

**City of Milton
Comprehensive Plan
Volume 1**

SECTION VI
EVALUATION AND APPRAISAL REPORT

9/10/90

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I. INTRODUCTION

The Local Government Comprehensive Planning Act requires that an Evaluation and Appraisal Report of the City's Comprehensive Plan be prepared every five years. The purpose of this report is to "periodically update the comprehensive plans" and to ensure that planning is a "continuous and ongoing process". (Florida Statutes 163.3191). According to the procedures of amended Chapter 163.3191, the City of Milton is preparing this Evaluation and Appraisal Report (EAR) for submittal in conjunction with its 1990 Comprehensive Plan.

II. PROBLEMS IMPACTING THE COMMUNITY SUBSEQUENT TO PLAN ADOPTION

The City of Milton has not experienced major problems of development, physical deterioration, or land uses. This is due in large part to the fact that Milton has zoning regulations in place.

III. CONDITION OF EACH ELEMENT

This section will summarize each element of the 1981 Comprehensive Plan and discuss the existing condition of each element required to be included in the 1990 Plan. The intent of this section is to provide an update of the data necessary to analyze the Plan's goals, objectives and policies.

Recognizing that the City's 1990 Comprehensive Plan is being prepared simultaneously with this Evaluation and Appraisal Report, this section will simply provide a summary of the existing condition of each element. More detailed information will be provided in the 1990 Plan data elements.

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A. Population Analysis

The population analysis of the 1981 Plan identified a decline in growth. Composition data shows the City's population to be characterized by a high percentage of young and working age people. Table IX-1 and Table IX-2 show the difference in population projections from the City's 1981 Plan and the 1990 Plan.

Table IX-1
Population Projections from the
1981 City of Milton Comprehensive Plan

<u>1980</u>	<u>1985</u>	<u>1990</u>	<u>2000</u>
8,104	8,712	9,216	10,024

Source: 1981 City of Milton Comprehensive Plan

The 1990 Plan uses an apportionment technique to project the City population through the year 2000. These projections are identified in Table IX-2.

TABLE IX-2
Population Projections from the
1990 Comprehensive Plan

<u>1980</u>	<u>1986</u>	<u>1990</u>	<u>1995</u>	<u>2000</u>
7,206 (Actual)	7,791	8,484	9,096	9,588

The decline in population is due to the fact that expected annexation did not occur.

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B. Economic Analysis

The 1981 Plan identifies trends of improving economic conditions in Milton. Milton's total labor force has a strong military component due to its proximity to military establishments in the area. Employment data indicate that Milton has established itself as the primary urban center of Santa Rosa County. Milton's concentrated labor supply and convenient position for transportation has attracted manufacturing industries, while the City's position as the county seat and center of urban development attracted a large percentage of "professional and related services" employment as well as "public administration" employment.

Chapter 9J-5 F.A.C. does not require that an economic analysis be included in the Comprehensive Plan; therefore, the City's existing economic situation is not discussed here.

C. Existing Land Use and Structural Conditions

The predominant land use in Milton in 1981 was residential, which comprised 32.1% of the total acreage. In the 1990 Plan, predominant land use is also residential, which comprises 41.07% of the total acreage.

Commercial land use in 1981 comprised 4.6% of the total land use and in 1990 commercial comprised 13.25% of the total.

Industrial land use in 1981 comprised 15.3% of the total land use. This percent also included transportation and utilities. In the 1990 Plan, industrial comprised 0.42% of the total and did not include transportation and utilities.

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In comparing the recreational land use, in 1981 the recreational use was 1.2% of the total and in 1990 is 1.4% of the total.

Public/Educational Land use in 1981 comprised 9.4% of the total and in 1990 comprised 11.63% of the total land use.

Vacant land in 1981 comprised 37.4% of the total. This probably included water bodies. In 1990 vacant land comprises 32.2% of the total and does not include water bodies.

A breakdown of the 1981 and 1990 land uses is presented in Table IX-3.

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TABLE IX-3
Land Use Activities in Milton
1981 and 1987

Land Use Classification <u>Total</u>	<u>1981</u>		<u>1987</u>	
	<u>Acres</u>	<u>Percent of Total</u>	<u>Acres</u>	<u>Percent of Total</u>
Residential	816.42	32.1	996.97	40.36
Commercial	116.02	4.6	290.31	11.75
Industrial	390.30	15.3	10.2	0.41
Recreational	30.61	1.2	29.24	1.18
Public/Educational	238.41	9.4	271.79	11.00
Vacant	951.58	37.4	871.98	35.30
Historical	0.0	0.0	*	0.00
Agricultural	0.0	0.0	0.0	0.00
Conservation	0.0	0.0	0.0	0.00
TOTAL	2,543.34	100%	1,942.7	100%

Source: City of Milton "1981 Comprehensive Plan".
City of Milton "1990 Comprehensive Plan".

