

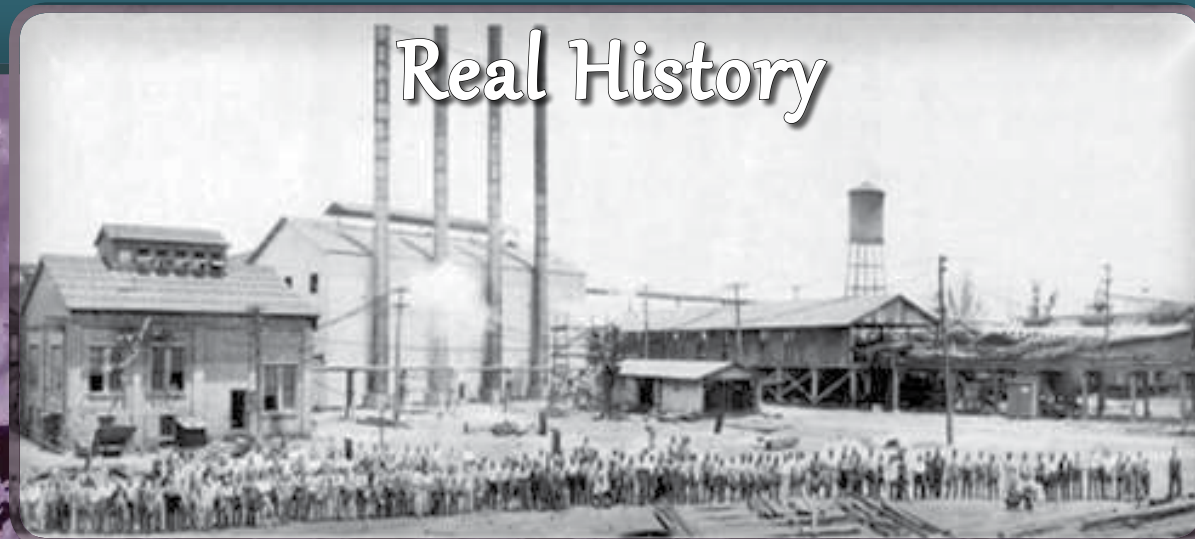
Real River



Real Place



Real History



City of Milton & Village of Bagdad, Florida

July 2013

RIVERFRONT MASTER PLAN

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RIVERFRONT MASTER PLAN

City of Milton & Village of Bagdad, Florida



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The Future

Milton and Bagdad reflect the charm of “Old Florida”; our friendly people and still nights along the dark tannic waters of the Blackwater River. Here the ghosts of old lumber barges from our historic industrial past drift through the sultry air and along the winding river that supports our community.

This is our brand for the riverfront: our history, our climate and our unique wildlife. Amusements and beaches surround Milton and Bagdad, strengthening the authentic Old Florida experience as a unique alternative to attract visitors and investors. Milton and Bagdad have the basis for the brand and numerous existing attractions:

- » our quaint community culture: boutique shopping, arts and theater, antebellum architecture and shotgun houses and heritage parks
- » our exotic riverfront nature: thick forests of cedar, magnolia, long leaf pine, live oak and spanish moss interspersed with canoe and kayak routes and nature trails
- » our abundant wildlife within the serene waters of the Blackwater River: alligators, bull sharks, herons, pelicans, water moccasins and the iconic sea turtle

All are symbolic of the Old Florida authenticity. The Riverfront Master Plan builds on, organizes and anchors this symbolism. The Plan promotes Milton as the center for eco-tourism and arts and crafts and Bagdad as an outdoor museum and cultural center interpreting the story of Old Florida.

The future of Milton and Bagdad maintains the fine balance between small town charm and modern urban life. The communities reflect the emerging southern style that promotes restaurants, boutiques and mixed uses. Features in the Master Plan include a new city hall/community center, two theaters (Tennessee Williams), an amphitheater, major event space, an arts and crafts center in the old County building and an active riverfront entertainment area facing onto the river. A riverside drive links all attractions in the communities. Numerous waterfront access points, an outdoor museum and interpretive areas and transient dockage connect residents and tourists to a unique riverfront focus. Still, the highlight of the riverfront is an iconic boardwalk, symbolic of the river, eddying and languishing in the sun as it slowly snakes along the river. Separated from the shore, the boardwalk floats visitors over the river, to experience the timeless tradition of environmental appreciation.

The Riverfront Master Plan and boardwalk represents the people, the place, the events and the community where rare habitats flourish in an historic southern climate.

Vision & Goals

The riverfront in Milton and Bagdad is the attraction that brings life to the community and sets it apart from other places. Our vision for the future of the riverfront is to connect our residents and visitors to the Blackwater River to provide experiences that enhance our quality of life and connect us to our environment and our history.

The goals for the riverfront in Milton and Bagdad describe what our vision for the future means for primary development topics in our community, including identity and community character, economic development, environmental considerations, arts and culture, and connectivity.



GOAL: To enhance the qualities that define the identity of Milton and Bagdad by promoting design and development that is compatible with community character.



GOAL: To leverage community assets and future capital improvements to promote economic development, encourage private sector investment and stimulate revitalization.



GOAL: To protect the integrity of the Blackwater River ecosystem through preservation and education.



GOAL: To promote arts, culture and heritage as defining features of the community to enhance identity and support tourism.



GOAL: To improve the experience of moving through the community by enhancing access and connecting destinations, activity areas and attractions.



Vision Plan

The Vision Plan for Milton and Bagdad ties to the existing assets of our communities, seizes critical opportunities for improvement and reflects design principles that specifically address our vision and goals for the future. The Framework Plan, Milton Riverfront Plan and Bagdad Riverfront Plan illustrate and describe the physical design proposed for the future.

Key Assets & Opportunities

Our key assets are our distinct communities and the qualities that make them interesting and engaging.

Milton

With a core area that possesses traits common to traditional downtowns - a compact built form, a pattern of blocks with building masses that define the street, an appropriate pedestrian scale, and a distinctive character - Milton has a strong and recognizable "sense of place". The downtown has a strong relationship to the Blackwater River, which is at the center of civic life. As the primary defining feature of the City, the river's pristine black waters and lush green edges conjure a strong Old Florida image. Milton's downtown is a designated Historic District with more than 100 historic buildings, including the Santa Rosa County Court House, Imogene Theater, Exchange Hotel, St. Mary's Episcopal Church, and the old Post Office. These buildings are important local landmarks that define the City's built character. The most significant public destination in the City is the Riverwalk, which is the center piece of the urban riverfront and the only developed place in the core area with defined public access to the river. There is opportunity to extend the pedestrian system to the north and south of the Riverwalk to create continuous public access to the river. Other important features in Milton include the West Florida Railroad Museum, Blackwater Heritage Trail, Veterans Memorial Park and Carpenters Park, all of which should be connected and integrated into the Riverfront Plan.



There are a number of redevelopment potentials, the most significant of which include the former concrete plant and the site of the existing wastewater treatment plant, which the City plans to relocate in the future. The deep water at the concrete plant site provides an opportunity to accommodate large tour boats and develop marina facilities. A number of infill opportunities are found throughout the downtown, particularly along Caroline and Elmira Streets. In addition, there is opportunity for mixed use development in association with proposed improvements to the Quinn Street marina.

Bagdad

The village of Bagdad is a unique community with a rich history and a well defined character. Predominantly residential, the village is designated on the National Register of Historic Places and boasts a wide variety of architectural styles. These include Cottage Creole, Shotgun, Salt Box, Greek Revival and Frame Vernacular, among others. The River played a vital role in the development of Bagdad as it was first established as a lumber mill community that harvested and processed long leaf yellow pine. With its rich history, there is opportunity to transform the Village core into an outdoor museum/authentic heritage village that celebrates the past and creates a unique destination.



With work underway implementing improvements to Mill Site Park, there is potential to connect the site to Oyster Pile Park and Shipyard Park to enhance public access to the river and create continuous public space. In addition, there is potential to develop a continuous riverfront trail to link Bagdad with Milton along the water's edge.

The single most important concern in Bagdad is Forsyth Street, which at present is dominated by vehicular traffic and is not inviting to pedestrians. The causes of this are well documented in the Bagdad Transportation and Open Space Master Plan. The effect is that without making significant improvements to Forsyth Street, Bagdad will struggle to encourage investment, attract business, and improve the appeal of the community as a place to live or visit. There is tremendous potential to transform Forsyth Street into a village "main street" that is pedestrian orientated and supports new businesses and retail outlets.

Design Principles

The design principles have been developed to articulate a set of primary values for the future design of the riverfront / core areas of Milton and Bagdad. They link the overall goals of the study to the built environment and articulate priorities of the highest order for implementation.



The Riverfront should...

- » Be public
- » Be a defining feature of the community
- » Be connected to streets, parks and public spaces
- » Have continuous pedestrian access along the shoreline
- » Provide a diversity of experiences
- » Support appropriate recreational use
- » Retain a natural and undisturbed riparian edge

Streetscapes should...

- » Prioritize pedestrians and promote walkability
- » Allow for socializing and gathering
- » Be attractive, safe and inviting
- » Be green and sustainable
- » Accommodate bicycles

Public Spaces should...

- » Be generous and inviting
- » Accommodate a diversity of activities, events and programs
- » Connect to the street
- » Be green and sustainable
- » Integrate public art

The Design Character of the Community should...

- » Be compatible with the scale and quality of the community
- » Enhance the identity of the community
- » Be unique and reflective of the Old Florida
- » Support Milton and Bagdad as destinations for arts, culture and heritage

The Natural Landscape should...

- » Be protected and preserved
- » Support appropriate passive recreational use
- » Provide a pristine backdrop to the community for future improvements and development

Framework Plan

The schematic Framework Plan illustrates the future physical organization of the study area. Representing the core elements of the Riverfront Master Plan, the Plan is comprised of a series of “systems” that combine to give both communities a defined and structured urban form. These systems include: signature anchors, circulation networks, parks and public spaces, and development districts.

*** Signature Anchors** – A series of anchors are located across the study area as primary destinations in the master plan. The anchors combine to create important attractions for both residents and visitors and will generate significant pedestrian traffic in the core areas of both communities. In addition to enhancing the identity and branding of Milton and Bagdad as desirable places to live/visit, they are intended to stimulate increased investment by the private sector and encourage economic development. The anchors are strategically located to be easily accessible and highly visible. The diversity of uses and activities the anchors generate will promote cross travel and broaden the experience of the study area.

Parks and Public Spaces – The parks and public spaces developed for the study area integrate existing park areas with new ones to create a system of diverse experiences and connected green spaces. Particularly significant to this system is the development of parks and public spaces along the riverfront in Milton to create a green spine of public space that connects to the existing parks of Bagdad and Milton.


Development Districts – Key development areas in Milton and Bagdad form the structure of the Framework Plan and demonstrate the character of the community. These districts include Milton’s Entertainment District and Bagdad’s Heritage Village. In addition, several infill developments in Milton maximize the potential of the community.


Entertainment District – Backing onto Riverwalk in the heart of downtown, there is the potential to transform the buildings and existing parking lot/service areas into a vibrant entertainment area with restaurants, cafes, outdoor patio’s and gathering spaces fronting onto the river. The backs of the buildings would be renovated to include “active” facades with interior spaces and front doors facing the river.

Bagdad Heritage Village - The Heritage Village concept envisions the core area of Bagdad to be an inviting pedestrian orientated campus of historic homes, shops, churches and parks that encourage visitors to explore the community on foot. As a real place, the experience is genuine and is expressed through an Old Florida design character that preserves the architectural and landscape qualities that define Bagdad.


Potential Development / Infill Areas - Within Milton, several locations are identified for their development potential to enhance the traditional downtown and the riverfront.


Circulation Systems - A multi-modal circulation network has been developed to strengthen the connection between the two communities and improve linkages across the study area. With a strong focus on non-motorized forms of travel, the system is comprised of pedestrian, bicycle, water-based and vehicular networks that integrate together and enhance the experience of moving through the study area. Key aspects of these networks include:


 **Gateways** - Inviting people to the community are strategically placed gateways in Milton and Bagdad. Gateways provide wayfinding features and community identifiers to enhance the community experience.


 **Byway** - Key streets in the study area are identified for byway enhancements based on the character of the surrounding area. All street enhancements include facilities to accommodate pedestrians and cyclists. Part of the byways circulation system are several additional circulation options:

- » **Milton Option 1** - In Milton, the opportunity exists to develop a new street from Henry Street south of the railroad tracks crossing to link with the existing street crossing at Elmira Street. This option delineates the lands to the south designated for preservation/passive recreation from the lands identified for redevelopment to the north.
- » **Milton Option 2** - An additional opportunity in Milton exists to continue Willing Street to the railroad tracks, linking the road to Elmira Street and utilizing the existing railroad crossing.
- » **Bagdad Option** - In Mill Site Park, the opportunity exists to extend the planned entry road through the Park and across the Water Street road allowance to link with Oyster Pile Park, Shipyard Parks and Overman Street to improve the connection between the riverfront and Forsyth Street.

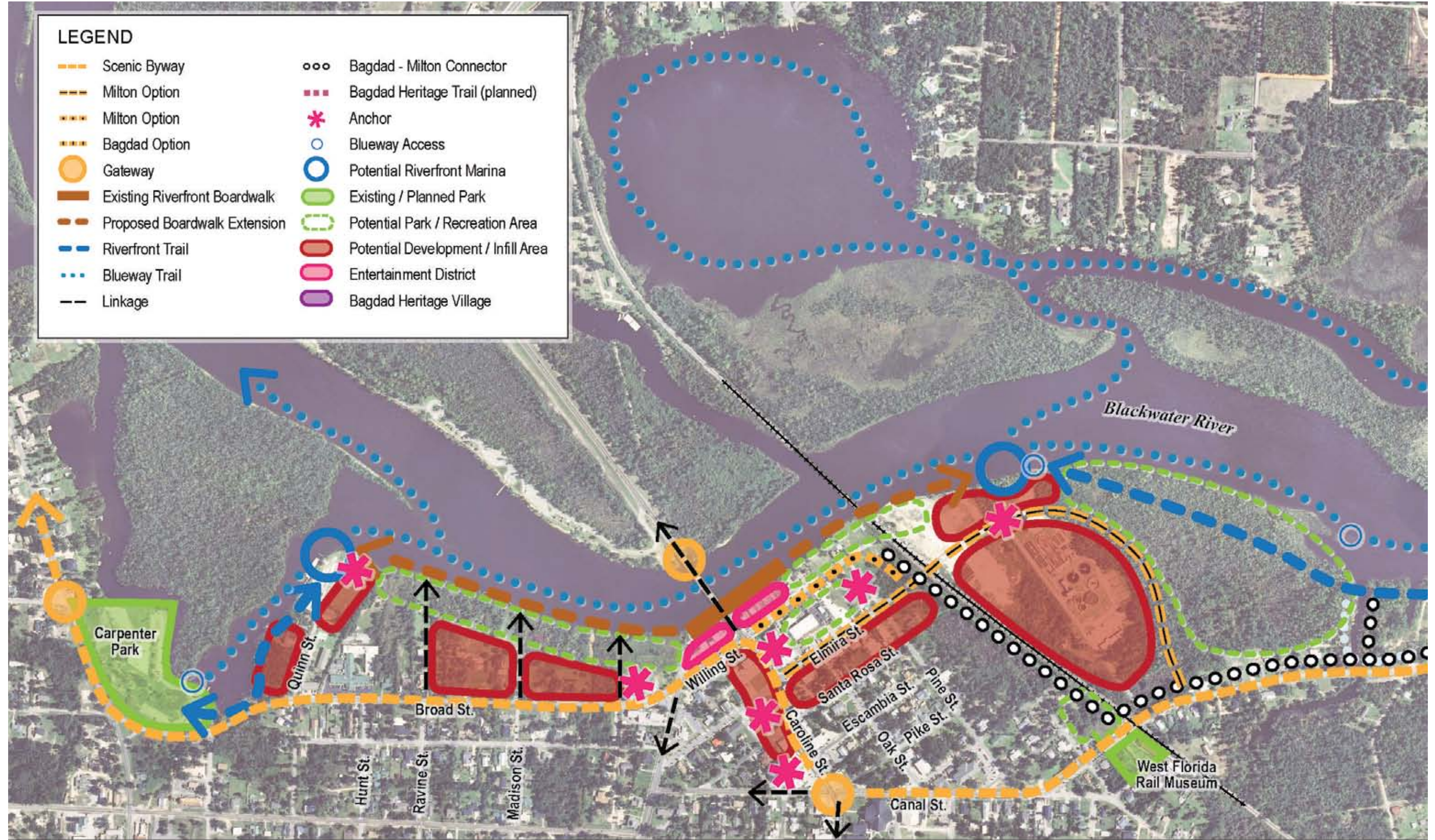
 **Bagdad-Milton Connector** - A primary objective of the study is to strengthen the connection between Milton and Bagdad. Enhancing the existing road network comprised of Forsyth, Henry and Canal Streets provides the greatest opportunity to achieve this objective. Henry Street, from Main Street in Bagdad to the railroad crossing in Milton, is proposed to be redeveloped with a “parkway character” created by greener edges (not asphalt/gravel), a separated multi-use trail, unique signage, and pedestrian bridges/small pullovers at creek crossings. Additionally, pedestrian and cycling connections extend from Henry Street to the riverfront along the railroad track in Milton and along the river’s edge opposite Mill Site Park in Bagdad.

