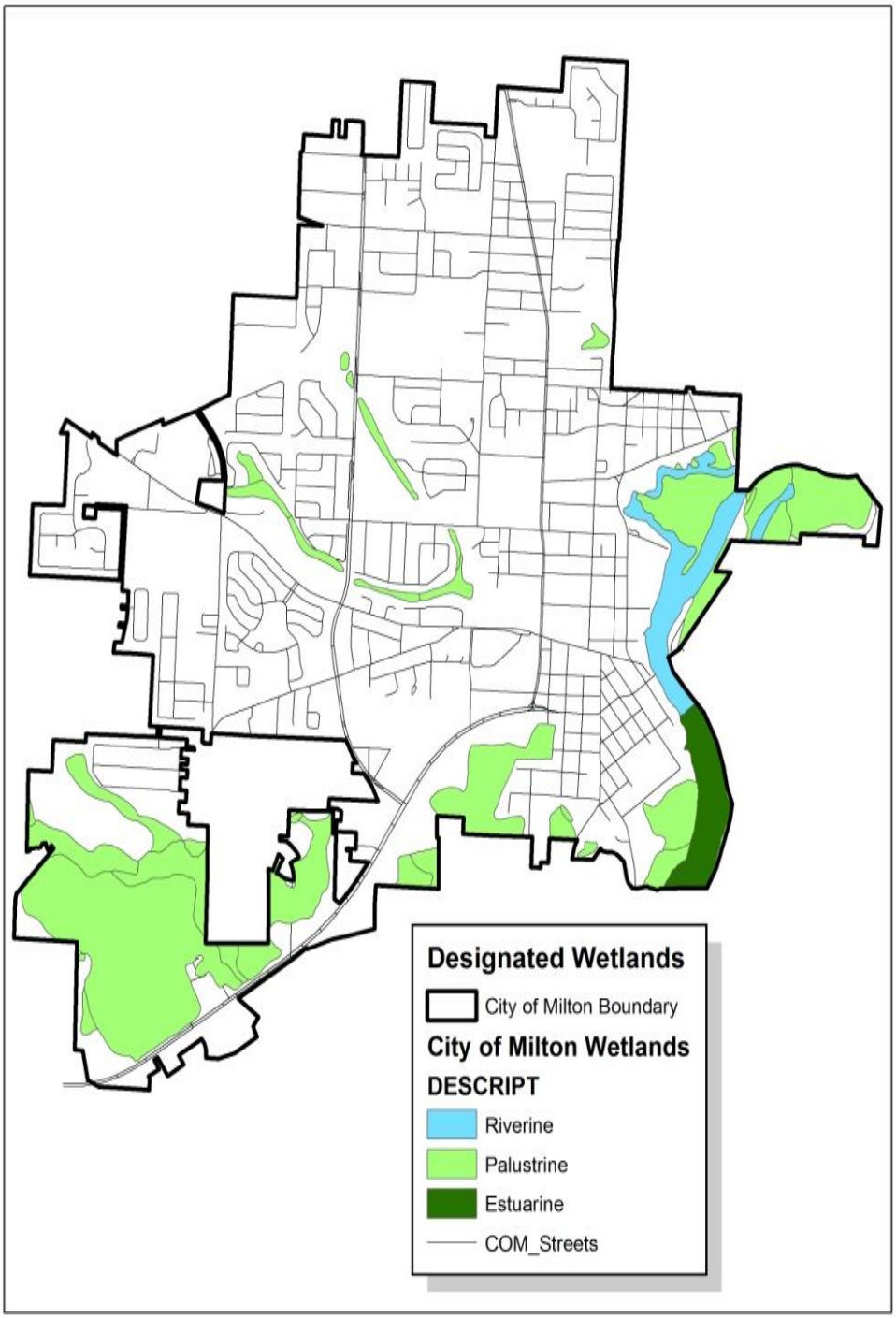
SPECIES TYPE	SCIENTIFIC NAME	COMMON NAME
MAMMALS	PUMA CONCOLOR CORYI * PODOMYS FLORIDANUS	FLORIDA PANTHER FLORIDA MOUSE
BIRDS	FALCO SPARVERIUS PAULUS PICOIDES BOREALIS	SOUTHEASTERN AMERICAN KESTREL RED-COCKADED WOODPECKER
REPTILES	PLESTIODON EGREGIUS LIVIDUS DRYMARCHON COUPERI LAMPROPELTIS EXTENUATUM GOPHERUS POLYPHEMUS	BLUE-TAILED MOLE SKINK EASTERN INDIGO SNAKE SHORT-TAILED SNAKE GOPHER TORTOISE
PLANTS	WAREA AMPLEXIFOLIA CLITORIA FRAGRANS PITYOPSIS FLEXUOSA	CLASPING WAREA PIGEON WING BENT GOLDEN ASTER

University of Florida, IFAS Extension, West Florida Research and Education Center

Wetlands

According to the Florida Department of Environmental Protection wetlands map, the City of Milton contains approximately 48 acres of estuarine wetlands, which are comprised of the intertidal and sub-tidal zones of the Blackwater River, 571 acres of palustrine wetlands, which are described as areas that are “semi-permanently, seasonally, or temporarily flooded and/or saturated, and 72 acres of riverine wetlands which are composed of the areas constantly inundated by the waters of the Blackwater River. Figure 9.1 illustrates the location of designated wetlands within the City of Milton.

Figure 9.1:
Designated Wetland Areas within the City of Milton



City of Milton, Department of Planning and Development, 2013

C. COMMERCIAL, RECREATION AND CONSERVATION USES

There are few direct commercial uses of natural resources in the City of Milton. Groundwater is used for commercial purposes and a sand pit is mined outside the City limits. In addition, natural resources provide indirect commercial uses. This is especially true along the Blackwater River where development and redevelopment efforts are centered on the aesthetic value of this resource.

Recreation uses of natural resources in Milton center on its water resources. The Adrian Carpenter's Park is located on the Blackwater River and provides access for boating and fishing. Riverwalk Park, located in downtown Milton, is a linear riverfront park. This facility is currently being extended through the use of state grant funds.

Land areas within the City limits currently designated for conservation use include the following two conservation corridors. The Rails to Trails corridor is part of a state-wide program converting abandoned rail corridors to conservation or passive recreation use. The Collins Mill Creek corridor is an undeveloped utility corridor linking Locklin Lake with the Blackwater River along Collins Mill Creek. Additionally, the publicly-owned land located south of Collins Mill Creek adjacent to the Blackwater River and the parcel located just south of the City Sewage Treatment Plant adjacent to the River, provides a total of approximately 24 undeveloped acres of conservation land within the City of Milton. Conservation areas are further protected through the various federal, state and local regulatory programs. These programs are listed in Table 9.4.

In surrounding Santa Rosa County, substantial conservation areas are located in the immediate vicinity of Milton. They include the Blackwater River State Forest and Wildlife Management Areas, and the Eglin Wildlife Management Area. Additionally, the Gulf Island National Seashore (Naval Live Oaks) is located nearby in southern Santa Rosa County.

D. POLLUTION PROBLEMS

Milton's most significant pollution problem is the water quality of Locklin Lake. Problems with the lake include eutrophication and siltation stemming from non-point pollution sources. Improved stormwater management is needed to restore and protect this body of water.

Leaking underground petroleum storage tanks are a threat to the potable water supply of Milton. An underground storage tank, with a leak as small as a quarter of an inch, can leak a gallon per hour depending on soil conditions. One gallon of gasoline can contaminate one million gallons of water to an undrinkable level. The Department of Environmental Protection (DEP) has in the past identified 13 leaking underground petroleum storage tanks in Milton.

A potential hazardous waste problem exists with the generation of small quantities of wastes by various businesses within the City. Examples of these wastes include waste oil, dry cleaning filters and photo processing chemicals. The Water Quality Assurance Act of 1983 requires each county to identify potential small quantity hazardous waste generators within their jurisdiction and to annually verify the hazardous waste management practices of at least 20-percent of those identified. The West Florida Regional Planning Council is currently performing this assessment for Milton.

E. POTENTIAL FOR CONSERVATION, USE AND PROTECTION

A basic framework for the conservation, use and protection of natural resources is provided by the system of existing regulatory programs established by the State, Federal and local agencies for this purpose. Table 9.4 identifies in general terms the type of program, the administrative agency, the statutory authority, the purpose of the program and the types of activities regulated. The conservation of water resources is further promoted through adherence to the Water Conservation Act of 1982. This Act requires specific water conservation practices to be utilized in all new buildings constructed after September 1, 1983. Additionally, the City has plans to adopt procedures for emergency conservation of water resources in accordance with the plans of the Northwest Florida Water Management District.

The City is a participant of the Pensacola Bay Surface Water Improvement and Management (SWIM) Program administered by the Northwest Florida Water Management District. This project involves data collection and analysis on a basin-wide basis. The City will consider the conclusions and any recommendations contained in the SWIM work products in development of their revised Land Development Regulations.

In order to ensure intergovernmental coordination and protection among adjacent municipalities, the City actively participates on the Interlocal Action Committee which provides representation from all jurisdictions in Santa Rosa County, including Eglin A.F.B., State Forest and Wildlife Management Areas, local governments, etc. This committee will provide a forum to consider developments having impacts on more than one jurisdiction, including such topics as the protection of unique vegetative communities.

The Blackwater River is an Outstanding Florida Water. Protection of this resource will provide protection for the one known endangered fish species which inhabits the Blackwater River System, the Blackmouth Shiner. In order to protect the water quality of the Blackwater River and other water resources, the City will ensure the availability of sanitary sewer services in currently sewer less areas with soil conditions that are severely limited for septic tank absorption fields (as defined in the Soil Conservation Service, Soil Survey for Santa Rosa County) prior to authorizing new development and/or redevelopment activity. Furthermore, the City will require conversions from existing septic tank use to sanitary sewer facilities within 150 feet of the Blackwater River. In areas with soil conditions that are acceptable for septic tank absorption fields, the City will allow septic tank use provided that 150 foot setbacks from the Blackwater River are met.

In order to protect the Blackwater River from encroachment by development activity, the revised Land Development Regulations will require at a minimum that the existing development setback requirements from the Blackwater River are met or exceeded. These setback standards are contained in the existing Zoning Ordinance.

Areas of concern that will require additional effort by the City include stormwater management, hazardous waste disposal, and tree protection. Stormwater management issues are currently being addressed by the City, both in terms of quantity and water quality, through the development of a Comprehensive Stormwater Development Plan. The City is committed to implementing the Plan's recommendations to ensure the protection of the City's surface waters from non-point source pollution. Additionally, the City will require the use of Best Management Practices (BMP's) during construction activity to protect sensitive soils from erosion and prevent sedimentation of surface water bodies. Techniques that can be used include the emplacement of silt fencing, turbidity curtains, hay bales, and so on. Contingencies for the transfer and disposal of hazardous wastes need to be developed to protect human health and natural

resources. The third area of concern, tree protection, is currently being considered by the City. A Tree Protection and Landscape Ordinance has been developed in conjunction with revised Land Development Regulations, and will include requirements such as providing vegetative buffer zones, where possible, between conflicting land uses and restrictions on tree removal. This ordinance also contains a mitigation schedule for all protected and heritage trees that will provide additional protection to trees within the city limits. These ordinances will serve to buffer the impacts of noise and lights, in addition to providing for wildlife habitat, preserving native vegetative communities and maintaining air quality.

F. CURRENT AND PROJECTED WATER NEEDS AND SOURCES

1. *Potable Water Users*

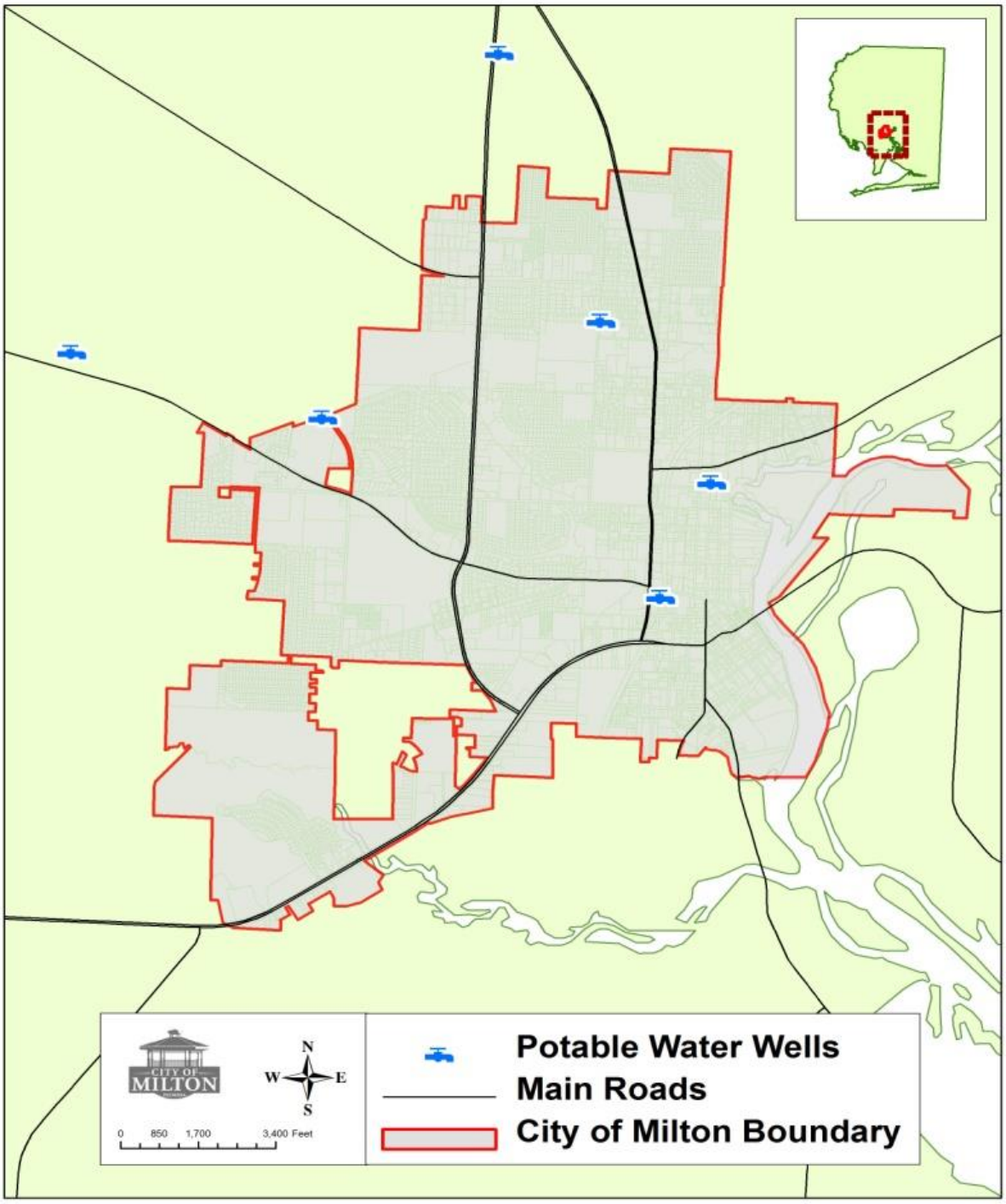
The City of Milton is the owner and operator of the potable water supply for the City. Within the systems' franchise area, there are presently over 6,900 water system customers who on the average consume less than 65.0 million gallons per month or between 1.7 million and 2.64 million gallons per day (MGD). The design capacity of the system is currently 6.624 MGD but will be increased to 8.064 upon completion of well project. The water source for the City is the Sand and Gravel Aquifer.

The location of potable water wells are indicated on the Potable Water Well Locations Map (Figure 9.2). Water quality information related to the Sand and Gravel Aquifer is contained in the Natural Groundwater Aquifer Recharge Sub-Element. The figures contained in the above mentioned sub-elements indicate capacity surpluses throughout the planning period; therefore, the provision of potable water is not expected to be a problem for the City in the near future. The City will continue to work with the NWFWMD to insure permitted daily amounts coincide with average daily usage.

2. *Industrial Water Users*

Data provided by the Northwest Florida Water Management District indicates that no Consumptive Use Permits for industrial water uses have been issued within the City of Milton. Based on historical trends and conditions depicted on the Future Land Use Map, it is not anticipated that future industrial wastewater users requiring a consumptive use permit will locate within the City.

Figure 9.2:
City of Milton Potable Water Wells



City of Milton, Department of Planning and Development

Table 9.4:
Regulatory Programs for the Protection of Natural Resources

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
Dredge & Fill	DEP	DEP and DNR - Chapters 161, 253, 258, and 403 F.S.	DEP - to maintain and/or improve the quality of waters in the state and to preserve and protect Florida's wetlands	All dredge and fill activities
	DNR			
	COE			
		DEP - Rules 17-3, 17-4, 17-12, and 17-45 F.A.C.		
		DNR - Rule 16B-24 F.A.C.	DNR - manage and protect state lands and control beach erosion	
		COE - River and Harbor Act of 1899; Clean Water Act of 1977; Marine Protection, Research, and Sanctuaries Act of 1972; Federal Fish and Wildlife Coordination Act of 1958; National Environmental Policy Act of 1969; Title 32, Section 209.320-209.330 C.F.R.	COE - restore integrity of nation's waters and maintain navigability of waterways	
Developments of Regional Impact	OEA, Bureau of Land and Water Management	Section 380.06 F.S. Rules 9B-16, 9B-20, and 27F-2 F.A.C.	To facilitate orderly and well-planned developments by establishing a review procedure for developments that would impact more than one county	Any development that would impact more than one county

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
Solid Waste	DEP	Chapter 302 F.S.; Rule 17-7 F.A.C.	To plan for and regulate solid and hazardous waste disposal activities	All resource and recovery management facilities
Groundwater	DEP	Chapters 403 & 373 F.S.; Chapters 17-3, 17-4, & 17-22 F.A.C.	To protect and conserve the quality of water in the state	All pollution sources
Water Pollution Sources	DEP	Chapter 403 F.S.; Rules 17-3, 17-4, 17-6 F.A.C. & Chapters 17-25 & 17-28 F.A.C.	To protect and conserve the quality of water in the state	Any discharges expected to be a source of pollution including stormwater, industrial, and domestic waste discharge.
Water Wells and Artificial Recharge	NWFWMD	Section 372.309 F.S.; Rules 40A-3 & 40A-5 F.A.C.	To ensure proper utilization of groundwater resources	Construction, alteration or abandonment of any well
Management and Storage of Surface Water	NWFWMD	Section 373.413 F.S.; Rule 40A F.A.C.	Prevent floods, soil erosion and excess drainage, preserve natural resources, prevent harm to water resources	Certain dam, impoundment, or reservoir work

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
Consumptive Use of Water	NWFWMD	Section 373.216 F.S.; Rule 40A F.A.C	Proper utilization of surface and groundwaters	Certain water wells based on location
Water Well Use and Drilling	DEP	DEP - Section 373.306 F.S.; Rule 17-21 F.A.C.	Control, conserve and protect groundwater resources of the state	Certain groundwater, monitoring, and injection wells
	NWFWMD			
		NWFWMD - Rule 17-21 F.A.C.		
National Pollution Discharge Elimination System	EPA	EPA - Section 402, Public Law 92-500 and Section 401, Public Law 92-500	To protect and conserve the quality of waters in the U.S.	Any facility which discharges wastes into waters of the U.S.
Individual Sewage Disposal Facilities	HRS	HRS - Section 381-272 F.S.; Rule 10D-6 F.A.C.	HRS - To supervise and cooperate with municipal and county officials in enforcing the state health laws, rules, and regulations promulgated by HRS and to ensure consistency with local health regulations and ordinances.	HRS - Certain individuals sewage disposal facilities with less than 5000 GPD total estimated daily flow.

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
Air Quality	DEP	Section 403.087, F.S.; Rules 17-2 & 17.4 F.A.C.	To protect and enhance the air quality of the state	Construction, modifications, expansion, and operation of any facility or development that will emit pollutants into the air
Hazardous Waste	DEP	Ch. 17-30 F.A.C.; Ch. 403 F.S.	To ensure that hazardous waste is transported, disposed of, stored, and treated in a manner adequate to protect human health, safety, and welfare of the environment	Certain hazardous waste facilities
Endangered and Threatened Species	FFWCC	FGFWFC & DNR - Sec. 372	To protect threatened and endangered species from harm or destruction	Any activity which would harm or destroy threatened or endangered species
	DNR	F.S.; Title 39 F.A.C.		
	DACS			
	USFS	DACS & USFWS - Section		
		581 F.S.; Endangered		
		Species Act of 1973		

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
Floodplain Management	City of Milton	FEMA Flood Insurance Act of 1968; Flood Disaster Protection Act of 1973; Milton - Ordinance No. 782	To regulate development in floodplains to protect public safety and minimize damage due to flooding To conserve, control and encourage development of oil and gas resources in the state	Any development within areas designated as subject to flooding on the FEMA Flood Hazard Boundary maps
Oil and Gas Wells	DNR	Sections 377.01 - 377.40 F.S.; Rules 16C-1 through 16C-6 F.A.C.	To provide a mechanism for the reclamation and restoration of lands disturbed by mining by taxing mine owners to create a land reclamation trust fund	Various elements related to oil and gas development
Reclamation of Mined Lands	DNR	Ch. 211, part II, F.S.; Ch. 378, F.S.		Any person engaged in mining of solid materials for commercial use
Open Burning	DEP	DEP - Rule 17-5 F.A.C.	To reduce pollution caused	All open burning practices
	DOF	Sec. 403.061 F.S.	by open burning	
	DACS			
		DACS - Rule 5I-2 F.A.C.		
		Ch. 75-22, Sec. 8,		
		Laws of FL		

PROGRAM	ADMINISTERING AGENCY	STATUTORY AUTHORITY	PURPOSE OF PROGRAM	TYPE OF ACTIVITIES REGULATED
		Ch. 590 F.S.		
		DOF - Rule 17-5 F.A.C.		
State Lands	DNR	Ch. 253 F.S. Also Ch. 197, 258, 259, 270, 285, 370; Rules 16Q-2, 16Q-3m 16-Q10, 16Q-11, 16Q-15, 16Q-16, 16Q-18, 16Q-20, 16Q-21	To administer all state lands	Land development activities that occur in or otherwise affect state-owned lands
Petroleum Storage Tanks	DEP	Ch. 17-61 F.A.C.; Ch. 376.303 F.S.	To regulate underground and above ground pollutant storage facilities to protect ground and surface water resources from contamination	Facilities which receive, store, or use petroleum products in excess of 1,000 gallons in any one calendar month or more than 10,000 gallons in any calendar year
Zoning Ordinance	City of Milton	Ordinance Number 747	To provide guidelines for development which include the protection of natural resources	All development within the City of Milton
Erosion, Sedimentation, and Runoff Ordinance	City of Milton	Ordinance Number 606	To protect natural resources by minimizing erosion, sedimentation, and runoff from development	All development within the City of Milton unless specifically exempted
Abbreviations:	DEP - Department of Environmental Protection			

	DNR - Department of Natural Resources			
	COE - U.S. Army Corps of Engineers			
	DCA - Department of Community Affairs			
	DOF - Division of Forestry			
	DACS - Department of Agriculture and Consumer Service			
	FFWCC - Florida Fish and Wildlife Conservation Commission			
	USFS - U.S. Fish and Wildlife Service			
	FEMA - Federal Emergency Management Agency			
	NWFWMD - Northwest Florida Water Management District			

"State of Florida Regulatory and Review Procedures for Land Development," Department of Environmental Regulation, November 1984. "Laws and Regulations Affecting Endangered and Potentially Endangered Species in Florida", Florida Game and Freshwater Fish

G. ELEMENT ASSESSMENT

Overall, the Element's goal, objectives, and policies are being achieved. The following successes have been achieved through implementation of the objectives and policies of this element:

OBJECTIVE 1.1: The City continues to meet or surpass the minimum ambient air quality standards set by the Florida Department of Environmental Protection (FDEP) and Rule 62-204.240, F.A.C. According to the FDEP, ambient air quality standards are in the good to moderate range, with eight hour ozone concentration averages between 58 and 66 parts per billion. The City's highest months to date for 2013 were March and April with a maximum eight hour average of 66 parts per billion, which is 24 parts per billion lower than the maximum allowed.

OBJECTIVE 1.2: The City continues to maintain the ambient water quality of surface water within the City. It requires development to prepare a drainage plan that is based on the City's stormwater management regulations. In addition, the City continues to utilize standards which meet or exceed the City's minimum standards for surface water quality.

The City continues to protect the sand and gravel aquifer through the implementation of their Land Development Regulations (LDR) annexations and joint management of sensitive well field acreage with Santa Rosa County. The LDR requires well field protection zone permits, specific development review criteria that examine the potential developmental impacts to wetlands, and employs water well spacing and withdrawal procedures that enhance conservation.

The City continues to promote and implement existing water conservation programs. In addition, the City is below the maximum water withdrawal allowed by their consumptive use permit (CUP) issued by the NWFWMD.

The City continues to protect against local soil erosion through the enforcement of several chapters and articles in the City's LDR, including *Section V-6.5*: *Erosion and Sedimentation Controls*, which requires a soil erosion control plan as part of a preconstruction submittal package. Additional soil erosion protection regulations reside in the environmental preservation regulations of the City's LDR.

OBJECTIVE 1.3: The City continues to maintain and protect the natural functions of the 100-year floodplains of the Blackwater River, and its tributaries. The City achieves this protection through general shoreline development standards found within the City's LDR.

To continue protecting wetlands, the City's LDR, through *Article I. Wetlands Protection,* establishes permit requirements, protection standards, and mitigation criteria outlined in *Policies 2.2.1 – 2.2.8*.

The City continues to maintain its Tree City USA status, and has done so for the last 15 years by continuing to maintain the urban forest. The City's LDR furthers the protection and use of native vegetation species on sites under development review by providing specific lists of landscape materials that are required to be used. These specific landscape materials have a moderate to high drought tolerance.

The City has been successful at preserving natural communities by identifying specific plant and animal species in the appendices of the LDR. In addition, *Article IV* of the LDR lists species protection requirements.

In a continuing effort to protect resource-based recreation areas from adverse impacts of adjacent development, the City has been successful at implementing regulations in the LDR for marina siting, recreation impact fees, and has established the RC-1 zoning district to conserve important natural and historic resources in the City's low-lying areas.

The City continues to protect and conserve area resources. This is accomplished through a solid waste collection program. However, in order to enhance the promotion of energy conservation in accordance with the city's comprehensive plan, and in support of State policy, the City could include specific language in the LDR to identify the types of renewable energy resources that could play a greater role in the City's energy portfolio.

OBJECTIVE 1.4: The City continues to implement its hazardous waste management program in cooperation with Santa Rosa County and in accordance with the provisions of the Solid Waste Sub-Element of the Public Facilities Element.