D. Housing

A field survey conducted by the West Florida Regional Planning Council in 1978 served as the basis for the existing housing supply. In 1978, there were 2,573 dwelling

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units (including military units) in Milton, 2,026 of which were single family dwellings. In 1978, 211 dwelling units were substandard, and 33 units substandard warranting clearance.

The 1990 Plan indicates that 153 housing units are substandard, and 12 units are substandard warranting clearance. The City plans to address these substandard units by strictly enforcing adopted building code requirements.

E. Sanitary Sewer, Solid Waste, Drainage and Potable Water

1. Sanitary Sewer

The Milton 201 Facility Plan was utilized as the primary data source for this element. As of 1977, the sewerage system was serving approximately 2,200 single family residences, 250 apartment units and 240 commercial and governmental establishments. In July 1988, per the 1990 Comprehensive Plan, the system was serving 2,794 connections.

Future conditions under the 201 Plan in 1981 set forth plans to upgrade and enlarge the treatment plant. The Plan also set forth improvement projects directed toward the collection and transmission function of the sewer system, which included an interceptor system. The 1990 Comprehensive Plan states that in addition to the treatment plan expansion and interceptor installations, a program for the evaluation and rehabilitation of a portion of the collection system in the Milton service area has been underway. The treatment plant is currently operating under a State of Florida DER Operating Permit No. D057-10485. The design capacity of the Milton Sewage Treatment

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Plants 2.5 million gallons per day (mgd). Projections outlined in the 1990 Plan show a surplus capacity in the year 2000 of .14 mgd.

2. Solid Waste

The term “solid waste” denotes garbage and refuse of various types that is discarded by domestic and commercial establishments. In 1981 and currently, the City transports the solid waste to the County’s Galt City Road Landfill. At the time of the 1981 Plan adoption, population analysis concluded that, barring no unforeseen problems, Milton’s needs and demands for solid waste disposal are fully planned for.

In the 1990 Plan, the existing conditions of solid waste within Milton have been evaluated based on the status of the solid waste service available in Santa Rosa County. Suitability of the available solid waste service was defined by the characteristics of the solid waste produced in Milton and Santa Rosa County, by projecting population estimates and by examining the existing solid waste disposal facilities. The Santa Rosa County Solid Waste Management Plan, 1986, indicates that 500 cu. yds. Of solid waste are generated by the City of Milton, which results in a demand of .06 cu. yds. per capita per week for the City.

All indications from new and proposed landfill regulations are that landfilling will continue to become more expensive in the future. Since Santa Rosa County operates the County’s solid waste disposal facility, the expense incurred in meeting the future demand rests with the County.

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3. Drainage

In the 1981 Plan, drainage conditions were presented, but no engineering study had been performed. Several problem areas were identified.

In the 1990 Plan, it states that the City's drainage system is not a unified system. The City's Capital Improvement Element identifies two drainage projects to be completed by 1992. Other drainage projects will be constructed in accordance with the Department of Environmental Regulation rules and regulations which require the treatment of the first inch of runoff for sites less than 100 acres in size and the first one-half inch of runoff for sites 100 acres or greater in size.

4. Potable Water

At the time of the 1981 Plan, the City maintained three (3) elevated storage tanks, the combined capacity of which was 450,000 gallons. The treated water distributed to a total of 2,976 connections through a network of underground pipes. The Plan indicated that the City should augment its system with more storage facilities in order to provide sufficient reserve capacity for emergency situations and future growth.

The 1990 Plan indicates that the City's potable water system consisted of five deep wells and four elevated water storage tanks. The design capacity is 4.2 million gallons per day with 4,280 service connections.

Baskerville-Donovan Engineers, Inc. recently completed an engineering study, including a computer simulation, to evaluate the hydraulic characteristics of the City's drinking water system. The result of the analysis indicated some improvements to the system are needed to meet existing and future demands. The needed improvements

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include the addition of water distribution mains and an elevated storage tank. These improvements are listed in the Capital Improvement Element as proposed capital projects for 1991 and 1995.