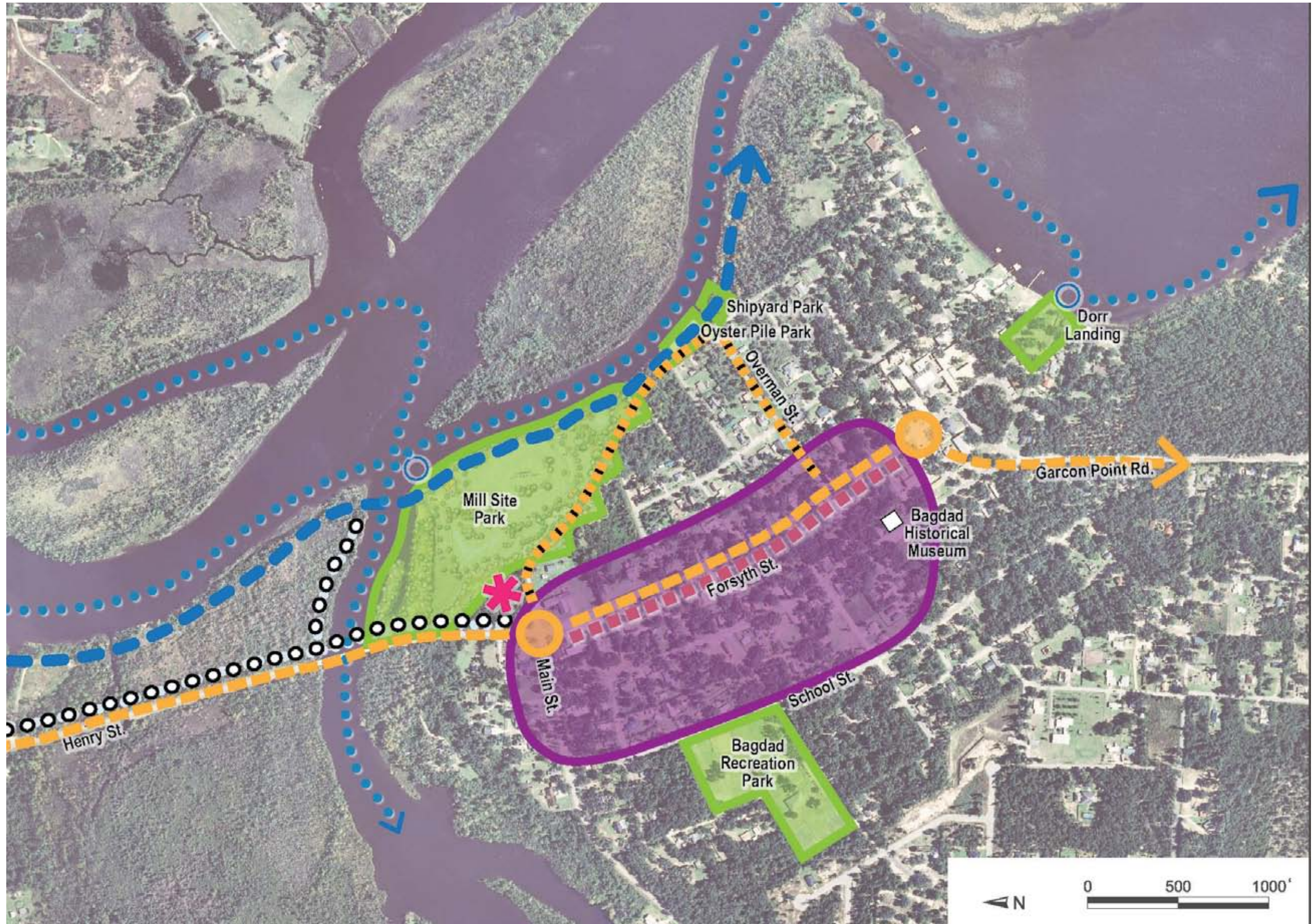
 **Riverfront Trail/Boardwalk** - A continuous, uninterrupted riverfront trail system is identified to link the two communities, connect riverfront features within them, and enhance public access to the water’s edge. In the core area of Milton, the existing Riverwalk is extended to the south to link with the riverfront trail. A pedestrian bridge crossing over the railroad tracks is suggested to ensure pedestrian safety and maintain the continuity of the system. The existing Boardwalk is extended north to connect with Marina Circle (Quinn Street marina). This section of the Riverwalk is envisioned to be a signature of the City and a unique feature that helps identify Milton as a destination.

 **Blueway Trail** - A blueway trail water-based trail links Bagdad and Milton and provides opportunities for enhanced recreational use of the river. Several canoe/kayak launches are integrated into the trail including at Dorr Landing and Mill Site Park in Bagdad, and Carpenter Park and the preservation/passive park area in Milton. In addition, boat launches are provided at Oyster Pile Park, Carpenter Park and Marina Circle for motorized water craft. The trail also links to potential riverfront marinas.

 **Linkages** - Maintaining physical and visual linkages to the riverfront and the surrounding areas is critical to achieving the physical design potential. Key linkages are identified on the Framework Plan.

Framework Plan





Milton Riverfront

At the core of the Riverfront Plan for Milton is establishing the community as a regional arts and culture destination that provides a wide diversity of uses and activities for both residents and visitors.

With a strong foundation to build on, the Plan strives to create a downtown core that is active, pedestrian orientated, supportive of successful businesses, and inviting to private sector investment. By leveraging the river as the primary defining feature of the City, the Plan enhances access to the water and creates continuous public space along it's edge. A

series of signature anchors function as primary attractions/ destinations and serve to create the necessary activity in the core to encourage investment and stimulate economic development. Redevelopment and infill opportunities are identified and target a more diverse mix of uses throughout the downtown.



Existing

Proposed Blackwater Quarter

Visualizing Milton's Future

The photo-simulations of Milton's riverfront, shown on the facing pages, illustrate the potential activity along the Blackwater River with the development of the Riverfront Plan enhancements. The illustrations demonstrate the expanded opportunities to tie to the central feature in the community, the riverfront and its boardwalk.



Proposed Boardwalk

Existing Boardwalk

Proposed Boardwalk Extension



Existing

Milton's Riverfront Plan

Complementary to an active riverfront are the various City features and opportunities that are maximized in the Riverfront Plan. These features include signature anchors, public realm improvements and redevelopment potentials. Each of these features is numbered and identified on the adjacent plan as well as described in the following pages.

Signature Anchors

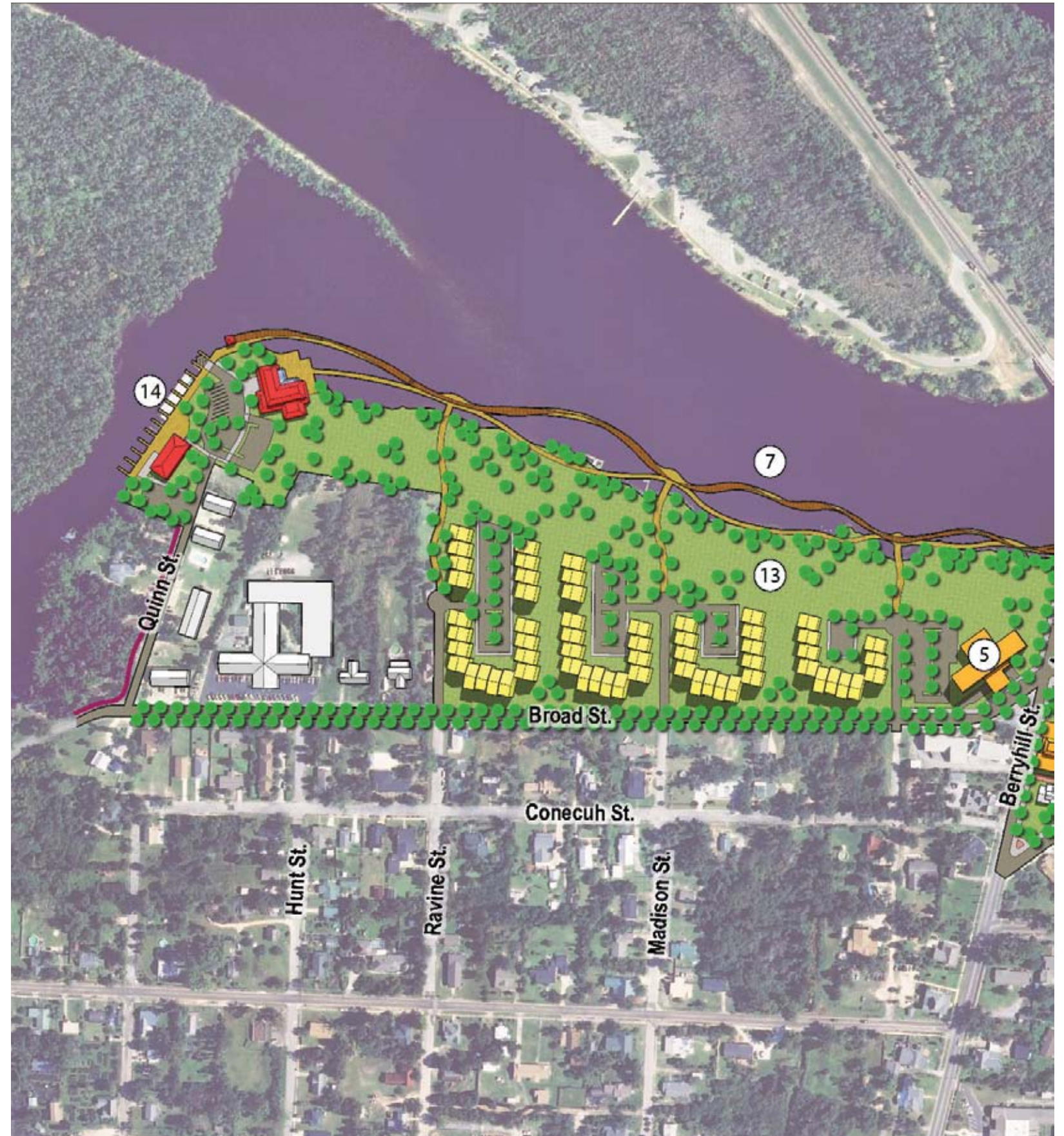
- ① Arts & Culture Center
- ② Amphitheater
- ③ Blackwater Theater
- ④ Milton Gateway/Visitor Welcome Center
- ⑤ Riverfront Hotel
- ⑥ Riverfront Village Marina

Redevelopment Potentials

- ⑫ Blackwater Quarter
- ⑬ Broad Street Redevelopment Area
- ⑭ Blackwater Landing & Banquet Hall
- ⑮ Riverfront Village
- ⑯ The Mews
- ⑰ West Florida Railroad Museum Expansion

Public Realm Improvements

- ⑦ Blackwater Walk
- ⑧ Community Commons
- ⑨ Preservation Park
- ⑩ Riverwalk South
- ⑪ Willing Street Mall





Signature Anchors

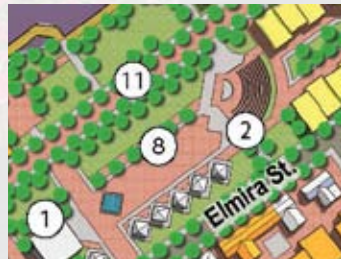
1 Arts & Culture Center -

The existing courthouse is re-purposed as a major Arts and Culture Center. The Center would host a variety of arts and cultural programming from theater performances, gallery shows and artist studios to art demonstrations and educational workshops. Providing a venue for local artists to create, display and sell their works, the Center could also be redeveloped to accommodate meetings, receptions and other special events. The Riverfront Plan shows the building being restored to its original center block design with the two side-wing additions removed. A forecourt sculpture plaza along the Caroline Street frontage creates public gathering space and integrates the building with the streetscape.



2 Amphitheater -

On the north-south axis with the Arts and Culture Center, a new Outdoor Amphitheater is integrated as one of the signature anchors in downtown Milton. The amphitheater terminates the sightline of the Community Commons and provides a venue for outdoor performances, concerts, music festivals, and other special events.



3 Blackwater Theater -

A new Performing Arts Theater is proposed on Caroline Street. Along with the Imogene Theater and the Arts and Culture Centre, a new “theater district” is created to provide the critical mass that establishes Milton as a regional arts and culture destination.



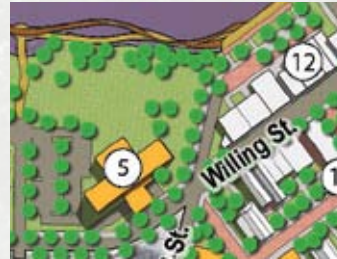
4 Milton Gateway/Visitor Welcome Center -

The existing Santa Rosa County Probation Department building at the corner of Caroline Street and Canal Street is re-purposed as a Visitor Welcome Center. Providing travel information to tourists, the Center helps create a gateway to Milton’s downtown. Parking would be located to the rear of the building with the street frontage developed as plaza/parkette space. A traffic circle is located at the intersection of Carolina Street and Canal Street to announce arrival to Milton’s downtown.



5 Riverfront Hotel -

A new hotel is located on the river as a signature anchor in the downtown. The hotel is located at the corner of Willing Street and Broad Street and fulfills the need for quality accommodations in the core area. The hotel is sited to reinforce the street edge and take advantage of views to the river.



6 Riverfront Village Marina -

A new Riverfront Village Marina is created south of the railroad tracks on the former concrete plant lands. The concept for the Village includes a new full service marina for both seasonal and transient boaters, and a pier to accommodate visiting tour boats. On the land side of the marina, a pedestrian promenade lines the basin and would be developed in association with plaza/park space defined by clustered commercial/retail buildings.



Public Realm Improvements

7 Blackwater Walk -



A primary pedestrian feature of the Riverfront Plan is the extension of the Riverwalk to the north to link with Marina Circle. This new boardwalk promotes a unique design that is a key feature of the City. Designed to reflect the character of the river, the boardwalk would “skim” across it’s surface and employ fluid lines with seating areas and interpretive panels integrated into the pattern. Connections to the boardwalk are located at all street ends (Monroe, Madison and Ravine Streets). There is the potential to design the boardwalk in moveable sections so that its alignment can be adjusted to create an changing experience.

8 Community Commons -

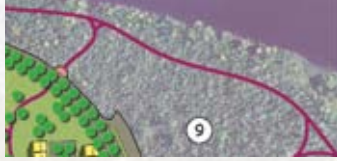
The most significant public space in the Riverfront Plan is the creation of a new Community Commons located between the Arts and Culture Center and the Outdoor Amphitheater. The Commons is intended to be the primary public gathering space in the community and would support a wide variety of functions including civic celebrations, special events, farmers market, etc.



Redevelopment Potentials

9 Preservation Park -

To the south of the former concrete plant and existing wastewater treatment facility, the land is designated for preservation and passive recreation activities. This includes walking trails/paths, interpretive stations, fishing platforms, and a canoe/kayak launch.



10 Riverwalk South -

The existing Riverwalk is extended to the south towards the railroad tracks. A pedestrian bridge crosses overtop of the tracks to create a direct link to the Riverfront Village Marina. In addition, an at-grade pedestrian crossing of the tracks is suggested at Elmira Street. Important to the extension of the Riverwalk in this area is the preservation of green space along the water's edge; future development of this area east of Willing Street should provide for green space preservation through the development process.



11 Willing Street Mall -

Willing Street from Caroline to Pine Streets is proposed to be redeveloped as a "shared" street that is pedestrian orientated but accommodates vehicular circulation. With vehicular "lanes" defined by the design pattern of the street, pedestrian paving extends across the right-of-way to strengthen the connection between the Community Commons and the riverfront.



12 Blackwater Quarter -

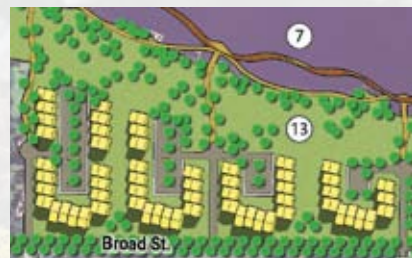
The buildings fronting onto the Riverwalk on both sides of Caroline Street are proposed to be redeveloped with active uses facing the river.



Referred to as the "Blackwater Quarter", the area is envisioned to be an entertainment hub with restaurants, outdoor cafes, patios, gathering spaces, etc. The existing parking behind the buildings is transformed into active public space while being designed to accommodate service vehicles. Balconies at the rear of the buildings would provide upper level restaurant/dining space overlooking the river.