H. ELEMENT ASSESSMENT RELATED TO MAJOR ISSUES

An assessment of the Conservation Element's objectives has been completed to identify how their achievement relates to the major issues identified by the City.

1. *Dominant Land Use Pattern. (Major Issue #1)*

The overall achievement of the Conservation Element will have an impact on the City's ability to determine what the dominant land use pattern should be for the remaining vacant land because the composition may consist of natural features that the City would like to protect. The City should focus on determining which vacant lands would be better served by a conservation or environmental zoning designation in order to maintain consistency with the overall goals, objectives, and policies of the Conservation Element which is to conserve, protect, and manage the natural environmental resources of the City.

2. *Neighborhood Preservation and Redevelopment of Older Areas. (Major Issue #2)*

The achievement of the objectives within the Conservation Element is not related to this issue.

3. *Housing Needs. (Major Issue # 3)*

The overall achievement of the Conservation Element is not related to this issue.

4. *Balancing Development and Environmental Resource Protection. (Major Issue # 4)*

The overall achievement of the Conservation Element will have an impact on the City's ability to balance development, environmental resources and habitat protection. The City could incorporate specific policy language, design guidelines and other mechanisms within the Comprehensive Plan that would encourage the use of low impact development standards. Requirements and design guidelines should consist of site planning processes that identify critical and sensitive natural resources from which site specific development standards can be adopted and a proper building envelope can be determined to minimize environmental impacts.

5. *Recreation Facilities Mix. (Major Issue #5)*

The overall achievement of the Conservation Element will have an impact on the City's determination of the best mix of recreation facilities. The purpose and intent of the Conservation Element is to conserve, protect, and enhance the City's natural environmental features. A principle way this is achieved is through the floodplain conservation zoning designation which is aimed at protecting the 100-floodplains of the Blackwater River, and their tributaries along with other natural features such as wetlands, soils, and surface waters. Another way is through the purchase or annexation of environmentally sensitive lands. Some of these areas are ideal locations for passive recreational use. Some of this acreage may present an opportunity for the City to increase their net amount of passive recreation facilities.

6 . *Traffic Congestion and Multi-Modal Transportation. (Major Issue #6)*

The achievement of the objectives within the Conservation Element is not related to this issue.

7. *Disaster Planning, Mitigation, and Recovery. (Major Issue #7)*

The overall achievement of the Conservation Element will have an impact on the City's assessment of its disaster planning, mitigation, and recovery plan. Natural disasters, such as hurricanes and fires, can have a significant impact on public safety and place a large financial burden on the City to rebuild public facilities that have been destroyed. The goals, objectives, and policies of the Conservation Element can impact the direction of growth and development away from hazardous areas, such as the 100-year floodplain of the Blackwater River and its tributaries as well as low-lying wetlands and aquifer recharge basins that are more prone to flooding during heavy rainfall and storm surges associated with tropical hurricanes. Additionally, the City should examine silviculture best management practices to formulate or modify objectives of the Conservation Element that would aid in fire prevention.

I. ELEMENT ASSESSMENT RELATED TO REQUIRED SPECIAL TOPICS

1. *Public School Coordination*

The achievement of the Conservation Element's goals, objectives, and policies is not related to this special topic.

2. *Water Supply Planning*

The objective achievement within the Conservation Element will impact the assessment of whether the City has been successful in identifying alternative water supply projects and traditional water supply projects. The NWFWMD has adopted its water supply plan update. The plan details current ongoing projects and scheduled activities.

CHAPTER 10: INTERGOVERNMENTAL COORDINATION ELEMENT

A. ELEMENT OVERVIEW

The purpose of the Intergovernmental Coordination Element is to formalize coordination mechanisms and agreements between adjacent local governments, and regional and state agencies. The Intergovernmental Coordination Element also aids in identifying and resolving conflicting goals, objectives, and policies in local government comprehensive plans.

B. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: THE CITY OF MILTON SHALL COORDINATE WITH ADJACENT MUNICIPALITIES, SANTA ROSA COUNTY AND OTHER APPROPRIATE GOVERNMENTAL AGENCIES TO PROMOTE EFFICIENT AND EFFECTIVE DELIVERY OF SERVICES AND FACILITIES AND REDUCE CONFLICTS ARISING FROM LAND DEVELOPMENT DECISIONS.

OBJECTIVE 1.1: THE CITY OF MILTON SHALL COORDINATE THE PREPARATION AND IMPLEMENTATION OF ITS COMPREHENSIVE PLAN WITH THE PLANS OF SANTA ROSA COUNTY, SANTA ROSA COUNTY SCHOOL BOARD, AND OTHER UNITS OF LOCAL GOVERNMENT PROVIDING SERVICES IN THE CITY OF MILTON, BUT NOT HAVING REGULATORY AUTHORITY OVER THE USE OF LAND BY IMPLEMENTING POLICIES 1.1.1 THROUGH 1.1.10

POLICY 1.1.1: Copies of the adopted Comprehensive Plan will be made available at City Hall for review by all units of Milton and Santa Rosa County local government during regular business hours.

POLICY 1.1.2: The City will accept comments from any interested unit of local government regarding intra-governmental and intergovernmental coordination issues related to the Comprehensive Plan.

POLICY 1.1.3: The Milton City Council has established a City of Milton Planning Board to address comments received by units of local government regarding coordination issues related to the adopted Comprehensive Plan. The Planning Board is charged with the following:

1) Initiating plan amendments as required;
2) Identifying alternatives for the mitigation of identified issues including Comprehensive Plan amendments, informal agreements, and formal processes;
3) Present alternatives and recommendations to the Milton City Council.

POLICY 1.1.4: The City will continue to use the Interlocal Action Committee (consisting of officials from Santa Rosa County, Jay, Gulf Breeze, Milton, Eglin AFB and NAS Whiting Field, the

Division of Forestry and the Santa Rosa County School Board) to coordinate Comprehensive Plans for the local governments, the School Board and the military and to provide information regarding proposed development.

POLICY 1.1.5: The City shall identify planning topics of concern between local governments who would benefit from joint planning efforts and initiate coordination accordingly. Such topics of concern should include annexation, infrastructure service areas, population projections, location of public facilities subject to concurrency, siting of facilities under inter-jurisdictional significance, and location of locally unwanted land uses. Upon approval by the Planning Board of the identified topics of concern, the City will meet with representatives from the local governments to develop specific procedures for implementation of the identified joint planning initiatives. Such implementation procedures are ongoing.

POLICY 1.1.6: The City shall implement the Northwest Florida Water Management District's Water Supply Planning Region II Regional Water Supply Plan updated in 2006.

POLICY 1.1.7: The City shall ensure coordination of the comprehensive plan with the most current NWFWMD Regional Water Supply Plan when proposing and/or amending the ten-year (10) Water Supply Facilities Work Plan.

POLICY 1.1.8: The City will review and coordinate with the most recently published District Water Supply Plan and NWFWMD staff in projecting future supply and demand on potable water and alternative sources when preparing amendments to the Water Supply Facilities Work Plan and Consumptive Use Permit Applications.

POLICY 1.1.9: The City will exchange water supply information and services with the NWFWMD, and local governments through water supply planning work groups and through meetings on an as-needed basis.

POLICY 1.1.10: The City will continue to examine, to the extent possible, the use of interconnectivity of water facilities with other local jurisdictions as recommended by the NWFWMD Regional Water Supply Plan.

OBJECTIVE 1.2: THE CITY WILL CONTINUE TO COORDINATE WITH THE SANTA ROSA COUNTY BUILDING INSPECTION DEPARTMENT AND CONTINUE TO IMPROVE PROCEDURES FOR APPROVING BUILDING PERMITS, ESPECIALLY WITH REGARD TO CITY LAND USE APPROVALS.

POLICY 1.2.1: The City shall continue to improve procedures which correlate with the issuance and status of building permits to land use decisions made by the City.

OBJECTIVE 1.3: THE CITY WILL MONITOR LAND USE DECISIONS AND IMPACTS OF DEVELOPMENT PROPOSED BY ADJACENT GOVERNMENTS AND PUBLIC AGENCIES AND WILL ENSURE THAT THE IMPACTS OF MILTON'S PLAN ARE COORDINATED WITH SUCH PUBLIC AGENCIES BY IMPLEMENTING POLICIES 1.3.1 THROUGH 1.3.5.

POLICY 1.3.1: The City shall review future plan amendments proposed by Santa Rosa County and will make available to Santa Rosa County proposed amendments to the City's Plan in order to promote mutual coordination of land use and public facility decisions.

POLICY 1.3.2: When implementation of the Milton Comprehensive Plan will impact adjacent local governments. Milton will initiate formal communications with the affected local government to discuss coordination measures. Milton will then analyze what, if any, actions need to be taken by the City regarding the specific intergovernmental coordination issues. Alternatives considered will include, but not be limited to, the formation of an intergovernmental ad hoc advisory committee, intergovernmental agreements, and informal intergovernmental negotiations.

POLICY 1.3.3: When intergovernmental conflicts develop that cannot be reconciled at the local level within a six month time period, the City of Milton shall request the West Florida Regional Planning Council to assist through the use of the Council's adopted conflict mediation process.

POLICY 1.3.4: When annexation issues arise, the City of Milton will initiate informal communications with the affected local government to discuss annexation issues. Alternatives considered will include, but not be limited to, bringing annexation issues to the Intergovernmental Action Committee for intergovernmental negotiations.

POLICY 1.3.5: The City of Milton will coordinate with Santa Rosa County and adjacent municipalities to discourage the proliferation of urban sprawl.

OBJECTIVE 1.4: THE CITY OF MILTON WILL COORDINATE WITH APPROPRIATE STATE AND FEDERAL AGENCIES, ESPECIALLY JURISDICTIONAL AGENCIES SUCH AS THE DEPARTMENT OF ENVIRONMENTAL PROTECTION, THE FLORIDA DEPARTMENT OF TRANSPORTATION, AND THE U. S. ARMY CORPS OF ENGINEERS, ON LAND USE APPROVALS AND JURISDICTIONAL PERMITS BY IMPLEMENTING POLICIES 1.4.1 AND 1.4.2.

POLICY 1.4.1: The City shall coordinate with all levels of government to promote mutual participation for mutual benefit.

POLICY 1.4.2: The City shall require that all appropriate state and federal permits are obtained by developers prior to the issuance of a development order.

OBJECTIVE 1.5: THE CITY OF MILTON SHALL COORDINATE WITH SERVICE PROVIDERS IN ESTABLISHING LEVEL OF SERVICE STANDARDS FOR PUBLIC FACILITIES FOR WHICH THE CITY HAS NO MAINTENANCE OR OPERATIONAL RESPONSIBILITY BY IMPLEMENTING POLICIES 1.5.1 THROUGH 1.5.3.

POLICY 1.5.1: The City shall establish a level of service standard equal to the recommended level of service standard established by the entity having operational and maintenance responsibilities for the facility.

POLICY 1.5.2: The City shall evaluate levels of service for state roadways, and roadways at its shared jurisdictional boundary, for consistency with the plans of adjacent local governments.

POLICY 1.5.3: The City shall participate in the Florida-Alabama Transportation Planning Organization (TPO) planning process to promote coordination between state and local transportation needs.

OBJECTIVE 1.6: THE CITY OF MILTON WILL ENSURE THAT ADEQUATE PUBLIC FACILITIES CAPACITY IS AVAILABLE TO ACCOMMODATE FUTURE GROWTH BY IMPLEMENTING POLICY 1.6.1 AND THE FIVE-YEAR SCHEDULE OF CAPITAL IMPROVEMENTS.

POLICY 1.6.1: The City shall closely monitor and amend as necessary contracts and agreements which provide for sanitary sewer, potable water, and solid waste to ensure available capacity at the current level of service for the current and future residents of Milton.

OBJECTIVE 1.7: THE CITY WILL CONTINUE TO PROVIDE INFORMATION TO THE PUBLIC CONCERNING THE PROVISION OF SERVICES BY IMPLEMENTING POLICIES 1.7.1 - 1.7.3.

POLICY 1.7.1: The City will continue to maintain a public website which outlines municipal services. A brochure/booklet is also available at City Hall, the Santa Rosa County Chamber of Commerce, and area real estate offices.

POLICY 1.7.2: The City will continue to act as a referral agency with regard to services available at the local, state, and federal level.

POLICY 1.7.3: The City shall maintain an interlocal agreement with the Santa Rosa County School Board, Santa Rosa County, and all municipalities within the County for the purposes of coordinating population projections and growth data and to accomplish the implementation of public school location criteria. The interlocal agreement will at a minimum address the following:

(A.) Collaboration of Department of Education enrollment projections with the population projections used in this Plan; and

(B.) Coordination between school siting compatibility requirements pursuant to Sections 1013.36 and 1013.33, F.S., including integration of the educational plan survey (required to be submitted every five years pursuant to Section 1013.31, F.S.), the general educational facilities report (required to be submitted annually pursuant to Section 1013.31, F.S.), and applicable policies and procedures of the school board with the Future Land Use Map found in this Plan and the City of Milton's Land Development Regulations.

GOAL 2: COLLABORATE AND COORDINATE WITH THE SCHOOL BOARD OF SANTA ROSA COUNTY (SCHOOL BOARD) TO ENSURE HIGH QUALITY PUBLIC SCHOOL FACILITIES WHICH MEET THE NEEDS OF THE CITY OF MILTON AND SANTA ROSA COUNTY'S EXISTING AND FUTURE POPULATION.

OBJECTIVE 2.1: SCHOOL INTERLOCAL AGREEMENT:

THE CITY OF MILTON WILL IMPLEMENT THE SCHOOL INTERLOCAL AGREEMENT WITH THE SCHOOL BOARD, SANTA ROSA COUNTY AND OTHER MUNICIPALITIES PROVIDING FOR CLOSE COORDINATION AND EVALUATION OF DEVELOPMENT PROPOSALS.

POLICY 2.1.1:General types of provisions that will be included in the inter-local agreement in order to advise the School Board, County, and other municipalities of proposed development which would impact their jurisdiction include:

1. Transmission of an annual memo from the City of Milton's Planning Department to the above entities describing proposed developments and planning activities by February 1st of each year.
2. Provision for a feedback process/information exchange so the above entities can inform the Planning Department of any potential adverse impact(s) from proposed developments and/or conflicting planning activities through either direct written or telephonic communications.

OBJECTIVE 2.2: INTERGOVERNMENTAL COORDINATION:

THE CITY OF MILTON SHALL STRIVE TO MAINTAIN AND ENHANCE JOINT PLANNING PROCESSES AND PROCEDURES FOR COORDINATION OF PUBLIC EDUCATION FACILITIES FOR PLANNING AND DECISION MAKING.

POLICY 2.2.1: On an annual basis, the City of Milton shall ask the School Board to provide information from their five-year District Education Facilities Work Plan to determine the need for additional school facilities. The School Board shall provide to the city, each year, a general education facilities report. The educational facilities report shall contain information detailing existing facilities and their locations and projected needs. A draft is due to the County/Cities by August 31st and the approved document is due within 15 days after its adoption.

POLICY 2.2.2: In order to coordinate the effective and efficient provision and siting of public educational facilities with associated infrastructure and services within Santa Rosa County, the Santa Rosa County Board of County Commissioners, the Santa Rosa County School Board, and the municipalities of Gulf Breeze, Jay and Milton shall meet jointly. Such efforts may include:

1. Coordinated submittal and review of the annual capital improvement program of the City of Milton, the annual educational facilities report and Five-Year School Plan Survey of the Santa Rosa County School Board by December 1st of each year.
2. Coordinated review and assessment of the associated costs and expenditures of siting and developing schools with needed public infrastructure.
3. Coordinated review of residential planned developments or mixed use planned developments involving residential development.
4. Use of a unified data base including population (forecasts of student population), land use and facilities.

Use of the Parks/Schools Planning Group (with representatives from each of the entities) to review coordinated siting of schools with parks for multi-functional use. Directives resulting from the joint meeting shall be incorporated into the Comprehensive Plan, Land Development Regulations, and other appropriate mechanisms as deemed necessary.

C. ELEMENT ASSESSMENT

Overall, the Element's goals, objectives, and policies are being achieved. The following successes have been achieved through implementation of the objectives and policies of the Intergovernmental Coordination Element:

Goal 1: The City continues to exchange planning information with adjacent local governments, and regional and state agencies. Policy coordination is mainly coordinated through formal organizations, such as the West Florida Regional Planning Council (WFRPC). The City continues to exchange capital improvement project information with affected governments, especially those to which they provide public facility systems, such as Santa Rosa County. The City of Milton is currently in the process of establishing two new Community Redevelopment Areas (CRA's) through coordination and cooperation with Santa Rosa County. Please see Appendix B for an illustration of the proposed CRA.

The City continues to maintain and increase the discussion and resolution of multijurisdictional issues by participating in intergovernmental planning agencies. Comprehensive Plan coordination continues to be ensured through the collaborative efforts of the municipalities, Santa Rosa County, the Santa Rosa County School Board and other state and regulatory agencies.

The City continues to participate in the West Florida Regional Planning Council (WFRPC) to resolve conflicts with other local governments.

The City is continuing programs to address specific planning issues. New programs are developed for specific issues if ones do not exist. The City has been successful with this approach including implementing a proportionate fair share program for public facilities, abiding by annexation agreements, and actively keeping the public involved and up to date on planning issues with the Santa Rosa Press Gazette. In addition, the City coordinates with the NWFWMD in regards to surface waters.

GOAL 2: The City continues to coordinate level of service responsibilities for transportation facilities and maintain an area-wide Concurrency Management System for State and County roads with outside entities through the Florida-Alabama TPO. The City is coordinating with the Florida-Alabama TPO on several transportation improvement projects through the Transportation Improvement Program.

Pursuant to Section 163.31777, Florida Statutes, in June 2009 the City adopted an Interlocal Agreement with the Santa Rosa County School District and a Public School Facilities Element within the Comprehensive Plan for the purposes of public school concurrency. The City has maintained a working relationship with the Santa Rosa County School Board on public school sightings and information needs.

D. ELEMENT ASSESSMENT RELATED TO MAJOR ISSUES

An assessment of the Intergovernmental Coordination Element's objectives has been completed to identify how their achievement relates to the major issues identified by the City.

1. *Dominant Land Use Pattern. (Major Issue #1)*

The Intergovernmental Coordination Element may not directly impact the land use strategy for the City's remaining vacant land. The Intergovernmental Coordination Element's goals, objectives, and policies relate to establishing and maintaining effective coordination relationships and mechanisms. Therefore, any land use strategies that include vacant land using shared public facilities, natural features, or resources should be coordinated with those adjacent local governments which will be impacted.

2. *Neighborhood Preservation and Redevelopment of Older Areas. (Major Issue #2)*

The Intergovernmental Coordination Element may indirectly impact how older areas of the City are maintained and/or redeveloped. The WFRPC has established "smart growth" initiatives that cover a range of topics from redevelopment tools to directing development to appropriate locations. Through coordination, the City can utilize the input from the WFRPC to develop strategies for this issue.

3. *Housing Needs. (Major Issue # 3)*

The Intergovernmental Coordination Element is not directly related to this major issue but it is recommended that the City look for Federal, State and County programs and opportunities to participate in. The Intergovernmental Coordination Element would have to accommodate for these new coordination mechanisms.

4. *Balancing Development Environmental Resource Protection. (Major Issue # 4)*

The Intergovernmental Coordination Element may directly impact the ability of the City to balance development, environmental resources and habitat protection. The implementation, creation, and maintenance of interlocal agreements with county government, regional and state agencies can directly impact new development, environmental resources and habitat protection.

Coordinating mechanisms with the NWFWMD, Santa Rosa County, and the FDOT can have a positive effect on the development within the City. The Santa Rosa County EAR recommends that the County and City should enter into interlocal agreements that detail a joint vision for the unincorporated areas surrounding the City.

5. *Recreation Facilities Mix. (Major Issue #5)*

This major issue is directly related to the Intergovernmental Coordination Element, as the on-going coordination between the Santa Rosa County School District and the City of Milton was formalized with the adoption of an Interlocal Agreement between the City and School District in June 2009 and a Public School Facilities Element adopted by the City in June 2009 for public school concurrency. This agreement stipulates that the County, City and School Board will work together to promote and support the design and development of the community through the joint development of property, for parks, recreation and other compatible uses, on or adjacent to school sites. The joint development of public school facilities and their accompanying recreational facilities shall be coordinated with the City in which the School will be sited. These facilities will be available for use by the general public during non-school hours and will provide increased recreational opportunities for City residents. These facilities should be taken into account when determining the recreation and open space need of current and future City residents.

6. *Traffic Congestion and Multi-Modal Transportation. (Major Issue #6)*

The Intergovernmental Coordination Element may indirectly impact this major issue. Depending on the roadway classification (State, County, or Local) certain agencies, such as the FDOT or the Florida-Alabama TPO, may have jurisdictional authority over decision making.

7. *Disaster Planning, Mitigation, and Recovery. (Major Issue #7)*

The overall achievement of the Intergovernmental Coordination Element will affect the City's ability to coordinate disaster plans and mitigation measures. Interlocal agreements between the City and adjacent local governments, including regional and state agencies, will affect the type and implementation of evacuation plans. In addition, the City will need to coordinate with Santa Rosa County during the preparation of their PDRP.

E. ELEMENT ASSESSMENT RELATED TO REQUIRED SPECIAL TOPICS

1. *Public School Coordination*

The public school coordination specifically impacts the Intergovernmental Coordination Element. The Interlocal agreement for Public Schools Facility Planning and School Concurrency addresses issues between the City, Santa Rosa County, and affected local governments.

2. *Water Supply Planning*

The City has transmitted the necessary water supply-related amendments to the Department of Community Affairs, which had no objections. The amendments were adopted in June 2009.

3. *Recommendations*

Overall, the City is achieving the Goal, Objectives, and Policies within the Intergovernmental Coordination Element. The City should continue to be actively involved in the growth and development within the County as this may have direct impact on the City and its residents in regards to public facilities and LOS standards.

CHAPTER 11: PUBLIC SCHOOL FACILITIES ELEMENT

A. GOALS, OBJECTIVES, AND POLICIES

GOAL 1: THE CITY OF MILTON SHALL COORDINATE AND MAINTAIN A HIGH QUALITY EDUCATION SYSTEM.

OBJECTIVE 1.1: THE CITY OF MILTON SHALL COLLABORATE AND COORDINATE WITH THE SANTA ROSA COUNTY SCHOOL BOARD TO ENSURE THE AVAILABILITY OF HIGH QUALITY PUBLIC SCHOOL FACILITIES WHICH MEET THE NEEDS OF THE CITY OF MILTON'S EXISTING AND FUTURE POPULATION.

POLICY 1.1.1: The City of Milton shall manage the timing of new development to coordinate with adequate school capacity. Where capacity will not be available to serve students from the proposed development and the provisions outlined in Policy 1.9.1(6) of this Element are not met. The City will use the lack of school capacity as a basis for denial of petitions for final subdivisions or site plans for residential development.

POLICY 1.1.2: In cooperation with the School Board and Santa Rosa County, the City will implement the Interlocal Agreement for Public School Facility Planning for the City of Milton, Florida, as required by Section 1013.33, Florida Statutes. The interlocal agreement includes procedures for:

1) Joint meetings;
2) Student enrollment and population projections;
3) Coordinating and sharing of information;
4) School site analysis;
5) Supporting infrastructure;
6) Comprehensive plan amendments, re-zonings, and development approvals;
7) Education Plant Survey and Five-Year District Facilities Work Program;
8) Co-location and shared use;
9) Implementation of school concurrency, including levels of service standards, concurrency service areas, and proportionate-share mitigation;
10) Oversight process and resolution of disputes.

OBJECTIVE 1.2: COORDINATION AND CONSISTENCY – THE CITY OF MILTON WILL COORDINATE EXISTING AND PLANNED PUBLIC SCHOOL FACILITIES WITH THE PLANS FOR SUPPORTING INFRASTRUCTURE.

POLICY 1.2.1: The City shall include a representative of the school district, appointed by the School Board, as a nonvoting member of the local planning agency, as required by Section 163.3174, Florida Statutes.

POLICY 1.2.2: By February 1st of each year, Santa Rosa County and the City of Milton will provide the School Board with a report on growth and development trends within their jurisdiction. This report will include information such as:

(a) Future land use map amendments and re-zonings which increase residential densities;
(b) Residential building permits issued during the preceding year and their location; and
(c) Development orders containing a requirement for the provision of a school site as a condition of approval.

POLICY 1.2.3: On an annual basis, by August 31st, the City shall ask the School Board to provide information from their five-year District Educational Facilities Work Plan to determine the need for additional school facilities. The School Board shall provide to the City, by October 1st of each year, a general education facilities report. The educational facilities report shall contain information detailing existing facilities and their locations and projected needs. The report shall also contain the School Board's 5-Year Facilities Work Program.

POLICY 1.2.4: The City shall coordinate with the School Board and other units of government regarding an annual review of school enrollment projections, and procedures for annual update and review of school board and local government plans, including the review of this element.

OBJECTIVE 1.3: ENHANCE COMMUNITY DESIGN – ENHANCE COMMUNITY/NEIGHBORHOOD DESIGN THROUGH EFFECTIVE SCHOOL FACILITY DESIGN AND SITING STANDARDS. ENCOURAGE THE SITING OF SCHOOL FACILITIES SO THEY SERVE AS COMMUNITY FOCAL POINTS AND COORDINATE THE LOCATION OF PUBLIC SCHOOLS WITH THE FUTURE LAND USE MAP. CONSISTENT WITH THE CITY'S FUTURE LAND USE ELEMENT AND LOCAL COMPREHENSIVE PLAN, FUTURE SCHOOLS WILL BE SITED AS CLOSELY TO URBAN RESIDENTIAL AREAS AS PRACTICAL, PREFERABLY WITHIN WALKING AND/OR BICYCLE DISTANCE OF THE PRIMARY RESIDENTIAL AREAS TO BE SERVED.

POLICY 1.3.1: To ensure compatibility between public school facilities and surrounding land uses, the School Board shall provide notice to the City prior to acquiring or leasing property in its jurisdiction that may be used for a new public education facility. The City shall in turn advise the School Board of the site's consistency or inconsistency with the land use categories and policies of the local government's comprehensive plan.

POLICY 1.3.2: The City will continue to coordinate with the School Board to assure that proposed public school facility sites are consistent with the land use categories and policies of the City's Comprehensive Plan, pursuant to the Interlocal Agreement for Public School Facility Planning.

POLICY 1.3.3: Consistent with the City's Future Land Use Element, Public schools shall be an allowable use in the following Future Land Use Map categories: Public/Education, Commercial, Rural-Urban, and Multiple Family Residential. The Land Development Code may include siting standards for schools, consistent with the local government comprehensive plan.

