

1955

## Preliminary Planning Studies Lakeland Florida

George W. Simons Jr.

Follow this and additional works at: <https://digitalcommons.unf.edu/simonsflorida>



Part of the [Urban, Community and Regional Planning Commons](#)

---

### Recommended Citation

Preliminary Planning Studies Lakeland Florida. 1955. George W. Simons, Jr. Planning Collection. University of North Florida, Thomas G. Carpenter Library Special Collections and Archives. UNF Digital Commons, <https://digitalcommons.unf.edu/simonsflorida/63/>

This Book is brought to you for free and open access by the George W. Simons, Jr. Publications and Printed Materials at UNF Digital Commons. It has been accepted for inclusion in City and Regional Planning -- Florida by an authorized administrator of UNF Digital Commons. For more information, please contact [Digital Projects](#).

© 1955 All Rights Reserved

**PRELIMINARY**  
**PLANNING STUDIES**  
**LAKELAND, FLORIDA**  
**1955**

**PREPARED FOR THE**  
**PLANNING AND ZONING BOARD**

**BY**  
**GEORGE W. SIMONS, JR.**  
**PLANNING, ZONING**  
**AND MUNICIPAL**  
**CONSULTANT**  
**JACKSONVILLE, FLORIDA**

GEORGE W. SIMONS, JR.

MEM. AM. SOC. C. E.  
MEM. AM. INST. OF PLANNERS  
MEM. INST. OF TRAFFIC ENGINEERS

TELEPHONE  
ELGIN 3-0373

PLANNING, ZONING  
AND MUNICIPAL  
CONSULTANT

HILDEBRANDT BUILDING  
JACKSONVILLE 2, FLORIDA

August 26, 1955.

Dr. Homer W. Anderson, Chairman,  
Planning and Zoning Board,  
Lakeland, Florida.

Dear Dr. Anderson:

I am pleased to present herewith my report on Planning in Lakeland. Pursuant to my agreement of November 16, 1954, it relates to:

1. Population and Economic Studies.
2. Land Use Plan and Review of Zoning Classifications, Ordinance Provisions and Map, and
3. Recommendations for Planning Administration.

I have endeavored here to present a picture of Lakeland - tracing its growth in the past and its potential for the future. Along with its growth possibilities I have analyzed the land uses, suggested a major street layout and made such recommendations as seem pertinent to a revision of the zoning ordinance. Finally there is included a plan of activities, which I feel the Board would be justified considering.

It has been a happy privilege for me to be associated with you in this undertaking. And too, I congratulate the City of Lakeland for having one of your stature to head this important and challenging job.

With kindest regards, I am,

Sincerely yours,

Signature Deleted

GEORGE W. SIMONS, JR.

GWS:EBB

## FOREWORD

In the twenties (1924-1926) when the cities of central and south Florida were experiencing an era of intensive growth and development, the city officials of Lakeland manifested their first interest in community planning. Mr. Leavitt, a planning engineer of New York was retained to locate and design the present Civic Center around Lake Mirror and the lands adjacent thereto. This plan, consummated in 1925-1926, included the present City Hall, Auditorium, Recreational Areas and the architectural embellishment around Lake Mirror. This was one of the first so-called Civic Centers established in Florida.

In this first planning endeavor no over-all comprehensive planning studies were made to direct or guide future land uses, control the design and development of subdivisions, provide a pattern of recreational facilities, or to coordinate the various physical elements of the community. To keep apace with the requirements of growth however, the city did extend, widen and improve many streets, extend the sewerage system, install a sewage treatment plant, improve the water distribution system and more recently, constructed a new electric power plant at a new location. And, within recent years the State re-routed U. S. 92 thru the city, from east to west (Lakeland Memorial Boulevard), north of the railroad.

The second major step in planning was taken by the City Commission in 1949 when the comprehensive plan of zoning was prepared and later adopted in 1950.

In 1954, a community interest in comprehensive planning was revived when the City Commission created and appointed members to the Lakeland

Planning Board. As of January 17, 1955, this Board defined and adopted a program of procedure including a scope of its operations, which was approved by the City Commission as of January 25, 1955. Evidencing a determination to make Planning a function of government, the City Commission budgeted a sum of money to establish a Department of Planning to be headed by a full time Director working under the direction of the Planning Board.

Before undertaking any specific program or studies the City Commission, upon recommendation of the Planning Board, entered into an agreement with George W. Simons, Jr., Planning Consultant of Jacksonville, to make preliminary studies of the City of Lakeland, including: (1) Population Growth and Distribution; (2) Land Uses; (3) Zoning Review and (4) Suggestions for Planning Administration. These studies did not attempt to develop any definitive plans but instead, they were undertaken to reveal existing conditions and trends and to emphasize some of the problems that should be considered by the Planning Board, when the Planning Department has been organized and is functioning.

While the preliminary planning studies incorporated in this report were in progress, the Florida State Road Department conducted an Origin and Destination Survey of traffic movements preparatory to the projection of a Highways Plan for the City, the results of which are not yet available.

ENABLING LEGISLATION

Prior to the opening of the biennial session of the Florida Legislature in April, 1955, the Consultant prepared for the consideration of the City Commission and Planning Board, a tentative draft of a special legislative enabling act authorizing the City Commission to appoint an official Planning Board, establish a Department of Planning, appoint a Director of Planning and defining the scope of the Board's activities and powers. This act was adopted by the Legislature and in pursuance of the provisions thereof the City Commission did in July, 1955, appoint its first official, legally constituted Planning Board.

The City Commission is to be commended for recognizing the need for and value of a continuing planning operation at this time, and too, for their activities in sponsoring the enabling legislation to establish planning as a function of local government.

As a public agency in one of the fastest growing regions of Florida, the newly constituted Planning Board has a challenging opportunity to render an invaluable service to its City Commission and the citizenry of Lakeland. To it will fall the responsibility of putting into practice the principles of planning and thereby make community planning pay dividends.

## HISTORICAL

Lakeland, relatively, is one of the older cities of modern Florida. Established as a settlement in 1884 when the "South Florida Railroad" (now the Atlantic Coast Line) extended its line into central Florida, it was incorporated as a town in 1885 - seventy years ago - by a group known locally as the Lakeland Improvement Society.

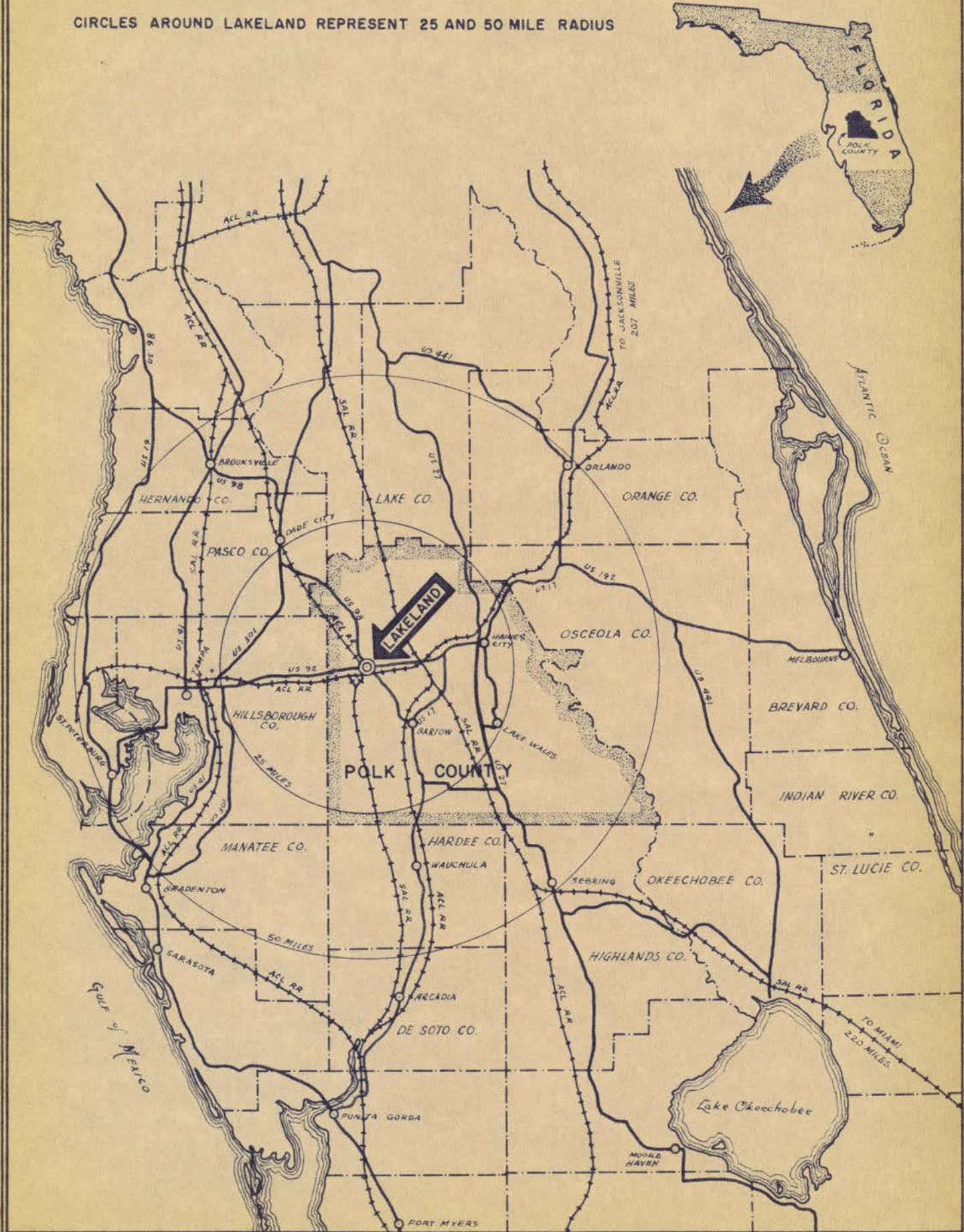
The early growth and economy of Lakeland revolved primarily around the railroad. In those earlier days it was a more active railroad division point than at present. In addition to the main line of the Atlantic Coast Line from Jacksonville to Port Tampa there were lines northward to Trilby and Valdosta, Georgia, and south to Bartow, Arcadia and Fort Myers. To serve these various facilities the railroad had extensive shops at Lakeland. Altho these same lines and shops are still operative their activities have been appreciably restricted in recent years because of the curtailment of passenger service, the dieselization of motive power and the increased haulage by motor truck.

This identification of Lakeland with the pioneering railroad expansion of the State, together with its geographical location (Figure 1) in a region well adapted to the production of citrus fruits, and the conduct of other economic enterprises has contributed in no small measure to its steady growth and development.

Altho Bartow, the county seat of Polk County, had a population greater than that of Lakeland from 1890 to 1905 in the latter year Lakeland ascended into first place which it has since held. From the turn of the century, Lakeland has maintained a strong and commanding position in the

REGIONAL LOCATION OF THE CITY OF LAKELAND,  
SHOWING MAIN U.S. HIGHWAYS AND MAIN RAIL LINES.

CIRCLES AROUND LAKELAND REPRESENT 25 AND 50 MILE RADIUS





economic structure of Polk County as its principal marketing, transportation, industrial, financial, distribution and cultural center.

In 1921 Southern College moved to Lakeland and erected on the north shore of Lake Hollingsworth, one of the most attractive educational plants in America, designed by Frank Lloyd Wright. This institution has contributed much to the cultural life of Lakeland and its environs.

Thus, thru the years, Lakeland has grown from a town based chiefly on a railroad economy to a city of diversified interests and economy - a city of commerce and industry, homes, churches and cultural institutions.

ECONOMIC BACKGROUND

POLK COUNTY AND LAKELAND

In evaluating the future of Lakeland one should look beyond the mere confines of a corporate area, into Polk County. As the County and the central Florida region of which it is a part continue to grow and improve and the economic base of the entire area is broadened and intensified, Lakeland will grow and improve commensurately and its economy will be further enhanced and diversified. Geography and accessibility have given to Lakeland a strategic position.

GROWTH OF POLK COUNTY

The population of Polk County has increased nearly tenfold since 1900 and more than fivefold since 1910; from 24,148 in 1910 to 123,997 in 1950 and to an estimated population of 158,500 in 1955 (Figure 2). Whereas in 1910 there were only four (4) corporate areas in Polk County (Bartow, Fort Meade, Lakeland and Mulberry) having an aggregate population of 8,964, in 1950 there were at least fifteen (15) corporate areas having an aggregate population of 76,537 which accounts for approximately 62% of the total population. From a rural county, Polk has become an urban county.

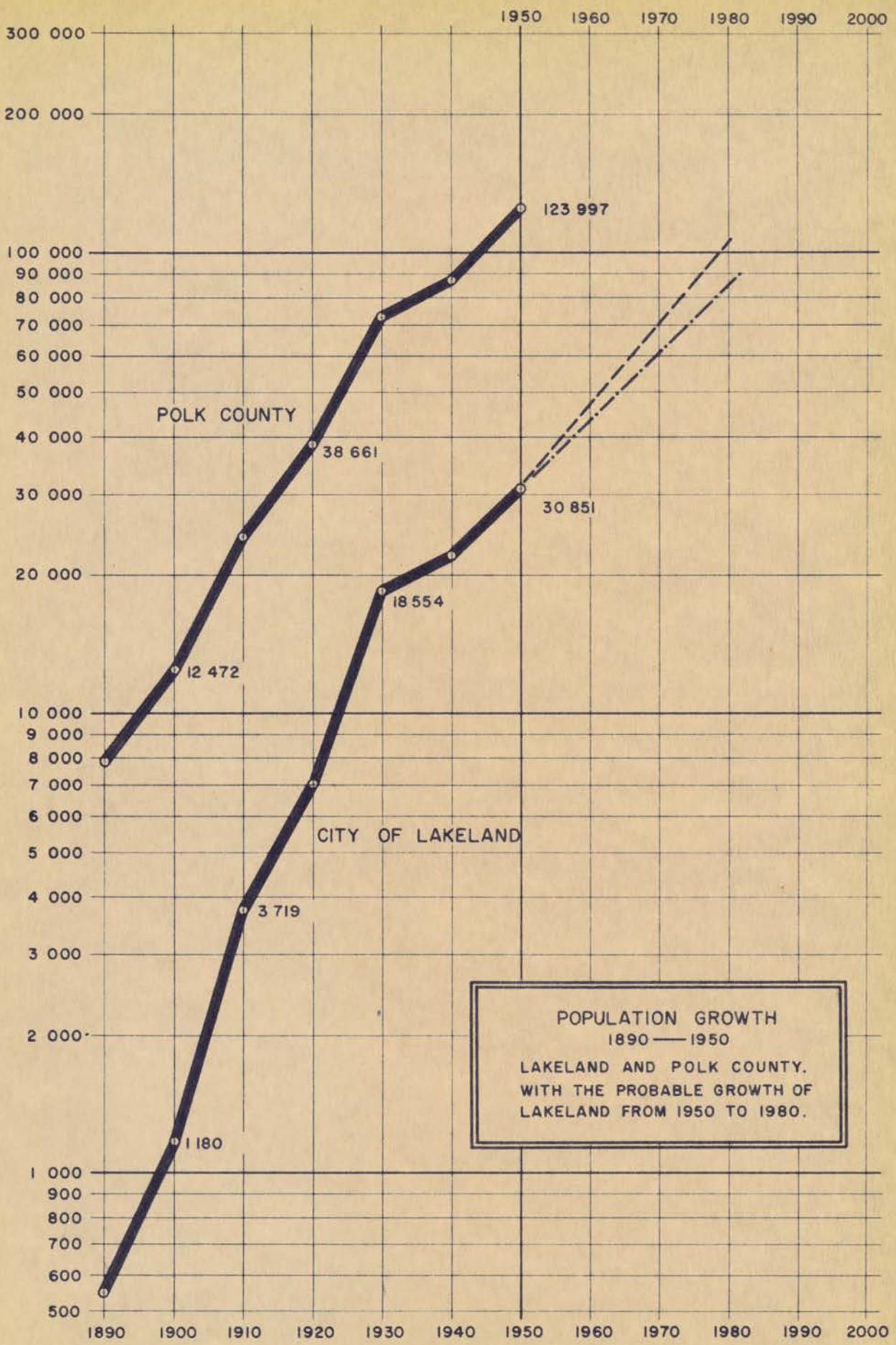
Of the five counties - Hillsborough, Pinellas, Manatee, Polk and Sarasota - Polk was the third fastest growing in the decade 1940-1950.