13 Broad Street Redevelopment Area -

There is potential to redevelop the residential land east of Broad Street for mixed use, with a strong focus on residential units and neighborhood retail/commercial. As illustrated on the Riverfront Plan, building masses are organized to capture views of the water and link internal open space to the river. A greenbelt preserve is proposed along the river from the north end of the existing Riverwalk to approximately Ravine Street. This is intended to protect the riparian characteristics and function of the river and provide a significant setback from the water's edge from potential redevelopment.



14 Blackwater Landing & Banquet Hall -

The concept for this area expands upon the City's plans to redevelop the marina at Quinn Street. It incorporates a new banquet hall to anchor the riverfront and provide a needed facility for special events, conferences, weddings, etc. The hall would be developed to accommodate 250 people (or more) and would include restaurant facilities, partitioned rooms, and outdoor patio/dining areas. Improvements to the marina include new docks, boat launch, fuel dock, pump out, car and trailer parking.



15 Riverfront Village -

Associated with the Riverfront Village Marina, the former concrete plant and existing wastewater treatment facility (planned to be relocated by the City) have the potential to be redeveloped as a mixed use community of residential, office and local neighborhood commercial uses. A massing of mixed use buildings creates a gateway to the marina and neighborhood. Buildings in the rest of the neighborhood are organized around an internal open space system and sited around view corridors towards the water. An internal pathway system links the neighborhood to the marina and preservation area. A new parkway road defines the neighborhood from Preservation Park to the south.



16 The Mews -

The block between Elmira and Santa Rosa Streets on the south side of Caroline Street and between Willing and Elmira Streets on the north side of Caroline Street, has the potential for significant infill redevelopment. Referred to as "The Mews", the concept depicts the creation of an internal, mid-block pedestrian space around which new building are organized. Integrating existing buildings of architectural quality, the internal spaces and corridors of the Mews support smaller spaces for cafes, seating areas, retail kiosks, etc. Mixed uses proposed for the block include ground level retail, with upper live/work, residential, and office space.



17 West Florida Railroad Museum -

The parcel owned by Santa Rosa County east of Henry Street and across from the West Florida Rail Museum is proposed to be developed in association with the museum to expand its programming and enhance it as a destination. The green space in this area could serve as picnic and outdoor gathering space to enhance the function of the Railroad Museum.



Bagdad Riverfront

The core identity of Bagdad is defined by this history and the unique heritage resources found throughout the community. This provides the foundation for transforming Bagdad into an authentic “heritage village” that celebrates the distinct qualities that make the community unique.

Bagdad has a remarkable history that began nearly 200 years ago when the village was established as a lumber mill community in the early nineteenth century. With expansive forests offering abundant reserves, Bagdad became the largest economic center in Florida by the turn of the 20th century. By this time, shipbuilding had become another important industry that contributed to the prosperity of village. By the 1920s however, the amount of long leaf pine that had been logged had depleted resources to the point where the timber was now in short supply. By 1939, milling operations came to an end in Bagdad.

This rich history provides the foundation for the future of the Village. The plan for Bagdad celebrates this history by developing the core area into an outdoor museum that offers an authentic “heritage village” experience. The defining feature of the museum concept is the transformation of Forsyth Street into the Village’s “main street”. A new Heritage Center anchors the street and welcomes visitors to Bagdad. The plan enhances access to the river and creates continuous green space along the water’s edge by linking Mill Site Park with Oyster Pile Park and Shipyard Park.



Proposed Creek Crossings

Visualizing Bagdad's Future

This photo-simulation of Forsyth Street in Bagdad illustrates the potential streetscape enhancements designed to remake Forsyth Street as the Village "main street". The Riverfront Plan enhancements include wide sidewalks with historic character, seating and interpretive areas. The pedestrian friendly design promotes walkability and allows for socializing and gathering. Vehicular and bicycle traffic share the roadway.

Shown at left is a rendering of one of several creek crossings proposed for the Riverfront Trail between Milton and Bagdad. The multipurpose bridges would be designed to reflect the fluid character of the river and the proposed Blackwater Walk.



Existing



Proposed Streetscape - Forsyth Street

Bagdad's Riverfront Plan

Complementary to Bagdad's unique history are the various heritage village features and opportunities that are maximized in the Riverfront Plan. These features include:

Signature Anchors

- 1 Heritage Village
- 2 Heritage "Main Street"
- 3 Gateways
- 4 Bagdad Heritage Center

Signature Anchors

- 1 Heritage Village - This concept envisions the core area to be an inviting pedestrian orientated campus of historic homes, shops, churches and parks that encourage visitors to explore the community on foot. As a real place, the experience is genuine and is expressed through an Old Florida design character that preserves the architectural and landscape qualities that define Bagdad.
- 2 Heritage "Main Street" - The primary feature of the Heritage Village concept is the transformation of Forsyth Street into a pedestrian friendly heritage "main street". While maintaining two travel lanes, this is accomplished by replacing the continuous on-street parking on both sides of the street with smaller clusters of parallel parking contained within large "bump outs". This significantly increases useable pedestrian space and allows for the installation of various streetscape amenities including seating areas, street

Public Realm Improvements

- 5 Mill Site Park
- 6 Oyster Pile Park
Shipyard Park
- 7 Dorr Landing

trees and interpretive stations with historic panels, display and exhibits. To express the lumber mill heritage of Bagdad, and integrate with the architectural character of the community, the opportunity exists to employ at-grade timber boardwalk for pedestrian areas instead of concrete or paver sidewalks. Heritage themed light standards are located along the street with overhead utilities placed underground as recommended in the Bagdad Transportation and Open Space Master Plan. Cyclists are accommodated by designating the roadway a "sharrow" with appropriate signage and pavement markings.

- 3 Gateways - Gateways to the Heritage Village are proposed at the intersections of Forsyth Street and Garcon Point Road, and Forsyth Street and Main Street. Traffic circles are proposed in both locations to enhance the sense of arrival to the community and improve vehicular and pedestrian circulation flow. (Note: the traffic circle proposed for

Forsyth Street and Garcon Point Road is consistent with 2025 TPO Long Range Plan). Reaching beyond Forsyth Street, the campus environment is extended to the west to integrate existing heritage properties into the heritage village concept. Pedestrian routes are defined along existing alleys, lanes and streets to create a matrix of walkable pathways that knit the campus together. Interpretive areas with seating, shade shelters and panels/displays are located along the routes, which link with Forsyth Street in several locations and integrate Bagdad Recreation Park.

Streetscape enhancements east of Forsyth Street are proposed on Cross Street, Elm Street, Overman Street, and Bushnell Street, to improve pedestrian and bicycle circulation and the connection to the Bagdad's primary riverfront parks.

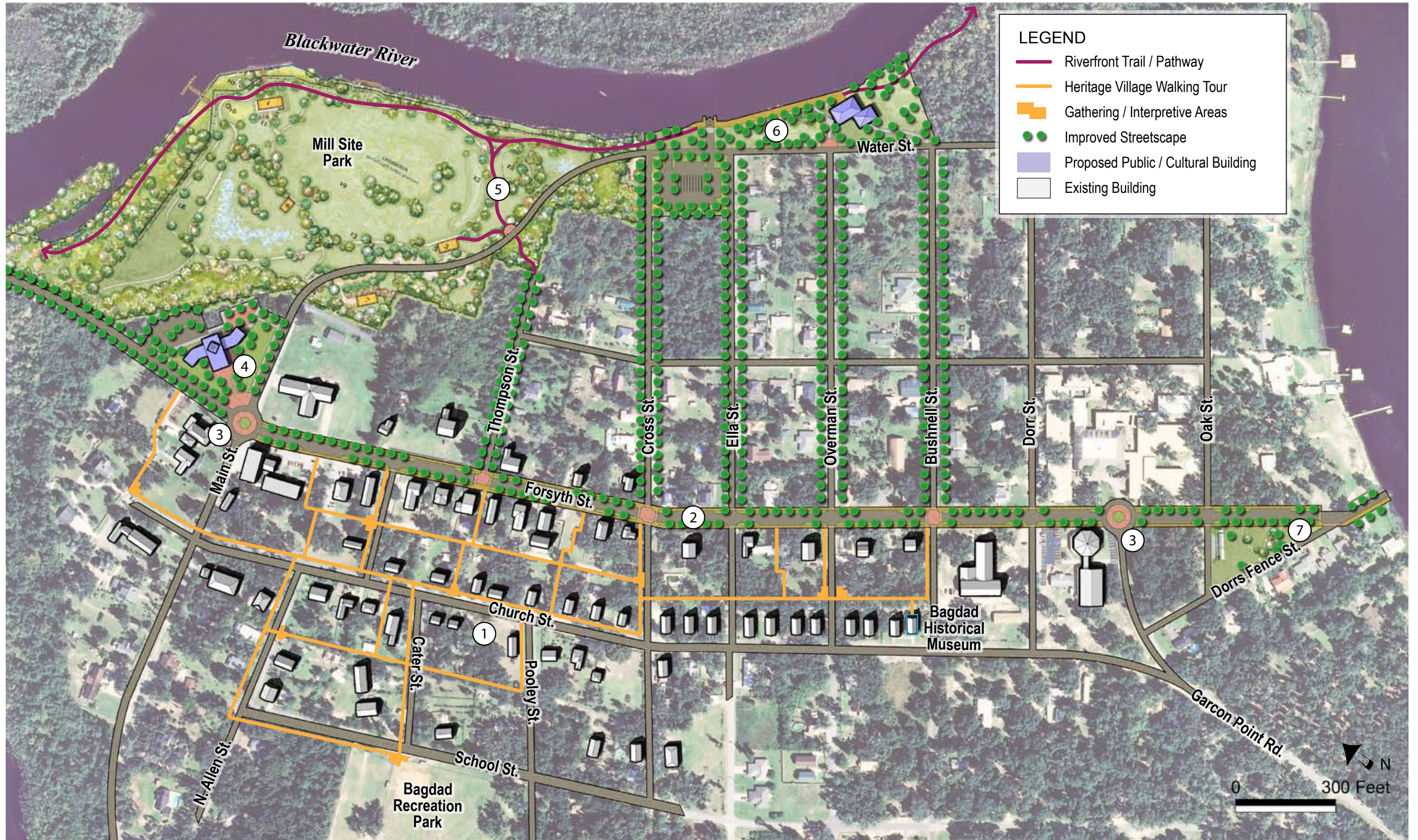
- 4 Bagdad Heritage Center - A new Heritage Center is proposed as a primary destination and an anchor in the village. The Center is located at the north east corner of Forsyth Street and Main Street on a triangular parcel of land proposed for acquisition. This location integrates with Mill Site Park and allows the Center to function as a gateway to the community. In addition to being a welcome center with visitor services, the Center would include interactive displays, "hands-on" exhibits, educational experiences and authentic artifacts. Designed to be architecturally compatible with the character of the community, the building would include outdoor displays, gardens and gathering areas, and a pedestrian connection to Mill Site Park and the riverfront trail discussed earlier. Parking is located behind the building.

Public Realm Improvements

- 5 Mill Site Park - The master plan for Mill Site Park developed for Santa Rosa County provides for the redevelopment of the former mill site. As discussed previously, there is potential to link Mill Site Park with Bagdad's other riverfront parks. The planned entrance road into the Park, which currently terminates in a cul-de-sac, could be extended across the existing road allowance between Elm Street and Cross Street, to link with Water Street. This concept integrates the Park with Oyster Pile Park and Shipyard Park and creates a circulation loop that connects back to Forsyth Street. An additional pedestrian entrance to Mill parks is shown at the end of Thompson Street.

- 6 Oyster Pile Park & Shipyard Park - Improvements to Oyster Pile Park include relocating the existing car and trailer parking to a parcel of land west of the new road extension between Elm and Cross Streets. In addition, the boat launch is relocated to the north to align with the parking. These improvements better integrate Oyster Pile and Shipyard Parks and allow them to function together as one large contiguous park space along the river. Additional improvements include a continuous boardwalk along the riverfront, a public restroom, and enhanced picnic facilities.

- 7 Dorr Landing - As recommended in the Bagdad Transportation and Open Space Master Plan, Dorr Park is proposed to be dedicated for canoe/kayak launching only; minor landscape improvements are also identified.



Implementation

Recommendations & Improvements

To implement the Riverfront Plans for Milton and Bagdad, several key recommendations and physical improvements have been identified as described below:

The Deepwater Horizon oil spill disaster of 2010 had major impacts on the environment, wildlife and economy of the Gulf of Mexico. The signing of the RESTORE Act in July 2012 established the framework for restoration of the Gulf and compensation of the five States that were impacted by the disaster, including Florida. Under the Act, funding may be available to Milton and Bagdad through the Santa Rosa County Local RESTORE Council. The council is mandated by the Act to review projects to determine if they are eligible for RESTORE Act funding. The local council will make recommendations to the Santa Rosa County Board of Commissioners for projects which qualify for funding. The physical improvement projects outlined below are considered eligible for funding under a combination of the Act's three categories: ecological restoration, economic development, and tourism promotion.

Physical Improvements

Blackwater Walk, Milton

The construction of Blackwater Walk is a high priority project and should be the primary project the City undertakes over the next five years. Blackwater Walk links with the existing Riverwalk and extends north to connect with the Blackwater Landing and Banquet Hall. It is intended to be a landmark feature of Milton and create unique riverfront experiences. As discussed previously, the design of the walk is envisioned to be comprised of interchangeable sections which can be relocated to create alternative layouts/alignments.

In order to move forward with implementation, a pre-design/engineering study is required to explore construction techniques, measures and options for building Blackwater Walk. The study would address in detail architectural and structural design opportunities/issues and related geotechnical and coastal engineering requirements. Detailed cost estimates would also be prepared during the study.

ESTIMATED COST: \$4-5,000,000

Riverwalk South , Milton

As discussed in the document, a key feature of the plan for Milton is the extension of the Riverwalk towards the railroad. Continuing the design character of the Riverwalk, this extended boardwalk section unifies the area and creates more usable public space along the river. This would support the new restaurant proposed for the area and encourage further private sector investment. The preservation of park/green space along the water's edge is an important component of the concept and should be secured in the future development of commercial uses in the area as shown on the plan.

ESTIMATED COST: \$825,000.00

NOTE: Costs are provided to convey order of magnitude only and would be revised when more detailed design/engineering studies are undertaken. Costs do not include land acquisition.

Key Recommendations

Riverfront Trail, Milton

The trail between Milton and Bagdad is an implementation priority and should proceed in the short term, pending available funding. The trail would link Mill Site Park in Bagdad with Preservation Park in Milton. The trail should be developed with a number of user amenities including seating areas, overlooks, interpretive signage, etc. The trail should be continuous, in close proximity to the water's edge, and universally accessible. Depending on site conditions, it may be comprised of different materials (ie. asphalt, wood boardwalk).

ESTIMATED COST: \$950,000.00

Blackwater Landing & Banquet Hall, Milton

The City of Milton should proceed with the development of the Blackwater Landing & Banquet Hall on Quinn Street in the short term. As a potential catalyst to stimulate private sector mixed use development on the site, improved recreational boating facilities are required in the core area. Improvements targeted at the marina include new slips, improved boat launch, fuel dock, car and trailer parking, and associated site enhancements/landscaping.

**ESTIMATED COST: \$3,500,000 (marina development)
\$1,900,000 (banquet hall)**

(per CRAII North Blackwater Riverfront Master Plan)

Trail Link to Carpenters Park, Milton

The trail section connecting Quinn Street marina to Carpenter Park should be completed by the City. With the pedestrian bridge recently constructed to accommodate the link, this relatively short section would integrate the park into the core area and complete the northern part of the continuous riverfront trail discussed in the document.

ESTIMATED COST: \$75,000.00

Oyster Pile Park and Ship Yard Park, Bagdad

The proposed improvements to Oyster Pile Park should be undertaken to enhance boater facilities' and passive recreation opportunities on the River. Acquisition of the parcel identified on the design plans is required to undertake the improvements which include a new boat launch, car and trailer parking, and a new boardwalk link to Mill Site Park. Improvements to Shipyard Park include enhanced picnic facilities and a new public washroom.

ESTIMATED COST: \$750,000.00

Downtown Market Study, Milton

A comprehensive Downtown Market Study should be undertaken to address the financial feasibility of key components of the Riverfront Plan for Milton, including the Arts and Culture Center and the Blackwater Theater. Key aspects of the market study should include long term financial feasibility, economic impact, and potential funding models/sources/partnerships. The study should also address market conditions and related private sector investment opportunities for retail and residential development in the core area including the Blackwater Quarter and the Riverfront Hotel.

Riverfront Village – RV Park Interim Use, Milton

The Riverfront Plan proposes the development of a major marina facility and associated commercial development at the former concrete plant site. This is considered a longer term initiative which may be linked to the future development of the wastewater treatment plant when it is relocated. Until such development occurs, the concrete plant site could be developed in the interim as an RV Park, a needed use identified during the public consultation process.

As a brownfield site, it may be necessary to remediate the site prior to developing an RV Park. To initiate this, the City of Milton could assist the existing land owner with undertaking remedial measures and preparing the site for future development. Funds for this may qualify under the RESTORE Act funding categories related to economic and/or environmental restoration.