POLICY 1.3.5: The policy of the City is to reduce hazardous walking conditions consistent with Florida's Safe Ways to School Program. The City, in coordination with the School Board, shall implement the following strategies:

1) New developments adjacent to school properties shall be required to provide a right-of-way and a direct access path for pedestrian travel to existing and planned school sites, and shall connect to the neighborhood's existing pedestrian network, if any;
2) For new development and redevelopment within 2 miles of an existing or planned school, the City shall promote sidewalks (complete, unobstructed, and continuous with a minimum width of 5 feet) along the corridor that directly serves the school, or qualifies as an acceptably designed walk or bicycle route to the school.
3) In order to ensure continuous pedestrian access to public schools, priority will be given to cases of hazardous walking conditions pursuant to Section 1006.23, Florida Statutes, and specific provisions for constructing such facilities will be included in the City's schedule of capital improvements adopted each fiscal year; and
4) Evaluate school zones to consider a safe crossing of children along major roadways, including prioritized areas for sidewalk improvements including: schools with a high number of pedestrian and bicycle injuries or fatalities, schools requiring courtesy busing for hazardous walking conditions, schools with significant walking populations, but poor pedestrian and bicycle access, and needed safety improvements.

OBJECTIVE 1.4: COLLOCATION OF PUBLIC FACILITIES – COORDINATE THE LOCATION OF PUBLIC SCHOOLS RELATIVE TO THE LOCATION OF OTHER PUBLIC FACILITIES SUCH AS PARKS, LIBRARIES AND THE COMMUNITY CENTER TO THE MAXIMUM EXTENT POSSIBLE.

POLICY 1.4.1: Consistent with policy, the City's Future Land Use Element will "encourage the location of parks, recreation and community facilities in new and existing subdivision and redevelopment areas in conjunction with school sites."

OBJECTIVE 1.5: SUSTAINABLE DESIGN – ENCOURAGE SUSTAINABLE DESIGN AND DEVELOPMENT FOR EDUCATIONAL FACILITIES.

POLICY 1.5.1: Coordinate with the School Board to continue to permit the shared-use and co-location of school sites and City facilities with similar facility needs, according to the Interlocal Agreement for Public School Facility Planning for the City of Milton, Florida, as it may be amended. Participate in the coordination of the location, phasing, and design of future school sites to enhance the potential of schools as recreation areas.

POLICY 1.5.2: Encourage the School Board to use sustainable design and Policy performance standards, such as using energy efficient and recycled materials, to reduce lifetime costs.

POLICY 1.5.3: The City will continue to coordinate efforts to build new school facilities, and facility rehabilitation and expansions, designed to serve as and provide emergency shelters as required by Section 163.3177, Florida Statutes. The City will continue to fulfill the requirements

of Section 1013.372, Florida Statutes, as appropriate new educational facilities will serve as public shelters for emergency management purposes, and shall coordinate with the School Board regarding emergency preparedness issues and plans.

OBJECTIVE 1.6: DEFICIENCIES AND NEW FACILITIES – THE CITY WILL COOPERATE WITH THE SCHOOL DISTRICT TO ENSURE EXISTING DEFICIENCIES AND FUTURE NEEDS ARE ADDRESSED CONSISTENT WITH THE ADOPTED LEVEL OF SERVICE STANDARDS FOR PUBLIC SCHOOLS.

POLICY 1.6.1: The City, in coordination with the School Board and will address existing deficiencies and future capacity needs by the:

1) Implementation of a financially feasible 5-year schedule of capital improvements to ensure level of service standards are achieved and maintained.
2) Identification of adequate sites for funded and planned schools; and
3) Establishment of an impact fee ordinance to order to generate additional revenue to help fund school improvements if requested by the School Board and consented to by Council.

OBJECTIVE 1.7: PROJECT SCHEDULING – PROJECTS NECESSARY TO ADDRESS EXISTING DEFICIENCIES AND TO MEET FUTURE NEEDS BASED UPON THE ADOPTED LEVELS OF SERVICE WILL BE INCLUDED IN THE SCHOOL BOARD'S FINANCIALLY FEASIBLE 5-YEAR DISTRICT FACILITIES WORK PROGRAM.

POLICY 1.7.1: The District Facilities Work Program shall be coordinated with the District Educational Facilities Work Plan, the plans of other local governments, and the concurrency service area map.

POLICY 1.7.2: The 5-Year District Facilities Work Program shall be updated annually to add a new "fifth year" and will include school capacity sufficient to meet anticipated student demand as projected by the City, based on the level of service standards set forth in Policy 1.9.1 of this element. By August 31st of each year, the School Board shall submit to the City the District Educational Facilities Work Plan for review prior to adoption by the School Board. After review and consideration, the School Board will adopt a financially feasible Work Program by October 1st of each year. The School Board shall provide the final adopted plan to the City within 15 days after the adoption.

POLICY 1.7.3: The City will update its Capital Improvements schedule on an annual basis by December 1st, to incorporate the upcoming five years of the School Board's District Facilities Work Program. The City of Milton and the Santa Rosa County School Board will coordinate during updates or amendments to the City's Comprehensive Plan and updates or amendments for long-range plans for School Board facilities.

OBJECTIVE 1.8: SCHOOL CAPACITY – IT IS THE OBJECTIVE OF THE CITY TO COORDINATE PETITIONS FOR FUTURE LAND USE AMENDMENTS, REZONING, AND APPROVAL OF SUBDIVISION AND SITE PLANS FOR RESIDENTIAL DEVELOPMENT WITH ADEQUATE SCHOOL CAPACITY. THIS GOAL WILL BE ACCOMPLISHED RECOGNIZING THE SCHOOL BOARD'S STATUTORY AND CONSTITUTIONAL RESPONSIBILITY TO PROVIDE A UNIFORM SYSTEM OF FREE AND ADEQUATE PUBLIC SCHOOLS, AND THE CITY'S RESPONSIBILITY FOR GROWTH MANAGEMENT, INCLUDING THE AUTHORITY TO APPROVE OR DENY PETITIONS FOR COMPREHENSIVE PLAN AMENDMENTS., RE-ZONINGS OR FINAL SUBDIVISION AND SITE PLANS THAT GENERATE STUDENTS AND IMPACT THE SANTA ROSA COUNTY SCHOOL SYSTEM.

POLICY 1.8.1: The City shall coordinate anticipated student growth based on future land use map projections of housing units with the School Board's long range facilities needs over the 5-year, 10-year, and 20-year periods.

POLICY 1.8.2: All school-related amendments of the Comprehensive Plan shall be provided to the School Board at least 45 days prior to transmittal. The School Board may provide comments to the City either in writing at least fifteen (15) days prior to the public meeting or by attending and providing comments at the appropriate Planning Board meeting. The City shall take into consideration the School Board comments and findings on the availability of adequate school capacity when considering the decision to approve comprehensive plan amendments and other land use decisions as provided for in Section 163.3177(6) (a), Florida Statutes.

POLICY 1.8.3: The City shall give priority consideration to petitions for land uses, zoning and final subdivision and site plans for residential development in areas with adequate school capacity or where school sites, adequate to serve potential growth, have been donated to or set aside as reflected in a written agreement approved by the Santa Rosa County School Board.

POLICY 1.8.4: Where capacity will not be available to serve students from the proposed development, the City will coordinate with the School Board to ensure adequate capacity is planned and funded. Where feasible, in conjunction with the plan amendment early dedications of school sites shall be encouraged. To ensure adequate capacity is planned and funded, the School Board's long-range facilities plans over the 5-year, 10-year, and 20-year periods shall be amended to reflect the needs created by the land use plan amendment.

POLICY 1.8.5: In reviewing petitions for future land use amendments, re-zonings, or subdivision and site plans for residential development, which may affect student enrollment or school facilities, the City will consider:

1) The compatibility of land uses adjacent to existing schools and reserved school sites;
2) The co-location of parks, recreation and community facilities with school sites.
3) The linkage of schools, parks, libraries and other public facilities with bikeways, trails, and sidewalks;
4) Ensuring the development of traffic circulation plans to serve schools and the surrounding neighborhood and to include interconnectivity of neighborhoods when feasible;
5) Providing off-site signalization, signage, access improvements and sidewalks to serve all schools;

6) School Board staff comments and findings of available school capacity for comprehensive plan amendments and other land-use decisions; and
7) Available school capacity or planned improvements to increase school capacity.

OBJECTIVE 1.9: IMPLEMENT SCHOOL CONCURRENCY – MANAGE THE TIMING OF RESIDENTIAL SUBDIVISION APPROVALS, SITE PLANS OR THEIR FUNCTIONAL EQUIVALENT TO ENSURE ADEQUATE SCHOOL CAPACITY IS AVAILABLE CONSISTENT WITH ADOPTED LEVEL OF SERVICE STANDARDS FOR PUBLIC SCHOOL CONCURRENCY AND MAINTAINED BY THE END OF THE 5-YEAR PLANNING PERIOD.

POLICY 1.9.1: Consistent with the Interlocal Agreement, the City and School Board agree to follow standards for school concurrency in Santa Rosa County:

1) Level of Service Standards: Consistent with the Interlocal Agreement, the uniform, district-wide level of service standards are initially set as follows:

TYPE OF SCHOOL	LEVEL OF SERVICE STANDARDS
Elementary	105% of permanent FISH capacity
Middle	105% of permanent FISH capacity
Combined Jr./Sr. High	90% of permanent FISH capacity
High	105% of permanent FISH capacity

Florida Inventory of School Houses (FISH)

Potential amendments to the level of service standards shall be considered at least annually at the staff working group meeting to take place no later than April 15th of each year. If an amendment is proposed by the School Board, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the comprehensive plans. The amended level of service standard shall not be effective until all plan amendments are effective and the amended Interlocal Agreement is fully executed. No level of service standard shall be amended without showing that the amended level of service standard is financially feasible, supported by adequate data and analysis, and can be achieved and maintained within the period covered by the first 5 years of the Capital Facilities Plan. Level of service standards shall be achieved and maintained by the end of the 5-year planning period of capital improvements consistent with statutory and rule requirements.

2) Concurrency Service Areas: The concurrency service areas shall be shown in Map 7 of the Interlocal Agreement. Potential amendments to the concurrency service areas shall be considered annually at the staff working group meeting to take place each year no later than April 15th. If an amendment is proposed by the School Board, it shall be accomplished by the execution of an amendment to the Interlocal Agreement by all parties and the adoption of amendments to the comprehensive plan. The amended concurrency service area shall not be effective until all plan amendments and the amended Interlocal Agreement are fully executed. No concurrency service area shall be amended without showing that the amended concurrency service area boundaries are financially feasible.

3) Maximizing Concurrency Service Areas: Concurrency service areas shall maximize capacity utilization, taking into account transportation costs, limiting maximum student travel times, achieving social-economic, racial and cultural diversity objectives, and other relevant factors as determined by the School Board's policy on maximization of capacity. Other considerations for amending concurrency service area may include safe access (including factors such as the presence of sidewalks, bicycle paths, turn lanes and signalization, and general walk ability), diversity and geographic or man-made constraints to travel. The types of adjustments to school operations that will be considered in the City shall be determined by the School Board's policies on maximization of capacity.

4) Student Generation Rates: Consistent with the Interlocal Agreement, the School Board staff, working with the City and County staffs, will develop and apply student generation multipliers for residential units by type and projected price for schools of each type, considering past trends in student enrollment. The student generation rates shall be determined by the School Board in accordance with professionally accepted methodologies, shall be updated as necessary and shall be adopted into the City's comprehensive plan.

5) School Capacity and Enrollment: The Department of Education permanent Florida Inventory of School Houses (FISH) capacity is adopted as the uniform methodology to determine the capacity of each school. Re-locatable units are not considered permanent capacity. School enrollment shall be based on the annual enrollment of each school based on actual counts reported to the Department of Education in October of each year.

6) Concurrency Availability Standard: The City shall amend the concurrency management systems in its land development regulations to require that all new residential units be reviewed for school concurrency at the time of subdivision or site plan approval. The City shall not deny a subdivision or site plan for residential development due to a failure to achieve and maintain the adopted level of service for public school capacity where:

   a) Adequate school facilities will be in place or under actual construction within three years after the issuance of the final subdivision or site plan; or,
   b) Adequate school facilities are available in an adjacent concurrency service area and the impacts of development can be shifted to that area.

c) The developer executes a legally binding commitment to provide mitigation proportionate to the demand for public school facilities to be created by the actual development of the property subject to the final subdivision or site plan (or functional equivalent) as provided in the Interlocal Agreement.

In evaluating a subdivision plat or site plan for concurrency, any relevant programmed improvements in the current year and years 2 or 3 of the 5-year schedule of improvements shall be considered available capacity for the project and factored into the level of service analysis. Any relevant programmed improvements in years 4 or 5 of the 5-year schedule of improvements shall not be considered available capacity for the project unless funding for the improvement is assured through School Board funding to accelerate the project, through proportionate share mitigation, or some other means of assuring adequate capacity will be available within 3 years. Re-locatable classrooms may provide temporary capacity while funded schools or school expansions are being constructed.

7) Subdivision and Site Plan: In the event that the School Board comments that there is insufficient capacity in the affected concurrency service area to address the impacts of a proposed development, the following shall apply. Either (i) the site plan or final subdivision must provide capacity enhancement sufficient to meet its impacts through proportionate share mitigation; or (ii) the site plan or final subdivision must be delayed to a date when capacity enhancement and level of service can be assured. The amount of mitigation required shall be determined by the Department of Education's most current cost per student station applicable to Santa Rosa County.

POLICY 1.9.2: Options for providing proportionate share mitigation for any approval of additional residential dwelling units that triggers a failure of level of service for public school capacity shall include the following:

1) Contribution of, or payment for, acquisition of new or expanded school sites; or
2) Construction or expansion of permanent school facilities; within the same concurrency service area or an adjacent concurrency service area; and,
3) Educational Facility Benefit Districts.

Mitigation shall be directed to projects on the School Board's Five-Year Capital Facilities Plan that the School Board agrees will satisfy the demand created by that development approval, and shall be assured by a legally binding development agreement between the School Board, the City, and the applicant executed prior to the issuance of the final subdivision, site plan or functional equivalent. If the school agrees to the mitigation, the school board must commit in the agreement to placing the improvement required for mitigation on its Five-Year Capital Facilities Plan. This development agreement shall include the landowner's commitment to continuing renewal of the development agreement upon its expiration.

OBJECTIVE 1.10: MONITORING AND EVALUATION – THE CITY SHALL STRIVE TO CONTINUALLY MONITOR AND EVALUATE THE PUBLIC SCHOOLS FACILITIES ELEMENT IN ORDER TO ASSURE THE BEST PRACTICES OF THE JOINT PLANNING PROCESSES AND PROCEDURES FOR COORDINATION OF PLANNING AND DECISION-MAKING.

POLICY 1.10.1: Proportionate share mitigation will be calculated by multiplying the number of additional student stations projected to be generated by the proposed development by the average cost per student station.

POLICY 1.10.2: The City of Milton and the Santa Rosa County School Board will coordinate during updates or amendments to the City's Comprehensive Plan, and updates or amendments for long-range plans for School Board Facilities.

CHAPTER 12: CONSISTENCY OF THE LOCAL COMPREHENSIVE PLAN WITH THE STATE COMPREHENSIVE PLAN FOR THE CITY OF MILTON

A. CHANGES IN STATE AND REGIONAL PLANNING POLICY

163.3191(2)(f) Relevant changes to the state comprehensive plan, the requirements of this part, the minimum criteria contained in chapter 9J-5, Florida Administrative Code, and the appropriate strategic regional policy plan since the adoption of the original plan or the most recent evaluation and appraisal review update amendments

To facilitate this assessment, the Department of Community Affairs has developed a table for both Chapter 163 and Rule 9J-5 for inclusion in local government EARs. These tables provide a format by which the changes to the State's growth management regulations and a local government's responses can be quickly assessed. The 2007 EAR included changes that had been made to Chapter 163, F.S. and Rule 9J-5, F.A.C. through December 2005. Table 2-1 of the 2010 EAR addressed changes made between January 1, 2006 and January 1, 2009. The 2002 EAR assessed the 1990 Milton Comprehensive Plan and noted its compliance with the West Florida Regional Planning Council SRPP, which was adopted in 1997. The SRPP has not been updated since that time.

Table 10:
Growth Management Changes, Chapter 163, Florida Statutes

	Changes to Chapter 163, F.S. 2006-2008	Chapter 163, F.S. Citation	N/A	Addressed (where/how)	Amendment Needed by Element
154	Establishes plan amendment procedures for agricultural enclaves as defined in s.163.3164(33) F.S., and Ch.2006-255, LOF.	163.3162(5)	X		
155	Defines agricultural enclave. Ch.2006-255, LOF.	163.3164(33)	X		
156	Adds new paragraph encouraging local governments with a coastal management element to adopt recreational surface water use policies; such adoption amendment is exempt from the twice per year limitation on the frequency of plan amendment adoptions. Ch. 2006-220, LOF.	163.3177(6)(g)2.	X		
157	Allows the effect of a proposed receiving area to be considered when projecting the 25-year or greater population with a rural land stewardship area. Ch. 2006-220, LOF.	163.3177(11)(d)6.	X		

158	Recognizes “extremely-low-income persons” as another income group whose housing needs might be addressed by accessory dwelling units and defines such persons consistent with s.420.0004(8), F.S. Ch. 2006-69, LOF.	163.3177(1), (2), and (4)		Not addressed	May address in Housing Element
159	Assigns to the Division of Emergency Management the responsibility of ensuring the preparation of updated regional hurricane evacuation plans. Ch. 2006-68, LOF.	163.3178(2)(d)	X		
160	Changes definition of the Coastal High Hazard Area (CHHA) to be the area below the elevation of the category 1 storm surge line as established by the SLOSH model. Ch. 2006-68, LOF.	163.3178(2)(h)		Definition needs to be updated	Coastal Element
161		163.3178(9)(a)		Not addressed	May address in Coastal Element

	Adds a new section allowing a local government to comply with the requirement that is comprehensive plan direct population concentrations away from the CHHA and maintains or reduces hurricane evacuation times by maintaining an adopted LOS Standard for out-of-county hurricane evacuation for a category 5 storm, by maintaining a 12-hour hurricane evacuation time or by providing mitigation that satisfies these two requirements. Ch. 2006-68, LOF.				
162	Adds a new section establishing a level of service for out-of-county hurricane evacuation of no greater than 16 hours for a category 5 storm for any local government that wishes to follow the process in s.163.3178(9)(a) but has not established such a level of service by July 1, 2008. Ch. 2006-68, LOF.	163.3178(9)(b)	X		May address in Coastal Element
163	Requires local governments to amend their Future Land Use Map and coastal management element to include the new definition of the CHHA, and to depict the CHHA on the FLUM by July 1, 2008. Ch.2006-68, LOF.	163.3178(2)(c)	X		
164		163.3180(2)(a)		Not addressed - optional	None

	Allows the sanitary sewer concurrency requirement to be met by onsite sewage treatment and disposal systems approved by the Department of Health. Ch. 2006-252, LOF.				
165	Changes s.380.065(3)(i) to s. 380.0651 (3)(h) as the citation for the standards a multiuse DRI must meet or exceed. Ch. 2006-220, LOF.	163.3180(12)(a)	X		
166	Deletes use of extended use agreement as part of the definition of small scale amendment. Ch. 2006-69, LOF.	163.3187(1)(c)1.f.	X		
167	Creates a new section related to electric distribution	163.3208		Not Addressed	Future Land Use

	substations; establishes criteria addressing land use compatibility of substations; requires local governments to permit substations in all FLUM categories (except preservation, conservation or historic preservation); establishes compatibility standards to be used if a local government has not established such standards; establishes procedures for the review of applications for the location of a new substation; allows local governments to enact reasonable setback and landscape buffer standards for substations. Ch. 2006-268, LOF.				
168	Creates a new section preventing a local government form requiring a permit or other approval for vegetation maintenance and tree pruning or trimming within an established electric transmission and distribution line right-of-way. Ch. 2006-268, LOF.	163.3209	X	Procedural	None
169	Community Workforce Housing Innovation Pilot Program; created by Ch. 2006-69, LOF, section 27. Establishes a special, expedited adoption process for any plan amendment that implements a pilot program project.			Not yet utilized by the City - optional	
170				Not yet utilized by the City - optional	May be addressed in Housing Element

	Affordable housing land donation density incentive bonus; created by Ch. 2006-69, LOF, section 28. Allows a density bonus for land donated to a local government to provide affordable housing; requires adoption of a plan amendment for any such land; such amendment may be adopted as a small-scale amendment; such amendment is exempt from the twice per year limitation on the frequency of plan amendment adoptions.				
171	(26) Expands the definition of “urban redevelopment” to include a community redevelopment area. Ch. 2007-204, LOF.	163.3164	X	Procedural	None
	(32) Revises the definition of “financial feasibility” by clarifying that the plan is financially feasible for transportation and schools if level of service standards are achieved and maintained by the end of the planning period even if in a particular year such standards are not achieved. In addition, the provision that level of service standards need not be maintained if the proportionate fair share process in s.163.3180(12) and (16), F.S. is used was deleted. Ch. 2007-204, LOF.	163.3164		Not addressed	CIE

172	(2) Clarifies that financial feasibility is determined using a five-year period (except in the case of long-term transportation of school concurrency management, in which case a 10 or 15-year period applies). Ch. 2007-204, LOF.	163.3177		Not addressed	CIE
	(3)(a)6. Revises the citation to the TPO's TIP and long-range transportation plan. Ch. 2007-196, LOF.	163.3177	X		
	(3)(b)1. Requires an annual update to the Five-Year Schedule of Capital Improvements to be submitted by December 1, 2008, and yearly thereafter. If this date is missed, no amendments are allowed until the update is adopted. Ch. 2007-204, LOF.	163,3177		Not addressed	CIE
	(3)© Deletes the requirement that the Department must notify the Administration Commission if an annual update to the capital improvements element is found not in compliance (retained is the requirement that notification must take place if the annual update is not adopted). Ch. 2007-204, LOF.	163.3177		Procedural	None

	(3)(e) Provides that a comprehensive plan as revised by an amendment to the future land use map is financially feasible if it is supported by (1) a condition in a development order for a development of regional impact or binding agreement that addresses proportionate share mitigation consistent with s.163.3180(12), F.S., or (2) a binding agreement addressing proportionate fair-share mitigation consistent with s.163.3180(16)(f), F.S., and the property is located in an urban infill, urban redevelopment downtown revitalization, urban infill and redevelopment or urban service area. Ch. 2007-204, LOF.	163.3177		Specific to FLUM amendments.	Will add a policy to the CIE listing these requirements.
	(6)(f)1.d. Revises the housing element requirements to ensure adequate sites for affordable workforce housing within certain counties. Ch.2007-198, LOF. (6)h. and i. Requires certain counties to adopt a plan for ensuring affordable workforce housing by July 1, 2008, and provides a penalty if this date is missed. Ch. 2007-198, LOF.	163.3177	X	Not addressed	Housing Element

173	(4)(b) Expands transportation concurrency exceptions to include airport facilities. Ch. 2007-204, LOF. (5)(b)5 Adds specifically designated urban service areas to the list of transportation concurrency exception areas. Ch. 2007-204, LOF. (5)(f) Requires consultation with the state land planning agency regarding mitigation of impacts on Strategic Intermodal System facilities prior to establishing a concurrency exception area. Ch. 2007-204, LOF. (12) and (12)(a) Delete the requirement that the comprehensive plan must authorize a development of regional impact to satisfy concurrency under certain conditions. Also, deletes the requirement that the development of regional impact must include a residential component to satisfy concurrency under the conditions listed. Ch. 2007-204, LOF.	163.3180		The City has been designated a DULA and thus is a TCEA	New objective and policies need to be added to Transportation Element
	(12)(d) Clarifies that any proportionate-share mitigation by development of regional impact, Florida Quality Development and specific area plan implementing an optional sector plan is not responsible for reducing or eliminating backlogs. Ch. 2007-204, LOF.				

	(13)(e)4. A development precluded from commencing because of school concurrency may nevertheless commence if certain conditions are met. Ch. 2007-204, LOF.	163.3180		Not addressed	PSFE
	(16)(c) and (f) Allow proportionate fair-share mitigation to be directed to one or more specific transportation improvement. Clarifies that such mitigation is not to be used to address backlogs. Ch. 2007-204, LOF.	163.3180		Because of the City's DULA classification and designation as a TCEA, mobility fees will be established	New objective and policies need to be added to Transportation Element
	(17) Allows an exemption from concurrency for certain workforce housing developed consistent with s.380.061(9) and s.380.0651(3). Ch. 2007-198, LOF.	163.3180		The City has not used this provision.	May be addressed in Housing Element
174	Allows a local government to establish a transportation concurrency backlog authority to address deficiencies where existing traffic volume exceeds the adopted level of service standard. Defines the powers of the authority to include tax increment financing and requires the preparation of transportation concurrency backlog plans. Ch. 2007-196, LOF and Ch. 2007-204, LOF.	163.3182 [New]	X	Town is a TCEA	None

175	Allows plan amendments that address certain housing requirements to be expedited under certain circumstances. Ch. 2007-198, LOF.	163.3184(19) [New]		Procedural	None
176	Exempts from the twice per year limitation on the frequency of adoption of plan amendments any amendment that is consistent with the local housing incentive strategy consistent with s.420.9076. Ch. 2007-198, LOF.	163.3187(1)(p) [New]		Procedural	None
177	Add an amendment to integrate a port master plan into the coastal management element as an exemption to the prohibition in ss.163.3191(10). Ch. 2007-196, LOF and Ch. 2007-204, LOF.	163.3191(14) [New]	X		
178	Extends the duration of a development agreement from 10 to 20 years. Ch. 2007-204, LOF.	163.3229		Procedural	None
179		163.32465 [New]	x		

	Establishes an alternative state review process pilot program in Jacksonville/Duval, Miami, Tampa, Hialeah, Pinellas and Broward to encourage urban infill and redevelopment. Ch. 2007-204, LOF.				
180	If a property owner contributes right-of-way and expands a state transportation facility, such contribution may be applied as a credit against any future transportation concurrency requirement. Ch. 2007-196, LOF.	339-282 [New]		Procedural	None
181	Establishes an expedited plan amendment adoption process for amendments that implement the Community Workforce Housing Innovation Pilot Program and exempts such amendments from the twice per year limitation on the frequency of adoption of plan amendments. Ch. 2007-198, LOF.	420-5095(9)		Procedural	None
182	The future land use plan must discourage urban sprawl. Ch. 2008-191, LOF.	163.3177(6)(a)		Minimally addressed in FLUE	FLUE
183		163.3177(6)(a)		Not Addressed	FLUE

	The future land use plan must be based upon energy-efficient land use patterns accounting for existing and future energy electric power generation and transmission systems. Ch. 2008-191, LOF.				
184	The future land use plan must be based upon greenhouse gas reduction strategies. Ch.2008-191, LOF.	163.3177(6)(a)		Not Addressed	FLUE
185	The traffic circulation element must include transportation strategies to address reduction in greenhouse gas emissions. Ch. 2008-191, LOF.	163.3177(6)(b)		Not Addressed	Transportation Element
186	The conservation element must include factors that affect energy conservation. Ch. 2008-191, LOF.	163.3177(6)(d)		Addressed in Conservation Element but need more	Conservation Element
187	The future land use map series must depict energy conservation. Ch. 2008-191, LOF.	163.3177(6)(d)		Not Addressed	FLUE, FLUM
188		163.3177(6)(f) 1.h. and i.		Not Addressed	Housing Element

	The housing element must include standards, plans and principles to be followed in energy efficiency in the design and construction of new housing and in the use of renewable energy resources. Ch. 2008-191, LOF.				
189	Local governments within an MPO area must revise their transportation element to include strategies to reduce greenhouse gas emissions. Ch. 2008-191, LOF.	163.3177(6)(j)		Minimally addressed in Transportation Element	Transportation Element
190	Various changes were made in the State Comprehensive Plan (Chapter 187, F.S.) that address low-carbon-emitting electric power plants. See Section 5 of Chapter 2008-227, LOF.	State Comprehensive Plan		Not Addressed	All elements will be updated to reflect changes made in the State Comprehensive Plan.