POPULATIONS OF SELECTED COUNTIES  
1910-1950

	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>
POLK	24,148	38,661	72,291	86,665	123,997
Increase		14,513	33,630	14,374	37,332
% Increase		60%	87%	20%	43%
HILLSBOROUGH	78,374	88,257	153,519	180,148	249,894
Increase		9,883	65,262	26,629	69,746
% Increase		13%	74%	17%	39%
PINELLAS		28,265	62,149	91,852	159,249
Increase			33,884	29,703	67,397
% Increase			120%	47%	73%
MANATEE	9,550	18,712	22,502	26,098	34,704
Increase		9,162	3,790	3,596	8,606
% Increase		91%	20%	16%	33%
SARASOTA			12,440	16,106	28,827
Increase				3,666	12,721
% Increase				29%	79%
PALM BEACH	5,577	18,654	51,781	79,989	114,688
Increase		13,077	33,127	28,208	34,699
% Increase		230%	180%	55%	43%

POPULATION OF CITIES AND TOWNS IN  
POLK COUNTY  
1910-1950

	<u>1910</u>	<u>1920</u>	<u>1930</u>	<u>1940</u>	<u>1950</u>
Auburndale		715	1,849	2,723	3,763
Bartow	2,662	4,203	5,269	6,158	8,694
Davenport		117	650	640	760
Dundee			615	694	1,152
Eagle Lake			600	862	1,060
Fort Meade	1,165	2,029	1,981	1,992	2,803
Frostproof			1,406	1,704	2,329
Haines City		651	3,037	3,890	5,630
Lake Alfred		317	629	920	1,270
Lake Hamilton			399	344	604
Lakeland	3,719	7,062	18,554	22,068	30,851
Lake Wales		796	3,401	5,024	6,821
Mulberry	1,418	1,499	2,000	1,502	2,024
Polk City			222	195	171
Winter Haven	—	<u>1,597</u>	<u>7,130</u>	<u>6,199</u>	<u>8,605</u>
	8,964	18,986	47,742	54,915	76,537
POLK COUNTY	24,148	38,661	72,291	86,665	123,997
Percent in Cities & Towns	37.0%	49.0%	66.0%	63.5%	62.0%



ECONOMY OF POLK COUNTY

The economy of Polk County revolves around citrus production and processing, phosphate mining and refining, sand and clay mining, cattle raising, recreation and relaxation. With a land area approximating 1,861 square miles, Polk County is the fourth largest of the sixty-seven (67) counties of Florida, being surpassed only by Dade, Collier and Palm Beach Counties. Its topography ranges from flat pine lands to rolling lands, having elevations varying from 115 feet above mean sea level at Bartow to 215 feet at Lakeland and 325 at Bok Tower, the point of highest elevation in Florida. Distributed thruout the County are several hundred lakes of varying sizes.

Polk County produces approximately one-third of the entire citrus crop of Florida. The citrus acreage increased from 93,505 in 1947-1948 to 108,102 in 1953-1954 (15%).

Approximately four hundred and forty (440) square miles of Polk County (nearly 25% of the land area) is in the land-pebble phosphate field of which 290 square miles is owned or leased by producing companies. Phosphate production increased from 6,715,097 long tons valued at \$37,339,985 in 1949 to 9,009,220 long tons valued at \$54,498,217 in 1953.

In addition to the citrus production and mining operations in Polk County, some 2,000 to 3,000 acres are devoted to the production of such truck crops as peppers, cabbage, lettuce, tomatoes, watermelons, etc.

Within recent years the cattle raising industry has expanded greatly and currently more than 800,000 acres of land are in pasturage.

Altho the lumber industry in Polk County is not as active as formerly, it is still a factor of considerable magnitude in the economic picture.

There are in the county some 750,000 acres of commercial forest lands.

According to the most recent reports (May, 1955) 38,250 persons were employed in Polk County, divided among the following industrial pursuits:

TOTAL FOR MAY, 1955	38,250	100.0%
Mining	3,950	10.3%
Construction	2,750	7.2%
Manufacturing	6,200	16.2%
Transportation, Communications & Public Utilities	1,900	4.9%
Trade - Retail	6,900	18.0%
Trade - Wholesale	5,600	14.6%
Finance, Insurance, Real Estate	1,500	3.9%
Service Trades & Industries	4,650	12.3%
Government (State, Federal & Local)	4,700	12.3%
Other Manufacturing	100	0.3%

From this it will be noted that 61.1% of those employed in May, 1955, were in Retail and Wholesale trades, Manufacturing and the Service trades and industries.

According to the 1955 Survey of Sales Management, the Effective Buying Income of Polk County for 1954 was \$179,002,000 which amounted to an average of \$1,168.00 per capita or \$4,106.00 per family. The Total Retail Sales for 1954 by store outlets was \$118,709,000 or an average of \$2,723.00 per family.

The County is served by the Atlantic Coast Line and Seaboard Railroads, the Greyhound Bus Lines, the National Air Lines and the utilities of the Tampa Electric Company, Florida Power Corporation and the several municipal plants of which that at Lakeland is the largest. The County is also served by one of the most comprehensive highway systems in the State including U. S. 17, 92 and 27, which make Lakeland accessible to all points.

In the County some of the largest citrus packing, canning and processing plants are located as well as a number of extensive phosphate mining operations.

Since 1930, the passenger automobile registration of Polk County has increased from 14,623 to 48,510 in 1954, a 3.3 fold increase. Whereas in 1930 there were nearly five (5) persons in Polk County for every registered passenger car, in 1954 there were three (3). Truck registration increased from 2,731 in 1930 to 11,530 in 1954.

The increase of leisure time, the availability of retirement funds and the universal desire of people to move around and go places has shown results in Lakeland and Polk County. It is estimated that the tourist income to Lakeland approximates one million dollars per year. Bok Tower, located in Polk County in the orbit of Lakeland, attracts more than 500,000 visitors per year, which added to such attractions as Cypress Gardens near Winter Haven, the Great Masterpiece and Passion Play near Lake Wales, brings throngs of people into Polk County annually. With more than 300 lakes, good roads and attractive sites, recreational fishing is also a drawing card for tourists.

This resume reveals something of the nature and diversification of the economy of Polk County. On the basis of growth and development since 1950, the area will continue to progress and with it, the economic position of Lakeland will improve.



### THE ECONOMY OF LAKELAND

Commercial enterprise, both retail and wholesale distribution, service trades and professions, transportation and manufacturing, characterize the economy of Lakeland. Because of its location within the larger trade area of Tampa, the tributary marketing area of Lakeland is somewhat limited in extent. Roughly it comprises Polk County, the southern portion of Lake County, the eastern part of Pasco County, the eastern part of Hillsborough County, Hardee and DeSoto Counties.

A number of businesses and manufacturing plants have located in Lakeland because of its geographical location and ease with which the area and region can be served from it. Among these are the principal offices of the Florida Citrus Commission, the Florida Citrus Mutual and the principal warehouse and offices of the Publix Markets. In addition to these, Lakeland is also a center for the distribution of machinery and mill products used in the phosphate industry.

The location of Southern College has previously been referred to not because of its importance to the economy but because of its contribution to the educational and cultural life of the city. Some 1,200-1,500 students attend Southern each year and naturally contribute to the life and economy of the city. The institution, its students and faculty spend much money here during the year. At the northern limits of the city is another institution that also contributes to the economy of the city - the home of the United Brotherhood of Carpenters and Joiners of America.

During the spring months, Lakeland is the winter training camp of the Detroit Tigers of the American League. This activity - altho brief in time span - does bring into the city many baseball players and followers and from it the city receives much national publicity.

Lakeland is also the site of the Federal-State Frost Warning Service of the U. S. Weather Bureau.

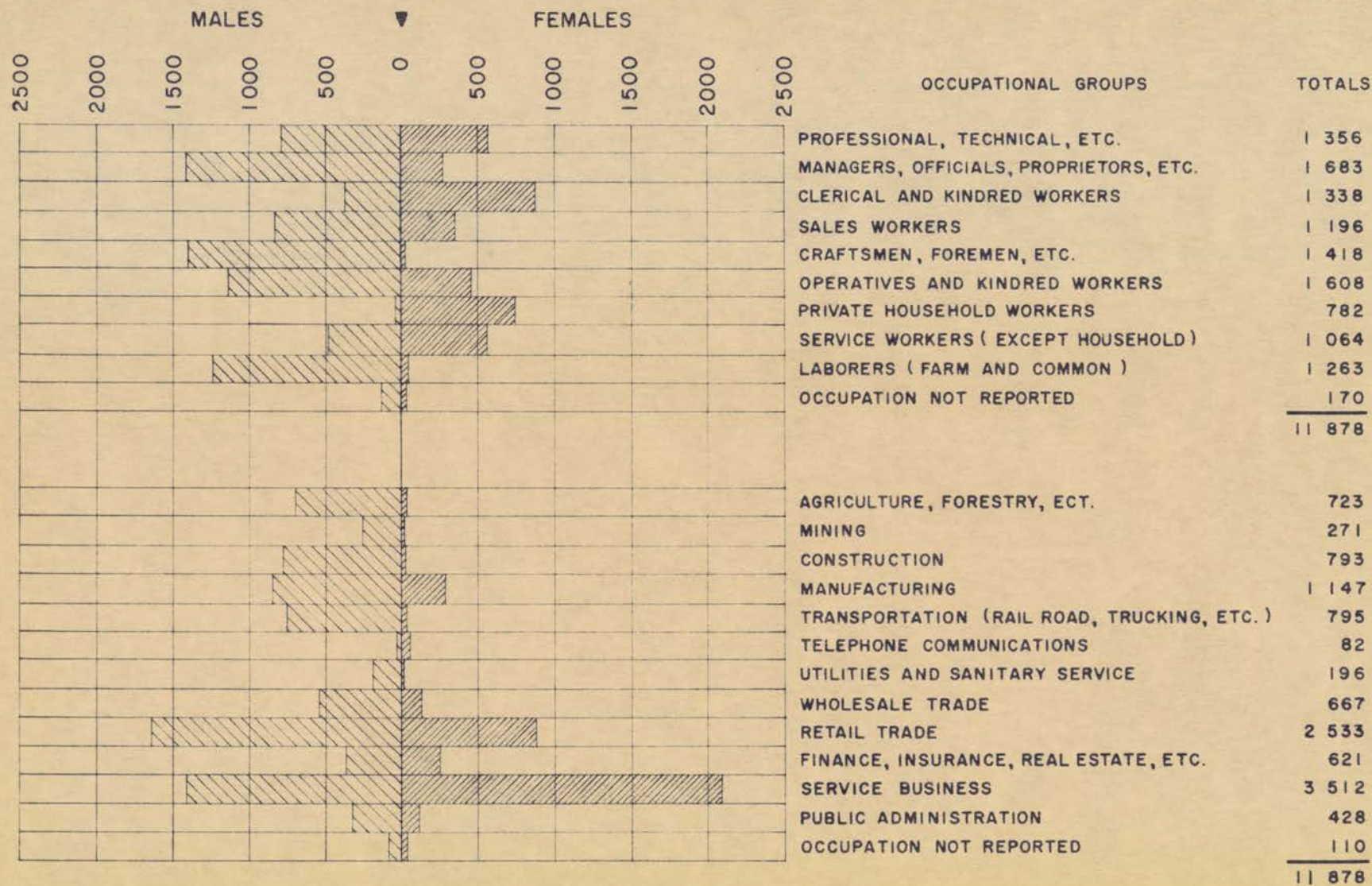
Industrially, Lakeland is the site of the following enterprises which contribute substantially to its economy:

Coronet Phosphate Company	American Agriculture Chemical Company
Davison Chemical	American Cyanimid Corporation
Swift and Company	Virginia-Carolina Chemical Company
P. T. Smith Concentrates, Inc.	Florida Favorite Fertilizer Company
Edwards Packing Company, Inc.	Atlantic Coast Line Railroad shops
Lakeland Packing Company, Inc.	Food Machinery and Chemical Company
People's Packing Company, Inc.	Hagerman Foundry and Machine Company
Ruben Cement Block Company	International Minerals and Chemical Corporation
Gorden Cement Company	

In addition to these major concerns there are many other smaller industries.

According to the Census of 1950, fifty-one (51) per cent of the population was in the Labor Force of which reports were gotten on 11,762. The distribution of labor is shown in Figure 3. From this a diversification of labor is noted. Forty-seven (47) per cent of the labor roll is engaged in "white collar" work, i. e., professional or technical workers; managers, officials and proprietors; clerical and sales workers. Fifty-three (53) per cent are variously engaged as craftsmen, service workers, laborers and other operatives. In the former group, some 3,200 or 27% of the whole are identified with retail and wholesale businesses and 3,500 or 29.5% of the whole are in the servicing trades or enterprises.

1950  
OCCUPATIONAL STATUS OF LAKELAND, FLORIDA



14.  
FIGURE 3.

Of the whole, about 19% are in manufacturing, transportation, communications and public utilities. These data emphasize further the diversification of the labor roll in Lakeland.

For the year 1954, as reported by Sales Management in 1955, the Effective Buying Income of Lakeland was estimated at \$54,696,000 or \$1,478.00 per capita and \$4,558.00 per family. Nearly 31% of the Effective Buying Income of Polk County was in Lakeland where both the per capita and per family amounts were larger than for the County as a whole.

Also according to Sales Management, the Retail Sales of Lakeland for 1954 amounted to \$52,192,000 which represented about 44% of the sales of the County as a whole. In the period 1948-1954 while the retail sales for the County as a whole increased 15.4%, for Lakeland in the same period the increase was 26%.

The Census of Business conducted by the U. S. Bureau of the Census for the year 1948 (the last recorded) shows that the retail sales income of Lakeland amounted to 44% of all the retail sales of Polk County and the wholesale sales amounted to 31% of such sales in the County.