Blackwater Quarter - Pre-Design, Milton

The Blackwater Quarter is an entertainment destination and a major feature of the plan for downtown. A design development study of the public realm component of the concept fronting the river is recommended to establish the foundation for enhancing the Riverwalk and creating the restaurant/cafe uses envisioned.

Forsyth Street Streetscape Design Development Study, Bagdad

Based upon the concepts presented in this report, it is recommended that a design development study of Forsyth Street be undertaken to more fully explore the potential to transform the street into a Heritage Main Street. Key issues addressed in the study would include curb alignment and road section dimensions across the right-of-way (travel lanes, bike lanes, on-street parking, pedestrian space), the design of the pedestrian space (layout, surfacing, fixtures/furnishings), tree planting/landscape, interpretation, signage and wayfinding. An important improvement to make is burying overhead wires/cables, which should be explored in the study. The appropriate regulatory agencies with jurisdiction in the project should be consulted/included in the study.

Heritage Center Feasibility Study, Bagdad

A key feature of the design plan for Bagdad is the creation of the Heritage Center at the intersection of Forsyth and Main Streets. The Center would be a landmark destination in the Village and would provide visitor services/amenities. The feasibility study should address issues related to market potential, visitor profile, economic impact, capital/operational costs and funding potentials. The proposed location is on privately owned land and would require acquisition.

Design Guidelines

The identity of both Milton and Bagdad is defined in part by the character of their built form and the diversity of architectural styles found throughout both communities.

These styles are representative of a design language unique to the Gulf Coast region. The design guidelines outlined in this section identify key architectural design elements from that language that support the identity of Milton and Bagdad. The intent of the guidelines is not to copy or mimic a specific style(s). Rather, it is to promote a future built form that is compatible/complimentary with the character of Milton and Bagdad and the qualities that make both places distinct.

It should be noted that most of the study area falls within the Federal Emergency Management Agency (FEMA) "AE" zone regarding lands subject to flood hazards. This designation identifies properties that have a 1% chance of flooding in any year and a 26% chance of flooding over the life of a 30-year mortgage. All new construction, as well as major renovations to existing structures, will need to comply with SRC standards/codes for building within this zone to meet FEMA standards. Building requirements may include elevating structures above the BFE (base flood elevation), employing "break away" walls, and constructing water tight wall openings below BFE.



Riverfront Village Marina: Commercial Use



Riverfront Village: Mixed Use



Downtown: Mixed Use



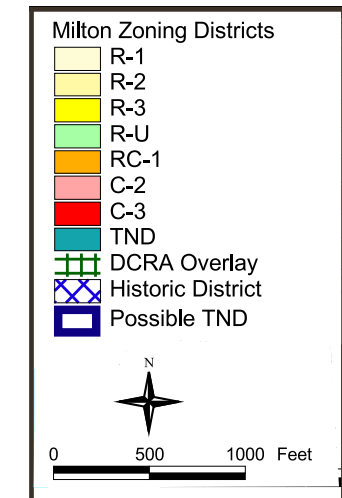
Zoning Recommendations

To implement the Riverfront Plans for Milton and Bagdad the zoning should be revised to accommodate the concepts identified within the plans. These zoning recommendations are detailed below.

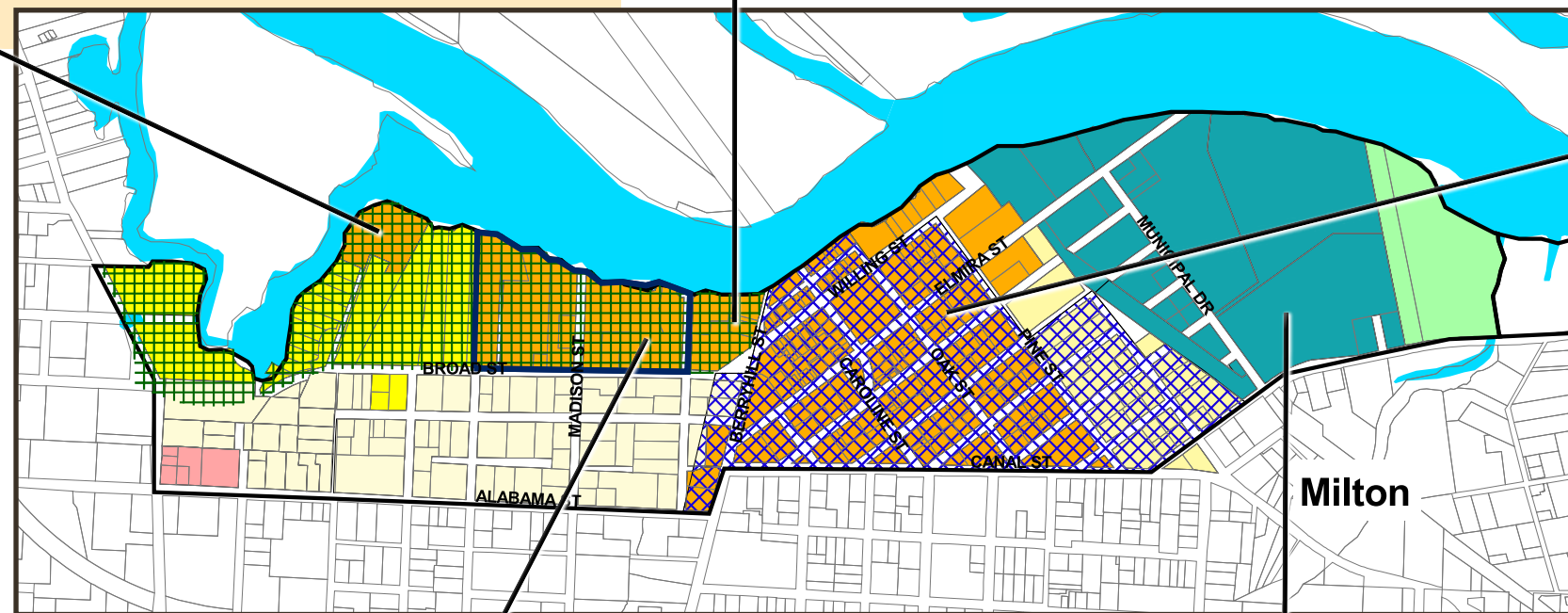
Milton Zoning Recommendations

Quinn Street - The development at the end of Quinn Street is a mix of commercial uses and residential uses along with improvements to the boat dock. The area is currently zoned C-3 which does not permit residential units. Rezoning the area to C-2 would allow apartments on the south side of Quinn Street, since it is adjacent to a residential district. Rezoning to RC-1 would also accommodate the development. Improvements to the boating facility will require waterfront permits.

Hotel - The Hotel proposed at the corner Broad and Willing Streets is also in the RC-1 district and does not have to be changed. The hotel may need to be six stories tall. It will therefore need the density bonus offered by the **Downtown Community Redevelopment Area (DCRA)** overlay. The existing DCRA east of Broad Street needs to be extended southward to Berryhill Street.



Proposed Zoning - Milton



Downtown - The Downtown Area between Berryhill Street and the railroad tracks is currently zoned RC-1 which permits mixed uses. No zoning changes are needed for the proposed development types. Early 1900s historic architecture would apply as this area is in the Historic District. Extension of the Boardwalk in this area would require waterfront permits.

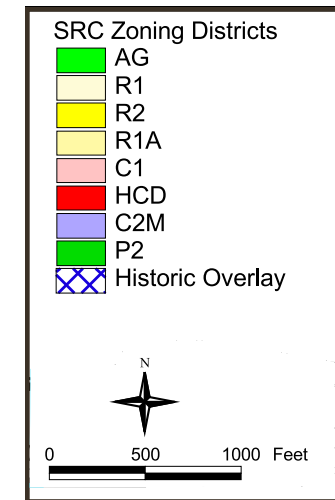
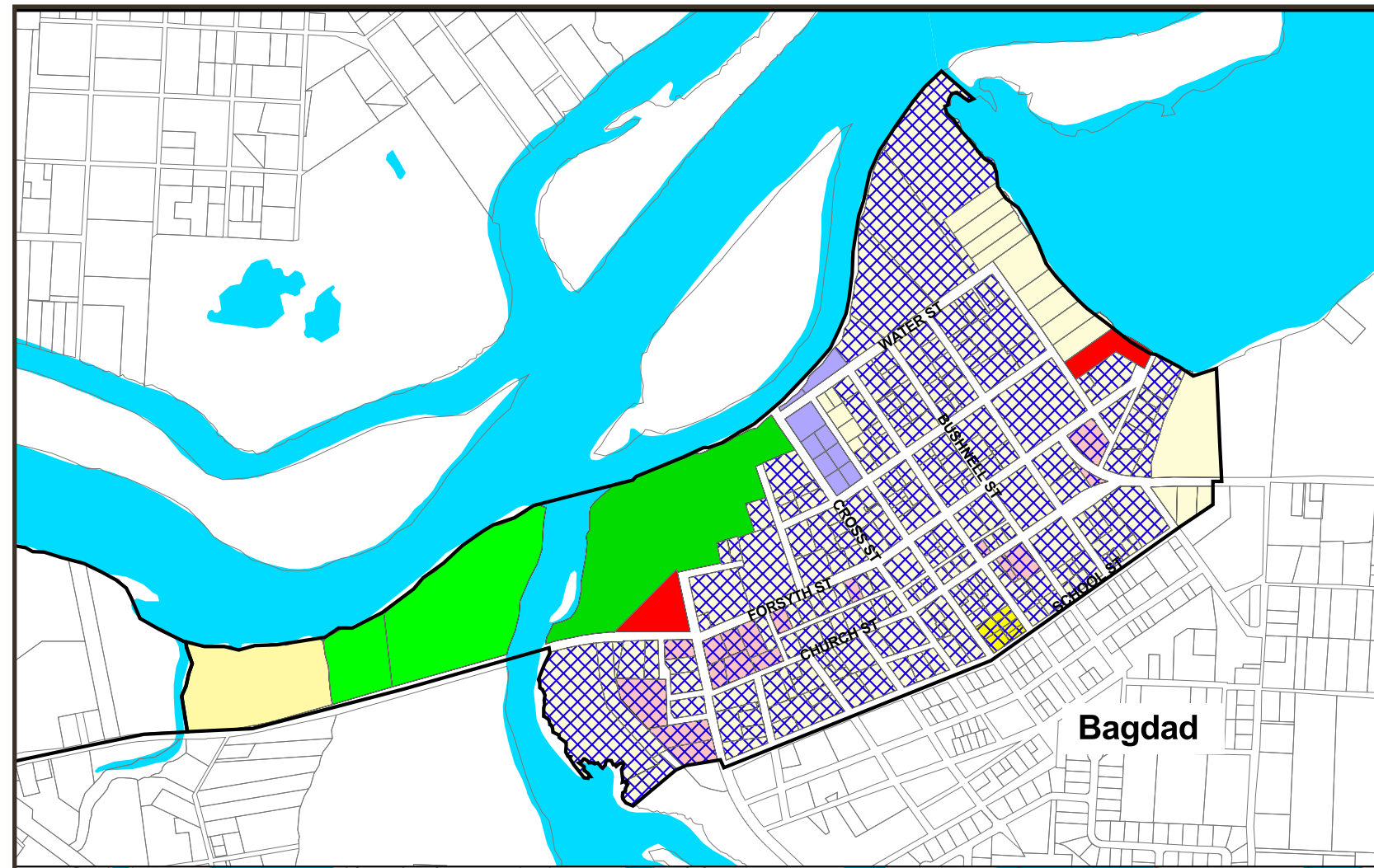
Broad Street - The Development proposed on the east side of Broad Street between Ravine and Monroe Streets is a mix office and residential uses. This development could be built as currently zoned, but only residential uses would be permitted north of Madison Street. Rezoning the area to RC-1 would accommodate the development. If the area is going to be developed together, the area should be rezoned as Traditional Neighborhood Development (TND) District. The TND District would allow a greater flexibility in design.

South End - The area south of the railroad tracts is the site of a former cement plant and the current wastewater treatment plant. The development proposed for this site is a mixed use village setting with a marina. Rezoning this area as a TND would be the most appropriate way to undertake this development. The city would have to relocate the wastewater facility. Environmental remediation of the area would be necessary before development could begin. Construction of the marina would require waterfront permits.

Bagdad Zoning Recommendations

The Riverfront Plan for the Bagdad Special Area is consistent with the current zoning already in place. However, the Historic Overlay should be extended to include all properties surrounding the old mill site. Improvements along the waterfront would require waterfront permits.

Proposed Zoning - Bagdad





Appendix

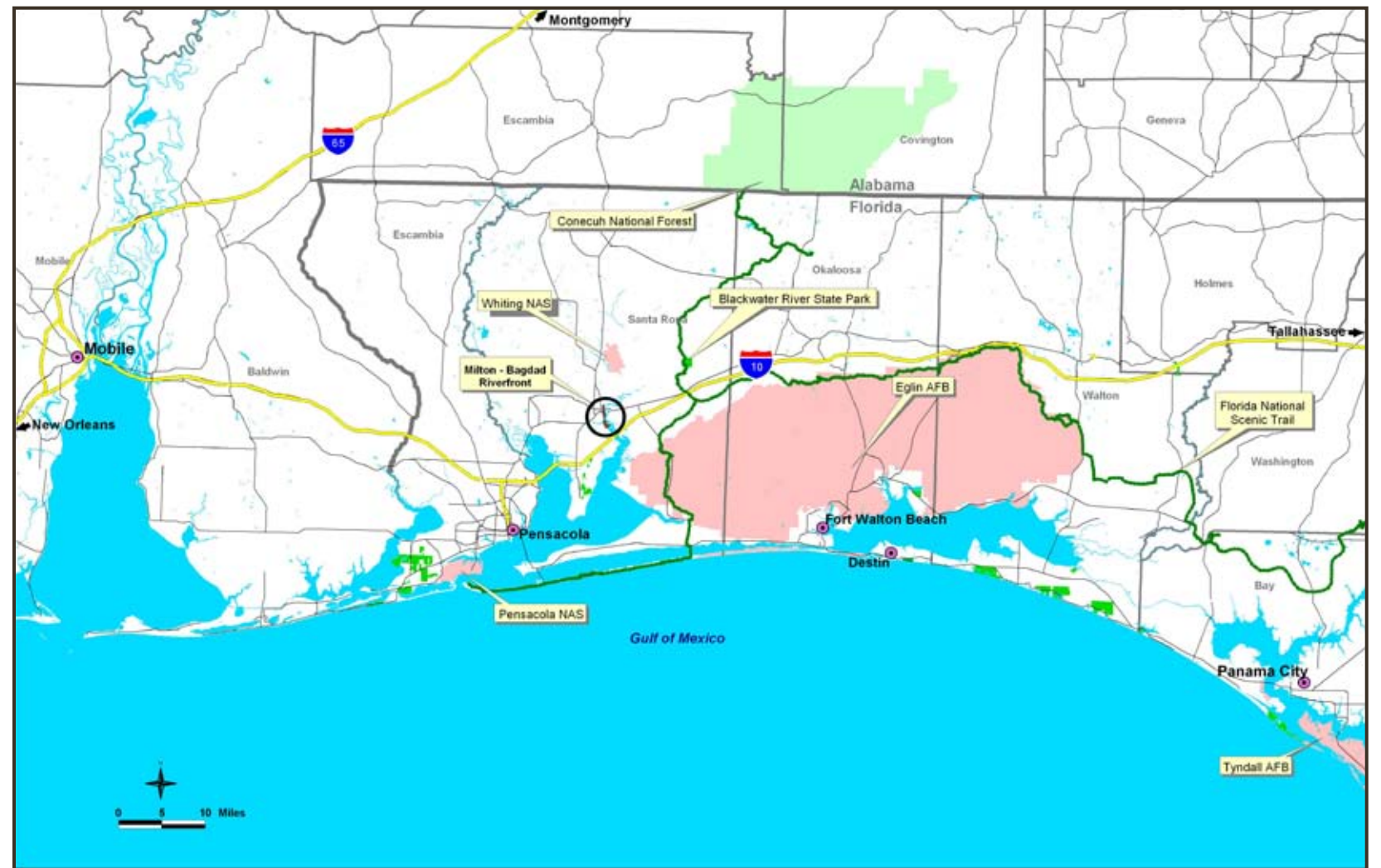
Existing Conditions

The existing conditions study in Milton and Bagdad address the regional context, existing land use, existing zoning, community facilities, environmental considerations and relevant studies that impact the development of the riverfront.