F. Traffic Circulation

U.S. Highway 90 serves as the central east-west artery through Milton. This highway links Milton with Pensacola and Pace directly to the west and with Crestview to the east. Most north-south traffic is carried by Stewart Street (SR 87N) and State Road 89. Canal Street connects the Milton Central Business District with Bagdad to the south and Interstate 10.

The 1990 Comprehensive Plan, projected average daily traffic and level of service (LOS), indicates that several roadway sections of these arterials will be operating at LOS "F" by 1995. The following project is scheduled in the Florida Department of Transportation five Year Transportation Improvement Program for fiscal year 1987/88 to fiscal year 1991/92: on SR 89, from US 90 to SR 87, construct 3.7 miles of multi-lane road with appropriate pedestrian and bicycle considerations. The estimated cost of this project is \$200,000 (preliminary engineering funds only) and was scheduled for fiscal year 1989/90.

G. Utility

In 1981 the supplier of electrical power to Milton was Gulf Power Company, and the Milton area was supplied with natural gas by the Milton Gas System.

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Chapter 9J-5 F.A.C. does not require the inclusion of the utility element in the Comprehensive Plan; therefore, existing conditions are not discussed here.

H. Conservation

The 1981 comprehensive Plan Conservation Element inventoried and analyzed the natural resources and natural assets within the City. Natural resources discussed were surface water, Locklin Lake, Blackwater River, soils, topography, ground water, flood prone areas and air quality.

The City's natural resource inventory remains virtually unchanged since 1981. The basic framework for the conservation, use and protection of natural resources is provided by the system of regulatory programs established by the Federal, State and local agencies. Areas of concern that will require additional effort by the City include stormwater management, hazardous waste disposal and tree protection.

I. Recreation and Open Space

The following recreation facilities were included in the 1981 Plan: Sanders Street Park, Adrian Carpenter's Park, and Mary Street Park. The Plan concluded that the City's recreational program should be preparing to accommodate the needs of a growing population. Based on population estimates, the Plan indicated a need for approximately 39 park acres (5 acres per 1,000 persons).

Recreation continues to be a priority for the City. The existing facilities have been upgraded and the Milton Riverwalk Park has been added. The Recreation Element of the City's 1990 Comprehensive Plan identifies a level of service standard of 5 acres per

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2,000 population. Using this standard, the City demonstrates a surplus of recreational acreage through the year 2000. Milton is fortunate in that the area around Milton provides many recreational opportunities, such as the beaches and the Blackwater State Forest, which provides opportunities for canoeing, hiking, camping, fishing, etc.

J. Intergovernmental Coordination

The Intergovernmental Coordination Element identified areas of planning that were of mutual interest and concern to other public entities. Coordinating entities addressed included the State, Regional, County and military.

The 1990 Plan lists coordinating entities and issue areas which effect land use, transportation, housing, potable water, sanitary sewer, drainage, solid waste, electricity, natural gas and recreation. The Plan also lists existing coordinating relationships. Each of the relationships is identified as effective except the issue of level of service on County and State owned roads. The Plan recommends that the City continue to participate in the Pensacola Metropolitan Planning Organization and review the Santa Rosa County Comprehensive Plan. The Plan states that the City shall coordinate with all levels of government to promote mutual participation for mutual benefit.

K. Future Land Use Plan

The Future Land Use Plan was a “public statement of urban development policies” and contained goals, objectives and policies for guiding development in the City.

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In the 1990 Comprehensive Plan, existing and future land use are combined in one element; therefore, the existing condition of this element was previously discussed in Section C.

IV. ANALYSIS OF OBJECTIVES

Several problems hindered the systematic implementation of the goals, objectives and policies of the City's 1981 Comprehensive Plan. Chief among these was a lack of format consistency. Additionally, lack of designated responsibility and measurable activities were contributing factors. The City has, however, utilized goal setting as a means of guiding its activities. These goals have been included in the 1990 Comprehensive Plan.

V. UNANTICIPATED AND UNFORESEEN PROBLEMS AND OPPORTUNITIES

The City has not experienced many significant unforeseen problems or opportunities.

VI. CHANGES NEEDED TO UPDATE THE COMPREHENSIVE PLAN

Changes needed to update the 1981 Comprehensive Plan include changes in format, data, and goals, objectives and policies. Chapter 9J-5 F.A.C. outlines specific guidelines for Comprehensive Plan development.

The data provided in the 1980 Plan is, of course, outdated and must be supplement to support the goals, objectives and policies.

Chapter 9J-5 F.A.C. also contains a detailed list of minimum requirements that must be addressed by the goal, objective and policy statements. In addition, the objectives must be measurable and followed by policies designed to implement the objective.