AREA AND POPULATION GROWTH OF LAKELAND

AREA GROWTH

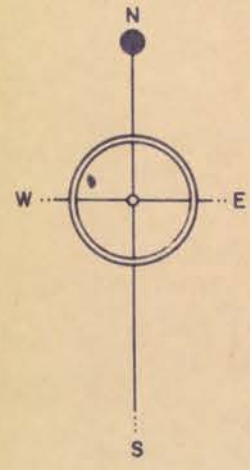
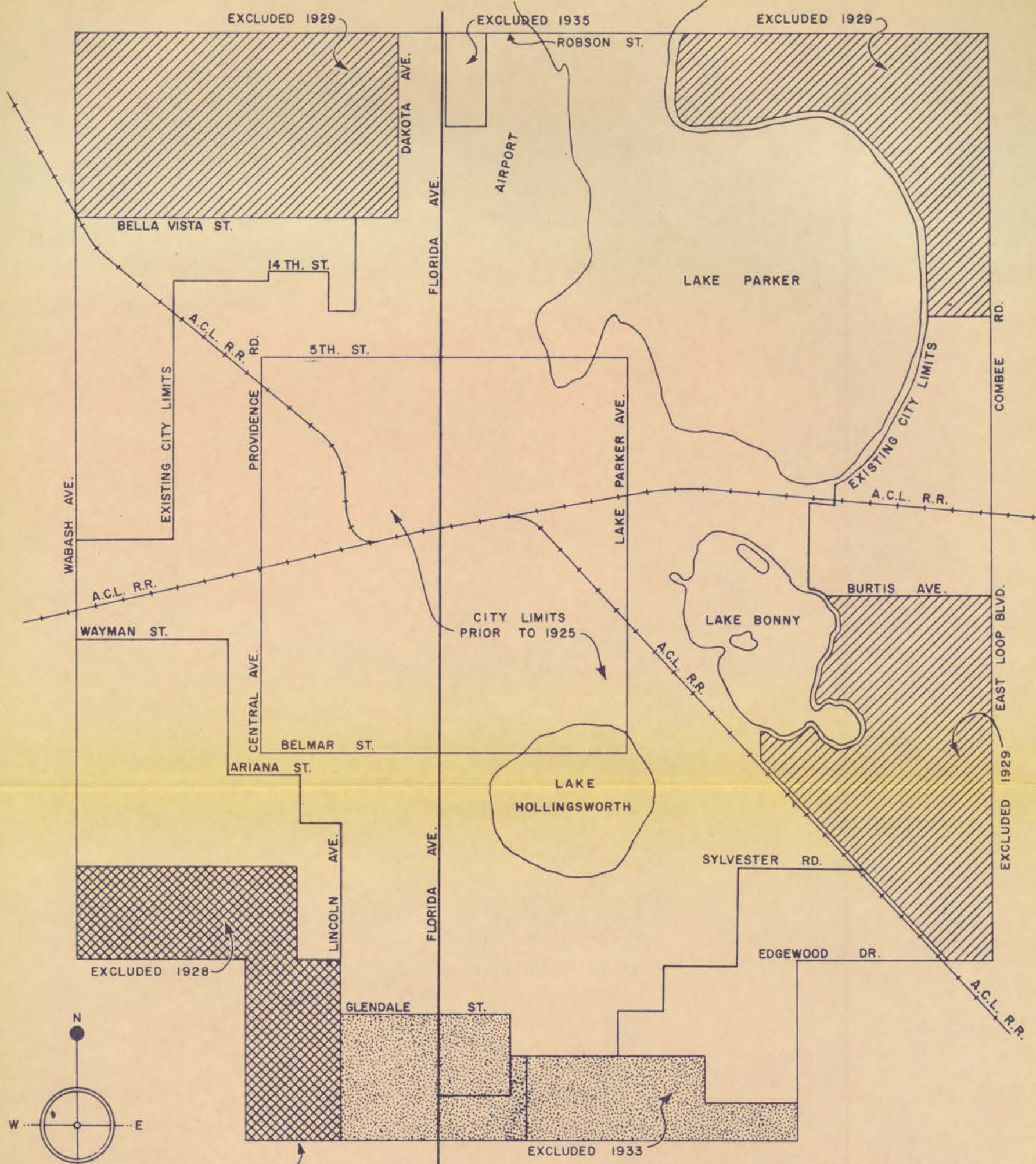
The corporate area of Lakeland located in a region of lakes is virtually bisected into halves by the main right-of-way line of the Atlantic Coast Line Railroad. The topography of the northern half is comparatively level, but portions of the southern half are slightly undulating.

Prior to 1925 the corporate area of Lakeland was relatively small, comprising an area of only about four and one-half ( $4\frac{1}{2}$ ) square miles. In 1925, this small corporate area was expanded to twenty-eight (28) square miles, but by successive area reductions in subsequent years, it was reduced to the current limits of about fifteen and seventy-one hundredths (15.71) square miles (Figure 4).

POPULATION GROWTH

When Lakeland first appeared in the federal census of 1890, five years after its incorporation as a town, its population was only 552. Since then the trend of growth has been steadily upward (Figure 2), reaching 30,851 in 1950. The decade of greatest growth was from 1900-1910 (215.2%), that of second greatest growth was from 1920-1930 (162.7%) and the decade of least growth was that between 1930-1940 (18.9%).

The rates of growth of Lakeland and Polk County have been almost parallel since 1910. Whereas the rate of increase in Polk County for the



NOTE - OUTER BOUNDARY WAS THE CITY LIMIT LINE ESTABLISHED IN 1925.

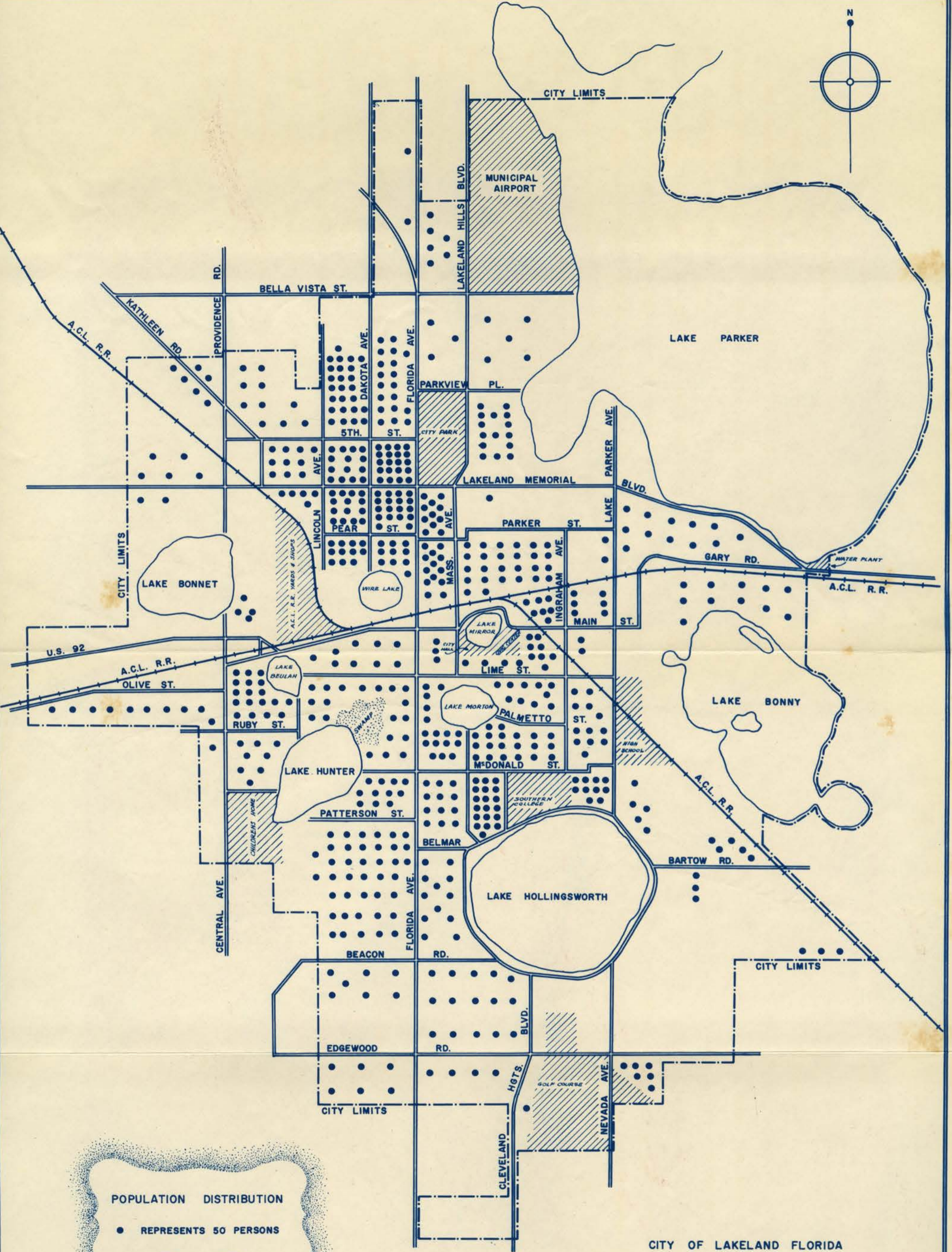
CORPORATE AREA EXPANSION FOR THE CITY OF LAKELAND FLORIDA

FIGURE 4.

decade 1940-1950 was 43.1% and in Lakeland, 40.0%, for the county exclusive of Lakeland it was 44.0%.

The continued growth and rate of growth of a community depends on a number of interrelated factors among them being the growth and enhancement of the economy of the region in which the community is located. Needless to say, the remarkable growth experienced by all the peninsular part of Florida since 1940 is reflected in the growth of Polk County and Lakeland. And future regional growth will be similarly reflected.

Because of unprecedented growth, it is difficult for one to venture a reliable prediction on what the future population of any place will be ten or twenty years hence. Assuming that Lakeland experiences a minimum rate of increase of 40% during the next two decades its populations will approximate 43,000 in 1960 and 60,500 in 1970. Based however on recent population estimates of Florida counties, issued by the Bureau of Economic Research of the University of Florida (July, 1955), an increase of 50% for the decade 1950-1960 may not be out of line. On this basis, barring any unforeseen adverse conditions, Lakeland should have a future population of 46,276 and 69,414 in the years 1960 and 1970 respectively. The 1960 population should therefore approximate 45,000 and that of 1960, 65,000. So in contemplating any future plans it would not be amiss to predicate them on a population of at least 50,000 for 1960 and 70,000 in 1970.



POPULATION DISTRIBUTION

● REPRESENTS 50 PERSONS

CITY OF LAKELAND FLORIDA

PREPARED BY

GEORGE W SIMONS, JR.

PLANNING CONSULTANT

JACKSONVILLE, FLORIDA



### POPULATION COMPOSITION

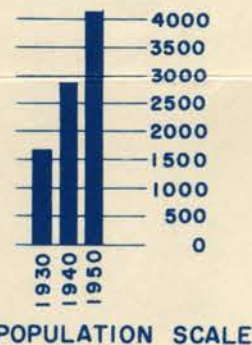
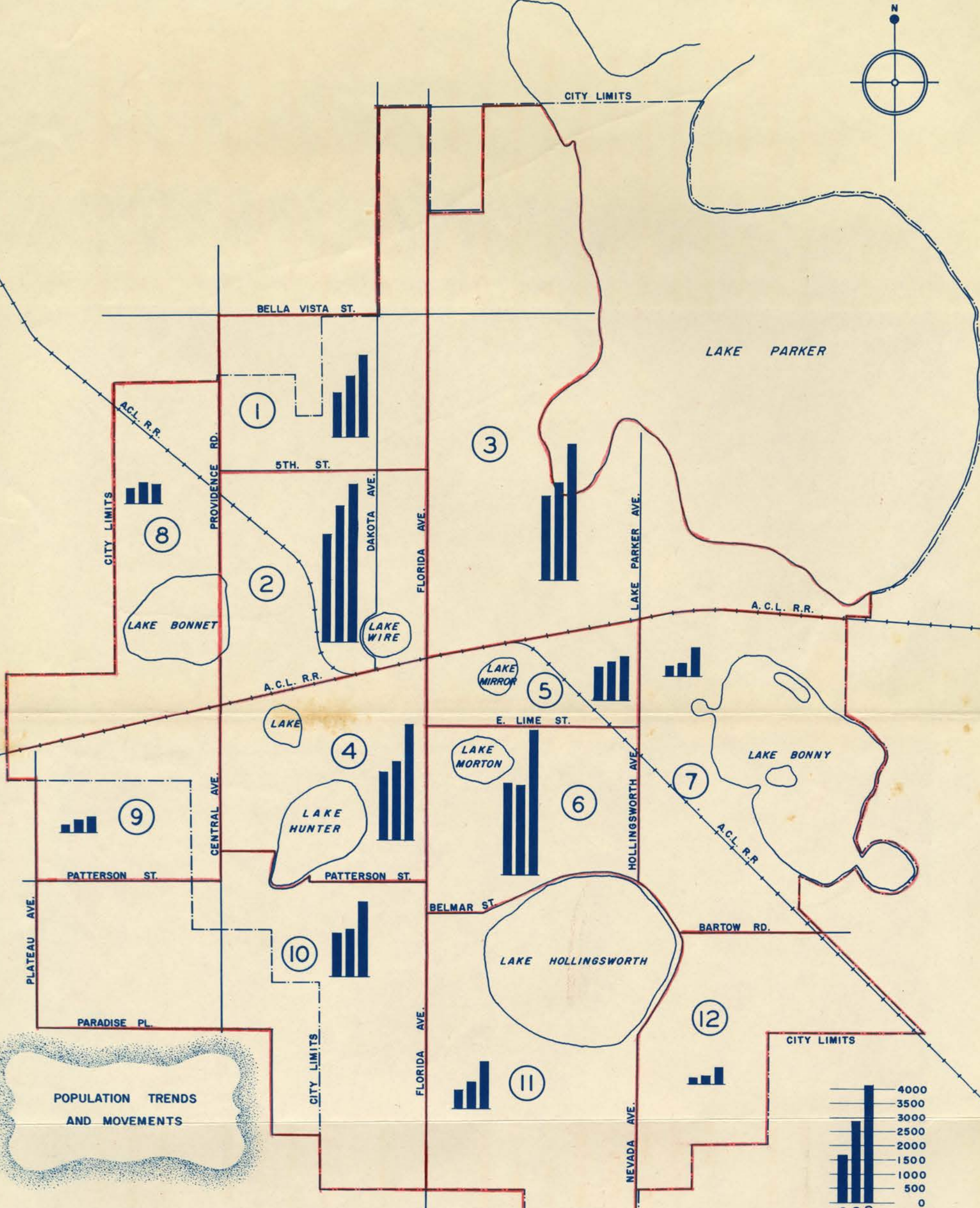
The 1950 population of Lakeland included 14,759 males (47.7%) and 16,092 females (52.3%). Of the total population, 24,198 persons (78%) were 14 years of age and over.

The non-white population was 21% of the whole (6,247) in 1950. In the decade 1930-1940, the white population increased 17.6% and the non-white increased 24% but in the decade 1940-1950, the white population increased 43.3% and the non-white, 27.8%. In the census reports of 1930, 1940 and 1950 the non-white population was 21%, 22% and 21% of the whole respectively. From this it will be observed that, in recent years, the white population of Lakeland has increased at a rate faster than that of the non-white and further, that the non-white rate should stabilize at 25% or less.

### DISTRIBUTION AND MOVEMENT OF POPULATION

The distribution and movement of population in the corporate area of Lakeland is influenced by such natural features as lakes and phosphate properties and by such physical barriers as rail lines and industrial areas. Figure 5 shows how the population is currently distributed thru-out the area.

To ascertain the trend of population movement thru the years the population of co-terminus areas for the census years 1930, 1940 and 1950 were compared (Figure 6). In no area was there a population decline shown



AREA NO.	POPULATION			% INCREASE - % DECREASE		
	1930	1940	1950	'30-'40	'40-'50	'30-'50
1	1549	2156	2840	39.18	31.72	83.34
2	3751	4746	5495	26.52	15.78	46.49
3	2930	3417	4769	13.21	38.56	62.76
4	2354	2731	4030	16.01	47.56	71.19
5	1170	1367	1523	16.83	11.41	30.17
6	3182	3122	5054	1.92-	61.88	58.83
7	378	452	987	19.57	118.36	161.11
8	547	748	888	36.74	8.02-	25.77
9	286	456	549	59.44	20.39	91.95
10	1537	1677	2615	9.10	55.93	70.13
11	658	922	1647	40.12	74.29	150.30
12	212	274	608	29.24	121.89	187.83

POPULATION TRENDS AND MOVEMENTS

CITY OF LAKELAND FLORIDA

PREPARED BY  
 GEORGE W. SIMONS, JR.  
 PLANNING CONSULTANT  
 JACKSONVILLE, FLORIDA

for the twenty (20) year period, 1930-1950 however Area 6 (Figure 6) showed a slight decline in the decade 1930-1940 but a 62% increase in the decade 1940-1950. Similarly Area 8 showed an 8% decline in the decade 1940-1950. In Areas 7, 11 and 12 located in the east and south-east quadrant of the city, are found the greatest population increases in the twenty year period, 1930-1950. Altho Area 5, including the Central Business District, shows a small population gain in the twenty year period, it is an area that will doubtless record a perceptible decline in 1960.