Context

Regional Context

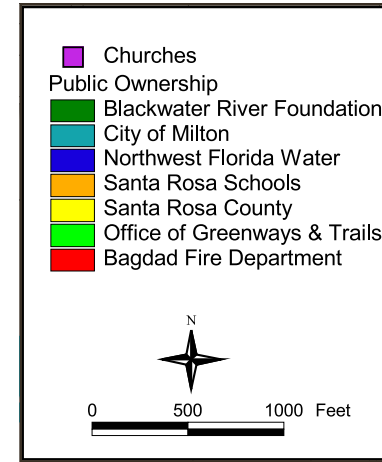
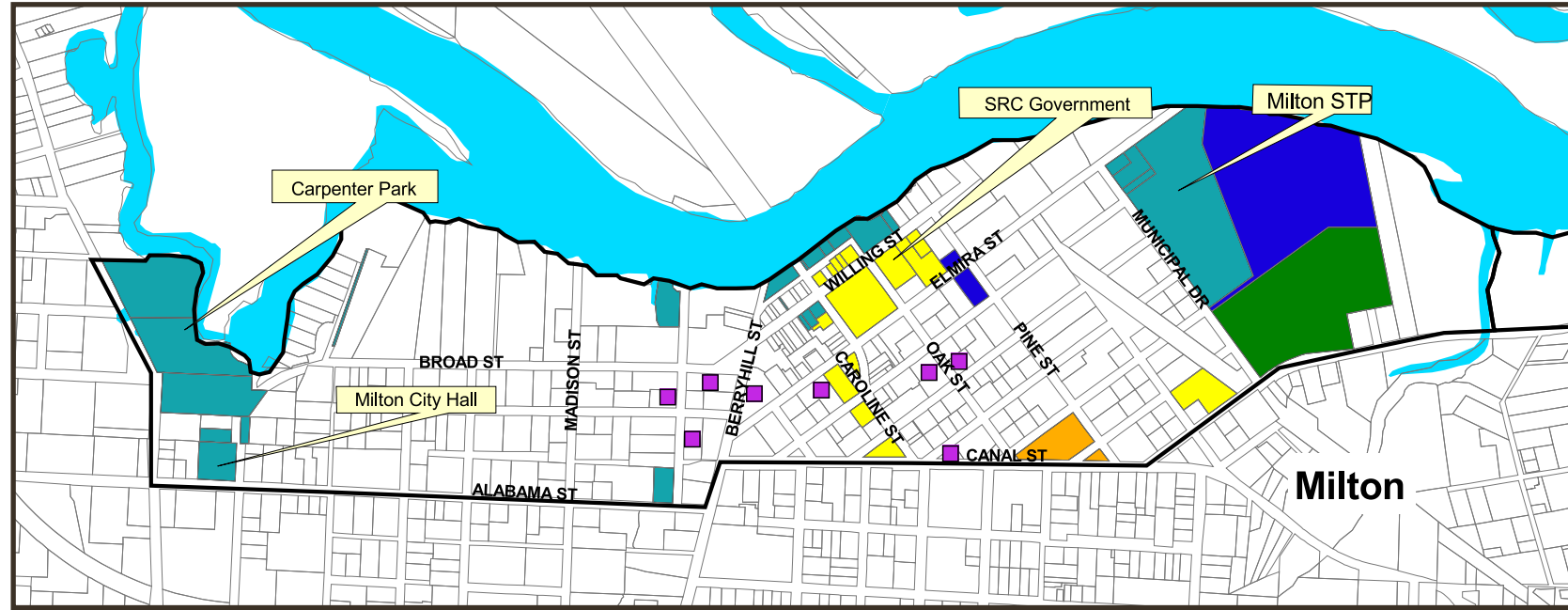
Milton and Bagdad, in Santa Rosa County, are riverfront communities located within the panhandle of Northwest Florida. They are positioned centrally between New Orleans, Louisiana and Tallahassee, Florida. Nearby gulf coast communities, including Pensacola Beach, Fort Walton Beach and Destin, Florida offer residents and visitors to Milton and Bagdad a chance to experience the iconic white sand beaches of the Gulf of Mexico. Closer to home, the deep smooth Blackwater River, one of the purest sand-bottom rivers in the nation, is popular for paddling, fishing and swimming. The nearby Blackwater River State Park attracts canoeing, kayaking, tubing and camping enthusiasts. The Florida National Scenic Trail, a federally-designated, non-motorized recreation trail that meanders approximately 1,000 miles, traverses Santa Rosa County east of Milton and Bagdad. The Pensacola and Whiting Naval Air Stations and Eglin Air Force Base are major employers that attract new residents to the region.



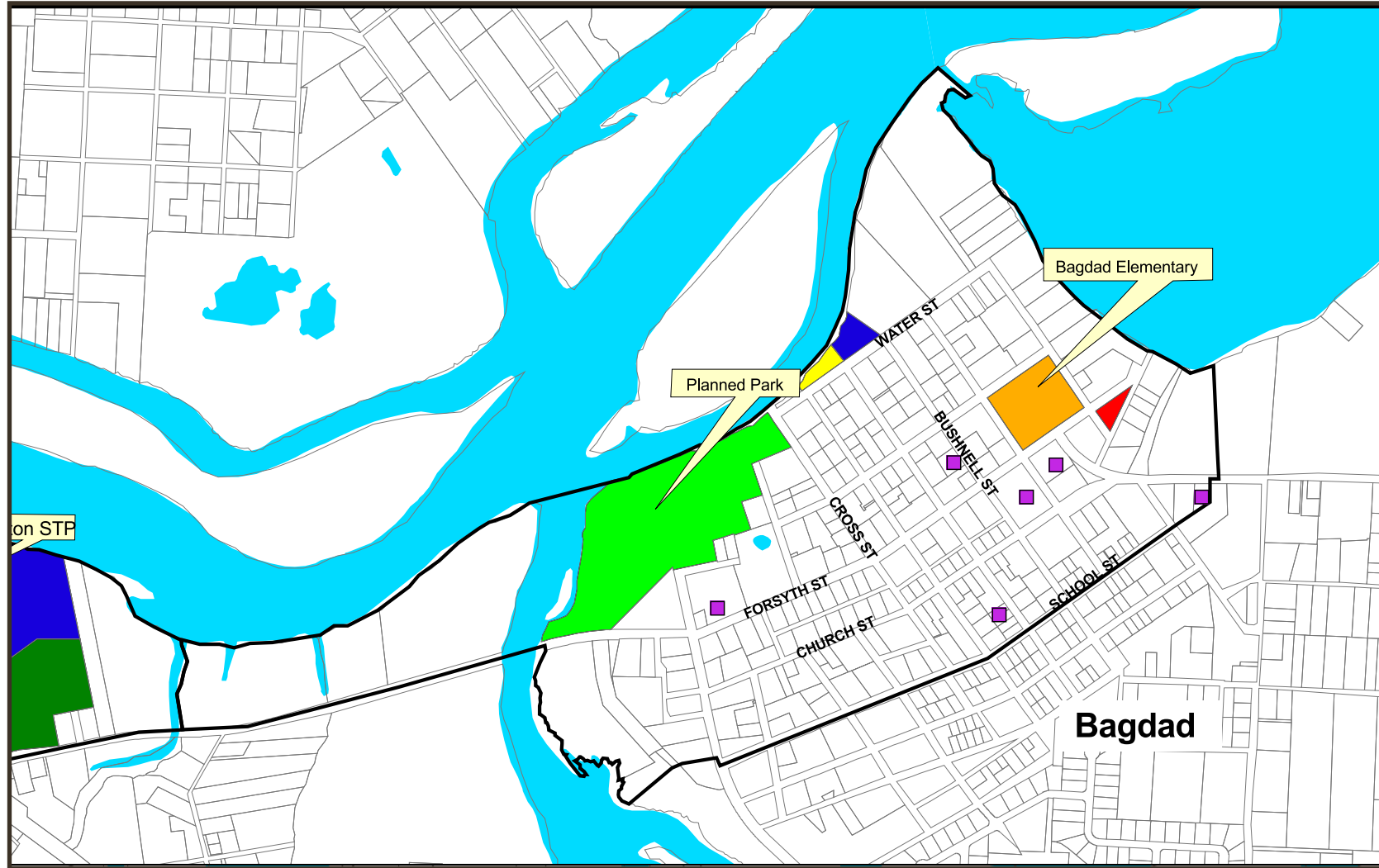
Map of Regional Context

Community Context

Community Context - Milton



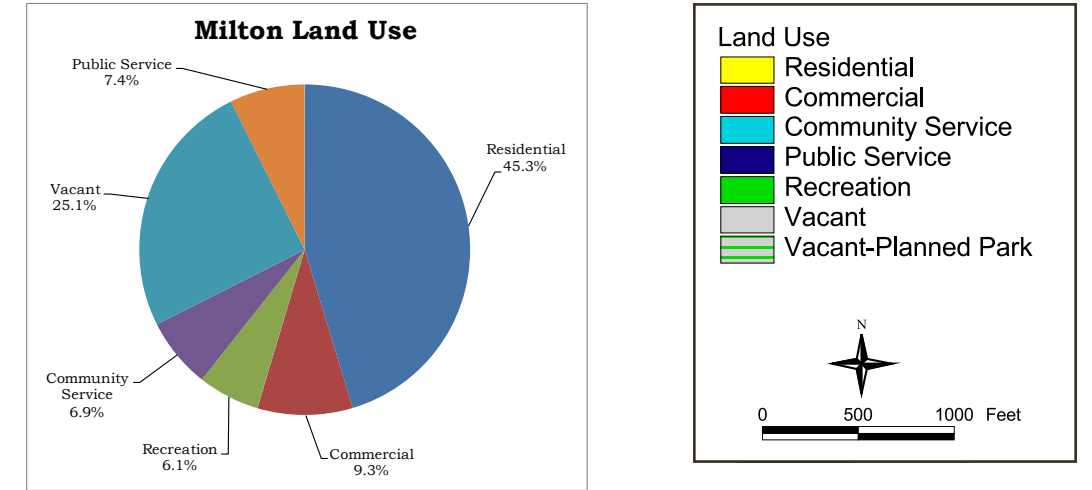
Community Context - Bagdad



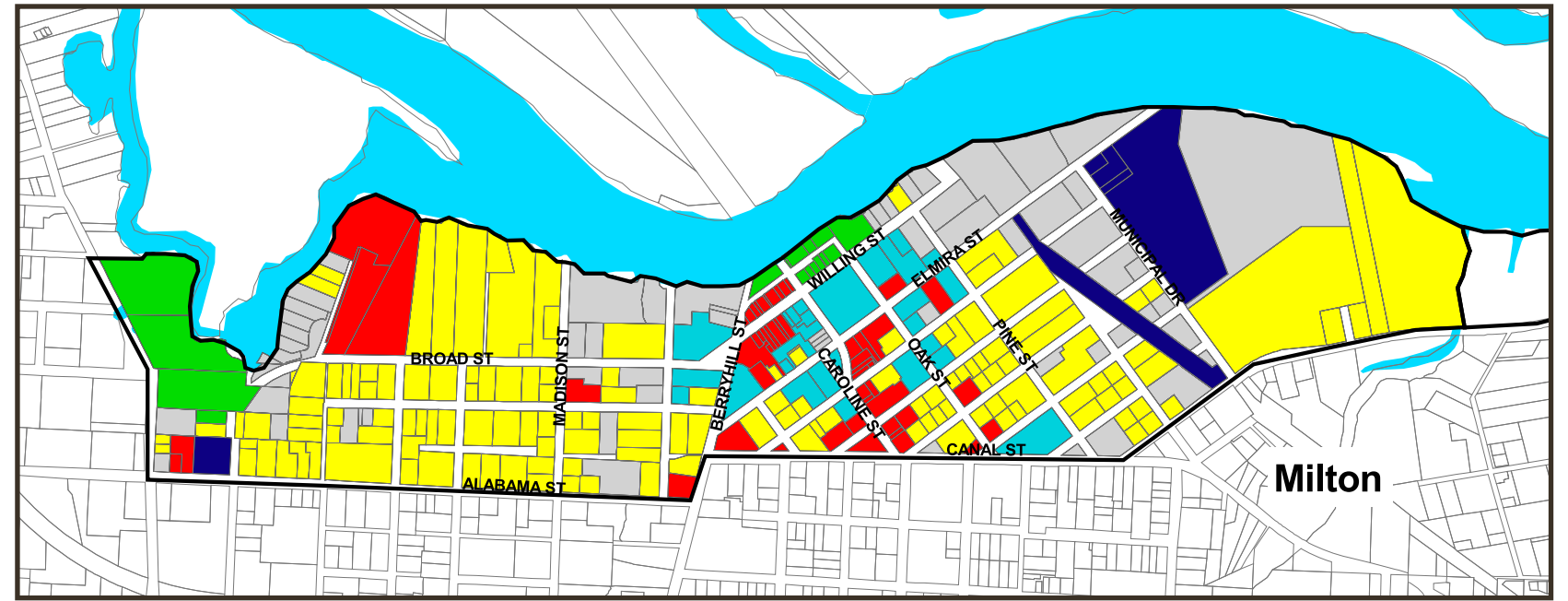
Existing Land Use

Milton

The Downtown area of Milton, between Berryhill Street and Pine Street, contains a mix of residential commercial, and community services uses. This area is home to Santa Rosa County Government buildings. Outside of the downtown area, the primary land use is residential. Large vacant areas are found around the Wastewater Treatment Plant and along the waterfront north of Downtown. Recreation uses include the Riverwalk downtown and Carpenter Park at the northern end of the study area. The large commercial area located on Broad Street includes a motel and various commercial uses on Quinn Street. Public services include the Wastewater Treatment Plant, the railroad corridor and parking for City Hall.



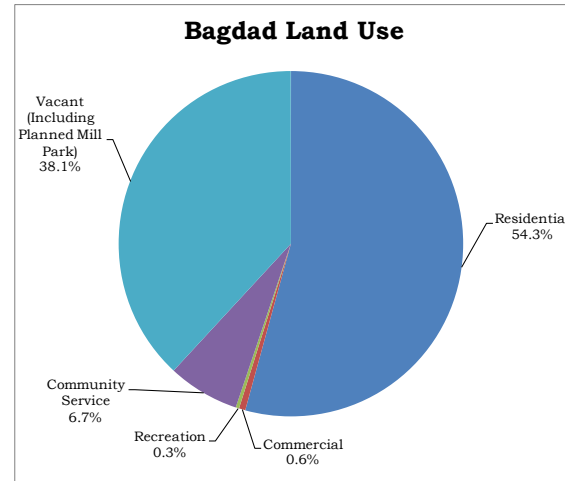
Existing Land Use - Milton



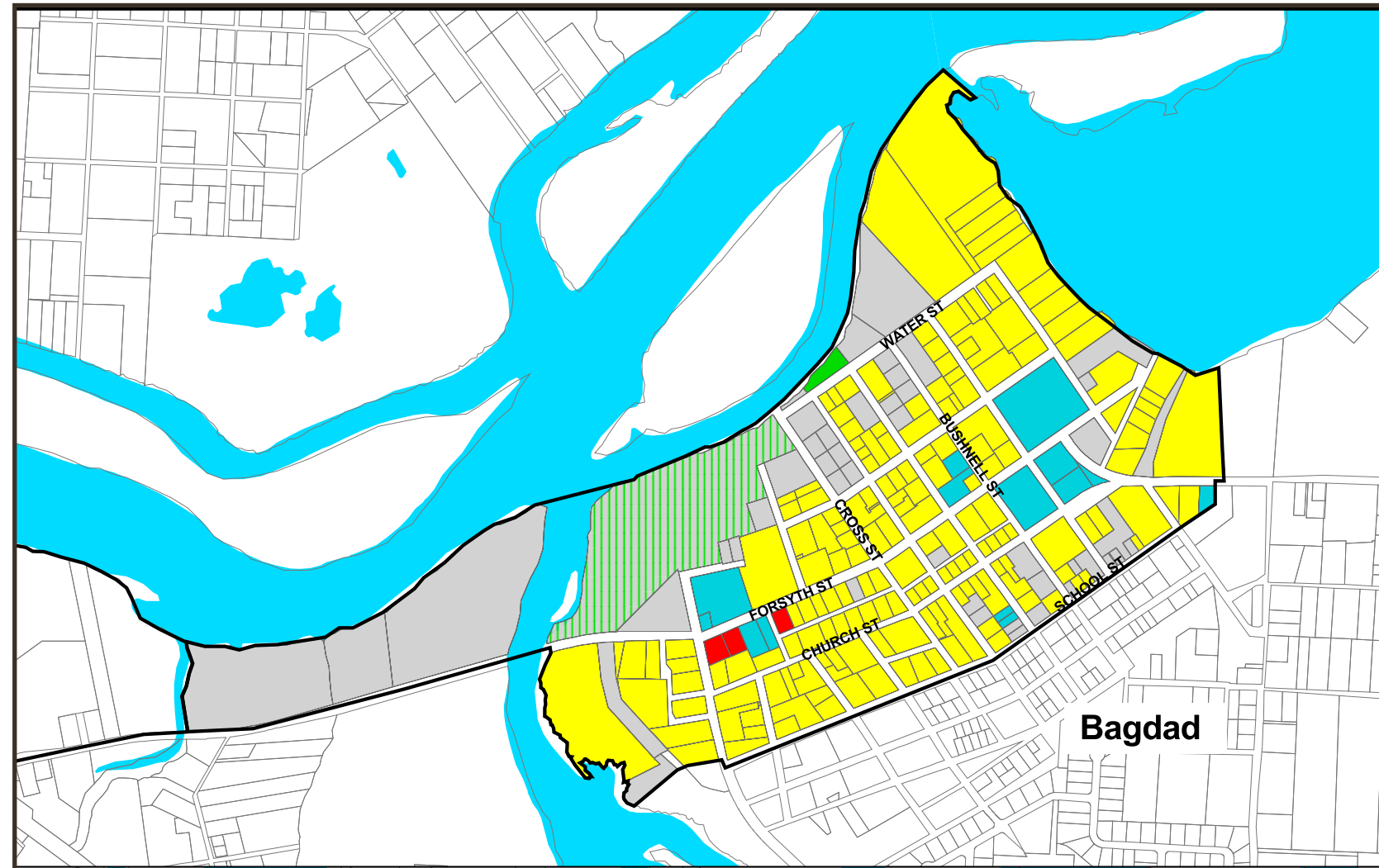
Milton

Bagdad

Bagdad is primarily residential. Vacant parcels also make up a considerable portion of Bagdad and are located on the riverfront including the old mill site that is planned to be a park. A large portion of the vacant land can be attributed to the area between Bagdad and Milton. Community services, which include several churches, a school, the fire department and the post office, are located along Forsyth Street. There are a few commercial uses found near the post office. The only current recreation land use is a boat ramp located on Water Street.