32006 [Ch. 2006-68, Ch. 2006-69, Ch. 2006-220, Ch. 2006-252, Ch. 2006-255, Ch.2006-268, Laws of Florida]

APPENDIX A: DEFINITIONS

163.3164, Florida Statutes and from Rule 9J-5.003, Florida Administrative Code and from the City of Milton Land Development Regulations:

Affordable Housing: Housing for which monthly rents or monthly mortgage payments, including taxes, insurance, and utilities, do not exceed 30 percent of that amount which represents the percentage of the median adjusted gross annual income for the households or persons indicated in Section 420.004, F.S. Affordable housing definitions that are prescribed by other affordable housing programs administered by either the United States Department of Housing and Urban Development or the State of Florida may be used by local governments if such programs are implemented by the local government to provide affordable housing.

Agricultural Uses: Activities within land areas which are predominantly used for the cultivation of crops and livestock including: cropland, pastureland, orchards, vineyards, nurseries, ornamental horticulture areas, groves, confined feeding operations, specialty farms, and silviculture areas.

Airport Clear Zone: A designated area of land which is subject to peak aircraft noise and on which there is the highest potential of danger from airport operations.

Airport Facility: Any area of land or water improved, maintained or operated by a governmental agency for the landing and takeoff of aircraft, or privately owned paved runways of 4,000 or more feet in length, and any appurtenant area which is used for airport buildings, or other airport facilities or rights-of-way.

Airport Obstruction: Any structure, object of natural growth, existing condition, or use of land which obstructs the airspace required for the flight of aircraft in landing or taking off at an airport or which otherwise increases the risk of danger to aircraft operations.

Amendment: Any action of a local government which has the effect of amending, adding to, deleting from or changing an adopted comprehensive plan element or map or map series, including an action affecting a prior plan or plan amendment adoption ordinance, but shall not mean a legislative act which only codifies local legislation or makes corrections, updates and modifications of the capital improvements element concerning costs, revenue sources, acceptance of facilities or facility construction dates consistent with the plan as provided in subsection 163.3177(3)(b), F.S., and corrections, updates or modifications of current costs in other elements, as provided in subsection 163.3187(2), F.S.

Area of Jurisdiction: The total area qualifying under the provisions of the Local Government Comprehensive Planning and Land Development Regulation Act, whether this be all of the lands lying within the limits of an incorporated municipality, lands in and adjacent to incorporated municipalities, all unincorporated lands within a county, or areas comprising combinations of the lands in incorporated municipalities and unincorporated areas of counties.

Areas Subject to Coastal Flooding: Areas delineated by the regional or local Hurricane Evacuation Plan as requiring evacuation.

Arterial Road: A roadway providing service which is relatively continuous and of relatively high traffic volume, long trip length, and high operating speed. In addition, every United States numbered highway is an arterial road.

Beach: The zone of unconsolidated material that extends landward from the mean low water line to the place where there is marked change in material or physiographic form, or to the line of permanent vegetation, usually the effective limit of the storm waves. "Beach" as used in the Coastal Management Element requirements is limited to oceanic and estuarine shorelines.

Bicycle and Pedestrian Ways: Any road, path or way which is open to bicycle travel and traffic afoot and from which motor vehicles are excluded.

Capital Budget: the portion of each local government's budget which reflects capital improvements scheduled for a fiscal year.

Capital Improvement: Physical assets constructed or purchased to provide, improve or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally nonrecurring and may require multi-year financing. For the purposes of Rule 9J-5, F.A.C., physical assets which have been identified as existing or projected needs in the individual comprehensive plan elements shall be considered capital improvements.

Central Business District: A compact urban core of a municipality or unincorporated urbanized area which serves as the primary center for economic activity in the jurisdiction.

Clustering: The grouping together of structures and infrastructure on a portion of a development site.

Coastal Area: The 35 coastal counties and all coastal municipalities within their boundaries designated by the state land planning agency. These local governments are listed in the document entitled Local Governments Required to Include Coastal Management Elements in Their Comprehensive Plans, dated July 1, 1986. The local governments listed in the document and any other communities that incorporate subsequent to July 1, 1986, and meet the criteria in Section 380.24, F.S., shall also be included in the coastal area.

Coastal Barriers: Barrier islands, spits, peninsulas, or similar landforms which front the Atlantic Ocean, Gulf of Mexico, or Straits of Florida and which separate estuaries or harbors from the open waters of the Atlantic Ocean, Gulf of Mexico or Straits of Florida.

Coastal High Hazard Areas (CHHA, also high-hazard coastal area): The evacuation zone for a Category 1 hurricane as established in the regional hurricane evacuation study applicable to the local government.

Coastal Planning Area: Area of the local government's choosing when preparing and implementing all requirements of the coastal management element (except those requirements relating to hurricane evacuation, hazard mitigation, water quality, water quantity, estuarine pollution, or estuarine environmental quality); however, this area must encompass all of the following where they occur within the local government's jurisdiction: water and submerged lands of oceanic water bodies or estuarine water bodies; shoreline adjacent to ocean waters or estuaries; coastal barriers; living marine resources; marine wetlands; water dependent facilities or water-related facilities on oceanic or estuarine waters; or public access facilities to the ocean beaches or estuarine shorelines; and all land adjacent to such occurrences where development activities would impact the integrity or quality of the above. When preparing and implementing the hurricane evacuation or hazard mitigation requirements of the coastal management element, the coastal planning area shall be those portions of the local government's jurisdiction which lie in the hurricane vulnerability zone. When preparing and implementing the requirements of the coastal management element concerning water quality, water quantity, estuarine pollution, or estuarine environmental quality, the coastal planning area shall be all occurrences within the local government's jurisdiction of oceanic waters or estuarine waters.

Coastal or Shore Protection Structures: shore-securing structures, such as seawalls, bulkheads, revetments, rubble mound structures, groins, breakwaters, and aggregates of materials other than natural beach sand used for beach or shore protection and other structures which are intended to prevent erosion or protect other structures from wave and hydrodynamic forces including beach and dune restoration.

Collector Road: A roadway providing service which is of relatively moderate traffic volume, moderate trip length, and moderate operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

Commercial Uses: Activities within land areas which are predominantly connected with the sale, rental and distribution of products, or performance of services.

Community Park: A park located near major roadways, and designed to serve the needs of more than one neighborhood.

Compatibility: A condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.

Composition: The makeup of various land uses by types, extent, intensity, density, or otherwise, which are included in a development or land use category.

Comprehensive Emergency Management Plan: the plans prepared by the county civil defense or county emergency management agency addressing weather related natural hazards and man-made disasters except nuclear power plant accidents and war. The plan covers hazard mitigation, emergency preparedness, emergency response, emergency recovery and in coastal counties, hurricane evacuation.

Comprehensive Plan: A document based upon relevant and appropriate data and analysis and permanent and seasonal population projections and estimates which provides the principles, guidelines, standards, and strategies for the orderly and balanced growth of all aspects of an area including but not limited to 5 and 10 year planning periods; it shall consist of all the various components and sub-components of the following: a capital improvements element, a future land use element, a transportation element, a general sanitary sewer, solid waste, drainage, potable water, and natural groundwater aquifer recharge element, a conservation element, a recreation and open space element, a housing element, and an intergovernmental coordination element at the very least.

Concurrency: That the necessary public facilities and services to maintain the adopted level of service standards are available when the impacts of development occur.

Concurrency Management System: The procedures and/or process that the local government will utilize to assure that development orders and permits are not issued unless the necessary facilities and services are available concurrent with the impacts of development.

Cone of Influence: An area around one or more major water wells the boundary of which is determined by the government agency having specific statutory authority to make such a determination based on groundwater travel or drawdown depth.

Conservation Use: Activities or conditions within land areas designated for the purpose of conserving or protecting natural resources or environmental quality, including areas designated for such purposes as flood control, protection of quality or quantity of groundwater or surface water, floodplain management, commercially or recreationally valuable fish and shellfish, or protection of vegetative communities or wildlife habitats.

Currently Available Revenue Sources: An existing source and amount of revenue presently available to the local government. It does not include a local government's present intent to increase the future level or amount of a revenue source which is contingent on ratification by public referendum.

Density: An objective measurement of the number of people or residential units allowed per unit of land, such as residents or employees per acre.

Developer: Any person, including a governmental agency, undertaking any development as defined in the Local Government Comprehensive Planning and Land Development Regulation Act.

Development or Development Activity: is defined to include any and all of the following:

a) Construction, cleaning filling, excavating, grading, paving, dredging, or other similar activities;
b) Building, installing, enlarging, replacing and/or substantially restoring a structure, impervious surface or water management system:
c) Long-term storage of material;
d) Any subdivision of land, including minor re-plats and minor subdivisions;
e) Erection of a permanent sign unless exempted by Article V, Section V-7, Sign Regulations the Land Development Regulations;
f) Alteration or renovation of a regulated historical structure for which authorization is required under the Land Development Regulations;
g) Changing the use of a site or structure so that the need for parking is increased or other site alteration is involved;
h) Construction, elimination or alteration of a driveway onto a public street.

Development Controls: Standards in the comprehensive plan which control the development or use of land and which are in addition to the densities, intensities, and uses assigned to land by the future conditions maps.

Development Order: Any order granting, denying, or granting with conditions an application for a development permit.

Development Permit: Includes any building permit, zoning permit, subdivision approval, rezoning, certification, special exception, variance, or any other official action of local government having the effect of permitting the development of land.

*Distribution: T*he spatial array of land uses throughout an area.

Downtown Revitalization: The physical and economic renewal of a central business district of a community as designated by local government, and includes both downtown development and redevelopment.

Drainage Basin or Stormwater Basin: the area defined by the topographic boundaries that contributes stormwater to a watershed, drainage system, estuarine waters, or ocean waters, including all areas artificially added to the basin.

Drainage Detention Structure: a structure that collects and temporarily stores stormwater for the purpose of treatment through physical, chemical, or biological processes with subsequent gradual release of the stormwater.

Drainage Facilities: a system of man-made structures designed to collect, convey hold, divert or discharge stormwater and includes stormwater sewers, canals, detention structures and retention structures.

Drainage Retention Structure: a structure designed to collect and prevent the release of a given volume of stormwater by complete on-site storage.

Dune: a mound or ridge of loose sediments, usually sand-sized sediments, lying landward of the beach and extending inland to the landward toe of the dune that intercepts the 100-year storm-surge.

Educational Uses: Activities and facilities of public or private primary or secondary schools, vocational and technical schools, and colleges and universities licensed by the Florida Department of Education, including the areas of buildings, campus open space, dormitories, recreational facilities or parking.

Environmentally Sensitive Lands: Areas of land or water which are determined necessary by the local government, based on locally determined criteria, to conserve or protect natural habitats and ecological systems. Nothing in this definition shall be construed to prohibit silviculture operations which employ the Florida Department of Agriculture and Consumer Affairs Best Management Practices as revised in 1993.

Estuary: A semi-enclosed, naturally existing coastal body of water in which saltwater is naturally diluted by fresh water and which has a connection with oceanic waters, including bays, embayment's, lagoons, sounds and tidal streams.

Evacuation Routes: Routes designed by the county civil defense authorities or regional evacuation plan, for the movement of persons to safety, in the event of a hurricane.

Evaluation and Appraisal Review: An instrument intended to evaluate and assess the effectiveness of a local government's comprehensive plan; it is to be adopted at least once every 7 years as part of the local governments ongoing and continuing planning processes

Existing Urban Service Area: Built-up areas where public facilities and services such as sewage treatment systems, roads, schools, and recreation areas are already in place.

Extent: The amount of development, including the area or size in acres.

Facility Availability: Whether or not a facility is available in a manner to satisfy the concurrency management system.

Financial feasibility means that sufficient revenues are currently available or will be available from committed funding sources for the first 3 years, or will be available from committed or planned funding sources for years 4 and 5, of a 5-year capital improvement schedule for financing capital improvements, such as ad valorem taxes, bonds, state and federal funds, tax revenues, impact fees, and developer contributions, which are adequate to fund the projected costs of the capital improvements identified in the comprehensive plan necessary to ensure that adopted level-of-service standards are achieved and maintained within the period covered by the 5-year schedule of capital improvements. A comprehensive plan shall be deemed financially feasible for transportation and school facilities throughout the planning period addressed by the capital improvements schedule if it can be demonstrated that the level-of-service standards will be achieved and maintained by the end of the planning period even if in a particular year such improvements are not concurrent as required by s.163.3180.

Floodplains: areas inundated during a 100-year flood event or identified by the National Flood Insurance Program as an A Zone or V Zone on Flood Insurance Rate Maps or Flood Hazard Boundary Maps.

Flood prone Areas: areas inundated during a 100-year flood event or areas identified by the National Flood Insurance Program as an A Zone on Flood Insurance Rate Maps or Flood Hazard Boundary Maps.

Foster Care Facility: A facility which houses foster residents and provides a family living environment for the residents, including such supervision and care as may be necessary to meet the physical, emotional and social needs of the residents and serving either children or adult foster residents.

Functional Relationship: A complementary and interactive relationship among land uses or development, including at a minimum a substantial and positive exchange of human interaction, goods, resources, institutions, services, jobs or workers between land uses or developments.

General Lanes: Intrastate roadway lanes not exclusively designated by the Florida Department of Transportation for long distance, high speed travel. In urbanized areas, general lanes include high occupancy vehicle lanes not physically separated from other travel lanes.

Goal: The long-term end toward which programs or activities are ultimately directed.

Governing Body: The board of county commissioners of a county, the commission or council of an incorporated municipality, or any other chief governing body of a unit of local government, however designated, or the combination of such bodies where joint utilization of the provisions of this act is accomplished as provided herein.

Governmental Agency:

a) The United States or any department, commission, agency, or other instrumentality thereof.

b) This state or any department, commission, agency, or other instrumentality thereof.

c) Any local government, as defined in this section, or any department, commission, agency, or other instrumentality thereof.

d) Any school board or other special district, authority, or governmental entity.

Group Home: A facility which provides a living environment for unrelated residents who operate as the functional equivalent of a family, including such supervision and care as may be necessary to meet the physical, emotional and social needs of the residents. Adult congregate living facilities comparable in size to group homes are included in this definition. It shall not include rooming or boarding homes, clubs, fraternities, sororities, monasteries or convents, hotels, residential treatment facilities, nursing homes, or emergency shelters.

Hazardous Waste: Solid waste, or a combination of solid wastes, which, because of its quantity, concentration, or physical, chemical, or infectious characteristics, may cause, or significantly contribute to, an increase in mortality or an increase in serious irreversible or incapacitating reversible illness or may pose a substantial present or potential hazard to human health or the environment when improperly transported, disposed of, stored, treated or otherwise managed.

Historic Resources: All areas, districts or sites containing properties listed on the Florida Master Site File, the National Register of Historic Places, or designated by a local government as historically, architecturally, or archaeologically significant.

Hurricane Shelter: A structure designated by local officials as a place of safe refuge during a storm or hurricane.

Hurricane Vulnerability Zone: areas delineated by the regional or local hurricane evacuation plan as requiring evacuation. The hurricane vulnerability zone shall include areas requiring evacuation in the event of a 100-year storm or Category 3 storm event.

Industrial Uses: The activities within land areas predominantly connected with manufacturing, assembly, processing, or storage of products.

Infrastructure: man-made structures which serve the common needs of the population, such as: sewage disposal systems; potable water systems; potable water wells serving a system; solid waste disposal sites or retention areas; stormwater systems; utilities; piers; docks; wharves; breakwaters; bulkheads; seawalls; bulwarks; revetments; causeways; marinas; navigation channels; bridges; and roadways.

Intensity: An objective measurement of the extent to which land may be developed or used, including the consumption or use of the space above, on or below ground; the measurement of the use of or demand on natural resources; and the measurement of the use of or demand on facilities and services.

Interagency Hazard Mitigation Report: The recommendations of a team of federal, state, regional, or local officials that address measures to reduce the potential for future flood losses and which is prepared in response to a Presidential Disaster Declaration.

Land: The earth, water, and air, above, below, or on the surface, and includes any improvements or structures customarily regarded as land.

Land Development Regulation Commission: A commission designated by a local government to develop and recommend, to the local governing body, land development regulations which implement the adopted comprehensive plan and to review land development regulations, or amendments thereto, for consistency with the adopted plan and report to the governing body regarding its findings. The responsibilities of the land development regulation commission may be performed by the local planning agency.

Land Development Regulations: Ordinances enacted by governing bodies for the regulation of any aspect of development and includes any local government zoning, rezoning, subdivision, building construction, or sign regulations or any other regulations controlling the development of land, except that this definition shall not apply in s. 163.3213.

Land Use: The development that has occurred on the land, the development that is proposed by a developer on the land, or the use that is permitted or permissible on the land under an adopted comprehensive plan or element or portion thereof, land development regulations, or a land development code, as the context may indicate.

Level of Service: An indicator of the extent or degree of service provided by, or proposed to be provided by, a facility based on and related to the operational characteristics of the facility. Level of service shall indicate the capacity per unit of demand for each public facility.

Limited Access Facility: A roadway especially designed for through traffic, and over, from, or to which owners or occupants of abutting land or other persons have no greater than a limited right or easement of access.

Living Marine Resources: oceanic or estuarine plants or animals, such as mangroves, sea grasses, algae, coral reefs, and living marine habitat; fish, shellfish, crustacean and fisheries; and sea turtles and marine mammals.

Local Government: Any county or municipality.

Local Planning Agency: The agency designated to prepare the comprehensive plan or plan amendments required by the Local Government Comprehensive Planning and Land Development Regulation Act.

Local Peacetime Emergency Plan: The plans prepared by the county civil defense or county emergency management agency addressing weather-related natural hazards and man-made disasters except nuclear power plant accidents and war. The plan covers hazard mitigation, emergency preparedness, emergency response, emergency recovery and in coastal counties, hurricane evacuation.

Local Road: A roadway providing service which is of relatively low traffic volume, short average trip length or minimal through traffic movements, and high volume land access for abutting property.

Low Income Household: A household that has an income that does not exceed 80 percent of the median annual adjusted gross income for households within the state, or 80 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within the MSA, within the county in which the household resides, whichever is greater

Major Trip Generators or Attractors: Concentrated areas of intense land use or activity that produces or attracts a significant number of local trip ends.

Manufactured Home: A mobile home fabricated on or after June 15, 1976, in an offsite manufacturing facility for installation or assembly at the building site, with each section bearing a seal certifying that it is built in compliance with the federal Manufactured Home Construction and Safety Standards Act.

Marine Habitat: Areas where living marine resources naturally occur, such as mangroves, sea grass beds, algae beds, salt marshes, transitional wetlands, marine wetlands, rocky shore communities, hard bottom communities, oyster bars or flats, mud flats, coral reefs, worm reefs, artificial reefs, offshore springs, near shore mineral deposits, and offshore sand deposits.

Marine Wetlands: Areas with a water regime determined primarily by tides and the dominant vegetation is salt tolerant plant species including those species listed in Subsection 62-301.200(3), F.A.C., "Submerged Marine Species."

Minerals: All solid minerals, including clay, gravel, phosphate rock, lime, shells (excluding live shellfish), stone, sand, heavy minerals, and any rare earths, which are contained in the soils or waters of the state.

Mobile Home: A structure, transportable in one or more sections, which is 8 body feet or more in width and which is built on an integral chassis and designed to be used as a dwelling when connected to the required utilities and includes the plumbing, heating, air conditioning, and electrical systems contained therein. For tax purposes, the length of a mobile home is the distance from the exterior of the wall nearest to the drawbar and coupling mechanism to the exterior of the wall at the opposite end of the home where such walls enclose living or other interior space. Such distance includes expandable rooms but excludes bay windows, porches, drawbars, couplings, hitches, wall and roof extensions, or other attachments that do not enclose interior space. In the event that the mobile home owner has no proof of the length of the drawbar, coupling, or hitch, then the tax collector may in his or her discretion either inspect the home to determine the actual length or may assume 4 feet to be the length of the drawbar, coupling, or hitch.

Moderate Income Household: A household that has an income that does not exceed 120 percent of the median annual adjusted gross income for households within the state, or 120 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within the MSA, within the county in which the household resides, whichever is greater.

Natural Drainage Features: The naturally occurring features of an area which accommodate the flow of significant amounts of stormwater, such as streams, rivers, lakes, sloughs, floodplains and wetlands.

Natural Drainage Flow: The pattern of surface and storm water drainage through or from a particular site before the construction or installation of improvements or prior to re-grading.

Natural Groundwater Aquifer Recharge Areas: Areas contributing to or providing volumes of water which make a contribution to the storage or regional flow of an aquifer.

Newspaper of General Circulation: A newspaper published at least on a weekly basis and printed in the language most commonly spoken in the area within which it circulates, but does not include a newspaper intended primarily for members of a particular professional or occupational group, a newspaper whose primary function is to carry legal notices, or a newspaper that is given away primarily to distribute advertising.

Nonpoint Source Pollution (NPS): Any source of water pollution that is not a point source.

Oceanic Waters: Waters of the Atlantic Ocean, Gulf of Mexico, or Straits of Florida, excluding estuaries.

Open Spaces: Undeveloped lands suitable for passive recreation or conservation uses.

Optional Sector Plan: An optional process authorized by s. 163.3245 in which one or more local governments by agreement with the state land planning agency are allowed to address development-of-regional-impact issues within certain designated geographic areas identified in the local comprehensive plan as a means of fostering innovative planning and development strategies in s. 163.3177(11)(a) and (b), furthering the purposes of this part and part I of chapter 380, reducing overlapping data and analysis requirements, protecting regionally significant resources and facilities, and addressing extra jurisdictional impacts.

Parcel of Land: A quantity of land capable of being described with such definiteness that its locations and boundaries may be established, which is designated by its owner or developer as land to be used, or developed as, a unit or which has been used or developed as a unit.

Park: A neighborhood, community, or regional park.

Pattern: The form of the physical dispersal of development or land use.

Person: An individual, corporation, governmental agency, business trust, estate, trust, partnership, association, two or more persons having a joint or common interest, or any other legal entity.

Playground: A recreation area with play apparatus.

Point Source Pollution: Any source of water pollution that constitutes a discernible, confined, and discrete conveyance, including but not limited to any pipe, ditch, channel, tunnel, conduit, well, discrete fissure, container, rolling stock, concentrated animal feeding operation, or vessel or other floating craft, from which pollutants are or may be discharged. This term does not include return flows from irrigated agriculture.

Policy: The way in which programs and activities are conducted to achieve an identified goal.

Pollution: The presence in the outdoor atmosphere, ground or water of any substances, contaminants, noise, or manmade or man-induced alteration of the chemical, physical, biological, or radiological integrity of air or water, in quantities or at levels which are or may be potentially harmful or injurious to human health or welfare, animal or plant life, or property, or unreasonably interfere with the enjoyment of life or property.

Port Facility: Harbor or shipping improvements used predominantly for commercial purposes including channels, turning basins, jetties, breakwaters, landings, wharves, docks, markets, structures, buildings, piers, storage facilities, plazas, anchorages, utilities, bridges, tunnels, roads, causeways, and all other property or facilities necessary or useful in connection with commercial shipping.

Potable Water Facilities: A system of structures designed to collect, treat, or distribute potable water, and includes water wells, treatment plants, reservoirs, and distribution mains.

Potable Water Well field: The site of one or more water wells which supply potable water for human consumption to a water system which serves at least 15 service connections used by year-round residents or regularly serves at least 25 year-round residents.

Private Recreation Sites: Sites owned by private, commercial or non-profit entities available to the public for purposes of recreational use.

Projects that Promote Public Transportation: Projects that directly affect the provisions of public transit, including transit terminals, transit lines and routes, separate lanes for the exclusive use of public transit services, transit stops (shelters and stations), office buildings or projects that include fixed-rail or transit terminals as part of the building, and projects which are transit oriented and designed to complement reasonably proximate planned or existing public facilities.

Public Access: The ability of the public to physically reach, enter or use recreation sites including beaches and shores.

Public Buildings and Grounds: Structures or lands that are owned, leased, or operated by a government entity, such as civic and community centers, hospitals, libraries, police stations, fire stations, and government administration buildings.

Public Facilities: Major capital improvements, including, but not limited to, transportation, sanitary sewer, solid waste, drainage, potable water, educational, parks and recreational, and health systems and facilities, and spoil disposal sites for maintenance dredging located in the intracoastal waterways, except for spoil disposal sites owned or used by ports listed in s. 403.021(9)(b).

Public notice: Notice as required by s. 125.66(2) for a county or by s. 166.041(3)(a) for a municipality. The public notice procedures required in this part are established as minimum public notice procedures.

Public Recreation Sites: Sites owned or leased on a long-term basis by a federal, state, regional or local government agency for purposes of recreational use.

Public Transit: Passenger services provided by public, private or non-profit entities such as the following surface transit modes: commuter rail, rail rapid transit, light rail transit, light guide-way transit, express bus, and local fixed route bus.

Purchase of Development Rights: The acquisition of a governmentally recognized right to develop land which is severed from the realty and held or further conveyed by the purchaser.

Recreation: The pursuit of leisure time activities occurring in an indoor or outdoor setting.

Recreation facility: a component of a recreation site used by the public such as a trail, court, athletic field or swimming pool.

Recreational Uses: Activities within areas where recreation occurs.

Regional Park: A park which is designed to serve two or more communities.

Regional Planning Agency: The agency designated by the state land planning agency to exercise responsibilities under law in a particular region of the state.

Relocation Housing: Those dwellings which are made available to families displaced by public programs, provided that such dwellings are decent, safe and sanitary and within the financial means of the families or individuals displaced.