These data reveal conclusively the trend of population movement from the central core outwards. The Central District is already giving way to varied commercial enterprises. When compared with Figure 7 showing areas in which new construction has been active in recent years, it is apparent that the future development of Lakeland will be in a southerly and southeasterly direction and also in a northerly direction.

New construction that has been active in the northern section of the city will doubtless continue, between Florida Avenue and Lake Parker, but it will be of a lower cost dwelling than in much of the southeasterly quadrant.

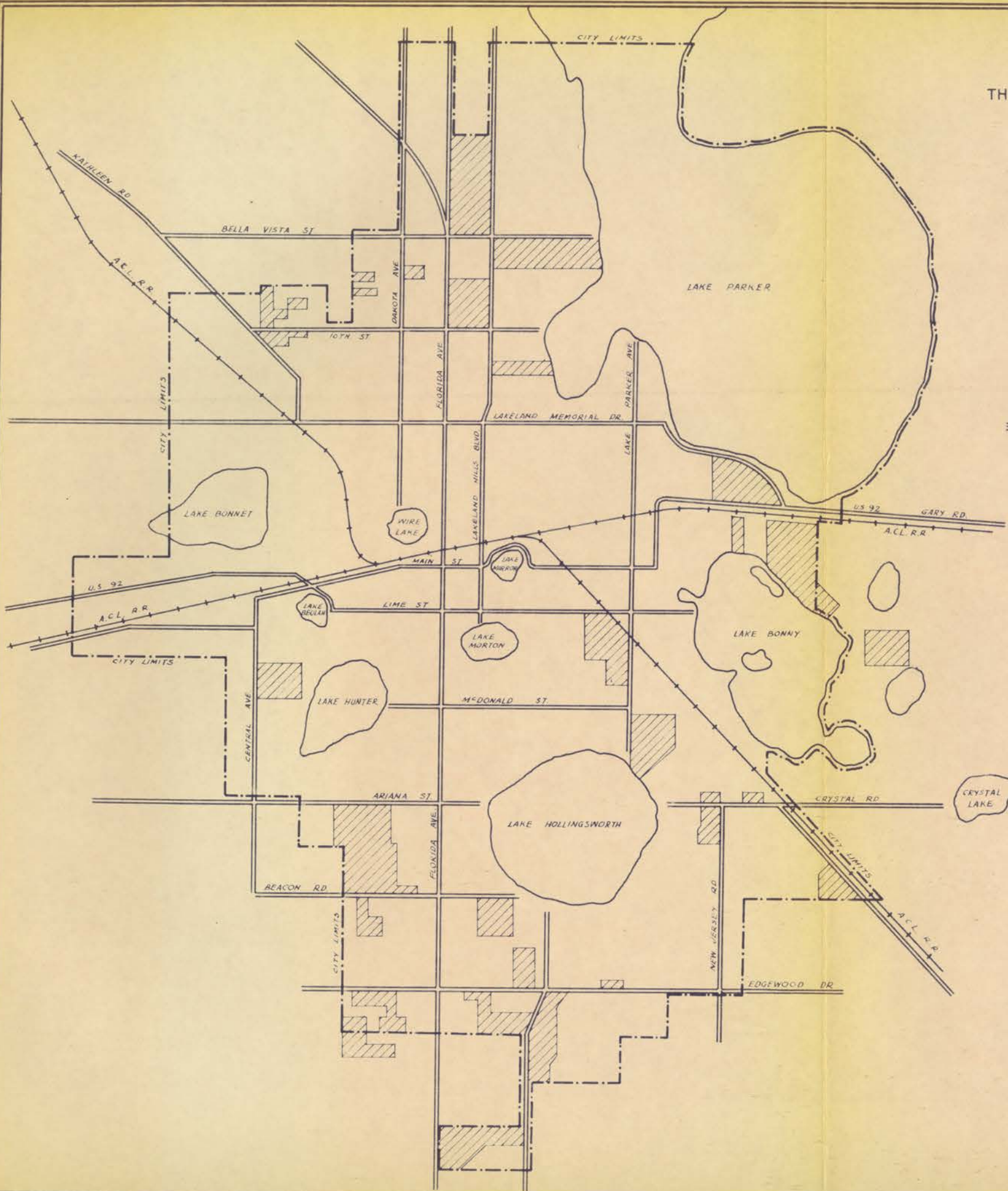
Florida Avenue is the only street having a straight, uninterrupted right-of-way from north to south, thru the city, dividing the corporate area into two almost equal sections. Main Street until recent times was also the only street affording thru east and west travel. This street is now supplemented by the new Lakeland Memorial Boulevard, north of the tracks. The Coast Line main right-of-way, paralleling Main Street,

FIGURE 7.

THE CITY OF LAKELAND, FLORIDA

PREPARED BY  
GEORGE W. SIMONS, JR.  
PLANNING CONSULTANT  
JACKSONVILLE, FLORIDA

PREDOMINATE AREAS OF NEW CONSTRUCTION



almost bisects the city into north and south sections.

In 1930 the population was almost equally divided between the north and south sides of the railroad; there being only 1,000 more on the south than north (north side, 8,777 and south, 9,777). In 1940, there were 66 more people on the north than south side (north, 11,067 and south, 11,001) but in 1950, the effect of increased residential construction south of the tracks became apparent and the population south of the tracks exceeded that on the north by 3,267 (north, 13,792; south, 17,059).

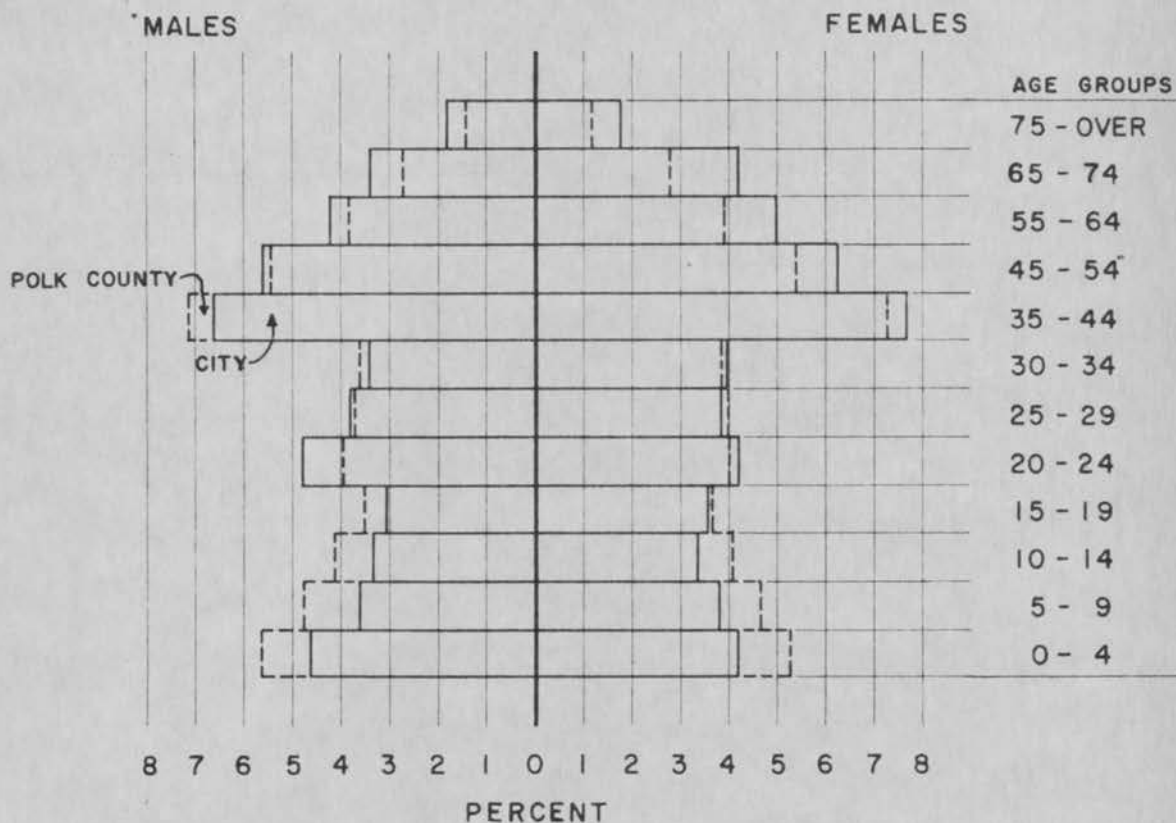
The division of population between east and west is also of interest. In 1930, there were 1,494 more people residing west of Florida Avenue than east thereof. In 1940, there were 2,960 more people on the west than east but by 1950, the new developments east of Florida Avenue reduced the excess on the west from 2,960 in 1940 to 1,583 in 1950.

In the western half of the city, north and south of the tracks, reside the 6,247 non-white population. In this portion the non-white population increased from 3,941 in 1930 to 6,247 in 1950 but in the same period the white population of the area increased from 6,083 to 9,970. While the non-white gained 2,306 the whites gained 3,887.

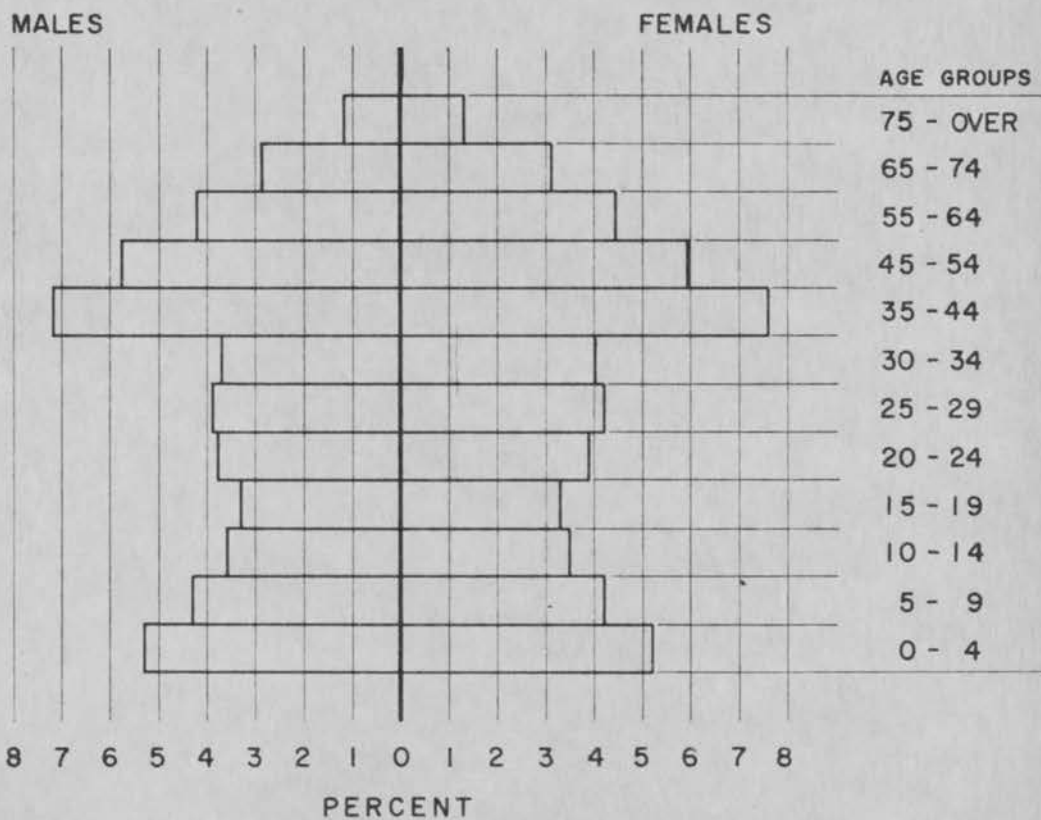
#### AGE GROUPS

As a city of homes located in a pleasant, attractive environment, with a favorable climate and accessible to many recreational facilities, Lakeland has drawn into its population many people who have reached an age of retirement or those who altho not yet retired, desire light work.

CITY OF LAKELAND, FLORIDA  
PERCENTAGE OF POPULATION BY AGE GROUPS  
1950



STATE OF FLORIDA



This trend is quite clear on the Age Grouping diagram, Figure 8. Here it is noted that the age groups beyond 35 predominate. This fact should focus an increasing amount of attention to those community facilities to supply adult recreation and entertainment. This does not mean that recreation for youth should be disregarded because the next census will doubtless show an increase in the lower age groups but it does mean that Lakeland, as Saint Petersburg, will need to devote more attention to the older people in the community. Figure 8 also shows the age groupings for Florida in 1950.

#### DENSITY OF POPULATION

The density of population for the city as a whole approximates 3 people per acre but naturally it varies in different sections. The area provisions of the zoning ordinance have controlled intensity of land use since its adoption in 1950.