Existing Land Use - Bagdad



Existing Zoning

Milton Zoning

R-1 Single-Family High Density – Minimum Lot size 7,000 ft², 30% maximum lot coverage. Minimum setback average of adjacent or 30', Maximum height 2.5 stories.

R-2 Single and Two-Family – Minimum Lot size 7,000 ft² - 9,000 ft². 30% maximum lot coverage. Minimum setback average of adjacent or 30 ft. Maximum height 2.5 stories.

R-3 Multiple-Family – Maximum Density 14.52 dwelling units/acre. Maximum height 3 stories with some exceptions.

R-U Rural Urban District – Designed for undeveloped areas with possible development potential. Permits agricultural uses along with R-2 uses and densities.

RC-1 Residential Commercial District – Designed as a mixed-use district, prohibit auto related uses, 70 % maximum lot coverage, maximum height 45 ft. Most of the downtown area is in this zone.

C-2 General Commercial – Designed for commercial areas that serve a large population. 50% lot coverage, maximum height 45 ft. No minimum lot size or setback.

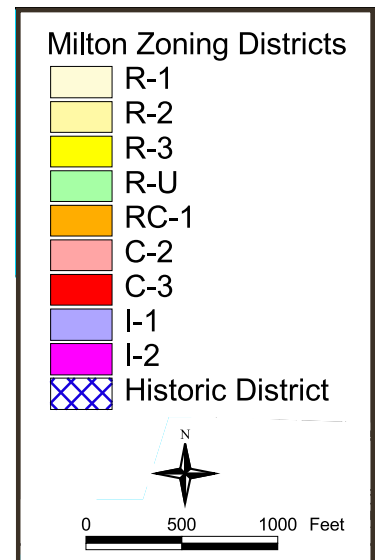
C-3 High Intensity Commercial – Wide variety of uses including some industrial uses. Permits outdoor storage areas. 50% lot coverage, maximum height 45 ft. No minimum lot size or setback.

I-1 Light Industrial and I-2 General Industrial – Wide variety of uses. Minimum lot area six acres. Maximum height 45 ft. Screening and buffer requirements. Area is currently undeveloped except for wastewater treatment plant.

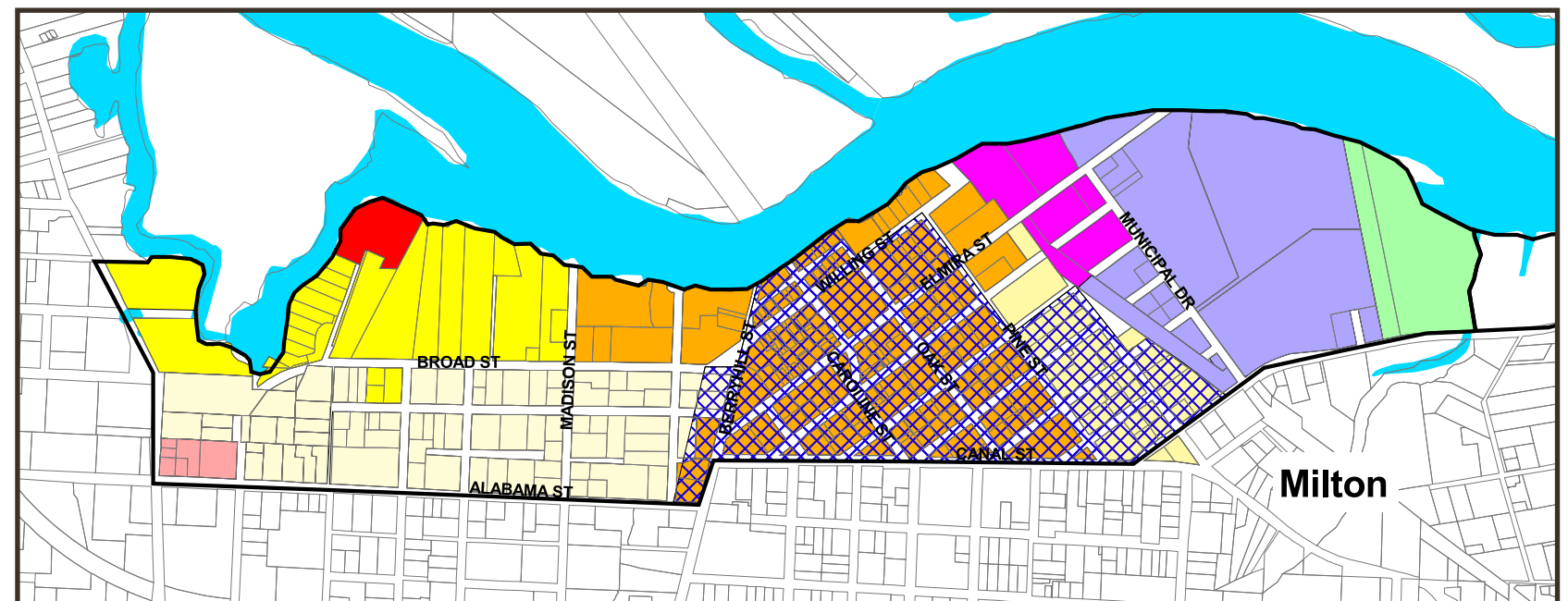
Historic District – Areas within the Historic District are subject to approval by the Historic Preservation Board.

Downtown Community Redevelopment Area (DCRA) – The DCRA is an overlay district dictated by the Downtown Community Redevelopment Plan. Within the Study area, the DCRA overlay is located on the east side of Broad Street north of Madison Street. The overlay district grants density bonuses in the form of heights up to six stories and an increased Floor Area Ratio (FAR) for developments that satisfy a minimum number from a set of criteria. The district is intended to incentivize redevelopment of the downtown area.

Traditional Neighborhood Development (TND) – The TND District is a floating district that works like a planned development. The district is designed for areas to be developed, or redeveloped, into a traditional neighborhood with a compact mix of commercial, residential and civic uses.



Existing Zoning - Milton



Bagdad (Santa Rosa County) Zoning

P-2 Active Park District - Old mill site planned for development as a park.

AG - Agriculture District - Minimum lot size one acre.

R-1 - Single Family Residential District - Maximum Density 4 units/acre, maximum height 35 ft., 20 ft. setback, large setbacks required along arterial.

R-1A - Single Family Residential District - Maximum Density 6 units/acre, maximum height 35 ft.

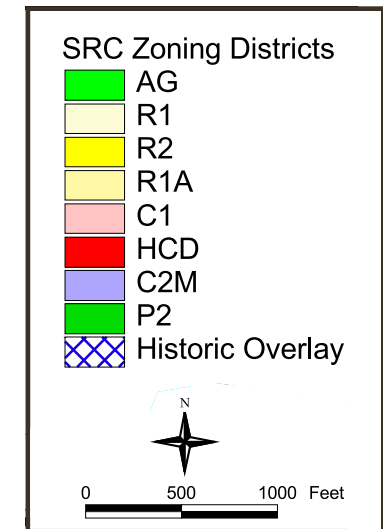
R-2 - Permits multi-family and offices maximum eight units/acre.

C-1 - Permits R-2 uses and small retail uses.

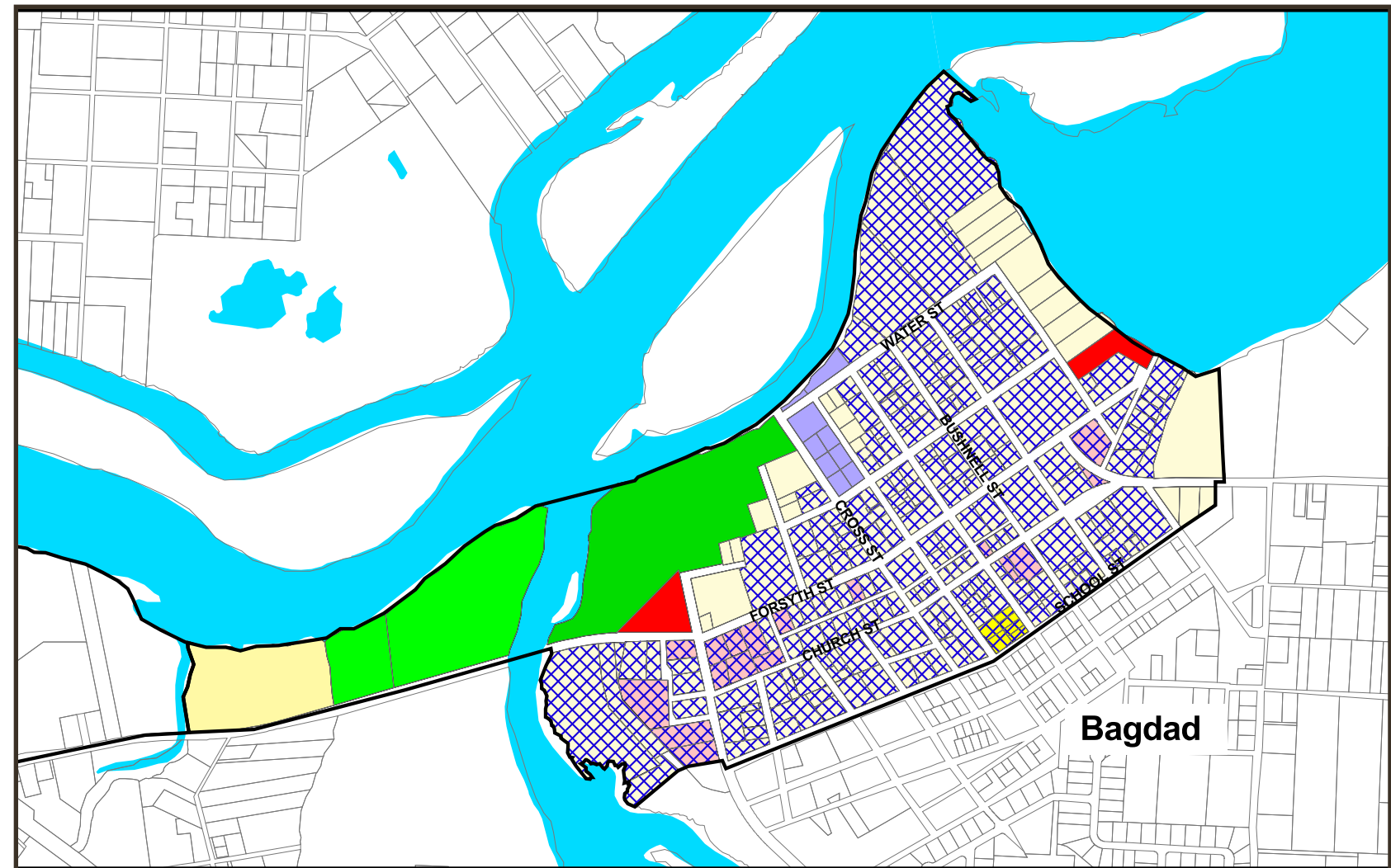
C2M - Commercial Marina & Yacht Club District - No boat repair shops, residences permitted at four units/acre, 25% open space requirement.

HCD - Highway Commercial District - For commercial uses that are intended along major thoroughfares, hotels restaurants and auto related uses permitted, Maximum height 50 ft., 85% impermeable surface permitted.

Historic Overlay District - Design guidelines were created to match the existing historic character, developments reviewed by the Bagdad Architectural Advisory Board.



Existing Zoning - Bagdad



Waterfront Permits

Building in, on or over the waters of the Blackwater River requires several permits. Since the land below the water of the Blackwater River is the sovereign property of the State of Florida, any activity conducted on it will require consent or lease from State Board of Trustees of the Internal Improvement Trust Fund. The Army Corps of Engineers (ACoE) also have jurisdiction over construction within the River. Construction activities prescribed by this Plan are all covered by one or more of the 50 Nationwide Permits collectively issued by the ACoE. Before construction activity can take place, a Pre-Construction Notification is required and the ACoE will issue a Nationwide Permit verification letter. The Florida Department of Environmental Protection (FDEP) also requires an Environmental Resource Permit (ERP). The ERPs can be obtained through the Northwest Florida Water Management District. Santa Rosa County also requires a Coastal Construction Permit. All these permits are designed to make sure that any construction taking place on the river will not degrade water quality, hinder navigation, or increase flood potential anywhere along the river.

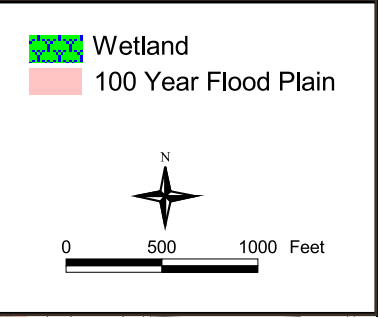
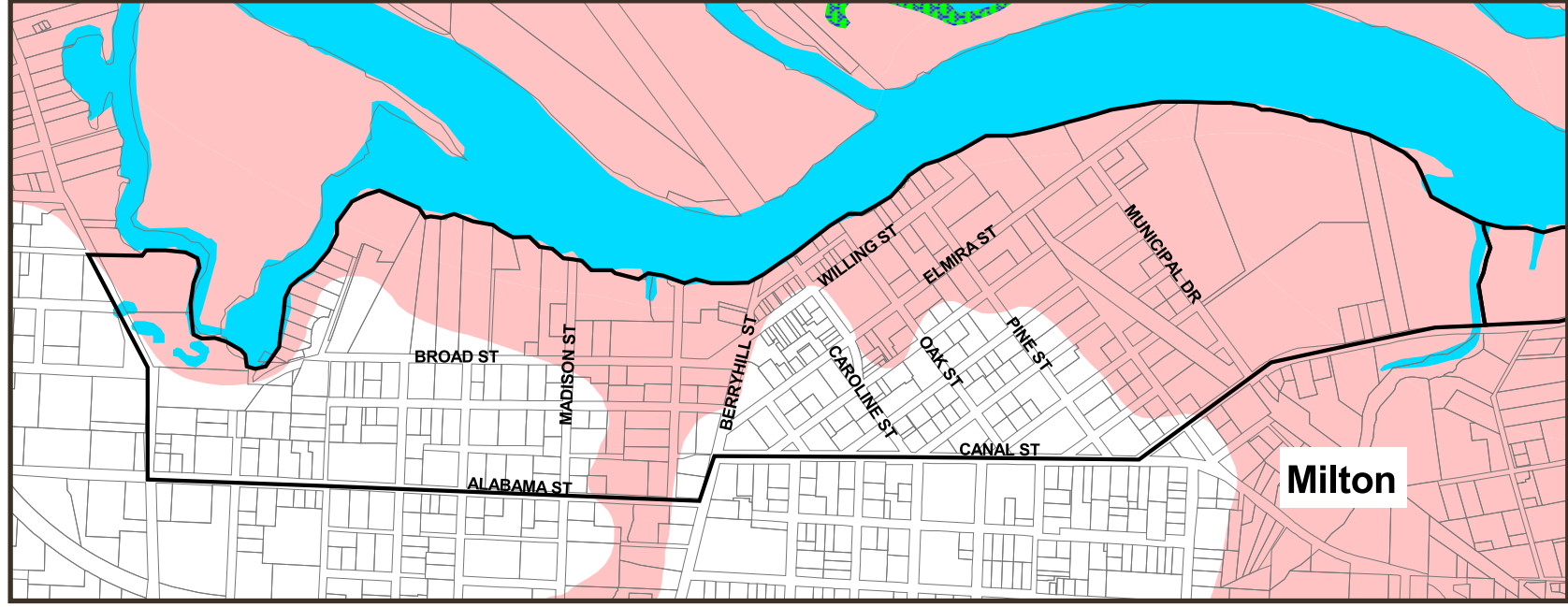
FEMA Guidelines