Resident Population: Inhabitants counted in the same manner utilized by the United States Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

Residential Uses: Activities within land areas used predominantly for housing.

Right-of-Way: Land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Roadway Functional Classification: The assignment of roads into categories according to the character of service they provide in relation to the total road network. Basic functional categories include limited access facilities, arterial roads, and collector roads, which may be subcategorized into principal, major or minor levels. Those levels may be further grouped into urban and rural categories.

Rural Areas: Low density areas characterized by social, economic and institutional activities which may be largely based on agricultural uses or the extraction of natural resources in unprocessed form, or areas containing large proportions of undeveloped, unimproved, or low density property.

Rural Village or Rural Activity Center: A small, compact node of development within a rural area containing development, uses and activities which are supportive of and have a functional relationship with the social, economic and institutional needs of the surrounding rural areas.

Sanitary Sewer Facilities: Structures or systems designed for the collection, transmission, treatment, or disposal of sewage and includes trunk mains, interceptors, treatment plants and disposal systems.

Sanitary Sewer Interceptor: A sewerage conduit which connects directly to, and transmits sewage to, a treatment plant.

Sanitary Sewer Trunk Main: a sewerage conduit which connects directly to, and transmits sewage to, an interceptor.

Seasonal Population: Part-time inhabitants who utilize, or may be expected to utilize, public facilities or services, but are not residents. Seasonal population shall include tourists, migrant farm-workers, and other short-term and long-term visitors.

Services: The programs and employees determined necessary by local government to provide adequate operation and maintenance of public facilities and infrastructure as well as those educational, health care, social and other programs necessary to support the programs, public facilities, and infrastructure set out in the local plan or required by local, state, or federal law.

Shoreline or Shore: The interface of land and water and, as used in the coastal management element requirements, is limited to oceanic and estuarine interfaces.

Solid Waste: Sludge from a waste treatment works, water supply treatment plant, or air pollution control facility or garbage, rubbish, refuse, or other discarded material, including solid, liquid, semisolid, or contained gaseous material resulting from domestic, industrial, commercial, mining, agricultural, or governmental operations.

Solid Waste Facilities: Structures or systems designed for the collection, processing or disposal of solid wastes, including hazardous wastes, and includes transfer stations, processing plants, recycling plants, and disposal systems.

Solid Waste Processing Plant: A facility for incineration, resource recovery, or recycling of solid waste prior to its final disposal.

Solid Waste Transfer Station: A facility for temporary collection of solid waste prior to transport to a processing plant or to final disposal.

State Land Planning Agency: The Department of Community Affairs.

Stormwater: The flow of water which results from a rainfall event.

Stormwater Facilities: Manmade structures that are part of a stormwater management system designed to collect, convey, hold, divert, or discharge stormwater, and may include stormwater sewers, canals, detention facilities and retention facilities.

Stormwater Management System: A system which is designed and constructed or implemented to control stormwater, incorporating methods to collect, convey, store, absorb, inhibit, treat, use, or reuse stormwater to prevent or reduce flooding, over-drainage, environmental degradation, and water pollution or otherwise affect the quantity and quality of discharges from the system.

Structure: Includes all permanent or temporary, fixed or movable construction comprising buildings, stands, signs, and billboards erected independently or affixed to exterior walls, provided however that utility lines and poles shall not be considered structures.

Support Documents: Any surveys, studies, inventory maps, data, inventories, listings or analyses used as bases for or in developing the local comprehensive plan.

Suitability: The degree to which the existing characteristics and limitations of land and water are compatible with a proposed use or development.

Transfer of Development Rights: A governmentally recognized right to use or develop land at a certain density, or intensity, or for a particular purpose, which is severed from the realty and placed on some other property.

Transportation demand management: strategies and techniques that can be used to increase the efficiency of the transportation system. Demand management focuses on ways of influencing the amount and demand for transportation by encouraging alternatives to the single-occupant automobile and by altering local peak hour travel demand. These strategies and techniques may, among others, include: ridesharing programs, flexible work hours, telecommuting, shuttle services, and parking management.

Transportation Disadvantaged: Those individuals who because of physical or mental disability, income status, or age are unable to transport themselves or purchase transportation and are therefore dependent upon others to obtain access to health care, employment, education, shopping, social activities, or other life-sustaining activities.

Transportation System Management: Improving roads, intersections, and other related facilities to make the existing transportation system operate more efficiently. Transportation system management techniques include demand management strategies, incident management strategies, and other actions that increase the operating efficiency of the existing system.

Urban Area: An area of or for development characterized by social, economic and institutional activities which are predominantly based on the manufacture, production, distribution, or provision of goods and services in a setting which typically includes residential and nonresidential development uses other than those which are characteristic of rural areas.

Urban Infill: The development of vacant parcels in otherwise built-up areas where public facilities such as sewer systems, roads, schools, and recreation areas are already in place and the average residential density is at least five dwelling units per acre, the average nonresidential intensity is at least a floor area ratio of 1.0 and vacant, developable land does not constitute more than 10 percent of the area.

Urban Redevelopment: Demolition and reconstruction or substantial renovation of existing buildings or infrastructure within urban infill areas or existing urban service areas, or community redevelopment areas.

Urban Sprawl: Urban development or uses which are located in predominantly rural areas, or rural areas interspersed with generally low-intensity or low-density urban uses, and which are characterized by one or more of the following conditions: (a) The premature or poorly planned conversion of rural land to other uses; (b) The creation of areas of urban development or uses which are not functionally related to land uses which predominate the adjacent area; or (c) The creation of areas of urban development or uses which fail to maximize the use of existing public facilities or the use of areas within which public services are currently provided. Urban sprawl is typically manifested in one or more of the following land use or development patterns: Leapfrog or scattered development; ribbon or strip commercial or other development; or large expanses of predominantly low-intensity, low-density, or single-use development.

Vegetative Communities: Ecological communities, such as coastal strands, oak hammocks, and cypress swamps, which are classified based on the presence of certain soils, vegetation and animals.

Very Low Income Household: A household that has an income that does not exceed 50 percent of the median annual adjusted gross income for households within the state, or 50 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within the MSA, within the county in which the household resides, whichever is greater.

Water-dependent Uses: Activities which can be carried out only on, in or adjacent to water areas because the use requires access to the water body for: waterborne transportation including ports or marinas; recreation; electrical generating facilities; or water supply.

Water Recharge Areas: Land or water areas through which groundwater is replenished.

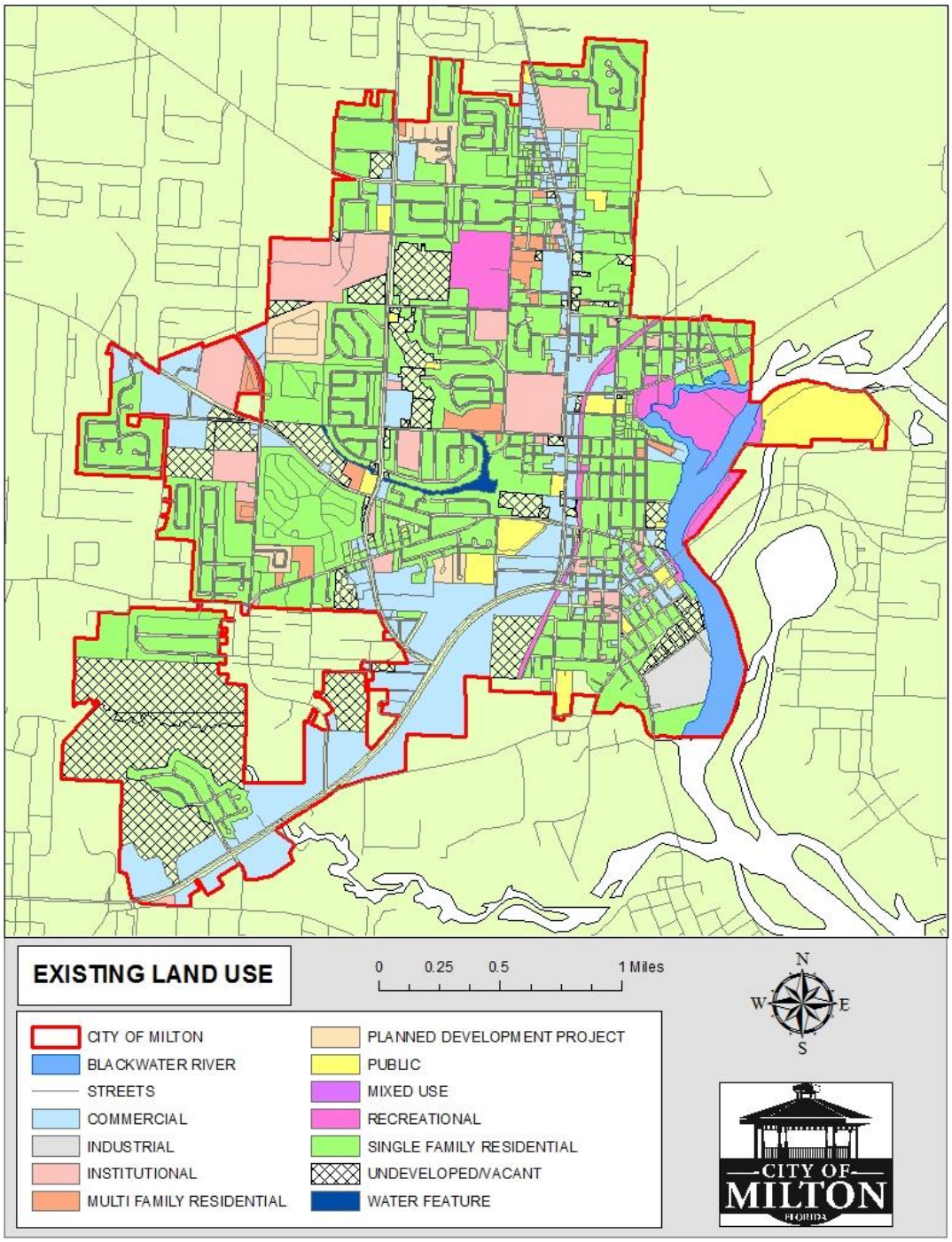
Water-related Uses: Activities which are not directly dependent upon access to a water body, but which provide goods and services that are directly associated with water-dependent or waterway uses.

Water Wells: Wells excavated, drilled, dug, or driven for the supply of industrial, agricultural or potable water for general public consumption.

Wellhead Protection Area: An area designated by local government to provide land use protection for the groundwater source for a potable water well field, as defined in this rule chapter {9J-5}, including the surface and subsurface area surrounding the well field. Differing levels of protection may be established within the wellhead protection area commensurate with the capacity of the well and an evaluation of the risk to human health and the environment. Wellhead protection areas shall be delineated using professionally accepted methodologies based on the best available data and taking into account any zone of contribution described in existing data.

Wetlands: Those areas that fall under the jurisdiction of the U.S. Army Corps of Engineers or the Florida Department of Environmental Protection. Furthermore, “Wetlands” can be defined as those areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soils.

APPENDIX B: EXISTING CONDITIONS MAP SERIES



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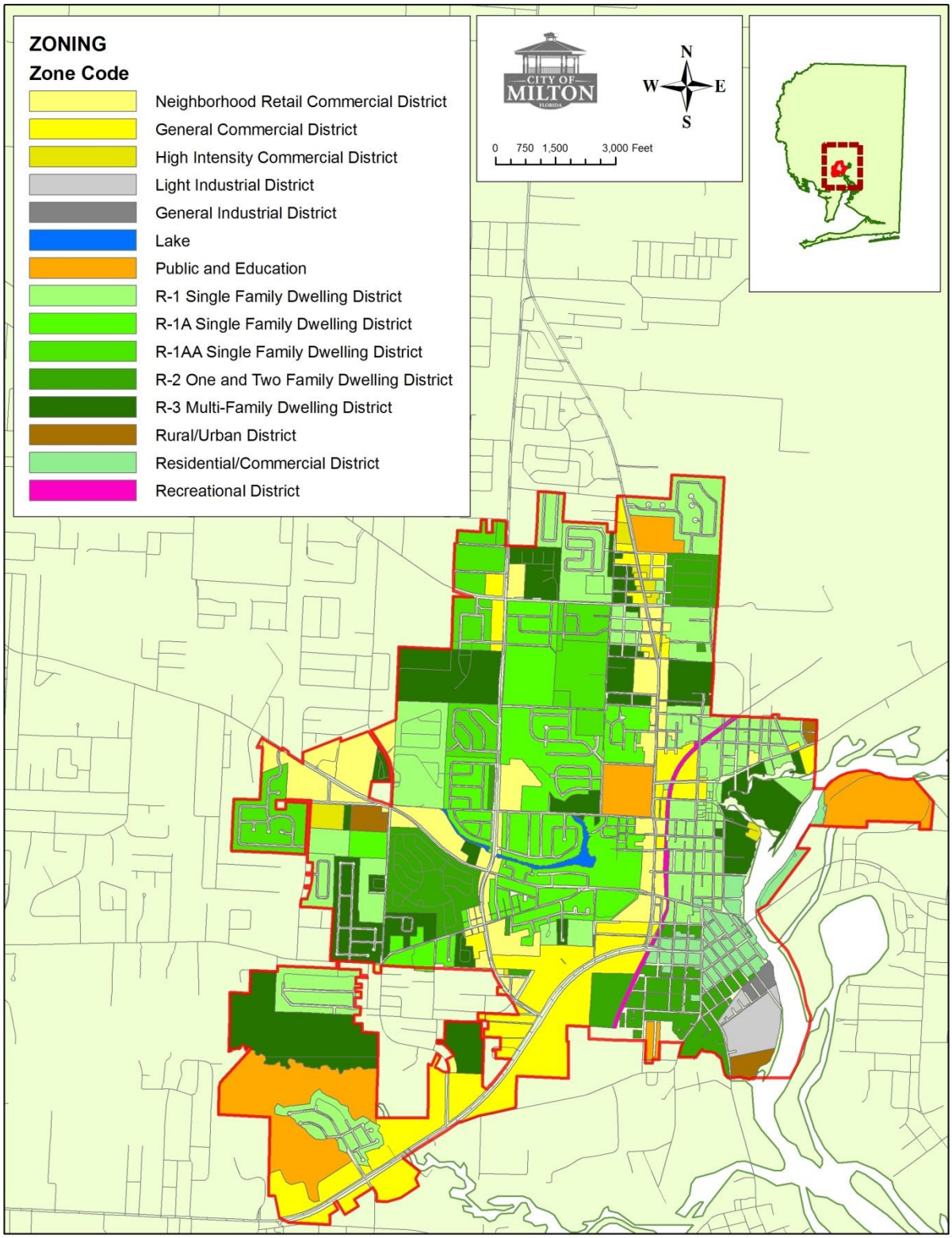

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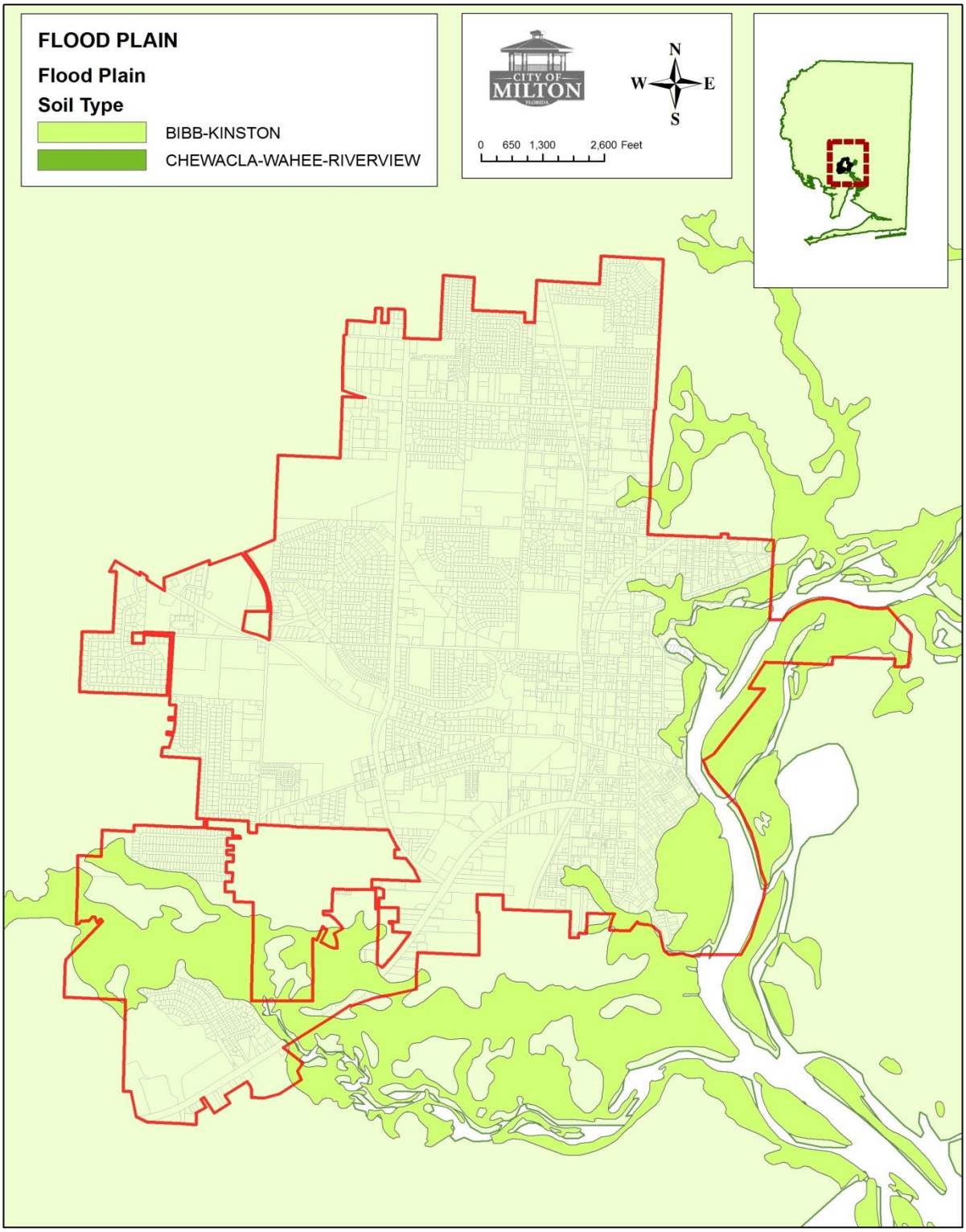

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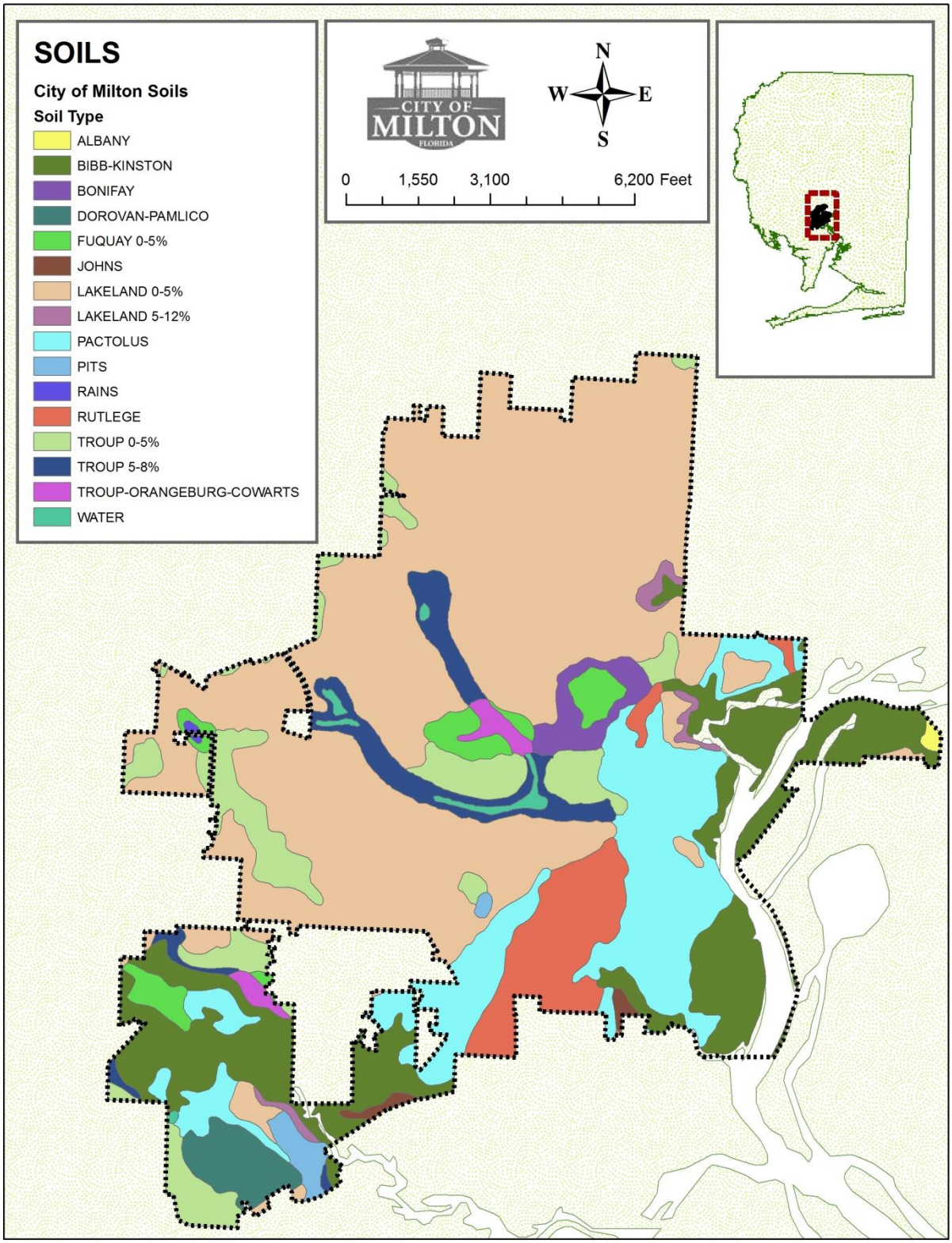

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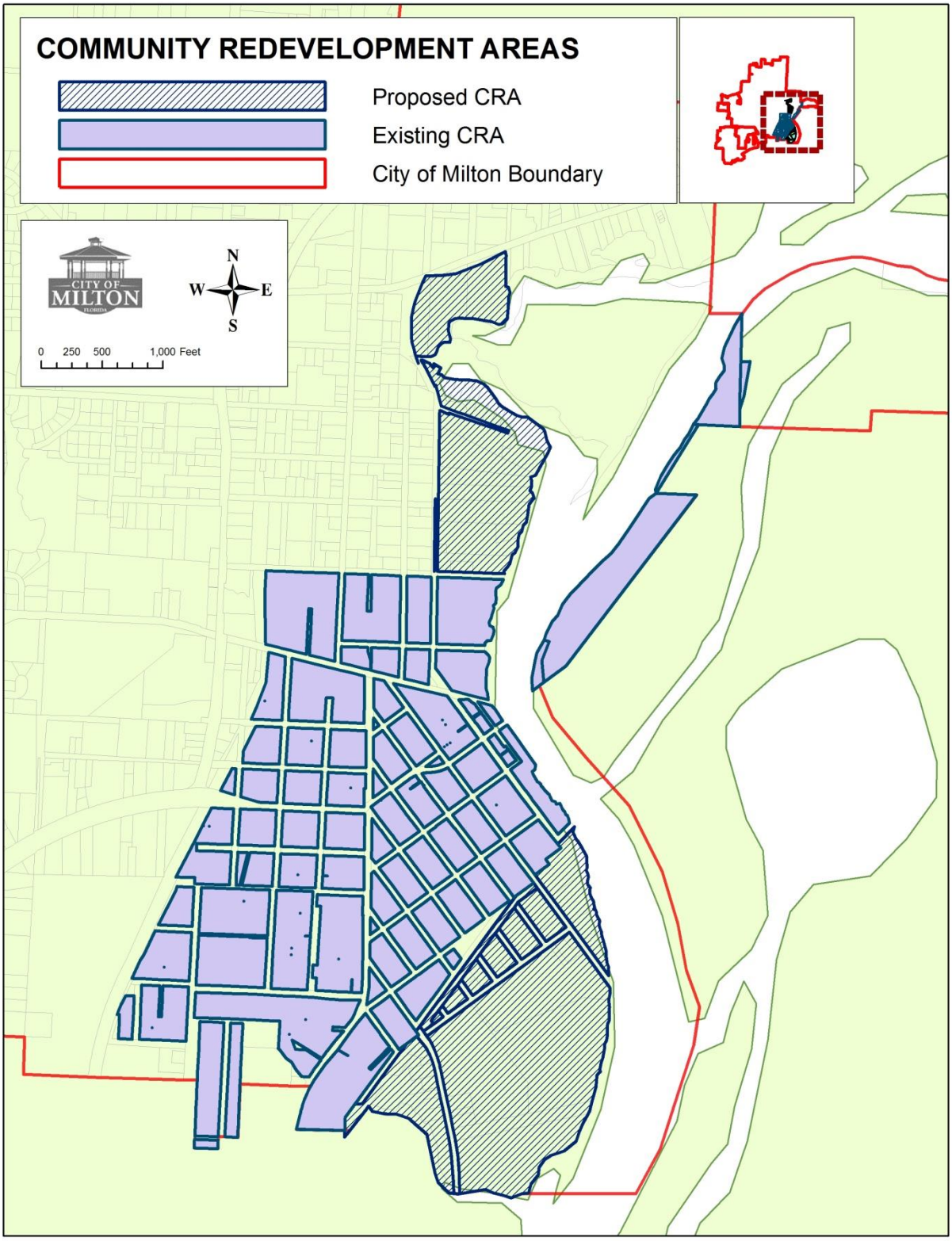