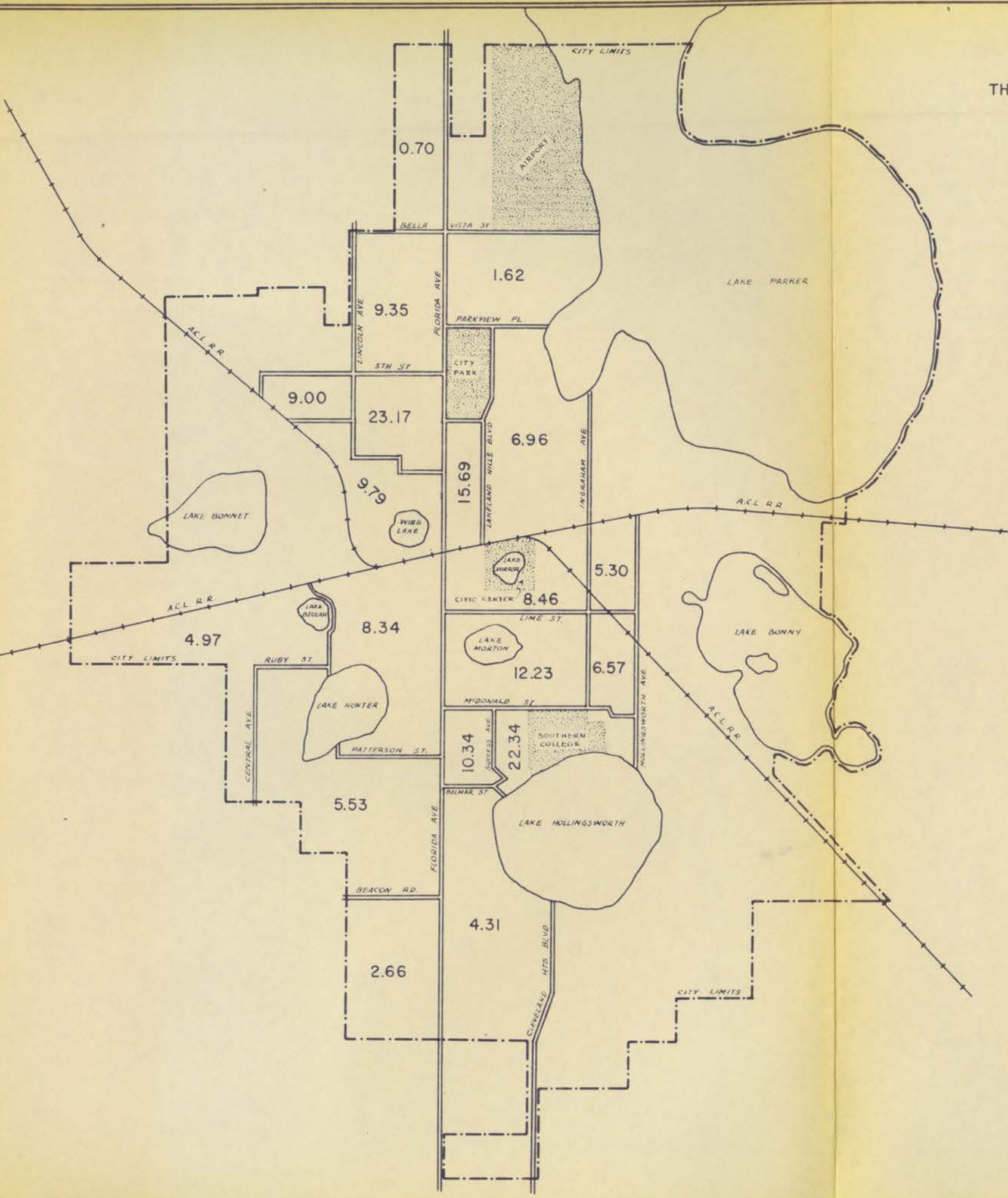
In the area west of Florida Avenue in the vicinity of the Memorial Boulevard, occupied predominantly by non-whites, the intensity of land use approximates 23 persons per acre - the most densely populated in the city. North of Memorial Boulevard to Bella Vista Street, west of Florida, the density drops to 9.3 persons per acre. East of Florida Avenue, north of the railroad, the density varies; between Florida and Massachusetts Avenue south of Memorial Boulevard it approximates 15 persons per acre but east of Massachusetts it drops to about 7.

FIGURE 9.

# THE CITY OF LAKELAND, FLORIDA

PREPARED BY  
GEORGE W. SIMONS, JR.  
PLANNING CONSULTANT  
JACKSONVILLE, FLORIDA

INTENSITY OF LAND USE  
1950  
PERSONS PER GROSS ACRE  
OF LAND.





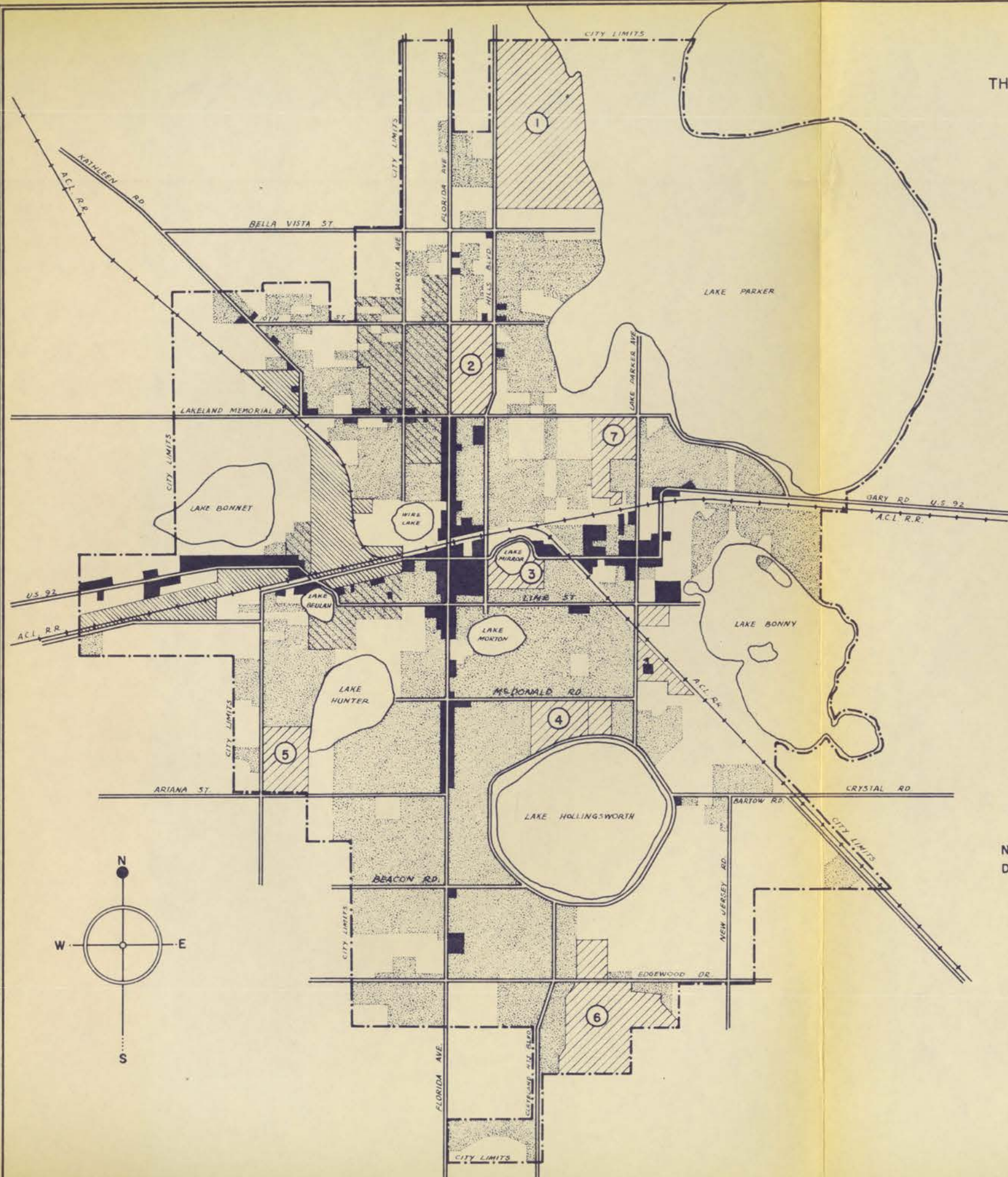
South of the railroad, the density in the area between the railroad and Lime Street and between Florida Avenue and Lake Beulah approximates 8.3 persons per acre whereas east of Florida and north of Lime, it approximates 8.5. Between Lime Street and Patterson, west of Florida, the density approximates 8.3 persons per acre but as one proceeds south of Patterson it drops to 5.5. East of Florida, between East Lime Street and McDonald Street, to Ingraham Avenue the density is about 12.2 persons per acre but to the east of Ingraham Avenue, it drops to 5.3 and 6.6. South of McDonald Street, east of Florida, to Beacon Road on the north and west side of Lake Hollingsworth the density varies from 10.3 to 22.34 persons per acre and south of Beacon Road it drops to about 4. These various intensities of land use are reflected in Figure 9.

These various population studies show that the lands in the city are not excessively built upon. They also show the grouping of the non-white population within areas north and south of the tracks west of Florida Avenue. But most important, they reveal the movement of population from the center toward the periphery, with a predominant trend into the southeast quadrant.

FIGURE 10.

# THE CITY OF LAKELAND, FLORIDA

PREPARED BY  
GEORGE W. SIMONS, JR.  
PLANNING CONSULTANT  
JACKSONVILLE, FLORIDA



## EXISTING GENERAL LAND USE

- RESIDENCE
- NON-WHITE RESIDENCE
- COMMERCIAL
- INDUSTRIAL
- PUBLIC - SEMI-PUBLIC
- 1. MUNICIPAL AIRPORT
- 2. CITY PARK
- 3. CIVIC CENTER - CITY HALL
- 4. SOUTHERN COLLEGE
- 5. CHILDRENS HOME
- 6. GOLF COURSE
- 7. CEMETERY
- LAKELAND HIGH SCHOOL

NOTE...LAND USE AREAS SHOWN ARE DEVELOPED AREAS, (50% OR MORE).

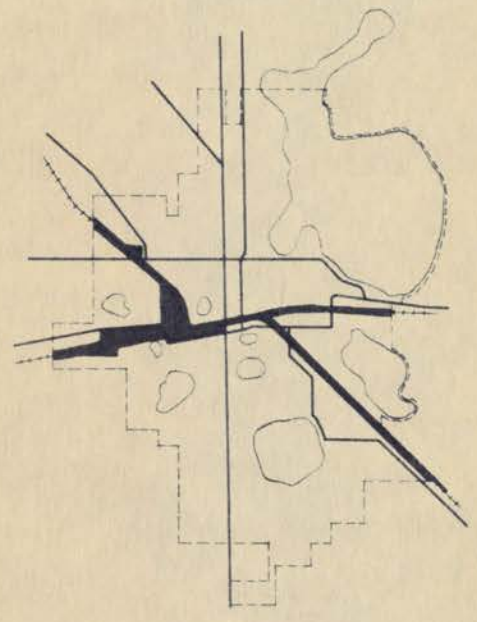
### LAND USE PATTERN

Since its establishment as a pioneer railroad center in 1844, Lakeland has been moulding a Land Use Pattern of streets, blocks, public, semi-public and institutional areas; and lands devoted generally to residential, commercial and industrial uses. The present pattern (Figure 10) represents a mosaic of more than two hundred (200) separate and distinct land subdivisions.

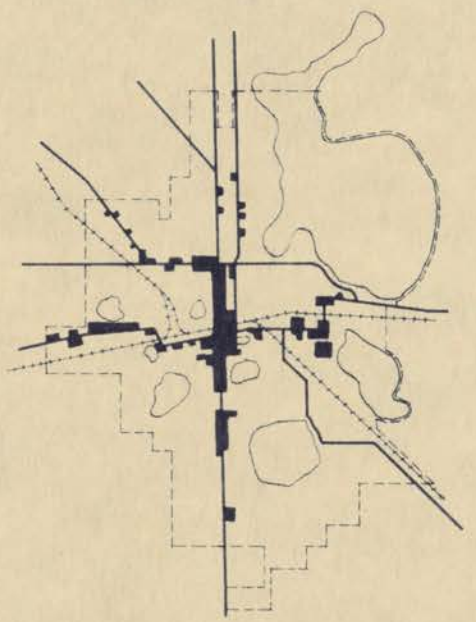
The Land Use Pattern thru the years of its formation, has been influenced appreciably by the railroad lines but more especially by the various lakes comprising such a large part of the corporate area. The corporate area is divided roughly into quadrants by Florida Avenue, a north-south axis and the Atlantic Coast Line main line, an east-west axis. Figure 11 shows diagrammatically the pattern of lands devoted to various uses, such as railroads and industry, commercial, public and semi-public and water. The effect of these uses on the shape of the over-all pattern can be noted.

The major portion of the Central Business District developed south of the tracks around Munn Park and the Atlantic Coast Line station. South of the Central Business District, around Lake Morton and toward Lake Hollingsworth the more spacious home developments were originally built. In the boom days of the twenties real estate developments continued southward and around Lake Hollingsworth. Altho there has always been considerable activity north of the tracks, it has been more pronounced in the last decade, especially in the areas west of Lake Parker.

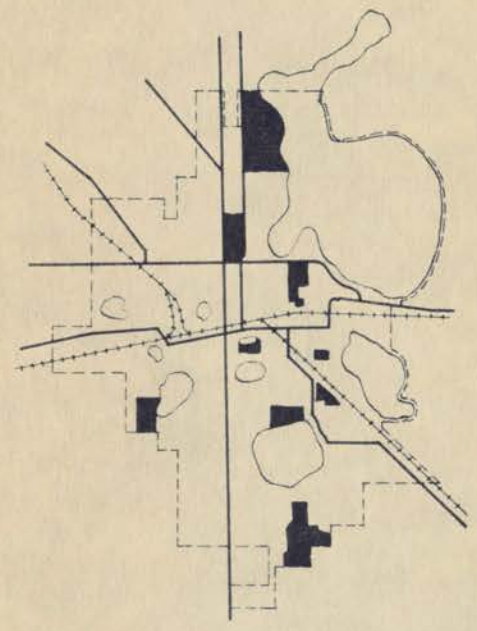
LAKELAND, FLORIDA LAND USES  
( Diagrammatic )



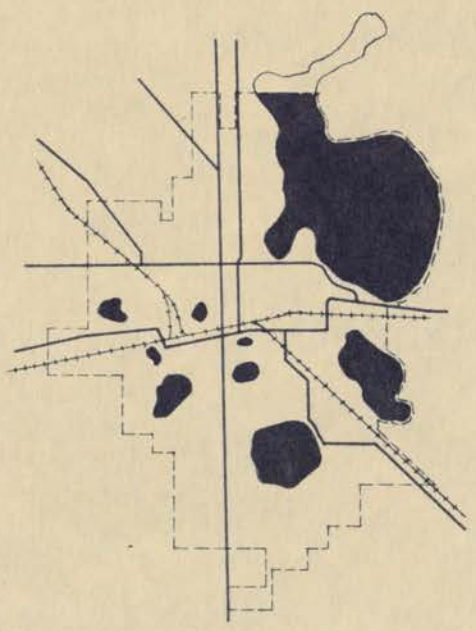
RAIL ROADS AND INDUSTRY  
AND MAIN HIGHWAYS



CENTRAL BUSINESS DISTRICT  
AND COMMERCIAL AREAS



PUBLIC AND SEMI-PUBLIC



WATER

The corporate area of Lakeland of approximately 15.71 square miles (10,000 acres) is variously occupied or used. Sixty-two (62.32) per cent of it is in vacant lots, tracts, grove lands and water, which leaves slightly more than one-third (37.68%) devoted to all other uses. Seventeen (17.07) per cent of the gross area is occupied by dwellings, one and one-half (1.56) per cent by commercial enterprises, five (5) per cent by Public and Semi-Public uses, three (3.05) per cent by industries and railroads and eleven (11) per cent by streets.

#### USES OF LAND IN DEVELOPED AREA

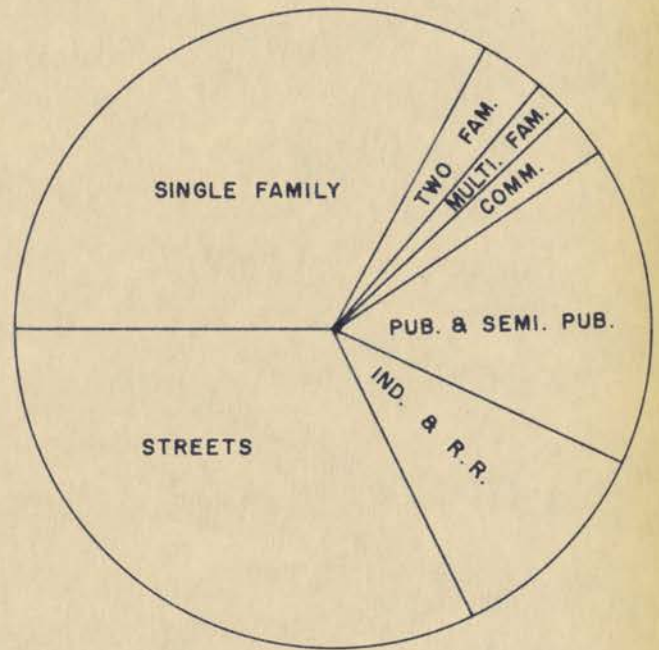
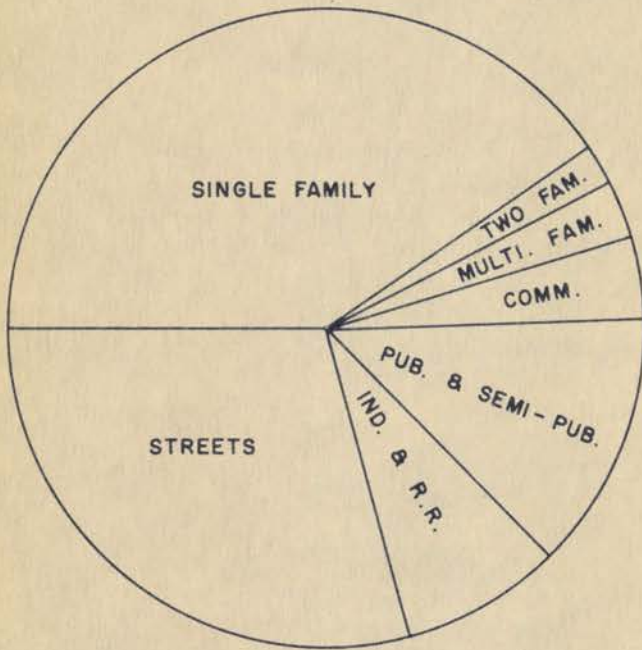
A study of land uses in the developed areas, aggregating some 3,768 acres, shows the amount of land occupied or consumed by each of the various uses. The distribution of these uses is reflected in Figure 12. Table 1 shows the actual utilization of developed lands in acres per 100 of population. Comparisons are also included showing the average amounts of lands similarly used in twenty (20) cities and also in West Palm Beach. These data are useful in contemplating future land use plans.