The Federal Emergency Management Administration (FEMA) does not regulate development activities. However, in order to qualify for the National Flood Insurance Program (NFIP), communities must enact standards that meet or exceed the guidelines put forward by FEMA. In response, the State of Florida passed the Coastal Zone Management Act which requires communities to meet FEMA Standards. Santa Rosa County has set standards for building within a Special Flood Hazard Area (SFHA) that meet FEMA standards. FEMA has separate standards for properties within the different SFHA zones. Much of the study area is within the SFHA “AE” zone. Within the AE zone, the lowest usable floor, including the basement must be constructed at or above the Base Flood Elevation (BFE). This can be done in one of three ways:

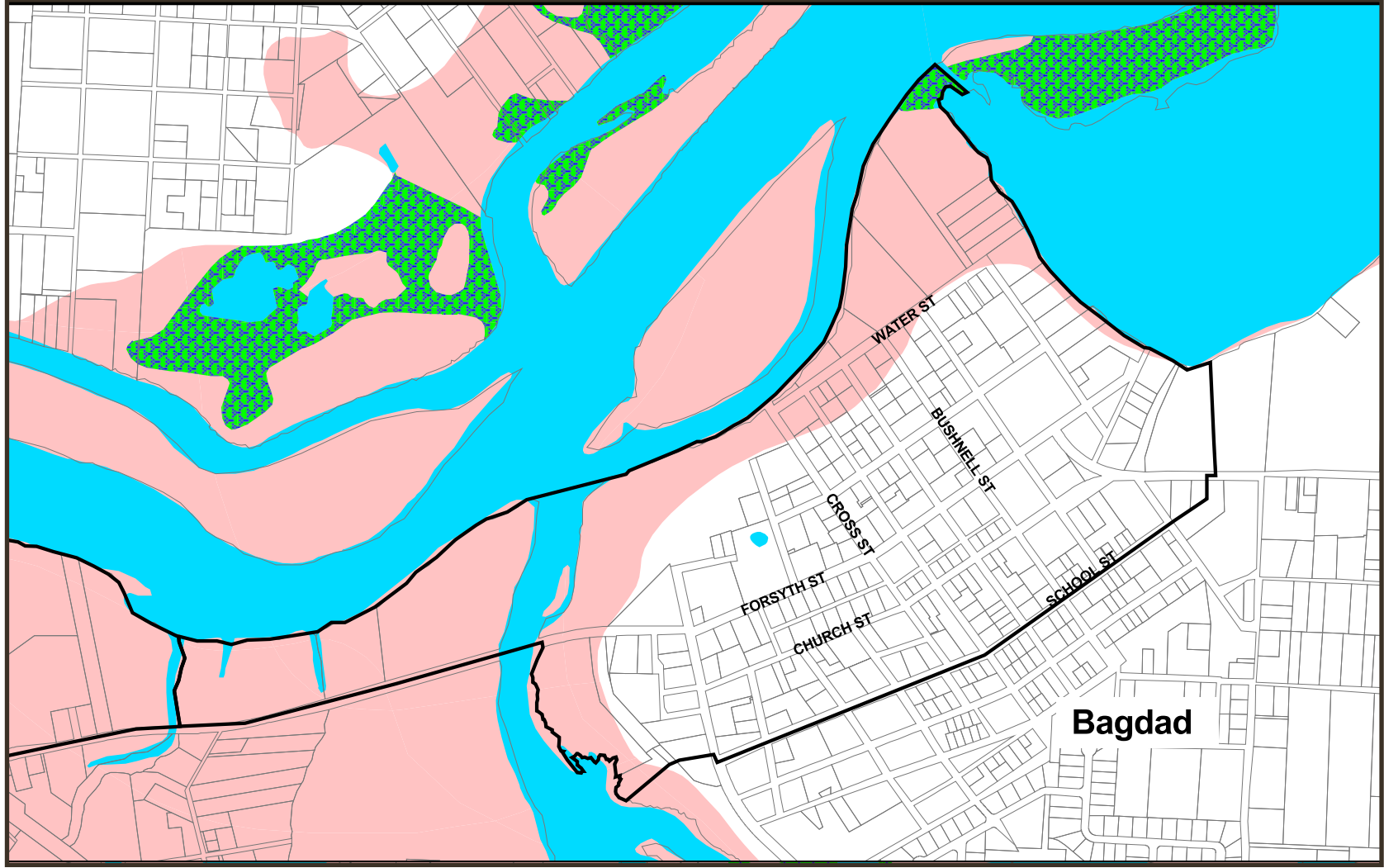
- Elevation on fill,
- Elevation on piles, posts, piers or columns, or
- Elevation on walls or a crawlspace.

While permitted, the use of fill to raise the lowest floor level is not encouraged because the fill itself can raise the BFE in the surrounding area. Where the BFE is not indicated on the FEMA flood map, it shall be determined by a licensed engineer.

Map of Flood Plains - Milton



Map of Flood Plains - Bagdad



Background Documents

Summary of Milton Documents

Downtown Community Redevelopment Plan

Overall Goal – reverse continuing deterioration of the DCRA and initiate positive growth within the area

Immediate Goals

- » Improve the appearance and attractiveness of the downtown
- » Provide a compact downtown (mixed uses) accessible to all citizens
- » Provide convenient and properly spaced parking facilities
- » Make DCRA a vital and healthy segment of the community
- » Make riverfront area an image of civic pride
- » Develop a Riverfront Park the exemplifies the future of Milton
- » Provide connected and safe sidewalks

Existing Conditions

- » Land use – primarily mixture of residential, commercial and public land use
- » Building condition – typical of older urban areas; some reflect level of economic depression, some bldgs functionally obsolete

Wetlands – Areas with limitations for development border the DCRA; portion of the CRA is within the floodplain; any development must comply with a myriad of regulations

Natural Features – River main features; abundance of trees/wooded areas; forms a potential “greenbelt”

Public Facilities – Courthouse is functionally obsolete but considered one of the most attractive bldgs in the City; Courthouse does not serve as a magnet to the area. Electrical service provided by Gulf Power’s Crist Gen Station. Gas provided by Milton Gas System (city-owned)

Transportation – Primary arterial is Hwy 90 (also Caroline Street); insufficient capacity to handle volume; peak hour congestion problems exist in the downtown; biggest issue is 2 lane bridge crossing the river in downtown – creates bottleneck; (Note: alternative options being studied to relocate bridge)

Parking – 600 spaces in the CBD (on/off street); considered adequate at this time

Market – High quality Res; Specialty retail

Existing Zoning – reflects present land use; 6 zoning districts in effect R1, R2, R3; C1, C2, C3, light industrial Zone I-1; Res-Comm RC-1

Redevelopment Strategy

- » Complete Boardwalk
- » Develop Marina Circle
- » Develop Quinn Street Marina / Old Market
- » Develop public parking facilities
- » Property S of railroad for mixed use (Planning Dept suggests rezoning are to RC-1)
- » Entrance to Riverwalk at Monroe Street
- » Develop wayfinding system
- » Establish a Traditional Neighborhood District (TND) to include all aspects of DCRA – will allow City to regulate development
- » Proposed Tourist Development District – would promote rich cultural heritage and promote economic development; would include part of TND
- » See Future Land Use Plan page 44

Community Redevelopment Plan - South

Part of Downtown CRA – see map pg 5

Large portion historically used as industrial site (concrete plant) b/c deep channel directly off-shore

City wastewater plant will be moved in future – no time line but City active in pursuing this quickly

Immediate Goals

- » Rezone to RC-1 and REC
- » Determine/remove hazardous conditions
- » Improve appearance/attractiveness
- » Eliminate blight and deteriorated structures
- » Provide a segment of a compact downtown, accessible to all citizens
- » Provide convenient parking
- » (Note – many overlap/align with DRCA Goals)

Note: Summary of existing conditions provided

Redevelopment Strategy

- » Rezone property to RC-1, REC
- » Relocate wastewater plant
- » Promote mixed use development; retail and restaurants, commercial bldgs to increase economic base
- » Develop natural green space/ protects wetland area
- » Make use of deep water channel

Note: DCRA Redevelopment Strategy included

CRA II North Blackwater Riverfront Master Plan

Vision – vision for the MP is unique and reflective of the culture and desired image and vitality of the downtown and riverfront; embraces the Blackwater River; encourages long term investment by private sector and economic development and further reinforces the rediscovery of downtown as a destination and residential center.

Create a park that is an innovative Green Showcase where visitors can experience and learn something new each time they visit

Goal – Develop riverfront into world class destination using ecological sustainable standards to a significantly improved mixed use, urban waterfront

Objectives – Produce a higher quality public realm to assist in invigorating the downtown economy

Better arrange and connect existing amenities with new amenities that will encourage more use

Provide a diversity of activities and along the river linking them together

Potential Amenities / Design Program – marina, continuous shoreline walkway, area for festivals and events, covered market, splash pad, dog park, Open Space (1200)

Destination – riverfront viewed as destination for major events and used by various institutions (ie. SR Arts and Culture Foundation, also Farmers Market

Marina Circle – full service marina; also public washrooms, small retail facilities; local café;

Other highlights – position front doors facing river; provide as many street connections as possible to river; maximize riverfront visibility; maintain FLA Community Trust parcels as public parks, festivals

Implementation – Cost projected to be \$20M to complete vision

Summary of Bagdad Documents

Bagdad Village Transportation & Open Space Master Plan

Existing Conditions

Transportation

- » Bagdad very walkable based on LEED Neighborhood Development Program indicator of the number of intersections/sq. mile (indicates 140 intersections); Bagdad represents equivalent of 275
- » ROW most streets 50'; Forsyth is 60'
- » Lack of sidewalks impediment to walking; only 1 crossing (Elementary School); lack of street trees (most trees on private property)
- » Short setback distance between homes/street reflects traditional neighborhood pattern before 1945; front setbacks codified in Bagdad Historic and Conservation District Design Standards
- » Lack of commercial uses/activities; impediment to walkability
- » 2 proposed projects are on Florida-Alabama Transportation Planning Organization (TPO); 1) bike lane along Garcon; 2) traffic circle at Forsyth and Garcon; both low priority
- » Speed of traffic on Forsyth posted at 25mph; traffic goes much faster; problem attributed to width of roadway; lack of street trees/enclosure; lack of pedestrian environment; continuous on-street pkg both sides not used – promotes faster speeds
- » Forsyth not designated “Highway of Commerce” by TPO or Santa Rosa County; Santa Rosa County have discussed possibility of future bypass that would divert traffic away from Bagdad (no plans/timeline)

Open Space

- » Connect Bagdad to the Blackwater Trail in Milton via the Bagdad Heritage Trail
- » Mill Site Park – 20 acres; Santa Rosa County plans for park development
- » Oyster Pile Landing – 1 acre; 2 boat ramps, fishing pier, pavilion, portable restroom
- » Bagdad Recreation Area – 9 acres; small parking lot; on-street parking, only park in Village with active rec. facilities
- » Bagdad Historical Museum – not publicly owned; includes the former New Providence Missionary Baptist Church; Village Preservation Association located in “shotgun” style house to immediate north
- » Dorrs Landing – 0.1 acres, on-street parking, launch ramp

Recommended Improvements

Transportation

- » Create a system of bike and pedestrian routes/corridors
- » Traffic Calming – proposed at Forsyth and Main; Forsyth and Garcon (raised crosswalks, bump outs etc; landscaped centre median at 3 main entrances Garcon, Old Bagdad Hwy, Forsyth near Pond Creek
- » Streetscape – all underground utilities, trees and landscaping, lighting, signage, furniture, sidewalks, etc.

Land Use Changes

- » New zone - mixed use zone along west side Forsyth and south side Thompson to encourage neighborhood scale commercial
- » New Zone – water related zoning 2 areas (1 near Dorr Landing and 1 near Oyster Park); uses would include canoe/kayak shops, bait tackle shops, maritime museums, etc.
- » Parking – recommend amending parking requirement to encourage development; consider on-street parking part of requirement

Open Space Improvements

- » Oyster Pile Park – new restroom, organized parking area, picnic shelter, bike connection to Mill Site Park
- » Dorr Landing – recommended kayak/canoe only

Alternatives Bagdad Planning – June 2010

Historical Significance of Village

- » 1st industrial site in FL
- » 1st homes to have electric lights in FL
- » Civil War fighting on Forsyth Street
- » Largest economic centre in FL in 1900
- » Oldest home in Santa Rosa County – 1847
- » 1st Golf course in FL
- » Site of invention of T-ball

Traffic calming – support visual effect/enhancements to slow traffic
ie. embedded paving

Document supports commercial development on Forsyth

Bagdad Economic Development Study – August 2011

Fastest growing industries in the region are projected to be financial services, professional and business services, and tourism.

History

- » Founded 1842 Joseph Forsyth
- » E.E. Simpson & Company lumber mill largest exporter and largest company in FL
- » Shipbuilding industry grew
- » 1939 last lumber mill closed
- » Historic District – designated by National Park Service 1987

Retail Market Analysis - Gap analysis currently indicates a shortage of food and drinking places and sporting goods

Visitors to Santa Rosa County - Account for 10% county jobs and \$171M in income for area businesses and residents

Planning Issue - Bagdad has zoning requirements in place that restrict the development of businesses within the historic district. Santa Rosa County Comp Plan permits “[s]mall scale commercial uses related to the waterfront access uses are encouraged so long as they are compatible with existing adjacent uses, are compliant with

Bagdad Historic District zoning and development design criteria”

Current zoning regulations suggest businesses not welcome within the historic district. This would need to be altered should the Village decide to create a CRA .

Recreation Tourism Market – Nature –based participation on the rise; Canoe/kayak market should be capitalized on

Business Development - TMP calls for re-zoning area along Forsyth and Thompson to develop a business zone; suggested businesses include a bakery, coffee shop, small grocery store, art gallery, restaurant, antique store, bed and breakfast, canoe/kayak shop, bicycle shop, outfitter store.

Overlay Districts - See Map page 38 – boundaries for Historic District (preserve most historically and architecturally significant properties) and Conservation District (emphasizes overall preservation of structures and compatible new development

Goal of Economic Strategy

1. Create a new tradition for the economy focused on small businesses that are compatible with historic character and capitalize on recreation and natural resources
2. Enhance historic character of the community with use of streetscape improvements

Conclusion

Bagdad, Florida sees its tourism future as including small-scale, ecotourism-related, and other complementing businesses, such as canoe/kayak rentals, bicycle sales and repair, retail boutiques, cafes, bait and tackle shops, antique shops, bed and breakfasts, outfitter stores, etc.

There are several development issues that must be addressed before desired businesses can be established in Bagdad. These include rezoning for a multi-use district, creation of a community redevelopment area, identification of suitable properties, availability of development incentives, parking and completion of planned infrastructure improvements.

OTHER NOTES

- » All projects within the both districts must get approval from Bagdad Architectural Advisory Board
- » 45% of properties within both districts are historic properties; 33% contain newer homes (post 1954); 22% vacant lots
- » Bagdad Heritage Trail improvements included in TPO Fiscal Year 2012 – 2016 priority projects

Bagdad Village Historic District Report and Maps (1995)

- » Bagdad Village Historic District surveyed in 1986 for purpose of being listed on National Register of Historic Places; Designated by the National Park Service on December 8, 1987.
- » 31 structures located on Forsyth St. South of Old Bagdad Highway, 26 were constructed before 1954; 6 of these structures date to 1900 or before. These structures have been some of the best cared for in the district.
- » Almost all of the structures have front porches and several have wrap-around porches.
- » Front setbacks along the street vary greatly from 15 ft to more than 50 feet but an image of consistency is maintained by the use of fences on nearly all of the residences and landscaping.
- » Architectural diversity includes: Saltbox style; Frame Vernacular, Gothic Revival, Double Houses Greek Revival, Shotgun Houses, Creole Cottages.

Bagdad Community Vision Plan (2006)

Vision Statement

A beautiful and safe community closely connected to the water, the Village of Bagdad is a unique residential community committed to maintaining and enhancing its unique historic character and natural resources. Recreation and cultural opportunities abound, and small businesses complement the natural and historic character of the area. Bagdad residents enjoy a quality of life that fosters pride, welcomes visitors, and encourages families to remain for generations.