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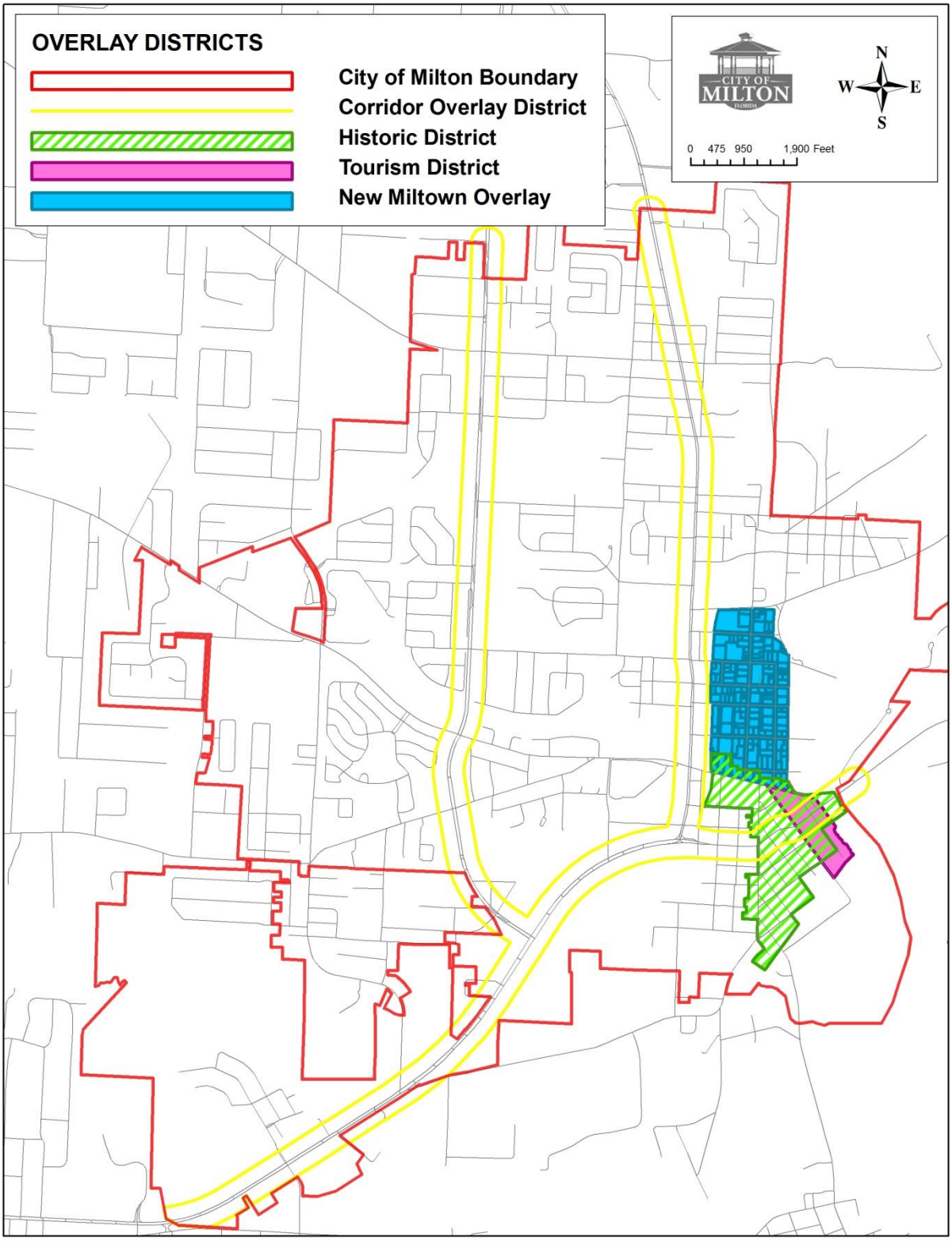

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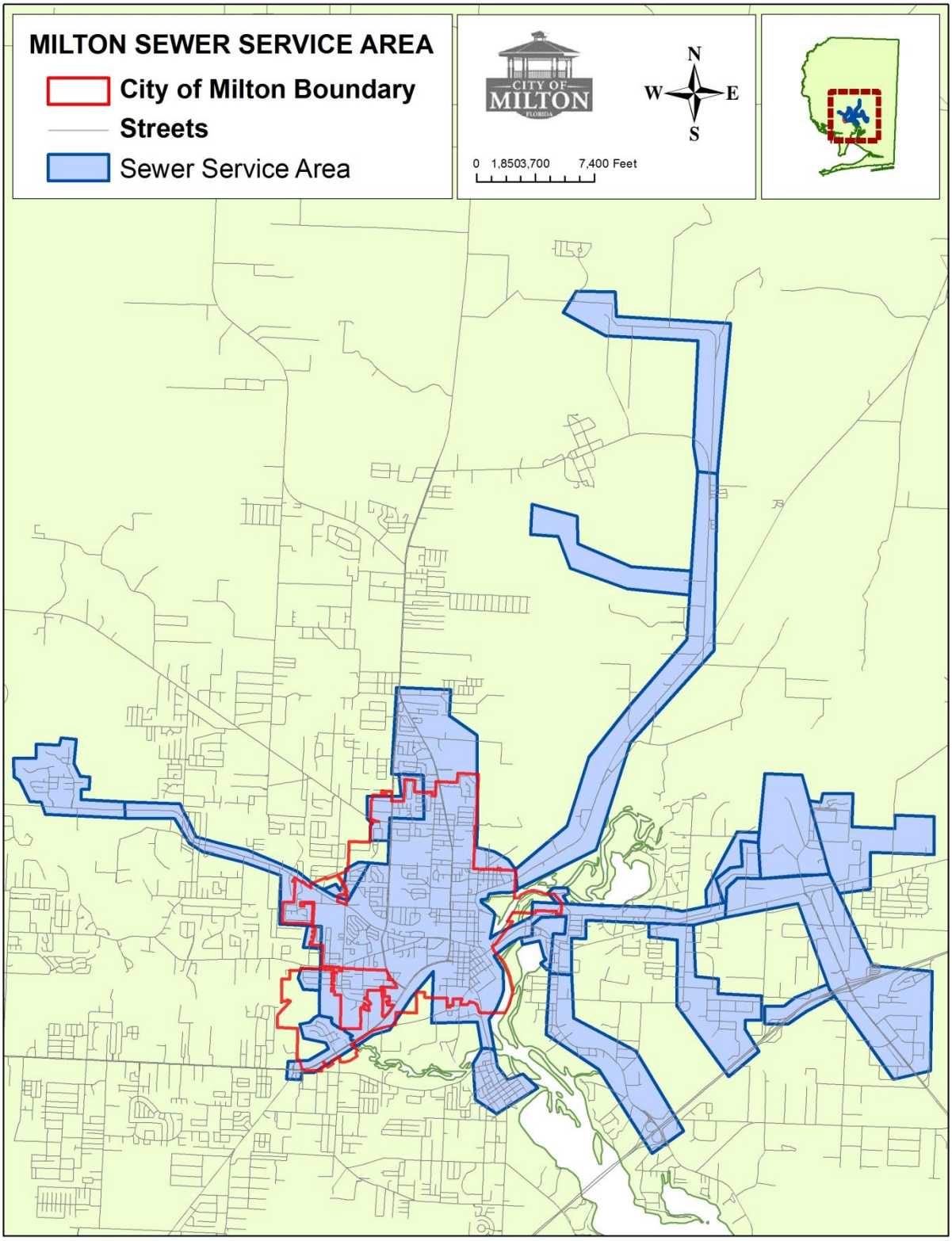

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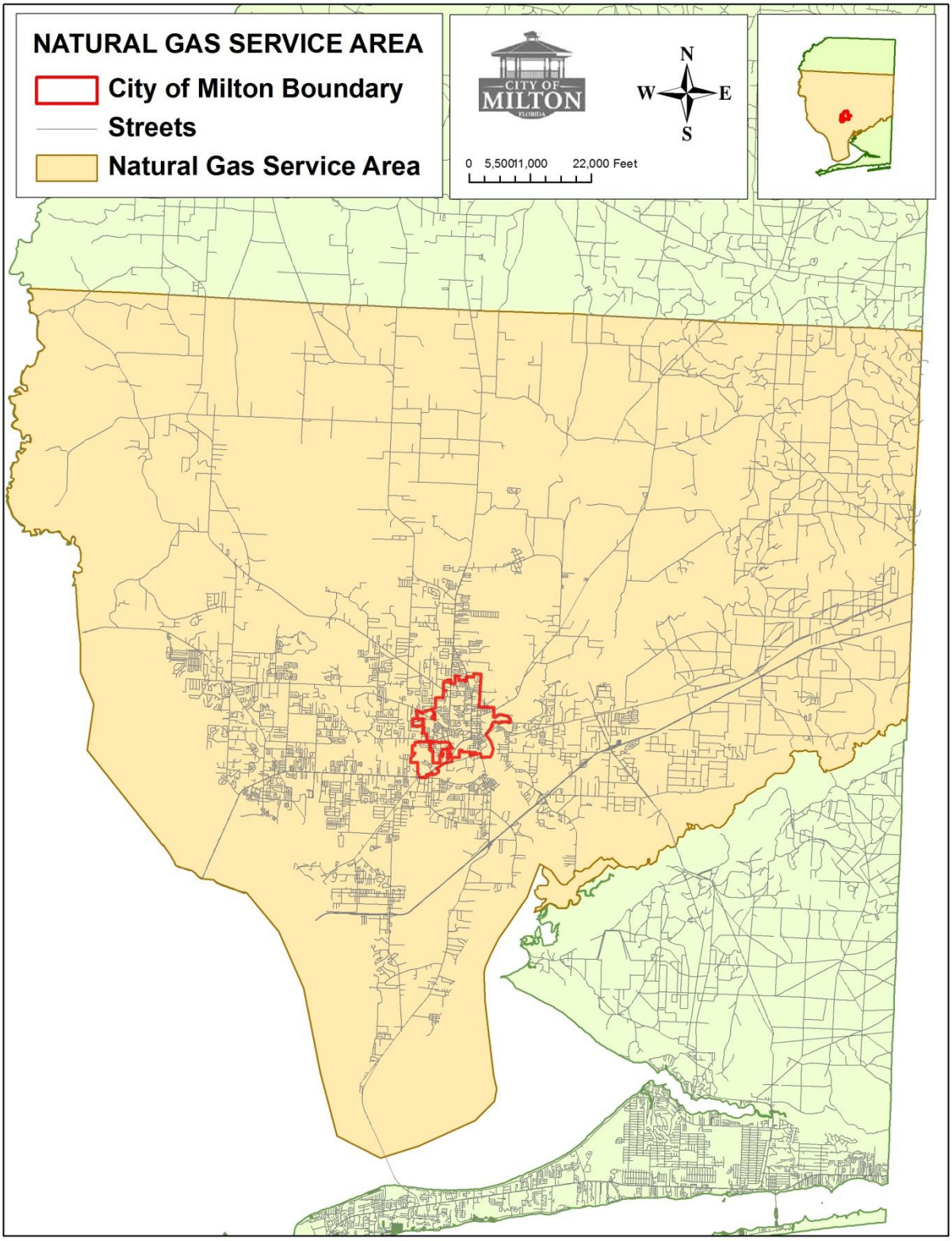

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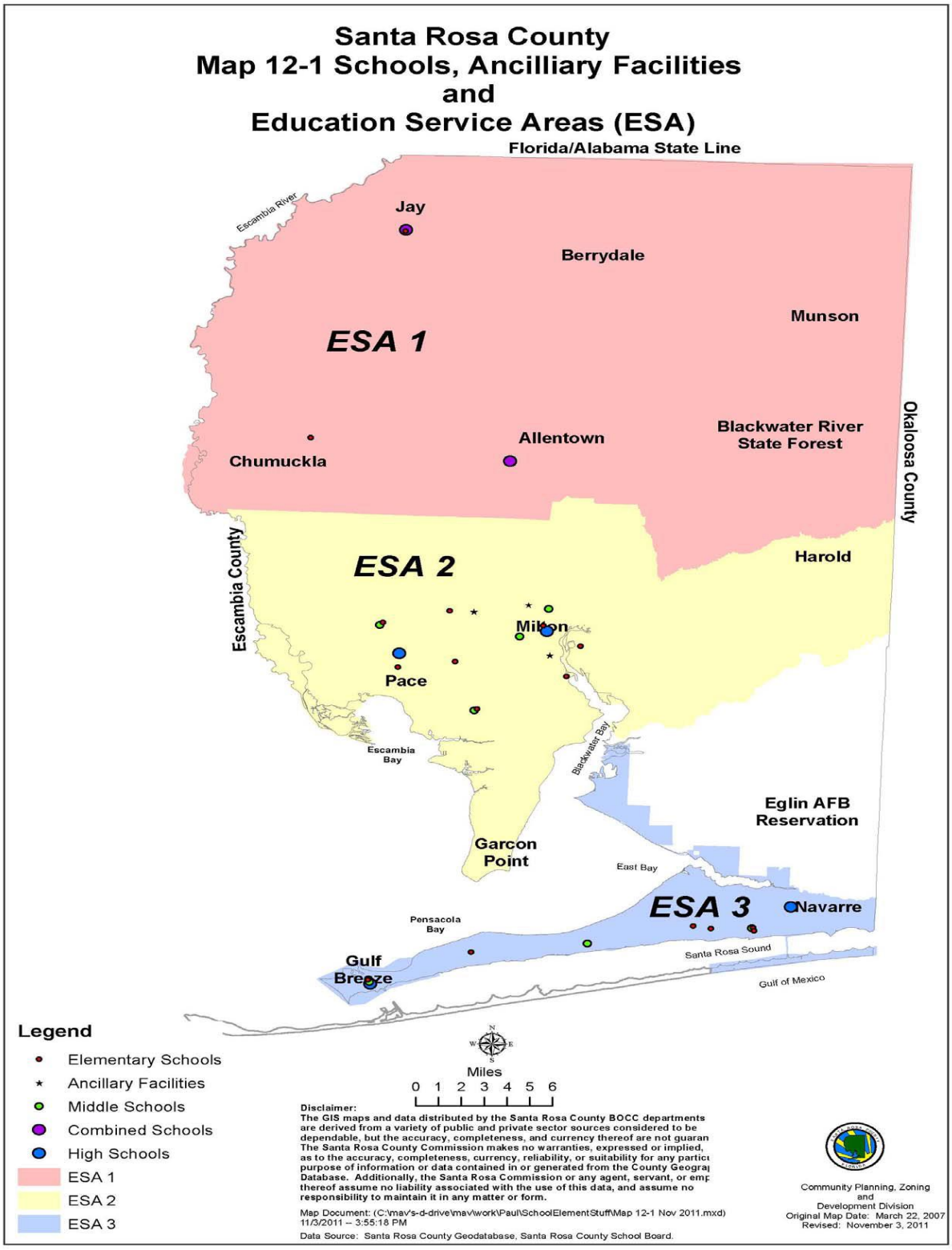
Santa Rosa County
Map 12-1 Schools, Ancilliary Facilities
and
Education Service Areas (ESA)
Florida/Alabama State Line
Escambia River
Jay
Berrydale
Munson
ESA 1
Blackwater River
State Forest
Allentown
Chumuckla
Okaloosa County
Escambia County
ESA 2
Harold
Milton
Pace
Escambia
Bay
Blackwater Bay
Eglin AFB
Reservation
Garcon
Point
East Bay
ESA 3
Navarre
Pensacola
Bay
Santa Rosa Sound
Gulf
Breeze
Gulf of Mexico
Legend
Elementary Schools
Ancillary Facilities
Middle Schools
Combined Schools
High Schools
ESA 1
ESA 2
ESA 3
Miles
0 1 2 3 4 5 6
Disclaimer:
The GIS maps and data distributed by the Santa Rosa County BOCC departments are derived from a variety of public and private sector sources considered to be dependable, but the accuracy, completeness, and currency thereof are not guaran
The Santa Rosa County Commission makes no warranties, expressed or implied, as to the accuracy, completeness, currency, reliability, or suitability for any partic purpose of information or data contained in or generated from the County Geograp Database. Additionally, the Santa Rosa Commission or any agent, servant, or emp thereof assume no liability associated with the use of this data, and assume no responsibility to maintain it in any matter or form.
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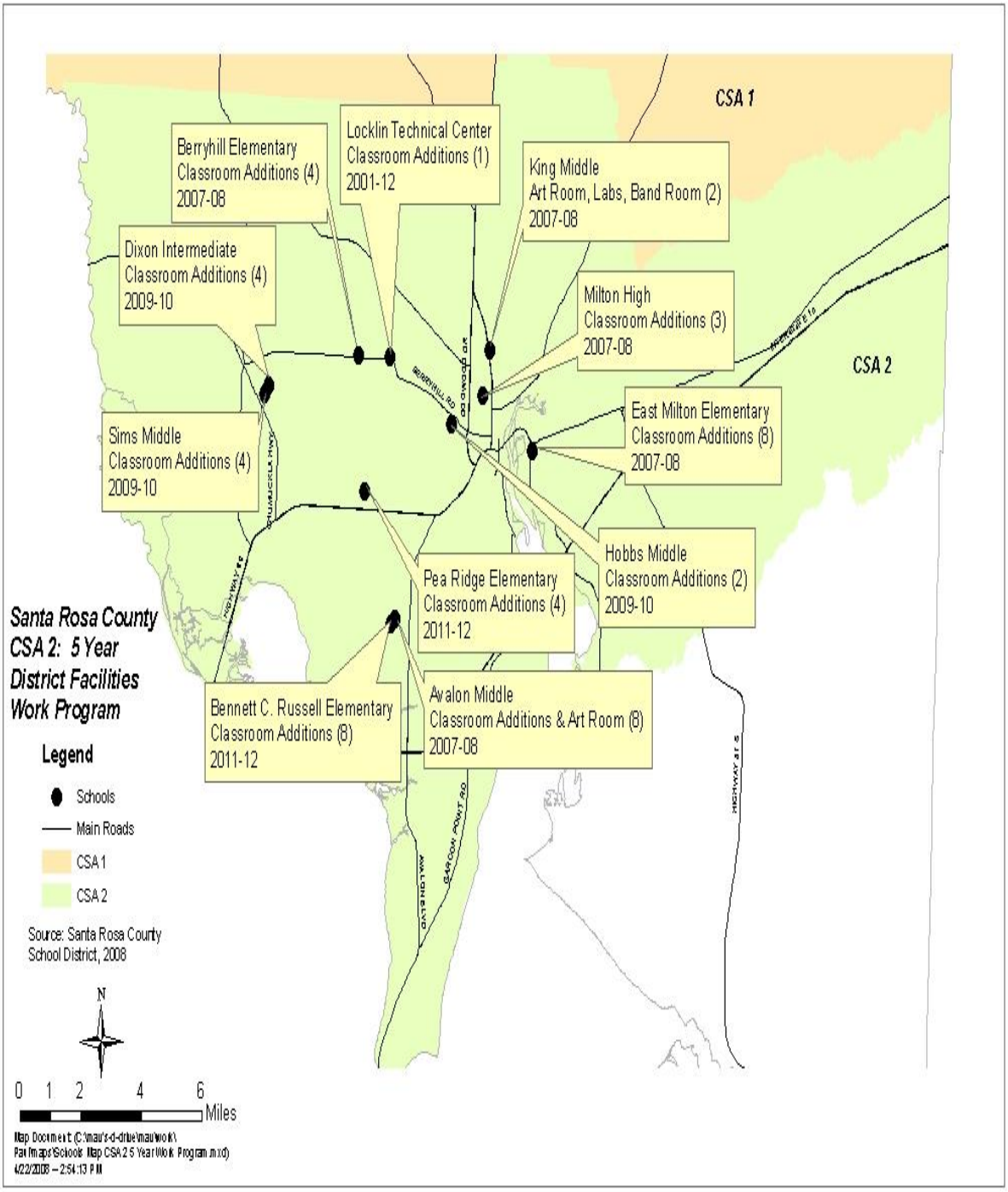
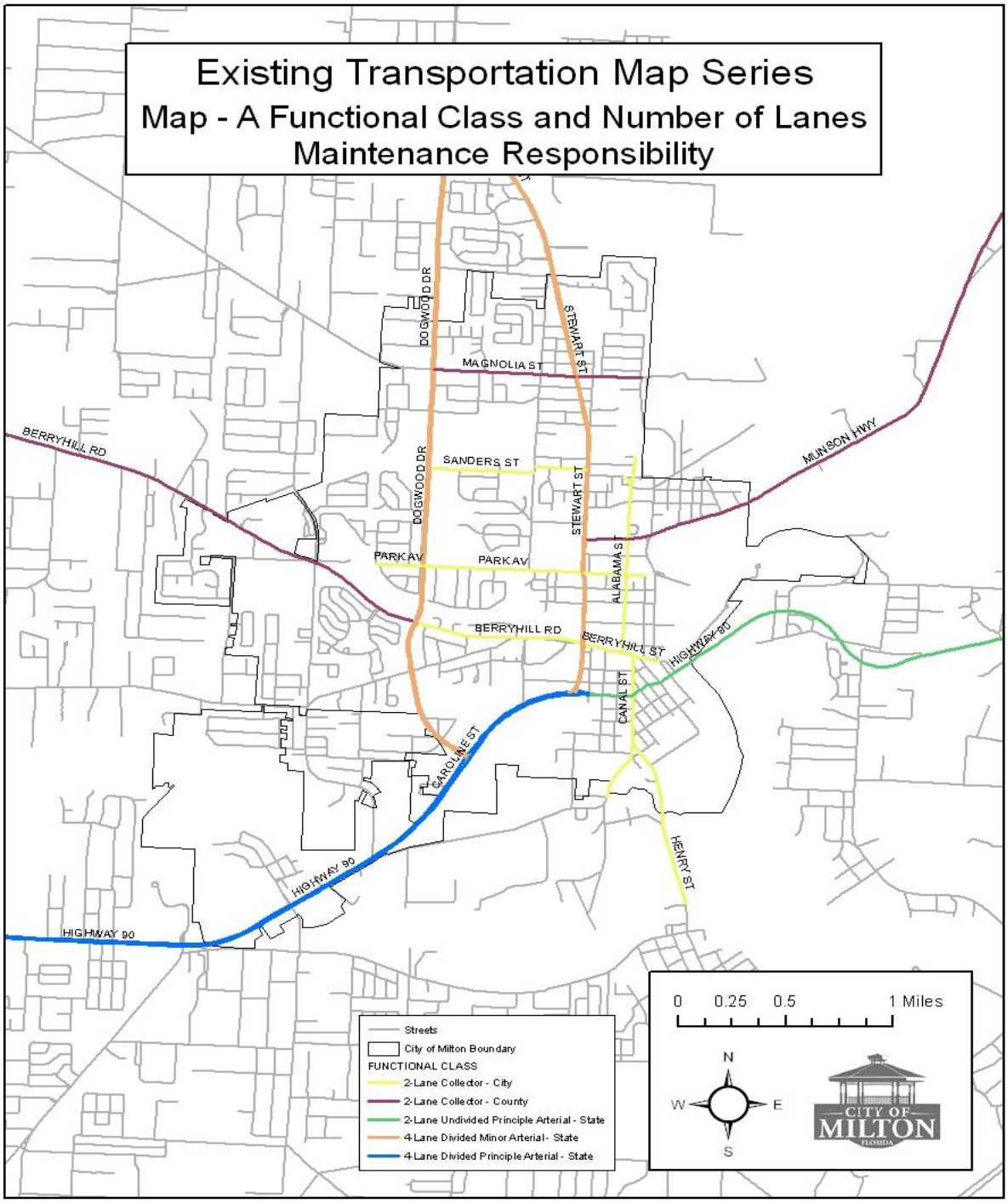
Data Source: Santa Rosa County Geodatabase, Santa Rosa County School Board.
Community Planning, Zoning
and
Development Division
Original Map Date: March 22, 2007
Revised: November 3, 2011