The table on Figure 12 shows that forty-five (45) per cent of the developed area of Lakeland is actually utilized by dwellings, of which forty (40.4) per cent is occupied by single family dwellings. This consumption of land for dwelling purposes exceeds the average. It clearly indicates that Lakeland is predominantly a city of single family homes. The four (4.1) per cent of the developed area used commercially exceeds slightly the average but it is less than that in West Palm Beach.

LAND USES IN THE DEVELOPED AREAS OF LAKELAND  
AS COMPARED WITH SIMILAR USES IN AVERAGE CITIES.  
( EXPRESSED IN PERCENTAGES )

LAKELAND

AVERAGE CITY



DEVELOPED AREA

%		%
LAKELAND		AVERAGE CITY
40.4	SINGLE FAMILY	32.9
2.0	TWO FAMILY	3.3
3.0	MULTIPLE FAMILY	1.7
4.1	COMMERCIAL	2.6
13.2	PUBLIC & SEMI-PUBLIC	16.3
8.1	INDUSTRIAL & RAIL ROADS	10.9
29.2	STREETS	32.3
100.0 %		100.0 %

TABLE I

USES OF LAND IN ACRES PER 100 OF POPULATION

<u>USES</u>	<u>ACRES</u>	<u>LAKELAND</u>	<u>AVERAGE (20 CITIES)</u>	<u>WEST PALM BEACH</u>
Single Family	1,520	3.80	2.56	2.65
Two Family	75	0.19	0.23	0.58
Multiple Family	112	0.28	0.11	0.44
Commercial	156	0.39	0.18	0.60
Public & Semi-Public	500	1.25	1.02	1.55
Industrial & Railroad	305	0.76	0.75	0.89
Streets & Alleys	1,100	2.76	2.38	2.60
Developed	3,768	9.42	7.23	9.31

whereas the results in Figure 12 reflect only the percentage of land absorbed by the various uses, Table I correlates land use with population, which figures will enable one to determine how much land should be provided by each use in the future.

According to the findings in Table I Lakeland utilizes nearly four and one-quarter (4.27) acres of land per 100 of population for dwelling purposes and of this amount nearly four (3.81) acres per 100 persons is required for single family dwellings. The average for twenty (20) cities is nearly three (2.9) acres and for West Palm Beach is 2.65 acres per 100 persons.

For Commercial Uses (Retail and Wholesale), Lakeland currently uses 0.39 acres per 100 persons as against 0.18 acres for the average of twenty cities, or twice as much. For public and semi-public uses, Lakeland had 1.25 acres per 100 persons as opposed to 1.02 acres for the average. The amount of lands devoted to streets (9.42 acres per 100 persons) is somewhat greater than the average of 7.23 acres.

These data reveal that Lakeland must provide in the future a relatively higher percentage of land for residential development. If land is absorbed in the future as it has been in the past, a developed land area of approximately 4,700 acres will be required for a city of 50,000 people and 6,600 acres for one of 70,000. Excluding 3,149 acres of water leaves a gross land area of 6,851 acres for development, within the present corporate limits.

#### FUTURE LAND USE PATTERN

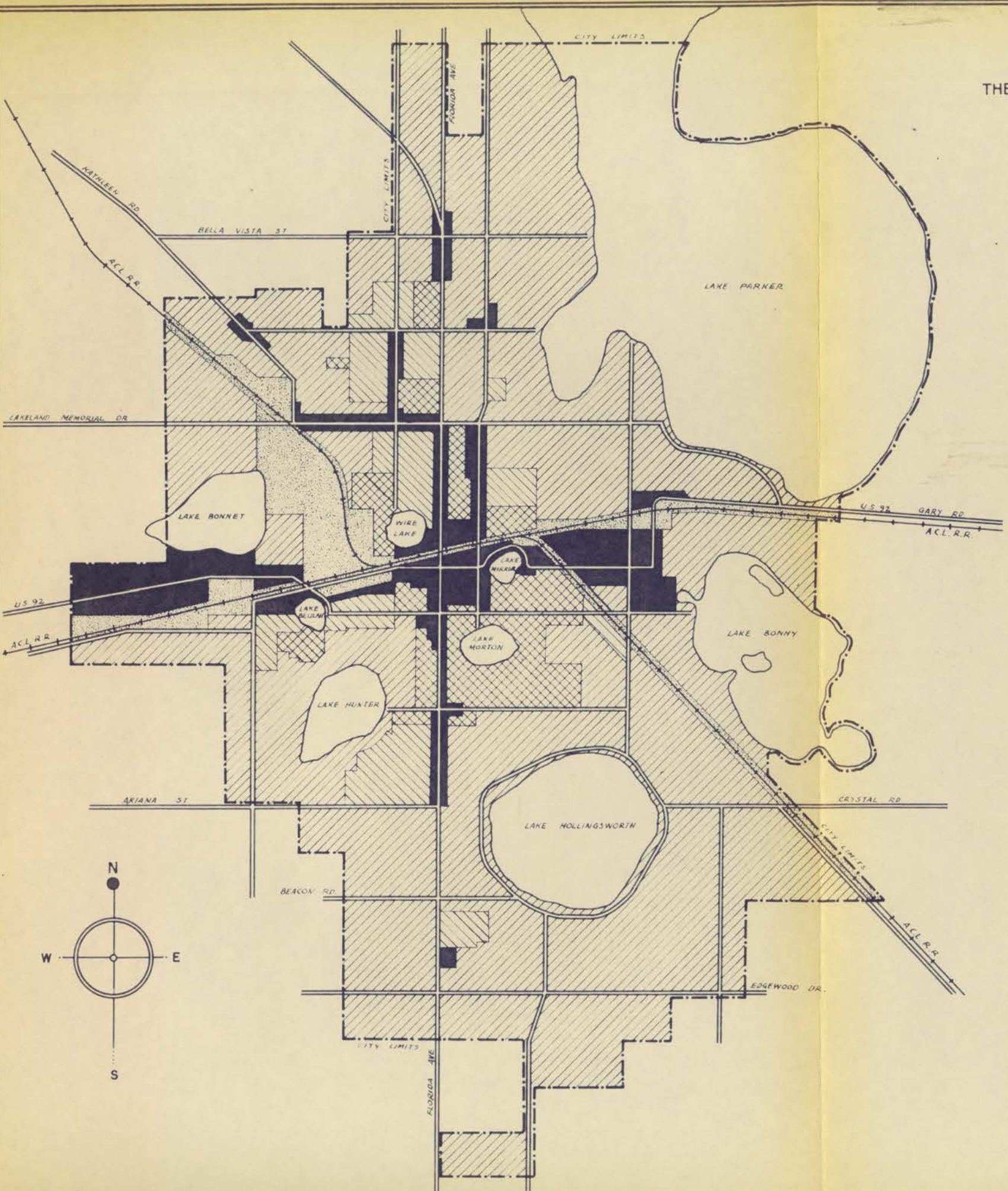
The land use pattern of a growing, greater Lakeland will follow pretty closely the pattern of the present unless changed for the better as the result of some advance planning thought. The central business district will expand north and south of the railroad, the activities of its inner core will be intensified and the fringe of obsolescence around it will push farther outward. More industries will take their places adjacent and accessible to rail lines and highways and ribbon businesses will continue to occupy the principal highway frontages. In the growth process all the vacant lots and tracts will be developed and none left for schools, public buildings, parks and recreation. An unbalanced, inadequate system of highways will result in needless congestion and poor circulation. And thru it all the people will continue to move to the periphery and beyond. This has too long been the story of cities.








FIGURE 13.

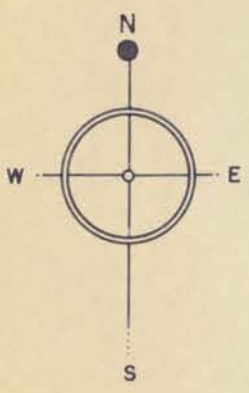
# THE CITY OF LAKELAND, FLORIDA

PREPARED BY  
GEORGE W. SIMONS, JR.  
PLANNING CONSULTANT  
JACKSONVILLE, FLORIDA



## PROPOSED LAND USE PATTERN

-  SINGLE FAMILY DWELLINGS.
-  ONE AND TWO FAMILY DWELLINGS.
-  MULTIPLE FAMILY DWELLINGS.
-  GENERAL COMMERCIAL (RETAIL & WHOLESALE).
-  INDUSTRIAL AREAS.



Planning now to anticipate the various needs of the growing city will do much to evolve a wholesome, efficient land use pattern and avoid many past errors. This is primarily the challenge to the Planning and Zoning Board.

The wholesomeness and balance of the future land use plan will depend upon: (1) a comprehensive framework of major streets; (2) the creation of neighborhoods built around elementary schools and neighborhood playgrounds; (3) a program of properly located schools and recreation areas with adequate sites; (4) a comprehensive zoning ordinance and plan to implement the land use plan and (5) a control of subdivision design and development that should extend into the surrounding county areas. The complexion of a future plan may assume somewhat the pattern shown in Figure 13.

STREETS AND THOROFARES

Altho a plan of major streets and thorofares may result from the studies of the State Road Department (Origin and Destination studies), suggestions for such a plan are not amiss here. These suggestions, however are based principally on observations of traffic movements and are therefore subject to such changes as the aforementioned studies may dictate.

The present framework of principal streets is not conducive to the most efficient circulation of traffic. It places too much dependence on too few streets, such as Florida and Massachusetts Avenues, Main and Lemon Streets, Hollingsworth Road and Bartow Road. More streets should be included in the Major Street Plan, spaced to encourage a better distribution of traffic flow thru and about the city. Such a framework would also preserve the integrity and character of neighborhoods. Adequate right-of-way and roadway widths would be determined from a study of traffic volumes. (Figure 14)





Main and Lemon Streets, now heavily traveled should be supplemented by Lime Street which will ultimately become the southern boundary of an enlarged business district. Widened and improved, it would provide another east-west artery to Lake Parker Avenue and thence north into East Main Street. At its western extremity, Lime Street should be extended into West Main Street.

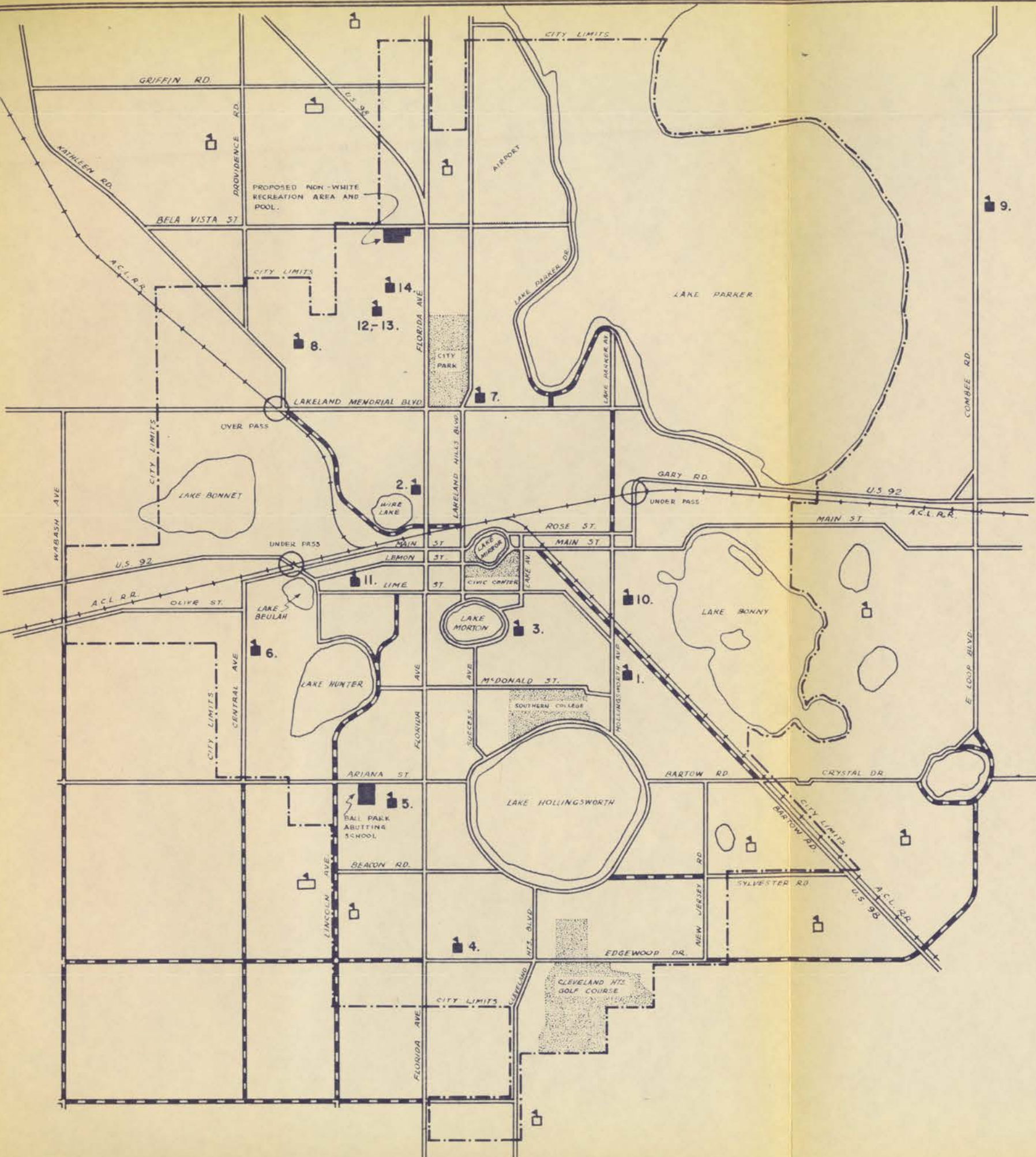
THE CITY OF LAKELAND, FLORIDA

PREPARED BY  
 GEORGE W. SIMONS, JR.  
 PLANNING CONSULTANT  
 JACKSONVILLE, FLORIDA

MAJOR STREET PLAN

==== PRINCIPAL TRAVELED STREETS.  
 - - - - PROPOSED STREETS.