Document outlines following Primary Goals (note: specific tasks are identified each one):

- » • Environmental Protection
- » • Cultural Resource Protection
- » • Hazard Mitigation and Public Safety
- » • Public Access to the Waterfront and Recreation
- » • Economic Revitalization

Summary of Santa Rosa County Documents

Economic Impact of Tourism on Santa Rosa County

- » Tourism generates 1,453 jobs, over \$39.4 Million in labor income, \$71.0 Million in total value added, and \$113.2 Million in output.
- » The economic impact of tourism on the Santa Rosa County Economy is substantial but is less than other major counties in Northwest Florida, including Escambia, Okaloosa and Walton
- » Northwest Florida region is primarily a drive-to destination; the fly-in market remains, both for Santa Rosa and the broader Northwest Florida region, an as yet untapped market
- » Santa Rosa County also offers a wide variety of non-beach related activities. The Gulf Breeze Zoo is a 50 acre zoo, which features animals from around the world.
- » Blackwater River State Park offers tourists a chance to swim, canoe, kayak, tube, or camp along Black River. There are several hiking trails throughout the over 600 acre state park.
- » Within the Town of Milton, Blackwater Heritage State Trail is 8.5 miles long and takes bicyclists, runners, walkers, and horse-back riders through the town of Milton before ending at Whiting Field Naval Air Station.
- » The L&N Train Depot and Railroad Museum in Milton was the original site of the P&A Depot, built in 1882, and the site of the L&N Milton combination freight and passenger depot developed in 1907.
- » Bagdad Village Museum hosts a variety of activities, ranging from lecture series to Civil War reenactments. Also scattered throughout the county are various other activities including antique stores and numerous golf courses

US Corridor 90 Management Plan (June 2011)

- » Left turn lanes are reconfigured at intersection of Caroline Street and Canal Street (Plan 17)
- » Parking lot entrances to Santa Rosa County Probation Dept. buildings are shown from Escambia Street and Canal Street (Plan 17)
- » No other improvements are shown on Caroline Street from Escambia to the bridge (Plan 17, 18)

2008-2025 Santa Rosa County Comprehensive Plan

Public Input

Consultation sessions were held to gather input into the preparation of the Plan. These included a Vision Session with the project steering committee, three focus groups and two public meetings. The input from each session is summarized below.

Vision Session

MILTON RIVERFRONT MASTER PLAN

SUMMARY of VISION SESSION

March 12, 2013

peter j. smith & company inc.

Question 1 Barring all constraints, what is your vision for the Riverfront 20 years from now? Describe the ideal character of the Riverfront.

- Vibrant, lively, safe, mix of uses and activities, bicycle friendly
- Mixed-use, multi-storey, waterway useage, blend history/heritage character
- Consistency in exterior building elevations (form based code), high end residential and shopping, no traffic problems, more open spaces along riverfront, plenty of parking
- Family friendly with opportunities for shopping, entertainment, dining
- Green spaces for community events, high end/upscale design character
- Commercial – retail and restaurants, Connectivity between Milton and Bagdad, Development with historical character, Festivals and gatherings, Interaction with the water
- Boats travelling from Pensacola to Milton and Bagdad to shops, eat, sleep, play etc.
- Business and apartment community with walkable access
- Shopping, dining, walkway/hiking trails, Mixed-use neighborhoods
- Center of commerce, Jewel of SRC

Question 2 What are the Riverfront's greatest assets that should be capitalized on? Identify the top 3 opportunities or potentials along the Riverfront.

- Blackwater River, Milton and Bagdad Historic Districts, proximity to abundant natural resources (parks, forests, trails)
- Adaptive re-use of Courthouse, 1 mile link between Bagdad and Milton, infill development with character sensitive buildings
- Views, meandering character of river, versatility of uses
- Consensus/teamwork, transportation, leadership
- The River, healthy environment, wealth of historic/natural/cultural resources
- Deep water access south of CSX, Recreational setting – natural setting, Historical character, High traffic volume
- Water and natural resources, Historic buildings, Central location
- Deep water, Clean river, Restaurants, shopping, walking/biking, View across river
- Deep portage (large vessels to Hwy 90), Historic Content, Empty, land
- Undeveloped land, Historic legacy, Central location, Not the beach
- Open canvas, pristine/protected waterway, people of the community

Question 3 – Identify the top 3 significant constraints/issues in the Riverfront Master Plan.

- Decisions of Courthouse, State Highway 90, gaps in pedestrian/bicycle infrastructure, lack of retail/entertainment
- Economic conditions may not warrant development, lack of forward thinking, planning, champion
- Large tracts of wetland areas, Private ownership and consent
- Physical connection between Milton and Bagdad, Property ownership, Environmental constraints
- Attracting investors, Creating income opportunities, Allowing sin and forgiveness, Minority involvement
- Hwy 90, lack of vision and unison
- Community buy-in, Traffic flow, Aging infrastructure

Question 4 How can the Riverfront Master Plan document be most useful to you?

- Support decisions and investment, move community towards solutions rather than focusing on barriers
- Assist with grant seeking, long term planning
- Physical direction and vision which the City can assist/enforce good development
- Help create kind desirable community, Stimulus for other county development (physical and economic)
- Help move community forward, support/votes
- Establish the vision, Marketing the area, Consistent message
- Attract investment, promote economic development

Question 5 Are there any other issues or initiatives we should be aware of as we complete the Riverfront Master Plan

- NW Florida Nature Trails brochure, Existing/proposed trails – SRC, www.blackwaterriver.org, historical photos available through SRC Historical Society and Bagdad Village Preservation Association
- Coordination with CSX Rail, short term development that is upcoming (Bagdad Mill site)
- Territorial boundaries
- Minority involvement, Restore Act

Vision Session Participants:

Beckie Cato	Bob Cole	Vernon Compton	Sheila Harris	Kyle Holley
Michael Johnson	Randy Jorgensen	Tim Milstead	Brian Watkins	

Focus Groups

MILTON RIVERFRONT MASTER PLAN BUSINESS & TOURISM FOCUS GROUP SUMMARY

May 1, 2013

peter j. smith & company inc.

Question 1 Ideally, what is your vision for the future of the Riverfront?

- Inviting to tourists, attractive, safe, accommodates young people, arts/culture attractions
- Clean, quaint, bed & breakfasts, attractive, enhanced quality of life
- Friendly, welcoming, attracts young families
- Heritage focus, supports, events, hotel, family friendly, enviro friendly, amphitheatre at Mill Park, supports businesses, need better event infrastructure (note: Milton events – Arts Fest, Riverfest, Bands on Blackwater, joint community tours)
- Vibrant, both communities connected
- Mixed use, develop market for young families, more parks, kids programming
- Walkable, vibrant, energetic
- State/National attraction, Maritime museum, cafes, restaurants, marina
- Emphasis on history, no place to swim
- River main resource – need to protect, need local support

Question 2 What types of development would you like to see in downtown Milton and/or the village of Bagdad?

- Attractive buildings, art galleries, foot trail between communities
- Restaurants, cafes, B&B's, maritime museum, entertainment, bike path, blueway, marina
- Office space, business incubator, downtown employees
- Public space, events/festivals, business that leverage the River ie. Outfitter
- Residential/downtown living to support business (retails follows rooftops)
- Local retail – coffee shops, bookstore, outdoor retail, adaptive reuse Courthouse – public square, library, arts, music; riverfront lodging; large public space for events, public bathrooms needed, infill housing
- Local retail, restaurants, professional office, historical context/compatibility,
- Marina, waterfront restaurants, walkways, picnics, swimming areas for families (no municipal pools, no public beaches), bike/canoe rentals, office space, residential space, campgrounds w/ boat launches
- Boat launch near RR tracks, paddling access, river based business, campground,
- Trails, campground, tourist orientated commerce, historical character

Question 3 – What strengths exist in Milton and/or Bagdad the the Riverfront Master Plan can build on?

- River, views, Mill Park for events, historic buildings, undeveloped lands
- Bike trails (Blackwater, Red Brick Road), military, good parks, Imogene theatre, media
- Open space/undeveloped lands, deep water, trails, natural resources, Mill Park, organizations for progress (Harnes Energy)
- River, Pond Creek, developing community organizations (CofC, TDC, Pyrates, BW Foundation)
- Riverfront parks, multiple museums, Imogene, local restaurants, heritage resources, military
- Riverfront, leadership, natural beauty, historical significance

Question 4 How should Milton and/or Bagdad connect to the River?

- Water – canoe/kayak; land – trails, bike, walk; public transit - trolley
- Riverfront path/trail, Canal / Henry Street, link to BW Heritage Trail, canoe/kayak access, connect parks, multiple ways connect to River
- Riverfront trails, Mill Park enhanced boat access, local owned business, more newspaper coverage, private/public marinas
- Need to upgrade road system
- Need pedestrian bridges at creek crossings, extend BW Trail
- Establish the vision, Marketing the area, Consistent message
- Attract investment, promote economic development

Additional Comments

- Events should generate revenue - not depend solely on volunteers, support vendor space at events,
- No wake zone downtown, Sunday alcohol sales

Focus Group Participants:

Vernon Compton	Ken Smith	Chuck Hendee	Ben Fields	Shannon Ogletree
Richard Lewis	Wade Allen	Ken Ponsell	Cliff Kajt	Donna Tucker
James McNair	Kate Wilkes	Mickey (no last name)		

**MILTON RIVERFRONT MASTER PLAN
CIRCULATION, RECREATION & CULTURE FOCUS
GROUP
SUMMARY**

May 1, 2013

peter j. smith & company inc.

Question 1 Ideally, what is your vision for the future of the Riverfront?

- More retail, historical education, acknowledge canoe industry, canoe capital of FLA, restaurants, brick sidewalk, flowers,
- Open site with beautification, boat ramps, cafes, nature, cultural activities, environmentally sound
- Historical related tourism
- Boat ramp, downtown parking, marina, park between Milton and Bagdad
- Improve water quality, swimming, fishing, reduce boat traffic, promote canoe/kayak useage, improve access for public use, provide free activity (picnic), security
- Interconnected communities, walkable environment, inviting, day/night entertainment, activities for locals on weekend
- Vibrant entertainment center, restaurants, retail shops, offices, galleries, parks, activities day and night
- Active, attractive, lots of activities for use of water, family orientated businesses

Question 2 What types of development would you like to see in downtown Milton and/or the village of Bagdad?

- Entertainment uses, restaurants, parking, marina/boat ramps, mixed uses, event space, high quality residential, museums, public restrooms
- Offices, arts/culture, parks, multi-use trails, live/work places
- Shops, restaurants, ice cream shops, meeting rooms, childrens park
- Eco-tourism, parks and recreation facilities, family activities, educational kiosks, retail uses
- Canoe/kayak launch, picnicking places, no wake zone,
- Boat ramp, downtown parking, marina, boardwalks
- Museum, interpretive plaques, historical markers
- Science R&D facility, workshops, educational places
- Hotel on river, visitors center on river
- RV on waterfront, retail in vacant building, cultural center,

Question 3 – What strengths exist in Milton and/or Bagdad the Riverfront Master Plan can build on?

- People, parks, climate, clean river, history, diversity, Imogene, Military, Festivals Heritage Trail
- Diversity of history, potential partnerships, cultural development
- Passionate residents, boardwalk, green space, parks, nature
- Small town, southern charm, recreation opportunities, heritage and culture
- River, history, affordability
- Military, progressive City/County/business leaders
- Clean water, temperate climate, open space, low taxes/incentives, interested property owners, education top notch, affordability

Question 4 How should Milton and/or Bagdad connect to the River?

- Wide boardwalk, trails, hiking biking, sidewalks
- Parks, multi-use trails, boat ramps
- Improve streetscape, interconnectivity, complete streets, bike/pedestrian facilities
- Walk over Pond Creek, trolley, continuous flow,
- Blueway trails, expand Heritage Trail, Hwy 90 Bridge – bikes,

Additional Comments

- Limited land use due to Willing Street buildings – would prefer larger setback

Focus Group Participants:

Serene Keiek	Danny Keiek	Gerard Greco	Mary Ellen Johnson
Rick Phillips	Tammy Simmons	Shawn Ward	Mary Beth Washnock
Gale Thames	Darlene Stanhope	John Norton	Ferl

MILTON RIVERFRONT MASTER PLAN

MILITARY FOCUS GROUP

SUMMARY

May 1, 2013

peter j. smith & company inc.

Question 1 Ideally, what is your vision for the future of the Riverfront?

- Family niche, safe, walkable, wine bar, upscale, live bands, street vendors
- Cafes, street level commercial, historical, old Florida, live music
- Family focused, restaurants, “all in one” place – ie. Destin
- Water based activities, families/children, amusements
- Demographics – consistent with regular turnover at base; access diversity, walking biking boating, housing – market driven
- Walkable, many activities, farmers market, arts center, water taxi system
- Accessibility, connected/continuous, kayaks, boat rentals, open space, parks
- Cafes, restaurants, apartment rentals, high quality development,
- Central plaza space – “Gallery Night” events

Question 2 Describe the identity of Milton / Bagdad

- Small town, SF homes, charming
- Hwy 90 commercial corridor
- Lack of class, quick turnover, short term residents
- Residential town, not an entertainment attraction
- “Nowhere America”
- Whiting Field – Military
- Schools – good quality
- Typical southern small town – old Florida, charming
- Not a lot to do – few attractions

Question 3 – What strengths exist in Milton and/or Bagdad the Riverfront Master Plan can build on?

- Authentic architecture, schools, Hwy 90 – ability to bring traffic, Riverfront unspoiled
- Downtown – real place, history, pedestrian scale/character – cant be re-created
- People, no road rage
- Military – major influence, major user group
- Need hotel for graduation, places to eat/restaurants
- Graduation class every 2 weeks (~20 graduates)
- Squadron events regular (~200 people)

Question 4 How should Milton and/or Bagdad connect to the River?

- Bike paths, more walkable, links to recreation facilities
- Boating, transient slips, places to launch
- Bike routes, spurs from BW Trail
- Separate cars/bikes

Additional Comments

Focus Group Participants:

David Nical Adam Shreders Nick Roest Merrill Lewis Travis Christensen

Nate Higgs Robert Belflower Owen Paris Mary Bender

Public Meetings

RIVERFRONT MASTER PLAN

City of Milton

PUBLIC MEETING #1 SUMMARY

Input was gathered by asking participants “On a scale of 1-5, do you agree with the following statements?” The totals highlighted in black identify the responses received for each statement.

1 – Strongly Agree 2 – Agree 3 – Neutral 4 – Disagree 5 – Strongly Disagree

Riverfront Experience

The riverfront is a place for events.

1	2	3	4	5
28	8	1		

The riverfront is a place for community gathering.

1	2	3	4	5
26	7	4	1	

The riverfront is a place for environmental appreciation.

1	2	3	4	5
24	9	4	1	1

The riverfront is a place for passive recreation.

1	2	3	4	5
20	11	2	4	1

The riverfront is a place for educational opportunities.

1	2	3	4	5
20	10	7	1	

Circulation & Access Questions

1 – Strongly Agree 2 – Agree 3 – Neutral 4 – Disagree 5 – Strongly Disagree

Pedestrian access to the riverfront is sufficient.

1	2	3	4	5
2	3	1	15	17

Bicycle access to the riverfront is sufficient.

1	2	3	4	5
1	1	2	13	21

Trail connections allow for pedestrians and cyclists to easily navigate the area.

1	2	3	4	5
3	2	4	16	13

Boating access to the riverfront is sufficient.

1	2	3	4	5
2	4	10	14	19

The roadway system around the riverfront is easy to navigate.

1	2	3	4	5
4	4	14	8	7

Connections along the riverfront should be enhanced.

1	2	3	4	5
26	5	6	1	

Parking in the area is adequate.

1	2	3	4	5
1	5	5	7	6

Redevelopment Opportunity Questions

1 - Strongly Agree 2 - Agree 3 - Neutral 4 - Disagree 5 - Strongly Disagree

Milton and Bagdad have areas that need redevelopment.

1	2	3	4	5
24	12	2		

Milton and Bagdad have areas that need to be preserved as parkland.

1	2	3	4	5
24	8	1		3

Downtown Milton has areas that could be repurposed for a more active downtown.

1	2	3	4	5
23	9	2	2	

Bagdad has areas that should be showcased for heritage tourism.

1	2	3	4	5
31			1	1

The study area should integrate arts and culture features/facilities.

1	2	3	4	5
27	6	3	1	

Land Use Questions

Mixed use development should be promoted in the study area.

1	2	3	4	5
25	7			1

Mixed uses should include:

Note: The totals for this question indicate the number of respondents who identified the use below, not the extent to which they agree/disagree).

Restaurants	Shopping	Housing	Offices	Accommodations
35	36	30	21	30

Other Uses Identified:

Marina, Maritime Museum, Heritage Museum, Theatre, RV Park, Campground, Parks, Waterways (blueways), Swimming Area

RIVERFRONT MASTER PLAN

City of Milton, Village of Bagdad

PUBLIC MEETING #2 SUMMARY

On a scale of 1 – 5, with 1 being the lowest and 5 being the highest, attendees were asked to rate how well the concept plans presented during the meeting satisfied the Goals for the project.

Goal #1 Community Character

Rank 1 – 5	1	2	3	4	5
# of responses / ranking	0	0	4	3	6

Goal #2 Economic Development

Rank 1 – 5	1	2	3	4	5
# of responses / ranking	1	0	5	4	4

Goal #3 Arts, Culture, Heritage

Rank 1 – 5	1	2	3	4	5
# of responses / ranking	1	0	3	6	5

Goal #4 Connectivity

Rank 1 – 5	1	2	3	4	5
# of responses / ranking	0	1	2	4	7

Goal #5 Environmental Quality

Rank 1 – 5	1	2	3	4	5
# of responses / ranking	1	1	3	2	7

Milton UDG Intro

DESIGN^{based}
PLANNING
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