CSA-2 Five Year District Facilities Work Program



APPENDIX C: TRANSPORTATION MAP SERIES



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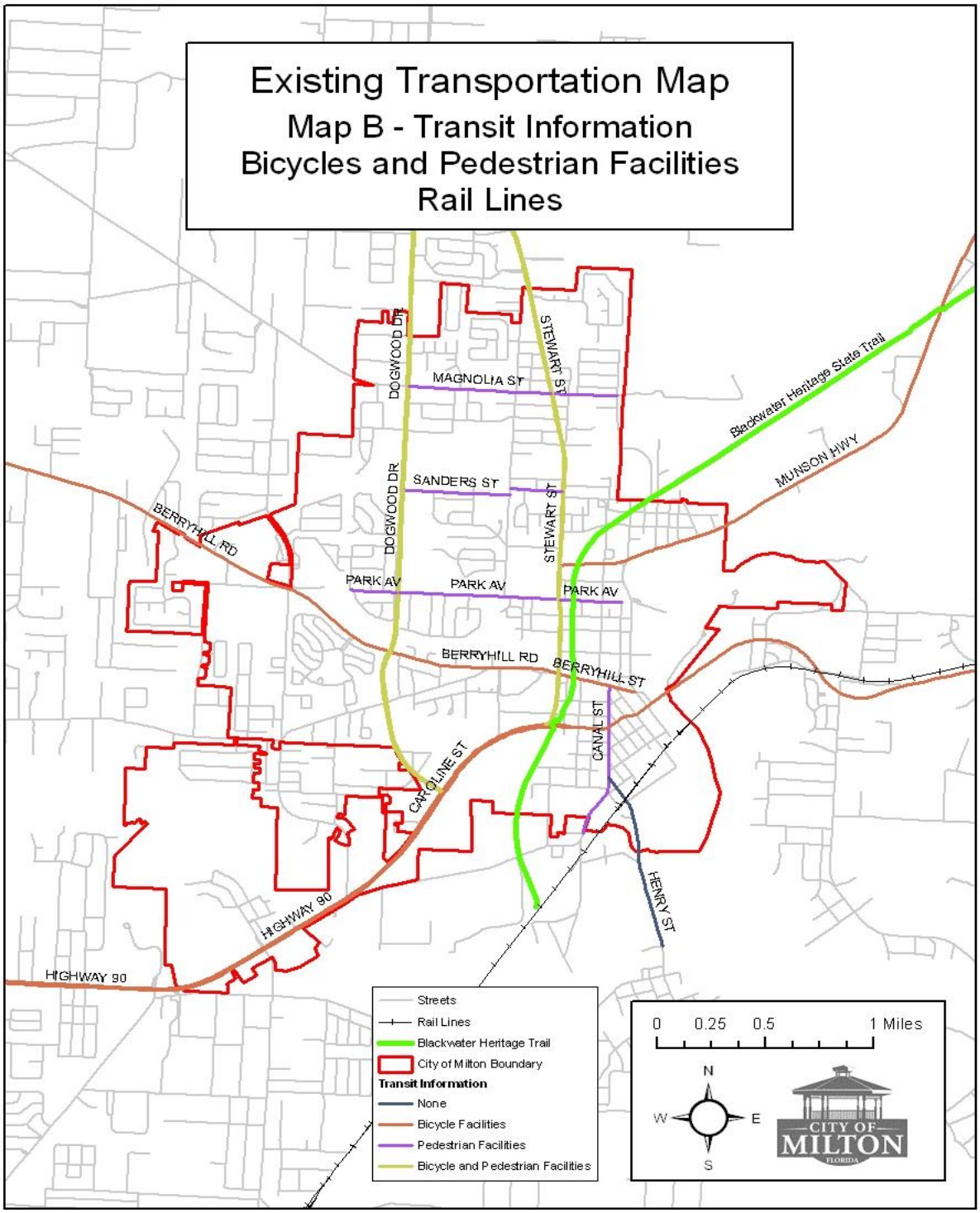
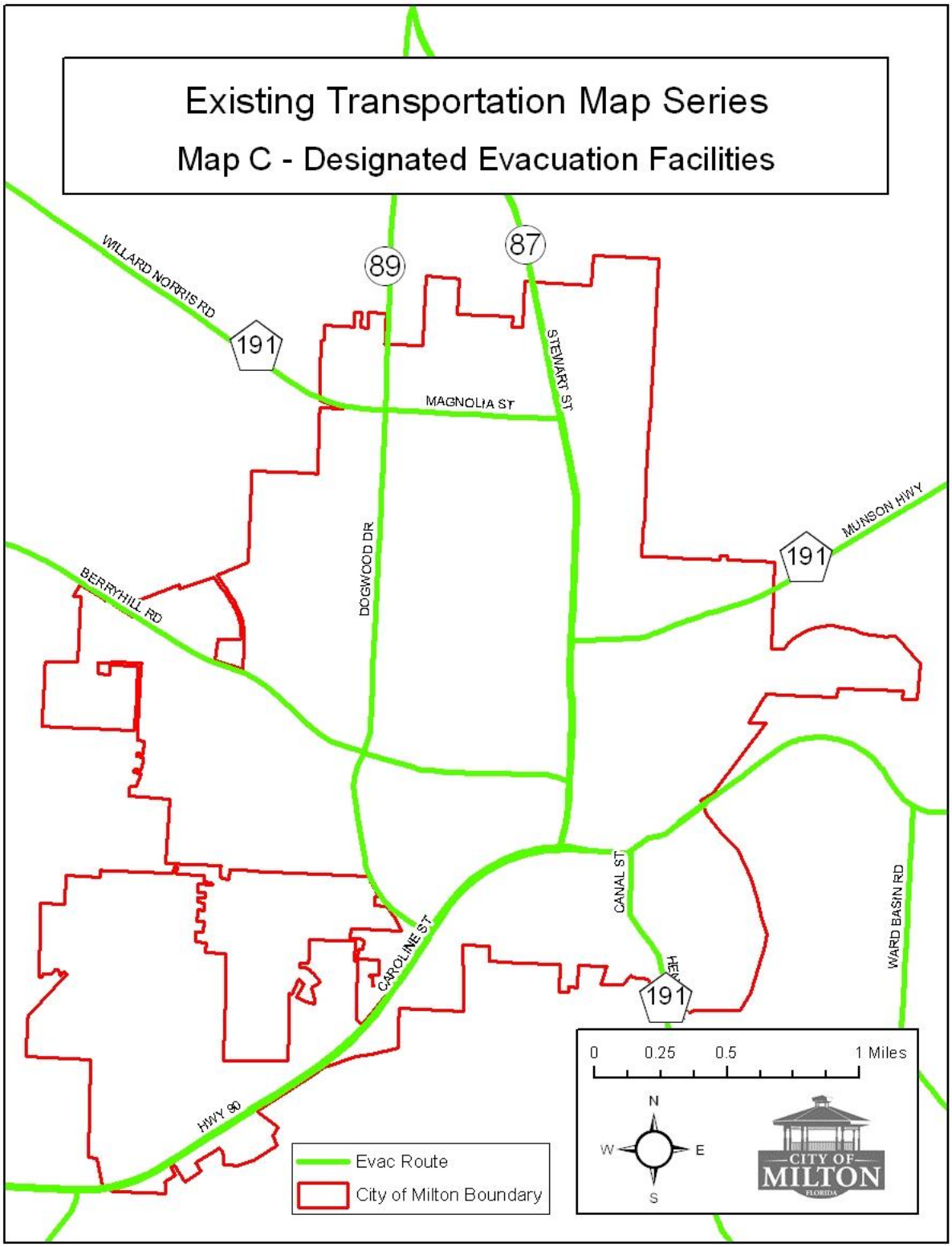
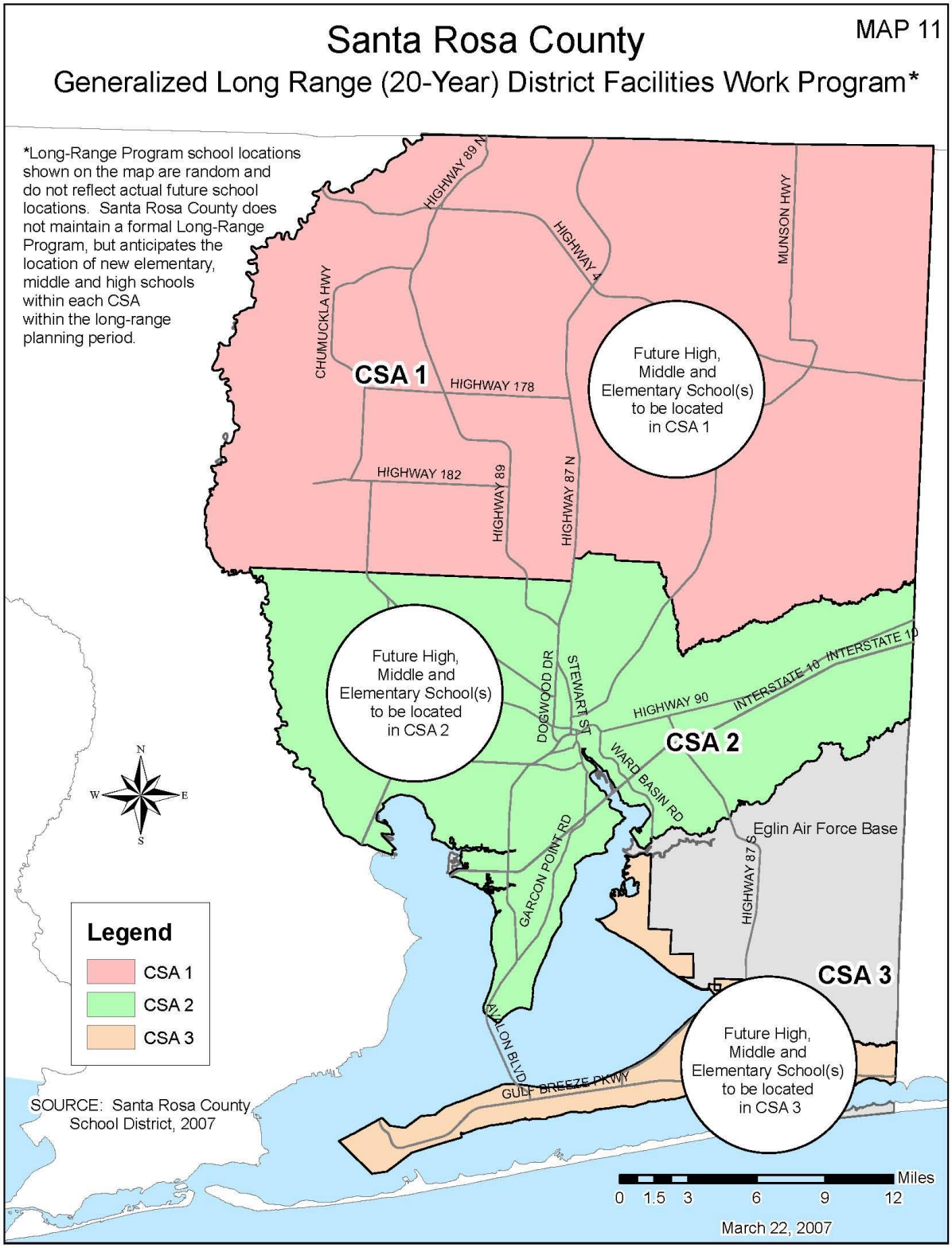


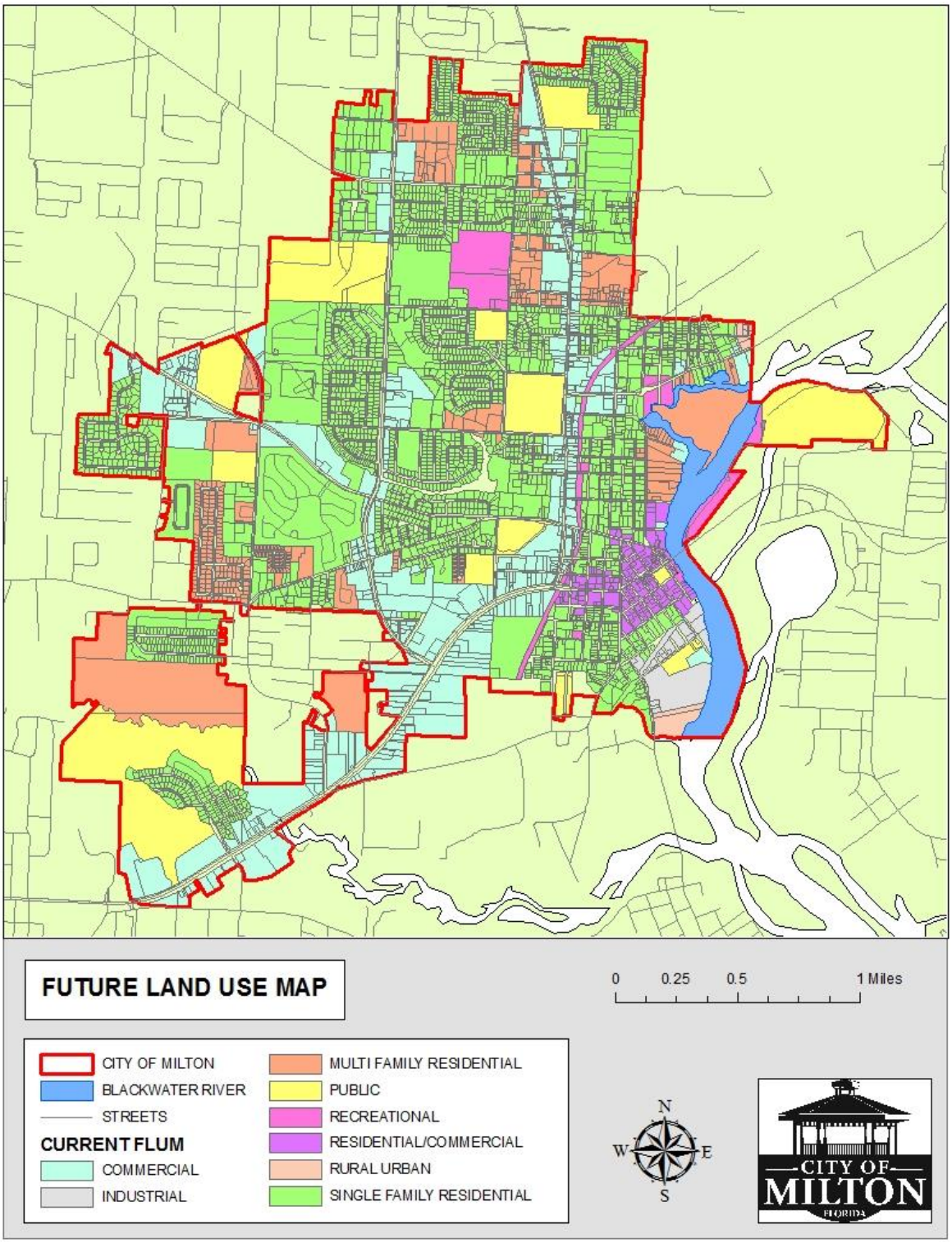
City of Milton Department of Planning and Development, 2013



City of Milton Department of Planning and Development, 2013

APPENDIX D: FUTURE CONDITIONS MAP SERIES





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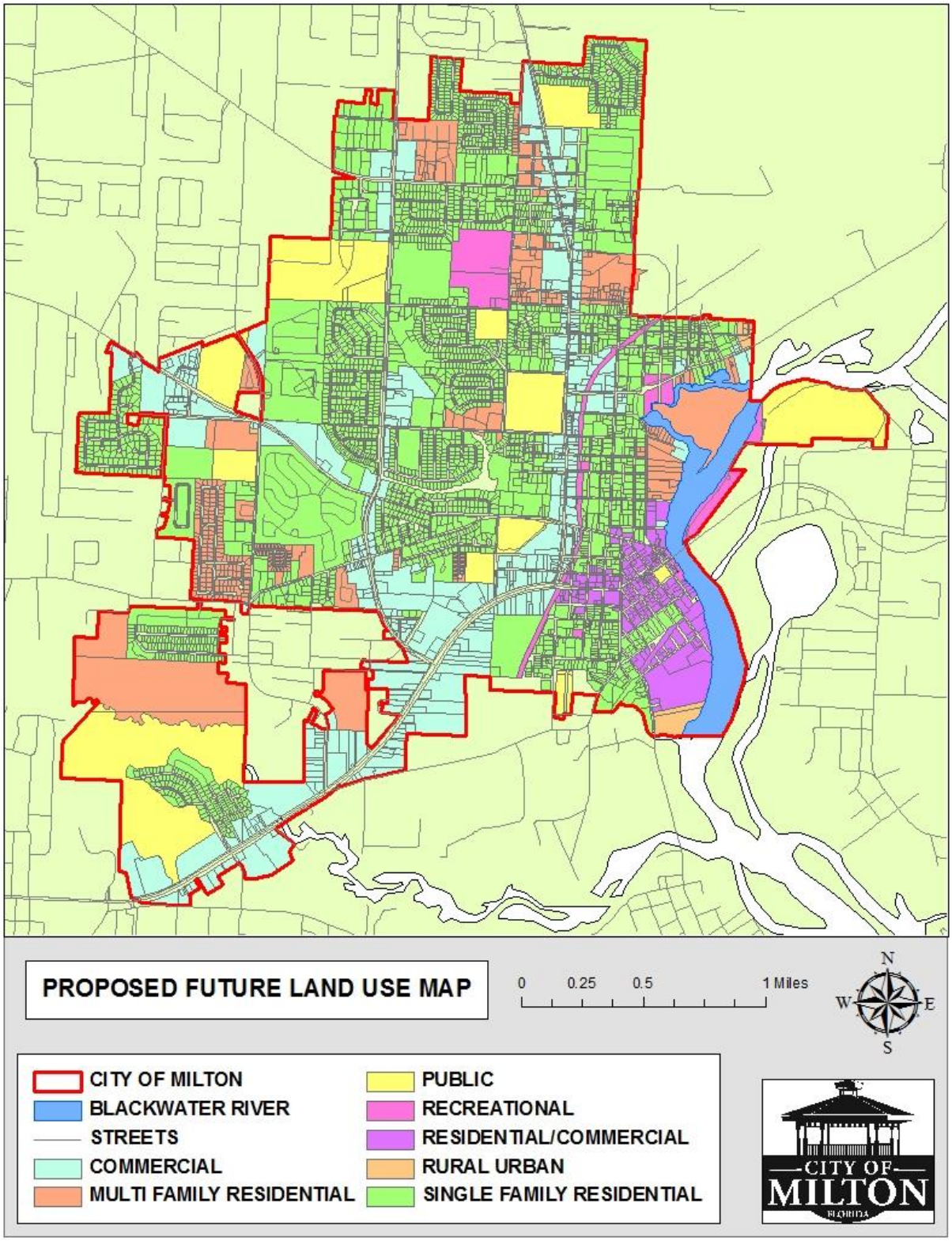

City of Milton Department of Planning and Development, 2013

APPENDIX E: CONSUMPTIVE USE PERMIT

NORTHWEST FLORIDA WATER MANAGEMENT DISTRICT
INDIVIDUAL WATER USE PERMIT
(NWFWMD Form No. A2-E)

Permit granted to:	Permit No.: 19842715 Renewal/Modification
City of Milton	Date Permit Granted: October 22, 2009
Post Office Box 909	Permit Expires On: November 1, 2014
Milton, Florida 32572 (Legal Name and Address)	Source Classification: Sand-and-Gravel Aquifer
	Use Classification: Public Supply
County: Santa Rosa Area: C	Location: Section _____ 1/4 Section _____
Application No.: I07048	Township 2 North Range 28 West

Terms and standard conditions of this Permit are as follows:

1. That all statements in the application and in supporting data are true and accurate and based upon the best information available, and that all conditions set forth herein will be complied with. If any of the statements in the application and in the supporting data are found to be untrue and inaccurate, or if the Permittee fails to comply with all of the conditions set forth herein, then this Permit shall be revoked as provided by Chapter 373.243, Florida Statutes.

2. This Permit is predicated upon the assertion by the Permittee that the use of water applied for and granted is and continues to be a reasonable and beneficial use as defined in Section 373.019(4), Florida Statutes, is and continues to be consistent with the public interest, and will not interfere with any legal use of water existing on the date this Permit is granted.

3. This Permit is conditioned on the Permittee having obtained or obtaining all other necessary permit(s) to construct, operate and certify withdrawal facilities and the operation of water system.

4. This Permit is issued to the Permittee contingent upon continued ownership, lease or other present control of property rights in underlying, overlying, or adjacent lands. This Permit may be assigned to a subsequent owner as provided by Chapter 40A-2.351, Florida Administrative Code, and the acceptance by the transferee of all terms and conditions of the Permit.

5. This Permit authorizes the Permittee to make a combined average annual withdrawal of **2,530,000** gallons of water per day, a maximum combined withdrawal of **4,340,000** gallons during a single day, and a combined monthly withdrawal of **86,400,000** gallons. Withdrawals for the individual facilities are authorized as shown in the table below in paragraph six. However, the total combined amount of water withdrawn by all facilities listed in paragraph six shall not exceed the amounts identified above.

6. Individual Withdrawal Facility Authorization

WITHDRAWAL POINT ID NO.	LOCATION SEC,TWN,RNG	GALLONS/DAY AVERAGE	GALLONS/DAY MAXIMUM
COM #1 (AAA5223)	Sec. 3C, T1N, R28W		1,296,000
COM #2 (AAA5224)	Sec. 34C, T2N, R28W		720,000
COM #3 (AAA5225)	Sec. 34B, T2N, R28W		1,152,000
COM #4 (AAA5227)	Sec. 31B, T2N, R28W		864,000
COM #5 (AAA5226)	Sec. 32D, T2N, R28W		1,440,000
COM #6 (AAA5228)	Sec. 28C, T2N, R28W		1,152,000
COM #7	Sec. 31, T2N, R28W		1,440,000 Proposed

7. The use of the permitted water withdrawal is restricted to the use classification set forth by the Permit. Any change in the use of said water shall require a modification of this Permit.

8. The District's staff, upon proper identification, will have permission to enter, inspect and observe permitted and related facilities in order to determine compliance with the approved plans, specifications and conditions of this Permit.

9. The District's staff, upon providing prior notice and proper identification, may request permission to collect water samples for analysis, measure static and/or pumping water levels and collect any other information deemed necessary to protect the water resources of the area.

10. The District reserves the right, at a future date, to require the Permittee to submit pumpage records for any or all withdrawal point(s) covered by this Permit.

11. Permittee shall mitigate any significant adverse impact caused by withdrawals permitted herein on the resource and legal water withdrawals and uses, and on adjacent land use, which existed at the time of permit application. The District reserves the right to curtail permitted withdrawal rates if the withdrawal causes significant adverse impact on the resource and legal uses of water, or adjacent land use, which existed at the time of permit application.

12. Permittee shall not cause significant saline water intrusion or increased chloride levels. The District reserves the right to curtail permitted withdrawal rates if withdrawals cause significant saline water intrusion or increased chloride levels.

13. The District, pursuant to Section 373.042, Florida Statutes, at a future date, may establish minimum and/or management water levels in the aquifer, aquifers, or surface water hydrologically associated with the permitted withdrawals; these water levels may require the Permittee to limit withdrawal from these water sources at times when water levels are below established levels.

14. Nothing in this Permit should be construed to limit the authority of the Northwest Florida Water Management District to declare water shortages and issue orders pursuant to Section 373.175, Florida Statutes, or to formulate and implement a plan during periods of water shortage pursuant to Section 373.246, Florida Statutes, or to declare Water Resource Caution Areas pursuant to Chapters 40A-2.801, and 62-40.41, Florida Administrative Code.

    (a) In the event of a declared water shortage, water withdrawal reductions shall be made as ordered by the District.

    (b) In the event of a declared water shortage or an area as a Water Resource Caution Area, the District may alter, modify or inactivate all or parts of this permit.

15. The Permittee shall properly plug and abandon any well determined unsuitable for its intended use, not properly operated and maintained, or removed from service. The well(s) shall be plugged and abandoned to District Standards in accordance with Section 40A-3.531, Florida Administrative Code.

16. Any Specific Permit Condition(s) enumerated in Attachment A are herein made a part of this Permit.

Authorized Signature
Northwest Florida Water Management District

ATTACHMENT A
City of Milton

Individual Water Use Permit No. 19842715
Individual Water Use Application No. I07048

1. The Permittee shall include the Individual Water Use Permit number and shall reference each well by its Florida Unique Identification Number (e.g., AAA5223 for well COM #1) when corresponding with the District.

2. The Permittee shall record the data required on Water Use Summary Reporting Form NWFWMD A2-I. The Permittee, by January 31 of each year, shall submit the report to the District for the preceding year's water use, even if no water is used. The Permittee, if preferred, may submit the report electronically by downloading the correct form from the District website, filling it out properly, and e-mailing it to compliance@nwfwmd.state.fl.us. The report for the year 2009 is due by January 31, 2010.

3. The Permittee shall maintain a Water Conservation and Efficiency Program designed to achieve the goals listed below. The Permittee, by March 31 of each year, shall report to the District its performance regarding each element of the Water Conservation and Efficiency Program during the previous calendar year. If any of the goals are not achieved, the Permittee shall submit a detailed explanation and program revisions to insure the target is met for the following year.

   a) Maintain unaccounted-for, lost water at ten percent or less. Continue calculating and reporting the amount of water withdrawn from the production wells, the actual amount of water accounted for through the billing system, and an estimate of unaccounted-for, lost water by suspected cause (e.g., leaks, line breaks, inaccurate meters, unmetered users, line flushing, etc.) for each month. The Permittee shall report unaccounted-for, lost water data and a detailed description of status regarding the annual unaccounted-for water loss goals.

   b) Maintain a ratio of 2:1 or less for [maximum daily amount]:[average daily amount] and a ratio of 1.7:1 or less for [maximum monthly amount/number of days in the month]:[average daily amount]. The Permittee shall report a summary description of status regarding the daily use ratio goals.

   c) Maintain an average and maximum residential per capita daily use, including unaccounted for water lost from the system, of 100 and 150 gallons or less, respectively. The Permittee shall report a summary description of status regarding the per capita use goal.

   d) Continue the line replacement program.

e) Continue a comprehensive public education and information campaign to promote water conservation and efficiency. The campaign shall consist of newspaper notices and articles, periodic mail-outs to customers, etc. The campaign shall be oriented to emphasize the program being implemented and water conservation in general. The campaign shall be designed to regularly reach permanent and part-time residents and tourists. The Permittee shall report a detailed description of the comprehensive public education and information campaign.

f) Encourage installation of high-efficiency plumbing fixtures which exceed the present standards of the Southern Building Code. The Permittee shall report a summary description of activities which encourage the installation of high-efficiency plumbing fixtures.

g) Implement a comprehensive water reuse program within its service area. The Permittee shall report a detailed description of sites of planned reuse at Whiting Field and elsewhere.

The Permittee may make the calculations required in a) through c) excepting use amounts for system flushing required by the Florida Department of Environmental Protection due to ground water quality issues. The Permittee must quantify and report such flushing as specified on Water Use Summary Reporting Form NWFWMD A2-I in order to except it from the calculation.

4. The Permittee, by March 31 of each year, shall report to the District the following information for the previous calendar year:

a)

Use Type	Number of Metered Connections	Annual Average Water Use (Gallons Per Day)
1. Residential (also complete table below)		
2. Commercial Uses		
3. Industrial Uses		
4. Agricultural Uses		
5. Non-Residential Recreational/Aesthetic Uses		
6. Water Sold/Transferred to Other Utilities		
7. Other _____ (describe)		
8. Fire and Other Accounted Uses		
TOTAL (Add items 1 through 8)		

b)

Residential Water Service Category	Number of Metered Connections	Number of Dwelling Units	Population Served (if available)	Annual Average Metered Use (Gallons Per Day)
1. Single Family Dwelling Units				
2. Multiple Family Dwelling Units				
3. Mobile Home Dwelling Units				
TOTAL (Add items 1 through 3)				

For water purchased, sold or transferred to/from other utilities--provide the name of each utility, the type of transaction and the amount of water transferred for each year.

5. The Permittee, by January 31, 2013, shall provide a service area map showing areas where service is actually provided as well as the overall franchise or potential service area allocated to the utility by the county, Public Service Commission or other authorizing entity. The Permittee shall submit the map in digital format compatible with ESRI Geographic Information System (GIS), if available.

6. The Permittee shall pursue the implementation of a conservation-oriented rate structure that promotes water use efficiency and conservation while providing for a life-line initial rate. The Permittee, by January 31, 2012, shall perform and submit to the District an evaluation for implementation of such a rate structure. The evaluation shall provide analysis and projection of the amount of water that could be conserved if tiers and rate steps are put into place to promote water use efficiency and conservation while taking into consideration the water use characteristics of the service area. The Permittee, by January 31 of each year, shall submit to the District a copy of its current rate structure.

7. The Permittee, by July 31, 2013, shall submit either a letter stating that reclaimed water has been fully allocated with a copy of the most recent Florida Department of Environmental Protection (FDEP) reuse report or a report detailing the feasibility of providing 100 percent of the utility's reclaimed water to offset use of potable supply. The Permittee shall base the feasibility report on the FDEP document, *Guidelines for the preparation of Reuse Feasibility Studies*.

8. The Permittee shall mitigate impacts that interfere with existing legal users of Sand-and-Gravel aquifer ground water. Mitigation may include modification of the Permittee's pumping schedule (i.e., duration, withdrawal rates, time of day, etc.), the lowering of the affected pump(s) or the replacement of the well(s). The Permittee, upon receipt of an allegation of interference, shall retain the services of an appropriate licensed professional to investigate the alleged interference. The Permittee shall ensure their chosen professional investigates any alleged interference within 48 hours of the allegation being made. If it is determined that the use of a well has been impaired as a result of the Permittee's operation, the Permittee shall undertake the required mitigation. The Permittee shall be responsible for the payment of services rendered by the licensed professional. The Permittee, within 30 days of any allegation of interference, shall submit a report to the District including the date of the allegation, the name and contact information of the party making the allegation, the result of the investigation made and any mitigation action undertaken.

CONSUMPTIVE USE PERMIT
Application for Public Supply Uses

District Use Only

CUPA #: _____
Color: Blue

Northwest Florida Water Management District
152 Water Management, Havana, FL 32333 (850) 539-5999 (Suncom) 771-2080

SECTION I - *INSTRUCTIONS TO THE APPLICANT*

1. Type or print in INK.
2. Please submit TWO (2) COPIES of this application and all other submitted materials (letters, etc.).
3. A checklist is provided on page 9.