-  EXISTING WHITE SCHOOLS.  
 1. LAKELAND SENIOR HIGH SCHOOL.  
 2. LAKELAND JUNIOR HIGH SCHOOL.  
 3. LAKE MORTON ELEMENTARY.  
 4. CLEVELAND COURT ELEMENTARY.  
 5. DIXIELAND ELEMENTARY.  
 6. CENTRAL AVE. ELEMENTARY.  
 7. JOHN COX ELEMENTARY.  
 8. WEBSTER AVE. ELEMENTARY.  
 9. COMBEE ELEMENTARY.  
 10. EAST LIME ST. ELEMENTARY.  
  
 EXISTING NON-WHITE SCHOOLS.  
 11. MOREHEAD ELEMENTARY.  
 12. ROCHELLE ELEMENTARY.  
 13. ROCHELLE JUNIOR HIGH SCHOOL.  
 14. HIGH SCHOOL.  
  
 PROPOSED ELEMENTARY SCHOOLS.  
 PROPOSED JUNIOR HIGH SCHOOLS.



Midway between Lake Morton and Lake Hollingsworth, McDonald Street should be developed as a direct connecting link between Florida Avenue on the west and Hollingsworth Avenue on the east. Extended westerly from Florida Avenue it could also connect with a Lake Hunter Drive referred to later.

South of McDonald, Beacon Road from Lake Hollingsworth Drive westerly to Lincoln Avenue, and Sylvester Road from the Bartow Road to Lake Hollingsworth Drive would afford an additional cross town street.

Similarly, Edgewood Drive extended and improved from the Bartow Road on the east to Wabash Avenue on the west would be an important development, giving access to Drane Field from the Bartow Road and points south thereon.

Lakeland Memorial Boulevard north of the railroad now provides an important new east-west artery. Because of its width and the absence of grade crossings this street will attract an increasing amount of thru traffic.

North of the Memorial Boulevard, Bella Vista Street and Griffin Road will merit consideration. The former should be developed from the Lake Parker Drive westerly to Kathleen Road and the latter extended to Massachusetts Avenue.

North of the railroad also Pine Street should be improved from Massachusetts Avenue westerly to Wire Lake, thence around the south shore of the lake to a new road extending northwesterly into Kathleen Road at the Memorial Highway.

These various streets, widened and improved according to recognized standards would give Lakeland a number of valuable east-west arteries.

On the eastern edge of the city, the East Loop Boulevard and Dahlgren Avenue can be extended from U. S. 92, southward around Crystal Lake into a connection with Edgewood Avenue extended, at the Bartow Road. This north-south road can ultimately be extended northward from U. S. 92 along Cumbee Road and around into State Road 33 north of Lake Parker.

Either Ingraham or Lake Parker Avenue (the latter shown on map) should be recognized and developed as a major street from Lake Hollingsworth north to the Memorial Boulevard (U. S. 92) north of the tracks.

Cleveland Heights Boulevard from the south to Lake Hollingsworth Drive is a street of major importance. Lake Hollingsworth Boulevard should be widened around the lake as well as Success Avenue between Lake Morton and Lake Hollingsworth. This combination of streets would virtually convert Massachusetts Avenue into a second north-south street thru the city to relieve the pressure from Florida Avenue.

In the vicinity of the intersection of New York Avenue and West Lime Street, a street could well be extended to the east side of Lake Hunter, thence around the lake into a connection with Ariana Street which could also be advantageously improved from Florida Avenue westerly.

North of the tracks, Providence Road should connect the Kathleen Road with State Road 39 north and via Griffin Road with Florida Avenue.

The Lake Parker Drive northward from the Memorial Boulevard should be improved to an intersection with Massachusetts Avenue (Lakeland Hills Boulevard).

# PLAYLOT

FOR SMALL PRE-SCHOOL CHILDREN 1 TO 5 YEARS OLD. A SMALL AREA INTENDED FOR ACTIVE RECREATION. ITS MAJOR USE IS AS A SUBSTITUTE FOR BACK YARDS WHERE PLAY OPPORTUNITIES ARE RARELY AVAILABLE, SUCH AS IN CONGESTED DISTRICTS AND IN APARTMENT DEVELOPMENTS.



AGE GROUPS

SMALL CHILDREN

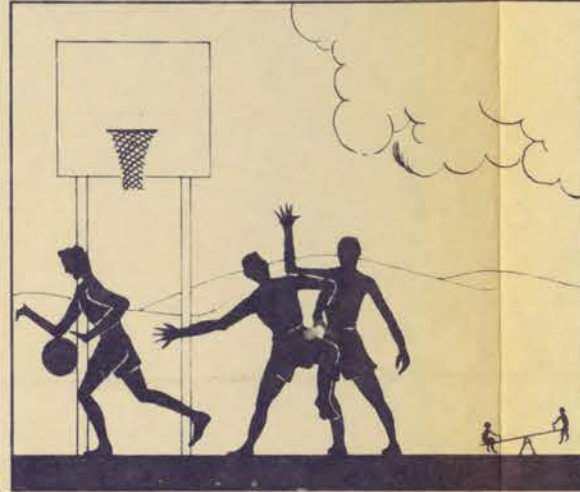
1 TO 5 YEARS OLD

RECREATION FACILITIES

LARGER HOME GROUNDS.  
NEARBY CHILDRENS PLAYLOTS.  
NURSERIES.

# PLAYGROUND

FOR CHILDREN FROM 5 TO 15 YEARS OLD. AN AREA FOR ACTIVE RECREATION. IT MAY, IN ADDITION, PROVIDE A SMALL SECTION FOR THE EXCLUSIVE USE OF THE PRE-SCHOOL GROUP AND FACILITIES WHICH MAY BE USED UNDER CERTAIN CONDITIONS BY YOUNG PEOPLE AND ADULTS.



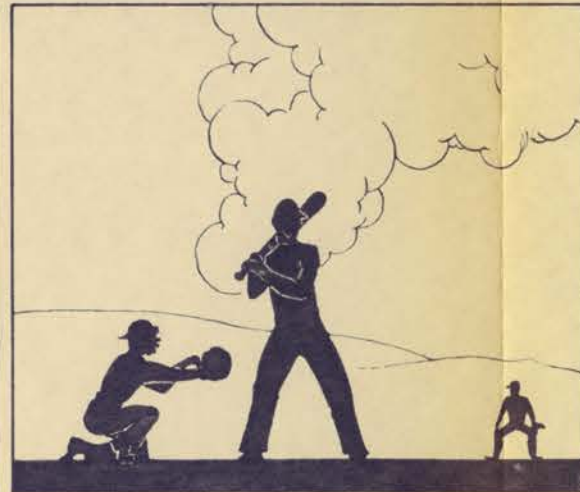
SCHOOL CHILDREN

5 TO 15 YEARS OLD

PLAY AREAS IN PARKS.  
SWIMMING POOLS.  
HOME GROUNDS.  
ZOOS.  
BOY & GIRL SCOUT CAMPS.  
SCHOOL PLAYGROUNDS.  
PLAYGROUNDS FOR ATHLETICS.  
COMMUNITY CENTERS.  
OUTLYING NATURALISTIC PARKS.  
MUSEUMS.

# PLAYFIELD

FOR YOUTHS 15 YEARS OLD AND OVER. AN AREA FOR ACTIVE ORGANIZED PLAY. A SECTION OF IT SHOULD BE DEVELOPED AS A CHILDRENS PLAYGROUND.



YOUTH

15 YEARS AND OVER

SCENIC DRIVES.  
PLAYFIELDS  
SWIMMING POOLS.  
NEIGHBORHOOD PARKS.  
COMMUNITY CENTERS.  
LARGE PARKS.  
RESERVATIONS - FOREST PRESERVES.  
MUSEUMS & ZOOS.  
FISHING & BOATING.  
BRIDLE & NATURE TRAILS.

# PARKS

PASSIVE RECREATION FOR ALL AGES. A RELATIVELY SMALL NEIGHBORHOOD PARK AREA PRIMARILY INTENDED TO PROVIDE AN ATTRACTIVE NEIGHBORHOOD SETTING AND TO AFFORD A PLACE FOR QUIET, PASSIVE RECREATION.



ADULTS

ADULTS AND FAMILIES

South of the tracks one of the most important projects would be the extension of the Bartow Road northwesterly, along the railroad track to Main Street.

The various component parts of the Major Street Plan will in the aggregate constitute a structural framework thru which the increasing volumes of traffic will flow and be distributed. They are arranged in a manner to enclose organic areas which can be treated as neighborhoods of varying sizes. An examination of Figure 14 shows that schools are already located within some of the areas and projected schools in others.

Lakeland is sorely in need of more neighborhood playgrounds. In the Civic Center, facilities for adults have either been provided or are in process. The proposed Community Center with small auditorium to be erected there will adequately equip that area. But there is a deficiency of facilities for children. Playgrounds of two to five acres each should be distributed in neighborhoods thruout the city so that no child will be obliged to walk more than one quarter mile in densely built up areas and one-half mile in sparsely settled areas, to reach them. Then too, north of the tracks and south of the tracks, playfields of at least ten acres each should be established to satisfy the needs of teen agers and adults interested in soft ball, tennis, swimming, track and other sports. The one on the north could be located in the Air Port property on Lake Parker. The one on the south could be located in the vicinity of the Cleveland Heights Golf Club.



The Lake Parker area is especially conducive to a variety of recreational activities. A master recreation field in this area could provide many facilities on land in addition to water sports, boating and swimming. In this area, a new auditorium with adequate parking facilities could also be advantageously located.

As indicated in Figure 13 the central business district will expand southerly in the future and to some degree, northerly. The modern marketing or shopping center established in strategic locations as the result of market analyses, will discourage a continuation of ribbon businesses. Obsolescence around the central business district will be minimized because of the proximity of Morton Lake and because of the expansion of commercial enterprise and the provision of additional parking areas. City growth accompanied by an increase of automobile registration will require additional off street parking, much of which can be located in the fringe areas around the central district.

New industrial plants of the future will seek spacious areas removed from areas of congestion yet accessible to rail and highway. Such areas will be found in the northwest quadrant of the city between the Memorial Highway extended west and the present U. S. 92 and the railroad. A limited amount of small industrial development will also be located easterly of the city along U. S. 92 and the railroad. These are the two principal areas into which industry will locate. Wholesale distribution warehouses and businesses will locate in the westerly part of the city - west of Florida Avenue and also easterly between Main Street and the railroad.

Residential growth in the future will be divided between the north and south. The area north of Bella Vista and around Lake Parker will be especially attractive for additional residential development. Residential growth will also continue in the triangular area between the Atlantic Coast Line tracks and the Bartow Road, centered by Lake Bonny to the east in which there has been considerable subdivision activity. The area between the Bartow Road, Lake Hollingsworth and the Cleveland Heights Club will continue as a substantial, quality development area.

Because of the phosphate company holdings surrounding much of the city the future expansion will be northerly and southerly, north of Lake Parker and east of the Carpenters Home. Negro expansion will doubtless extend northwesterly. Generally the future land uses will follow the pattern shown in Figure 13.

ZONING REVIEW

Lakeland has been operating under a zoning ordinance and plan since July, 1950, during a period of very active growth. Under the direction of Mr. Walter Ruby, Building Official, the ordinance has been very satisfactorily administered. No zoning plan and ordinance is perfect. As a result of public hearings prior to adoption, changes are made in the original plan, which deviate from the ideal. Then after adoption, community growth inspires the necessity for amendments. Sound judgment is therefore essential to good administration and this Mr. Ruby has demonstrated.

A review of the present zoning map and ordinance as amended suggests simplification and modernization. This is not critical of the current plan however. Experience has shown that the zoning plan (map and ordinance) of the dynamic city needs review and revision about every five years so now is a good time to effectuate needed modifications.

Our study of the plan would recommend that the number of zones or districts be reduced to a minimum of eight (8) and further, that the various zones be given symbols and designations universally employed. The zones or districts recommended would be as follows:

<u>DISTRICTS</u>	<u>MINIMUM LOT AREA REQUIREMENTS (IN SQUARE FEET)</u>	<u>MINIMUM YARD DIMENSIONS (IN FEET)</u>		
		<u>FRONT</u>	<u>REAR</u>	<u>SIDE</u>
R-1 AA Single Family	10,000	35	30	10
R-1 A Single Family	7,000	25	30	8
R-1 Single Family	5,000	20	30	8
R-2 Two Family (Duplex)	6,000	25	30	8
R-3 Multiple Family	5,000 for 1 family	25	30	8
	6,000 for 2 families	25	30	8
	8,000 3-4 families			
	2,000 additional for each family over 4			

C-1 Neighborhood Retail

C-2 General Commercial

M-1 Industrial

Heights of single family, maximum, 2½ stories or 35 feet.

Minimum lot depth, 100 feet.

Off Street parking, one car space per dwelling unit.

Floor area requirements to follow local practice.

The above classifications eliminate the existing M-2 District because the type of industry that will come to Lakeland could undoubtedly be accommodated in the C-2 General Commercial, or M-1 Industrial Districts here recommended.

The general pattern of the suggested zoning map wherein the single family districts are not subdivided, is shown in Figure 13.

The text of the ordinance should be revised to conform to the new districts, its verbiage simplified and some of its definitions clarified.

On page 6 of the ordinance under No. 43, for instance, "Dwelling, Two Family", the second and third paragraphs could be deleted. The first paragraph defines the use. On the same page, under No. 44, the words "detached or semi-detached" and "or portion thereof used or designed and" could be likewise deleted.

On pages 21, 23 and 25 under paragraph 2 on each, the words "detached, semi-detached, or between party walls" should be deleted.

On page 11, item 2, the word "engineers" should be "engineer", and the words "or like profession" should be added after the word "engineer".

References to "Heavy Industrial" on page 14 should be eliminated.

The mathematical determination of side yards thruout the ordinance should be replaced by a minimum specified footage. The relationship between side yards and height should be modified and such side yards specified in feet.

On page 38, under Section 13, the words "endorsed by the applicant" should be deleted.

With only one Industrial District, it is questionable whether residential uses should be excluded as provided in Section 9, page 33, item a 1 c.

On page 16, under item 9, a single family dwelling must provide parking space for three (3) automobiles. It is generally recognized that such dwellings need only to provide one space. Only rarely is more than one space required.

One of the first projects to be undertaken by the Planning Department should be the preparation of a new land use map on which the uses of all lands are shown in appropriate colors. At the same time, a study of lot areas and dimensions thruout the city should be made. These studies together with the plan of major streets are basic to any revision of the zoning map. They will enable the Director and the Board to delineate with a degree of certainty the various zones or districts which as indicated above should be held to a minimum number.

During the progress of these basic studies the ordinance can also be studied but obviously it cannot be prepared in final form until the various districts have been decided upon. All zoning ordinances are complex in structure but notwithstanding the complexity can be minimized and a reasonably simple ordinance can be developed. And in its development such new advances as law and practice have revealed, should be utilized. It is especially desirable to include in the ordinance a rather comprehensive treatment of off-street parking. To do all this will require much painstaking time and research but in the end the City will benefit.

PLANNING ADMINISTRATION

Lakeland is one of the few cities in Florida that has been authorized by the Florida Legislature to create an official Planning and Zoning Board with powers and duties. The act which became effective on June 23, 1955, defines clearly and completely the scope and nature of work to be undertaken and further, authorizes the City Commission to provide the necessary funds. As an agency of the City the Board is responsible to the City Commission.

The work of the Board will fall into four general divisions: (1) Research and Investigation; (2) Analyses; (3) Planning and (4) Education and Public Relations. The first major task of any Planning Board is to find out what their problems are and this requires the accumulation of a vast amount of factual information about the community. This is called basic information. Under zoning, reference was made to a land use map and this should be the first job. While the routine basic information studies are in progress, the City Commission may desire studies on some specific problem, say Off Street Parking, which may require special treatment.

Once the information of a general or specific nature has been brought together, its analysis follows. What does it mean and to what solution does it point? Here the facts gathered by the Director and his staff are laid before the Board for review and counsel. From this plans will be suggested.

In the third step, planning can be started. Suggested schemes or ideas can be drawn for further review and study and from this will come forth definitive ideas.

The Planning process consists in coordinating a number of plans. The plan of recreation and parks must be coordinated with the plan of streets and with zoning. And the plans of subdivisions must be related to the plans of neighborhoods.

While the work of getting information and making plans progresses, the Public must be kept informed, which calls for Education and Public Relations. All of these steps were anticipated in the preparation of the enabling legislation referred to above.

As a first step in the new undertaking a current map of Lakeland should be drawn showing blocks, subdivisions and lots. Without such a basic map the work of the Board will be handicapped. The preparation of this map should even precede the land use map. Such a map will be useful to all departments of the city. Map making is not easy and will require considerable time but it is time well spent. The aerial atlas sheets will be helpful in preparing such a map. It should be on a scale of at least 400 feet to the inch.

Following the land use map the various specific studies could be launched one of the earliest of which should be a Parks and Recreation study. It is none too early to select and acquire adequate sites for such facilities.



A Central Business District study would be in order in the early steps to determine what is happening therein to affect values. This study can be tied into one of traffic movements and parking. What provisions should be made for the future parking of cars to preserve the value and integrity of the Central Business District and what policies should the Commission define to meet the situation? And these studies can be correlated to the studies of suburban or neighborhood shopping centers.

Another important study should relate to Neighborhood Appraisal and Schools. Certainly if such a study had been made several years ago the High School might not have been located on Hollingsworth Avenue near the railroad.

These are only a few studies of major importance the Board can undertake. As the work progresses other will appear.

Altho the law defines certain powers and duties of the Board, its work will be primarily advisory. It will be the one Board in the city entrusted with the responsibility of living in the future, endeavoring constantly to evaluate all those forces - economic, physical and social - that will shape or influence the shape of the future land use pattern. The work of the Director and his staff will be to provide the Board with the data and ideas on which the future comprehensive plan is based.

In the beginning the Director of the Board will be responsible for most of the work to be done. As the work increases however, he will need such help as a draftsman and some apprentice workers. These latter will be provided gradually and as the budget affords.

No Board connected with the city is faced with a more challenging opportunity than this one. Supported by an enabling act it can do much toward making the Lakeland of the future into the kind of city people want to live in.

*George W. Simons, Jr.*

TENTATIVE DRAFT  
OF

An Act authorizing the City of Lakeland, Florida, to create a Planning and Zoning Commission to make studies, surveys and investigations incident to the preparation of a comprehensive development plan and subdivision regulations and conduct a continuing planning operation.

This draft is purely tentative for the critical examination of the City Planning Commission, the City Commission, City Manager, City Attorney and City Building Inspector. Because of its tentative nature it should be kept confidential until the members of the respective bodies have come into agreement on its various provisions and revisions have been made.

The final sections of the Act relating to the clause of severability, effective date and penalties should be prepared in proper form by the City Attorney in conformity with like provisions in other ordinances or acts. Also the title of the Act needs examination to be sure it is properly constructed.

TENTATIVE DRAFT  
PREPARED BY  
GEORGE W. SIMONS, JR.  
PLANNING AND ZONING CONSULTANT  
JACKSONVILLE, FLORIDA

Appendix I  
Chapter 2: Enabling Legislation used at  
Lakeland, Florida

AN ACT to empower the City of Lakeland, Florida, thru and by its City Commission to authorize the preparation, adoption, regulation and enforcement of a comprehensive development plan or plans; to regulate and control the subdivision of land within the city and five miles therefrom; to appoint a Planning and Zoning Commission with specified powers and duties; to reserve mapped street locations for future acquisition; to prepare zoning maps and plans; to conduct public hearings and providing penalties for the violation of this Act and to repeal laws in conflict therewith.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF FLORIDA:

1. DEFINITIONS. For the purposes of this Act certain terms are defined as follows:

- (a) Where appropriate, the singular includes the plural and the plural includes the singular.
- (b) "Subdivision" means the division of a lot, tract or parcel of land, whether improved or unimproved, into three or more lots or parcels of land, for the purpose whether immediate or future, of transfer of ownership, or, if the establishment of a new street is involved, any division of such parcel, provided that the division of land into parcels of more than five acres not involving any change in street lines or public easements shall not be deemed to be a subdivision within the meaning of this Act. The term includes a resubdivision and when appropriate to the context, shall relate to the process of subdividing or to the land subdivided.
- (c) "Commission". Where the word Commission is used it shall mean the Planning and Zoning Commission of the City of Lakeland.

2. GRANT OF POWER. The City of Lakeland is hereby authorized and empowered to create by ordinance a Planning and Zoning Commission with the powers and duties herein set forth. The Commission shall be known as the City Planning and Zoning Commission of the City of Lakeland, Florida.

3. PERSONNEL OF THE COMMISSION. The Commission shall consist of five (5) members appointed by the Mayor and confirmed by the City Commission. The Mayor and City Manager shall be ex-officio members of the Commission. All members of the Commission shall be freeholders in and residents of the City of Lakeland and shall serve without compensation and none shall hold any other municipal office. One of the members of the Commission may be the chairman of the Zoning Board of Adjustment (Appeals).

4. TERMS OF APPOINTMENT. The terms of the ex-officio members of the Commission shall correspond to their respective official tenures. The term of each appointed member shall be for five (5) years or until his successor is appointed and takes office, except that the terms of the four members first appointed shall be for one, two, three and four years. Members may, after public hearing, be removed by the Mayor for inefficiency, neglect of duty or malfeasance in office. The Mayor or City Commission shall file a written statement of reasons for such removal. Vacancies occurring otherwise than thru the expiration of term shall be filled for the unexpired term by the Mayor and be confirmed by the City Commission within thirty (30) days after the vacancy occurs.

5. ORGANIZATION AND RULES. The Commission shall elect its Chairman and Secretary from amongst the appointed members and create and fill such

other offices as it may determine. The terms of all officers shall be one year, with eligibility for reelection. The Commission shall hold at least one regular meeting in each month. It shall adopt rules for the transaction of its business and shall keep a record of its resolutions, transactions, findings and determinations, which record shall be a public record.

6. EMPLOYEES AND FINANCES. The Commission with the approval of the City Commission may appoint a Director of Planning and Zoning and such other employees as it may deem necessary for its work, whose appointment, promotion, demotion and removal shall be subject to the same provisions of law as govern other corresponding civil employees of the city. The City Commission shall provide the funds, equipment and accommodations necessary for the conduct of the Commission's work however all expenditures shall be within the amounts appropriated for the purpose by the City Commission, exclusive of funds from other sources. The Commission may contract for such professional services and technical assistance as may be required, subject to the approval of the City Commission and within the limits of the funds appropriated and available. The Commission shall have the right to accept gifts and donations for the exercise of its functions and for giving publicity to its work and may expend the funds received from such gifts and donations as in its judgment may appear best.

7. GENERAL POWERS AND DUTIES. It shall be the function and duty of the Commission to make comprehensive studies, surveys and investigations of present conditions and future growth of the city with due regard to its relation to neighboring territory; to acquire and maintain in current form such basic information relating to the growth and development of the City and its tributary area preliminary to the preparation or revision of a

comprehensive development plan of the city and its environs. Such basic studies and information prepared in the form of maps, diagrams, photographs, statistical tables, reports or otherwise shall relate to population, its growth, distribution, trends of movement and characteristics; the economy and economic base of the city and its tributary area; streets and highways; traffic circulation and parking; land uses; parks and recreation; schools; public buildings; housing; central business district; urban renewal; transportation and transit and such other subjects that may have a bearing on the future growth, physical pattern, development and welfare of the city and the areas contiguous thereto.

The Commission shall also be empowered to make special studies of a specific nature including studies of traffic circulation and parking and such economic studies as may be necessary to implement its recommendations; studies of commercial and industrial conditions or any other special studies relating to planning which will facilitate an understanding and solution of the particular problem under consideration.

8. COMPREHENSIVE PLAN. Predicated on the basic information and studies and surveys, the Commission shall make, adopt and keep current a comprehensive plan for the physical growth and development of the city, including any areas outside its boundaries which in the judgment of the Commission, are related to the wholesome planning of the city. Such plan, with its accompanying maps, diagrams and other descriptive matter shall show the recommendations of the Commission for the development of said territory and may include, among other things, the general location, character and extent of streets, overpasses and underpasses, boulevards, parks, playgrounds, airports, parking facilities, public buildings, schools,

fire stations, libraries, community buildings, and also the general location of public utilities and terminals whether publicly or privately owned or operated, also recommendations for the removal, relocation, widening, vacating, abandonment, change of use or extension of any streets, highways or roads, buildings, property, utilities or terminals, as well as recommendations relating to the revision of the zoning plan and subdivision regulations. The Commission may also include as a part of its planning program a long range budget of capital improvements.

As the work of making the comprehensive plan progresses, the Commission may from time to time adopt and publish a part or parts thereof, any such part to cover one or more geographical sections or divisions of the city or one or more of the aforesaid or other functional matters to be included in the plan. The Commission may from time to time amend, extend or add to the comprehensive plan or carry any part or subject matter into greater detail.

9. GENERAL PURPOSES OF PLAN. The plan shall be made with the general purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the city and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity and general welfare, as well as efficiency and economy in the process of development, including among other things, adequate provision for traffic circulation, the promotion of safety from fire and other dangers, adequate provisions for light and air, the promotion of the healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds and the adequate provision of public utilities and other public requirements.



10. ADOPTION OF PLAN. The Commission may adopt the plan as a whole or by successive resolutions may adopt substantial parts thereof. Before the adoption of the comprehensive plan or any part thereof or any amendment, extension or addition thereto, the Commission shall hold at least one public hearing thereon, notice of the time and place of which shall be given by one publication in a newspaper of general circulation in the city. The adoption of the plan or any part thereof, amendment or addition, shall be by resolution of the Commission carried by the affirmative votes of not less than a majority of all its members. The resolution of adoption shall refer expressly to the maps, diagrams, descriptive and other matters intended by the Commission to form the whole or part of the plan. The Commission's action shall be recorded on the adopted plan or part thereof and descriptive matter by the signature of its chairman and secretary and an attested copy shall be certified to the City Commission.

11. MISCELLANEOUS POWERS AND DUTIES OF COMMISSION. Copies of all reports and recommendations of the Commission shall be filed with the City Commission. The Commission may also make reports and recommendations relating to the plan and development of the city available to public boards and agencies, utility companies, civic, educational, professional and other organizations and to citizens generally. The Commission may, from time to time, recommend to the City Commission or other public bodies, programs for public improvements and financing thereof. It shall also be a duty of the Commission to consult and advise with the City Commission and other public or semi-public agencies or boards, public utility companies, civic, educational, professional and other organizations, and with citizens with relation to the making, protection or carrying out of the plan or any part

thereof. The City Commission and other public bodies and boards shall, upon request, furnish to the Commission, within a reasonable time, such available information as it may require for its work. The Commission, its members, officers and employees, in the performance of their functions, may enter upon any land to make examinations, investigations and surveys. In general, the Commission shall have such powers as may be necessary to enable it to perform its purposes and promote orderly community planning and development.

Members of the Commission and their employees, when duly authorized by the Commission, may attend conferences or meetings of planning institutes or hearings upon pending planning legislation, and the Commission may, by resolution spread upon its minutes, pay the reasonable traveling and subsistence expenses incident to such attendance providing the City Commission has appropriated and provided funds for such purposes. The Commission shall from time to time, and at least annually, submit reports to the City Commission, giving information regarding the condition of the city with recommendations which the Commission feels should have immediate attention.

12. LEGAL STATUS OF PLAN. After the comprehensive development plan of the city and its contiguous area has been adopted by the Commission and approved by the City Commission, then and thenceforth no street, park or public way, no public building or structure, or no public utility whether publicly or privately owned, shall be constructed or altered within the city until and unless the location and extent thereof shall have been submitted to and approved by the Commission; provided, that in case of disapproval, the Commission shall communicate its reasons to the City Commission which body by a vote of a majority of its membership, can overrule such disapproval.

The widening, relocation, vacation, change of use, acceptance, acquisition, sale or lease of any street or other public way, ground, place, property or structure shall be subject to similar submission to and approval by the Commission, and the failure to approve may be similarly overruled. The failure of the Commission to act within thirty (30) days from and after the date of official submission to it shall be deemed approval, unless a longer period be granted by the City Commission.

13. ZONING. The Commission shall have all powers heretofore granted or may be granted, by law to the Zoning Commission of the city and from and after its creation all powers and records of the Zoning Commission shall be transferred to the Commission. The Commission shall be empowered to study and review the zoning ordinance and map and from time to time propose and recommend to the City Commission changes, modifications or amendments thereto.

14. SUBDIVISION JURISDICTION. The territorial jurisdiction of the Commission over the subdivision of land shall include all land located within the corporate area of the city and all land lying within five (5) miles thereof and not located within any other corporate area.

15. SUBDIVISION REGULATIONS. The Commission shall prepare and adopt minimum standards and regulations governing the subdivision of lands within its jurisdiction, which may provide for the proper alignment and arrangement of streets in relation to other existing or planned streets and to the comprehensive plan, for the provision of adequate and convenient open spaces for traffic circulation, utilities, access of fire fighting apparatus, recreation, light and air and for the avoidance of congestion of population, including the minimum width and area of lots.

Such regulations may also include provisions as to the extent to which streets and other ways shall be improved and to which water and sewer and other utility mains, piping or other facilities shall be installed as a condition precedent to the approval of the subdivision plat. The regulations prescribed by the Commission may provide for a tentative approval of the site plan previous to installation; but any such tentative approval shall be revocable and shall not be entered on the plat.

All such regulations after approval by the City Commission, shall be published as provided by law for the publication of ordinances but before adoption, a public hearing shall be held thereon. Certified copies of all regulations shall be recorded with the Clerk of the Court of Polk County at Bartow, Florida.

16. RESERVATION OF LOCATIONS OF MAPPED STREETS FOR FUTURE PUBLIC ACQUISITION. The Commission is empowered, after it shall have adopted a major street plan of the territory within its subdivision jurisdiction or of any major section or district thereof, to request the City Commission and the Board of County Commissioners to make, from time to time, surveys for the exact location of the lines of a street or streets and to make a plat of the area or district so surveyed, showing the land which it recommends be reserved for future acquisition for public streets. The Commission before adopting any such plat, shall hold a public hearing thereon, notice of the time and place of which, with a general description of the district or area covered by the plat, shall be given not less than fifteen (15) days previous to the time fixed therefore by one publication in a newspaper of general circulation in the city. After such a hearing the Commission may transmit the plat, as originally made or modified as may be

determined by the Commission, to the City Commission, together with the Commission's estimate of the time or times within which the lands shown on the plat as street locations should be acquired by the municipality. The City Commission may approve and adopt or may reject such plat or may modify it with the approval of the Commission, or, in event of the Commission's disapproval, the City Commission may, by a favorable vote of not less than four-fifths ( $4/5$ ) of its membership, modify such plat and adopt the modified plat.

17. VALIDITY. Should any section or provision of this Act be declared unconstitutional by a court of competent jurisdiction, such holdings shall not invalidate the remaining sections or provisions, but they shall remain in full force and effect.

18. EFFECTIVE DATE. This Act shall take effect