SECTION II - *GENERAL INFORMATION*

1. **TYPE OF APPLICATION:**

   ☐ New (Proposed) ☐ Unpermitted (Existing) ☐ Modification ☒ Renewal

2. **WATER USE PERMIT NUMBER** (if application is for renewal or modification): 842715
3. **Department of Environmental Protection Public Water Supply System I.D. Number** 1570146
4. **APPLICANT** (Complete legal name in which permit should be issued)

   NAME: City of Milton

   ADDRESS: P.O. Box 909

   CITY, STATE, ZIP: Milton, FL 32572

   DAY PHONE: 850-983-5400 NIGHT PHONE: _____

   Applicant is: ☒ Owner ☐ Lessee ☐ Other (explain) _____

5. **AGENT OR CONSULTANT** Address all correspondence to the person below? ☐ Yes ☐ No

   NAME: Jerald S. Ward, Baskerville-Donovan, Inc.

   ADDRESS: 449 West Main Street

   CITY, STATE, ZIP: Pensacola, FL 32502

   DAY PHONE: 850-438-9661 NIGHT PHONE: _____

6. **OWNER** (IF OTHER THAN APPLICANT)

   NAME: _____

   ADDRESS: _____

   CITY, STATE, ZIP: _____

   DAY PHONE: _____ NIGHT PHONE: _____

SECTION III - *PROPERTY CONTROL*

Is the PROPERTY AT THE WITHDRAWAL POINT(S) owned or leased?
☒ Owned ☐ Leased

If leased, specify expiration date and whether it is renewable.

Lease Expiration Date: _____ Renewable? ☐ Yes ☐ No

If requested, a copy of the current lease (signed by the property owner) detailing the lease arrangement and the duration of the lease must be submitted.

SECTION IV - *CLASSIFICATION*

Check applicable classification:

- ☐ Non-Utility Public Supply (See Tables A and B of Section V)
  Chapter 10D-6, F. A. C., may be used to calculate the average daily rate (ADR) and maximum daily rate (MDR) of withdrawals (see page 10).

- ☐ Utility Public Supply (See Tables B and C of Section V)

SECTION V - *CONSUMPTIVE WATER USE INFORMATION*

1. **TABLE A**

Water Use Public Supply (Non-Utility)

WATER USAGE	PRESENT (GPD)	PROJECTED 5 YEARS (GPD)	PROJECTED 7 YEARS (GPD)	PROJECTED 10 YEARS (GPD)
AVERAGE DAILY RATE (ADR)				
MAXIMUM DAILY RATE (MDR)				
MAXIMUM MONTHLY RATE (MMR)				

2. **TABLE B** See Attachment A

Population Data (Utility and Non-Utility)

POPULATION	PRESENT JAN 2006	PROJECTED 5 YEARS	PROJECTED 7 YEARS	PROJECTED 10 YEARS
AVERAGE POPULATION	18,460	26,865	30,185	35,951
PEAK POPULATION				

3. **TABLE C** See Attachment A

Annual Water Use Public Supply (Utility)

USE TYPE (PROVIDE IF AVAILABLE)	PRESENT (GPD) JAN 2006	PROJECTED 5 YEARS (GPD)	PROJECTED 7 YEARS (GPD)	PROJECTED 10 YEARS (GPD)
A. RESIDENTIAL SINGLE-FAMILY	1,679,226	2,546,765	2,861,545	3,408,146
B. RESIDENTIAL MULTI-FAMILY				
C. COMMERCIAL/INDUSTRIAL	277,391	420,700	472,698	562,991
D. RECREATION IRRIGATION				
E. FIRE FIGHTING/TESTING				
F. TREATMENT LOSSES				
G. OTHER METERED USES	53,140	80,594	90,555	107,853
H. OTHER (SPECIFY ALL OTHER UNACCOUNTED FOR WATER USES)				
Leaks, Fire, Flushing	15,942	24,178	27,167	32,356
Unaccounted	99,903	151,516	170,244	202,763
TOTAL AVERAGE DAILY WATER USE (GPD)	2,125,602	3,223,753	3,622,209	4,314,109
TOTAL MAXIMUM DAILY WATER USE (GPD)	3,459,400	5,415,905	6,085,311	7,247,703
TOTAL MAXIMUM MONTHLY WATER USE (GAL)	76,227,031	124,530,000	139,920,000	166,650,000

SECTION VI - *SERVICE AREA*

1. **SERVICE AREA**

   A. Average historic per capita use: 120 GPCD (Normally 100 GPCD or less)

   B. Maximum historic per capita use: 300 GPCD (Normally less than 150 GPCD)

   C. Projected AVERAGE per capita use: 120 GPCD for calendar year 2016

   D. Projected MAXIMUM per capita use: 201 GPCD for calendar year 2016

   E. Explain the method of projecting population and estimating per capita usage. Include the calculations used in determining the historic and projected per capita use amounts:

   See Attachment A

SECTION VII - *REQUESTED WITHDRAWAL AMOUNTS*

1. **APPLYING FOR GROUND WATER?** ☒ Yes ☐ No

   A. Total GROUND WATER amount requested (APPLY FOR TOTAL SYSTEM USAGE):

   (1) Average Daily Rate of Withdrawal (ADR) 4,315,000 Gallons Per Day*

   (2) Maximum Daily Rate of Withdrawal (MDR) 7,250,000 Gallons Per Day**

   (3) Maximum Monthly Rate of Withdrawal (MMR) 167,000,000 Gallons Per Month

   (4) Number of **Consecutive** Days MDR is to be pumped. 3 Days (Typically 3 days)

   * Total yearly water use divided by 365 days.
   ** Maximum amount of water requested per 24 hours - cannot exceed system pump capacity.

   B. WITHDRAWAL FACILITY

TOTAL NUMBER OF WELLS	IN USE	NOT IN USE	PROPOSED
	6	0	1

2. **APPLYING FOR SURFACE WATER?** ☐ Yes ☒ No

   A. Total SURFACE WATER amount requested (APPLY FOR TOTAL SYSTEM USAGE):

   (1) Average Daily Rate of Withdrawal (ADR) _____ Gallons Per Day*

   (2) Maximum Daily Rate of Withdrawal (MDR) _____ Gallons Per Day**

   (3) Maximum Monthly Rate of Withdrawal (MMR) _____ Gallons Per Month

   (4) Number of **Consecutive** Days MDR is to be pumped. _____ Days (Typically 3 days)

   * Total yearly water use divided by 365 days.
   ** Maximum amount of water requested per 24 hours - cannot exceed system pump capacity.

   B. WITHDRAWAL FACILITY

   Name of Creek, Stream, River, Lake, or Impoundment: _____

TOTAL NUMBER OF WELLS	IN USE	NOT IN USE	PROPOSED

3. Provide calculations that support the requested average daily rate (ADR), maximum daily rate (MDR), and maximum monthly rate (MMR) of withdrawals (site references, metered reports). An example for calculating water use amounts is provided on page 10.

   (ADR): Year 2016 - Attachment A/Current CUP amount

   (MDR): Year 2016 - Attachment A/Current CUP amount

   (MMR): 2016 - Attachment A/Current CUP amount

SECTION VIII - *FACILITY INFORMATION*

1. GROUND WATER WITHDRAWAL TABLE (Please complete each item)

I.D. NUMBER	FLORIDA UNIQUE I.D. NUMBER *	DIAMETER (INCHES)	TOTAL DEPTH	CASED DEPTH	PUMP GPM	PUMP H.P.	PROPOSED EXISTING?	AQUIFER SYSTEM	FLOW METER YES/NO?	SECTION AND 1/4 SECTION	TOWNSHIP	RANGE
1	AAA 5223	18	188	135	900	75	E	SG	Y	31	2N	28W
2	5224	18	188	135	500	40	E	SG	Y	34	2N	28W
3	5225	18	252	198	800	60	E	SG	Y	34	2N	28W
4*	5227	16	225	175	600	60	E	SG	Y	31	2N	28W
5	5226	18	338	226	1000	100	E	SG	Y	32	2N	28W
6	5228	24	280	190	800	100	E	SG	Y	21	2N	28W
7		24	225	175	1000	125	P	SG	Y	31	2N	28W
SG - Sand and Gravel Aquifer												
* Well No. 4 to be abandoned and replaced by Well No. 7												

* If available.

2. SURFACE WATER WITHDRAWAL TABLE (Please complete each item)

I.D. NUMBER	INTAKE DIAMETER	PUMP GPM	PUMP H. P.	PROPOSED EXISTING?	WATER SOURCE?	VOLUME (AC/FT) OF POND/LAKE	FLOW METER YES/NO?	SECTION AND 1/4 SECTION	TOWNSHIP	RANGE	LATITUDE	LONGITUDE

SECTION IX - *REUSE OF RECLAIMED WATER*

1. **Does the Applicant operate a domestic wastewater treatment plant?** ☒ Yes ☐ No
   If yes, complete Items 2 - 4 below and provide a map showing the location of the plant(s) and major effluent and reclaimed water transmission lines.

2. **Wastewater Treatment Plant Capacity and Flows**

WASTEWATER TREATMENT PLANTS

WASTEWATER AVAILABILITY		PLANT NAME: 1. Milton WWTP		PLANT NAME: 2. FUTURE WWTP		PLANT NAME: 3.	
		CAPACITY (MGD)	FLOW (MGD)	CAPACITY (MGD)	FLOW (MGD)	CAPACITY (MGD)	FLOW (MGD)
PRESENT	AVERAGE	2.5	1.53				
5YEAR	AVERAGE	3.0	2.80	1.0	0.42		
7YEAR	AVERAGE	5.0	3.00	1.0	0.60		
10YEAR	AVERAGE	5.0	3.50	1.0	0.80		
LEVEL OF TREATMENT							

3. **Reclaimed Water Availability**

WASTEWATER TREATMENT PLANTS

RECLAIMED WATER AVAILABILITY		PLANT NAME: 1.		PLANT NAME: 2.		PLANT NAME: 3.	
		REUSE CAPACITY (MGD)	REUSE FLOW (MGD)	REUSE CAPACITY (MGD)	REUSE FLOW (MGD)	REUSE CAPACITY (MGD)	REUSE FLOW (MGD)
PRESENT	AVERAGE						
5YEAR	AVERAGE						
7YEAR	AVERAGE						
10YEAR	AVERAGE						

4. **Reuse customers and volumes of reclaimed water provided** (attach additional sheets if necessary).

REUSE CUSTOMERS

VOLUME OF RECLAIMED WATER PROVIDED (MGD)		CUSTOMER NAME: 1.	CUSTOMER NAME: 2.	CUSTOMER NAME: 3.
PRESENT	AVERAGE			
5YEAR	AVERAGE			
7YEAR	AVERAGE			
10YEAR	AVERAGE			

SECTION X - *FIRE FLOW AND WELLFIELD CHARACTERISTICS*

1. **FIRE FLOW -** Describe fire flow and standby capacity. Fire flow is met by storage in elevated tanks. currently storage is 850,000 gallons. Milton is in the process of constructing an additional elevated storage tank.

2. **WELLFIELD OPERATION SCHEDULE -** Describe the typical wellfield operation schedule. Include in the description those wells that are primary, secondary (peaking), stand-by, and the well rotation schedule - if any. Identify well numbers with those referenced in the ground water withdrawal table.

   See Attachment B

3. **WELLFIELD PROTECTION ORDINANCE?** (Check applicable): ☐ Yes ☐ No ☐ Pending ☐ N/A
   If "yes," provide a copy of the ordinance and discuss whether the proposed water use will affect existing land uses as a consequence of the ordinance.

SECTION XI - *SITE WITHDRAWAL INFORMATION*

1. **Describe the facility(ies) to which water is supplied.** Mostly residential with some commercial facilities.

2. **COUNTY:** Santa Rosa

3. Submit a United States Geological Survey 7 - 1/2 minute topographic quad map (or copy) that delineates the following items:

   A. Name of the quad map (Example: Quincy Quad).

   B. Property AND service boundaries.

   C. Approximate location of all existing AND proposed wells and/or surface water withdrawal pumps - with identification numbers (e.g. Well #1, Well #2, etc.).

   D. Potential impacts to wetlands MAY require the submittal of a recent aerial map having a minimum scale of 1" = 2,000 feet.

SECTION XII - *MODIFICATION AND PERMIT COMPLIANCE*

If this application is for a modification, please describe the modification requested and the reason the modification is necessary. For modification and renewal requests, describe the applicant's compliance with **EACH** of the conditions of the existing permit:

MODIFICATION DESCRIPTION: N/A

SECTION XII - *MODIFICATION AND PERMIT COMPLIANCE* (CONTINUED)

PERMIT CONDITION COMPLIANCE: See Attachment B

SECTION XIII - *IMPACTS*

Please attach a detailed description of the anticipated impacts on the resource and on existing legal users which could be impacted by the proposed use. The District shall require any other necessary information in accordance with the provisions of Section 40A-2.101(3), Florida Administrative Code and Chapter 373.223, Florida Statutes. See Attachment C

SECTION XIV - *CONSERVATION*

Provide a description of any water conservation measures currently implemented and those measures to be implemented in the future. If applicant is a utility, please provide a copy of the present and any proposed potable water rate structures.

CURRENT: See Attachment C

FUTURE:

SECTION XV - *INTERCONNECTIONS*

1. Explain in detail any interconnection(s) with other suppliers. Indicate the average day and maximum day amounts of water that can be supplied via the interconnection(s). The City of Milton has two interconnections with Point Baker Water System for emergency flow.

Name of Utility	Diameter of Interconnected Pipelines	Average Daily Supply (GPD)	Maximum Daily Supply (GPD)	Maximum Monthly Supply (GAL)
Point Baker	6"	----	----	----

2. Would the applicant consider becoming a part of a regional public water supply system that would ensure additional water supplies?

☐ Yes ☐ No ☐ Pending ☒ Unsure If "yes," when?

SECTION XVI - *DESALINATION AQUIFER STORAGE OR RECOVERY*

1. If your system includes desalination, provide the following information: ☒ N/A

   A. Withdrawal capacity _____ GPD

   B. Potable water supply capacity _____ GPD

   C. Reject water discharge capacity _____ GPD

   D. Treatment efficiency ratio (treated water to reject) _____

   E. Amount of raw water that can be blended with the R. O. permeate _____ GPD

   F. Highest level of dissolved solids (TDS) or chlorides that can be efficiently and economically treated using the installed membranes _____ MG/L

   G. Chloride ion concentration in rejected water _____ MG/L

   and receiving water body _____ MG/L

   H. Location of effluent discharge on a U. S. G. S. 7 - 1/2 minute topographic map

SECTION XVII - *APPLICANT CERTIFICATION*

I hereby certify that the information contained herein is true and accurate and that I have legal authority to undertake the activities described herein and execute this application.

Further, I authorize Jerald Ward, Baskerville-Donovan, Inc. to act as my agent for permit application coordination.

_____ _____

APPLICANT SIGNATURE DATE

Donna Adams, City Mnager
City of Milton

I hereby certify that I am the authorized agent of the applicant.

_____ _____

AGENT SIGNATURE DATE

Jerald Ward
Baskerville-Donovan,

I hereby certify that the applicant has sufficient legal control of the property described in this application.

_____ _____

PROPERTY OWNER SIGNATURE DATE

Donna Adams, City Manager
City of Milton

APPLICANT CHECKLIST

1.	Appropriate permit processing fee (check only)	☐ Attached*		
2.	Complete legal name was provided in Section II	☐ Provided		
3.	Copy of legal description (deed, lease)	☐ Attached	☐ N/A	
4.	U. S. G. S. 7 - 1/2 minute topographic map	☐ Attached		
5.	Description of Anticipated Impact(s)	☐ Attached		
6.	FDEP pumpage reports for past 24 months	☐ Attached		
7.	Utilities submit a copy of:			
	- map of wastewater treatment plant and reuse water transmission lines	☐ Attached	☐ N/A	
	- the Wellfield Protection Ordinance	☐ Attached	☐ Pending	☐ N/A
	- rate structure	☐ Attached	☐ N/A	
8.	Two (2) copies of all materials	☐ Attached		

* All permit processing fees are non-refundable and are based upon the average daily withdrawal rate (ADR). To determine one's permit processing fee - compare the requested ADR amount(s) of Section VII to the matrix below:

AVERAGE DAILY WITHDRAWAL RATES (ADR) GALLONS	PROCESSING FEE
Less than 25,000 gallons per day, average	$ 100.00
25,000 to 99,999 gallons per day, average	$ 250.00
100,000 to 499,999 gallons per day, average	$ 500.00
500,000 to 999,999 gallons per day, average	$ 1,000.00
1,000,000 to 1,999,999 gallons per day, average	$ 2,000.00
2,000,000 gallons or more per day, average	$ 3,000.00
Permit Transfer	$ 50.00
Temporary Permit (in addition to the fees identified above)	$ 50.00

Please address all correspondence to the following address:

NORTHWEST FLORIDA WATER MANAGEMENT DISTRICT
ATTN: Consumptive Use - Division of Resource Regulation
152 Water Management Drive
Havana, Florida 32333

Telephone: (850) 539-5999
Suncom: (850) 771-2080

PUBLIC SUPPLY NON-UTILITY HELP SHEET

NON-UTILITY PUBLIC SUPPLY (ONLY)

TYPE OF ESTABLISHMENT	DESCRIPTION	GPD	PRESENT MAXIMUM GPD (MDR)
Airports	Per passenger Add per employee	5 20	
Barber/Beauty Shops	Per chair	100	
Bowling Alleys	Toilet wastes/lane	100	
Church	Per seat	3	
Country Club	Per resident member Per guest/employee	100 25	
Dental Office	Per wet chair Per non-wet chair	200 50	
Doctor Office	Per doctor	250	
Factories	Per person (no showers) Per person (showers)	20 35	
Food Services	Ordinary restaurant (per seat) 24 hour restaurant (per seat) Single service articles (per seat) Bar & lounge (per seat) Drive-in restaurant (per seat) Carry-out (per 100 sq. ft. floor space) Carry-out (add per employee)	50 75 25 30 50 50 20	
Hospital	Per bed	200	
Hotels and Motels	Regular (per room) Resort hotels, cottages (per person) Add for laundry (per machine)	100 75 400	
Nursing/Rest Homes	Per person	100	
Office Building	Per worker	20	
Parks	With toilets only (per person) With bath, showers, toilets (per person)	5 10	
Public Institutions (other than Schools & Hospitals)	Per person	5	
Residential	Apartment (per bedroom) Mobile home/not in park (per bedroom) Other (per occupant) Single family (per bedroom)	150 150 75 150	
Schools	Day-type (per student) Add for showers (per student) Add for cafeteria (per student) Add for school workers (per worker) Boarding-type (per student) Work camps (per worker)	15 5 5 15 75 50	
Service Station	Per bay	500	
Shopping Centers	Without food or laundry Per square foot of floor space	0.1	
Stadiums, Race Tracks	Per seat	5	
Stores (w/o food service)	Private toilets (per employee) Public Toilets (per sq. ft. of floor space)	20 0.1	
Swimming & Bathing Facility	Per person - public	10	
Theatres	Indoor auditoriums (per seat) Outdoor drive-ins (per space)	5 10	
Trailor/Mobile Home Park	Per trailor space	200	
Travel Trailor/RV Park	Overnight trailor w/o water & sewer Add for water & sewer (per space)	50 100	
Source: Chapter 10D-6, F.A.C.		TOTAL	GPD (MDR)

TOTAL PRESENT AVERAGE DAY (ADR) WATER USE (ADR = MDR divided by 1.5) ADR = _____ GPD*

TOTAL PRESENT MAXIMUM DAY (MDR) WATER USE (Obtain from matrix above) MDR = _____ GPD*

TOTAL PROJECTED AVERAGE DAY (ADR) WATER USE (Use Table A of Section V) ADR = _____ GPD*

TOTAL PROJECTED MAXIMUM DAY (MDR) WATER USE (Use Table A of Section V) MDR = _____ GPD*

* Enter the above ADR and MDR amounts in Table A of Section V.

Form No. A2-A
Effective 7-1-98

ATTACHMENT A

Consumptive Use Permit No. 842715
City of Milton

Section V - Consumptive Water Use Information

Population Data and Annual Water Use Public Supply (Utility)

	YEAR	Connections[1]	Population[2]	AADF[3] (GPD)	MDF[4] (GPD)	Ratio AADF/MDF	Max Month[5] (Gallons)	Ratio Max / Avg. Month
	2003	5,848	15,790	1,938,731	2,869,300	1.48	70,622,200	1.20
	2004	6,250	18,875	2,004,939	3,307,575	1.65	69,570,950	1.14
	2005	6,837	18,460	2,125,602	3,459,400	1.63	76,227,031	1.18
PROJECTIONS	2006	7,247	20,075	2,408,976	4,047,080	1.68	93,060,000	1.27
	2007	7,682	21,279	2,553,514	4,289,904	1.68	98,640,000	1.27
	2008	8,143	22,556	2,706,725	4,547,299	1.68	104,560,000	1.27
	2009	8,632	23,909	2,869,129	4,820,137	1.68	110,830,000	1.27
	2010	9,149	25,344	3,041,277	5,109,345	1.68	117,480,000	1.27
	2011	9,698	26,865	3,223,753	5,415,905	1.68	124,530,000	1.27
	2012	10,280	28,476	3,417,178	5,740,860	1.68	132,000,000	1.27
	2013	10,897	30,185	3,622,209	6,085,311	1.68	139,920,000	1.27
	2014	11,551	31,996	3,839,542	6,450,430	1.68	148,320,000	1.27
	2015	12,244	33,916	4,069,914	6,837,456	1.68	157,220,000	1.27
	2016	12,979	35,951	4,314,109	7,247,703	1.68	166,650,000	1.27

1. **Connections** - projected for the years 2006-2016 based on 6.0% increase per year.

2. **Population.** Calculated based on number of connections x 2.77 persons/connection per FDEP Monthly Operating Reports.

3. **Annual Average Daily Flow.** The population multiplied by the average daily per capita use over the past 5 years. This value is projected for the years 2006-2016 assuming an annual growth rate of 6.0% per year.

4. **Maximum Daily Flow.** The highest water demand of the year during any 24-hour period. This value is equal to the Annual Average Daily Flow x 1.68 based on the current CUP ratio of AADF to MDF. **The 1.68 ratio is an average taken from data recorded over the past 10-years and is not limited to the past 3-years data.**

5. **Max Month.** The maximum monthly withdrawal. This value is equal to the AADF times 365 days/year divided by 12 months/year times a ratio of 1.27 based on the current CUP ratio. **The 1.27 ratio is an average taken from data recorded over the past 10-years and is not limited to the past 3-years data.**

ANNUAL WATER BREAKDOWN

Consumptive Use Permit No. 842715
City of Milton

Section V - Consumptive Water Use Information

3. Table C
Annual Water Use Public Supply (Utility)

Year		2006	2011	2013	2016
Projected ADF (GPD)		**2,125,602**	**3,223,753**	**3,622,209**	**4,314,109**
User Type	% Water Used				
A. **Residential Single-Family**	79.00%	1,679,226	2,546,765	2,861,545	3,408,146
B. **Residential Multi-Family**	0.00%	0	0	0	0
C. **Commercial / Industrial**	13.05%	277,391	420,700	472,698	562,991
D. **Recreation Irrigation**	0.00%	0	0	0	0
E. **Fire Fighting/Testing**	0.00%	0	0	0	0
F. **Treatment Losses**	0.00%	0	0	0	0
G. **Other Metered Uses**	2.50%	53,140	80,594	90,555	107,853
H. **Other**					
Leaks, Fire, Flushing	0.75%	15,942	24,178	27,167	32,356
Unaccounted	4.70%	99,903	151,516	170,244	202,763
TOTAL	100.0%	2,125,602	3,223,753	3,622,209	4,314,109

ATTACHMENT B

Consumptive Use Permit No. 842715
City of Milton

Section X – Fire Flow and Wellfield Characteristics

2. Wellfield Operation Schedule:
Well #1 operates based on the elevations of the Barnes Tank. Well #2 operates on a timer. Well # 3 operates based on the elevation of the Byrom Tank. Well #4 and #5 operate based on the elevation of the Berryhill Tank. Well # 6 operates based on the elevations of the Appaloosa Tank.

3. Wellfield Protection Ordinance:
City of Milton Water System's current Wellhead Protection Plan is included in this submittal. There are no changes in water use proposed and therefore no impact on existing land use.

SECTION XII – Modification and Permit Compliance

Attachment Conditions Corresponding to Permit:

1. Permit number and Well ID numbers have been provided with this application.
2. The City of Milton has submitted its Water Use Summary for 2008 on January 13, 2009.
3. The City of Milton currently has an annual average of 4.7% unaccounted water in their system. Milton routinely replaces aging water lines and provides public awareness of water conserving methods. Milton also promotes water conservation through their website: http://ci.milton,.fl.us/departments/meter dept/highwaterbills.htm
4. Milton has enhanced public education and information by providing water conservation tips periodically on water bills and pamphlets.
5. Milton has developed a rate structure schedule to take place over the next few years. The rate schedule is included in **Attachment C.**
6. The Engineering Evaluation Report for the use of reclaimed water was finalized and submitted to the NWFWMD in 2004. Currently the City is seeking funding for the reuse projects identified in the report.
7. There have been no recent adverse impacts to the water resource or the water users.

ATTACHMENT C

Consumptive Use Permit No. 842715
City of Milton

Section XIII – Impacts

At this time there are no adverse impacts anticipated on the water resource, on existing legal users, off-site land users, or other environmental features in the service area since no changes in water use are proposed.

Section XIV – Conservation

Current:
The City of Milton currently notifies the public about water conservations through periodic conservation tips on water bills and pamphlets. Milton has also implemented a meter renewal over the past several years in order to provide more accurate meter readings.

Future:
According to the Northwest Florida Water Management District, an acceptable level of water loss is approximately 10% or less for any water system. The City of Milton currently has an average water loss of 4.7%.

WATER RATE STRUCTURE – RESIDENTIAL AND COMMERCIAL

Year	Inside the City	Outside the City	
2008/2009	$ 11.27	$ 14.06	for first 3,000 gallons
	$ 2.65	$ 3.30	per 1,000 over 3,000 gallons
2009/2010	$ 11.83	$ 14.79	for first 3,000 gallons
	$ 2.78	$ 3.48	per 1,000 over 3,000 gallons
2010/2011	$ 12.43	$ 15.53	for first 3,000 gallons
	$ 2.92	$ 3.65	per 1,000 over 3,000 gallons
2011/2012	$ 13.05	$ 16.31	for first 3,000 gallons
	$ 3.07	$ 3.83	per 1,000 over 3,000 gallons
2012/2013	$ 13.70	$ 17.12	for first 3,000 gallons
	$ 3.22	$ 4.03	per 1,000 over 3,000 gallons